GBA Heritage

CONSERVATION MANAGEMENT PLAN

Department of Education Building, 35-39 Bridge Street, Sydney

May 2017



DEPARTMENT OF EDUCATION BUILDING, 35-39 BRIDGE STREET, SYDNEY

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1.0
INTRODUCTION

1.1 REPORT OVERVIEW

This Conservation Management Plan (CMP) for the subject property, the Department of Education Building (Education Building), at 35-39 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 (SSD) 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 into 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 Stage 1 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 21 May 2015 (Education 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 and occupies a whole block bounded by Young Street to the east, Loftus Street to the west, and Farrer Place to the south. It is described by NSW Land and Property Information (LPI) as Lot 56, DP 729620.

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 people occupied the land that was later to be claimed as a European settlement. Recommendations have

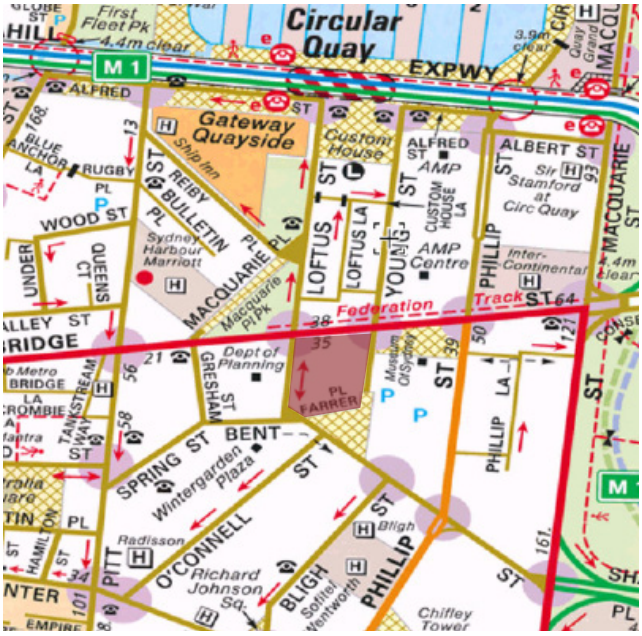


Figure 1.1
Location map showing the subject site overlaid in orange.
Source: Street Directory Australia

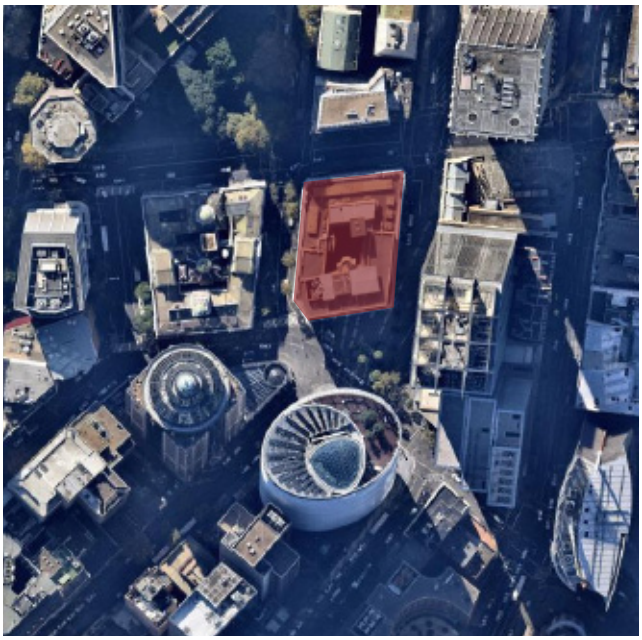


Figure 1.2
Aerial photograph showing the subject site overlaid in orange.
Source: Nearmap

been made on the basis of documentary evidence viewed and inspection of the existing fabric.

The subject 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 Education 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 has 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.

GPNSW have informed us that in the context of the Department's imminent departure, the movable heritage collection within the Education Building has been assessed in the *Movable Heritage Review of the former Department of Education Building, 35 Bridge Street, Sydney,* prepared by Musecape in June 2016.

1.7 DOCUMENTARY AND PHOTOGRAPHIC SOURCES

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

- City Plan Heritage, *Department of Education Building, 35-39 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 City Plan Heritage 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 *Section 3.0: Documentary Evidence - Understanding the Place* and *Section 4.0: Physical Evidence - Understanding the Place* contained in the endorsed Conservation Management Plan for the Department of Education Building, prepared by City Plan Heritage, dated March 2015. The two sections from the 2015 CMP have been reorganised and merged, with the extracted text being reproduced in Italics.

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 and updated source references have also been included.

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

The Sydney CBD is part of the traditional lands of the Cadigal (or Gadigal) peoples. Their territory encompassed the lands to the south of Sydney Harbour from South Head to Darling Harbour.[1] Whilst some word lists and accounts of cultural practices of the local indigenous groups were compiled at the time of European settlement, detailed information regarding the pre-1788 culture was lost.[2]

Historical and archaeological sources indicate that they bays and waterways of Sydney Harbour were a source of fresh water and food for the indigenous population, with hunting, gathering and fishing taking place.

After the arrival of European settlers in 1788, the process of displacement began. The settlement and associated farming and building forced many Aboriginal people from their traditional lands and away from food sources. Soon after the arrival of the First Fleet, the Cadigal people and other local clans were decimated by a smallpox epidemic, to which they had no immunity. Despite these factors, some people survived and continued to occupy the area and interacted with the Europeans. The Indigenous people continued to use the land around East Darling Harbour at least until the 1830s, four decades after the arrival of the First Fleet and despite the smallpox epidemic.

2.1.2 FIRST GOVERNMENT HOUSE AND DEVELOPMENT OF BRIDGE STREET (FROM 1789)

The development of an enclave of government offices in and around Bridge Street in the 19th century had its origins in one of the earliest planning decisions in New South Wales: the choice, on 29 January 1788, of a site on which to erect the portable canvas house brought out from England for the Governor, Captain Arthur Phillip. The appropriateness of the site, on the east side of the Tank Stream overlooking the settlement at Sydney Cove, was confirmed in May of the same year when Governor Phillip laid the first stone for a brick house, immediately to the east of his prefabricated home. The new Government House, completed by the middle of 1789 was the first permanent building in the Colony and was to remain the home of successive governors until 1845.[3]

The construction of permanent accommodation for the Colony's civil officers followed soon after and by 1792 a neat row of residences and gardens, for the Commissary, the Judge-Advocate, the Surveyor General and the Chaplain, lined the western approach to Government House from the bridge over the Tank Stream that later gave the street its name.[4] For more than forty years after European settlement, the Colony of New South Wales was administered from these buildings, which served as both private residences and public offices.

At the back of these houses an unusual street pattern was beginning to emerge, formed in part by the lines of prisoners' huts and workshops and also by the ditch that had established the boundary of Governor Phillip's residence. Here the emerging streets defied a grid plan and were aligned along the contour, terminating at their north-east end near a fountain at the back of the civil officers' residences and at the edge of the Government House Domain. By the time Governor

1 Attenbrow, V., *Sydney's Aboriginal Past: Investigating the archaeological and historical records,* Sydney: UNSW Press, 2010, p22

2 Attenbrow, V., *Sydney's Aboriginal Past,* 2010, p31

3 Proudfoot, H., Bickford, A., Egloff, B. & Stocks, R., *Australia's First Government House,* Sydney: Allen & Unwin/Department of Planning, 1991, pp31, 41-48

4 Thomas Watling attributed, 'Sydney Capital New South Wales' c. 1800 reproduced in *Painted Panorama 1800- 1870. 1 to 30 November 1985. Paintings from the Mitchell and Dixson collections of the State Library of New South Wales, The Blaxland Gallery, Sydney,* 1985, p35 cat. 1

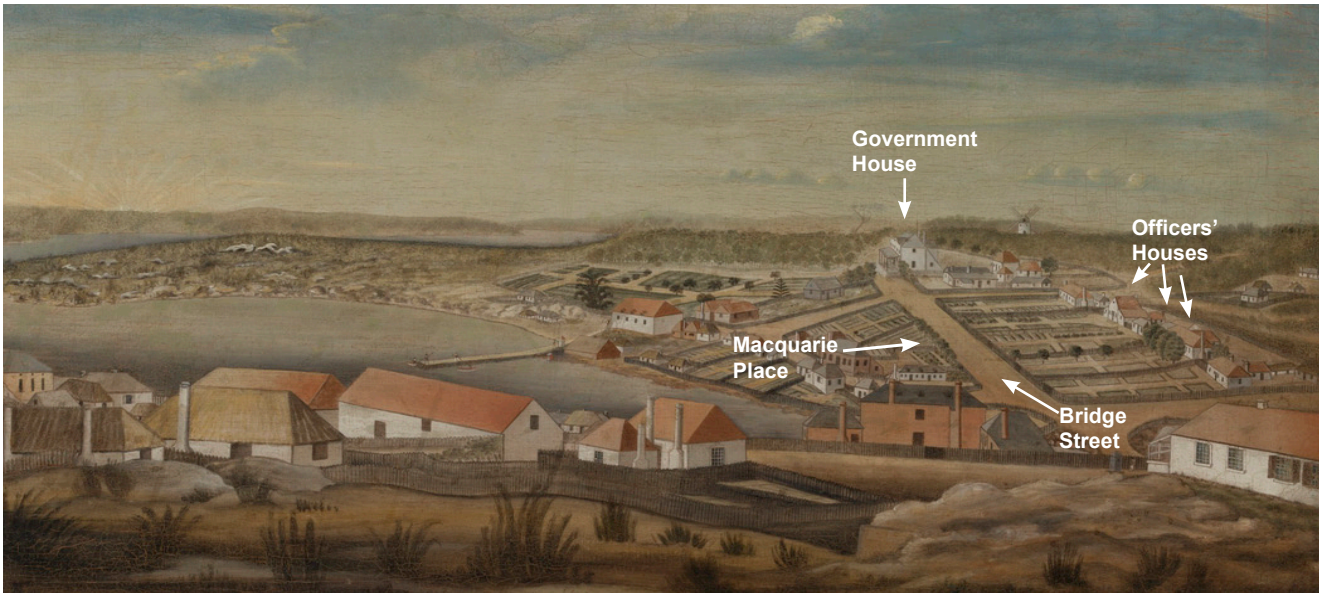


Figure 2.1
Government House and the civil officers' residences in about 1800, as depicted in 'Sydney - Capital New South Wales, ca.1800', artist unknown. The road leading to Government House, later to become Bridge Street, is already clearly defined with the officers' houses set well back, with large front gardens. View looking east.
Source: State Library of NSW, Mitchell Library, Call No. DG 56, Digital Order No. a1528056



Figure 2.2
1802 Map of Sydney ('Plan de la ville de Sydney'), by Charles Alexandre Lesueur, showing the area of the subject site indicated by the red arrow. Bridge Street has been established, with a row of four houses lining the street
Source: National Library of Australia, Call No. MAP RaA 2 Plate 30, ID nla.obj-230976925

Macquarie took up office in 1810 they were so well established that he included them in his naming and renaming of Sydney's streets: Bell Row became Bligh Street; South Street became O'Connell Street and the un-named street parallel to it became Spring Row [later Street]; while from Spring Row, past the fountain and on to the north end of Phillip Street became Bent Street.[5] This configuration, evident from as early as 1792, was an unusual one and survives to the present day.

2.1.3 NEW RESIDENCES FOR CIVIL OFFICERS (FROM 1810)

The relationship between the Governor and his civil officers' domestic arrangements was redesigned during the Macquarie period when several civic improvements served to emphasise the importance of Government House, of its grounds and its approaches. In October 1810 Governor Macquarie issued a number of orders intended to 'contribute to the Ornament and Regularity of the Town of Sydney'.[6] In addition to regularising and extending the street plan, the Governor provided a number of public spaces. In front of four of the civil officers' residences the ground was to be cleared for 'Macquarie Place'.[7]

Associated with these improvements, new houses were built for the Judge-Advocate Ellis Bent (1810-1812); the Secretary, John Campbell (1813); the Chaplain, the Reverend William Cowper (1815); and Judge Barron Field (1817) while a new guard house (1810-1812) cut off public access from the back of Government House down to the Cove.[8]

Like their predecessors, these new residences, two of which were designed from architectural pattern books probably chosen by Mrs Macquarie, lined the road from the bridge to Government House and formed an attractive backdrop to the nascent Macquarie Place.[9] Carmichael's view 'Sydney from The Domain Near Government House' provides a close-up of these houses and their setting.[10]

In 1832 the practice of providing official residences for civil officers came to an end when the British government ruled that this was no longer to be a benefit of office, other than for the Governor. Some officers had already made the move to live on their private estates, anticipating the change. As they were vacated, the old residences continued in use as government offices, usually housing the departments of which their former occupants had been in charge.[11] The most notable group of these former official residences was that in Macquarie Place.

2.1.4 BUILDING THE QUAY AND EXTENDING THE STREETS

From the late 1820s the need for increased wharfage was under discussion and within a decade the first major replanning of Sydney was underway. A new artificial waterfront would be built at Sydney Cove. In order to pay for the work, the old Government House would be demolished releasing some of The Domain land for sale and allowing the existing streets to be extended down to the new 'Semi-Circular Quay'. A new Government House would be built further to the east in the Domain, on the ridge line between Farm Cove and Woolloomooloo Bay, equidistant between the Government Stables and Fort Macquarie.

In January 1845 the plan for the continuation of the main streets down to the quay was officially advertised. Macquarie Street, Elizabeth Street and Phillip Street would be continued north from Bent Street down to the Quay, and Bridge Street would be extended from Macquarie Place up the hill to Macquarie Street. The line of Phillip Street would pass through the east end of the old Government House. The extension of Elizabeth Street would obliterate the guard house. Pitt Street and Castlereagh Street would be continued north from Hunter Street to the Quay.[12] The proposed continuation of Castlereagh Street would cut straight through Macquarie Place reducing it to less than half its original size and the eastern half would be subdivided to finance the new Government House.

The continuation of Castlereagh Street was problematic. The old Colonial Secretary's residence, then being used as offices by the Treasury,[13] stood in the way of any connection between Bent Street and Bridge Street and the government did not guarantee that the building could be removed in 'under five years', or until funds were provided for a new building.[14] Planning continued regardless and the extension of Castlereagh Street from Bridge Street to the Quay was called Castlereagh Street North, in anticipation of the completed street plan.

In June 1845 Governor Gipps and his wife moved to the new Government House and the materials of the old house were gradually removed.[15] New boundary

5 *Sydney Gazette,* 6 October 1810, p2
6 *Sydney Gazette,* 6 October 1810, pp1-2; 27 October 1810, p2
7 *Sydney Gazette,* 6 October 1810, p1b
8 The new guard house can be seen in a panorama by Eyre published in 1812
9 Broadbent, J., *The Australian Colonial House. Architecture and Society in New South Wales 1788-1842,* Sydney: Hordern House/ Historic Houses Trust, 1997, pp31-47, 49-56
10 Broadbent, J., *The Australian colonial house,* 1997, p45, Plate 3.11.
11 The discontinuance of this practice had been recommended by Darling in 1828, Despatch No. 74 dated 14 May 1828, *Historical Records of Australia* (Ser. 1) Vol. 14 pp180-182
12 *New South Wales Government Gazette,* 7 January 1845
13 *Golden Heritage. A joint exhibition to commemorate the 175th anniversary of the New South Wales Treasury 1824-1999,* New South Wales Treasury, Office of Financial Management, 1999, p12
14 *New South Wales Government Gazette,* 7 January 1845
15 Proudfoot, H. et al, *Australia's First Government House,* 1991, pp131-132



Figure 2.3
'Sydney from the Domain near Government House', by John Carmichael, 1829. Looking west from the front entrance to Government House in 1829. On the far left is the guard house and next to it, the Colonial Secretary's house (indicated by the red arrow), later to house the Department of Public Instruction. With the government officials forced to move to other residences, the houses were later used as offices
Source: National Library of Australia, Call No. PIC Drawer 2316 #S2784

walls were built around the surviving government offices, including the Colonial Secretary's office,[16] and in 1847 Bridge Street was extended east to Macquarie Street.[17] In the same year, the guard moved to a new guard house on Macquarie Street and the old one was dismantled and the materials sold.[18] The new streets were marked out but were largely unformed. Some of the stone pines that had once stood in th e grounds of the old Government House remained in the line of Bridge Street.

2.1.5 HOUSING THE BUREAUCRACY (1830s-1850s)

As the convict system wound down in the later 1830s and 1840s, many buildings were no longer required for their original purpose, or were vacated due to dwindling convict numbers. With this legacy of surplus building stock, the bureaucracy could readily be housed in existing buildings.

Responsible government effected little change. The six ministerial portfolios created in 1856 were essentially the same as the existing departments and older building stock had to suffice. The result was an ad hoc assemblage of government offices housed in buildings originally designed for other purposes, with parts of departments fragmented around the city, often at some remove from each other.

Departments with special needs were the exception; and it was the construction of these that occupied the Colonial Architect's office from the 1840s into the early 1860s. Some departments required specific locations: the Customs House (1844) had to be close to the new Semi-Circular Quay; the Observatory (1858) needed the view; and the Registry on Elizabeth Street (1859-1861) was built next to the Supreme Court with which it shared much business. For the others, the Treasury and Audit Office on Macquarie Street (1849-1851) and the Government Printing Office at the corner of Bent Street and Phillip Street (1855-1856), the land that had been part of the original Governor's Domain provided suitable sites, without cost to the government.

2.1.6 BRIDGE STREET IN THE 1840s-1860s

It was some years before the area around Bridge Street developed its full potential. The City Corporation, incorporated in July 1842, had insufficient revenue to provide basic services such as roads, drains, sewers and an adequate water supply and the Colonial government remained reluctant to hand over many of the powers (and sources of revenue) which would have helped it to do so.[19]

From the late 1840s and into the 1850s the east end of Bridge Street was more like a park than a city street; a mixture of the old, some new and lots of empty building lots. Two of the Macquarie period residences continued to be used as government offices: the Colonial Secretary's residence, still serving the same department, and the judge's house, used by the Survey Office. Both were set well back from the line of Bridge Street, but were now at odd angles to the new streets that hemmed them in at the sides.

16 *NSW Blue Book* for 1845, Public Works p133 (Mitchell Library)
17 *Sydney Morning Herald*, 16 June 1847 for discovery of tombstone in extending Bridge Street
18 Colonial Secretary Copies of letters to Engineering and Public Works Officers, Letter Nos 47/8359 & 47/8628, 4/3887 pp98. 109-110 (State Records NSW); *NSW Government Gazette,* 26 November 1847, Fol. 1293
19 Fitzgerald, S., *Sydney 1842-1992,* Sydney: Hale & Iremonger, 1992, pp39-46

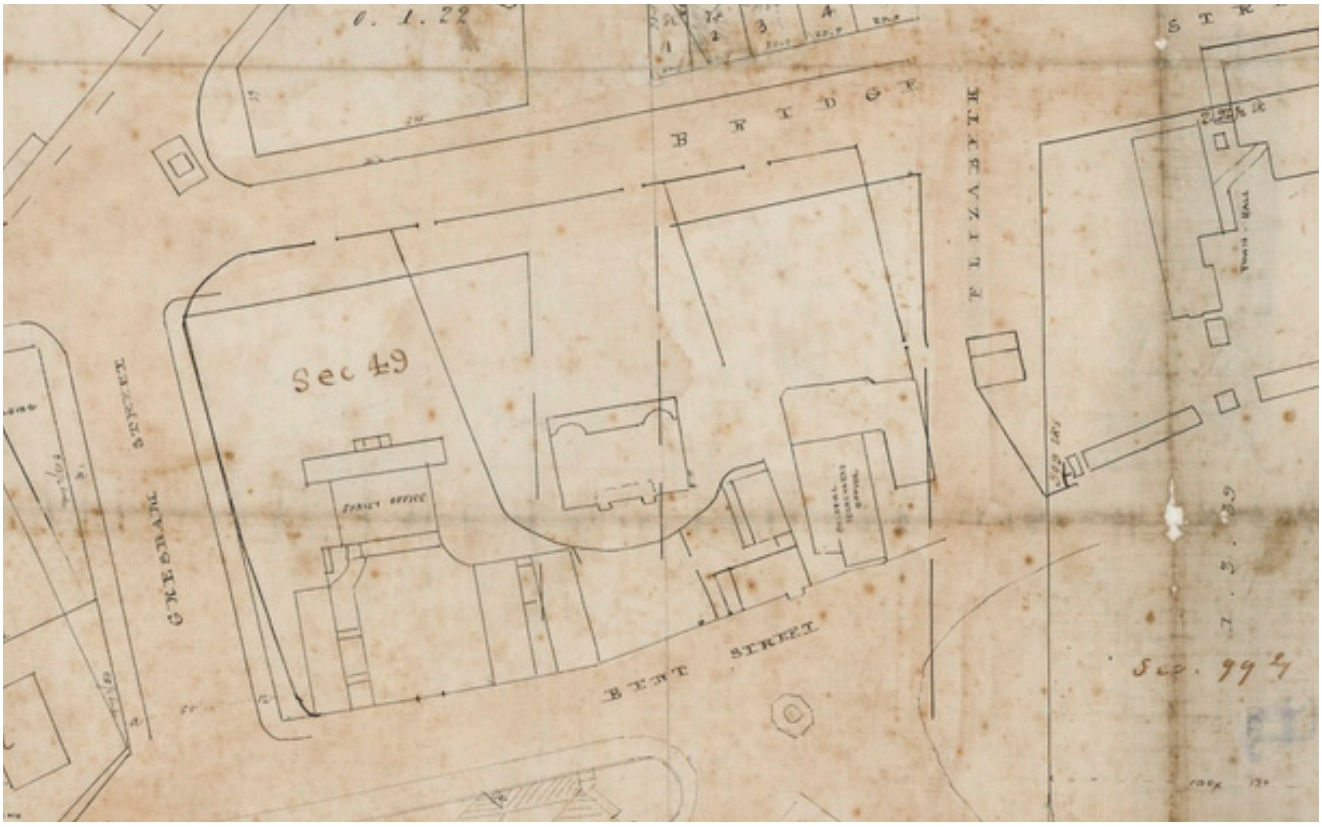


Figure 2.4
'Tracing of a map showing part of Sydney', c1842. This shows the extended streets to the new Semi-Circular Quay as drawn in 1842. In this new arrangement the Colonial Secretary's office, the Survey Office and the Chaplain's house survived, bounded by new streets, but Government House, its guard house and the former Judge-Advocate's residence would be demolished.
Source: State Library of NSW, Mitchell Map Collection, Call No. Z/M2 811.1722/1842/1, Digital Order No. c015100001

2.1.7 CHANGES ON BRIDGE STREET IN THE 1870s

From the 1870s until 1890, overseas loans funded the construction of large-scale public works and a more developed infrastructure in both city and country in New South Wales. In 1871 Sydney was a low-rise city of Georgian proportions. By the mid-1870s the scale was beginning to change, with a boom in both the public and private sectors. Based on borrowed money, Sydney sought to overtake its great rival, Melbourne and began to take on the appearance of a 19th century city. The Colony could now afford purpose-built accommodation for its growing bureaucracy. Ideally located close to Parliament House, the government owned four substantial blocks of land on the south side of Bridge Street, offering an economical solution to the question of where to build.

In the 1870s the architectural landscape of Bridge Street was transformed by the construction of the Colonial Secretary's and Public Works offices and the first stage of the Lands Department.

These two landmark buildings confirmed Bridge Street as the main locus of government administration and totally transformed the scale and quality of the city's official architecture. They were the most impressive new offices in the city and a significant part of its transformation from Georgian town to Victorian metropolis.

These fine new offices confirmed the importance of the departments they housed: Lands, the source of much of the Colony's wealth; Public Works, which built the infrastructure vital for settlement; and the Colonial Secretary whose portfolio (usually held by the Premier and so giving it additional status) included a wide range of responsibilities. A notable omission from the Colony's priorities was the matter of education.

2.2 PHASE 2 - THE DEPARTMENT OF EDUCATION BUILDING (1912-15)

2.2.1 THE DEVELOPMENT OF EDUCATION IN NEW SOUTH WALES

Education in New South Wales was initially provided by the religious denominations and by private individuals and it was not until 1848 that the government formally entered the field of public instruction with the creation of the Board of National Education. In deference to the existing church schools, there was also a



Figure 2.5
The Colonial Secretary's Office on Bridge Street as depicted in 1871, showing the building's generous setback from Bridge Street, behind a large Moreton Bay fig. It was from the early 1880s occupied by the Department of Public Instruction
Source: State Records NSW, 'Department of School Education', Digital ID 15051_a047_004001

Denominational Schools Board and education was administered under two Boards until the Public Schools Act of 1866 provided for a single Council of Education, with control over both systems. The Council's first President was Henry Parkes who was to play a major part in the provision of government education in the state.

In Parkes' first Ministry in 1872, education gained ministerial status in the combined portfolio of Minister of Justice and Public Instruction[20] and for a short period in 1878 had the prospect of splendid departmental accommodation in an imposing design for new law courts where it would be housed as part of the combined ministerial portfolio.[21] The proposal, however, remained just that and, like many other departments, the Council of Education occupied accommodation originally built for residential purposes in Macquarie Street.[22]

Much greater developments for the future of public education were, however, in train and in 1880 Henry Parkes' Public Instruction Act gave the government full responsibility for the provision of primary and some secondary education in New South Wales. With the creation of the Department of Public Instruction on 1 May 1880, under the supervision of its own Minister, there was for the first time a centralised system of control over the rapidly expanding need for education.[23]

Public schooling was to be compulsory, provision was made for secondary education and government support for denominational schools ceased from 1883. The administration moved into the former Colonial Secretary's offices in Bridge Street, recently vacated by that Department on the completion of its splendid new home further up Bridge Street. It was this building, designed in 1813 as a residence for John Campbell the Governor's Secretary, that was to be the home of the new Department for almost thirty-five years.

The first decade of the new system saw a massive expansion in the number of schools, but in the economic depression of the 1890s government expenditure was

20 *The NSW Parliamentary Companion*, 56th edition, Sydney: NSW Chief Secretary's Department, 1920
21 New Law Courts, *Town & Country Journal 30 November 1878*, p1033
22 A collection of photographs of all of the premises occupied by the various boards of education from 1849-1915 is held in the Small Picture File at the Mitchell Library under the heading SPF- Sydney – Offices – Education Department. This collection was once owned by the Department of Education
23 Kozaki, D., *Bridge Street and Education – a pictorial history,* Community Relations Unit for NSW Department of School Education, 1989, pp8-9

much reduced. By the beginning of the 20th century, the government schools system in New South Wales was depleted and behind the times compared with overseas schools and some other states in Australia.[24]

The movement for reform began in 1901 and the appointment of a Royal Commission the following year culminated in three reports, on Primary Education (December 1903), Secondary Education (October 1904) and Technical and Other Education (December 1904) termed the 'New Education'. Teaching methods, the curriculum and teacher training were all in need of reform with a greater emphasis upon children learning for themselves by active practical work, rather than the old system of learning by rote.

Peter Board, an Inspector of Schools who was appointed to the newly established position of Director of Education in 1905, turned these ideas into action in the development of the New Syllabus and the process of reform was under way. The co-educational Sydney Teacher's College opened the next year in the grounds of Sydney University. In 1910 following the election of a Labor government, fees for secondary education were abolished and academic, commercial, technical and domestic courses were established.

The new system, with its emphasis upon vocational training (with appropriate schools for various parts of the workforce) began in 1911. Three new examinations, the Qualifying Certificate, the Intermediate Certificate and the Leaving Certificate provided proof of competence at all levels of schools education and, together with the abolition of fees, provided the 'educational ladder' by which children of ability from poor families could now have an extended education.

Reconstruction of the system was completed in 1916 with the Public Instruction (Amendment) Act which required the registration of private schools and made compulsory education effective, by requiring attendance on every half-day that the school was open, rather than the 'not less than seventy days in each half-year' required under the 1880 Act.[25] *A massive building programme around the state accompanied these changes and lasted into the early 1930s. The system required not only more teachers but also more administration. As the 'New Education' began, the Department moved from its cramped quarters in Bridge Street into a new building.*

24 *Government Schools of New South Wales 1848-1998: 150 years,* Open Training and Education Network (OTEN) – Distance Education, New South Wales Department of Education and Training, 1998, pp6-13

25 Barcan, A., *A history of Australian education,* Melbourne University Press, 1980, pp207-211. 240

2.2.2 PLANNING FOR NEW OFFICES

The provision of better office accommodation for the Education Department had been considered an 'urgent matter' in 1890 when the Minister, J H Carruthers, had taken 'the preliminary steps' to have premises erected on the Bridge Street site.[26] *The department had also been included when plans for another large government office building on Bridge Street had been mooted in 1899, this time on the site of the First Government House,*[27] *but education remained the Cinderella department 'in genteel poverty'.*[28]

It was not until November 1911 that proposals for new offices finally came before the Parliamentary Standing Committee on Public Works, for its scrutiny and approval. By this time the numerous branches of the Department, with a total staff of 180, were housed in various premises around Sydney, as well as in the old Colonial Secretary's offices where 'a state of congestion' existed 'making proper organisation and cognate arrangement of work impracticable'.[29] *Plans for the proposed new offices had been prepared by the Department of Public Works and the details were explained to the Committee by Edward Lambert Drew, in his capacity as Acting Principal Architect of the Government Architect's branch, in the interregnum between the retirement of W L Vernon in August 1911 and the appointment of George McRae as his successor in May 1912.*[30]

The new building, designed to have five floors, was to be erected on the northern half of the block bounded by Bridge Street, Loftus Street, Young Street and Raphael Street, on the open space in front of the existing departmental offices. This arrangement would enable the Department to continue to occupy its old offices until the new accommodation was completed. The new offices were to be part of a much larger building, designed to fill the whole block. At some future date the old buildings would be demolished and the second part built, to house the Department of Agriculture. A similar course of action had been followed for the Lands Department, which had been constructed in two stages in the 1870s-1880s and the old offices demolished as the first section was completed.

26 NSW Parliament, Parliamentary Standing Committee on Public Works, 'Report together with minutes of evidence and plans relating to the proposed new offices for the department of Public Instruction, Sydney', *Joint Volumes of Papers presented to the Legislative Council and Legislative Assembly,* 1911-1912, Vol .II Pt. 1, p1

27 NSW Legislative Council, *1899 Session (3)*, Vol, 2, p553. These plans were negatived

28 An historic building. Ninety-five years old. Offices of the Education Department, *Daily Telegraph,* 12 December 1908, Newspaper cuttings Vol. 12, pp82-3, Q 991/N (Mitchell Library)

29 *Report relating to the proposed new offices for the Department of Public Instruction, Sydney, Evidence by Chief Clerk, George Kilminster,* 20 November 1911, p6

30 *Guide to the State Archives of New South Wales No. 19, Records Group NGA Government (Colonial) Architect 1837-c. 1970,* Archives Authority of New South Wales, Sydney, 1979, Appendix I.

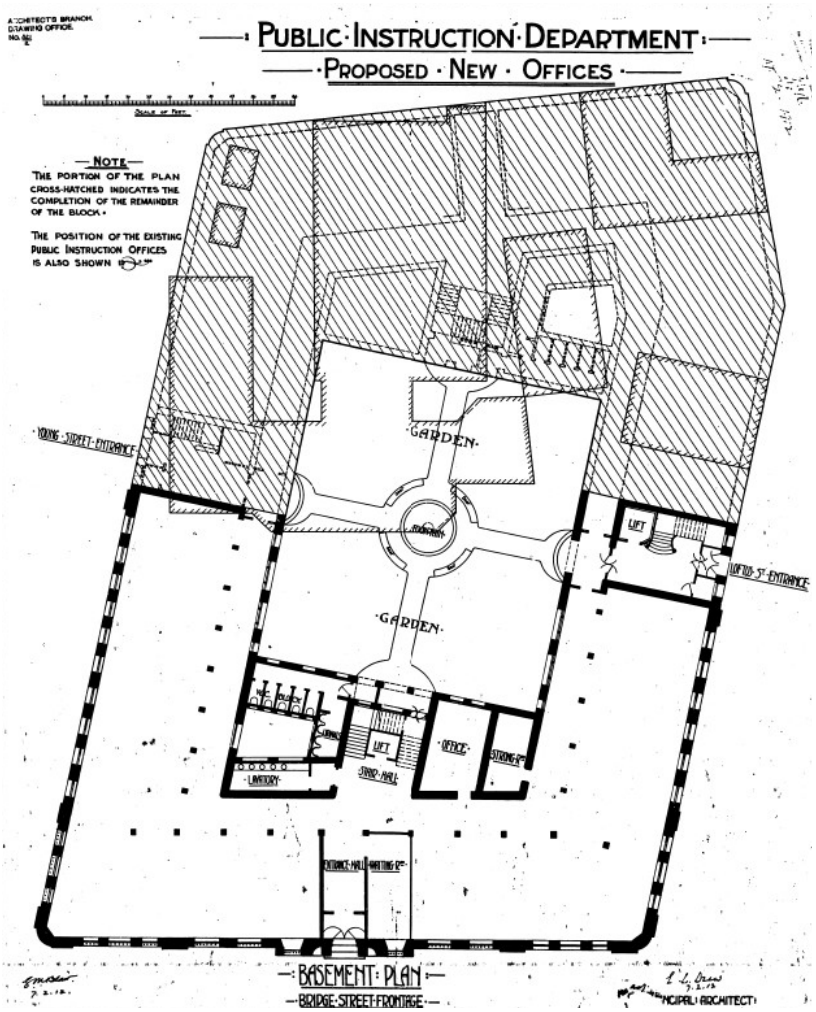


Figure 2.6
Proposed basement plan for the new offices for the Department of Public Instruction, signed by both Edward L. Drew, Acting Principal Architect between the retirement of Vernon and the appointment of McRae, and by architect G M Blair. The plan shows the proposed first stage of the building, with the second stage hatched. The old buildings at the site are also indicated on this plan which proposed a central garden courtyard and is dated 7 February 1912
Source: NSW Department of Commerce, PB 18/ A1949

The siting of the building required all four street frontages to have fine, presentable elevations, which left a central light well as the only option for the provision of adequate light and ventilation. The building constructed around four sides of a central courtyard with a system of mechanical ventilation and, on most floors, an open plan internal arrangement divided into the required offices by partitions and not by solid walls. A flat roof, for recreational use, had been requested by the Minister, while the gallery that was being provided for the use of various art societies, would be top-lit by roof lanterns.

The Committee's main concerns were: the provision of sufficient accommodation; adequate light, ventilation and sanitary arrangements; the use and design of the central courtyard; and the unsightly look of the southern elevation of the building before the addition of the second section, which might not be built for some years. Drew's instructions had been to prepare a design for a 'plain brick building' but, as he acknowledged to the Committee, his own preference was for plain stone street elevations.

Much of the Committee's time was taken up with evidence concerning the provision of exhibition space for the Royal Art Society, which was already receiving a government subsidy, and the Society of Artists, which was not. William Lister Lister's evidence on behalf of the Royal Art Society of New South Wales and Julian Ashton's on behalf of the Society of Artists and the Society of Women Painters, revealed much about the animosity that existed between these organisations, but little about the architectural detail of the gallery that was to be provided for them. A student of the Royal Art Society, Schuldham Marriott Woodhouse and a former student, John Bishop, added their complaints about the government's failure to promote art by establishing a National Art School, but had little to contribute as far as the design and cost of the proposed building was concerned.

The Committee's decision reflected its concern to provide sufficient accommodation for the rapidly expanding Department of Public Instruction and for the new offices to be an integral part of their Bridge Street setting. The construction of the new building was approved with alterations to the proposed plan

for elevations in stone, instead of brick, and with the addition of two storeys.[31] Its Report was debated briefly in the Legislative Assembly in March 1912 and the requisite Act then passed authorising the construction of the new offices.[32]

Encouraged perhaps by the Public Works Committee's wish to make the new offices a suitable addition to Bridge Street, the final design for the main elevation of the building was considerably more attractive than that presented to the Committee. The new design was published in The Salon, the journal of the Institute of Architects in its September-October 1912 issue, under the name of the new Government Architect, George McRae, a Fellow of the Institute.[33]

In May 1912 the Department of Public Works sent a site plan for the whole of the new offices (including the proposed second stage for the Department of Agriculture) to the City Council seeking approval for an alteration to the alignment of Loftus Street. In maximising the use of the awkwardly shaped site, the plan for the new building projected beyond the existing building line on the east side of Loftus Street. By October, when the Council presented its objections to the Minister, it was too late. The alignment it proposed would affect the architectural appearance of the building, the Director General of Public Works reported; the plans had already been modified once and the work had already commenced.[34]

While no concern had been expressed during the Public Works Committee's deliberations about the ultimate demolition of the 1813 house then occupied by the Department of Public Instruction, the historical significance of the building and of its surroundings did not go un-noticed. The imminent loss of the large Moreton Bay fig in the front garden of the old offices prompted newspaper articles on the history of the locality and expressions of regret that progress would cause the loss of 'one of the oldest landmarks in Australia'.[35] The historically minded were, however, fighting a losing battle in the march of progress and city development.

History was not however forgotten when the Minister of Public Instruction, Mr A C Carmichael MLA, laid the foundation stone of the new building on Saturday 7 September 1912. 'This is an historic spot' was the keynote of more than one speech the Sydney Morning Herald reported, tracing the history of the site from the approval of the plan for J T Campbell's residence on 24 December 1813 by Governor Macquarie, to the use of the building since 1882 by the Department of Public Instruction.[36]



Figure 2.7
Work begins on the site for the new offices of the Department of Public Instruction in the front garden of their existing offices, where the Moreton Bay fig has been cut down, May 1912
Source: Original at State Library of NSW, 'Public Instruction Offices, showing Lands Office from Bridge st', Call No. GPO 1 - 12332, Digital Order No. d1_12332, reproduced from 2015 CMP, Figure 3.5

2.2.3 CONSTRUCTION OF THE EDUCATION BUILDING (1912-15)

In his first annual report as Government Architect, George McRae described the new offices:

> *"The building now in course of construction will be seven storeys high; the facades are to be of stone and the design, although severely plain, has been treated in the Renaissance style, thus retaining architectural harmony with the adjacent government buildings. The architectural embellishments have been confined chiefly to the main entrances and the crowning balconies and entablature to the upper floors. The internal construction will be of steel and reinforced concrete, thus providing a fire-resisting structure. Due prominence has been given to the entrances – one from Bridge-street and the other from Loftus-street. It is the intention, later on, to extend the building to the full area of the site and thus provide office accommodation for the Department of Agriculture fronting Bent-street. When the extension is completed, the whole will surround an internal court-yard providing light, ventilation and space for recreation purposes."[37]*

31 *Report relating to the proposed new offices for the Department of Public Instruction, Sydney,* 1911
32 *New South Wales Parliamentary Debates (Second Series),* Session 1911-12 (Third Session of the Twenty-Second Parliament) Vol. XLV, 1912, pp3895-7. Act No. 10 of 1912
33 New Education Building, *The Salon: Being the Journal of the Institute of Architects of New South Wales*, Vol. 1 No. 2, September-October 1912, p121
34 Town Clerk's Correspondence files 1912/2115 & 5340/28 (Sydney City Council Archives)
35 'Spare that tree.' An historic spot. Landmark to be destroyed, *Sydney Morning Herald,* 21 October 1911, p16h
36 Peeps into history. Education in New South Wales. Foundation stone laying, *Sydney Morning Herald,* 9 September 1912, p8g-h
37 Government Architect's Branch. Annual Report, 1911-1912, in: Department of Public Works, *Annual Report,* 1911-1912, pp29-30.



Figure 2.8
Department of School Education - Laying foundation of new Public Instruction Offices,7 September 1912
Source: NSW State Records, Digital ID 15051_a047_003981

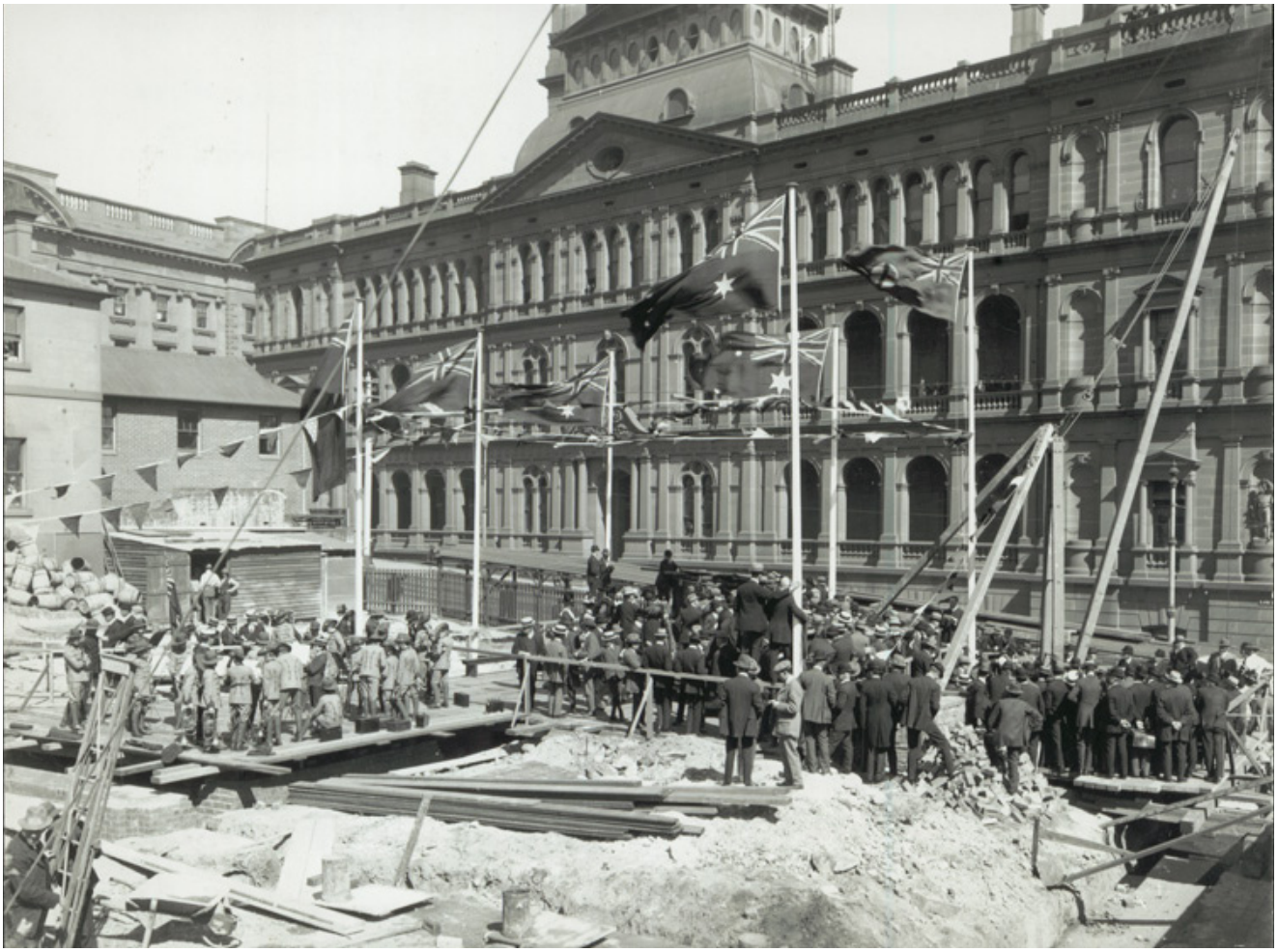


Figure 2.9
Department of School Education - Laying foundation of new Public Instruction Offices, 7 September 1912
Source: NSW State Records, Digital ID 15051_a047_003972

The original building ... comprised seven storeys in height with a two-storey caretaker's flat on the roof. From the outset the building was designed "in the round" and the architectural treatment of each façade was carefully considered. While the chosen Italian Renaissance style was certainly appropriate for such an important civic building in the context of other neo-classical style buildings, the economic effect of a high façade area to floor space ratio may have been instrumental in the generally plain façade treatment.

The main architectural feature of each façade was unmistakeably the centrally placed entrance. The principal entrance from Bridge Street was detailed with an elaborate portico with twin trachytes columns of the Doric order supporting an imposing overmantel of carved sandstone comprising a deep entablature with the inscription "DEPARTMENT OF EDUCATION", and a broken arched pediment with scrolled architraves, bracketed off the wall with massive consoles. The tympanum, surmounted by a crown, was embellished with carvings of floral swags supported by two pairs of mythical birds.

Above the portico was a two-storey high arched recess, intercepted horizontally at level 3 by a balcony above a form of Venetian window with twin sandstone columns of the Ionic order placed directly above the trachyte columns below. The arch opening has a keystone embellished with an oval cartouche bearing the year 1914 and is flanked by two small "bullseye" windows decorated with elaborately carved architraves, keystones and swags.

The Loftus Street entrance while clearly secondary in importance to the Bridge Street entrance was also detailed with a portico comprising a pair of trachyte columns of the Ionic order supporting a broken pediment into which was carved the Royal Coat of Arms, the whole composition topped with an arched window above.

The building was planned as a quadrangle form around a central courtyard with the Education Department offices occupying the northern half of the site and the Department of Agriculture to occupy the southern part of the site. It was intended that each of the four wings of the building be served by an entrance and staircase that would also serve as a fire escape.

The Young Street entrance proposed in the 1912 design and shown in the elevation but was not realised in the later additions; a pair of solid panel timber doors with an arched window above was built in its place.

The structural concept for the building was a concrete encased, rigid steel frame structure with load bearing external masonry walls and core, located at the northern end of the courtyard and encompassing the main staircase and lift off the Bridge Street entrance, the lavatories, retiring rooms, strongrooms and typists' rooms on the typical floors and the library on the top floor. A second load bearing core enclosed the Loftus Street staircase and lift shaft and a multi-storey bank of toilets located on the inner face of the western courtyard wall behind the Loftus Street stairwell.

The exterior walls were built of brickwork with sandstone ashlars facing. The sandstone being used was Maroubra yellow block, the quarry for which was operated as a State enterprise.[38] The massive masonry walls were supported on conventional concrete strip footings. The floors were constructed as reinforced concrete slabs supported on concrete encased primary and secondary steel beams resulting in a coffered soffit which was left undecorated by plaster cornices or centrepieces.

The interior of the building was plainly finished: the reinforced concrete floors were covered with tallow-wood flooring boards[39] and at the Bridge-street and Loftus-street entrances and in the staircases the 'judicious introduction of coloured native marbles in wall panelling, columns, pilasters, &c., has produced a good effect'. Special attention was also given to light and ventilation, heating and vacuum cleaning 'in which regard the building ranks high in comparison with other modern office buildings in the city'. The flat roof provided 'ample yard and promenade space' while part was adapted as a miniature rifle range (presumably in response to the outbreak of war).

Lighting and ventilation were important considerations in the design. Good natural lighting and ventilation were achieved by virtue of the high ceilings and large window openings to both the exterior and courtyard elevations, combined with the relatively narrow floor plan depth. The design principle adopted was that the maximum distance from a window for good natural lighting was 25 feet (7.62 m).

Permanent ventilation was provided by vents set into the external stonework beneath each window sill. These vents were not replicated in the 1930 building although the windows were to be provided with "specially fitted ventilators therein".[40] Mechanical ventilation was also apparently installed, though no drawings have been found that could shed light on how this system operated.

38 Proudman, G., *Stonemasonry Report*, dated 9 April 1989 & Upton, W., 'The Department of Education Building – Brief historical notes' (nd), Education Department Background Notes file, NSW Department of Commerce, Government Architect's Office

39 Government Architect's Branch. Annual Report, 1912-1913, in: Department of Public Works, *Annual Report,* 1912-1913, p30

40 *Sydney Morning Herald,* 30 January 1929, p11

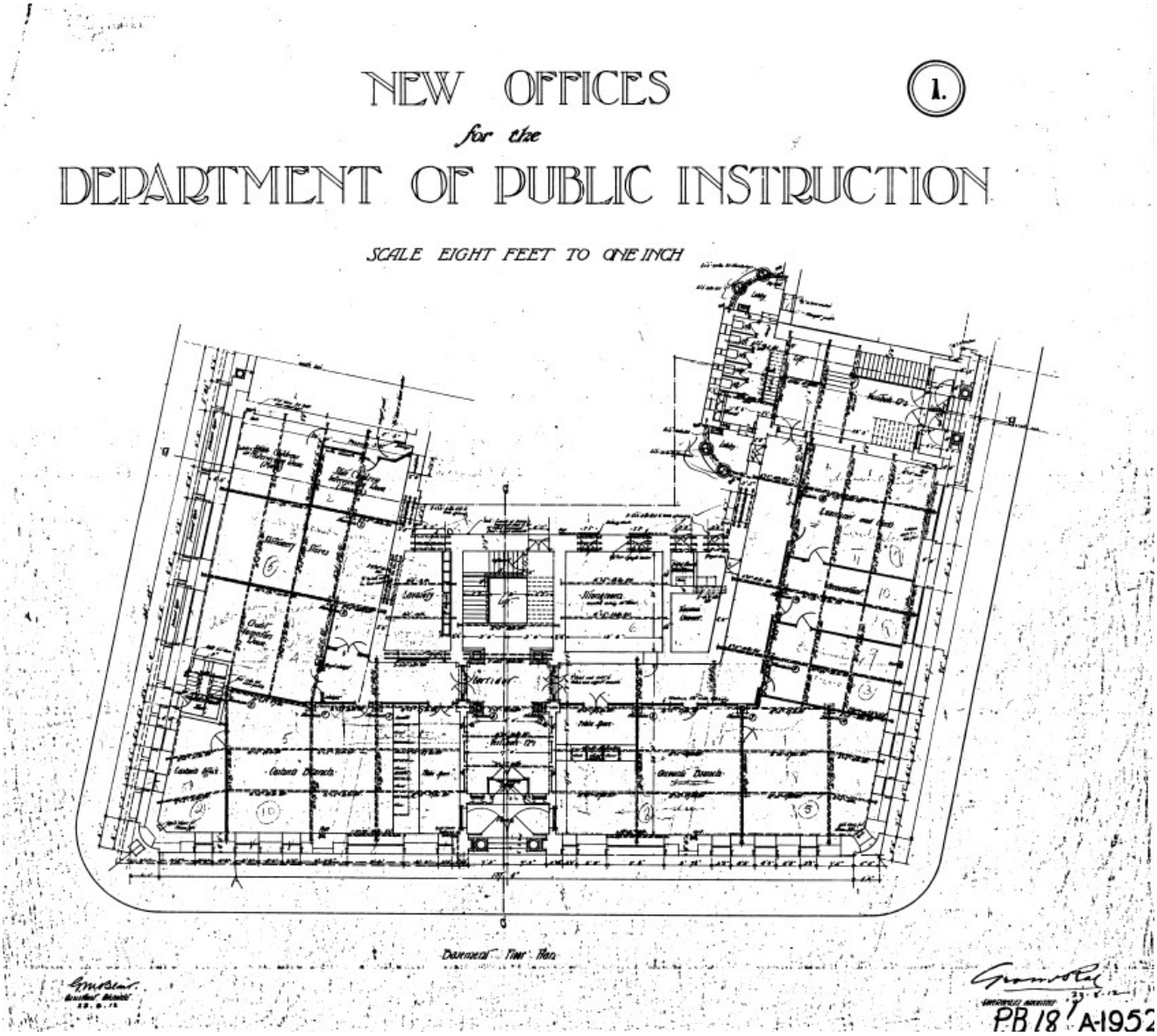


Figure 2.10
The basement (ground floor [Level 1]) plan of the new building, with the main public entrance on Bridge Street
Source: NSW Department of Commerce, PB 18/A1952

The evidence of the Acting Principal Architect of the Government Architect's Branch, Edward Drew to the Parliamentary Standing Committee on Public Works in November 1911 refers to the proposed installation of "a mechanical device for ventilating, which is usually adopted in all big buildings in the Old Country and America. It consists of a Sirocco fan It has also a dynamo and there is a furnace for heating the air."

There is some evidence that the proposed system was in fact installed in a photograph taken from the rear of the site c.1915. This shows what appears to be air duct risers and branches fixed to the north wall of the courtyard.

In a Government Architect's drawing dated 23rd October 1912 entitled Basement Plan: Department of Public Instruction, Installation of Steam Heating Apparatus, a "steam engine room" was planned to be installed in an excavated pit below the basement level in the adjoining Department of Agriculture site. Ultimately a boiler house was built as a freestanding brick building with gable roof in the courtyard behind the Bridge Street staircase.

Two undated sketches [PB 18-2/2-3] by George Vincent, heating and ventilation engineer, show the details of the boiler house and stack for the "Reck" heating installation. The same building is shown "as existing" in a 1927 drawing of the buildings heating system [PB 18-2/4].

The windows were steel framed with casement and pivoting sashes so that the external glass surfaces could be cleaned from inside the building.



Figure 2.11
Department of School Education - Bridge Street building under construction, 1913
Source: NSW State Records, Digital ID 15051_a047_003998



Figure 2.12
The completed building on Bridge Street, 1915, looking east
Source: NSW State Records, Digital ID 15051_a047_003990



Figure 2.13
The completed building on Bridge Street, 1915, looking west
Source: NSW State Records, Digital ID 15051_a047_003973

The topmost floor of the building proper (now Level 7) was designed with two large interlinking art galleries to the north (the Gallery room) and west wings (Annex room), and a dining room and kitchen to the east wing.

The horizontal circulation system at each floor level was based on an 8 ft (2.44 m) wide corridor on the inside of the floor plan and to the northern side of the Bridge Street core. When the building was completed, this corridor was intended to connect the occupants of each floor to all four staircases and lift shafts of the building as well as to the toilets and lavatories. Although very generous in its width, the corridor was quite efficient in minimizing the floor area lost to circulation and leaving the remainder of the floor free to be divided up in various ways using lightweight partitions of timber and glass – an early example of the open plan office.

The work was 'rapidly nearing completion' in February 1915, the Minister reported, but as for the Department of Agriculture, 'years must elapse' before this part of the building would be completed. Work was being done by day labour and, according to the Sydney Morning Herald, this was 'the largest Government building in the State to be carried out on this principle'.[41] This practice was a feature of public works at the beginning of the 20th century but was a controversial one. Labourers could earn more than they did with private firms, but for government this inevitably led to concerns about efficiency and minimising costs.[42]

Some more specialised parts of the construction were however carried out by private firms: the stone carving by J Collins of Penshurst; heating installation by George Vincent; the steel window frames and sashes were supplied by Dobson Franks Ltd of Sydney and the tallow flooring by J Brown of Darling Harbour and Reuben Wood of Sydney. The foreman was an English stonemason, Mr Rootes and one of the men employed on the building was A W Edwards, who was later to establish the well-known building firm of the same name.[43] The Public Works Committee's estimate had been some £81,000 but by December 1915, with the figures 'not quite complete', the cost was £123,000. The construction time had been three and a half years.[44]

41 State offices. New Buildings. Education Headquarters, *Sydney Morning Herald,* 22 February 1915, p8e

42 Tyler, P. J., *Humble and obedient servants. The administration of New South Wales Volume 2 1901-1960*, Sydney: University of New South Wales Press Ltd, 2006, p29

43 Prior, J., Bridge Street meets education, *inside education, Journal of the NSW Department of Education,* Winter 1974, Vol LXVIII No.2, p3

44 Quoted in Nichol, D., Project Brief: to ascertain the historical significance of the building which accommodates the head office of the Department of Education in Bridge Street, Sydney, 6 September 1989, in: NSW Heritage Office – File – *Department of Education Building, 35 Bridge Street, Sydney S90/02690/002*



Figure 2.14
Bird's eye view of the rear of the newly completed Education Building taken from Bent Street in 1915
Source: Original at State Library of NSW, 'Public Instruction Offices, showing Lands Office from Bridge st', Call No. GPO 1 - 16344, Digital Order No. d1_16344, reproduced from CMP 2015, Figure 4.1

A fine photograph of the new offices featured in the 1914-1915 Annual Report of the Department of Public Works. On the Bridge Street frontage the building towered impressively over its immediate neighbour the Lands Department, while tucked hard behind it were the old offices.[45]

The administrative staff of the Department of Public Instruction moved into their new offices in August 1915 and the Education Gazette published contrasting photographs of the department's old and new homes.[46] As if to show that the Department still had a garden setting, (despite having cut down the Moreton Bay fig) the photograph of the new offices was taken from Macquarie Place.

The administrative work of the Department of Public Instruction was now under one roof. As originally planned the disposition of the various branches was as follows:

• On the ground floor (called the basement on the original plans) [Level 1] the main Bridge Street entrance, stairs and lift, the accounts branch cashiers, examiners and clerks, stationery stores, strong rooms and the vacuum cleaner system;

• On the 1st floor (the ground floor on the original plans) [Level 2] the ministerial level; with offices for the Minister and for the Director of Education (the permanent head of the Department), associated support staff, appointments staff, the Deputy Chief Inspector and a library;

45 Government Architect's Branch. Annual Report, 1914-1915, in Department of Public Works, *Annual Report,* 1914- 1915, p38 & photograph

46 *The Education Gazette,* Vol. X No. 8, 1st August 1916

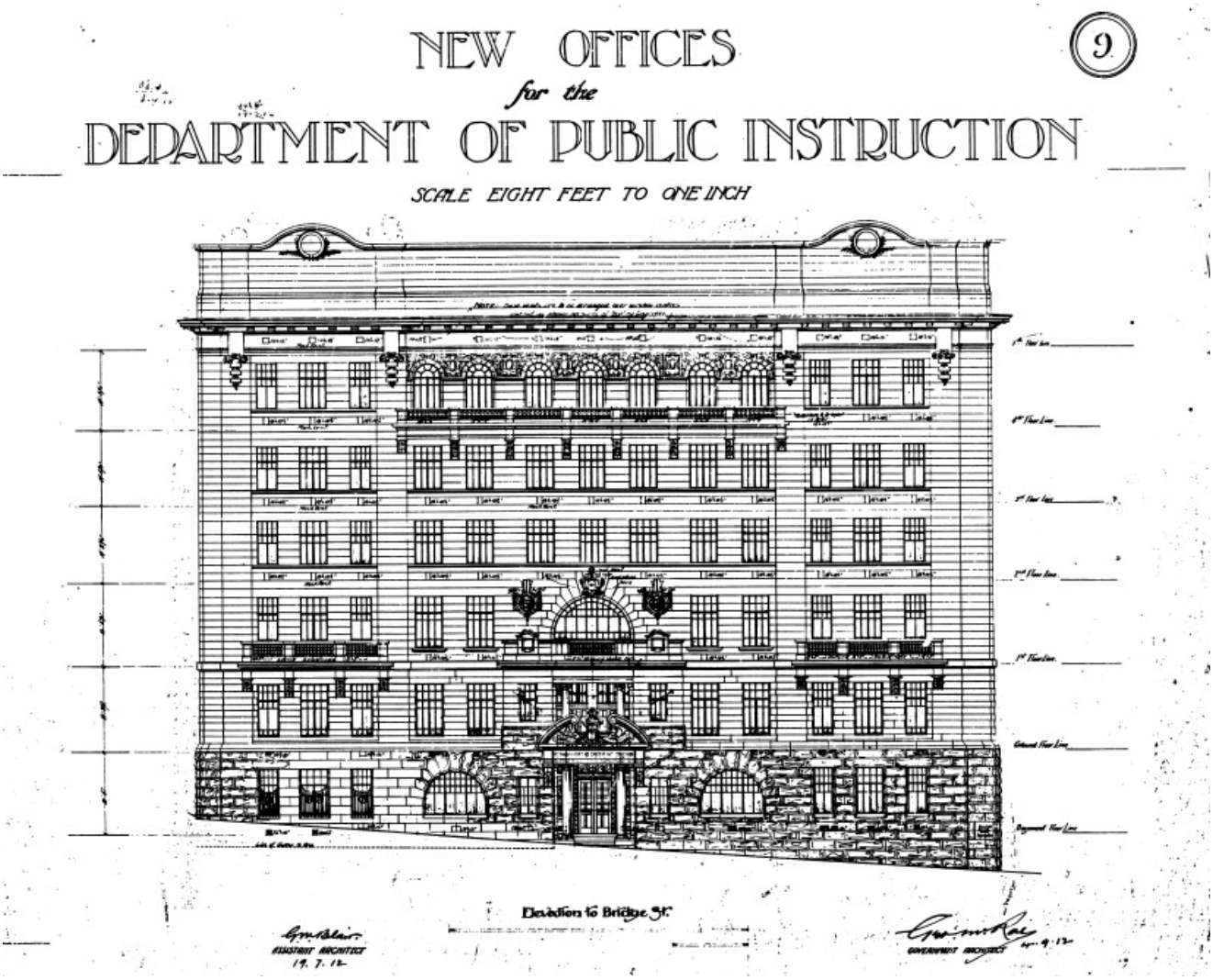


Figure 2.15
Elevation to Bridge Street; signed George McRae, Government Architect and G M Blair, Assistant Architect
Source: NSW Department of Commerce, PB 18/A1960

• On the 2nd floor [Level 3] a number of individual offices, the records branch and examination papers;

• On the 3rd floor [Level 4] the architect's branch, clerical staff, medical officers and children's relief;

• On the 4th floor [Level 5] a large meeting room, records and examiners' rooms;

• On the 5th floor [Level 6] the clerical staff and State Children's Relief Depot;

• On the 6th floor [Level 7] the art gallery, library, staff dining room and kitchen facilities.[47]

On top of the building, as was common at the time, were the caretaker's quarters and, of course, the roof space for staff recreation, access to which was provided by stairs from the 6th floor landing.[48] *The delay in proceeding with the construction of the Department of Agriculture section of the building (see below) had necessitated some changes of plan. The boiler for both departments' offices was to have been sited below the basement level of the Agriculture half of the building, but when work on this did not eventuate, an above ground boiler room and associated services* had to be *added for the Education offices, in the courtyard, at the back of the Bridge Street stairs.*

The entrances to the building were impressive and, on the Bridge Street side the quiet dignity of the main hall extended to the floor above where a high and spacious landing provided an imposing entry to the ministerial offices. The panelling and coffered ceiling of the Minister's room repeated this theme of restrained but dignified design. As in the 19th century

47 Copies held by the Department of Commerce, Plans PB18/A1952 to PB18/A1957, dated August to October 1912. The original floor plans are held at State Records NSW, Plan Nos. 1774-1780. The Department of Commerce does not hold a copy of the plan of the 6th floor, the original of which is at State Records, Plan no. 1780

48 Section through corridors, copy held by the Department of Commerce plan PB18/A1965, State Records NSW, Plan 1786.



Figure 2.16
New Offices, Department of Education
Source: Original in Department of Public Works Annual Report 1914-1915, reproduced from CMP 2015, Figure 3.6

government offices, a small stair was provided for the Minister leading to a private entry on Young Street with a domestic style, glass-panelled timber door.

On the upper floors, the more flexible approach to office design, using timber and glass partitions rather than solid walls, prevailed. The art gallery and other rooms on the 6th floor [now 7th floor], which were concealed behind the parapet, were top lit by roof lanterns, as was appropriate for such use. The exception was the library, on the south side of the building, which had natural light. While the main entrance to the larger room of the art gallery on the Bridge Street frontage was directly opposite the lift and stairs, the Loftus Street stairs and lift, adjacent to the smaller room, provided a useful means of access for the general public and for after hours use.

Ample facilities for women indicated a significant change in the gender balance of the work force. As the Public Works Committee had predicted, the back view of the building was far from appealing but, in the circumstances, was perhaps as neat as it could be. The department's earlier offices, nestled beside it, provided a stark contrast in architectural styles.[49]

The two were not to be together for very long, for in 1916 the government authorised the construction of the Department of Agriculture section of the building. The old offices were demolished and by 1917 the alignments of the streets for the next section of the work were under discussion (see below).[50] *As the old offices were about to be demolished, the Royal Australian Historical Society made attempts to have some parts of the building preserved.*[51] *The suggestion that the entrance and staircase might be retained in the new offices was judged impracticable, but instructions were given by the Premier and Chief Secretary for the staircase, the front doorway and the columns flanking it to be carefully taken down, removed and stored for possible future use elsewhere.*[52] *Their ultimate fate is unknown.*

2.2.4 ARCHITECT GEORGE McRAE

George McRae was born in Edinburgh in 1858. He arrived in Sydney in 1881 and was appointed Assistant Architect in the City Architect's office. He became City Architect and City Building Surveyor in 1889, a position he held until 1897 when he was appointed Principal Assistant Architect to Walter Liberty Vernon in the Government Architect's Branch. He succeeded Vernon as Government Architect in 1912 and held the office until his death in 1923.

Works undertaken by McRae during his term as Government Architect include: the Department of Education Building (1912); the upper levels of the Parcels Post Office (1913); Taronga Zoo lower entrance, top entrance, and Indian elephant house; additions to the Colonial Treasury Building in Bridge Street and Cessnock Court House.[53]

According to Apperly, Reynolds and Irving, George McRae is considered a key practitioner of the Federation Romanesque, Anglo-Dutch and Free Style in Sydney and his work played a dominant role in the evolution and spread of Federation architecture throughout Australia.[54]



Figure 2.17
George McRae, the architect of the Education Department Building, depicted in c1890
Source: City of Sydney Archives, Image Library, Citation SRC15120, File No. 045175

49 Government Printing Office, Photograph October 1915, GPO 1-16344 (Mitchell Library)
50 Reference missing
51 Reference missing
52 Royal Australian Historical Society Correspondence Files, Series 2, 1901-1970, Box 3, File 2.9.3, Correspondence in 1916 from the Premier and Chief Secretary's offices (RAHS Archives)
53 Australian Institute of Architects NSW - Biographical Information, *George McRae*, April 2011
54 Apperly, R, Irving, R, Reynolds, P, *A Pictorial Guide to Identifying Australian Architecture,* Angus & Robertson: Pymble/Sydney, 1994

2.2.5 THE DESIGN: REFLECTING TRADITION AND CHANGE

In some respects the design of the new offices owed much to their 19th century predecessors, the Lands Department and the Chief Secretary's and Public Works' offices, erected some forty years previously in the heyday of James Barnet's tenure as Colonial Architect. The plan, scale and materials of the new offices of the Department of Public Instruction had been deliberately chosen to harmonise with these lynchpins of Bridge Street architecture as well as other significant commercial buildings in the area such as CSR and Dalgety's. Similarly, the proposal to build the structure in two parts around a central light well had close parallels not only with these buildings, but also with the late 19th century extensions to the Treasury at the top of Bridge Street.

What was substantially different in these early 20th century offices was the absence of the rich hierarchy of architectural ornamentation and design that typified their forebears. In later 19th century government offices every element of the building - ceiling height, door and window design, floor, ceiling and wall treatments, fireplaces and light fittings – served to define the status of its occupants.

The Colonial Secretary and Public Works building was a classic example. Here both the external decoration and the internal design and finishes could be read, revealing the strict hierarchy of the 19th century bureaucracy, from Minister to message boy. Works of art, furniture and statuary added to the messages of service, purpose and status and also paid tribute to craftsmanship and the durable qualities of human skills.

Their 20th century counterpart, by contrast, preserved the appearance of dignity and durability, but without the notion of a hierarchy of design that was integral to the 19th century architect and artisan. The external decoration of the Department of Public Instruction emphasised the entrances to the building and made some passing reference to the status of its Minister with a small balcony on the first floor, but elsewhere the external decorative features of the building were in no way related to the status of the occupants of the parts of the building that they graced. Nor did the balconies serve any useful purpose for communication, ventilation and shade, as they did in the earlier offices.

The hierarchy of the public service was still alive and well (although modified somewhat and necessarily altered by the presence of women in the work force) but it could not generally be discerned in the built form of its newer offices. Symbolism was absent from the fabric of the new offices. The Departments' initials, DPI, appeared on the iron gates at the Bridge Street entrance and in some of the internal glass doors with the date 1914 was carved above the Bridge Street entrance.

Quality finishes were a feature of the building's public spaces and of the ministerial level, but elsewhere efficiency was affected by the concept of flexible work space, with privacy afforded only by partitioning. Coffered concrete ceilings were plain painted and unadorned by cornices or centrepieces. The electric lighting was very basic with single light bulbs suspended on cords, with simple glass shades.

By the time the Minister for Public Instruction presented his Annual Report for 1915, the large assembly room [Level 5] had already been used for various conferences and meetings, including groups associated with education such as the Teachers' Association, the Public Schools Athletic Association and the Inspectors' Institute. The use of the art gallery [Level 7] was also in full swing.

The Annual Spring Exhibition of the Royal Art Society of New South Wales had been held in the 'new Exhibition Galleries provided by the government' in October 1915,[55] and an exhibition of school art work, held over the Christmas holidays of 1915, 'had attracted the attention not only of city and country teachers, but of the general public'.[56]

Exhibitions held during the main school holidays at Christmas showcased the works of both pupils and student teachers and special arrangements were made for access to the galleries as exhibitions were being hung 'for the benefit of the country teachers who may be spending the vacation in Sydney'.[57] These, and other educational exhibitions, were the type of extra-curricular activities that teachers were expected to engage in, particularly if they sought promotion.

55 *The Thirty-Fifth Annual Report of the Royal Art Society of New South Wales for the Year Ending 31st October 1915*

56 'Report (Together with Appendices) of the Minister of Public Instruction for the year 1915', NSW Legislative Assembly, *1916 Session,* Vol. 1 Pt 2, p9.

57 *New South Wales The Educational Gazette* Vol. XII No. 11, 1 November 1918, p. 290 & Vol. XII No. 12, 2 December 1918, p. 314



Figure 2.18
School exhibits in the art gallery of the Education Building, 20 October 1916
Source: State Library of NSW, 'School exhibits, Education Building', Call No. GPO 1 - 31518, Digital Order No. d1_31518



Figure 2.19
School exhibits in the Education Building, 20 October 1916
Source: State Library of NSW, 'School exhibits, Education Building', Call No. GPO 1 - 31513, Digital Order No. d1_31513



Figure 2.20
School exhibits in the Education Building, 20 October 1916
Source: State Library of NSW, 'School exhibits, Education Building', Call No. GPO 1 - 31512, Digital Order No. d1_31512



Figure 2.21
A room in the Education Department offices showing the timber and glazed panelling used to divide the large work spaces. The photograph was taken during the influenza epidemic in April 1919
Source: State Library of NSW, 'Headquarters staff, Education Buildings', Call No. GPO 1 - 13494, Digital Order No. d1_13494



Figure 2.22
A room in the Education Department offices showing the timber and glazed panelling used to divide the large work spaces. The photograph was taken during the influenza epidemic in April 1919
Source: Original at State Library of NSW, 'Portion of headquarters staff', Call No. GPO 1 - 13503, Digital Order No. d1_13503, reproduced from CMP 2015, Figure 3.9



Figure 2.23
External view taken during the 1919 flu epidemic
Source: NSW State Records, Digital ID 15051_a047_003992



Figure 2.24
Looking down Bridge Street, with the Education Building on the left, 1920
Source: NSW State Records, Digital ID 15051_a047_003977

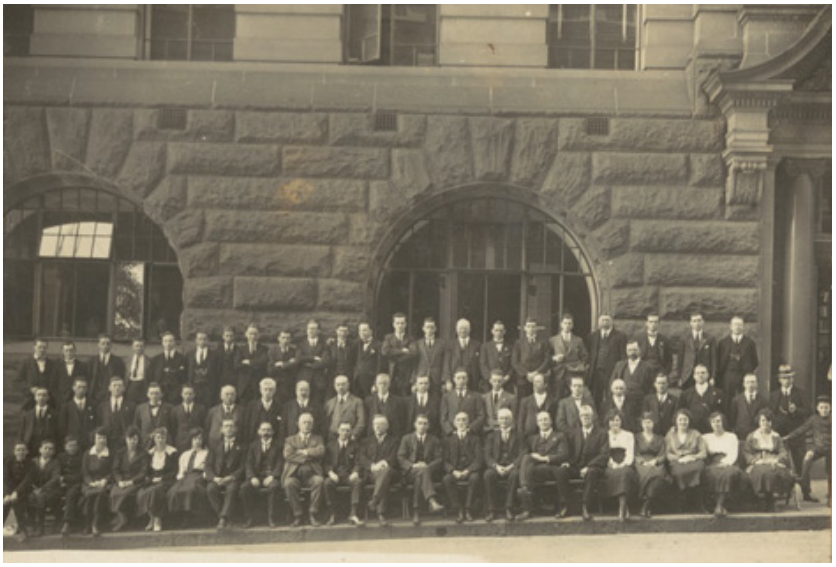


Figure 2.25
Head office staff of the Department of School Education, September 1920
Source: NSW State Records, Digital ID 15051_a047_003985



Figure 2.26
Head office staff of the Department of School Education, December 1924
Source: NSW State Records, Digital ID 15051_a047_003989



Figure 2.27
A collection of papers issued by the Department of Education between 1915 and 1922. It includes various examination papers and the 1916 Qualifying Certificate, all issued to Cecil Arthur Butler, student at Lithgow Public School, 1915-16 and Sydney Technical College, 1919-22.
Source: Powerhouse Museum, Arthur Butler Archive Collection, Registration No. P3298-1

2.3 PHASE 3: EXTENSION FOR THE DEPARTMENT OF AGRICULTURE (1929-30)

2.3.1 THE DEPARTMENT OF AGRICULTURE

The absence of any portfolio of agriculture for much of the 19th century in a colony with a large pastoral base may seem surprising, but it was not until the 1880s, when scientific research began to be accepted as an essential part of modern agriculture, that the government took a direct role in the support and development of the rural economy. Sydney Smith, the Secretary for Mines, was appointed as the first Secretary of Agriculture on 28 February 1890 and for the next seventeen years the positions of Secretary for Mines and Secretary of Agriculture were held concurrently.

The new Department of Agriculture began work in 1890 with a Director and a permanent staff of nine, including three scientific officers; a pathologist, an entomologist and a botanist. Matters relating to livestock were attached to the other half of the portfolio, the Department of Mines, while the Lands Department dealt with the vexed question of rabbit extermination.[58] In 1907 the office of Minister of Agriculture was created under the Department of Agriculture Act and the first minister, John Perry, was appointed on 22 January 1908.[59] By now the staff had increased to 101 officers.[60] With a growing range of responsibilities the new department, like many before it, was scattered in various offices around Sydney. Dispersal was inefficient and costly in rent and, for the scientific branches of the department in particular, it was difficult to function without purpose-built laboratories.

58 Graham, E. H., '1901-1951 Review of Agricultural Development In 50 Years of Federation', *The Agricultural Gazette of New South Wales,* Vol. LXII Pt 1, 1 January 1951, p1
59 *The NSW Parliamentary Companion,* 56th edition, NSW Chief Secretary's Department, Sydney, 1920
60 Mylrea, P. J., *In the service of agriculture: a centennial history of the New South Wales Department of Agriculture 1890-1990,* Sydney: NSW Agriculture & Fisheries, Sydney, 1990, Appendix D.

2.3.2 INITIAL PLANNING AND CONSTRUCTION PHASE (1916-1917)

The other half of the site occupied by the Department of Education had been earmarked for Agriculture from 1911 when the Under Secretary had made a convincing case about the inefficiency of his department's working arrangements. In March 1912 just four months after the Parliamentary Standing Committee on Public Works had recommended the construction of the Department of Public Instruction offices, Parliament referred to the Committee 'the expediency of constructing new offices for the Department of Agriculture'. The evidence placed before the Committee during its deliberations in October 1913 was comparatively brief.[61] The staff of the Department were broken up into six different sections, working as much as one mile apart and the Department was growing rapidly. A new building was 'an urgent necessity'.

The proposed building would be of seven floors, including a basement, and would follow 'line by line' the elevations of the new Department of Public Instruction, then under construction. The Agriculture Department would occupy the basement and four other floors of the building, leaving two floors for other departments. Its laboratories were to be on the top floor where they would get maximum light and ventilation. A feature of the ground floor would be the Department's museum, an important part of its educational role. The elevation of the Raphael Street frontage (the only drawing provided to the Committee) included two large display windows, one on either side of the Raphael Street entrance, for this purpose.

The Committee recommended that the new offices be constructed, but two years elapsed before its recommendations were presented to Parliament.[62] By now there was concern about the cost of the recently completed Education Department offices, which was more than twice the original estimate. The estimate for Agriculture stood at over £121,000 and the idea that this might double was daunting. Nevertheless the needs of the Department won the day and the Bill to approve construction of the new offices was passed in 1916. The old offices were demolished and work began on the foundations for the new building but was suspended in 1917. By this time £7000 had been expended, but the building had not risen above ground level.

61 NSW Parliament, Parliamentary Standing Committee on Public Works, 'Report together with minutes of evidence and plan relating to the proposed premises for the accommodation of the Department of Agriculture', *Joint Volumes of Papers presented to the Legislative Council and the Legislative Assembly*, 1913 [1st Session], Vol. 1, pp39-54 & plan

62 *New South Wales Parliamentary Debates (Second Series),* Session 1915-1916, Vol. LXII, 1916, p. 4473 & Vol. LXIII, 1916, pp5846-5851

2.3.3 REVISION OF PLANS (1920s)

Revised estimates of costs were prepared on three occasions in the 1920s to continue work on the Department of Agriculture offices, but no funds were made available and it was not until the election of the Bavin Nationalist government in October 1927 that the needs of the Department and its abandoned site again became a priority.

The design for the building had been decided years earlier. The points of contention now were; the amount of accommodation to be provided in the new offices, the costs, and the length of time it would take to erect them. Parliament had already passed a Bill authorising the construction of the offices in 1916. What it now had to do was to approve an amended Bill with a new estimate of costs.[63] The matter became particularly contentious when the Minister of Agriculture, dissatisfied with the Department of Public Works' tardiness in providing alternative plans to his specifications, its estimates of costs and of construction time, obtained Cabinet approval to approach outside architects, as long as he could 'effect a saving for the State whilst having the work carried out expeditiously and satisfactorily'.

Somewhat surprisingly the Minster approached only one firm, John Reid & Son, a choice, he said, based upon Mr Reid's reputation (see Appendix 1).[64] The Evening News, on the other hand, claimed that it cast a slur on the government's own Department of Public Works and its Government Architect, and actually cost more money.[65]

The contest between the Government Architect's Branch and the private architect was hardly a fair one. The Minister had asked the Department of Public Works to provide 'a larger building, to have it erected in less time, to secure natural lighting facilities as well as other facilities required by the department, and at the same time to give us much greater space at a reduced cost'.[66] As the new offices were to be the continuation of a building half of which had already been built, this was a tall order. Retaining the original design, the Government Architect's Branch failed to deliver what the Minister demanded. It was not surprising that a private architect, working without these constraints, came up with a cheaper answer.

The savings in costs and construction time affected by John Reid & Son were, in part, the result of a change

63 *New South Wales Parliamentary Debates (Second Series),* Session 1928-1929, Vol. CXVII, 1929, pp.3771-3777; 3845-3861; 3881-3889; 4001-4012

64 *New South Wales Parliamentary Debates (Second Series),* Session 1928-1929, Vol. CXVII, 1929, p. 3886

65 A foolish proposal, *Evening News*, 22 November 1928, p12d; The Agriculture Building, *Evening News*, 23 November 1928, p8d

66 *New South Wales Parliamentary Debates (Second Series),* Session 1928-1929, Vol. CXVII, 1929, p. 3845

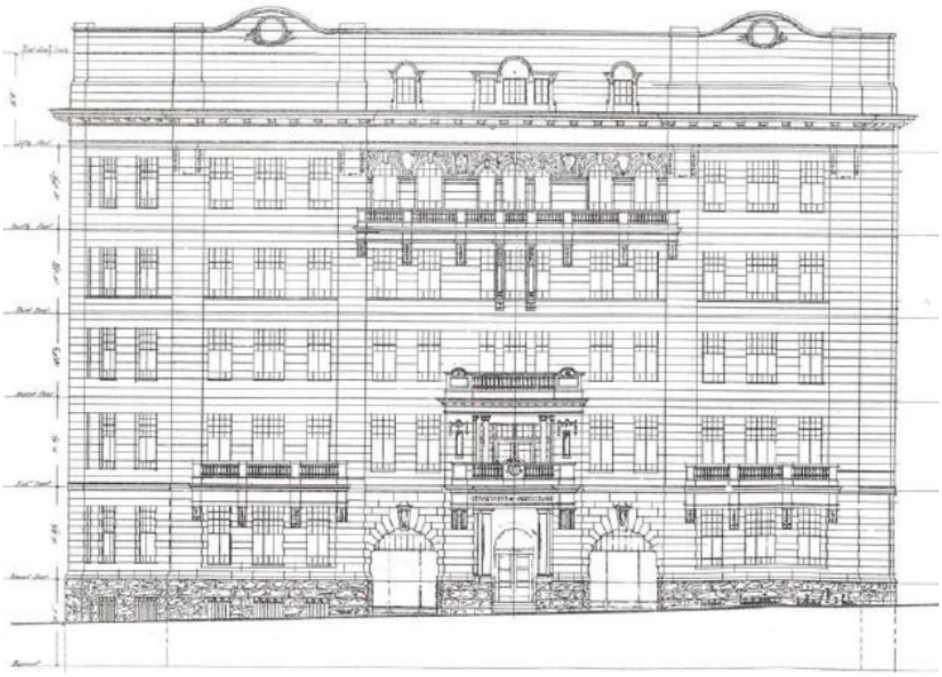


Figure 2.28
The Raphael Street elevation of the proposed offices for the Department of Agriculture presented to the Parliamentary Standing Committee on Public Works in October 1913
Source: Original in Joint Volumes of Papers presented to the Legislative Council and the Legislative Assembly, 1913, 1st Session, Vol. 1, reproduced from 2015 CMP, Figure 3.12

in building construction method. Unlike the Education Department offices, which had load-bearing walls combined with a steel frame, the new Department of Agriculture offices were to be built with a fully load-bearing steel frame while the sandstone exterior would be simply cladding, providing continuity between the street elevations of the two parts of the building. The sandstone blocks could be prepared off site and set in place when required. Unlike the older form of construction, floor by floor from the ground upwards, the newer steel-frames enabled the whole of the structure of a building to be erected quickly and the rest of the work then added.

In order to provide the accommodation required by the Agriculture Department (now a much bigger department than it had been in 1913) part of the ground plan was redesigned and the whole of the original concept for the interior arrangement of the offices altered.

In order to obtain the maximum use of the site, the ground plan of the building was changed and the street alignments were again readjusted, to the City Council's dismay. The Raphael Street elevation was skewed further into the street and the Loftus Street building line was extended beyond the alignment agreed to in 1912.[67] Even with these changes it was not possible to provide enough accommodation on seven floors and so an eighth was added as an attic storey, set back from the parapet and plainly finished. There would be no spare accommodation now for other departments.

More natural light was introduced by making the steel framed casement windows slightly larger than those in the Education Department and by also including windows at the parapet level.[68] The result was a somewhat lighter architectural effect (and presumably a saving in stone to help economise on costs) but a jarring and discordant note at the parapet and rooflevel between the two parts of the building, which had been seamlessly amalgamated on all four elevations at the lower levels.

The other substantial change, and one that was to have unforeseen long-term consequences, was the elimination of most of the corridors to provide more office space. When the Minister insisted on more floor space, the Government Architect's office had suggested outside balconies to replace internal corridors, but this idea was rejected. Instead only partial central corridors were provided in Reid's plan in the Loftus Street and Young Street wings where most of the accommodation was in the form of large open plan offices.

67 Precis of action taken in connection with new building for Department of Public Instruction corner Loftus, Raphael and Young Streets' and plan in Town Clerk's Correspondence File: Loftus Street re-grading 5430/28 (Sydney City Council Archives)

68 Upton, W., 'The Department of Education Building – brief historical notes' [nd], Education Department Background Notes file, NSW Department of Commerce, Government Architect's Office

2.3.4 CONSTRUCTION OF THE AGRICULTURE DEPARTMENT (1929-1930)

Eighteen firms tendered for the building's construction and the winning tenderer was Kell & Rigby. The contract was signed on 21 December 1928 and the work was to be completed in 80 weeks.[69] The Bill sanctioning the work was passed some months later.

Work began on the site in January 1929. With a change of construction technique 'practically the whole of the foundations' laid in 1916-1917 for a different method of building construction, were removed.[70] Work on the steel framework was completed on 11 September 1929 and all of the concrete encasing the frame and forming the floors had been poured by 27 September. The floors, the Herald reported were constructed on the American Pan system, 'considered by the American architects as the most satisfactory form for floor construction'. The stonework, of Bondi yellow block, was prepared at the quarry and set in record time.[71]

Although generally faithful to the design concepts established by its predecessor [the Education Building], the second stage of the building designed for the Department of Agriculture, contained several key points of departure from the original design.

The design of the exterior façades [was] essentially the same as that of the 1915 building, completing the symmetrical compositions of the Loftus and Young Street elevations according to the earlier design. A minor variation [was] the treatment of the parapet capping to the corner breakfronts at the Farrer Place ends, where the detail [was] of a more contemporary design. The Farrer Place entrance however [adopted] a quite different architectural style to that of the other entrances. The bold trachyte framed portal [could] best be described as "clipped classical" in style with a simplified neoclassical cornice and entablature, the concave architraves of the opening the only stylistic reference to the earlier entrances. The bronze framed entrance doors and lights [were] comparable to other Beaux-Arts style buildings of the time such as the 1928 Government Savings Bank in Martin Place.

The new additions also dispensed with the interior corridor system that had been established in the 1915 building, in favour of a narrow corridor "spine" that divided the floor into small partitioned offices or led into open plan office areas. Passage to fire stairs was now often via open plan office spaces which became problematic after single occupancy by the Department of Education by 1967 and particularly so after the introduction of Ordinance 70 in 1971 which required, amongst other things, fire isolated means of egress for multi-storey office buildings.

Another key difference between the two building phases was structural. The 1930 building is based on a totally different structural principle to that of its predecessor; a fully steel framed structure where all walls, including the exterior stonework, are supported on the concrete encased steel framework. Masonry shear walls at each level provide the lateral bracing to the frame. The absence of thick masonry walls resulted in considerably greater net floor areas as well as the obvious savings in materials and construction time. The only limitation by comparison with the 1915 plan was that the need for permanent shear walls resulted in somewhat less flexibility in the interior planning of each floor.

In the seven and a half months from 10 October 1929, when the first stone was delivered on site, to 29 May 1930 when the last stone was set 37,450 square feet of stonework were placed in position, an extraordinary achievement.[72] A 'visible but unobtrusive change' in the masonry of the balconies would have been somewhat less expensive than the style of work used in the earlier section of the building. The variation could have been the result of changes in stonemasonry design, introduced in the 1920s in an attempt to combine steel and concrete building construction with solid traditional masonry. These new techniques involved the complicated notching and mechanical fixing of masonry to tie it into the steel and concrete framework of a modern building.[73] It is however equally possible that the technique of construction used was designed to keep costs down.

The stonework elevations were backed up with brick and concrete curtain walls bound together with steel cramps and also bound to the steelwork of the building.[74] *Like its predecessor, the internal arrangements of the Department of Agriculture were quite restrained with major decoration only at the Raphael Street entrance which was formed of polished trachyte stonework with bronze covered doors. Coloured tiles lined the walls of all of the corridors, main staircases and landings.*[75]

69 *Sydney Morning Herald*, 28 January 1929, p8c
70 *Sydney Morning Herald*, 28 January 1929, p11
71 Building and construction. Agriculture Building, *Sydney Morning Herald,* 18 March 1930, p8b
72 Upton, W., 'The Department of Education Building – brief historical notes' [nd], Education Department Background Notes file, NSW Department of Commerce, Government Architect's Office
73 The balustrading was carried on a trabeated slab, not on a crossetted flat arch with the skew backs springing from console brackets as in the Education Department section, see Proudman, G., 'Stonemasonry Report' dated 9 April 1989 & Upton, W., 'The Department of Education Building – brief historical notes' [nd], Education Department Background Notes file, NSW Department of Commerce, Government Architect's Office
74 Building Industry. Agricultural Department. The new offices, *Sydney Morning Herald,* 30 January 1929, p11
75 Building Industry. Agricultural Department. The new offices, *Sydney Morning Herald,* 30 January 1929, p11



Figure 2.29
A bird's eye view of Sydney taken from the Public Works Department in 1922, showing the Education Department and the foundations for the Department of Agriculture offices
Source: Original at State Library of NSW, Call No. GPO 1 - 17070, reproduced from CMP 2015, Figure 3.13

Considerable attention was given to the provision of natural lighting and as much wall area as possible was glass. 'In no office throughout will any artificial light be wanted during office hours', the Herald reported.[76] *The floor finish of the rooms was "Ironite" with linoleum, while all of the halls, corridors, stair landings and stair steps, strings and risers were polished terrazzo.*

There is no documentary evidence as to how the building was mechanically ventilated. There is no reference in the floor plans to mechanical plant or fan rooms and it must be assumed therefore that the system used in the older building was simply extended to service the new additions.

The two new lifts, located in the Farrer Place entrance vestibule, were electric powered. The entrance vestibule and staircase proposed in the original plan for the Young Street wing was reduced to a fire stair and exit only. The staircase was made redundant by the 1990s refurbishment and demolished. Like its counterpart on Bridge Street, the Farrer Place entrance vestibule showcased several New South Wales marbles including Borenore ("King Edward") Red, Grey Silk Cudgegong in the wall panelling and Yass Black in the skirtings. The floor and broad stair flight was done in Italian Carrara marble.

Unlike the Department of Education whose flat roof was for recreational purposes, for the Department of Agriculture this space was designed for experimenting with plant breeding and insect pests.[77] *Symbolism was entirely lacking on the exterior of the building and in the interior and there was nothing in the fabric of the place to indicate the work of the Department. Only the state badge on the front doors indicated that this was a government department.*

The major contractors for the Agriculture Department offices as reported by the Sydney Morning Herald were: engineer Charles A Reed; builders Kell & Rigby; stonework Stuart Bros; steel window frames, bronze entrance and swing doors Richard Brady Franks Ltd; electric light and power F T S O'Donnell, Griffin and Co. Ltd; marble work A G Leslie; vacuum cleaning system William Hicks & Co.; reinforced steel for floors

76 Building and construction. Agriculture Building, *Sydney Morning Herald*, 18 March 1930, p8b

77 Upton & Building Industry Agricultural Department The New offices, *Sydney Morning Herald,* 30 January 1929, p11h



Figure 2.30
Department of Education Building, photograph by A. G. Foster, c1930s
Source: National Library of Australia, Call No. P860/379 LOC Cold store PIC AGF, nla.obj-142769119

Australian Reinforced Concrete Company; steel roller shutters and fire doors Austral Roller Shutter Works; electric elevators Standard-Waygood Ltd; elevator doors Chubbs (Australia); wrought iron window grilles M Robson; wrought iron stair railings W J Thompson; terrazzo and cement pavings Melocco Bros Ltd; glass J C Goodwin & Co. Ltd; fibrous plaster ceilings and cornices Brown and Finney.[78]

At the time it moved into its new building the Department of Agriculture had twenty-eight separate branches, responsibility for eighteen colleges, experiment farms and other research stations and administered twenty Acts of Parliament.[79] *The ministerial offices were on the first floor [Level 3] at the south-east corner of the building, but unlike his counterparts in other large government offices in Bridge Street, the Minister did not have a private entrance to his suite.*[80] *Accommodation was also provided for the Water Conservation and Irrigation Commissions. The Department's main entrance enjoyed a pleasant street setting on Raphael Street facing the small triangular reserve where a natural spring had once supplied water for nearby residents. By 1930 the palm trees in the reserve were well established.*

In 1931 provision was made for a ministerial suite for the Minister of Local Government on the ground floor of the Agriculture Department [Level 2] at the south–east corner of the building, directly below the Minister of Agriculture's suite [Level 3]. The Office of Local Government, which was then responsible to the Minister of Education, had been housed in the Education Department offices since 1915. The ministerial accommodation provided in 1931 was however only required for a short time as the portfolio was combined with Public Works in 1935 and so found another home further along Bridge Street. The offices along the Young Street side of the building that had been vacated in this move were then fitted out for the Hospitals Commission.[81]

78 Building and construction. Agriculture Building, *Sydney Morning Herald,* 18 March 1930, p8b
79 The Department's New Building, *Agricultural Gazette of New South Wales,* Vol. XLI Part 8, August 1, 1930, pp557-9 & photograph
80 Department of Commerce Contract drawings PB18/8-15, dated 1928 & ground floor as built dated September 1931, PB2/38
81 Department of Commerce PB2/39 dated 8 April 1936.



Figure 2.31
The Minister of Education, the Hon. Robert Heffron in his office in the Education Department in May 1949. Heffron was one of the longest serving ministers of education, holding the portfolio from 1944 to 1960
Source: Original at State Library of NSW, Call No. GPO 1 - 48317, reproduced from CMP 2015, Figure 3.15



Figure 2.32
'Butterflies and dogs, Agriculture Department (taken for "Smith's Weekly")', 1946?, photograph by Sam Hood showing scientists with pest control pumps on the roof of the Education Department Building
Source: State Library of NSW, Call No. Home and Away - 29992, Digital Order No. hood_29992



Figure 2.33
'Testing flour and wheat at the Agriculture Department (taken for "Smith's Weekly")', 5 December 1946, photograph by Sam Hood
Source: State Library of NSW, Call No. Home and Away - 11411, Digital Order No. hood_11411



Figure 2.34
'Laboratory technician testing wheat and flour at the Agriculture Department (taken for "Smith's Weekly")', 5 December 1946, photograph by Sam Hood
Source: State Library of NSW, Call No. Home and Away - 11406, Digital Order No. hood_11406



Figure 2.35
'Testing flour and wheat at the Agriculture Department. The miniature flour mill in foreground is an Allis-Chalmers (taken for "Smith's Weekly")', 5 December 1946, photograph by Sam Hood
Source: State Library of NSW, Call No. Home and Away - 11413, Digital Order No. hood_11413

2.3.5 ARCHITECT JOHN REID & SON

John Reid was born in Rothiemay, Banffshire, Scotland and had some experience as a farmer before training as a builder and undertaking technical education in Aberdeen. On arriving in Australia he worked for a number of prominent architects before establishing his own firm. In Sydney he worked for George Allan Mansfield and was involved with the construction of the Hotel Australia (built in 1889-1891). He was later clerk of works for W W Wardell working on the Citizens' Life Building and also for additions to St Mary's Cathedral where he supervised the ironwork and woodwork in the turret, built by Loveridge & Hudson.[82]

John Reid's most notable association was with the American architect Edward Raht, for whom he was supervising architect for the Bank of Australasia (1901-1904) and the Equitable Building, both of which incorporated many new methods of construction and fireproofing.

John Reid's work included commercial buildings (mainly in Sydney) for well-known firms such as Pitt Son and Badgery, John Bardsley & Co., Lever Bros., A & A Hordern, Dixson's, the American Tobacco Company and the Bank of New South Wales.[83] *His ecclesiastical work included the completion of St Andrew's [Anglican] Church, Summer Hill and St Stephen's Church in Macquarie Street for the Presbyterian Church, of which he was an Elder.*[84] *He was elected a fellow of the Institute of Architects in March 1921. In 1916 Reid was joined in his practice by his son, Frederick Bruce Reid.*

John Reid died on 22 October 1936 at his home in Mosman.[85] *His firm continued as Reid and Son until 1941.*

Buildings by John Reid on the RAIA NSW Register of Twentieth Century Buildings of Significance [include:] Pitt Son and Badgery wool store, 320-340 Harris Street, Ultimo (1906-1921); John Bardsley & Co. Warehouse, 223 Liverpool Street, Sydney (1910); Monument to those who died 1914-1919, Queanbeyan (1923); Agricultural Department offices, Farrer Place, Sydney (1928-1930); Asbestos House, 65-69 York Street, Sydney (1930-1935); Robertson & Marks in association with John Reid and Son: St Stephen's Uniting [former Presbyterian] Church, Macquarie Street, Sydney (1934-1935).[86]

82 Obituary. The late John Reid, *Building,* 12 November 1936, p69
83 What does the future hold for Australian architecture? Technical education as a Factor for Success – and an Example [of the work of John Reid], *Building,* 12 February 1910, pp41-48
84 Plans for St Andrew's Church held in the Mitchell Library. Information about St Stephen's Church on church leaflet, 2006
85 Death notice, *Sydney Morning Herald*, 24 October 1936, p16b
86 Information kindly supplied by Anne Higham from the RAIA (NSW) Bibliographical database

2.4 PHASE 4 - EXPANSION OF THE EDUCATION DEPARTMENT (1960s-1970s)

2.4.1 INITIAL USE PATTERNS WITHIN THE EDUCATION BUILDING

As the Department of Public Instruction moved into its new offices in 1915, its name was altered to the Department of Education. The change, made by Ministerial instruction, quickly became well established and was mirrored in the title of the Department's publication, formerly the Public Instruction Gazette, which became the Education Gazette.[87] *The title of the Ministry vacillated, with a return to Minister of Public Instruction from 1920-1925 and again (briefly) from May to October 1927*[88] *and it was not until 1957 that all references to the Department of Public Instruction were changed by legislation to the Department of Education.*[89]

The establishment of all of the branches of the Department in one major head office in 1915 typified the centralised education structure that had been achieved in New South Wales, as in all of the Australian states, by 1914. The State government now took a role in the regulation of all schools, both public and private and administered, in the state schools, a system that provided the ladder of educational opportunity and a humanist-realist curriculum, promoting cultural values in an Australian context.[90] *From now on, the head office on Bridge Street was synonymous with education throughout the state and was to remain so for over 70 years.*

The pattern of use of the building, begun in 1915, reflected the wide range of responsibilities of the Public Instruction portfolio, which included not only education but also child welfare and the arts, and the active involvement of the Minister and his Department in numerous cultural activities and organisations. The art gallery and the assembly room were used for exhibitions and the meetings of learned societies, as well as meetings of teaching staff and schools related groups.

The Royal Australian Historical Society rented a small room in the new building as an office and a place to house its collections. From 1916 to 1941 it also held its monthly meetings in the assembly room, until it obtained its own premises in Young Street. The presence of the Society no doubt owed much to its

87 The change occurred in 1915
88 *The New South Wales Parliamentary Record Vol. IV,* First edition, Government Printer 1988
89 *Government schools of New South Wales 1848-1998: 150 years,* Open Training and Education Network (OTEN) – Distance Education, New South Wales Department of Education and Training, 1998, p9
90 Barcan, A., *A history of Australian education,* Melbourne: Oxford University Press, p240

Honorary Secretary, Karl Reginald Cramp who, as an Inspector of History in schools, worked in the Bridge Street building.

Other significant figures in the Department, including one of its ministers, Thomas Mutch, had strong historical interests. Clearly the use of a room by the RAHS was not considered to be incongruous with the functions of the department. The Society's room, located close to his own office, enabled Cramp to look after the Society's growing volume of correspondence and play a major role in the development of the Society.[91] In 1920 and 1922 the RAHS held major loan exhibitions of 'objects of historical interest' in the art gallery and much later in 1951 an exhibition to celebrate the Jubilee of the Commonwealth was held in the same venue.[92] In the absence of any historical museum in Sydney at this period, the Department's support for these types of exhibitions was an important contribution to cultural life and historical study.

The new offices also had other permanent occupants. The State Children's Relief Board and the Local Government Department had been accommodated when the building was first occupied, and at various times over the next fifteen years rooms were also provided for:[93] The Workers Education Association; the Kindergarten Union of NSW; the Public Monuments Advisory Board; the Public Schools Athletic Association; the Wentworth Free Kindergarten Lunch Room; the Widows Pensions Board; the Child Welfare Department; and the Federation of Parents and Citizens' Associations of NSW.[94] Many other groups associated with education and other aspects of the Minister's portfolio were provided with meeting facilities and the use of the art gallery. A sample from 1935 shows the range of interests covered:[95]

- *NSW Federation of Mothers Clubs for Infant Schools*
- *The Society of Arts and Crafts of NSW*
- *The New Health Society of NSW*
- *The Federation of Parents and Citizens Associations of NSW*
- *Australian Forest League*
- *The Town Planning Association of NSW*
- *The Field Naturalists Society of NSW*
- *The Henry Lawson Literary Society*
- *State Conservatorium of Music*
- *Women's Industrial Arts Society*
- *Society of Australian Genealogists*
- *Painters Etchers and Graphic Art Society of Australia*
- *Needlework Teachers Association*
- *Australian Art Society*
- *Farmers' Relief Board*
- *Maitland High School Old Boys Reunion*
- *Citizens Association*
- *The Society of Artists*

The scope of the minister's portfolio, and the size of the Department's workforce (a teaching staff spread throughout the state),[96] required a large central bureaucracy. For the Department's teachers, Bridge Street was their point of contact with their employer. Pay, promotions and all aspects of their professional lives were negotiated through its corridors.

In 1921 two memorials to teachers who served in World War I were unveiled in the Department's offices; an Honour Roll in the Loftus Street vestibule and a bronze memorial to the fallen in the Bridge Street vestibule. Over one third of the Department's teaching staff had enlisted and were noted, at the time, as a fine example of service for their pupils. The installation of the memorials in the Bridge Street offices marked the beginning of a long and continuing association between teachers who served in the armed forces and the head office of their peacetime time employer.

91 Jacobs, M., The Royal Australian Historical Society 1901-2001 Part I 'Students of a like hobby': the Society 1900-1954, *Journal of the Royal Australian Historical Society,* Vol. 87, Part I, June 2001, p13 photograph & p21

92 James, A. (ed.), *Much writing, many opinions. The making of the Royal Australian Historical Society 1901-2001, JRAHS,* Vol. 87, Part I, June 2001, Appendix II Publications of the RAHS, p178 Exhibition Catalogues

93 Report (Together with Appendices) of the Minister of Public Instruction for the year 1915, NSW Legislative Assembly, *1916 Session,* Vol. 1 Pt 2, p9

94 *Sands Directories* 1917-1930 and *Wise's NSW Post Office Commercial Directory* 1942 & 1947

95 Nichol, D., 'Project brief: to ascertain the historical significance of the building which accommodates the Head Office of the Department of Education in Bridge Street, Sydney', 6 September 1989, in NSW Heritage Office - File - Department of Education Building, 35 Bridge Street, Sydney S90/02690/002

96 Kozaki, D., *Bridge Street and Education – a pictorial history,* Community Relations Unit for NSW Department of School Education, 1989



Figure 2.36
Lambert Memorial Exhibition at the Art Gallery of the Education Department, 1930
Source: State Library of NSW, 'Series 17: George Lambert Memorial exhibition [1930]', Call No. ON 30 / Box 84, Digital Order No. a6947013



Figure 2.37
The work of British school children on display in the Art Gallery in 1943
Source: Original at State Library of NSW, Call No. GPO 1 - 29081, reproduced from 2015 CMP, Figure 3.11

2.4.2 CHANGES TO THE EDUCATION PORTFOLIO (1940s-1960s)

For the administrative staff who worked in the Bridge Street offices, as in many large firms, social clubs, recreational activities and sports teams enlivened a fairly strict working environment and helped to provide a family atmosphere within a large workforce. In the 1930s and 1940s depression and war caused stagnation in the education system, with few funds for new building or development. In the early 1940s the school leaving age was increased from 14 to 15, giving most children the opportunity for at least two to three years of secondary education.

Moves towards the decentralisation of administration were first seriously considered in 1938 but war intervened and it was not until 1948 that the first area office was opened in the Riverina. Six more area offices were opened in the 1950s and four in the 1960s. With a large migrant intake and the post-war baby boom, the school age population trebled in the 1950s and a massive schools building programme was undertaken to try to keep up with demand. The number of teachers rose from 10,643 in 1940 to almost 20,000 in 1960.

In 1957, as this new generation reached high school age, a committee reviewed the need for change in secondary education. Its report, presented by the Director-General Harold Wyndham, introduced the concept of four years of general education at the end of which students would sit for the School Certificate, with an additional two years of study leading to the Higher School Certificate for those who wished to proceed to tertiary studies. The 'Wyndham Scheme' was introduced into secondary schools in New South Wales in 1962 and the full high school course was extended from five to six years. Better facilities were required, in particular in science teaching, for the extended curriculum and there was a growing trend for larger schools: the demand for teachers continue to increase.[97]

2.4.3 GROWING AGRICULTURE DEPARTMENT BRANCHES OUT (1950s-1960s)

For many years after they were built, few significant changes were made to the offices of the Departments of Education and Agriculture. Both departments had been provided with ample accommodation for their foreseeable needs and, when they first moved in, had sufficient space to house other small branches of government. In 1944 the building housed almost 900 people; about 560 in the Department of Agriculture and 320 in Education.

The first of the two departments to experience a considerable growth in staff was Agriculture. Staff numbers, which had remained stable during the Depression, had eventually begun to rise in the late 1930s and by 1944 about 100 staff were in rented offices. In an attempt to again house everyone in one location, consideration was given to building on the roof of the Agriculture Department, but the proposal was dropped when it was found to be structurally impossible to add extra stress to the steel frame construction.[98]

With an ever increasing role in providing advisory services to primary producers and the oversight of government regulations, the Department of Agriculture regionalised its Extension Services in the 1950s. At the same time its research potential was considerably increased by the availability of industry research funds. In 1958 a proposal to move the Water Conservation and Irrigation Commission to other offices, mooted in the 1940s, became a reality and these sections vacated the offices in Farrer Place that they had occupied since 1930.[99] *Two years later the Biology and Entomology branches transferred to new buildings at Rydalmere, followed later by the chemistry branch.*[100]



Figure 2.38
An office in the Agriculture Department, photographed in September 1950
Source: Original at State Library of NSW, Call No. GPO 1 - 07755, reproduced from CMP 2015, Figure 3.16

97 *Government schools of New South Wales 1848-1998: 150 years,* Open Training and Education Network (OTEN) – Distance Education, New South Wales Department of Education and Training, 1998, p12 & Appendices. By 1972 there were almost 32,000 teachers in New South Wales, rising to 45,000 in 1980

98 Public Works Building (B) files B45/1010, Agriculture (Education) Building proposed additional office space on roof of Agriculture building 1944-45, 12/13203 (State Records NSW)

99 Nichol, D., 'Project brief: to ascertain the historical significance of the building which accommodates the Head Office of the Department of Education in Bridge Street, Sydney', 6 September 1989, in NSW Heritage Office - File - Department of Education Building, 35 Bridge Street, Sydney S90/02690/002.

100 Mylrea, P. J., *In the service of agriculture: a centennial history of the New South Wales Department of Agriculture 1890-1990*, Sydney: NSW Agriculture & Fisheries, 1990

2.4.4 EDUCATION DEPARTMENT MOVES INTO AGRICULTURE BUILDING (1967)

These moves gave the Department of Education a toehold in the southern part of the building when, in 1960, the 6th floor of the Department of Agriculture [Level 7] was converted for use by the Department of Technical Education (then administered by the Minister for Education) and its Director.[101] *More was to come with the construction of the government's radically new offices, the State Office Block, completed in 1967. Six government departments were to occupy the new building; one of these was the Department of Agriculture.*

For the Department of Education this move was opportune. The rise in the school population following the war had necessarily put an extra load upon the centralised administration and by the 1960s some Department of Education staff were in rented office space in Sydney, an expense that governments always disliked.

At the end of 1966 planning began for the Education Department to expand into parts of the adjacent Agriculture building when that Department moved to the State Office Block. Education was to acquire two floors [Levels 3 & 4] and part of the basement. The rest of the building would be occupied by the Department of Technical Education [Levels 2, 5 & 6] which had occupied part of the Farrer Place offices since 1960 and by some remaining staff of the Department of Agriculture.

2.4.5 ASSOCIATED UPGRADES, RENOVATIONS AND ALTERATIONS (1970s)

The move enabled the Education Department to accommodate some branches that were housed elsewhere in Sydney, and also to rationalise the organisation of its existing occupants. As it was unlikely that there would be funds for 'extensive re-modelling and alterations' to the accommodation in Agriculture, the additional space was allocated as effectively as possible within the existing arrangements. Building works consisted largely of the removal of old partitioning, the provision of new and generally making good; the sort of readjustment of space that had been intended in its original design. In the initial proposals it had been decided that the Assistant Minister for Education would not occupy the Agriculture Department's ministerial suite, but by June 1967 this decision had been reversed.[102] *The room appears to have lost its status (and apparently its panelling) after 1967 and before 1989.*[103]

As a part of these changes the Department of Education decided to use only one cafeteria and the old cafeteria next to the Art Gallery [Level 7] was closed. Access between the two parts of the building, which had previously functioned as quite separate entities, remained a problem, other than at the basement level. In order to connect the Education Department offices on those floors on which it was to occupy both halves of the building [on Levels 3 & 4] the existing fire doors had to be utilised and corridors made through some of the existing Agriculture offices.[104]

The move also raised the question of renovations and improvements that had been under discussion for some time. These were included in the overall planning and were gradually effected in succeeding phases of work in the early 1970s, providing the first 'major facelift and renovation' since the Education Department offices were constructed. Lighting was improved, floor coverings fitted, ceilings lowered, ventilation improved and better provision made for fire safety.[105]

The most significant change to the fabric was created by the installation of new lifts to replace the original single, open-cage lift in the Department of Education building, the later closed car type in the Department of Agriculture having already been replaced in 1954.[106] *Early plans included not just the removal of the existing lift from within the stairwell of the Bridge Street entrance but the wholesale demolition of the staircase (complete with marble panelling) and the back wall of the building.*[107]

An alternative scheme eventually prevailed in which the original lift was removed and two new lifts were built behind the stairs, external to the main building. In the process the original boiler room had to be moved to another location within the courtyard. [The] new boiler room was constructed in the north-west corner of the courtyard, along with an underground oil tank located towards the centre of the courtyard. This structure was [later] demolished as part of the 1994-96 refurbishment works.

The lift lobby was accessed on the ground floor by a passageway next to the original staircase. Associated changes were also made to the enquiry desk area. The new design prevented the destruction of the original

101 Department of Commerce PB2/46 dated 5 May 1960

102 Secretary of Education to the Director of Public Works 13 June 1967, Public Works Department 'B' (Building) files, Education Department Head Office major repairs 12/13583 (State Records NSW)

103 It was not identified as a (former) ministerial suite in the 1989 report on heritage significance prepared for the Department of Education by Howard Tanner & Associates

104 'Department of Education – Use of accommodation in the Department of Agriculture Building' dated 23.12.66 in Public Works Department 'B' (Building) files, Education Department Head Office major repairs 12/13583 (State Records NSW)

105 Prior, J., Bridge St means education, *Inside Education*, Journal of the NSW Department of Education, Winter 1974, Vol LXVIII No. 2, p2

106 The original lifts in Agriculture had been the cause of continual complaint see File B49.12719 Dept of Agriculture operation & maintenance of lifts 1930-1949, Public Works Department 'B' (Building) files, 12/13204 (State Records NSW). For the new lift installation in 1954 see Department of Commerce PB2/44

107 Department of Commerce PB18/31 dated 1971

stairs but resulted in an obtrusive lift room on the roof, clearly visible above the level of the parapet. External fire stairs were also built within the light well at the back of the Bridge Street side. In the meantime the Education Department continued to extend into other floors of the Agriculture Department that were then gutted of all old partitioning, painted and carpeted.[108]

As these changes took place, the name Education Department Building was gradually applied to what had previously been two government offices. Despite these improvements and the gradual occupation of most of the building by the Department, the ministerial suite [Level 2] did not retain its original function for much longer. The last occupant of the ministerial offices before the building was vacated as a result of the major educational changes of the late 1980s and early 1990s was Paul Landa in 1980-1981.[109]

In 1980 a fully ducted air conditioning system was introduced to the building for the first time. This relied on four plant rooms located around the perimeter of the light well on each floor level. These plant rooms housed the air handling units that supplied conditioned air through a network of metal ductwork located above suspended tile ceilings.

A significant casualty of the Education Department's lack of space, before the departure of Agriculture in 1967, was its fine purpose-built Art Gallery [Level 7]. Some years previously, the west wing of the gallery had been partitioned off to provide an assembly room, but with an undertaking by the then Minister for Education that it would revert to its original use when an alternative assembly room could be provided.[110]

In 1966, as the physical reorganisation of the department was under consideration in anticipation of Agriculture's move, the Director-General expressed the wish that the first stage of the reorganisation of the sixth floor [Level 7] might be the conversion of the west wing of the Art Gallery back to its original function. The conference room in the basement of Agriculture might provide an alternative assembly room and the whole of the gallery could then be upgraded and perhaps even extended to the Young Street frontage.[111]

It seems that this item, which was included only in the final stage of proposed works on the building, probably dropped off the agenda due to insufficient funds. By the late 1980s the west wing of the gallery was still being used as a meeting room.

The Department had been gradually acquiring a collection of student artwork since the 1950s, augmented from the late 1960s by selected works from the Higher School Certificate art entries. In 1984 the Director-General, Douglas Swan, gave his approval to a proposal to name this collection the William Wilkins Memorial Art Collection, in honour of the first permanent head of the Department. The collection, which was dispersed in various offices throughout the Department, was displayed for the first time during Education Week in 1984 in the Art Gallery.[112]

2.5 PHASE 5 - HERITAGE CONSERVATION AND PLANS FOR SALE (1980s)

2.5.1 EXTERNAL STONEWORK PROGRAMME (1984)

In 1984 the Education Department was one of three major buildings considered for urgent stonework repairs in the Department of Public Works Bicentennial Stonework Programme. This priority listing had however to be altered due to a shortage of matching stone and work in the early 1980s was confined to the removal of potentially dangerous stone. It consisted of some selective replacement of cornice and balcony stonework along the Loftus Street façade and part of the Young Street and Farrar Place façades. According to George Proudman, this gave the cornices, strings and balconies an 'ill kempt appearance' while the use of Wondabyne Grey for replacement stones to the cornice and balconies on the Loftus Street side appeared as 'an unfortunate intrusion'.[113] *The other facades were cleaned and made safe and the work, together with external painting was completed in 1987.*

The inclusion of the Education Building as part of the Stonework Programme confirmed its status as a notable part of Sydney's heritage in one of its finest sandstone streetscapes, Bridge Street. The National Trust [had] listed the building in 1974 and in 1979 [had] defined and listed the Macquarie Place Urban Conservation Area, 'an area of vital importance to the City of Sydney' which included the Education Department building and its surrounds.[114] *By 1981 the building [had been] listed*

108 A request was approved in July 1970 to use the third floor of Farrer Place [Level 4] excluding the area occupied by the Department of Agriculture Seed Testing Laboratory, Public Works Department 'B' (Building) files, Education Department Head Office major repairs 12/13583 (State Records NSW)

109 Information from Jacqui Treloar

110 'Department of Education – Use of accommodation in the Department of Agriculture Building' dated 23.12.66 in Public Works Department 'B' (Building) files, Education Department Head Office major repairs 12/13583 (State Records NSW)

111 'Department of Education – Use of accommodation in the Department of Agriculture Building' dated 23.12.66 in Public Works Department 'B' (Building) files, Education Department Head Office major repairs 12/13583 (State Records NSW)

112 Memorandum from Director-General dated 24 July 1984. (Copy supplied by Hannele Hentula,Senior Librarian, ETIS, Department of Education and Training)

113 Proudman, G., 'Stonemasonry Report' dated 9 April 1989, Education Department Background Notes file, NSW Department of Commerce, Government Architect's Office

114 National Trust of Australia (NSW) listings

on the Register of the National Estate and featured in The Heritage of Australia, the first comprehensive publication of the Register.[115]

2.5.2 EDUCATION REFORM, ECONOMIC RATIONALISM AND THE SCOTT REPORT (1988)

Government policy in the 1980s favoured the relocation of its bureaucracy to the western suburbs, now the geographical centre of Greater Sydney. The move was facilitated by rapidly developing computer technology and new systems of communication such as e-mail (the 'Minerva Electronic Mail System') that had first been used in the Education Department on a trial basis in 1985. As part of the suburban relocation policy Education relocated a number of head office and regional directorates in 1986.

The Department was now widely dispersed with its regional offices and several city office locations but Bridge Street remained its Head Office, at the heart of its operations. Here major renovations were undertaken in 1986 to construct a computer complex that would enable networking throughout the Department including its regional offices.

The following year the 75th anniversary of the Head Office building was celebrated. At the same time the old order changed for teachers, when the Education Commission (Amendment) Act 1987 introduced a system of promotion in which the selection of school principals would not just be based on seniority, but would also include a comparative assessment of candidates.

In March 1988, after twelve years of Labor rule, a Liberal government was elected in New South Wales under the premiership of Nick Greiner. The spirit of the age was economic rationalism. For the new government, this meant a business-like culture in which the State, with the Premier as its managing director, would be responsive to its 'clients'. The public service was 'downsized' and government agencies were "corporatised" into business units, meant not only to pay their own-way but also to make a profit.[116]

The period was one of considerable change in the administration and organisation of education throughout the Western world, with an emphasis on the quality and 'outcomes' of educational systems. With growing enrolments in non-state schools in Australia, and an apparent decline in state education, there was pressure for improvement in the 'education industry'.

In New South Wales, where the education system was highly centralised, this meant that the Minister would have a much greater role where once the Director-General, the chief executive, had held sway.

Some changes had been instituted by Rodney Cavalier when he was appointed Minister of Education in 1984 in the Labor government, but it was to be the new Liberal government that would highlight educational reform as a part of its election platform. Education would be rescued and improved by greater competition within the public sector and between the public and private sectors. Market principles and choice would determine the structure of a quality educational system.[117]

Under the new government, the Education portfolio was abolished and was merged with Youth Affairs. On 25 April 1988 the new Minister for Education and Youth Affairs, Dr Terry Metherell announced 'a far-ranging review of management practices' in his portfolio under the chairmanship of Dr Brian Scott.[118] *With a combined estimated expenditure of $4 billion in 1989-1990, the Department of Education, the Department of Technical and Further Education (TAFE) and the Ministry of Education and Youth Affairs, were an irresistible target for the rational economist.*

At the same time as the management review was being conducted, the government tightened expenditure on education and redirected available funding, leading to a major reduction in teaching and support staff. The recently appointed Director-General of Education, Gregor Ramsay, was dismissed, as was the Director-General of TAFE, Allan Pattinson. A 'climate of confrontation' rapidly developed, fuelled by the Minister's 'firm and unrelenting' political style.[119]

Following closely on changes to funding was the review and restructuring phase of the Liberal government's education reform agenda, of which the review of the portfolio's management structure was a part. A major finding of the Scott Report, as it became known, was that the 'efficiency and effectiveness of public education is today seriously undermined by existing structures, and burdensome operational and administrative procedures'. A growing number of parents, teachers and students had become increasingly dissatisfied with the way education was

115 *The Heritage of Australia. The Illustrated Register of the National Estate,* Macmillan Company of Australia in association with the Australian Heritage Commission, 1981, 2/94

116 Kingston, B., *A history of New South Wales,* Cambridge University Press, 2006, pp231-234

117 Sherington, G., 'Education Policy' in Laffin, M.and Painter, M. (eds), *Reform and reversal. Lessons from the Coalition Government in New South Wales 1988-1995,* South Melbourne: Macmillan Education Australia, 1995, pp171-187

118 *School renewal. A strategy to revitalise schools within the New South Wales state education system,* June 1989; Management Review: New South Wales Education Portfolio, Director Dr Brian W Scott: *School-centred education. Building a more responsive state school system,* March 1990

119 Sherington, G., 'Education Policy' in Laffin, M.and Painter, M. (eds), *Reform and reversal. Lessons from the Coalition Government in New South Wales 1988-1995,* South Melbourne: Macmillan Education Australia, 1995, pp176-178

delivered and its outcomes, the Report commented. To win back public confidence, the education system 'needs to manage itself in a way that gives a clear indication of effective performance at all levels."[120]

The key premises of the new system would see the school as the basic organisational unit and teachers and the community as the best judges of the needs of their schools. The education system would effectively be turned upside down. School principals would choose their own staff and manage their own schools, while the administration would be completely reworked, reduced and decentralised to support a 'school centred' system.

The staff of the old head office, to be known in future as the Central Executive, would be cut to less than half its existing complement and would move out of the Bridge Street head office which would be converted for other uses, or sold. The funds derived from the property would be returned to the Department to pay the costs of implementing the Schools Renewal Strategy.[121] *In line with this new approach the department responsible for delivering school-level education would be re-named the Department of School Education (DSE).*

2.5.3 RECOGNISING THE BUILDING'S HERITAGE VALUES (1989)

The proposal to sell the Bridge Street Head Office, included as part of an 'advance briefing' of the Scott Management Review's recommendations and proposed strategy in June 1989, rapidly became a reality. Within weeks, the government offered the Education Department building for sale and began to find alternative office accommodation for its staff at Parramatta and in the City Centre development in Market Street, Sydney.[122]

The disposal of government assets that had once been so jealously guarded, was now accepted government policy. The sale of the former Treasury buildings and their incorporation into a new development, the Intercontinental Hotel, appeared to provide a successful model for the disposal of orphaned government offices. With the proposed decentralisation of the Lands Department, there were suggestions that these two important buildings, Lands and Education, might be redeveloped in conjunction as a casino and associated hotel. Large additions to the Education Department would, inevitably, be necessary, like the Treasury redevelopment.[123]

What was lacking, in the rush to sell, was a Conservation Management Plan that would identify the significance of the building and its individual components and provide guidelines for its future use. In July-September 1989 'A Report on heritage significance.' was prepared by Howard Tanner & Associates for the NSW Property Management Unit [later the Property Management Group], then in charge of the management of the building and its future. Tanner & Associates' brief was 'to examine the architectural and heritage implications' of the decision to realise funds by making the building available for other uses and 'to provide a strategy for a responsible pattern of use, given the likely requirements of a new owner or tenant'. The firm's report was not a Conservation Management Plan but outlined, in brief, the significance of the building and identified conservation controls and re-use options.[124]

Elements identified as of major heritage significance were:

- *All of the sandstone elevations (excluding Level 8 rendered facades at the south end of the building) and in particular the existing fenestration and detailing*
- *The Bridge Street entry porch, bronze grilles and timber doors, columned lobby including corridor access doors and hardware, stair hall excluding information booth, upper stair hall including columns and memorial and corridor access doors*
- *Loftus Street entry porch, stair lobby, and staircase serving levels 1-7, including access doors from a sub-lobby into the northern offices at each level*
- *Farrer Place entry porch, bronze doors, foyer including brass edged directory board, but excluding contemporary lift doors and surrounds*
- *Minister's private entry stair linking Young Street with Level 2*
- *Department of Education Ministerial Board Room, including panelling, and panelled doors and related architraves, skirting and carved over-doors, plasterwork and purpose-built bookcase*
- *Department of Education Art Gallery and adjoining meeting room and related skylights, and including access stair to the roof.*

120 *School renewal. A strategy to revitalise schools within the New South Wales state education system,* June 1989

121 Management Review: New South Wales Education Portfolio, Director Dr Brian W Scott: *School-centred education. Building a more responsive state school system,* March 1990, p208

122 Lease incentive for Dept of Education, *Sydney Morning Herald,* 26 September 1989, p20; Court reserves ruling on Aboriginal claim, *Sydney Morning Herald,* 12 June 1992, p6

123 A tower addition had been proposed by July 1989 as referred to in the Department of Planning's Minute Paper 5 July 1989, NSW Heritage Office - File - Department of Education Building, 35 Bridge Street, Sydney S90/02690/001 (NSW Heritage Office)

124 Howard Tanner & Associates, Department of Education Building 35 Bridge Street Sydney. A report on heritage significance, appropriate conservation controls, and re-use options undertaken for the NSW Property Management Unit on behalf of the Department of Education July-September 1989 (a copy is held in the NSW Heritage Division Library)

A number of other areas were identified as being 'worthy of careful reconsideration', as sympathetic treatment would enable them to regain heritage status. These were:

- *Surround and doors to lifts to Farrer Place lobby*
- *Access corridor featuring original doors and detailing (Level 1 north-west corner of the building)*
- *Rooms of the Director-General of Education (adjoining the Ministerial Board Room) and related ante-rooms*
- *Top-lit recreation area adjoining the Art Gallery.*

The Report proposed that the light-well in the building could be enclosed and additional floors added to a total height of 62 metres, or approximately eighteen storeys, in any future development.

The Department of Education also undertook its own research to ascertain the historical importance of its Head Office. The report provided an adequate outline of the development of the building and the identity of its occupants, but did not really address the question of its significance. Clearly its contents did little to excite the imagination of senior administrative staff, one of whom concluded 'After perusing this document there does not appear to be any substantial point or incident of history since the building was constructed in 1915 & 1929'.[125] *Nothing, it seemed, had ever happened there.*

Other groups, including the Federation of Parents and Citizens Associations of NSW, had quite different views and pointed out the 'high heritage value' of the building on social and historical grounds, for the role it had played in the development of a universal public education system in the state. At its Annual Conference in July 1989 the Association resolved to ask the Heritage Council to place a Permanent Conservation Order on the building.[126]

Parents, teachers and heritage groups and others remained sceptical about the future of the building, despite government assurances that it would have 'full heritage protection'.[127] *The staff of the Head Office expressed their views about leaving their old offices by holding a peaceful protest in which they surrounded the building holding lighted candles.*[128] *The Department's contribution to its long historical association with Bridge Street came in the form of a pictorial history Bridge Street and Education 'as a thank you to all dedicated staff, teachers and individuals associated with Bridge Street'.*[129]

At its meeting on 7 December 1989 the Heritage Council endorsed those parts of the Tanner report that dealt with the significance of the building and conservation policies but did not endorse the proposal that in any future use the building height might be extended to 62 metres and the light-well enclosed which, the Council noted, had not been justified in the report. A Permanent Conservation Order was recommended, with appropriate exemptions to allow for some alterations, with the exception of those areas that had been identified as of heritage significance.[130]

In notifying the Minister of these resolutions, the Heritage Council also expressed its concern about the proposed removal of government administration from within the city centre and in particular Bridge Street, which had been continuously occupied since First Settlement.[131]

Later in the year Professor Peter Webber stressed the same theme in his advice to the Sydney City Council on the future of the site. The tradition of government use 'seems to have been overlooked in the current haste to capitalise on existing buildings and sites as commercial assets' he noted. Bridge Street 'should continue to be seen as part of a precinct for such functions and fine 19th and 20th century government sandstone buildings should continue in use as government offices'.[132]

As the building was vacated a Permanent Conservation Order was finally gazetted in June 1990 and arrangements were made to relocate the Department's war memorials and the William Wilkins Memorial Art Collection to another Department property, the Fanny Cohen Hall on Observatory Hill.[133]

125 Nichol, D., 'Project brief: to ascertain the historical significance of the building which accommodates the Head Office of the Department of Education in Bridge Street, Sydney', 6 September 1989, in NSW Heritage Office - File - Department of Education Building, 35 Bridge Street, Sydney S90/02690/002. The comment was signed by Garry W Mortimer

126 Correspondence dated 19 September in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/001 (NSW Heritage Office)

127 Assessing the value of education property, *National Trust Magazine*, No. 55, June 1990, pp. 14-15

128 Information from Jacqui Treloar

129 Kozaki, D., *Bridge Street and Education: a pictorial history,* Community Relations Unit for the NSW Department of School Education, 1989, Foreword by the Director General Fenton Sharpe

130 Heritage Council to Property Services Group [nd], in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/001 (NSW Heritage Office)

131 Minute to the Minister 89/1804 dated 20 March 1990, in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/001 (NSW Heritage Office)

132 Advice from Professor G P Webber dated 16 July 1990, File Conservation 35 Bridge Street, Sydney, Department of Education Building D02-00846 (Sydney City Council Archives)

133 The PCO was gazetted on 22 June 1990. Correspondence concerning the war memorials is in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/001 (NSW Heritage Office)

2.5.4 EXPRESSIONS OF INTEREST: LAND CLAIM AND LEASE (1991-1992)

Early plans to sell the Education Department building were soon changed to proposals for the sale of a 99-year lease with Jones Lang Wootton as agents. The company's advertising leaflet for expressions of interest in the building urged prospective occupants to 'Renew an old acquaintance', offering 'An historic opportunity to transform a significant landmark'. Expressions of interest closed on 22 February 1991, the day on which the New South Wales Aboriginal Land Council's appeal in its land claim for the Education Department building was listed in the Land and Environment Court.

The claim had been made in 1989 when the government announced its decision to sell the building but had been refused by the Minister in November of that year. This decision was then appealed. Section 36 of the Aboriginal Lands Rights Act, 1983 provided for a claim to be made for vacant Crown land that was not in useful use or occupation and not likely to be needed for 'essential public purposes'.

With its policy of vacating Crown assets and offering them for sale, the government had laid itself open to such a challenge, a risk which the Property Services Group had ignored.[134] *A claim was lodged, on the same grounds, in 1990 for the Prince Henry Hospital at Little Bay when the Greiner government announced its intention to sell the site to private enterprise, but failed because the hospital was vested in the Department of Health and was no longer Crown land.*[135]

The appeal disrupted the tender process and prevented further action towards disposal of the property, leaving the Property Services Group with a $1.2 million bill from trying to sell it.[136] *The land claim was one of the most controversial made by the Land Council and the first affecting a major CBD building.*[137] *It was dismissed on appeal to the Land and Environment Court on 24 July 1992.*

Only six occupants remained on the site, but the Property Services Group continued to maintain and clean the building, provide security services and pay for some utilities and services. On this basis, Justice Stein ruled, the building although not occupied, was being used.[138]

134 Govt ignored warning on land claim, *Sydney Morning Herald*, 15 June 1992, p7
135 *Woomera. The newsletter of the New South Wales Aboriginal Land Council,* March 1990, Issue 3
136 Govt ignored warning on land claim, *Sydney Morning Herald*, 15 June 1992, p7
137 Court reserves ruling on Aboriginal claim, *Sydney Morning Herald*, 12 June 1992, p6
138 Claim for $70m building rejected, *Sydney Morning Herald*, 25 July 1992, p7

2.5.5 MAJOR ADMINISTRATIVE STAFF REDUNDANCY (1991)

The model of the state as a business, proposed by the philosophy of economic rationalism was considerably more difficult to apply to some areas of public expenditure, such as welfare, health and education, than to others. Under the new arrangements principals found that a school-centred system required them to undertake a wide range of tasks that had previously been managed by Head Office in Bridge Street. As teachers not only had to teach, but also had to administer, manage, budget and meet an increasing number of community expectations, it became hard to attract candidates to difficult postings in the less attractive locations. Some schools prospered but others did not.

The Metherell reforms were enormously unpopular with more than just the teachers and although they did encourage some community participation in form of school councils, there was 'an almost gleeful public response' when the Minister was charged with an offence under the federal tax law and was forced to resign in July 1990. When he was rather too conveniently provided with another job in the public service, the Premier Nick Greiner was also forced to resign in June 1992 after an investigation by the Independent Commission against corruption.[139]

Dr Metherell's successor as minister, Virginia Chadwick, continued the reform agenda but with a somewhat more open approach to communication. Reshaping the administration continued and in June 1991 the government offered voluntary redundancy to 2,300 administrative staff of the Education Department including many senior executive positions created under the Metherell reforms. Only teachers were exempt from this major cutback.[140] *In the meantime there was still the question of what to do with the Education Department building.*

139 Kingston, B., *A history of New South Wales,* Cambridge University Press, 2006, p234
140 Department told: you can all go, *Sydney Morning Herald*, 22 June 1991, p1

2.6 PHASE 6 - REFURBISHMENT AND UPGRADE (1994-1996)

2.6.1 THE CONTEXT: FIRST GOVERNMENT HOUSE SITE DEVELOPMENT (1993-94)

While the fate of both the Lands Department and the Education Department appeared to hang in the balance, the site of the First Government House was rediscovered, excavated by archaeologists and redeveloped jointly by government and commercial interests to provide a 'commemorative facility' and two new office towers with space reserved for government use. A design competition was held for the project and the 'strong historic identity' created by the fine Victorian and Edwardian buildings in the area surrounding the First Government House site was acknowledged in the competition documents. The significant visual interest of the Farrer Place 'palm oasis' and the sandstone textures of the Department of Education building were also noted.

Among the site planning principles was the requirement that: 'The total unified development on the site must acknowledge the contextual importance of adjacent and surrounding historic buildings and of new significant developments.'[141]

In the course of construction for the new office towers, an archaeological excavation was carried out in part of Young Street, next to the Education Department and in the area to the south of the Young Street terraces. Within Young Street the foundations of the First Government House guard house that had been built in 1810-1812 were uncovered. Their immediate neighbour had been the Colonial Secretary's house (built in 1813) that had once occupied the Education Department site. The remains could not be retained because of the impending development, but were excavated, recorded and photographed before being removed.

The two office towers, designed by Denton Corker Marshall, were completed in 1993-1994. Here in the Governor Phillip and Governor Macquarie towers, government offices would command harbour views, the ultimate late 20th century status symbol. As a part of the redevelopment, the south end of Young Street was closed to traffic and became a unified pedestrian precinct with the existing Farrer Place, linking the new development with its historic surroundings at pavement level and with palm trees. A further link between old and new was provided in the design of the Farrer Place entrance to the Governor Macquarie Tower, which enjoyed a fine view of the former Agriculture Department offices.

141 First Government House Design Competition [Design Competition documents], Volume 2, pp16-18

2.6.2 TANNER & ASSOCIATES DESIGN FOR LEND LEASE HOTEL PROPOSAL (1994)

In the hiatus created by the New South Wales Aboriginal Land Council's claim to the Education Department, work continued to find an acceptable scheme for the re-use of the building. Draft guidelines were prepared in consultation with the Department of Planning, while Tanner & Associates worked on a hotel option for Lend Lease that included a mansard treatment above the parapet level to achieve three extra floors.[142]

The building's fate was, it seems, still undecided in August 1994 when a plan by Tanner & Associates for the re-use of the building was presented to the Heritage Council. Its main elements were the infill of the whole of the light-well and the associated demolition of the toilet block at the back of the Loftus Street entrance. The importance of the light-well, which had not been identified as of heritage significance in the Tanner & Associates 1989 report, remained of concern to the Council, as it had been in its earlier discussions. The Council agreed to the plans subject to the preparation of a maintenance plan for the exterior and interior of the building, the investigation of the creation of atrium space on at least the fifth and sixth levels and the investigation of the removal or remodelling of the existing unsympathetic additions to the roof.[143]

Political developments however were taking the use of the building in another direction. In 1994, as the Liberal's government education reform agenda moved into a period of accommodation and modification, the Property Services Group took another look at the vacant Education Department offices on Bridge Street. Government use was a possibility: and the new tenant was to be the Department of Education.[144] *After standing vacant for four years the building was once more to be used for its original purpose.*

2.6.3 ANCHER MORTLOCK & WOOLLEY REFURBISHMENT FOR EDUCATION DEPARTMENT (1994-1995)

In August 1994 the firm of Ancher Mortlock & Woolley was commissioned by the Property Services Group to come up with a new design solution.[145] *Their brief was for the interior refurbishment and fit out of the building to accommodate about 500 personnel of the Department of Education; the refurbishment of accommodation to meet government office standards generally; and a building upgrade to meet all appropriate statutory and*

142 Information kindly supplied by Howard Tanner, January 2007

143 Extract from minutes of Heritage Council meeting held on 4 August 1994, in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/002 (NSW Heritage Office).

144 NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/002 (NSW Heritage Office)

145 The firm was commissioned on 1 August 1994, Ancher Mortlock & Woolley Project Files, Project No. 9407

Building Code of Australia requirements. The budget was an estimated $8.9m for the refurbishment and $10.5m for the fit out.

One of the major problems was an historic one, created by John Reid's design of the Agriculture Department offices in 1928: how to provide a unified system of circulation throughout a building, built in two stages, in which the main corridor systems did not coincide. Ancher Mortlock & Woolley's solution was to suspend new glazed walkways along the internal walls of the light-well on Levels 3-7 and to provide a glazed lobby, or atrium, on part of Level 2, leaving most of the light-well space open.

[This involved] a series of external galleries at all upper floor levels on the north and east sides of the light well. Each gallery [linked] the three fire stairs, two lift lobbies and two toilet blocks at each floor level, freeing up the remaining floor areas for open planned offices, in keeping with the original design concept. The galleries [were] lightweight steel and glass structures, suspended from steel beams spanning the width of the light well at roof level. The red painted steel suspension rod framing [splayed] out at the base to form a glass roofed atrium space, curved in plan, at level 2.

Most of the original window openings and their frames would be retained: but some would need to be removed to provide access to the new walkways. The steel framed casement windows were sealed shut for better environmental and acoustic control. The courtyard walls opposite the new galleries were also tidied up, by the removal of redundant services, and re-painted. Other changes made at this time [included] the internal refurbishment of the original 1930 toilets located at the rear of the Farrer Place entrance vestibule, with the addition of a services riser in the form of a segmented drum. The shell of the original 1915 toilet structure behind the Loftus Street stairs was retained and used as store rooms but the sanitary fittings and all but one of the original steel mezzanine stairs were removed.

The Loftus Street toilet block would remain, adapted for other uses, but the 'excessively steep' Young Street stairs (which had never been a public entrance and did not comply with contemporary standards of fire safety) would be demolished. The 1970s fire stair built in the north-east corner of the light-well would be demolished and reinstated within the building. All of the areas previously identified as of heritage significance would be retained.

Elsewhere the essentially open plan design of the original building could be adapted for office use and the space requirements of the Education Department could be achieved.[146] *A discussion of the proposal by Schwager Brooks and Partners, acting as heritage consultants to support the application for the works under Section 60 of the Heritage Act reported that: 'It can be stated with confidence that the design approach encapsulated in this Application takes a responsible and creative approach to the protection of the heritage values and cultural significance of the Education Department Building.'*[147]

The Heritage Council approved the Application and the associated infill of part of the light-well 'only on the basis that it had been informed that the additional space was absolutely crucial to make the building viable for occupation by the Department of Education'.[148] *As far as the Heritage Council was concerned, the light-well was of heritage significance. Following demolition work, construction began on site in March 1995 with the objective of occupation by December 1995.*

2.6.4 ANCHER MORTLOCK & WOOLLEY ARCHITECTS

The firm now known as Ancher Mortlock & Woolley was founded in 1945 by Sydney Ancher who later went into partnership with Bryce Mortlock and Stuart Murray. Ken Woolley joined the firm as a partner in 1964 after practising for nine years as a design architect in the NSW Government Architect's Branch where his most significant mentor was Harry Rembert, the Assistant Government Architect. During this time, Ken Woolley had been responsible for the design of the award winning Fisher Library in the University of Sydney and the State Office Block. In 1983 following the retirement of the other partners, Ken Woolley became the principal of the firm Ancher Mortlock & Woolley.[149]

146 *Report in support of proposal to refurbish and fit out the Education buildings, 35-39 Bridge Street, Sydney, including addition of light well walkways*, prepared by Ancher Mortlock & Woolley Pty Ltd, Architects dated 12 September 1994 and plans in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/002 (NSW Heritage Office)

147 Schwager Brooks and Partners Pty Ltd, *Refurbishment of the Education Dept Building. Application under Section 60 of the Heritage Act Discussion of current proposal*, dated 29 August 1994, in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/002 (NSW Heritage Office)

148 Extract from minutes of Heritage Council meeting 3 November 1994, in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/002 (NSW Heritage Office)

149 *Ken Woolley and Ancher Mortlock & Woolley. Selected and current works,* The Master Architect Series IV, Mulgrave, Vic.: The Images Publishing Group, 1999

2.6.5 CONSERVATION WORKS TO EXTERIOR (1996)

The refurbishment carried out by Ancher Mortlock & Woolley in 1994-1995 brought the Education Department building back to life as an effective workplace.[150] *However major items such as stonework and roof repairs were not included in the project and required attention even as the building was being refurbished. When the government vacated the building it was taken off the list of priorities for the Bicentennial Stonework Programme as it was assumed that the new owners, or lessees, would be responsible for the upkeep and restoration of the fabric, including the facades.*

As the building [had] stood empty for five years (from 1990-1994), lack of adequate maintenance resulted in considerable damage, especially to the stonework when blocked downpipes and drains resulted in severe salt activity on the façades caused by water penetration. In 1994 the more dangerous stone and severely decayed balusters were removed and the balcony balustrading on the Bridge Street side was temporarily stabilised.

Extensive work was required on all of the facades, except Loftus Street, which had been repaired in the 1980s. The scope of work included the replacement of stone to the level 3 and level 6 balconies including copings, balusters, dies, and plinth stones to the Bridge Street and Young Street façades and later to the Farrar Place façade. It also involved minor stone indents, epoxy repairs, desalination, repointing of open joints and the covering of strings and cornices with lead protection. The sandstone used in stonework replacement was Bondi stone for the balusters and Kent Street stone for all other elements.

The bituminous roof covering also needed renewal and the roof drainage had become choked. A three-year program of stonework repair and replacement with associated repairs to the roof and roof membrane began in 1996, designed not just to ensure the conservation of one of Sydney's prominent sandstone buildings but also to make the city as attractive as possibly for the anticipated influx of overseas tourists for the Sydney 2000 Olympic Games.[151]

150 *Sydney Cityscope*, Cityscape Publications Pty Ltd, 31 August 2006, Map 6 Page 1, Education Department building

151 Education Department Building Stonework Conservation Economic Appraisal, in Education Department Building Economic Appraisal & Stonework conservation file, 1995, NSW Department of Commerce, Government Architect's Office

2.6.6 THE RETURN OF EDUCATION TO BRIDGE STREET

Soon after construction [for the 1994-1995 refurbishment] began the precise occupancy of the Education Department offices hung in the balance as the incoming Labor government, elected in April 1995, reconfigured the education portfolio. The short lived portfolio of Education, Training and Youth Affairs became Education and Training and a new Department of Training and Education Coordination was established which was to take over the ministry space on Levels 2 and 3. It was initially unclear whether the Department of School Education would occupy the building but it eventually did so (and kept its name), as originally planned in 1994.[152]

In August 1995 the Minister for Education and Training announced the restructuring of the Department with two objectives; to form an administration 'driven essentially by educational rather than financial imperatives' while also contributing to the elimination of the government's deficit of over $700m and achieving a balanced budget. Clusters and regions would be replaced by districts to give a simple two-tier structure; regions and the state office. The head office staff which had been reduced from 1698 in 1989 to 693 in 1994[153] *would retain substantially the same structure, but would increase by about 400 positions to undertake the 'administrative and resource functions' that had been carried out by the regions.*[154]

Centralisation was coming back into the system but with less high level bureaucratic positions as the Department effected a 41% decrease in the number of its Senior Executive Service members in 1995-1996 to help cut costs.[155] *The Minister, John Acquilina, occupied the ministerial suite once more in 1995 but soon moved to the new government offices in the Governor Macquarie Tower.*

By early in 1996 the Department of School Education had moved back into the refurbished home that was, it was told, no longer its own. According to the terms of the Scott Review, any profits from the sale of the building were to be earmarked for the implementation of the Schools Renewal Program. As there had been no sale, the Department had assumed that it still owned the building and had included it in its statement of assets for the financial year 1991-1992.

152 Project Files Archives Project No. 9407 (Ancher Mortlock & Woolley)

153 Sherington, G., 'Education Policy' in Laffin, M. and Painter, M. (eds), *Reform and reversal. Lessons from the Coalition Government in New South Wales 1988-1995*, South Melbourne: Macmillan Education Australia, 1995, p180

154 *NSW Department of School Education Annual Report 1995 Overview*, pp24-25

155 *NSW Department of School Education Annual Report 1996 Volume 1 Overview*, p15

A correction made in its Annual Report for 1994 noted that the Department's assets had been overstated by $14,522,060 largely due to the 'incorrect recording' of the Department's former headquarters building in Bridge Street. This, the Treasury had advised, was not vested in the Department.[156]

On 3 December 1997 the Department of School Education was abolished and its branches amalgamated with those of the former Department of Education and Training Coordination to form the new Department of Education and Training.

When the Department of School Education returned to Bridge Street, the Director-General, Dr Ken Boston, consulted the Teachers Sub-Branch of the RSL about the relocation of the Department's war memorials and honour boards that had been removed to Observatory Hill when the building was vacated. The two bronze memorials to those who died in WWI and WWII were replaced in their original locations in the Bridge Street vestibule and the honour boards were relocated around the new atrium on Level 2.

Two new honour boards have subsequently been added and also placed in the atrium: the first, dedicated to Department of Education officers who served abroad in the period from 1946-1976, which was unveiled on 24 September 1997 and the second, listing all teachers and trainees who served during World War II. This was unveiled on 25 April 2001 and [contained] 2532 names.

A book by Tom Spencer published by the Department of Education and Training in 2001 [provided] a history of the memorials together with the names of all of those included on them. After so many tumultuous years, during which the Department lost and then reclaimed its original home, it [seemed] appropriate that it [had] once more found its past.

2.7 PHASE 7 - MAINTENANCE AND CONSERVATION WORKS (2000-2015)

[Subsequent] works included the installation of a satellite dish in 1995, a mobile phone antenna in 2004 on the outside of the building and the construction of a roof over the existing plant room in 2000. On Level 7 new facilities including blackout blinds, acoustic panels, lighting and audiovisual equipment were installed in 2000 in the west wing of the Art Gallery which continues in use as a meeting room.[157]

Since the preparation of the 2007 CMP a number of refurbishment works carried out progressively including a full refurbishment of Level 4 in 2009 and a full refurbishment of Level 6 in 2011-2012 to a design by Kann-Finch Group. In 2012, the Government Property NSW (formerly State Property Authority) has commenced a series of investigations and maintenance works programme to ensure a continuing traditional preventive maintenance to keep the building in a good condition as well as identify the compliance or non-compliances with the Building Code of Australia (BCA) and the Disability Discrimination Act (DDA).

The majority of the windows have been refurbished with second glazing by installation of internal frames matching the glazing panes of the original external steel and wrought iron window frames to minimise impact on the external presentation of the building. A number of mitigation measures would need to be undertaken to ensure minimal loss of fabric to the surviving hardware of the pivoting sashes (fanlights) where they would need to be shortened to allow for the internal glazing frame be installed within the reveals of the windows.

City Plan Heritage (in conjunction with Public Works NSW) has recently completed work on the conservation and repair of the roof sky lanterns. The project aimed to:

- *Identify the most appropriate methodology for carrying out of the required repair works.*
- *Ensure the significant and intact fabric of the Sky Lanterns is protected and their life expectancy is extended to a maximum as much as possible.*
- *Undertake necessary repair works to the windows with minimum fabric removal and replacement.*
- *Remove harmful substances and correct previous detailing to match original detailing using traditional methods, in particular copper roofing details.*
- *Remove existing inappropriate external curtains and provide ecologically sustainable glazing to the windows by replacing the existing glazing to ensure the most effective sun protection and utmost possible daylight to the Annex Room below.*
- *Repair and repaint the interiors of the Annex room below sky lantern 10, and the associated areas of the other sky lanterns in the Gallery and storage rooms.*

156 *NSW Department of School Education Annual Report 1994 Financial Statements & Appendices,* p61

157 Heritage Group, State Projects, Department of Public Works & Services: 'Education Department Building Proposed stonework conservation. Statement of Heritage Impact to accompany Development Application to Sydney City Council', November 1995, Report No. HG 95/53 (NSW Department of Commerce)

Works to sky lantern 1 was already completed by the Public Works in association with the Government Architect's Office. The recent capital expenditure works allowed for the completion of repair and restoration works to the remainder of the existing eleven (11) sky lanterns.

Currently [2015], works are being commenced on copper cladding of sky lantern sills to ensure long-term protection. The works to the sky lanterns were of minimal intervention with like-by-like materials but also allowed for the replacement of the existing mixture of glazing with safety and ECO glass (Viridian 6mm Soltech Grey) to increase the ecological sustainability of the building and enabled the removal of intrusive metal balustrades fixed to the sky lanterns.

2.8 PHASE 8 - LEASE AND ADAPTIVE REUSE (FROM 2015)

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.

2.9 THE DEVELOPMENT OF FARRER PLACE

2.9.1 FROM SPRING TO FOUNTAIN (1812)

The evolution of the small triangular area of land that is now known as Farrer Place, had its origins in the earliest days of European settlement in Sydney and was probably due to a natural spring.

The beginnings of the present street plan are evident as early as 1792 and become clearer over the next decade.[158] *The spring, or 'fountain' was mentioned when Governor Macquarie named and defined the line of Bent Street in 1810*[159] *and in 1812 the water source was channelled into an elegant stone fountain built by Isaac Peyton.*[160] *A plan of Sydney dated August 1822 shows the location of 'fountains' at the back of the Colonial Secretary's residence.*[161]

It appears that Spring Street (initially named Spring Row) was named after the spring *"jutting from under a rocky boulder at the junction of Bent-street with O'Connell-street".*[162] It was during a drought period when people turned their attention away from the Tank Stream, which was the most well known water source at the time, and the Bent Street spring became a public drinking fountain by order of Governor Macquarie, after the water quality was assessed as being excellent.

While the initial stone octagon fountain already had a capacity of several tons of water, its capacity was increased by 1816, with the addition of a much larger cistern which contained a pump in the centre, providing a constant and fast supply of water. It remained in place for over 90 years, even though its use declined from the 1880s, when the Nepean started to cover the water demands of Sydney.

2.9.2 ESTABLISHMENT OF FOUNTAIN STREET

Following the demolition of the First Government House and the division of its grounds into city blocks, a change of street name occurred and [the] open area around the fountain became known as Fountain Street rather than being included within Bent Street.[163] *Other than the fountain, the street's only other structure was the back of the Colonial Secretary's offices (later the Education Department).*

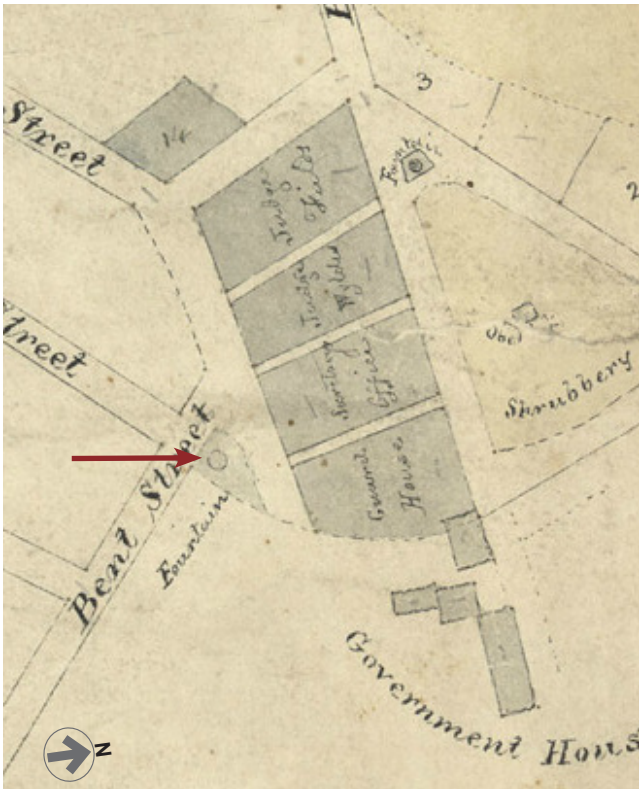


Figure 2.39
'Sketch of the Town of Sydney' 1821, showing the 'Fountain' (indicated by the red arrow) noted on a separate parcel to the south of the Secretary's Office and the guard house of Government House
Source: State Library of NSW, Call No. Z/M4 811.16/1821/1, Digital Order No. a1528586



Figure 2.40
Detail from 'Sketches of Sydney, 1843-1847' by Jacob William Jones, showing the fountain to the south of the Colonial Secretary's Office, looking southwest into O'Connell Street. The Australian Club on the corner of Bent and O'Connell Streets is visible on the left
Source: State Library of NSW, Call No. DGA 32, Digital Order No. a1735002

158 Kelly, M. and Croker, R., *Sydney takes shape. A collection of contemporary maps from foundation to Federation,* Doak Press, 1978, pp8-12 for maps dated 1792, 1802 &1807
159 *Sydney Gazette,* 6 October 1810, p2. Bent Street ran from Spring Row [later Spring Street] 'past the fountain' and on to the north end of Phillip Street
160 Clune, F., *Serenade to Sydney. Some historical landmarks,* Sydney: Angus and Robertson, 1967, pp108-109
161 Kelly, M. and Croker, R., *Sydney takes shape. A collection of contemporary maps from foundation to Federation,* Doak Press, 1978, p14
162 For this and the following see Champion, T. S., The Bent Street Fountain, *The Sydney Morning Herald*, 5 March 1932, p9
163 The street was known as this when the reserve was dedicated in 1871, Sydney City Council, Information on street names



Figure 2.41
Bent Street, 1859, looking down west from Phillip Street, showing the three storey Australian Club building on the left, and the fountain near the intersection with O'Connell Street, indicated by the red arrow
Source: State Library of NSW, Call No. PXB 698, Digital Order No. a8143009



Figure 2.42
Photograph taken in 1866, showing the fountain on the right hand side, with the Australian Club building visible in the background
Source: State Library of Victoria, 'The Australian Club', Accession No. H15195

In 1866 the triangle of land at the junction of Bent Street, O'Connell Street and Elizabeth Street North [later Young Street] containing the fountain was dedicated as a reserve for public recreation[164] *and trustees were appointed by the City Council in 1871.*

164 Notation on parish map, Parish of St James, Co Cumberland



Figure 2.43
Photograph dated March 1871, showing the Fountain now on the corner of the new reserve, visible on the left. The reserve was fenced in and contained various shrubs.
Source: State Library of NSW, Call No. Government Printing Office 1 - 05300, Digital Order No. d1_05300

2.9.3 RENAMING AS RAPHAEL STREET (c1880)

In about 1880 the name Raphael Street replaced Fountain Street and the reserve was known locally as Raphael's Triangle.[165] *The area is clearly shown on the Metropolitan Detail survey dated 1884.*[166] *Joseph George Raphael, a businessman, alderman of the City of Sydney, politician and philanthropist, had, according to his daughter, been one of the first to build in the locality and his buildings were still standing in 1935.*[167] *These were presumably the two houses on the east side of Young Street built in 1866 and 1877, which faced the reserve.*[168]

Raphael's houses were indeed in close vicinity of Raphael's Triangle, being No. 48 and No. 54 Young Street.[169] Joseph George Raphael (1818-1879)[170] lived at 54 Young Street, built in 1866 which was located adjacent to the Metropole Hotel on the Corner of Young, Bent and Phillip Streets.

Photographs from c1890 show that the fountain was still standing adjacent to the southwestern corner of

165 Town Clerk's Correspondence File: Raphael Place suggested renaming as Farrer Place, 3186/35 (Sydney City Council Archives)
166 Department of Lands, Metropolitan Detail Survey, Sydney Sec. 49, dated 1884, Map Z M Ser 4 811.17/1 (Mitchell Library)
167 Letter from E M R Rosenthal 19 August 1935 in Town Clerk's Correspondence File: Raphael Place suggested renaming as Farrer Place, 3186/35 (Sydney City Council Archives).
168 E S Marks: 'Joseph G Raphael', *Journal of the Australian Jewish Historical Society,* Vol. 1 Pt X, 1943, p366 and Additional research concerning the occupation of the south part of the First Government House site and Young Street, south of the terraces, complied by Rosemary Annable for Anne Bickford [c. 1990]
169 King, G. A., This is now the last link - Raphael Place, *The Sydney Morning Herald,* 7 August 1954, p15
170 Lyons, M., 'Raphael, Joseph George (1818–1879)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, http://adb.anu.edu.au/biography/raphael-joseph-george-4451/text7251, published first in hardcopy 1976 (accessed 30/06/16)

the reserve by that time. The reserve was fenced in and surrounded by a footpath. It contained a large fig tree and some of the photographs show that a small structure stood within the confines of the fence at some stage.

It appears that carriage drivers used to stop and wait under the shade of the fig tree and in the area surrounding the Hotel Metropole which opened in January 1890.[171]



Figure 2.44 (on left)
Undated portrait of Alderman Joseph Raphael, after whom Raphael Street was named. The image is from an Album of portraits collected by John William Richard Clarke, c1866-1909
Source: State Library of NSW, Call No. PXA 549, Digital Order No. a1321033

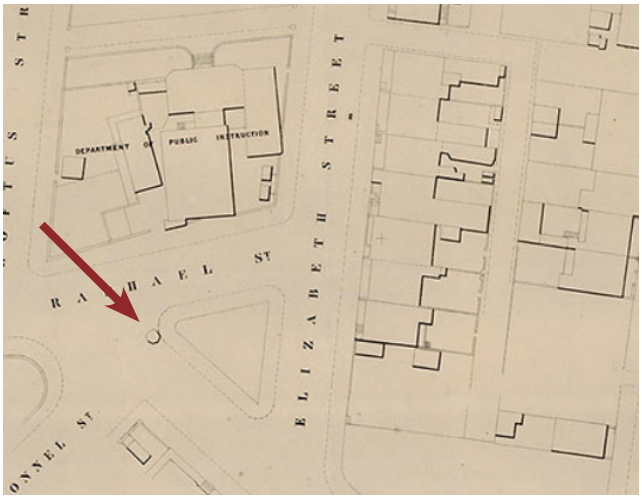


Figure 2.45 (above)
Map detail from the NSW Department of Lands Sydney Metropolitan Detail Series, City of Sydney, Section 49, dated 1884, showing the Raphael Street reserve with the fountain located at the corner of Bent and O'Connell Streets, indicated by the red arrow
Source: State Library of NSW, Call No. ZM Ser 4 811.17/1, Digital Order No. a1367446



Figure 2.46
View of the corner of Bent and Young Streets, where excavations take place for the new Hotel Metropole. Raphael's Triangle is clearly visible in this photograph, which was taken in the late 1880s. It contained several trees and a built structure, and was fenced in. The Lands Building is visible in the right background, prior to its extension.
Source: NSW State Records, 'Excavation site on the corner of Bent and Young Streets, Sydney (NSW)', Digital ID 4481_a026_000439

171 Opening of the Hotel Metropole, *The Sydney Morning Herald,* 15 January 1890, p5

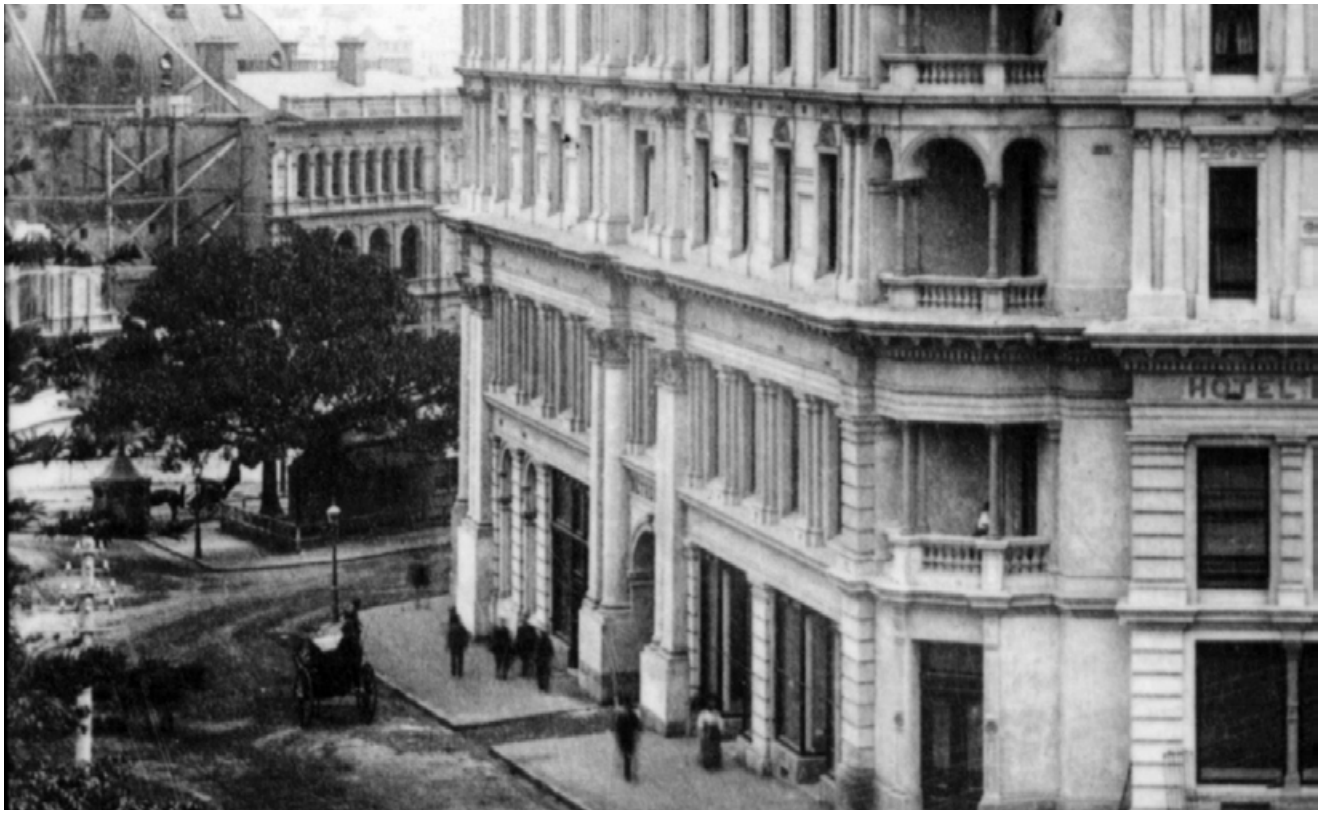


Figure 2.47
Photograph taken in c1890, when the Lands Department (visible in the background) was extended. The Hotel Metropole, visible in the foreground, was opened in January 1890. Visible on the left is the fountain, standing within the road reserve. A carriage is waiting under the shade of the tree
Source: Powerhouse Museum Sydney, Registration No. 85/1284-1995



Figure 2.48
Photograph taken in c1890, looking east along Bent Street, with the Hotel Metropole in the background. The top of the fountain is just visible at the bottom. The large fig tree was fenced in on three sides, forming a triangle. There is no structure visible in this photograph
Source: Powerhouse Museum Sydney, Registration No. 85/1285-984



Figure 2.49
'Birds eye view of Sydney', by M S Hill, looking south. Raphael Street, or Raphael's Triangle, is indicated by the red arrow. According to this painting, the reserve was quite large, however, the dimensions are unlikely to be entirely accurate. Even though the view is said to be dated 1888, it shows the Hotel Metropole which opened in 1890, and the extended Lands Building, which was being finished externally in c1891.
Source: State Library of NSW, Call No. Z/M3 811.17S/1888/1A, Digital Order No. a128462

In 1892 the reserve became part of the road but by about 1910-1911, by which time the stone fountain had been dismantled to make room for the electric tramway along Bent Street.[172] *The reserve was again 'constructed in the form of a plantation' and was amply planted with palm trees.*[173] *The neat plantation can be clearly seen in a photograph of the new Education Department offices published in the Department of Public Works Annual Report for 1914-1915.*

The fountain was removed in 1905, when the tramway was established[174] and it appears that the reserve was removed at around the same time, as suggested by photographs and maps. The new reserve was built by 1911, as it is shown in a photograph dated 1911, included below.

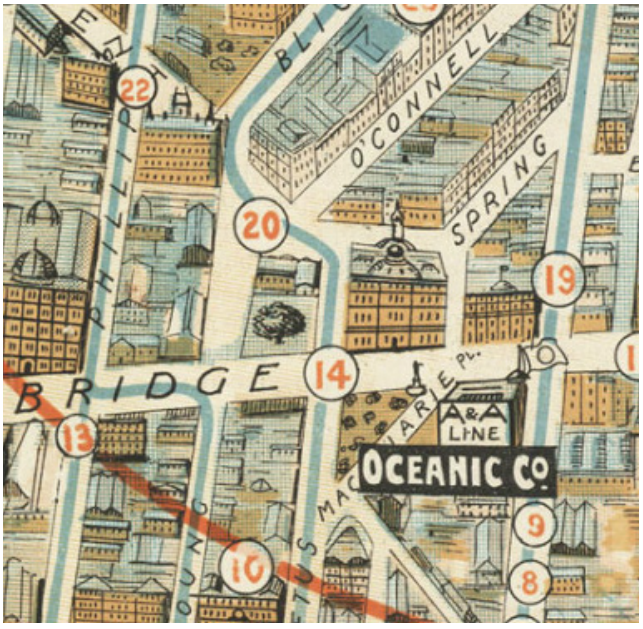


Figure 2.50
'Bird's eye view map of Sydney / Oceanic Steamship Company', 1905, showing the Department of Public Instruction below Number 20. The reserve behind the department is not indicated, as it had been removed by then, together with the fountain
Source: State Library of NSW, Call No. Z/M3 811.17/1905/2, Digital Order No. a1528605

172 Clune, F., *Serenade to Sydney. Some historical landmarks,* Sydney: Angus and Robertson, 1967, pp108-109. The fountain was dismantled in 1905.
173 Town Clerk's Correspondence File: Raphael Place suggested renaming as Farrer Place, 3186/35 (Sydney City Council Archives)
174 Champion, T. S., The Bent Street Fountain, *The Sydney Morning Herald*, 5 March 1932, p9



Figure 2.51
View of O'Connell Street from the Hotel Metropole. Although the photograph is said to have been taken in 1890, there is an identical image at the State Library of NSW (GPO 1-11019), where the date is given as 1908, which is more likely. The reserve appears to have been removed by that time, and the tramline has been established, however, hansom cabs are still in use in the area.
Source: National Archives of Australia, Image No. A13775, 14, Barcode 30065221



Figure 2.53
'Palm trees in garden on the corner of O'Connell Street and Bent Street, Sydney, 1911'. By this time, the new reserve has been established. Three slightly taller palm trees mark out the three corners of the plantation, while another, shorter palm tree with a larger trunk and wider canopy is located somewhat in the centre, partly hidden behind one of the taller palm trees
Source: National Library of Australia, Call No. PIC/15611/13425 LOC Cold store PIC/15611 Fairfax archive of glass plate negatives

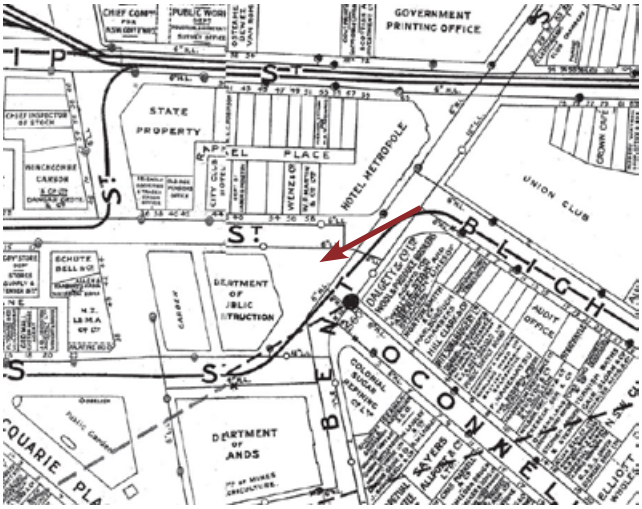


Figure 2.52
Detail from the '1910 City of Sydney' map. While the garden on the Bridge Street frontage and the 'Public Gardens' at Macquarie Place are indicated, the small reserve on Raphael Street is no longer noted. The map shows the line of the tram, coming from Loftus Street and turning into Bligh Street from Bent Street, where a stop was located. The site of the Raphael Street reserve is indicated by the red arrow
Source: City of Sydney Archives, Historical Atlas of Sydney, 1910 City of Sydney Map



Figure 2.54
'Under the rustling palms - A Sydney cabby waits for a fare at the back of Raphael-street', 1925
Source: The Sun, 9 June 1925, p16



Figure 2.55
Undated postcard showing 'Bent, O'Connell and Raphael Streets, Sydney' as seen from the Department of Agriculture building. By then, likely the early 1930s, the palm trees had grown taller
Source: National Museum of Australia, Josef Lebovic Gallery Collection, ID 1986.0117.5590

2.9.4 RENAMING AS FARRER PLACE (1935)

The suggestion that the name Raphael Street should be discarded and replaced by Farrer Place came from the Minister of Agriculture in June 1935. The Department was the only building on the street and William James Farrer was perhaps the most famous name in Australian agriculture. Farrer's study of wheat breeding had begun on his property Lambrigg near Canberra before he joined the Department of Agriculture in 1898 as wheat experimentalist and his research came to fruition with a wheat variety called Federation which was resistant to rust, a blight that had devastated crops since first settlement. From 1910 to 1925 it was the leading variety of wheat in Australia and provided ample proof of the value of scientific research to agriculture.[175]

The suggestion that Raphael Street be renamed Farrer Place was approved by the City Council at its meeting on 29 July 1935. The decision provoked a rather hurt response from the late J G Raphael's daughter, Mrs E M R Rosenthal, then living in Stanmore. The Council pointed out that it was only the street that had been renamed and that the Raphael name survived in Raphael Place (a laneway at the back of Mr Raphael's Young Street houses). As the Agriculture Department offices were the only occupants of the street called Farrer Place, the name has, by extension, eventually been applied to the whole reserve.[176]

Farrer was, in fact, not only associated with the Department of Agriculture, but also with the Department of Lands which had its head office in the adjacent building. Before turning his attention to wheat experiments, Farrer had worked as a surveyor for the Department of Lands from 1875 until 1886.[177] He had qualified as a surveyor in 1875, after having failed to buy pastoral land due to financial problems. He surveyed in the Dubbbo, Nyngan, Cobar and Cooma districts. After resigning from the Lands Department in 1886, he settled on Lambrigg on the Murrumbidgee River, near Canberra, where he intensified his research into improving the production of wheat.

His achievements were not only celebrated in the renaming of Farrer Place, but also on the Australian 2-Dollar note, stamps, in names of schools, streets, a flour-mill, several institutions, and a suburb of Canberra.[178]



Figure 2.56
Photograph of 'William Farrer Wheat experimentalist', dated June 1908
Source: State Library of NSW, Call No. Government Printiong Office 1 - 11336, Digital Order No. gpo1_11336

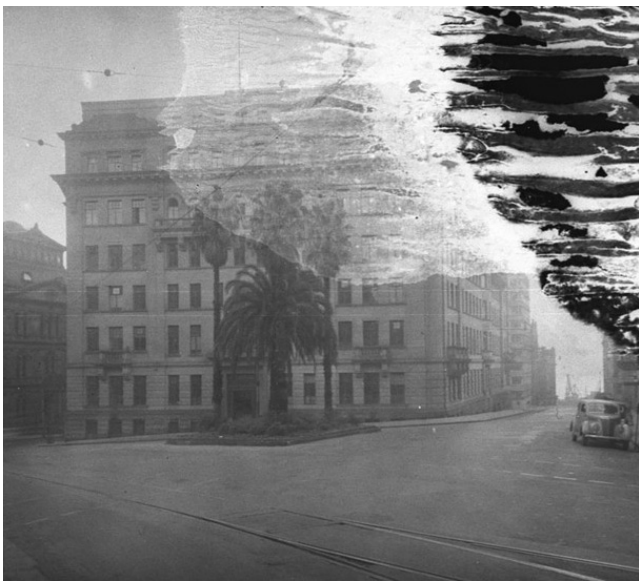


Figure 2.57
Photograph dated May 1939, showing Farrer Place with the Department of Agriculture building behind it. The triangular reserve still contained three tall, slender palm trees (*Washingtonia robusta*) and one shorter palm tree (likely a *Phoenix canariensis*)
Source: State Library of NSW, Call No. Home and Away - 23008, Digital Order No. hood_23008

175 *Australian Dictionary of Biography Volume 8: 1891-1939 Cl-Gib,* Melbourne University Press, 1981, Entry for W E Farrer
176 Town Clerk's Correspondence File: Raphael Place suggested renaming as Farrer Place, 3186/35 (Sydney City Council Archives)
177 For this and the following see Wrigley, C. W., 'Farrer, William James (1845–1906)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, http://adb.anu.edu.au/biography/farrer-william-james-6145/text10549, published first in hardcopy 1981 (accessed 30/06/16).
178 *Ibid.*

By February 1948, street trees had been planted along the south elevation of the Department of Agriculture building and along Young Street, as evidenced by a number of photographs shown below.



Figure 2.58
February 1948 photograph showing Farrer Place with the street trees planted along the south elevation of the Department of Agriculture and on Young Street
Source: State Library of NSW, Call No. Government Printing Office 1 - 43017, Digital Order No. d1_43017



Figure 2.59
February 1948 photograph showing Farrer Place
Source: State Library of NSW, Call No. Government Printing Office 1 - 43019, Digital Order No. d1_43019

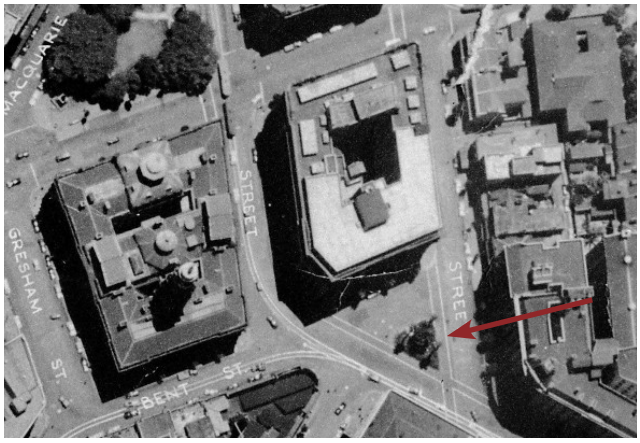


Figure 2.60
1949 aerial photograph showing Farrer Place, indicated by the red arrow
Source: City of Sydney Archives, Historical Atlas, Aerial Survey of the City of Sydney 1949



Figure 2.61
February 1954 photograph showing the plantation on Farrer Place
Source: State Library of NSW, Call No. Government Printing Office 2 - 04253, Digital Order No. d2_04253



Figure 2.62
February 1958 photograph by Jack Hickson, showing the single garden bed with the four palm trees on Farrer Place as well as the street trees. The Hotel Metropole is still standing in the background. Note the cars between the reserve and the Education Building on the left
Source: State Library of NSW, Call No. Australian Photographic Agency - 05012

At that time, the road between the reserve and the Department of Agriculture building was used for vehicular traffic.

In 1967 a bronze plaque with biographical details of William Farrer was placed on the plantation wall.[179]

As one of the priorities of the *City of Sydney Strategic Plan 1971,* the triangular plantation was *'temporarily linked to the northern footpath to create a mini plaza with seating and landscaping,'* with long term plans for a more permanent transformation *'to make Farrer Place into a proper place for people to enjoy.'*[180] Works appear to have been completed in around 1974.

179 Town Clerk's Correspondence File Question of provision of name plate for Farrer Place 4746/66 (Sydney City Council Archives)
180 Caption to photograph held at the City of Sydney Archives, Image Library, Citation SRC5613, File No. 032024, 'Farrer Place', dated August 1974



Figure 2.63
Photograph showing Farrer Place, looking east and showing new, additional planter beds to the north of the existing palm tree plantation. Date unknown but likely taken in 1974
Source: City of Sydney Archives, Image Library, Citation SRC5614, File No. 032025



Figure 2.64
Photograph taken in August 1974, showing the *'implemented action priorities of the 1971 City of Sydney Strategic Plan.'*
Source: City of Sydney Archives, Image Library, Citation SRC5613, File No. 032024



Figure 2.65
Aerial view of Farrer Place, date unknown but likely taken in 1974
Source: City of Sydney Archives, Image Library, Citation SRC5613, File No. 032024

Plans of engineering and survey standards were submitted to Council in October 1973.[181] These may have been connected to Substation No 400 for which plans had already been drawn up and submitted to Council in 1964.[182]

After a temporary closure for the celebrations associated with the opening of the Opera House in 1973 Farrer Place became a permanent pedestrian precinct in 1976 and the group of mature palm that had once been in a single garden bed, were encircled by separate [...] beds.[183] A pattern of curving lines was painted on the pedestrian plaza, and additional vegetation was planted.

Further changes took place in the late 1980s and early 1990s when the First Government House site was redeveloped. Archaeological excavations were carried out in Young Street (adjacent to the Education Department building) from the south building line of the Young Street terraces to the junction of Young Street and Bent Street, the site of the guard house built in 1810-1812 for the First Government House. These were carried out in advance of the construction of the Governor Phillip and Governor Macquarie Towers. As a part of this redevelopment the southern end of Young Street adjoining Farrer Place became a pedestrian precinct. At some stage after the early 1980s, the shorter of the original palm trees, a Canary Island date palm, was removed.[184]



Figure 2.66
1982 photograph showing Farrer Place looking north. In this image, the Canary Island date palm, which was later removed, is still standing
Source: State Library of NSW, Call No. Government Printing Office 4 - 04042, Digital Order No. d4_04042

181 Standard plan: Farrer Place Sydney Details & Levels E3-337/133 (Sydney City Council Archives)
182 Government plan: Substation No 400 [Land bound by Young St, Raphael St, Farrer p, O'Connell St and Bent St], Start date 04 May 1964, End date 17 Dec 1975, G1-8238 and M-CRS99 (Sydney City Council Archives)
183 Town Clerk's Correspondence File Farrer Place proposed remodelling 1225/75 (Sydney City Council Archives)
184 The entry for *Palm Trees, Farrer Place, Sydney*, in the NSW Heritage Inventory, database entry no. 2424642, which was updated in February 2006, notes the *Phoenix Canariensis* as still standing

As part of the 1994 development of the Governor Macquarie Tower, Farrer Place was reconsidered as an urban space and its sloping surface was repaved in granite.[185] The central *Phoenix canariensis* palm was removed to allow for greater pedestrian permeability, and the three early *Washingtonia* palms were incorporated into three raised planter beds of circular shape. These also contained ventilation facilities associated with the substation. Along the former alignment of Young Street, Cabbage Tree palms were planted at that time. Additional palms were later also planted to the south, as part of the redevelopment of 1 Bligh Street.

2.10 HISTORY OF THE BUILDING'S MOVABLE HERITAGE

2.10.1 THE WILLIAM WILKINS MEMORIAL ART COLLECTION

The Department of School Education owns a substantial art collection, which dates from the 1950s, when the Supervisor of Art, Bob Winder, introduced the first student exhibition. The Department's programme of displaying and collecting student artwork is the oldest such programme in Australia. The collection has been augmented since the late 1960s by the purchase of selected works from the Higher School Certificate examination entries. These have been on public display annually since 1967 in a variety of venues including the Art Gallery of New South Wales, commercial premises and educational institutions in Sydney, as well as in regional galleries around the state. The name ARTEXPRESS was used for the first time in 1983.

In 1984 the Director-General of Education, Douglas Swan, approved of a proposal to name the Department's art collection the William Wilkins Memorial Art Collection, in honour of the first permanent head of the Department and the collection was displayed for the first time during Education Week 1984 in the Department's own Art Gallery. In 1986 a full time art teacher was appointed to manage ARTEXPRESS and the development of the William Wilkins Memorial Art Collection. In 1989 the Art Gallery of New South Wales became the main venue for ARTEXPRESS and in 1990 the exhibition toured overseas for the first time to New York where it was shown at the Children's Museum of Manhattan. It has since travelled again to the United States and to Japan. ARTEXPRESS now exhibits in ten venues throughout metropolitan Sydney and regional New South Wales.

The Department continues to add to the collection on an annual basis, purchasing works exhibited in ARTEXPRESS: and 660 individual artists are currently represented in the collection. The collection is a permanent one, belonging to the Department in the person of the Director-General.

The works are available for loan within the Department and other government offices. The majority of the items are displayed in the Bridge Street office while other works are currently on display in Parliament House and in ministerial offices in the Governor Macquarie Tower. A selection of works is exhibited regularly in the Department's Art Gallery.

The collection is managed by the ARTEXPRESS Co-ordinator, Lesley V Brown, who maintains a database of the collection and a record of loans. All of the collection is catalogued. Another small collection, the Matti Collection, a series of historic facades, is also displayed in the Department. This was purchased from the artist by a former manager of the Department.[186]

2.10.2 WAR MEMORIALS AND HONOUR ROLLS

The commemoration of members of staff of the Department of Education who served Australia in war has been a consistent part of the history of the Education Department building, which was under construction when war was declared in 1914.

For many years returned servicemen who were teachers met on Anzac Day at the Education Department offices where a commemoration was held. In the first part of these proceedings those present viewed the memorials (which were in various locations around the building) and observed a minute's silence at each. The service that followed was held in the Bridge Street vestibule.[187] *It is possible that this custom began after the first memorials were unveiled in 1921. After 1945 teachers who had served in World War II joined those who had served in World War I in this commemoration.*

The Anzac Day commemoration in the Education Department offices was strongly supported by successive Directors (later Directors-General) of Education. The Teachers Sub-Branch of the RSL which was founded in about 1949 has strong ties with the building as the focus of its Anzac Day commemorations.[188] *From the 1980s the Public*

185 For this and the following see CAB Consulting Pty Ltd, *Evolution of Macquarie Place and Farrar Place, City of Sydney,* May 2014, p. 39

186 Information kindly supplied by Lesley V Brown, the ARTEXPRESS Co-ordinator, December 2006 & February 2007

187 Letter from the Director-General of School Education Dr Fenton Sharpe to the heritage Council 31 August 1990, in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/001 (NSW Heritage Office)

188 The exact date that the Teachers Sub-Branch was formed has not been determined, despite enquiries to both the Sub-Branch and the

Relations branch of the Education Department began to take a formal role in the organisation of the Anzac day commemoration and in the late 1990s, with the return to Bridge Street, the Corporate Affairs section of the Department took over all arrangements, with the support and help of the Teachers Sub-Branch of the RSL. The Anzac Day service is now the Department's service while the Teachers Sub-Branch continues to play a strong role in its planning and organisation.

When the building was vacated in 1990 the memorials were moved to the Fanny Cohen Hall on Observatory Hill. These included the Honour Board to those who served in WWI, the two memorials to those who fell in WWI and WWII, the Hereford House Honour Board and an unnamed Honour Board that later proved to belong to the Department of Agriculture. The Anzac Day ceremony also moved to Observatory Hill where it was held from 1991 until 1995.

Following the return of the Department of School Education to the Bridge Street offices, the Director-General, Dr Ken Boston, consulted the Teachers Sub-Branch of the RSL about the relocation of the memorials. The two bronze memorials were replaced in their original locations in the Bridge Street vestibule and the honour boards were relocated around the new atrium on Level 2. Two new honour boards have subsequently been added and placed in the atrium on Level 2. A book by Tom Spencer entitled Soldier-Teacher Memorials World War I – World War II- Post World War II and published by the New South Wales Department of Education and Training in 2001 provides a history of the memorials together with the names of those listed on them.

The memorials specifically designed for the Education Department building are:

- *The Honour Board to teachers who served in World War I – paid for by the Department, made by the staff of the Drummoyne workshops and originally located in the Loftus Street vestibule. Erected late in 1920 and unveiled on 24 September 1921 by the Governor of New South Wales Sir Walter Davidson. The board has over 700 names. The board was relocated at an unknown date to the Bridge Street vestibule. [Located in the atrium on Level 2]*

- *The bronze memorial to those teachers who fell in World War I – funded by subscription organised by a committee set up by the Teachers Association, made by Castle and Sons of Newtown and located in the Bridge Street vestibule. Unveiled on 24 September 1921 by the Governor of New South Wales Sir Walter Davidson. The memorial contains the names of 158 teachers. [Located in its original position in the Bridge Street vestibule]*

- *The Hereford House Reunion Club Roll of Honour 1914-1918, to those who joined the armed services direct from Hereford House (an annexe of the Sydney Teachers College, for mature age students). The date this was installed in the Bridge Street offices is not known. [Located on Level 1 in the Bridge Street vestibule].*

- *The bronze memorial to those NSW public school teachers who fell in World War II – funded by subscription organised by the Soldier-Teachers Memorial Committee, designed by John Gould, an art teacher at Sydney Technical College,*[189] *made by Powell & Hohnen and located in the Bridge Street vestibule. Unveiled on 11 November 1955 by the Governor of New South Wales Lieutenant-General Sir John Northcott. [Located in its original position in the Bridge Street vestibule]*

- *The Honour Board dedicated to Department of Education officers who served abroad: in Vietnam (1962-1973) and in New Guinea, Malaya, Korea, Japan and Cyprus (1946-1971). Unveiled on 24 September 1997 [Located in the atrium on Level 2].*

- *The Honour Board listing all teachers and trainees who served during World War II – unveiled on 25 April 2001. The board contains 2532 names. [Located in the atrium on Level 2]. Two other memorials record members of the Department's non-teaching staff. No details of when these were installed were found by Tom Spencer in his research.*

- *The Honour Board to 'our brother officers' who 'have gone forward to fight for Empire'. The board includes the names of staff from the Department's workshops, public libraries, medical branch and the art gallery, in order of enlistment. [The art gallery and public libraries were then within the portfolio of the Minister of Education]. The board contains 85 names including three women who served as nurses. [Located on the main landing on Level 2 outside the ministerial offices]*

- *A bronze memorial to members of Head Office and painting and repair staff of the Department who served in World War II 'and to perpetuate the memory of the following officers who gave their lives'. Nine names follow. [Located on Level 2] Memorials relocated to the Education Department offices:*

RSL. Staff of the NSW Teachers Federation Library have confirmed that the fist mention they can find of the Sub-Branch is in 1949

189 Governor unveils tablet, *Sydney Morning Herald,* 12 November 1955, p3f-g

- *The Book of Remembrance containing the names of all NSW public school teachers who served in both World Wars, and its associated cabinet. This was placed in the NSW Teachers Federation Library in May 1963 but was later relocated to Bridge Street when the NSW Teachers Federation moved its offices from Phillip Street to Sussex Street.*

2.10.3 DEPARTMENT OF AGRICULTURE MEMORIALS

A bronze Roll of Honour to members of staff of the Department of Agriculture who served in World War I was installed in the Farrer Place lobby of the Department and was, apparently, removed when the Department vacated the offices in 1967. Another memorial, which did not bear the Department's name, remained in the Farrer Place offices and was removed in 1990 and stored at Observatory Hill with the Department of Education memorials. It was subsequently returned to the Department of Agriculture in 1996 when a check of the names confirmed that this was not a Department of Education memorial.[190]

2.10.4 HERITAGE REVIEW

The building was still fully occupied by the government at the time this report was prepared. In the context of the Department's imminent departure, the movable heritage collection has been assessed in the *Movable Heritage Review of the former Department of Education Building, 35 Bridge Street, Sydney,* prepared by Musecape in June 2016.

2.11 SUMMARY CHRONOLOGY

Date	Events
29 January 1788	*Portable canvas house for Governor Phillip erected on the east side of the Tank Stream.*
15 May 1788	*First stone laid for a permanent residence for the Governor close to the canvas house.*
1789	*Completion of the first Government House.*
1789 - 1791	*Construction of official residences for civil officers (Commissary, Judge-Advocate, Surveyor General and Chaplain) to the west of Government House.*
By 1792	*Development of distinctive street pattern at back of Government House and civil officers' residences.*
1810	*Macquarie Place defined as public space, named and cleared.*
1810 - 1817	*New residences built for civil officers on sites of earlier ones.*
1832	*Provision of official residences for civil officers discontinued. Former residences continue in use as government offices.*
Late 1820s - early 1830s	*Replanning Sydney Cove to provide additional wharfage and choice of site for a new government house under discussion.*
1845	*Plan of continuation of streets down to Semi-Circular Quay advertised.*
June 1845	*Governor Gipps vacates the first Government House.*
1845-1847	*Materials of the old Government House removed. New boundary walls built around remaining government offices (former residences) on Bridge Street. Streets extended down to the Quay. Bridge Street extended east to Macquarie Street.*
1848	*Government formally enters the field of public instruction with the creation of the Board of National Education*
1866	*Triangular piece of land at the back of the Colonial Secretary's offices dedicated for public recreation [later called Farrer Place].*

190 Spencer, T., *Soldier-Teacher Memorials World War I – World War II- Post World War II,* New South Wales Department of Education and Training, 2001, p57 and discussion with Mr Spencer 1 February 2007

Date	Events
1880	*Public Instruction Act gives government full responsibility for the provision of primary and some secondary education in New South Wales. Creation of Department of Public Instruction with its own Minister.*
1881-1882 [?]	*Department of Public Instruction moves into the former Colonial Secretary's offices on Bridge Street.*
1890	*Appointment of first Secretary of Agriculture. Department of Agriculture established.*
1907	*Office of Minister of Agriculture created.*
1908	*First Minister of Agriculture appointed.*
1910-1911	*Triangular reserve at the back of the offices of the Department of Public Instruction [later Farrer Place] constructed in the form of a plantation and planted with palm trees.*
1911	*Beginning of the 'New Education'.*
November - December 1911	*Proposals for new offices for the Department of Public Instruction considered by Parliamentary Standing Committee on Public Works. Committee recommends construction of new offices in stone with two additional storeys.*
March 1912	*Parliament debates Public Works Committee report concerning the construction of new offices for Department of Public Instruction. Act No. 10 of 1912 provides for construction of the building.*
September - October 1912	*Final design for Bridge Street elevation of new offices for Department of Public Instruction published in The Salon.*
7 September 1912	*Foundation stone of new offices laid by Minister of Public Instruction, Mr A C Carmichael.*

Date	Events
1912 - 1915	*Construction of new offices for the Department of Public Instruction with main frontage to Bridge Street: the first part of a building to be built in two sections; the second to be occupied by the Department of Agriculture.*
October 1913	*Proposals for new offices for the Department of Agriculture considered by the Parliamentary Standing Committee on Public Works. Committee recommends proceeding with construction.*
c.1913 - 1914	*Changes of plan for offices of Department of Public Instruction to provide above ground boiler house and associated works due to delay in beginning construction of Department of Agriculture offices.*
August 1915	*Staff of the Department of Public Instruction move into new offices.*
c. September 1915	*Name of Department of Public Instruction changed to Department of Education.*
December 1915 - March 1916	*Report of the Parliamentary Standing Committee on Public Works on construction of new offices for the Department of Agriculture dated October 1913 presented to Parliament. Bill to authorise construction of new offices passed.*
1916 - 1917	*Demolition of old Department of Public Instruction offices [former Colonial Secretary's residence and offices] and construction of foundations for Department of Agriculture offices. Work suspended.*
September 1921	*Unveiling of war memorials to teachers who served and died in WWI in the Bridge Street and Loftus Street vestibules of the Education Department.*

Date	Events
1928	Discussion in Parliament about amended Bill for construction of new offices for the Department of Agriculture. Minister consults private architect John Reid & Son about amended designs and firm commissioned to proceed with construction.
28 December 1928	Contract signed for construction of new offices for Department of Agriculture.
1929	Amended Bill authorising construction of new offices for Department of Agriculture passed.
1929-1930	Construction of offices for Department of Agriculture with main frontage to Raphael Street, completing the building bounded by Bridge Street, Young Street, Raphael Street and Loftus Street.
1930	Department of Agriculture moves into new offices.
1931	Provision made for offices for Minister of Local Government within the Department of Agriculture.
1935	Raphael Street renamed Farrer Place at request of the Minister of Agriculture.
1935	Minister for Local Government vacates Agriculture Department offices.
1948	First area office of Department of Education opened in the Riverina.
1949	Department of Technical Education established administered by a Director under the control of the Minister for Education.
1950s	Six more area offices of Department of Education opened. School age population trebled.
1950s	Department of Agriculture regionalises its Extension Services.
1950s	Department of Education begins to exhibit and collect student art works.
1954	Lifts in the Department of Agriculture replaced.

Date	Events
1955	Bronze memorial to NSW public school teachers who fell in World War II designed by John Gould unveiled in the Bridge Street vestibule on 11 November 1955.
1957	Public Instruction (Amendment) Act alters all existing legislative references to the Department of Public Instruction to the Department of Education.
1958	Water Conservation and Irrigation Commission vacate Department of Agriculture offices.
c. late 1950s?	Loftus Street wing of the Department of Education Art Gallery used as an assembly room.
1960	Biology and Entomology branches vacate Department of Agriculture offices.
1960	Department of Technical Education moves into 6th floor of Department of Agriculture. Later extends onto other floors of the building.
1960s	Four more regional offices opened by the Department of Education.
1967	Department of Agriculture moves to the new State Office Block. Some staff remain in Farrer Place. Department of Education and Department of Technical Education occupy former Department of Agriculture offices. Rearrangement of office space generally within the original Department of Education offices. Whole building becomes known as the Education Department.
1971	Original lift removed from Bridge Street entrance of Department of Education. Two new lifts built external to the back of original building within light well / courtyard. Boiler house moved to new location. External fire stairs constructed to serve Levels 1-3.

Date	Events
Early 1970s	First refurbishment of Department of Education offices since original construction: improved ventilation, floor coverings installed, new lighting.
1974	Education Department building listed by the National Trust (NSW)
1979	Macquarie Place Urban Conservation listed by the National Trust (NSW)
1980	Fully ducted air conditioning installed with four plant rooms on each level.
1981	Education Department building listed on the Register of the National Estate.
Early 1980s	Removal of potentially dangerous stone from facades of building.
1981	Minister moves out of ministerial suite in Department to other offices.
1984	Department of Education art collection named the William Wilkins Memorial Art Collection and displayed in the Department's Art Gallery.
1984 - 1987	Loftus Street façade stonework conserved; other facades cleaned and made safe.
1986	Department of Education relocates a number of head office and regional directorates.
1987	Department of Education celebrates 75th anniversary of laying the foundation stone of the building.
March - April 1989	Education portfolio abolished and replaced by Department of Education and Youth Affairs. Minister, Dr Terry Metherell, announces a Management Review of his portfolio and extensive education reforms.
June 1989	Advance briefing of the Scott Management Review published. Recommends sale of the Bridge Street head office to provide funds for schools renewal.

Date	Events
July 1989	Education Department building for sale.
1989	Aboriginal land claim lodged for Department of Education building.
July 1989	Federation of Parents & Citizens Association of NSW resolves to ask Heritage Council to place a Permanent Conservation Order on the building.
July - September 1989	Report on conservation controls and re-use options for the Education Department building, prepared by Tanner & Associates for the NSW Property Management Unit on behalf of Department of Education.
15 December 1989	Name of Department of Education changed to Department of School Education. Heritage Council endorses parts of the Tanner report that deal with significance of the building and its individual elements and conservation policies but does not endorse proposal for an extended height limit of 62 metres or enclosure of the light well. Permanent Conservation Order recommended.
1989	Aboriginal land claim refused 30 November 1989. Appeal lodged with Land & Environment Court.
1989	Design competition for the redevelopment of the site of the First Government House.
1990	Building vacated. Staff hold peaceful protest objecting to the closure of the office.
1990 - 1994	Education Department building vacant. Little maintenance. War memorials and Honour Rolls moved to the Fanny Cohen Hall on Observatory Hill and Anzac Day commemoration continues at this new venue.

Date	Events
April - August 1990	Archaeological excavation in Young Street (adjacent to the Education Department building) from the south building line of the Young Street terraces to the junction of Young Street and Bent Street, on the site of the Government House guard house (1810-1812).
22 June 1990	Permanent Conservation Order No. 726 gazetted for the Education Department building.
22 February 1991	Expressions of interest for the building close. Not assessed.
1991 - 1994	Interested parties continue to develop schemes for commercial re-use of the building.
June 1991	Government offers voluntary redundancy to 2,300 administrative staff of the Education Department including many senior executive positions created under the Metherell reforms.
July - August 1991	Archaeological excavation along kerb line on west side of Young Street (adjacent to the Education Department building).
24 July 1992	NSW Aboriginal Land Council's claim for the Education Department building dismissed on appeal to the Land and Environment Court.
1993 - 1995	South end of Young Street closed and included as part of Farrer Place pedestrian precinct during redevelopment of the First Government House site and construction of Governor Phillip and Government Macquarie Towers.
1994	Dangerous stone and severely decayed balusters removed and balcony balustrade on the Bridge Street I temporarily stabilised.

Date	Events
August 1994	Ancher Mortlock & Woolley commissioned by Property Services Group to undertake interior refurbishment and building upgrade of the Education Department building to accommodate 500 staff of the Department of Education.
1994 - 1995	Refurbishment of the building. New glazed walkways constructed along internal walls of the lightwell on Levels 3-7 to provide internal circulation with new glazed lobby on part of Level 2; Young Street stairs demolished; 1970s fire stairs demolished and reinstated within building. Areas previously identified as of heritage significance retained.
April 1995	Ministry of Education, Training and Youth Affairs becomes the Ministry of Education and Training. Department of Training and Education Co-ordination established.
August 1995	Minister announces restructuring of Department. Clusters and regions to be replaced by districts to give the Department of School Education a two-tier structure; regions and the state office. Head office staff to increase by about 400 to undertake the functions previously carried out by the regions.
1995	Installation of a satellite dish on roof of Department building.
1995 - 1996	Department effects a 41% decrease in the number of its Senior Executive Service members to cut costs.
1996	Department of Training and Education Co-ordination and Department of School Education move into Education Department offices. Minister occupies ministerial suite for short time and then moves to Governor Macquarie Tower.

Date	Events
25 April 1996	*The Anzac Day service returns to the Education Department offices.*
1996	*Three-year program of stonework repair and replacement begins with associated repairs to roof and roof membrane.*
1997	*Honour Board dedicated to Department of Education officers who served abroad in the period 1946-1971 unveiled on 24 September 1997.*
3 December 1997	*Department of School Education abolished and its branches amalgamated with those of the former Department of Education and Training Coordination to form the new Department of Education and Training.*
1998	*Heritage Amendment Act 1998. Any item the subject of a Permanent Conservation Order to be listed on the State Heritage Register.*
1999	*Education Department building listed on the State Heritage Register.*
2000	*Construction of roof over the existing plant room. New facilities including blackout blinds, acoustic panels, lighting and audiovisual equipment installed in west wing of the Art Gallery [Level 7] for continuing use as a meeting room.*
2001	*Honour Board listing all teachers and trainees who served during World War II unveiled on 25 April 2001. Book by Tom Spencer Soldier-Teacher Memorials World War I – World War II- Post World War II published by New South Wales Department of Education and Training.*
2004	*Installation of mobile phone antenna.*
2006 - 2007	*Preparation of a Conservation Management Plan by the NSW Department of Commerce.*
2009	*Full refurbishment of Level 4 by Kann Finch Group.*
2011	*Full refurbishment of Level 6 by Kann Finch Group*

Date	Events
2011 - 2013	*Installation of internal secondary metal window frames to most of the office Levels*
2012 - 2013	*Refurbishment and repairs to the sky lanterns.*
2013	*Update of the 2007 Conservation Management Plan by City Plan Heritage and preparation of a Heritage Asset Management Plan by City Plan Heritage team in association with PVH architects, Medland Metropolis, MBMpl, TTW, Thomson Elevator Consultancy Services, and City Plan Services – Building.*
2014	*Update of the 2013 Conservation Management Plan by City Plan Heritage as part of the proposed long term lease of the Education Building.*
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	Stage 1 Development Application is approved by the NSW State Government in August 2015.
2015	Conservation Management Plan prepared by City Plan Heritage, dated March 2015, is endorsed by the NSW Heritage Council
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.

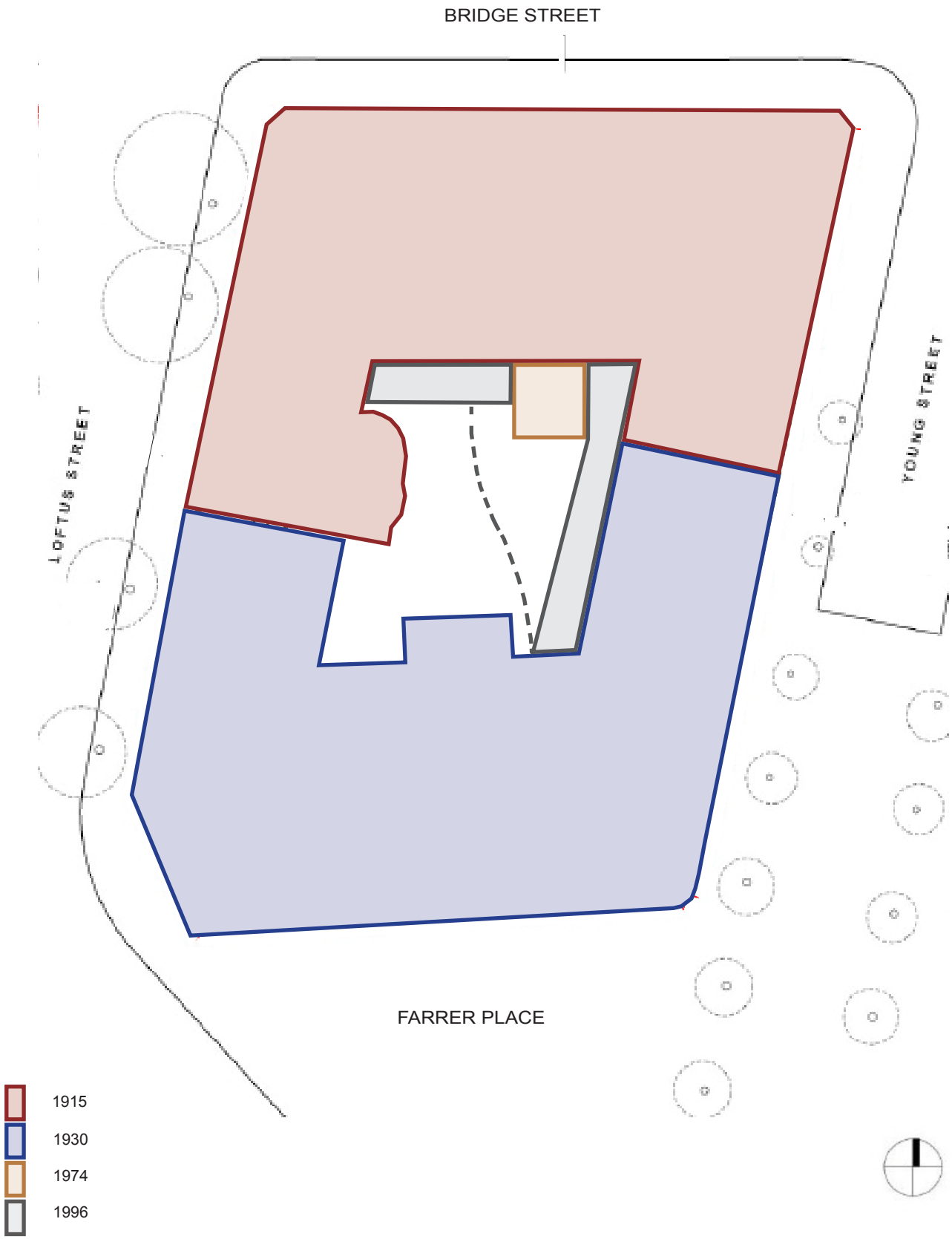


Figure 2.67
Plan diagram showing an overview of the main construction stages from 1915 to present.
Source: GBA Heritage, based on existing Level 1 plan by Make Architects, SP-DA-G-2100

3.0
SITE DESCRIPTION

3.1 INTRODUCTION

This section describes the current buildings and their context. Some sections of the description have been copied verbatim from *Chapter 4.0 - Physical Evidence - Understanding the Place* contained in the endorsed *Conservation Management Plan* for the Department of Education Building, prepared by City Plan Heritage, dated March 2015. These are reproduced in Italics.

3.2 URBAN CONTEXT

The Department of Education Building occupies an entire city block in the historic centre of Sydney's CBD. Its two main public entrances are at 35-39 Bridge Street and 2-4 Farrer Place, reflecting the original concept of a dual occupancy building. A third entrance from Loftus Street was intended as a dedicated entrance to the art galleries as well as a fire exit. A single lift was installed at the rear of the staircase and the generous open well area was used for hoisting artworks from a hook in the ceiling at Level 7. A fourth entrance, proposed for the centre of the Young Street façade and intended for completion in the second stage of the work, was never built.

On its main façade to Bridge Street, the building forms an integral link in a row of important government buildings beginning with the Chief Secretary's Building at the top of the street to the east, and the adjacent Lands Department Building to the west. Along with the original Treasury Building (now the Intercontinental Hotel) at the top of Bridge Street on the northern side, this grouping represents an important collection of fine sandstone edifices dating from the mid nineteenth century to the early 20th century. The uniformity of scale, materials and architectural style combine to create a very strong sense of place.

The Department of Education building together with the Lands department building is part of the streetscape of Macquarie Place Park, which is a state heritage item on its own right. The Park includes road reserve, park reserve, Macquarie Obelisk, Sirius anchor and canon, T S Mort statue, public conveniences, John Christie Wright memorial fountain by Lewers, memorial gate pillars, sandstone fence, and archaeology.



Figure 3.1
The Education 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 Education Buildings 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

The site is bounded by Bridge Street to the north, Loftus Street to the west, Young Street to the east and Farrer place to the south The rhomboid-shaped block slopes diagonally from a high point at the corner of Young Street and Farrer place to a low point at the corner of Bridge and Loftus Streets on the eastern slope of what was once the valley of the Tank Stream.

To the west of the site, in Loftus Street, is the Lands Department Building (c.1876-1891), and to the east a terrace of four houses (1874-75) and the 1993-95 twin office building known as Governor Phillip and Governor Macquarie Towers, where the state government is the largest single tenant.

To the south of the site is Farrer Place, a small triangular granite paved pedestrian reserve, with three raised planter beds filled with groups of palm trees of various types. The southern end of Young Street has been closed off and incorporated into the Farrer Place reserve, creating a forecourt to the entrance to Governor Macquarie Tower.

3.3 VISUAL SETTING AND VIEWS

The Education Building is a landmark structure in the historic heart of the Sydney CBD. It is a component of a highly significant group of 19th and early 20th century government buildings on Bridge Street that includes the former Chief Secretary's Building, the former Treasury Building and Lands Department Building. It is an important historic visual element in the streetscapes of Bridge Street, Macquarie Place, Farrer Place, Young Street, Loftus Street, Bent Street, and O'Connell Street.

The Education Building has a setting which extends beyond its property boundaries through views and vistas to and from the surrounding streets. There are ten primary views of the building. The most notable views, which are also historical views, are views from Bridge Street west and east approaches, along Loftus and Young Streets, Macquarie Place, O'Connell Street, corner of Bligh and Bent Streets and west approach of Bent Street. The Farrer Place forecourt is also considered to be an important visual setting to for the Education Building as it is associated with the building's original subdivision block.

Views outside the public domain are from upper levels of the various high-rise buildings surrounding the site and are largely limited to the building's roof level.

The following aerial photograph of the site indicates important views and the setting that is integral to the appreciation of the building's exceptional heritage significance.

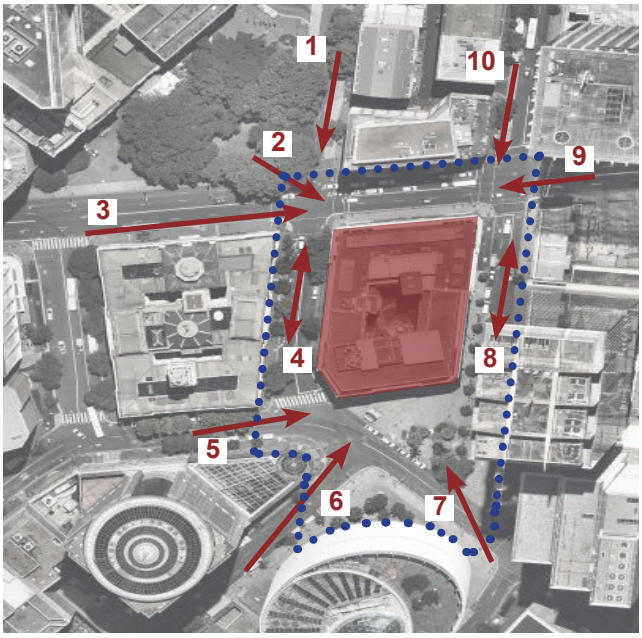


Figure 3.3
Diagram showing significant views No. 1-10, with the Education Building highlighted red and the setting surrounded a dotted blue line
Source: NearMap



Figure 3.4
View 1 from the northern end of Loftus Street



Figure 3.5
View 2 from the Macquarie Place - corner of Bridge and Loftus Streets



Figure 3.6
View 3 from the west end of Bridge Street



Figure 3.7
View 4 from the south end of Loftus Street



Figure 3.8
View 5 from the south end of Bent Street



Figure 3.9
View 6 from O'Connell Street



Figure 3.10
View 7 from the east end of Bent Street



Figure 3.11
View 8 from Young Street



Figure 3.12
View 9 from the east end of Bridge Street



Figure 3.13
View 10 from the north end of Young Street

3.4 CONFIGURATION OF CONSTRUCTION

The Department of Education Building is a building of two distinct parts, built some sixteen years apart. Despite this, the impression of a single imposing structure with street frontages to all four sides is achieved by a remarkable consistency in the materials and detailing of the exterior sandstone facades. Apart from the addition of an extra floor and the incorporation of fenestrations to the attic floor of the later extension, only subtle changes in detail give a clue to the shift in architectural fashion and construction techniques in the two parts of the building.

The two halves of the Loftus Street and Young Street elevations knit seamlessly together through a faceted window bay as a transitional element between the lower and top floor levels.

The initial stage of the building contains nine floor levels in total. It presents with seven storeys to Bridge Street, with the seventh floor being hidden behind the parapet and the double storey caretakers flat above being set back from the front.

The later section to the south is eight storeys high, with a stair exit and lift shaft above, on the flat roof. The overall building is constructed in a restrained form of the Federation Free Classical style of architecture *with a generally plain façade treatment, relieved only by bracketed projecting balconies at Levels 3 and 6, a simply decorated cornice above Level 7 and a heavily rusticated base with wrought iron window grilles.*

The 1915 portion of the Education Building was designed as *a concrete encased, rigid steel frame structure with load bearing external masonry walls and core, located at the northern end of the courtyard and encompassing the main staircase and lift off the Bridge Street entrance, the lavatories, retiring rooms, strongrooms and typists' rooms on the typical floors and the library on the top floor. A second load bearing core enclosed the Loftus Street staircase and lift shaft and a multi-storey bank of toilets located on the inner face of the western courtyard wall behind the Loftus Street stairwell.*

The exterior walls [are] built of brickwork with sandstone ashlars facing. The sandstone was from the Maroubra quarry. The massive masonry walls were supported on conventional concrete strip footings. The floors were constructed as reinforced concrete slabs supported on concrete encased primary and secondary steel beams resulting in a coffered soffit which was left undecorated by plaster cornices or centrepieces.

The 1930 building is based on a totally different structural principle to that of its predecessor; a fully steel framed structure where all walls, including the exterior stonework, are supported on the concrete encased steel framework. Masonry shear walls at each level provide the lateral bracing to the frame. The absence of thick masonry walls resulted in considerably greater net floor areas as well as the obvious savings in materials and construction time. The only limitation by comparison with the 1915 plan was that the need for permanent shear walls resulted in somewhat less flexibility in the interior planning of each floor.

The concrete slabs in both building phases are of approximately 100mm in depth.

3.5 DESCRIPTION OF THE BUILDING EXTERIOR

The Education Building was built in two distinct stages (c.1915 & c.1930), with the earlier component designed by George McRea and the plans of the latter

prepared by architects John Reid and Son. The later component, designed to accommodate the Department of Agriculture, largely followed the design language established by McRae. Externally the imposing Education Building features robust stonework relieved by regular steel windows, cantilevered non-trafficable balconies, a decorated parapet and elaborate pedestrian entrances fitted with either timber or bronze doors.

The building also has an internal courtyard which is the location of substantial circulation and lobby facilities designed by Ancher Mortlock Woolley in the 1990s in order to alleviate the severely constrained circulation between both the northern and southern components. Ancher Mortlock Woolley also redesigned much of the roof top plant facilities.

The Education Building's courtyard is essentially a highly modified, utilitarian amenity component that originally functioned as a source of air and light and was never intended as a face to the public. Similarly the courtyard perimeter walls, fenestration and steel windows were utilitarian elements never intended for public view.

3.6 DESCRIPTION OF THE BUILDING INTERIOR

With the exception of some few key remnant historic spaces, the Education Building's interiors were, as built, generally functional and have now been substantially modified to reflect contemporary tastes in office accommodation.

Key remnant historic spaces include:

- Bridge Street vestibule and staircase up to Level 2 including the Level 2 landing. The Bridge Street vestibule features floors, walls and columns clad in marbles, restrained classically designed painted plaster ceilings and a utilitarian painted steel staircase balustrade. Clear finished timber doors with glazed and etched panels lead off the vestibule to the east and the west. The Level 2 landing is similarly finished;

- Loftus Street vestibule and staircase to the Level 7. The Loftus Street vestibule features floors and walls partially clad in marbles, restrained painted plaster soffits and an elaborate painted forged steel staircase balustrade. Clear finished timber doors with glazed and etched panels lead off the vestibule to the north;

- Farrer Place vestibule. The Farrer Place vestibule features floors, walls and engaged pilasters clad in marbles, restrained painted plaster ceilings and visually striking polished brass directory and benefactor's boards;

- Level 2 Ministerial suite including the Ministerial Boardroom. The Ministerial suite features plastered walls and clear finished timber doors and restrained plaster ceilings. The Ministerial Boardroom is one of the most elaborate rooms in the building. It features clear finished timber doors, architraves with carved segmental pediments that feature wreathed keystones, skirting boards and wainscotting. Restrained classically designed painted pilasters and decorative plaster ceilings further distinguish this room; and

- Level 7 Gallery and Annex - top lit by copper clad, glazed roof lanterns. Glazed entrance doors are of clear finished timber with elaborate polished brass hardware. The rooms feature painted plaster walls and skirting boards and are fitted with a clear finished timber display shelf and four regularly spaced steel rods to hang artwork. Elaborate plaster niches with scallop shell half domes enliven the angled connection between both spaces. The rooms are characterised by their sky lights that were originally intended to provide top lit illumination for the exhibitions historically accommodated within these spaces.



Figure 3.14
The Loftus Street entrance



Figure 3.15
The Farrer Place entrance

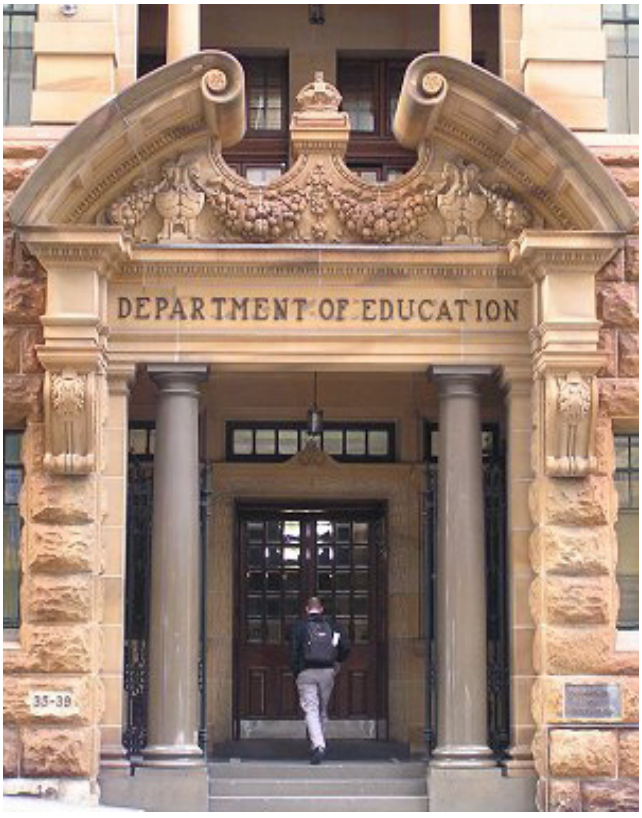


Figure 3.16
The Bridge Street entrance.



Figure 3.17
The Bridge Street entrance indicating the depth and robustness of the pediment.



Figure 3.18
The roof top at the northern end of the building overlooking the Gallery lanterns.



Figure 3.19
The courtyard light well looking west.



Figure 3.20
The courtyard light well looking north east.



Figure 3.21
Looking south east down into the courtyard light well.



Figure 3.22
Looking west from courtyard light well to the main vehicle access point.



Figure 3.23
Looking east from courtyard light well to the undercroft loading bay.



Figure 3.24
The marble clad Bridge Street vestibule looking north.



Figure 3.25
The Bridge Street vestibule looking south towards the remnant section of staircase that now only connect three levels.



Figure 3.26
The marble clad Farrer Place vestibule with its polished brass directory and benefactor's boards.



Figure 3.27
The Loftus Street staircase featuring a forged steel balustrade.



Figure 3.28
The Level 2 Bridge Street landing.



Figure 3.29
The Level 2 Ministerial Boardroom with its timber wainscotting and elaborate architraves and pediments.



Figure 3.30
A detail of the carved segmental pediments that feature wreathed keystones in the Level 2 Ministerial Boardroom.



Figure 3.31
The top lit Level 7 Gallery. The lantern blinds are currently inoperable.

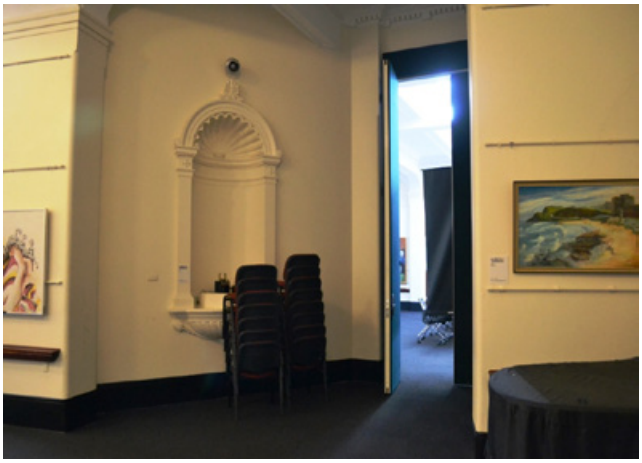


Figure 3.32
Elaborate plaster niches with scallop shell half domes enliven the angled connection between the Gallery and the neighbouring Annex.

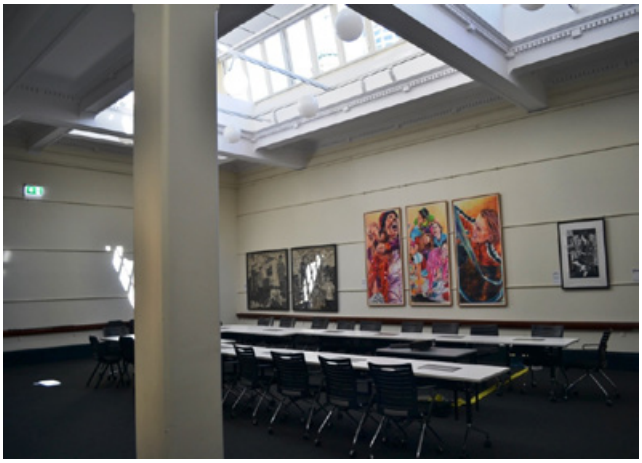


Figure 3.33
The top lit Level 7 Annex.



Figure 3.34
A detail of the Annex lantern.



Figure 3.35
The southern timber doors leading into the Annex.



Figure 3.36
Typical interior office space on Level 2.

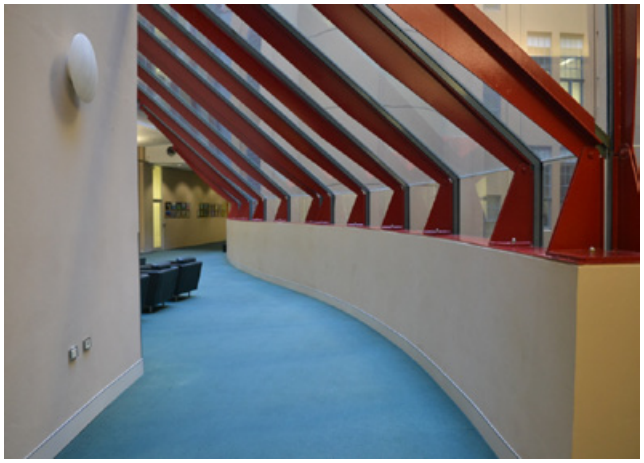


Figure 3.37
The 1990s Level 2 foyer located in the courtyard light well. .



Figure 3.38
Typical interior office space on Level 2.



Figure 3.39
Typical interior office space on Level 2.



Figure 3.40
Typical interior office space on Level 2.



Figure 3.41
Typical interior office space on Level 5.

3.7 PHYSICAL CONDITION

We understand that the Education Building's architectural fabric is in fair condition due to regular refurbishment and relatively recent conservation of its sandstone facade. It is understood that the building's services are due for a major upgrade.

Externally the building has a high level of integrity when seen from the low level public domain. The courtyard, southern roof top and interiors (with the exception of the aforementioned remnant key historic spaces) have little remnant integrity.

3.7.1 EXTERNAL FABRIC

Given the exceptional heritage significance of the external fabric and its intactness, this fabric should be conserved. As the result of an ongoing maintenance programme for the street facades and roof of the building, the external fabric can generally be considered to be in good condition with the exception of the following areas:

- The Young Street and Loftus Street cornices, string courses and balcony balustrades, where defective stonework was replaced in the 1980s using unsuitably coloured Wondabyne Grey sandstone.
- Some localised damage to the trachyte columns and plinths at the Bridge Street entrance portico.
- Inappropriate screening to air conditioning plant on southern end of the roof.
- The 1970s lift motor room to the northern section of the roof.
- Infill of pavement lights with concrete slabs and granite paving (1990s) which effectively restricts maintenance access to the steel framed windows at the southern half of the site.

Steel framed windows to both the external (street) facades and courtyard facades require some repairs and maintenance due to rusting especially those along open courtyard walkway at Level 7.

Notwithstanding these exceptions, the replacement of any external fabric of the major historic stone facades to all street frontages up to and including the top parapet (but not including the facades of Level 8) should only be considered as a last resort. Particularly significant elements such as the carved tympana and Coat of Arms should be preserved and not replaced in any account.

3.7.2 INTERNAL FABRIC

Generally internal fabric has been extensively modified and in many cases removed during the course of the many alterations the building has undergone. Only those areas noted below maintain original and early configuration and finishes.

The building underwent a complete refurbishment in 1995-96 (without the benefit of a Conservation Management Plan) in which all floors were refitted with new partitions, ceilings, services, floor coverings and toilet facilities. Recent works included fire services upgrade throughout the building in particular Levels 7 to 9.

Only those spaces and elements identified, at the time, as being of exceptional heritage significance were conserved. Some restoration was carried out in these areas as well as some conjectural reconstruction. The identified conservation areas were:

- The entrance vestibules from Bridge and Loftus Streets and Farrer Place.
- The corridor connecting the Bridge and Loftus Streets entrance vestibules.
- The Bridge Street staircase Levels 1-2.
- The Loftus Street staircase Levels 1-7.
- The Ministerial Suite on the Bridge Street range at Level 2 (currently rooms 2.33, 2.36 - 2.41 inclusive).
- The Level 7 art galleries and adjoining storerooms.

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.

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

2 ie "social", or community, value

The NSW Heritage Database contains the following Statement of Significance for the Department of Education Building, 35-39 Bridge Street, Sydney, Database No. 5045558:

> *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)*

The revised Statement of Significance, provided below, has been copied verbatim from the *Department of Education Building, 35-39 Bridge Street, Sydney, Conservation Management Plan*, prepared by City Plan Heritage, March 2015, as reproduced in italics; this includes the assessment of significance and comparative analysis.

An assessment of the significance of the movable heritage collection in the Education Building is provided in the Movable Heritage Review prepared under separate cover by Musecape, dated June 2016.

4.2 COMPARATIVE ANALYSIS

4.2.1 INTRODUCTION

The level of significance of an item is determined by its value relative to other comparable items, be they in a local or international context. The rarity and representativeness of the items are considered as part of the overall analysis of its significance. In this section of the Conservation Management Plan comparisons will be made between suitable buildings for the purposes of establishing significance in relation to the rarity criteria and representativeness criteria of the NSW Heritage Council's 'Assessing Heritage Significance' guidelines.

This analysis will focus on listed heritage items comparable with the subject site dating from the Federation period. Firstly, it will concentrate on other examples of buildings designed by George McRae in Sydney listed on the State Heritage Inventory. Then, similar examples of office buildings located in Bridge Street will be briefly analysed and compared. Finally, a short comparison with other Government buildings in Sydney listed on the State Heritage Inventory will be taken into consideration to assess the subject site in relation to other Government owned buildings in Sydney.

4.2.2 OTHER BUILDINGS BY GEORGE McRAE

4.2.2.1 CORPORATION BUILDING (1893-95)



Figure 4.1
The Corporation Building, otherwise known as Municipal Building
Source: NSW Heritage Database, Item No. 5045561

The NSW Heritage Database provides the following information for the 'Municipal Building' (Corporation Building), 181-187 Hay Street, Sydney, Database No. 5045561:

Statement of Significance:
N/A

Physical description:
N/A

Comments (from 2015 CMP):
The Corporation Building is a rare example of Federation Anglo-Dutch style commercial architecture (pre-dating the Federation period by some years) with its intricate detailing and richly textured facade. Located in the Haymarket area of the City of Sydney, the building has its own distinctive architectural features using colourful terracotta, sandstone and red brick detailing and flamboyant forms and motifs. The external detail is largely intact with openings having been infilled from the1920's onwards and an awning being replaced in 1935, but the interiors have undergone significant changes with only some elements surviving.

The building occupies a corner site, fronting three streets, giving it a visual prominence in the area and the major corner is surmounted by a small round tower with conical roof. It forms a key part of the precinct with the Capitol Theatre and the Haymarket Chambers which reflect Sydney's social and architectural heritage around the turn of the century. The building is an early and important work of the Government Architect George McRae, who designed a number of buildings throughout the city including the Queen Victoria Building.[3]

Period	*Earlier period of construction (1893-95)*
Style	*Federation Anglo-Dutch*
Use	*Commercial*
Level of Intactness	*Externally: High* *Internally: Low*
Architect	*George McRae*

3 Description is said to have been taken from the State Heritage Inventory Form, however, the online NSW Heritage Inventory Database entry for the building does not contain any description or Statement of Significance

4.2.2.2 HOUSING BOARD BUILDING (1912-13)



Figure 4.2
The Housing Board Building
Source: NSW Heritage Database, Item No. 5053168, copyright owned by SHFA

The NSW Heritage Database provides the following information for the 'Housing Board Building', 120 Gloucester Street, The Rocks, Database No. 5053168:

Statement of Significance:
The Housing Board Building and site are of State heritage significance for their historical and scientific cultural values. The site and building are also of State heritage significance for their contribution to The Rocks area which is of State Heritage significance in its own right.

The Model Factory and Workers Dwelling at 120 Gloucester Street, The Rocks and site is of State heritage significance for its historical, aesthetic and scientific cultural values. The site and building are also of State heritage significance for their contribution to The Rocks area which is of State Heritage significance in its own right. The building and site demonstrate the attempt by the State Government to regularise, and plan in an orderly manner, the layout of streets and buildings in The Rocks following the early twentieth-century resumption, re-subdivision and building renewal of the The Rocks undertaken under the guidance of the NSW Government Architect Walter Liberty Vernon. It is one of the buildings constructed during the first stage of the urban renewal, constructed prior to World War 1. Two of the Government Architects Branch's most prominent architects, George McRae and Edward Drew, were involved with this design.
The building demonstrates a novel, rare design of a model factory and dwelling designed by the State Government to improve the living standards and health of the working population. The model factory and the adjacent park predates the surviving garden factories in Australia which were modelled, in turn, on Port Sunlight and Bourneville in England and is unusual in that it was constructed amidst an existing urban area. This design shows the NSW Government Architect's long-standing interest in workers' housing and the improvement of the urban environment. The scale, form, use of materials and detailing of the building makes a positive contribution to the intact 19th and early 20th century streetscapes of the Gloucester, Harrington, and Essex Street precinct.

120 Gloucester Street, The Rocks has a high level of aesthetic significance as an early example of a Federation Free Style factory. Designed by the NSW Government Architects Branch who pioneered the Free Style in NSW and erected in 1910-1911 the building reflects architectural trends in London. The purity of detailing is strongly exemplified by the integration of face brick and roughcast, and the strongly curved parapet walls, employing a palette of materials widely used in model workers' housing in England and in Australia.

The model factory and dwelling is a complete contrast to the slum dwellings in Frog Hollow that it replaced and was constructed of 'fire proof' materials with good ventilation and light levels, evidence of which survives. Within the output of the Government Architect's Branch this is a rare building type and is the only known factory and dwelling building designed to be leased. The record drawings and photographs of the substandard buildings in Frog Hollow and their demolition provide an insight into the slum dwellings owned by city aldermen that were concealed in the back lanes. (Robertson & Hindmarsh P/L 2008)

Physical description:
Located on the corner of Essex and Gloucester Streets, the site falls from west to east. The building is adjoined at the east by 'Accountants House'. Situated to the immediate south of the Housing Board Building is the 'Bushells Building'. This building is a fine example of the Federation Arts and Crafts style, and is characterised by the integration of face brick and roughcast detailing to external walls, and the decorative design of the parapet walls. It contains a basement, ground floor, two upper floors, and a flat trafficable roof. Construction comprises a steel frame with timber frame floors, and load-bearing masonry walls. (Howard 1994: 38) Style: Federation Arts and Crafts; Storeys: 3; Facade: Red-brown face brick laid English bond; Internal Walls: Load bearing masonry walls.; Roof

Cladding: Membrane with a protective layer of pebbles over.; Floor Frame: Timber

Comments (from 2015 CMP):

Period	*Similar period of construction (1912-13)*
Style	*Federation Free Style*
Use	*Commercial*
Level of Intactness	*Externally: High* *Internally: Unknown*
Architect	*George McRae*

4.2.2.3 QUEEN VICTORIA BUILDING (1893-98)



Figure 4.3
The Queen Victoria Building
Source: NSW Heritage Database, Item No. 5053525

The NSW Heritage Database provides the following information for the 'Queen Victoria Building', 429-481 George Street, Sydney, Database No. 5053525:

Statement of Significance:
The Queen Victoria Building is an outstanding example of the grand retail buildings from the Victorian-Federation era in Australia, which has no known equal in Australia in its architectural style, scale, level of detailing and craftsmanship. Saved from demolition in the 1980s, and restored to its original glory, the Queen Victoria Building is an iconic heritage building of Sydney and Australia.

Dating from 1898, the Queen Victoria Building represents Australia's largest and grandest Victorian arcade, as well as the largest, most monumental and most intact of the market buildings of Sydney City. The site of the Queen Victoria Building has continued to operate as a market facility for over 190 years, which is a significant historical continuum.
The Queen Victoria Building is a superb example of the Federation Romanesque style, also known as the American Romanesque style and a continuation of the Victorian Romanesque style. It represents possibly the largest and finest example of the American Romanesque style to be constructed in Australia, demonstrating the influence of the prominent 19th Century American architect, Henry Hobson Richardson, in Australia during this period. The building expresses an ambitious use of building technology, excellent craftsmanship and decorative detailing. Both the building exteriors and interiors are remarkable and outstanding for their quality, workmanship, materials, richness, imagery and style. The Queen Victoria Building also represents an important building in the professional work of the prominent City Architect, George McRae (later, the NSW Government architect) and has an outstanding ability to reflect through its aesthetics and scale, the planning strategies of the City Architect for Sydney during the late 19th Century.

The Queen Victoria Building represents an important shift in heritage consciousness in Sydney during the 1980s because of the public outcry that brought about its conservation and, in particular, the historical restoration approach taken for its refurbishment. It also reflects, through its building development concessions, the importance of heritage conservation in more recent government strategies. At the time of its restoration by the 1980s, few original internal features remained such as some column capitals, trachyte stairs and some tessellated tiles surfaces. The present interiors of the building demonstrate an interpretive reconstruction from the 1980s intended to recreate the imagery of a grand Victorian style arcade with considerable concessions made to ensure the place was commercially viable as an ongoing retail shopping centre.

The Queen Victoria Building is a major landmark of Sydney, occupying a full city block, allowing it to be viewed in the round, and forming a major pedestrian link of Sydney City, both at ground level and underground. It makes a significant contribution to the streetscape of the four main streets of the City centre that encircle the building. The building also forms one of the precinct of three key Victorian buildings exemplifying ecclesiastical, government and commercial architecture in Sydney, together with St Andrews Cathedral and Sydney Town Hall. The Queen Victoria Building and these Victorian buildings have a strong presence as the centre of Sydney City.

Physical description:
A landmark grand Victorian retail arcade of three storeys, with sandstone clad walls and copper domes, designed in the Federation Romanesque style, dating from 1893-1898. Apart from the ground floor the facade is basically unaltered, being composite Romanesque and Byzantine style on a grand scale to a large city block. Constructed of brickwork and concrete with steel roof structure and the exterior faced in Sydney freestone. The dominant feature is the great central dome of 62 feet in diameter and 196 feet from ground to top of cupola and is sheeted externally in copper, as are the 20 smaller domes. The building consists of basement, ground and two main upper floors with additional levels in the end pavilions.

Comments (from 2015 CMP):

Period	*Earlier period of construction (1893-98)*
Style	*Federation Romanesque*
Use	*Commercial*
Level of Intactness	*Externally: High* *Internally: High*
Architect	*George McRae*

4.2.3 OTHER OFFICE BUILDINGS IN THE AREA

4.2.3.1 LANDS DEPARTMENT BUILDING (1876-1893)



Figure 4.4
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 2015 CMP):

Period	*Earlier period of construction (1876-93)*
Style	*Victorian Free Classical*
Use	*Government & Administration*
Level of Intactness	*Externally: High*
Architect	*James Barnet; W. Kemp; W. Vernon*

4.2.3.2 BURNS PHILP BUILDING (1899-1900)



Figure 4.5
The Burns Philp Building
Source: NSW Heritage Database, Item No. 5045720

The NSW Heritage Database provides the following information for the 'Burns Philp Building', 5-11 Bridge Street, Sydney, Database No. 5045720:

Statement of Significance:
The Burns Philp Building has state historical significance for its relationship, and continuous association from 1901-1997, with the Burns Philp Company, a major Australian maritime company who traded with the Pacific Islands. The be building is one of the few identified extant works of the firm A.L & G. McCredie, a major Australian architectural practice of the later nineteenth century.

The building has state aesthetic significance for its rare architectural quality, which includes the richly carved and modelled façade in the Romanesque style made popular by American architect Henry Hobson Richardson and the finely executed sandstone carving and interior finishes. The building makes a major contribution to and is a key element in the Macquarie Place / Bridge Street Conservation area.

The building is of state technical significance as one of the first uses of composite construction and is a landmark building for the combination of new structural techniques and a fine façade treatment. Burns Philp maritime history contributes to our understanding of Australia's early trade and economy.

It is socially significant, as it is well known for its association with the Burns Philp Company, who successfully traded for more than a century along the east coast of Australia and the Pacific Islands and repatriated the Kanakas to the Pacific Islands. The Burns Philp Building exhibits the Scottish roots of the company by use of motifs such as the Scottish thistle. Philp became associated with the development of Townsville.

(Conservation Management Plan - Conybeare Morrison & Partners)

Physical description:
The Burns Philp Building is located at the South Western end of Bridge St. Sydney. It comprises of a basement, ground level, mezzanine level and three upper levels.

The architectural styles are described as federation, Romanesque/late Victorian, Gothic and Neo-Romanesque with Scottish Baronial gables. The facade is symmetrical apart from the laneway access at ground level from Bridge St. to Bridge Lane. The elaborate stonework is made from Pyrmont 'Purgatory' sandstone. The base is constructed of rock-faced stonework with dressed reveals and ornate carvings over the arched entrance. The Bridge lane facades are of brick construction with face brick landing and lintels.

Generally the building structure is sound and in reasonable condition apart from the recent water ingress problem to the west wall of the basement. The street faade of the building is three stories high constructed with Waverly sandstone with sturdy granite columns. The comprising perimeter masonry walls and cast iron columns and timber floors appear to be in good condition and is substantially intact apart from alterations associated with the new lift, fire stairs and fire upgrading within the rear central core of the building.

Comments (from 2015 CMP):

Period	*Earlier period of construction (1899-1900)*
Style	*Federation Romanesque*
Use	*Commercial Office*
Level of Intactness	*Externally: High* *Internally: Relatively intact*
Architect	*A.L. and G. McCredie*

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



Figure 4.6
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):

Period	*Earlier period of construction (1873-93)*
Style	*Victorian Free Classical Style*
Use	*Government & Administration*
Level of Intactness	*Externally: High*
Architect	*J. Barnet - W.L. Vernon*

4.2.4 OTHER GOVERNMENT BUILDINGS IN SYDNEY

4.2.4.1 LAND TITLES OFFICE (1912-13)



Figure 4.7
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 marraiges, 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):

Period	*Similar period of construction (1912-13)*
Style	*Federation Gothic Style*
Use	*Government & Administration*
Level of Intactness	*Externally: High*
Architect	*W.L. Vernon - E.H. Farmer*

4.2.4.2 HEALTH DEPARTMENT BUILDING (1896-1898)



Figure 4.8
The Health Department Building
Source: NSW Heritage Database, Item No. 5061385

The NSW Heritage Database provides the following information for the 'Health Department Building (former)', 93-97 Macquarie Street, Sydney, Database No. 5061385:

Statement of Significance:
The former Health Department building has state heritage significance as the surviving fabric of an important early building in the professional work of the Government Architect, W L Vernon that influenced the style of buildings produced by the newly formed Government Architect's Office. It also has significance for its ability to reflect the status of Macquarie and Bridge Streets as a prestige address for many government institutions, becoming an important component of the precinct and exemplifying increasing government commitment to areas of social welfare such as health.

Physical description:
The Federation Free Style building is a three storey plus basement brick former office building constructed on a steep site on what is a prominent Macquarie Street corner. The eastern frontage to Macquarie Street is the main frontage. The secondary frontage (northern) is to Albert Street. The southern and western elevations were substantially altered in the 1980s to connect the building to the main hotel structure. As part of this work the building, which originally had a square footprint, was reduced in size to an "L" shape. The interior was almost completely removed.

The base of the building, designed to cope with the steeply sloping site, is of rock face sandstone, as are the string courses. Sandstone stringcourses mark the first floor and the upper window line of the second floor. The remainder of facade is red face brick. A darker brick used for the arched window heads is present on the ground, first floor and some of the second floor windows. A double-pitched slate roof is partially concealed behind sandstone castellated parapets.

On the Macquarie Street frontage there is fine sandstone carving with neoclassical motifs around the semi-circular entrance doorway, chimney and bay window. The carved coat of arms over the main archway, together with the carved seal of the Board embedded in the chimney on the Albert Street facade, are the only signs of the building's former use as government offices. The corner of the building on Macquarie Street is marked by a gable asymmetrically related to the entry doors. The brickwork is flush. The existing window joinery is a mix of double hung sash windows and windows with Queen Anne style upper multipaned sashes. The entrance is marked by a tessellated tile threshold, fine wrought iron gates and trachyte steps.
The Albert Street facade is characterised by a corbelled chimney and oriel window. A second corbelled chimney is also located on the small visible portion of the rear (western facade). The oriel window, with its small panes to the upper sash, is one of the few surviving elements representing the Queen Anne Revival aspects of the building. A redundant colonnade staircase features a decorative wrought iron balustrade and a squat Romanesque style sandstone column and wrought iron gate. Traces of the Richardsonian Romanesque style are evident in the stone arches to the stair at the north-western corner of the building.

Original interiors are limited to the lower sections of the staircase, a few walls, stair hall leadlight window and front floor joinery. The remainder appears to have been rebuilt. The building is currently occupied by the Sir Stamford at Circular Quay Hotel.

Comments (from 2015 CMP):

Period	*Earlier period of construction (1896-98)*
Style	*Federation Free Style*
Use	*Government & Administration*
Level of Intactness	*Externally: High*
Architect	*W.L. Vernon*

4.2.4.3 TREASURY BUILDING (FORMER) (1849)



Figure 4.9
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):

Period	*Earlier period of construction (1849)*
Style	*Victorian Georgian*
Use	*Government & Administration*
Level of Intactness	*Externally: High*
Architect	*W.L. Vernon - M. Lewis*

4.2.5 CONCLUSION

As the above comparative examples indicate, the Department of Education and Training Building at 35-39 Bridge Street is a fine representative example of Federation Free Classical Government Department building built by the Government Architect George McRae.

The building's classical proportions and sandstone facade show the influence of the Victorian Free Style and the work of the previous Government Architect Walter Liberty Vernon for government buildings including the Lands Department Building in Bridge Street, the Land Titles Office in Prince Alfred Road and the Treasury Building in Macquarie Street.

The Department of Education Building shows the evolution of George McRae's architecture, who fully embraced the Federation style in Australia experimenting Federation Anglo-Dutch, Romanesque and Free Classical fashions that have been adopted throughout McRae's career and various appointments as City Architect in 1889 and Government Architect from 1911 to 1923.

In conclusion, it is evident that the Department of Education Building is rare at the state level as a purpose-built government office building still in use by the department for which it was originally designed, and is a local level representative example of early 20th century sandstone office buildings designed by the Government Architects in Bridge Street and wider Sydney.

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, as copied verbatim from Section 8.2 of the 2015 CMP, including the assessed level of significance (State or Local level), as identified in Section 8.4 of the 2015 CMP.

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 site, now occupied by the Department of Education & Communities offices, has been in continuous use since 1788 for purposes directly associated with the government and administration of New South Wales and is part of a significant historic precinct associated with those purposes.

The site is part of a street pattern that evolved in the earliest years of European settlement and which was related to natural features and early buildings including: the First Government House and the means of access to the house; the bridge over the Tank Stream; the boundaries of the Domain of the First Government House; the original topography of the area; and natural watercourses. This pattern survives to the present day, enabling its history to be read and interpreted.

The site has been in continuous use since 1880 by the Department of Public Instruction (and its successors) and has been associated with the provision of public education in New South Wales since then.

The original Department of Education offices have been occupied exclusively since 1915 by the government department for which they were purpose-built and (with the exception of a short period from 1990 to 1995) have served as the head office of that department.

As the headquarters of a highly centralised education system, the Department of Education offices have been intimately connected, since 1915, with the development and provision of a universal education system in New South Wales and with the supervision of public and private schools throughout the State.

The original Department of Agriculture offices served as the head office of the Department at a period when the government played a major role in the development of scientific agriculture and the provision of scientific advice to primary producers, when primary production was a major industry of the state.

The history of the building, and the departments that have occupied it, is indicative of growth and change in government administration from the early 20th century and of changing philosophies of government and its responsibilities for the provision and funding of services.

The Department of Education building is part of an important precinct of 19th and 20th century government offices that are physical evidence of a tradition of government use of the area since 1788 and of the development of government bureaucracy from the late 1840s to the present.

The Department of Education, its Ministers and staff played an important role in the first half of the 20th century in the support and development of numerous educational, artistic, cultural and community organisations, prior to the establishment of any government portfolio specifically related to cultural activities.

Movable collection has historical significance at a State level because it is a tangible record of the history of the Department of Education since the mid-1800s.

The building has STATE heritage significance under this criterion.

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 Department of Education offices have a special association with successive Directors / Directors-General of Education whose offices were in the building and in particular Peter Board and Harold Wyndham who were responsible for substantial reforms in the educational system of the State.

The Department of Education offices have a special association with those Ministers of Education who worked in the ministerial offices in the building.

Movable collection has historical links with a number of important persons in the history of NSW as well as former employees of the department.

The building has STATE heritage significance under this criterion.

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 Department of Education building is part of an important group of 19th and 20th century government offices that give a distinctive architectural character to Bridge Street and the surrounding area. It was purpose-designed to complement and contribute to that character. The building was designed to be seen 'in the round' and to complement and contribute to the character of the respective streetscape on all four sides.

The building is a crucial element in the landscape of Bridge Street, Macquarie Place and Farrer Place to which it makes a major contribution and is a focal feature of many views in the surrounding streets. It represents an enduring lesson in good architectural manners.

The architectural style of the building, a restrained form of Federation Free Classical with plain facades highlighted by ornamentation at the entrances

and upper floor entablature, is representative of contemporary tastes.

The building exemplifies, in one structure, the change in building construction that occurred in the early 20th century and the attempt to meld both old and new technologies. The speed with which the sandstone cladding of the Department of Agriculture section of the building was set in place was a notable achievement of its time.

The first section of the building (the offices for the Department of Education) is a good example of the austere design but quality building construction of the early 20th century and of the work of the Government Architect's branch at this period. Although, the second 1930 section (the offices for the Department of Agriculture), was designed by a different architect using a different, more technologically advanced form of construction, the external architectural presentation of the two stages is remarkably unified as it continued the essential elements of the original 1915 design. The 8th floor offices, which is confined to the southern (former Agriculture section) was added in the original design to provide the required level of accommodation but was designed in a very restrained manner to avoid competing with the architect's intention to match and extend the original architectural composition.

Despite many changes in the use of the building, its external appearance and internal structure remain remarkably intact.

The alterations made in 1995-96 designed by prominent Sydney architect Ken Woolley are in principle a good example of a modern intervention in a historic building respecting the integrity of the original planning concept.

The war boards demonstrate particular aesthetic characteristics. The furniture items are fine examples of late nineteenth century public works furniture, mostly in Australian Cedar.

The building has STATE heritage significance under this criterion.

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 building has a particular association with public school teachers and with the teaching profession in New South Wales as a place of their appointment, training, cultural activities, preparation of exhibitions and meetings since 1915.

The Department of Education building has also a strong association with returned service personnel who were teachers. The building continues to provide a place of commemoration for former teachers and departmental staff on Anzac Day.

The collection of movable heritage has strong associations with the NSW Public Service and the Department of Education through maintaining unique student art works, changing decoration tastes of government administration staff and government function. The social significance of furniture has not been assessed. However, it is likely that the furniture items are valued by the Department of Education staff who use them. The Rolls of Honour are of particular significance, recording the Department of Education personnel who served or died in World Wars I and II.

The building has LOCAL heritage significance under this criterion.

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 Education Building at 35-39 Bridge Street has research potential as part of the architectural work undertaken by the Government Architect George McRae. George McRae fully embraced the Federation style in Australia experimenting Federation Anglo-Dutch, Romanesque and Free Classical fashions that have been adopted throughout his career and various appointments as City Architect in 1889 and Government Architect from 1911 to 1923.

His work played a dominant role in the evolution and spread of Federation architecture throughout Australia. The site also has high potential for surviving archaeological remains of State significance including the site of the Judge-Advocate's residence, and gardens, boundaries and setting for the residences of the Judge-Advocate and the Colonial Secretary. These remains may survive below the Loftus Street vehicular entry and the northwest corner of the site.

The War Memorials are of particular research significance, providing a valuable source of information for future research into the history of the NSW Department of Education.

The building has STATE heritage significance under this criterion. Please also refer to assessment of Historical Archaeological Significance by Curio Projects, dated October 2016, which is included in Section 4.7.4 of this CMP.

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 Department of Education building is a fine example of an early 20th century government office building, featuring an innovative internal steel frame that allowed for future re-use. The original section of the Education Department building is one of a diminishing number of purpose-built government offices still in use by the department for which it was originally designed.

The Department of Education Art Gallery is the only purpose-built gallery in a government office building. The Department's William Wilkins Memorial Art Collection is the oldest collection of student art work in Australia.

The Movable Collection is the only collection of its kind documents the history of the NSW Department of Education.

The building has STATE heritage significance under this criterion.

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)

The building is a fine example of an early 20th century government office building intended to house both the Minister responsible for the department and the administrative staff demonstrating the close connection between ministers of state and their departments typical of the period.

The building has LOCAL heritage significance under this criterion.

4.4 STATEMENT OF SIGNIFICANCE

The Department of Education building has been synonymous with the provision of universal public education in New South Wales since its construction in 1915 and is still used for its original purpose. [As part of the approved lease and adaptive reuse of the building, this association is to imminently cease]. *The Department's association with the site dates from its establishment under the Public Instruction Act 1880. The southern half of the building, the former Department of Agriculture offices, demonstrates that Department's importance in the development of scientific agriculture and support for primary production when this was a major industry in the state in the first half of the 20th century.*

The architectural style of the building, a restrained form of Federation Free Classical with plain facades highlighted by ornamentation at the entrances and upper floor entablature, is representative of contemporary tastes demonstrating external materiality and scale of the building in its original design by George McRae with Stage 2 (for the Department of Agriculture) being completed by a private firm, John Reid & Son.

The Department of Education building is a fine example of early 20th century government offices combining elements of their historic 19th century predecessors, with a concern for contemporary office design. Built in two stages 1912-15 and 1929-30, the building demonstrates rapidly changing methods in building construction of the early 20th century. The 1994-95 refurbishment by noted architect Ken Woolley provided a rational and elegant solution to the historic problems posed by key planning differences between the two stages of construction and resulted in efficient circulation and improved accommodation to contemporary standards.

Although the second stage of the building (1915 and 1930) was designed by a different architect using a different, more technologically advanced form of construction, the external architectural presentation of the two stages is remarkably unified or consistent. Occupying the of the city block bounded by Bridge Street, Loftus Street, Young Street and Farrer Place, the building is a key element in the built landscape of Bridge Street, in the surrounds of Macquarie Place and in Farrer Place to all of which it makes a notable contribution. It is part of an important group of late 19th and early 20th century government offices that represent the continuing association of this area with government and administrative activities since 1788. The site is part of a street plan that reflects the earliest development of the city of Sydney.

The Department's Art Gallery is unique in government offices and its student art collection, William Wilkins Memorial Art Collection, is the oldest in Australia.

The building is associated with key personalities in the history of education in New South Wales including Peter Board and Sir Harold Wyndham. It is also associated with Government Architect George McRae, who is considered as a key practitioner of the Federation Romanesque, Anglo-Dutch and Free Style in Sydney and whose work played a dominant role in the evolution and spread of Federation architecture throughout Australia.

The building has been the symbolic headquarters for generations of teachers and administration staff who have worked in the NSW education system since 1915.

The heritage significance of the Education Building is enhanced by the collection of movable heritage including furniture and war memorials. The movable heritage of the building has an ongoing and continuous association with the government function and demonstrates the building's association with public service. The collections of furniture and fixtures associated with public service and government administration demonstrate superior quality in local design, manufacturing and materials. The war memorials are of particular social significance for its commemoration of the role of Department of Education employees in war.

The site also has high potential for surviving archaeological remains of State significance including the site of the Judge-Advocate's residence, and gardens, boundaries and setting for the residences of the Judge-Advocate and the Colonial Secretary. These remains may survive below the Loftus Street vehicular entry and the northwest corner of the site.

4.5 GRADING OF SIGNIFICANCE

The Education Building at 35-39 Bridge Street, Sydney, has been carefully assessed to determine a relative grading of significance into five levels. This process examines a number of factors, including:

Relative age
Original design quality
Degree of intactness and general condition
Extent of subsequent alterations
Association with important people or events
Ability to demonstrate a rare quality, craft or construction process

Grading reflects the contribution the element makes to the overall significance of the item (or the degree to which the significance of the item would be diminished if the component were removed or altered).

EXCEPTIONAL SIGNIFICANCE
Includes rare or outstanding building fabric that displays a high degree of intactness or can be interpreted relatively easily.

HIGH SIGNIFICANCE
Includes the original extant fabric and spaces of particular historic and aesthetic value. Includes extant fabric from the early phases of construction.

MODERATE SIGNIFICANCE
Includes building fabric and relationships which were originally of higher significance but have been compromised by later, less significant modifications.

LITTLE SIGNIFICANCE
Includes most of the fabric associated with recent alterations and additions made to accommodate changing functional requirements. These are components generally of neutral impact on the site's significance.

INTRUSIVE
Recent fabric, which adversely affects the significance of the site.

Grading has been established as a valuable tool, to assist in developing appropriate conservation measures for the treatment of the building and its various elements. In general, good conservation practice encourages the focussing on change, or upgrading of, an historical building/site to those areas or components which make a lesser contribution to significance. The areas or components that make a greater or defining contribution to significance should generally be left intact or changed with the greatest care and respect.

GRADING OF SIGNIFICANCE	SITE ELEMENTS
EXCEPTIONAL	• Sandstone street facades and carving • Trachyte façade elements including architraves, steps, columns and dedication plaque • Wrought iron gates and grilles • Original timber major entrance doors on Bridge and Loftus Streets • Marble and trachyte major entrance steps and thresholds on Bridge and Loftus Streets and Farrer Place • Inner and outer original bronze major entrance doors on Farrer Place • Original entrance signage • Original steel and timber window frames on the external sandstone facades • The Bridge Street vestibule and staircase up to Level 2 • The Loftus Street entrance vestibule and staircase up to Level 7 (the eastern section of the Loftus Street vestibule has been modified and is of Moderate significance) • The Farrer Place entrance vestibule (the modified section of the northern wall has been modified when the lift doors, reveals and architraves were replaced and is of Moderate significance) • The Level 2 Ministerial Suite of four rooms and the associated landing • The Level 7 Gallery and Annex including skylights and decorative plasterwork and original joinery • Roof top sky lanterns located over the Level 7 Gallery and Annex and eastern spaces
HIGH	• Metal air grilles located on the facades of the northern portion of the building • Access door located at the northern end of the Young Street facade • The concept of the courtyard lightwell (the fabric facing the courtyard lightwell has been modified and is of Moderate significance) • The configuration of the Lower Ground Level north west corridor linking the Bridge Street vestibule and the Loftus Street vestibule • Original structure including steel and concrete columns and concrete slabs • Original interior joinery items, such as doors and architraves, including those that have been relocated

MODERATE	• Twin access doors located centrally on the Young Street facade • Remnant elements of pavement lights on Young Street and Farrer Place • All those internal rooms and spaces not identified as being of Exceptional significance • c.1915 and c.1930 fabric (including rendered masonry wall fabric and windows) facing the courtyard lightwell • c.1990s fabric facing the courtyard lightwell • The roof top caretaker's flat • The flat trafficable nature of the Level 8 northern roof • The Level 8 office and structure • The northern modified section of the wall of the Farrer Place vestibule including lift doors, reveals and architraves • The eastern modified section of the Loftus Street vestibule • Northern staircase that provides access from Level 7 to the roof
LITTLE	• The lift, structure and motor room constructed on the northern side of the courtyard lightwell in 1974 • Bitumen courtyard lightwell finish • The semicircular riser on the southern side of the courtyard lightwell • c.1990s roof top plant and screening development • Existing office, bathroom and kitchenette fitouts generally • Secondary glazing units
INTRUSIVE	• The concrete used to fill the remnant pavement lights on Young Street and Farrer Place • The bricked up arched window in the Bridge Street vestibule staircase

See the Schedule of Conservation Works for a more detailed analysis of significance. The Schedule of Conservation Works describes the internal physical fabric of the heritage elements to be retained on the site and provides an analysis of the significance, condition and integrity of individual interior fabric elements.

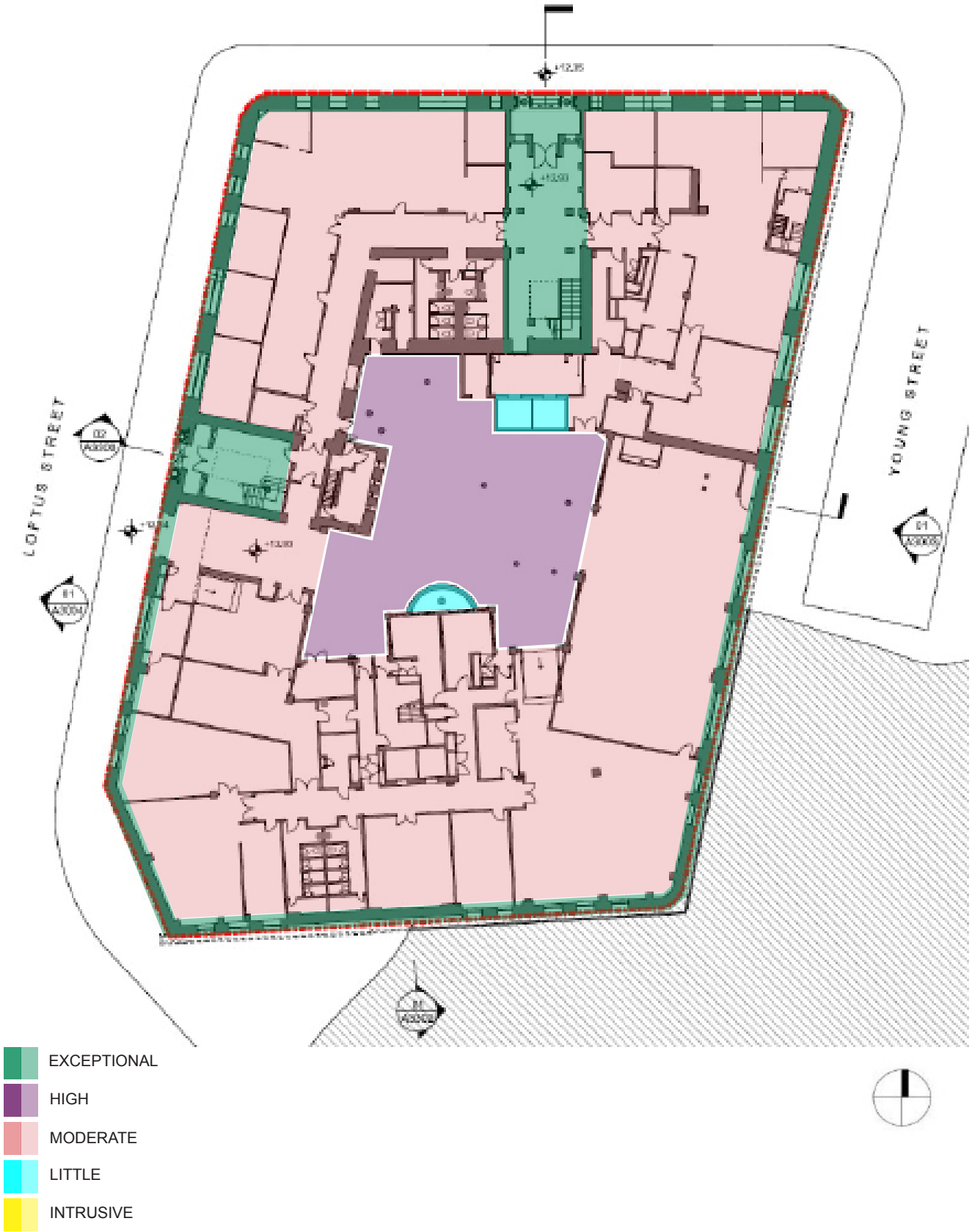


Figure 4.10
Level 1 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Lower Ground Plan SP-DA-G-2099, prepared by Make Architects, 6 October 2016

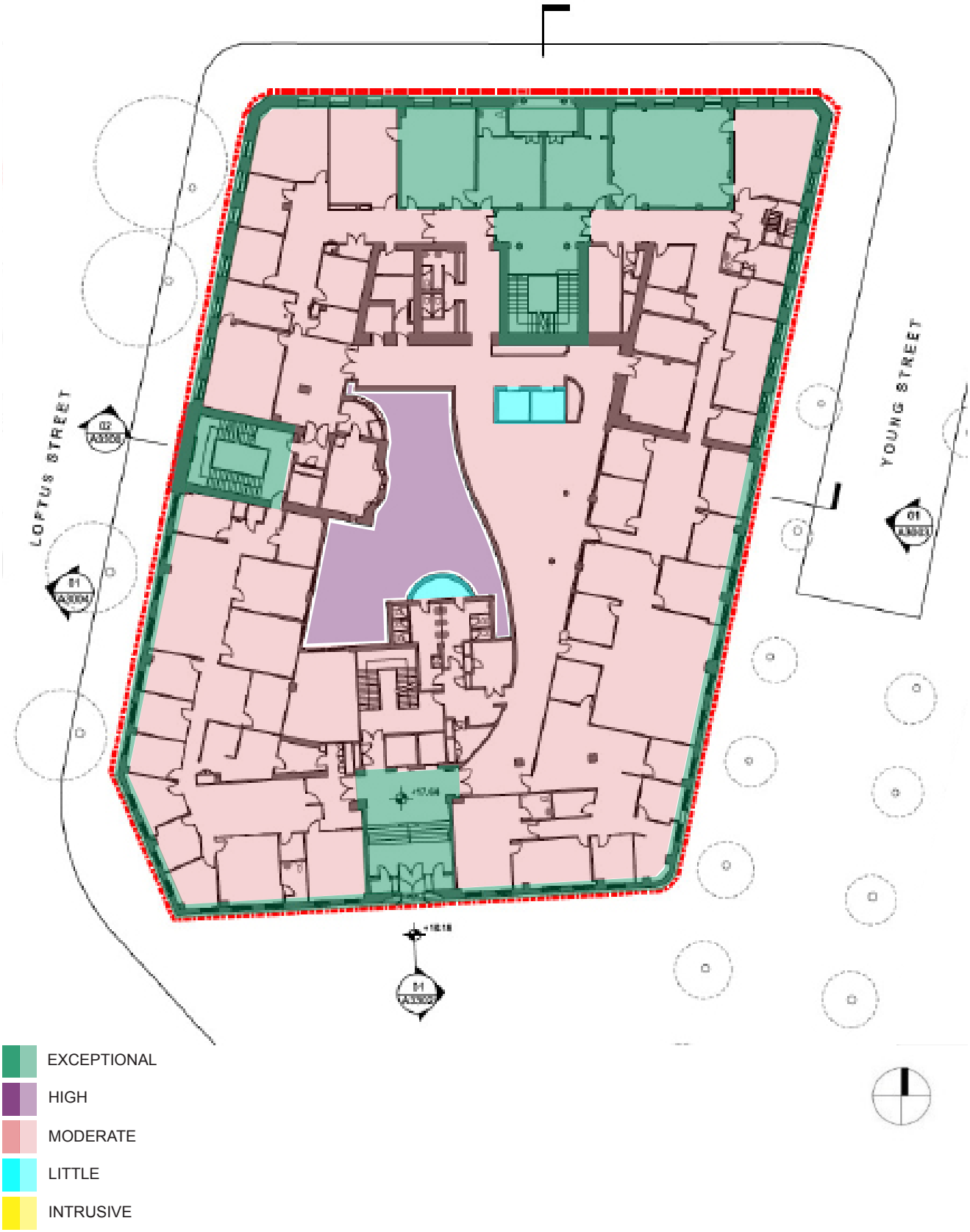


Figure 4.11
Level 2 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Lower Ground Plan SP-DA-G-2100, prepared by Make Architects, 6 October 2016

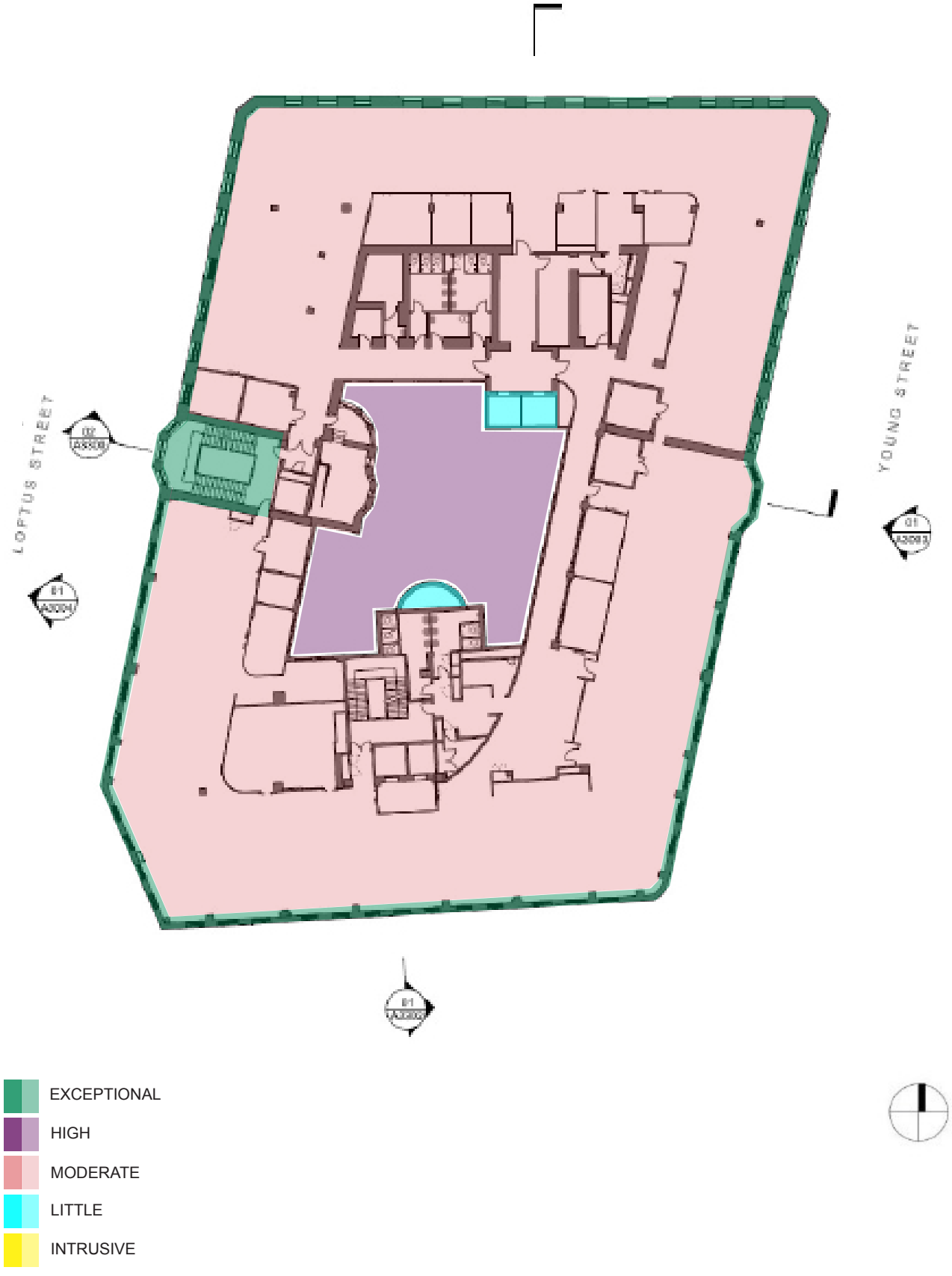


Figure 4.12
Level 3-6 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Level 02 Plan SP-DA-G-2102, prepared by Make Architects, 6 October 2016

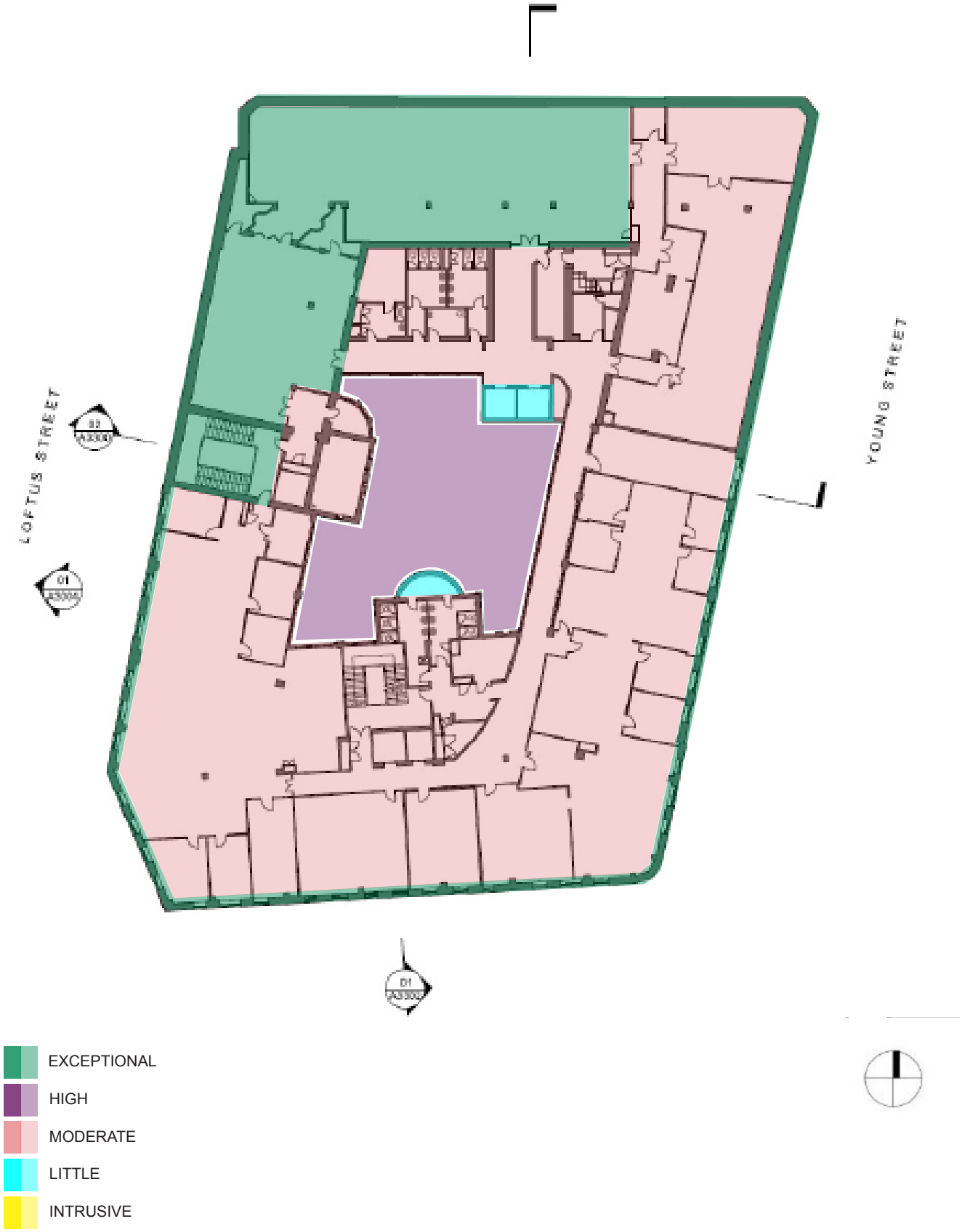


Figure 4.13
Level 7 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Level 05 Plan SP-DA-G-2105, prepared by Make Architects, 6 October 2016

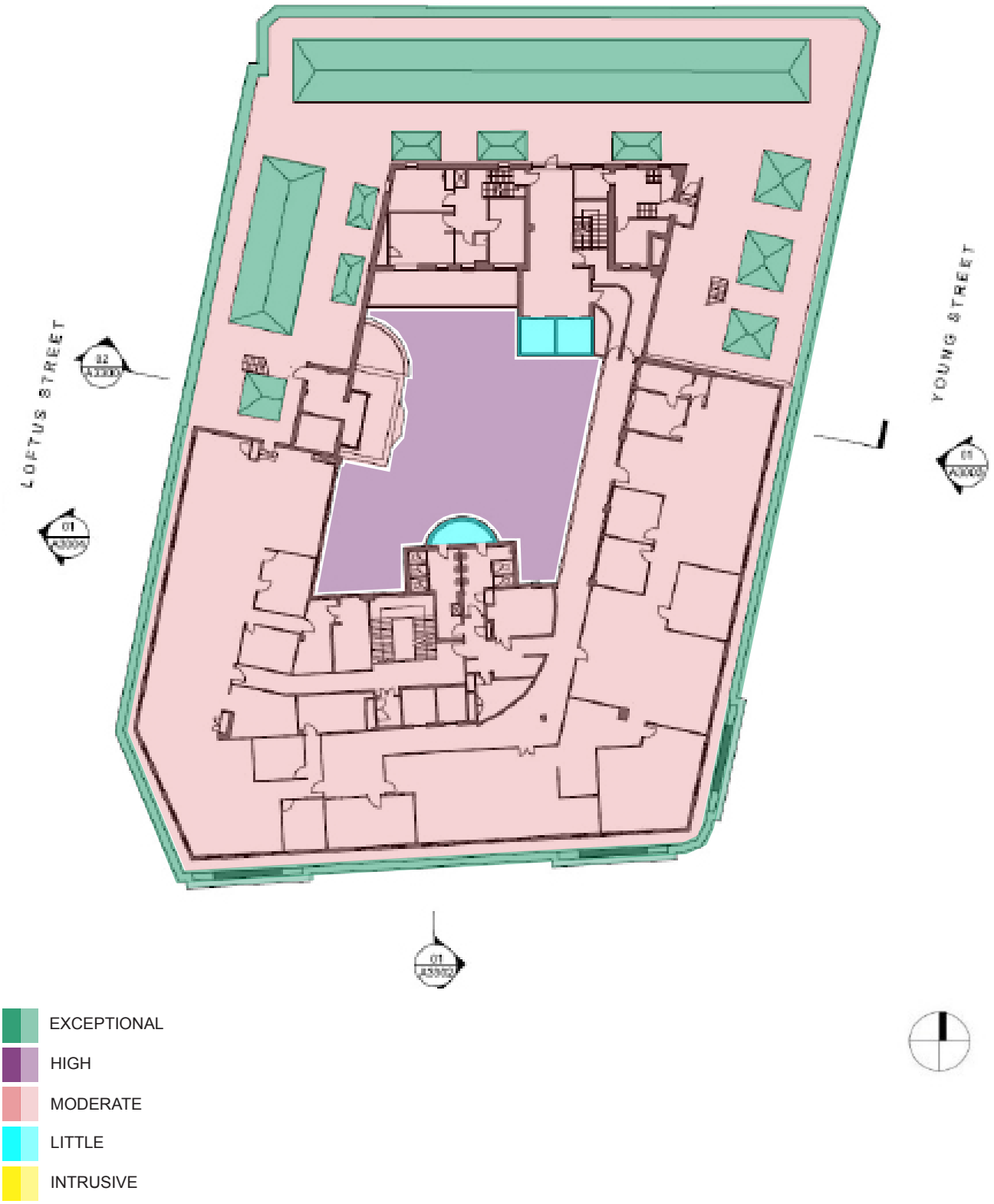


Figure 4.14
Level 8 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Level 06 Plan SP-DA-G-2106, prepared by Make Architects, 6 October 2016

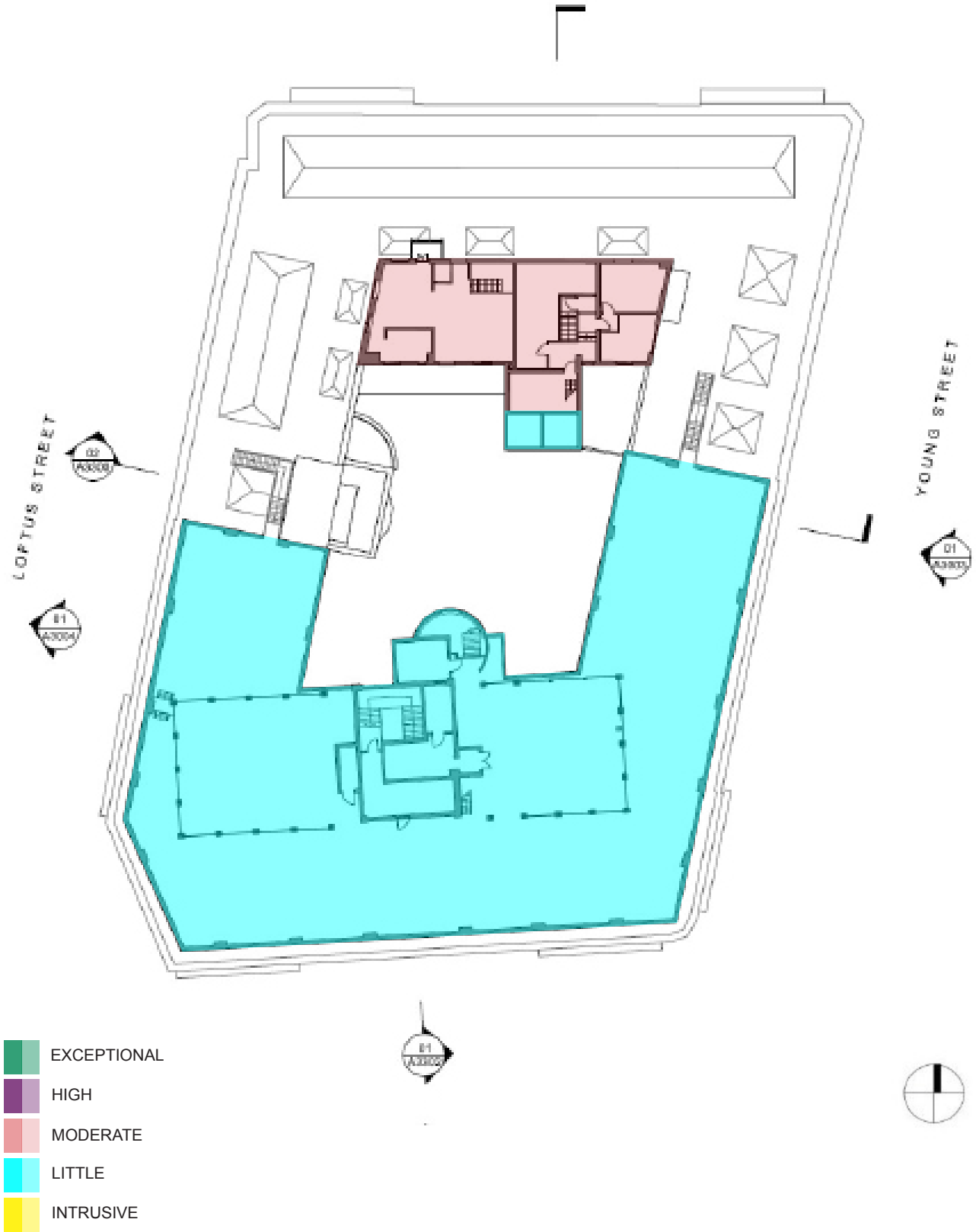


Figure 4.15
Level 9 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Level 07 Plan SP-DA-G-2107, prepared by Make Architects, 6 October 2016

4.6 CURTILAGE ANALYSIS

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication Heritage Curtilages[4] defines "heritage curtilage" as the area of land surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance. Heritage curtilage can be classified as one of four types:

- Lot Boundary Heritage Curtilage: for places where the legal boundary of the allotment is defined as the heritage curtilage. The allotment should, in general, contain all significant related features, for example outbuildings and gardens, within its boundaries.
- Reduced Heritage Curtilage: for places where an area less than the total allotment is defined as the heritage curtilage. Applicable where not all parts of a property contain places associated with its significance.
- Expanded Heritage Curtilage: for places where the heritage curtilage is larger than the allotment. Particularly relevant where views to and/or from a place are of significance.
- Composite Heritage Curtilage: for larger areas that include a number of separate related places, such as heritage conservation areas based on a block, precinct or whole village.

In addition to the Lot Boundary Curtilage, the Education Building at 35-39 Bridge Street, Sydney, has a Visual Curtilage which extends across the 'Sandstones' precinct in the area of Bridge Street.

4.6.1 LISTED CURTILAGE

The Education Building was covered by a Permanent Conservation Order in June 1990, which was converted to a listing on the State Heritage Register in April 1999 (SHR No. 00726). The heritage curtilage established for the place and attached to the listing is Lot 56 DP 729620.

The established Lot Boundary Curtilage as shown on the State Heritage Register is provided below.

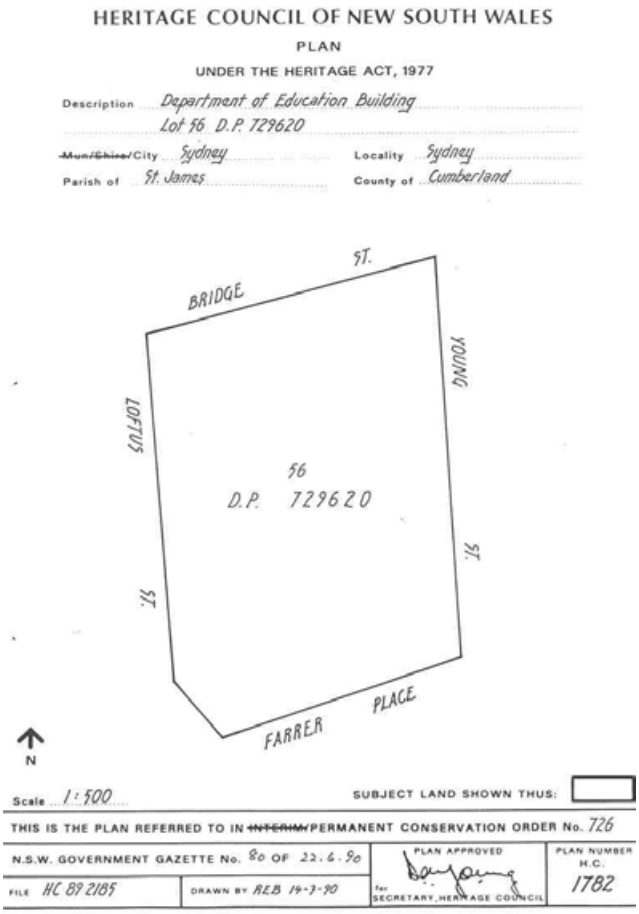


Figure 4.16
The listed curtilage as shown on the State Heritage Register
Source: NSW Heritage Database, Item No. 5045558

4.7 ARCHAEOLOGICAL POTENTIAL AND SIGNIFICANCE

4.7.1 BACKGROUND

The subject 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 provided by Curio Projects for inclusion in this CMP, and reproduced in italics in Sections 4.7.2 - 4.7.4 below.

4 Warwick Mayne-Wilson, *Heritage Curtilages*, NSW Heritage Office and the Department of Urban Affairs and Planning, NSW, 1996

4.7.2 ABORIGINAL ARCHAEOLOGICAL POTENTIAL

Whilst it is of a low likelihood that intact, in situ, Aboriginal archaeological deposits remain across the study area, if present, these deposits would be of high significance, and possibly of high cultural and social value for the local Aboriginal community.

The assessment of local and regional Aboriginal archaeology has demonstrated that Aboriginal people would have intensely used this area of Sydney cove prior to European settlement, as well during the post contact period (1788-early 1800s).

Potential Aboriginal archaeology that may be present within the study area could include, but not be limited to varying concentrations of Aboriginal stone artefacts and knapping floors, and shell middens. While unlikely to be within the study area, and not uncovered through previous archaeological investigations, the ethnohistorical reports of Aboriginal burials located at the site of the First Government House (east of the current study area), should be noted.

Should Aboriginal objects be present within the study area, any ground disturbing works outside of the existing physical footings etc., of the Lands and Education buildings that extend to bedrock, or have previously removed all natural soil profiles, may present a risk to any (as yet unregistered) Aboriginal sites that may be located within the study area.

Therefore, based on this desktop assessment, the potential for the presence of Aboriginal archaeological evidence within the study area is considered as follows:

- *there is low potential for intact Aboriginal archaeological deposits at the study area;*
- *there is low to moderate potential for Aboriginal objects and archaeological deposits to be present at the study area in a disturbed context, where previous development has not completely removed soils;*
- *should intact Aboriginal archaeological deposits be present at the study area, these would be of high significance, for their research potential, rarity, and potential significance to the Aboriginal community (to be confirmed through consequent Aboriginal community consultation); and*
- *should Aboriginal objects be present within the study area in a disturbed context, these objects would be of moderate to high significance, for their research potential, rarity, and potential significance to the Aboriginal community (to be confirmed through consequent Aboriginal community consultation).*[5]

4.7.3 HISTORICAL ARCHAEOLOGICAL POTENTIAL

Archaeological evidence from Phase 1 use of the site—Establishment of the colony (1788-1810)—may survive in the form of sub-surface structural remains of early buildings known to have been erected on site, (including the original Commissary, Judge-Advocate, Chaplain, and Surveyor-General's residences), as well as in the form of archaeological evidence, such as wells, rubbish dumps and cesspit, produced as a result of day to day on-site activities. Potential cultural deposits that could be recovered from such features include household and work-place refuse, building debris (e.g. fragments of items include serving ware, alcohol bottles, smoking pipes, meat cuts, pieces of timber, nails etc.) and other remnant site-specific evidence. There is also the potential for isolated pockets of remnant soil profiles to exist within the study area.

Whilst the potential for remnant soil profiles to exist within the study area is likely to be low due to the site topography and level of site disturbances over time, should they be present, they have the potential to yield palaeobotanical evidence associated with the early occupation and use of the site, including providing evidence of the types of plants that present on the site prior to and during the earliest phases of settlement, as well as information pertaining to the gardens and farming activities that occurred on site post-1788. Should such evidence be present, this information would have research potential at a ***State*** *level.*

Buildings from the initial phase of occupation of the study area, as well as associated evidence for on-site activities and cultural deposits, represent some of the earliest purpose-built structures associated with the governance of the colony and the provision of housing and offices for civil officers, and would have research potential at a ***State*** *level, as few examples from buildings from this period have survived.*

Archaeological evidence associated with the second phase of occupation at the site (Phase 2—Macquarie-era buildings and road/sewer development, 1810-1876) may include structural remains of Macquarie-era buildings such as the Judge-Advocate's, Colonial Secretary's (c1810-1915) and Surveyor General's

5 Curio Projects, *Archaeological Assessment of the 'Sandstone Precinct' -Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney,* October 2016, p31-32

residences and offices, as well as associated outbuildings and remnant fabric associated with the construction and use of the buildings.

Sub-structural remains from Phase 2 may reveal or confirm the suspected locations of the Macquarie-era buildings. Additionally, if found in context (and particularly if stratified for example in wells, rubbish dumps or cesspits), cultural deposits from this period could provide extensive scientific evidence about how the site was used, what types of activities were located where, and information unable to be obtained from any other resources. Therefore, archaeological evidence relating to Phase 2 occupation and use of the study area would have research potential at a ***State*** *level.*

Sub-surface structural features associated with Phase 3 (Lands and Education Buildings (1876-1893 and 1912-Present) occupation of the study area, such as footings or underground service networks, would form part of the extant State heritage listings. The locations of these features could have the potential to inform on unknown factors of the development of these buildings such as construction techniques, design elements, and early functioning of the buildings. Therefore, archaeological evidence from Phase 3 use of the site would be considered to have ***State*** *significance with regards to research potential.*[6]

4.7.4 HISTORICAL ARCHAEOLOGICAL SIGNIFICANCE

Three phases of historical use of the study area have been identified: Phase 1—Establishment of the Colony (1788-1810); Phase 2—Macquarie Era Buildings and road/sewer development (1810-1876); and Phase 3—Lands and Education Buildings (1876-Present). These three historical phases all have the potential to provide tangible physical evidence for the nature and location of early structures, as well as cultural deposits which may have the ability to demonstrate and interpret the daily lives of early colonial officers and their families, the day to day workings of the administration of the early Sydney colony, as well as its progression through the history of the Sydney colony.

The potential archaeological structural remains, and cultural deposits from all three phases of occupation may provide excellent opportunities for public interpretation that can provide a tangible link between the current city of Sydney and its occupants, continuously back through to the original colonial settlement and functionality of the city.

All potential archaeological structures and stratified deposits from the three phases of use of the study area have the potential to be of ***State Significance****, depending on their nature, extent and level of intactness.*[7]

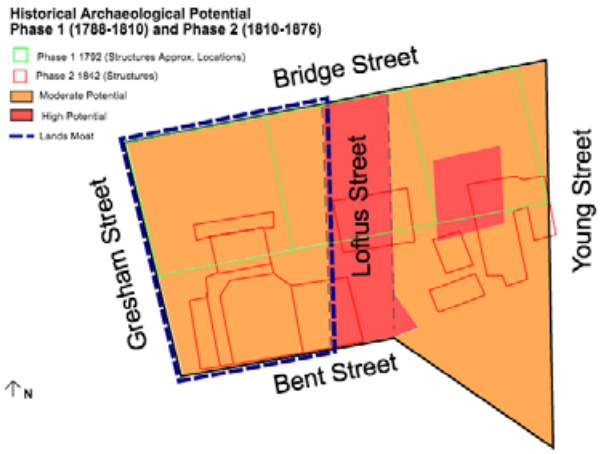


Figure 4.17
Phase 1 (1788-1810) and Phase 2 (1810-1876) Historical Archaeological Potential. Indicative structures of locations based on historical plans and maps
Source: Curio Projects, Archaeological Assessment of the 'Sandstone Precinct' -Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney, October 2016, p51 Figure 18

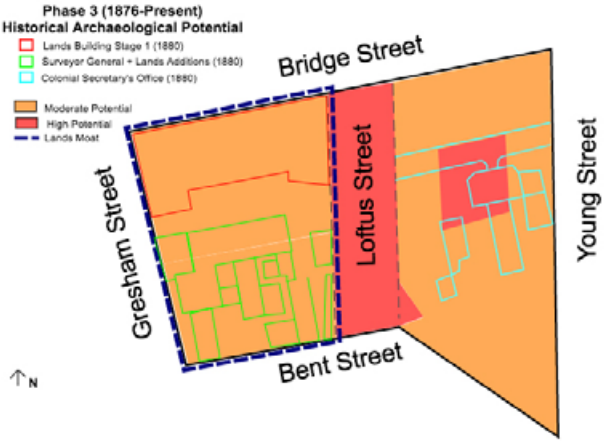


Figure 4.18
Phase 3 (1876-Present) Historical Archaeological Potential. Indicative structures based on historical plans and maps. Structures locations based on Dove's 1880 Plan of Sydney
Source: Curio Projects, Archaeological Assessment of the 'Sandstone Precinct' -Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney, October 2016, p52 Figure 19

6 Curio Projects, *Archaeological Assessment of the 'Sandstone Precinct' -Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney*, October 2016, p63-64.

7 Curio Projects, *Archaeological Assessment of the 'Sandstone Precinct' -Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney*, October 2016, p66

4.8 THEMES

The NSW Heritage Office, now the Heritage Division of the Office of Environment and Heritage, has developed a series of themes from which key historical activities can be grouped to better contextualise their role in the cultural development of Australia. Historical themes are considered at national, state and local levels.

The 38 State themes, sub-classified under the National themes, address the following:

- (Australia's natural evolution) the natural environment;
- (peopling the nation) Aboriginal, convict and ethnic origins, and migration;
- (developing a range of economies) agriculture, commerce, communication, the cultural landscape, events, exploration, fishing, forestry, health, industry, mining, pastoralism, science, technology and transport;
- (settling the country) urbanisation, land tenure, utilities and accommodation;
- (work) labour;
- (education) education;
- (government) defence, government and administration, law and order and welfare;
- (cultural development) domestic life, creative endeavour, leisure, religion, social institutions and sport; and
- (the phases of life in Australia) birth and death, persons.

Localised themes reduce the National and State themes to their association with and/or impact upon the activities of local society and the inter-relationships between people, social groups, the environment and their cultures and values.

Interpretive themes and messages that can be derived from the physical and documentary evidence available for the subject site are identified in the following table. They have been copied verbatim from the Interpretation Strategy for the Education Building prepared by GBA Heritage in October 2016.

Those themes identified in the *Department of Education Building, 35-39 Bridge Street, Sydney, Conservation Management Plan*, prepared by City Plan Heritage, March 2015, for the building were copied verbatim, as indicated in italics, and additional themes were added in regular font (included below under heading 'Education Building').

The themes that relate to the Aboriginal and historical archaeology of the site were provided by Curio Projects, as noted and indicated in italics (included below under heading 'Aboriginal and Historical Archaeology').

Interpretive themes and messages in relation to the Movable Heritage in the building were also included in regular font (included below under heading 'Movable Heritage').

AUSTRALIAN THEME	NSW THEME	SITE SPECIFIC THEME
Peopling Australia	Aboriginal cultures and interactions with other cultures	**Aboriginal and Historical Archaeology:** *Aboriginal people intensively occupied the Sydney area for thousands of years prior to European colonisation, continuing into the post-contact period.* *The site is one of the earliest known contact sites in Australia, and is located in close association (physically and functionally) with first government house, an important site of early contact and cross cultural exchange between Sydney's Aboriginal population and the first colonists. The first government house site and associated area has been associated with potential Aboriginal burials, however no evidence of any burials has been noted to date.*
Peopling Australia	Convict	**Aboriginal and Historical Archaeology:** *The first stages of historical development on the site were the construction of residences and offices for the early colonial officers. These structures, both those built in 1792, and those that replaced them in 1812-1815, would have been constructed using convict labour.* *In addition, it is noted that the unusual street pattern of this area, notable the historical alignment of what is now Bent Street, Spring Street, O'Connell Street and Bligh Street, emerged in part due to the presence of convict huts and workshops in this area.* *The site retains the potential to contain archaeology associated with this early phase of use of the site.*
Developing local, regional and national economies	Agriculture	**Education Building:** The second stage of the building was constructed in 1930 for the Department of Agriculture which remained in the building until 1967, when it moved to the State Office Block.
Developing local, regional and national economies	Science	**Education Building:** The Department of Agriculture, which occupied the 1930 portion of the building, was involved in experiments and scientific activities in relation to agriculture, some of which were carried out within the building.

AUSTRALIAN THEME	NSW THEME	SITE SPECIFIC THEME
Building settlements, towns and cities	Towns, suburbs and villages	**Aboriginal and Historical Archaeology:** *The historical use of the site prior to the development of the Education Building (i.e. 1912-30), represents the continuous use of the site as part of the administrative centre of the Sydney colony from establishment in 1788, through to present day.* *The site has the archaeological potential to reveal rare and tangible evidence for the nature and location of significant, early structures and cultural deposits, which could illustrate the day to day workings of the administration of the early Sydney colony.* *In addition, the location and form of the early administrative structures influenced the form and location of the subsequent Lands and Educations buildings.* **Education Building:** *The Department of Education building can be associated with the development of the city centre, and in particular Bridge Street. The Department of Education building, along with other government owned landmark buildings confirmed Bridge Street as the main locus of government administration and totally transformed the scale and quality of the city's official architecture.*
Working	Labour	**Education Building:** *This building has been occupied by a large workplace of public officers, employees and other administration staff since its construction. As mentioned above, it has also been the symbolic headquarters for generations of teachers since 1915. Labour also included office employees of the Department of Agriculture.* **Movable Heritage:** The movable heritage of the building provides evidence of the occupation of the building by this workforce since 1915.

AUSTRALIAN THEME	NSW THEME	SITE SPECIFIC THEME
Educating	Education	**Aboriginal and Historical Archaeology:** *The Department of Education has occupied the same site since its creation in 1880 (originally located in the Colonial Secretary's Offices prior to the construction of the Education building from 1912-1930).* **Education Building:** *The Department of Education building has been associated with activities related to the administration of teaching and learning throughout NSW since its opening in 1914.* *The building is the symbolic headquarters for generations of teachers and administration staff who have worked in the NSW education system since 1915.* The building's long association with education will be severed when the Department of Education moves out of the building ahead of the planned adaptive reuse. **Movable Heritage:** The movable heritage of the Education Building provides evidence of the occupation of the building by the Department of Education and relates to the activities, places and people associated with the Department.

AUSTRALIAN THEME	NSW THEME	SITE SPECIFIC THEME
Governing	Government and administration	**Aboriginal and Historical Archaeology:** *The site has an unbroken connection as a highly significant centre of the administration of the colony of NSW from 1788 until the present day.* *Following formation in 1880, the Department of Education (originally known as the Department of Public Instruction), moved into the former Colonial Secretary's offices, remaining in that location through the first stage of construction of the Education building from 1912-1915, after which time the Colonial Secretary's office was demolished to allow construction of the second phase of the Education building. Therefore, any archaeological evidence associated with the Colonial Secretary's office including structural remains, cultural deposits and other features, could illustrate the continuing connection of the Department of Education to the site from 1880 to the present day.* **Education Building:** *The Department of Education building is a government administered building that has hosted the Department of Education and the Department of Agriculture. The Department of Education building, along with other government owned landmark buildings confirmed Bridge Street as the main locus of government administration.* The building's long association with government administration will come to an end when the Department of Education relocates to new premises. **Movable Heritage:** The movable heritage of the Education Building is associated with the Department of Education and its role in school administration in NSW since 1915.
Governing	Defence	**Movable Heritage:** The Soldier-Teacher Memorials and Honour Rolls that will be retained by the Department of Education (and leave the building) are evidence of the war contributions of former departmental staff and teachers and their commemoration by the community.

AUSTRALIAN THEME	NSW THEME	SITE SPECIFIC THEME
Developing Australia's cultural life	Creative endeavour	**Education Building:** *The Department of Education building was designed by George McRae (Government Architect) who designed the building using a Federation Free Classical design. The second stage of the building designed by the private architectural company John Reid & Son as a continuation of the Education Department building using the technological advancement at the time.* *Unlike the Education Department offices, which had load-bearing walls combined with a steel frame, the new Department of Agriculture offices were built with a fully load-bearing steel frame while the sandstone exterior would be simply cladding, providing continuity between the street elevations of the two parts of the building.* *The building's classical proportions and sandstone facade show the influence of the Victorian Free Style and the work of the previous Government Architect Walter Liberty Vernon for government buildings including the Lands Department Building in Bridge Street, the Land Titles Office in Prince Alfred Road and the Treasury Building in Macquarie Street. Historic features reveal Federation and Edwardian tastes and customs.* **Movable Heritage:** The William Wilkins Memorial Art Collection contains artworks produced by senior school students that have been judged by authorities to represent excellence in creativity and endeavour in the field of art. The art gallery has played an important role as a public exhibition space that is associated with pre-eminent art societies, student work and the William Wilkins Memorial Art Collection.
Developing Australia's cultural life	Domestic Life	**Aboriginal and Historical Archaeology:** *Potential archaeological evidence from the first phase of historical use of the site (1788-1810-Establishment of the colony) could potentially provide information about the daily lives of the first colonial officers and their families.*

5.0

CONSTRAINTS AND OPPORTUNITIES

5.1 INTRODUCTION

This section outlines various major issues involved in the preparation of the conservation guidelines for the site. It takes into consideration matters arising from the Statement of Significance and procedural constraints imposed by cultural conservation methodology such as that of the Australia ICOMOS *Burra Charter.* It identifies all statutory and non-statutory listings that apply for the site and describes constraints and opportunities arising from these listings. It also addresses constraints and opportunities relating to the physical condition of the building and those arising out of ownership and management.

If not otherwise stated, those paragraphs provided in italics are copied verbatim from the relevant Sections in *9.0 - Constraints, Issues and Opportunities* of the 2015 CMP.

5.2 ISSUES ARISING FROM THE STATEMENT OF SIGNIFICANCE

Considering the Statement of Significance, the following issues need to be addressed in the conservation guidelines:

- The Education Building consists of two building components which, although constructed in two separate stages (1915 and 1930), provide a unified and consistent architectural presentation externally. This architectural expression should be retained and conserved;
- Occupying a block bounded by Bridge Street, Loftus Street, Young Street and Farrer Place, the Education Building is a key element in the built landscape of Bridge Street, Macquarie Place and Farrer Place. Its landmark position and notable contribution to the surrounding areas should be retained and conserved;
- The Education Building has undergone various phases of alterations but has largely retained its characteristic as an early 20th century government office building. Any future alterations and additions to the building should respect the characteristic elements of the building and its long lasting role in government administration;
- The external facades of the building, in a restrained form of Federation Free Classical style of architecture, have largely been retained unaltered, while the interior spaces have undergone extensive alterations over time for more efficient circulation and improved accommodation to contemporary standards. Any future alterations to the building should be concentrated on the interior of the building and the roof top, while the external presentation should be conserved and retained;
- The ministerial suites within the Education Building are associated with key functions and personalities in the history of education in NSW, while the Department's Art Gallery is unique in government offices. Any future uses of the building should be mindful of the original function of these spaces and respect their significance;
- The Education Building has been synonymous with the provision of public education in New South Wales since its construction in 1915, and, for the time being, is still used for its original purpose. It has been the symbolic headquarters for generations of teachers and administrative staff within the NSW education system since 1915. The southern portion of the building, constructed in 1930, demonstrates the importance of the Department of Agriculture in the development of scientific agriculture and support for primary production in the first half of the 20th century. Any future use should be mindful of these main historical functions of the property and interpret them respectfully;
- *The subject site has the potential to contain State significant archaeological relics associated with all phases of development at the site, including archaeological relics associated with Phase 1- Establishment of the Colony (1788 – 1810), Phase 2 – Macquarie Era (1810-1876) and Phase 3 – Lands and Education Buildings (1876 – 1893);*[1]
- *It is likely that the historical archaeological resource will have been subjected to various levels of disturbances across many areas of the site, with the more intact archaeological resources likely to remain in the northern sections of the site fronting Bridge Street;*
- *Should previously undisturbed relics associated with Phase 1 of the site's history – the establishment of the colony be found during the redevelopment*

1 This and the following bullet points indicated in Italics have been provided by Curio Projects for inclusion in this CMP

of the site, they would likely be considered to be rare -depending on their extent, nature and level of intactness;

- *Should intact archaeological resources associated with any of the three key phases of the site's history be found, they would contribute to our understanding of the site and should form the basis of a comprehensive interpretation strategy to be implemented on site.*

The Statement of Significance must be one of the bases for the future use and management of the site. Upon completion of the proposed adaptive reuse works, the Statement of Significance should be updated.

All original and significant components of the site that make a defining contribution to the significance of the site should be retained and conserved in accordance with the principles of the *Burra Charter*.

The building has a significant movable heritage collection. The *Movable Heritage Review of the former Department of Education Building, 35 Bridge Street, Sydney,* prepared by Musecape, dated June 2016, should be updated once the Department vacates the building and the recommendations of the updated report should be adopted and implemented. Any issues arising from the Statement of Significance provided in the updated report should be addressed.

Likewise, the Statement of Significance and the recommendations provided in the Archaeological Assessment for the site, prepared under separate cover by Curio Projects, should be adopted and implemented.

5.3 HERITAGE MANAGEMENT FRAMEWORK

5.3.1 CURRENT HERITAGE LISTINGS

The following statutory and non-statutory lists have been reviewed in relation to the subject site. The implications of these listings, if any, is discussed below.

LIST	INCLUDED
World Heritage List	NO
Commonwealth Heritage List	NO
National Heritage List	NO
NSW State Heritage Register	YES
Sydney Local Environmental Plan 2012	YES
National Trust of Australia (NSW)	YES
Australian Institute of Architects (AIA), formerly RAIA, 20th Century Register of Significant Buildings	YES
Register of the National Estate	YES

5.3.2 ENVIRONMENT PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999 (EPBC ACT)

The Education Building is not listed on the National Heritage List, however, a nomination for its inclusion on the list is currently under consideration by the Australian Heritage Council for an area of Sydney currently called "Governors' Domain and Civic Precinct". The area includes many sites fronting Macquarie and Bridge Streets and beyond, including the Education Building. To date the draft "Governors' Domain and Civic Precinct" Nominated place has not been gazetted.

Should the "Governors' Domain and Civic Precinct" Listing be approved by the Federal Minister for the Environment, then the listing would be gazetted and the relevant sections of the EPBC Act 1999 would apply, including the need for statutory referrals when the proposed development impacts on the National Heritage Values of the "Governors' Domain and Civic Precinct".

In the case of the realisation of the National listing of the "Governors' Domain and Civic Precinct" then the CMP will need to be amended to reflect the implications of such listing.

Any items listed on the National Heritage List are protected under the *Environment Protection & Biodiversity Conservation (EBPC) Act 1999*. The *EPBC Act* provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities and heritage places — defined in the *Act* as matters of national environmental significance.

The seven matters of national environmental significance to which the *EPBC Act* applies are:

- world heritage sites
- national heritage places
- wetlands of international importance (often called 'Ramsar' wetlands after the international treaty under which such wetlands are listed)
- nationally threatened species and ecological communities
- migratory species
- Commonwealth marine areas
- nuclear actions.

In addition, the *Act* confers jurisdiction over actions that have a significant environmental impact on Commonwealth land, or that are carried out by a Commonwealth agency (even if that significant impact is not on one of the seven matters of 'national environmental significance').

Approval must be sought for any proposed actions that will, or are likely to, have a significant impact on the National heritage values of a listed item. The impact of these actions must be taken into account in the development assessment process.

5.3.3 AUSTRALIAN HERITAGE COUNCIL ACT 2003

The *Australian Heritage Council Act 2003* established the Australian Heritage Council, as an independent expert advisory body on heritage matters. The Australian Heritage Council is the principal adviser to the Australian Government on heritage matters. The Council assesses nominations for the National Heritage List, the Commonwealth Heritage List and the List of Overseas Places of Historic Significance to Australia.

5.3.4 NSW HERITAGE ACT 1977

State Heritage Register

The *NSW Heritage Act 1977* (Amended) is an Act to conserve the environmental heritage of New South Wales. The *Act* established the Heritage Council of NSW and, more recently, the State Heritage Register. Section 4 of the *Act* defines State heritage significance as being:

…relation to a place, building, work, relic, moveable object or precinct, means significance to the State in relation to the historical, scientific, cultural, social, archaeological, natural or aesthetic value of the item.

The Education Building, 35-39 Bridge Street, Sydney, is listed on the NSW State Heritage Register. The Register contains the following Statement of Significance for the place.

> *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)*

Upon completion of the adaptive reuse scheme, including associated archaeological investigations, the history, description and Statement of Significance identified in the SHR listing should be updated to reflect any additional research information as well as the adaptive reuse changes.

Section 60 of the *NSW Heritage Act* requires approval to be gained from the Heritage Council when making changes to a heritage place listed on the State Heritage Register.

The Heritage Act allows the Minister for Planning, on the recommendation of the Heritage Council, to grant exemptions for certain activities of a minor nature that will have only a minimal impact on the heritage significance of the place. Such activities would otherwise require approval under the *NSW Heritage Act.*

There are two types of exemptions which can apply to a heritage item listed on the State Heritage Register:

1. Standard exemptions for all items on the State Heritage Register. Typical activities that are exempted include building maintenance, minor repairs, alterations to certain interiors or areas and change of use. Further information on the standard exemptions can be found at:

http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/StandardExemptions.pdf

2. Site specific exemptions for a particular heritage item can be approved by the Minister on the recommendation of the Heritage Council. This CMP recommends that a set of site specific exemptions are developed together by the Heritage Council, the City of Sydney, the owner and lessee once the adaptive reuse works are nearing completion and operational needs are identified.

Section 118 of the *NSW Heritage Act* sets out minimum requirements for maintenance and repair of items listed on the State Heritage Register. These requirements are detailed in the *Heritage Regulation 2005*. In summary, the listed item must be protected from damage or deterioration due to weather, measures must be in place to prevent damage from fire and vandalism, and essential maintenance and repair must be carried out to prevent serious or irreparable damage or deterioration.

Archaeological Management

Under the *NSW Heritage Act 1977,* the disturbance or excavation of land containing or being likely to contain relics can only take place when an Excavation Permit has been granted by the Heritage Council. A "relic" is defined in the *NSW Heritage Amendment Act 2009* as:

> *Any deposit, artefact, object or material evidence that:*
> *(a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and*
> *(b) is of State or local heritage significance*

All "relics" are protected under the *Heritage Act,* regardless of whether or not the place is listed as a heritage item on a local, State or national level. As the site is listed on the State Heritage Register, an Excavation Permit will be required under Section 60 of the *Heritage Act* for all excavation works at the site.

5.3.5 LOCAL GOVERNMENT HERITAGE MANAGEMENT

The Department of Education Building including Interior, 35-39 Bridge Street, Sydney, is listed as a heritage item in Schedule 5 of the *Sydney LEP 2012.*

Approval from the City of Sydney Council is required for any alterations or additions to the site which must be assessed under Part 4, 79(c) of the *NSW Environmental Planning and Assessment Act 1979*.

The relevant operative statutory regulations of the *Sydney LEP 2012* are noted in clause 5.10 Heritage conservation.

The City of Sydney Heritage Inventory sheet sets out the following recommended management guidelines for the building:[2]

General: The building should preferably remain as the head office for the Education Department in NSW. If not, the preferred occupant would be another government department. All of the significant spaces and fabric should be retained. No further addition should be made to the building which would adversely affect the aesthetic value of the façade, the courtyard or the streetscape generally. Future use and changes to the building should be guided by the conservation plan, which should be regularly reviewed and updated. Exterior: All facades and early external features of the building should be retained and conserved. Surfaces never intended for painting, notably sandstone and copper, should remain unpainted, while surfaces such as wrought iron and timber which were originally painted should continue to be painted in appropriate colours. Interior: The significant interiors and artefacts of the building should be preserved intact. Some adaptation of interiors is acceptable to enable the building fulfil its original function, provided it does not detract from the significance of the façade or significant interiors.

The recommended management guidelines, outlined in the City of Sydney Heritage Inventory, represent general guidelines for the maintenance and retention of the significance of the building. Following completion of the proposed adaptive reuse works, the recommended management guidelines should be updated.

The *CMP*, being a more comprehensive analysis of the building's condition and significance, recommends additional strategies. These are included in Section 6.0 of this report.

The City of Sydney Heritage Inventory Sheets and management guidelines will be outdated once the adaptive reuse scheme, including associated archaeological investigations, has been completed. The history, description, Statement of Significance and Recommended Management sections of the City of Sydney's heritage inventory sheet listing should be updated to reflect any additional research information as well as the adaptive reuse changes.

The controls of the *Sydney Development Control Plan (DCP) 2012* are also applicable to any future development of this site.

2 NSW Heritage Database Entry No. 2423733

5.3.6 STATE SIGNIFICANT DEVELOPMENT

This CMP for the subject property has been prepared, to accompany a Stage 2 State Significant Development Application for the adaptive reuse of the site as a hotel facility.

The Department of Planning and Environment has an important role in assessing and determining proposals for major developments in NSW, including State Significant Development and State Significant Infrastructure. Approvals from local council and under the Heritage Act 1977 are switched off in the context of a State Significant Development approvals process. The process generally includes a consultation period, known as a public exhibition.

Proposals can be submitted to be assessed through a number of different systems depending on the proposal's classification.

Major development proposals, including mines, manufacturing plants, warehousing, waste, energy, tourist, education and hospital facilities are considered to be State Significant Development (SSD) if they:

- Are over a certain size;
- Are located in a sensitive environmental area; or
- Exceed a certain capital investment value.

The steps that a SSD project must take include:

- The issuing of environmental assessment requirements by the Department;
- Preparation of an environmental impact statement by the applicant;
- Public exhibition and opportunity for comment on the proposal by the community;
- Response by the applicant to the submissions made during exhibition;
- Assessment of the proposal by the Department; and
- Determination of the proposal by the Planning Assessment Commission or the Department or the Minister.

In addition, the Minister may also decide that a review and public hearing by the Planning Assessment Commission may be required for the complex SSD proposals.

The following SSD Flowchart provides more detail on the assessment steps.

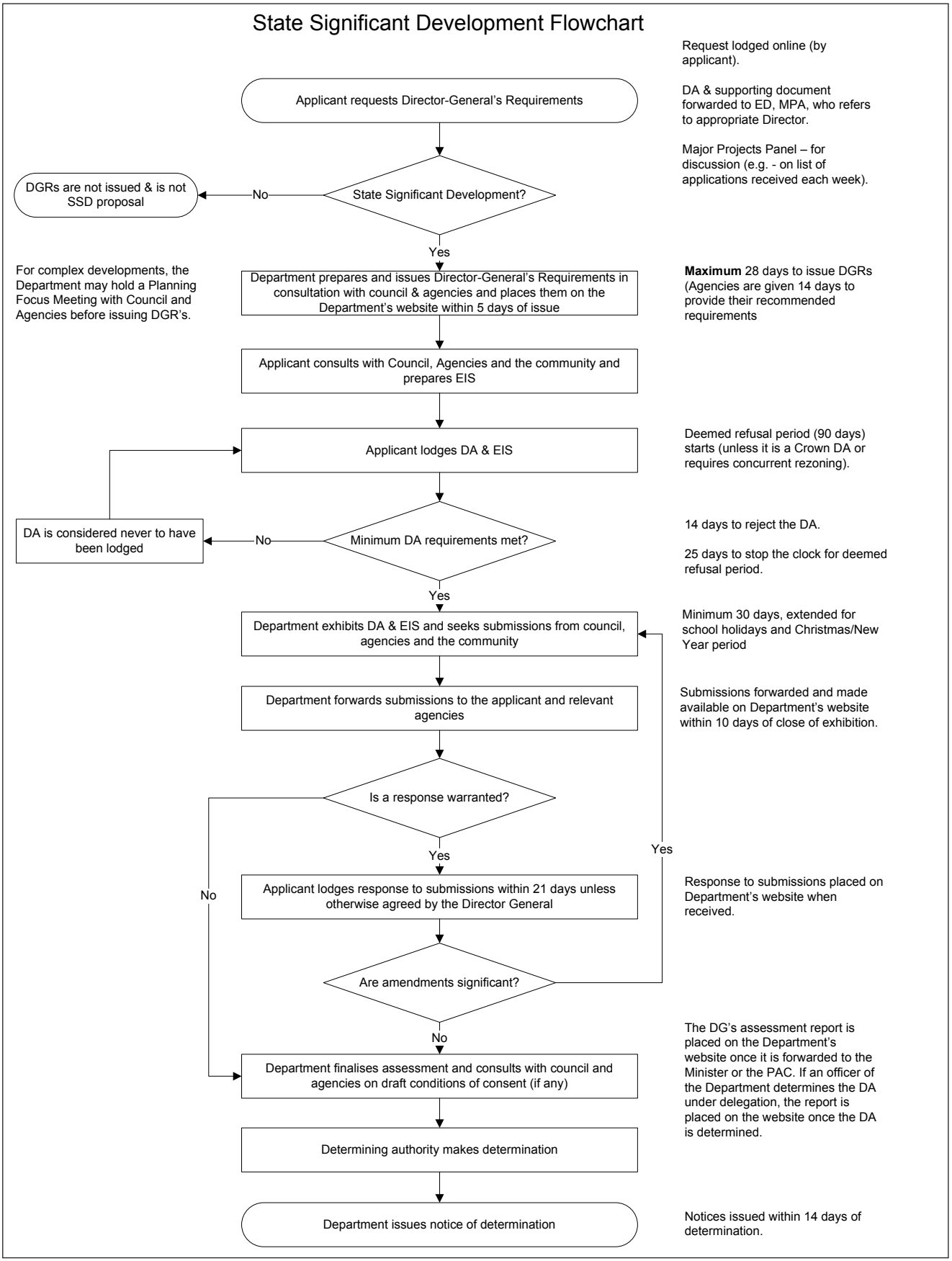


Figure 5.1
The NSW Department of Panning and Environment's State Significant Development flowchart
Source: https://www.planningportal.nsw.gov.au/understanding-planning/major-projects

5.4 COMMUNITY AGENCIES

5.4.1 NATIONAL TRUST OF AUSTRALIA (NSW)

The property has been classified by the National Trust of Australia (NSW).

The Trust's register is intended to perform an advisory and educational role. The listing of a place on the Register, known as 'classification' has no legal force. However it is widely recognised as an authoritative statement of the cultural significance of a place.

The opinions of the Trust, however, are usually sought when major proposals are being formulated in heritage precincts or in relation to heritage buildings.

5.4.2 AUSTRALIAN INSTITUTE OF ARCHITECTS 20TH CENTURY REGISTER OF SIGNIFICANT ARCHITECTURE IN NSW

The Australian Institute of Architects (AIA), formerly the Royal Australian Institute of Architects (RAIA), maintains a register of 20th Century Buildings it considers to be of heritage significance. The Education Building is included on this list.

Although this has no statutory implications for the building, the opinion of the Institute's Heritage Committee is usually sought when proposals involving major changes to buildings included on this list are being formulated.

5.4.3 AUSTRALIA ICOMOS

Australia ICOMOS a professional body of conservation practitioners, represented by the Australian National Committee of the International Council on Monuments and Sites (ICOMOS).

Australia ICOMOS has developed and published a Charter for the Conservation of Places of Cultural Significance, generally known as *The Burra Charter*. This document establishes principles and methodologies for conservation work in Australia, based primarily on an understanding of the heritage values of a place and then appropriate responses to looking after the place in relation to various management issues and requirements. Its status is advisory, not statutory, but it has become widely recognised as establishing the basic methodology for conservation work in Australia.

5.5 OTHER RELEVANT STATUTORY REQUIREMENTS

5.5.1 DISABILITY DISCRIMINATION ACT 1992

The provision of access must be taken into account when considering on-going and future use of the building.

The *Commonwealth Disability Discrimination Act 1992* relates to discrimination on the grounds of disability. Under Section 23 of this *Act* it is unlawful to discriminate by refusing persons with a disability access to any premises or facilities the public is entitled to use.

Amendments to this act that came into force in August 2009 introduced the concept of an explicit duty to make reasonable adjustments. A reasonable adjustment is any adjustment that does not impose an unjustifiable hardship on the person who would have to provide the access.

5.5.2 BUILDING CODE OF AUSTRALIA

Building regulations for New South Wales are specified in the *Building Code of Australia (BCA)* and administered by the Building Codes Board. The *BCA* contains standards relating to fire safety, egress, health and amenity provisions for buildings, and requires that any future uses, alterations or additions to the building must comply with these standards. The application and integration of *BCA* standards into the building or place must, however, be undertaken in a manner that responds to the heritage significance.

Advice on how to best achieve *BCA* compliance for historic buildings can be sought from the Fire, Access and Services Advisory Panel of the Heritage Division of the NSW Office of Environment and Heritage.

5.6 OWNERS REQUIREMENTS

The identification of the needs of the owners and occupiers of the building need to be considered when formulating guidelines for the conservation, use and management of the building.

The Education Building is owned by the NSW State Government, currently represented by Government Property NSW (GPNSW), and is currently still occupied by the NSW Department of Education and Communities.

The departure of the Department is imminent as the Government has determined that the site will be adapted and used as a hotel facility.

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.

Substantial alterations are inevitable as a result of the approved change of use.

In September 2015 GPNSW awarded Pontiac Land Group the right to lease and adaptively reuse both the Lands and Education Buildings in Bridge Street, Sydney as a combined landmark luxury hotel. Ownership will remain with the NSW Government. The lessee will be required to seek the landowner's consent prior to lodging any application to undertake works.

The approved adaptive reuse of the building as a luxury hotel will result in a change of use of the building from government offices to tourist accommodation and ancillary uses. The discontinuation of Government use will have an impact on the significance of the building.

The new use will require substantial physical adaptation interventions and upgrades to the interiors including code compliance initiatives.

The approved Stage 1 concept plans also identify a vertical extension of the building to provide additional floor space.

The policies in this report have been formulated to guide the changes required for the adaptive reuse while conserving those aspects of the place that make a defining contribution to the cultural significance of the heritage item.

It is an essential requirement of the new lessee that the new use is commercially viable

5.7 OPPORTUNITIES

Considering the assessment of significance and Statement of Significance for the building, the following opportunities have been identified:

- The adaptive reuse of the former secure government offices as a luxury hotel will make the building accessible to the public for the first time, and future users and visitors of the building will be able to appreciate its significance;
- The adaptive reuse will provide the building with a viable on-going use that will ensure the building is conserved and then maintained;
- The adaptive reuse of the building will provide an opportunity to remove the later accretions to the extensively altered interior and replace them with high quality spaces that are sympathetic and respectful to the building;
- Removing the existing rooftop addition will provide an opportunity to replace it with a new addition that is of design excellence and makes a positive contribution to the building and surrounding streetscape;
- The new rooftop development of design excellence could improve visual amenity when seen from the surrounding high rise development;
- There is an opportunity to redesign the modified courtyard to provide increased amenity to the public;
- The main entrance to the building on Farrer Place will create an opportunity to upgrade the setting and historic role of Farrer Place as a public reserve, increasing its presence and activation; and
- The discontinuation of Government use will have an impact on the significance of the building. The new adaptive reuse provides an opportunity to interpret and celebrate the cultural significance of the Education Building and Farrer Place for the public and private users of the place.

6.0
CONSERVATION POLICIES

6.1 INTRODUCTION

Conservation can be regarded as the protection of heritage significance and the management of change. It seeks to safeguard that which is important in the built environment, within a process of controlled change and development. It is one of the functions of this document to establish policies and recommendations for the conservation, adaptation and ongoing use of the building in a way that protects and enhances its heritage value. In this way, the owners and managers of the building will be able to formulate proposals within a known framework of acceptable directions, and planning authorities will be able to assess those proposals against the criteria.

These policies apply directly to the conservation and adaptive reuse of the Education Building as a hotel facility. They seek to protect those aspects of the place that make an important and defining contribution to its significance. They also seek to provide a framework for the new development that will be required to be carried out in order to effectively facilitate the approved change of use.

The conservation policies provide a set of guidelines to inform future decision making processes and are not intended to impose blanket prohibitions. Going forward circumstances may change, further analysis may reveal additional information and owner's requirements might develop that require a measured but sensible approach to managing change to the building.

Many of the following policies are sourced directly from the endorsed *Conservation Management Plan, Department of Education Building prepared by City Plan Heritage dated March 2015* which remain relevant. Some policies have been amended and additional policies developed in the context of the Stage 1 Approval SSD 6751 that has approved adaptive reuse of the Lands and Education Buildings for "*tourist accommodation, and ancillary uses*".

Some policies have also been sourced directly from the endorsed *Conservation Management Plan, The Lands Building prepared by the NSW Government Architect's Office dated March 2015* which has also been updated.

Because both the Lands and Education Buildings are being conserved and adaptivity reused as a combined hotel facility it is important that the revised policies in the updated Conservation Management Plans are of similar format.

6.2 PRINCIPAL CONSERVATION POLICIES

BACKGROUND
The Education Building has been identified as being of considerable heritage significance.

POLICY 6.2.1
Those aspects of the Education Building that make a defining contribution to its significance (see Section 4.0) should be retained and celebrated in its adaptation for re-use as a hotel facility or future new use. New development or change should aim to minimise adverse heritage impacts.

POLICY 6.2.2
Conservation of the Education Building should be in the form of ongoing or new compatible uses for the building that do not compromise the symbolic or physical significance of the building.

POLICY 6.2.3
The current adaptive reuse proposal for the Education Building as a hotel facility, linked to the Lands Building, requires that the proposal is informed by the aims of best conservation practice balanced with an understanding of the functionality and commerciality of tourism accommodation projects.

POLICY 6.2.4
Future changes to fabric, form and associated structural elements should respect the building's visual significance and architectural integrity, and respond accordingly to the Grading of Significance (see Section 4.5).

POLICY 6.2.5
The Education Building's role as a landmark visual element in Farrer Place, Macquarie Place, Young Street, Loftus Street, Bent Street, O'Connell Street and Bridge Street should be retained.

POLICY 6.2.6
A key component of adaptation to hotel use must be increased public access to the building and increased interpretation of its significance.

POLICY 6.2.7
Any new work should be of design excellence and employ superior materials.

6.3 BUILDING OWNERSHIP, MANAGEMENT AND TENANCY

BACKGROUND
The Education Building has been in the ownership of the NSW State Government since its construction. Government Property NSW (GPNSW) is the nominated current owner on behalf of the NSW Government. The building is currently leased to the NSW Department of Education and Communities (formerly Department of Education and Training).

GPNSW have in September 2015 awarded Pontiac Land Group the right to lease and adaptively reuse the Education Building (as well as the neighbouring Lands Building) as a hotel.

The aim of this Conservation Management Plan is to set in place a framework for the future management of the building to protect and where possible to recover its heritage significance. The recommended lease structure envisaged by GPNSW is indicated in Figure 6.1.

POLICY 6.3.1 OWNERSHIP
Ownership of the building should remain as one lot with the NSW State Government to ensure that the NSW Government continues to monitor appropriate use and change to the Education Building.

POLICY 6.3.2 LEASING
Leasing of the Education Building is acceptable. However, any lease should be to a single entity (the head lessee) to ensure continuity of use within the building. Any sublease would need to be approved by the holder of the ground lease and must take into consideration any heritage impact.

The ground lease should be on the basis of a long term 'whole of building' lease, and not multiple leases for parts of the building. Strata subdivision is not appropriate.

The Section 170 obligations under the *NSW Heritage Act* still remain as GPNSW retains the ownership of the Education Building.

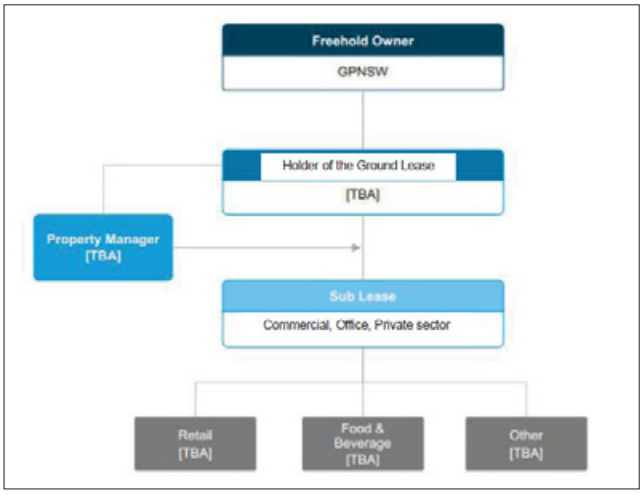


Figure 6.1
Recommended Lease Structure model for the Education Building as envisaged by GPNSW
Source: Macquarie Bank with City Plan Heritage Notes

POLICY 6.3.3 TENANCY FITOUT GUIDELINES
Tenancy fitout guidelines should be developed to advise retail/hospitality tenants of the cultural significance of the Education Building and the requirements for its ongoing conservation and management. Any future works relating to the retail and food and beverage use will require approval under the Heritage Act 1977, unless deemed State Significant Development.

POLICY 6.3.4 RESPONSIBILITY FOR ONGOING CARE
The management and financial responsibility for the ongoing care and maintenance of the Education Building should be incorporated into head lease obligations. This responsibility involves the employment of a strategy for the protection and ongoing care of significant fabric and spaces and the architectural integrity of the building.

POLICY 6.3.5 MANAGEMENT PROGRAMME
A Management Programme should be established and maintained that:
- Integrates conservation and maintenance into the overall management of the Education Building
- Disseminates the aims and objectives of this Conservation Management Plan to the appropriate building managers.
- Outlines the responsibilities at each staff level for implementing this Conservation Management Plan.
- Monitors impacts to exceptional and high heritage significant fabric to ensure compliance with the CMP.

POLICY 6.3.6 ONGOING COMMITMENT
There shall be an ongoing commitment from the lessee and hotel manager to make adequate financial provision for the engagement of persons able to

provide relevant and experienced conservation and management advice.

Where alterations or new works to the building are proposed, works must be reviewed and supervised by a qualified heritage specialist.

There shall be an ongoing commitment from the lessee and hotel manager to adopt and comply with this Conservation Management Plan or its future updates.

6.4 APPLICATION OF THE BURRA CHARTER

BACKGROUND

The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (known as the *Burra Charter*) is widely accepted in Australia as the underlying methodology by which all works to sites/ buildings that have been identified as having national, state and regional significance are undertaken.

POLICY 6.4.1

Because the Education Building is of demonstrated cultural significance, procedures for managing changes and activities for the site should be in accordance with the recognised conservation methodology of the *Burra Charter.*

BACKGROUND

In order to achieve a consistency in approach and understanding of the meaning of conservation by all those involved, a standardised terminology for conservation processes and related actions should be adopted. The terminology in the *Burra Charter* is a suitable basis for this.

POLICY 6.4.2 CONSISTENT TERMINOLOGY

The following terms apply to the historic fabric of the site and are included here to assist in understanding the intent of the conservation requirements in this section.

Place means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the *place* itself, its *fabric, setting, use, associations, meanings,* records, *related places* and *related objects*. Places may have a range of values for different individuals or groups.

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

Conservation means all the processes of looking after a *place* so as to retain its *cultural significance*.

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

Preservation means maintaining a *place* in its existing state and retarding deterioration.

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

Reconstruction means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.

Adaptation means changing a *place* to suit the existing *use* or a proposed use.

Use means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

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

Setting means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.

Related place means a *place* that contributes to the *cultural significance* of another place.

Related object means an object that contributes to the *cultural significance* of a *place* but is not at the place.

Associations mean the connections that exist between people and a *place.*

Meanings denote what a *place* signifies, indicates, evokes or expresses to people.

Interpretation means all the ways of presenting the *cultural significance* of a *place*.

6.5 PROTECTION OF THE SETTING

BACKGROUND

The Education Building is a landmark structure that occupies an entire city block in the historic heart of the Sydney CBD. It is part of a highly significant group of 19th and early 20th century government buildings on Bridge Street that includes the former Chief Secretary's Building, the former Treasury Building and Lands Department Building. It is an important historic visual element in the streetscapes of Bridge Street, Macquarie Place, Farrer Place, Young Street, Loftus Street, Bent Street, and O'Connell Street.

POLICY 6.5.1

Any proposals for alterations to the external facades or roof of the building must take into account the impact on the building's setting as seen from key viewpoints - principally from Bridge Street, Macquarie Place, Farrer Place, Young Street, Loftus Street, Bent Street, and O'Connell Street (see Figure 3.3).

POLICY 6.5.2

The lessee and the hotel operator should work with the City of Sydney, the NSW Heritage Council and adjoining landowners to maintain or improve the relationship with adjacent heritage buildings, Macquarie Place, and Farrer Place.

POLICY 6.5.3 VISUAL SETTING

The visual setting around the Education Building should be carefully managed, in conjunction with the City of Sydney, so that its prominent role in the immediate locale is not diminished. Significant views to the building must be maintained. The ten primary significant views to the building (identified in Figure 3.3) must be maintained.

POLICY 6.5.4 NEW STRUCTURES IN THE SETTING

No new structures should be developed in the setting that adversely affect the visual presence or significance of the Education Building. Any required new structures should be complementary to the Education Building and subservient in scale and design.

POLICY 6.5.5 LANDSCAPE WORKS IN THE SETTING

Future landscape works within the setting but outside the lot boundary, should complement the presentation and significance of the Education Building.

POLICY 6.5.6 FARRER PLACE

The physical and visual setting of the building on Farrer Place forecourt should be maintained and preserved. Any work to Farrer Place must not have an adverse heritage impact on either the character of Farrer Place or on its role as a component of the setting of the Education Building.

6.6 PRINCIPLES FOR ADAPTIVE REUSE

BACKGROUND

With the exception of the Exceptionally significant sandstone clad facades and some Exceptionally significant spaces within the building, the remainder of the interiors and courtyard light well of the Education Building has been extensively modified.

POLICY 6.6.1

During preparation of schemes for future uses for the building, including the approved change of use as a hotel facility, care should be taken to respect the scale and character of the existing interior spaces of Exceptional significance, external openings and general character of the building.

POLICY 6.6.2

Installation of any new enclosures within the larger internal volumes of spaces of Exceptional significance should recognise the approach that such enclosures should be clearly expressed as new, self contained units and can be readily removed or altered in the future without significant impact to Exceptional fabric.

POLICY 6.6.3

With the exception of the spaces of Exceptional significance the remainder of the interior and courtyard light well of the building has been extensively modified and can accept further, high quality, sympathetic modification if it will support ongoing use or an approved new use. All proposed works must be approved by a qualified heritage specialist.

POLICY 6.6.4

Internal divisions are permissible provided that they are reversible and do not read on the external facades, obscure any significant fabric such as windows openings, or views from those windows and are in accordance with the other conservation policies in this Conservation Management Plan.

POLICY 6.6.5

Location and visual presentation of new services within the building should remain subservient and respectful to the scale, dignity and presentation of the existing building.

POLICY 6.6.6

New internal elements should not attempt to replicate the original features. They should be of a contemporary design and character but remain respectful of the power, quality and character of the old.

POLICY 6.6.7

Alterations to the Education Building, particularly those that recover significance, can be undertaken as long as the important aspects of the original external character

and significant fabric and spaces (particularly those of Exceptional and High significance) are retained, as these are integral to the heritage significance of the place.

POLICY 6.6.8
Alterations/works in materials, forms and details, shall respect and complement the existing fabric.

Period design and detailing should be restricted to the reconstruction or restoration of elements for which there is evidence of their original form and character, either in remnant fabric, architectural drawings or historic photographs (conjectural period detailing in new work is not in accordance with the conservation philosophy of the *Burra Charter*).

The use of high quality, simple contemporary design is acceptable for new elements and is preferable to inappropriate period design. New work may be contemporary in character, materials and finishes as long as it is sympathetic and does not detract from or diminish the heritage significance of the place. For example, sympathetic work may be different in detail to the original design, but might employ similar materials, bulk, form, siting, character, details, colour or texture.

6.7 PRINCIPLES FOR PROPOSED CHANGE

POLICY 6.7.1
Generally, proposed changes that impact on heritage significance should only be considered if:

- The change is considered necessary to maintain the asset in working order;
- They support the conservation and maintenance of elements of that make a defining contribution to the place's heritage significance;
- They enable the removal of intrusive fabric, thereby re-capturing degraded aspects of significance;
- Care is taken to minimise adverse impacts on heritage significance;
- The change helps to maintain the security or safety of the heritage building, its significant elements and its users;
- There is no other alternative solution;
- New work is of design excellence and quality materials are used that are sympathetic to the significant fabric;
- The change supports a viable ongoing use;
- The change enables or increases public accessibility;
- The change enables increased interpretation; and
- Any change is reversible if it adversely affects elements that make a defining contribution to the place's heritage significance. Non-reversible change should not prevent future conservation action.

6.8 CONSERVATION WORKS

BACKGROUND
The aim of any conservation works should be to ensure that the existing fabric is stable, and to retard further deterioration without detracting from the cultural significance of the place. An understanding of the historical development and cultural significance of the place should be a prerequisite for all those involved in conservation works to the place.

It is essential that conservation works be undertaken in accordance with current conservation principles and methodologies. The current methodology stresses the need to document the reasoning behind the selection of a particular approach, either conservation or intervention, to enable those undertaking work in the future to understand the aims and intentions of a particular project.

Current conservation philosophy also stresses the importance of physical or documentary evidence when restoring or reconstructing significant places. Sufficient evidence must be available to ensure the accuracy and authenticity of the work proposed. Where such evidence is not available, and new work must be undertaken, such work should be complementary to the existing but contemporary in nature (refer to *Burra Charter* Article 20).

POLICY 6.8.1 DOCUMENTATION
Ensure that a record of the underlying methodology for each conservation or adaptive re-use project is maintained including:

- Documentation of the approach behind major decisions;
- Records of any testing or additional research undertaken;
- Preparation of a photographic archival recording should be carried out in accordance with the NSW Heritage Office publication: *Photographic Recordings of Heritage Items Using Film or Digital Capture*; and
- Appropriate archival storage of this record.

POLICY 6.8.2 CONSERVATION SCHEDULE OF WORKS
Prior to undertaking any conservation, adaptive reuse work or maintenance, a Conservation Schedule of Works should be prepared by a suitably experienced heritage specialist. This schedule should be a document that:

- Augments the assessment of cultural significance, by undertaking a more detailed investigation, recording and assessment;
- Contains a detailed assessment of the physical condition of the fabric;
- Determines the appropriate conservation methodologies; and

- Sets out a comprehensive schedule of conservation actions, based on the conservation policies.

A Conservation Schedule of Works has been prepared, in the context of the current Stage 2 Approval SSD 7484 adaptive reuse proposal, and appended to this Conservation Management Plan.

POLICY 6.8.3 METHODOLOGY FOR WORKS

Ensure that all conservation works, adaptive reuse works and maintenance programmes:

- Are undertaken in accordance with the aims and intentions of the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance (known as the *Burra Charter*);
- Are undertaken in accordance with the aims and intentions of this Conservation Management Plan, i.e. the statement of cultural significance and the assessment of significant spaces and fabric should be accepted as the basis for future planning and works;
- Are aimed at ensuring the retention and enhancement of the cultural significance of the Education Building generally; and
- Are co-ordinated by a project manager familiar with the philosophy, methodology and practice of heritage conservation.

POLICY 6.8.4 RECONSTRUCTION

Reconstruction should only be undertaken where there is sufficient documentary or physical evidence to ensure accuracy and authenticity.

POLICY 6.8.5

While reconstruction or reinstatement should return an element to a known earlier state, building practices or construction details which are known to be defective should not be adopted.

POLICY 6.8.6

As a rule repair and maintenance of significant fabric shall employ traditional materials and methodologies. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

POLICY 6.8.7 SALVAGE METHODOLOGY

A salvage methodology should be prepared to address the storage and potential reuse of significant architectural fabric that is proposed to be removed. The Salvage Methodology should be submitted to the Heritage Council or its delegate for approval prior to issue of a construction certificate.

6.9 TREATMENT OF FABRIC OF DIFFERENT GRADES OF SIGNIFICANCE

BACKGROUND

The conservation planning process, which is outlined within this Conservation Management Plan, has its guiding principle to protect and conserve the elements and fabric of the place that most clearly make a defining contribution to its significance. In consequence, conservation activities are assigned to the assessed level of significance (see Grading Diagrams Figures 4.10-4.15).

Some elements of the Education Building are important in their own right. However, in general, the elements are significant in regard to their contribution to the significance of the place as a whole.

POLICY 6.9.1

In general, future changes should be focused on areas or components which provide a lesser contribution to the overall significance and are, therefore, less sensitive to change.

POLICY 6.9.2

The grading of individual elements within the spaces may vary greatly (e.g. there may be individual elements of Little significance in a space identified as being of Exceptional significance) and hence each space or element should be considered in detail on a case-by-case or room-by-room basis. This assessment should be made by a qualified and experienced conservation architect or heritage consultant.

POLICY 6.9.3 ELEMENTS OF EXCEPTIONAL SIGNIFICANCE

- In areas of Exceptional significance, aim to retain all significant fabric as a first conservation option.
- Any work which affects fabric, spaces or relationships with an Exceptional assessed heritage value should be generally confined to preservation, restoration, or reconstruction.
- Work involving the alteration or reduction of a particular element may be an acceptable option where it is necessary for the effective reuse and proper function of the place and does not reduce the overall significance of the place.
- Give preference to changes that are reversible.
- Undertake all new work in accordance with the policies in this Conservation Management Plan.
- Prior to any change, full archival recording is essential.

POLICY 6.9.4 ELEMENTS OF HIGH SIGNIFICANCE

- In areas of High significance, aim to retain all significant fabric as a first conservation option.
- Any work which affects fabric, spaces or

relationships with an High assessed heritage value should be generally confined to preservation, restoration or reconstruction.
- If adaptation is necessary, minimise extent of change and impact on significance. Some adaptation of elements may be acceptable.
- Work involving the alteration or reduction of a particular element may be an acceptable option where it is necessary for the effective reuse and proper function of the place and does not reduce the overall significance of the place.
- Give preference to changes that are reversible.
- Undertake all new work in accordance with the policies in this Conservation Management Plan.
- Prior to any change, full archival recording is essential.

POLICY 6.9.5 ELEMENTS OF MODERATE SIGNIFICANCE

- In areas of Moderate significance, aim to retain all significant fabric as a first conservation option.
- Any work which affects fabric, spaces or relationships with a Moderate assessed heritage value should be generally confined to preservation, restoration, reconstruction or adaptation as defined in the *Burra Charter*.
- If adaptation is necessary, minimise extent of change and impact on significance. Some adaptation of elements may be acceptable.
- Work involving the alteration, reduction (or even the removal) of a particular element may be an acceptable option where it is necessary for the effective reuse and proper function of the place and does not reduce the overall significance of the place.
- Undertake all new work in accordance with the policies in this Conservation Management Plan.

POLICY 6.9.6 ELEMENTS OF LITTLE SIGNIFICANCE

Elements with a Little assessed significance are of slight heritage value and do not intrude on the place in a way that reduces significance. Both retention and removal are acceptable options.

POLICY 6.9.7 INTRUSIVE ELEMENTS

Intrusive elements reduce the overall significance of the place, despite their role as illustrations of continuing use. The preferred long-term option is for their removal or replacement in a way which helps retain or recapture the significance of the overall item.

POLICY 6.9.8

Where possible, damage or scarring to significant fabric caused by earlier fit-outs or service installations should be repaired to match the original and original fabric repaired.

POLICY 6.9.9

In order to reinstate, or reconstruct, parts of the building, sufficient information must be available to guide the design and documentation of the work. Such information includes documentary evidence, archaeological material and evidence held within the fabric of adjacent components. Reinstatement of missing fabric, or detailing known to be consistent with such traditional buildings, or reconstruction, should only take place within the context of retention of cultural significance of a particular element and of the building.

POLICY 6.9.10

Examples of any Exceptionally or Highly significant fabric or fittings that must be removed should be identified in a Salvage Methodology Report, catalogued in a Site Heritage Register, carefully dismantled and stored on-site for possible future reinstatement or repair. Ad hoc removal of significant fabric should not occur.

POLICY 6.9.11

Removal of any significant fabric, not identified in the current Stage 2 Approval SSD 7484 application, or its modifications, requires approval under the *NSW Heritage Act 1977*.

6.10 BUILDING EXTERIOR

BACKGROUND

All external (street) facades of the building to the top of the sandstone parapet are of Exceptional heritage significance. In recent times some intrusive modifications have been carried out to the facades of Loftus and Young Streets, with the replacement of certain original sandstone elements with unsuitably coloured Wondabyne grey sandstone.

Similarly modifications to the roof including the 1970s lift motor room and 1990s cooling towers are also considered to be of Little significance.

The Stage 1 Approval SSD 6751 approved a notional additional envelope for a vertical extension above part of the Education Building. It is accepted that additional development will be necessary to effectively facilitate the adaptive reuse of the Education Building as a hotel facility. Any vertical additions will need to be designed to retain and protect the sky lanterns over the Gallery, Annex and eastern spaces, and be setback from the stone parapet in a manner that respects and complements the building's significant architectural style, features and form.

POLICY 6.10.1 ROOF TOP SKY LANTERNS

The Exceptionally significant copper clad roof top sky lanterns with vents, located over the Gallery, Annex

and eastern spaces, have been variously modified and are in poor to fair condition. They are to be retained and conserved. Consideration should be given to repairing any damaged copper fabric to match and removing or repairing the currently inoperable interior sun blinds.

POLICY 6.10.2 ROOFTOP

The flat, trafficable nature of the rooftop at the northern end of the building, surrounding the sky lanterns, located over the Gallery, Annex and eastern spaces, should be retained, although the surface treatment can be upgraded.

POLICY 6.10.3 SANDSTONE FACADES

The Exceptionally significant sandstone clad facades are to be retained and conserved. As a rule there are to be no changes to existing window or door openings and no cutting or chasing with the exception that existing sandstone fabric below windows could be cut down to provide access to the currently inaccessible balconies. It may also be acceptable to sympathetically alter some Lower Ground window openings on the south west canted facade to increase public accessibility with advice from a heritage specialist in accordance with Policy 6.9.

POLICY 6.10.4

Any interventions for essential services compliance or operational requirements such as fire egress, Fire Brigade requirements, Ausgrid requirements, DDA or BCA compliance etc. should be carefully managed with the input of a conservation architect or heritage consultant. Dispensation options must be explored prior to any intervention.

POLICY 6.10.5 FENESTRATION

As a rule retain and conserve the existing steel framed windows with brass hardware located on the exterior sandstone clad facades. Any interventions required for essential compliance or operational purposes, such as glazing upgrading or increased accessibility, should be carefully managed with the input of a conservation architect or heritage consultant.

There is scope to sensitively alter or replace the steel windows, located above balconies on the exterior sandstone clad facades, if these openings are to be altered to provide access to the currently inaccessible balconies. There is also scope to alter or replace some of the steel windows and grilles in the Lower Ground window openings on the south west canted facade to increase public accessibility.

There is greater scope to further modify, relocate or remove the steel framed windows overlooking the modified courtyard light well.

POLICY 6.10.6 ENTRANCE DOORS

The Exceptionally significant timber entrance doors on Bridge and Loftus Streets must be retained and conserved.

The Exceptionally significant bronze clad entrance doors on Farrer Place must be retained and conserved.

Sympathetic alterations to the existing twin fire exits and service door on Young Street may be acceptable.

POLICY 6.10.7 ENTRANCE GATES AND SECURITY GRILLES

The Exceptionally significant painted steel entrance gates and security grilles should be retained and conserved.

Any interventions to improve accessibility or for essential services compliance or operational requirements such as fire egress, Fire Brigade requirements, Ausgrid requirements, DDA or BCA compliance etc. should be carefully managed with the input of a conservation architect or heritage consultant.

6.11 VERTICAL EXTENSION

POLICY 6.11.1 BUILDING FORM

Retain the existing sandstone-clad component of the historic building when seen from the public domain.

POLICY 6.11.2 VERTICAL EXTENSION

Vertical extensions up to the height identified in the Stage 1 Approval SSD 6751 (or its approved modifications) approved envelope are permissible.

POLICY 6.11.3

Any roof top additions must be designed in a well articulated manner, and to be scaled and sited such that they do not challenge the architectural scale, power and dominance of the main building volume.

POLICY 6.11.4

Any vertical additions should be designed to be setback from the stone parapet in a manner that respects and complements the building's significant architectural style, features, form and significant views.

POLICY 6.11.5

Additions involving any adverse intervention to the roof top sky lanterns, located over the Gallery, Annex and eastern spaces, should not be permitted.

POLICY 6.11.6

Any roof top additions must be of contemporary design, be of design excellence and must employ superior construction materials that are sympathetic to the significance and appearance of the historic building and its significant views.

6.12 COURTYARD LIGHT WELL

BACKGROUND

The form of the building with its central courtyard light well is a significant and integral feature of the design of the building. It was once critical to the amenity of the building in terms of natural lighting and ventilation. Currently it is highly modified, utilitarian and aesthetically disappointing.

In the context of the Stage 1 Approval SSD 6751 approved change of use, there may be opportunities to further modify the courtyard light well. There may be opportunities to explore a creative interpretation of the initial design concept for a formal landscaped courtyard setting.

POLICY 6.12.1

There is an opportunity to undertake sympathetic works in the modified courtyard area to increase its amenity and usefulness in the context of the new use.

POLICY 6.12.2

The light well courtyard should be retained, however the courtyard light well may be redesigned and fabric sensitively altered to better support the new approved use and, potentially, to creatively interpret the initial design concept for a formal landscaped courtyard setting.

POLICY 6.12.3

Any alterations and additions to the courtyard light well must be of design excellence and employ superior construction materials that are sympathetic to the significance and appearance of the historic building.

POLICY 6.12.4

It is acceptable to further alter or demolish the modified courtyard light well fabric including the 1929 toilet block to the south, the modified 1915 toilet block to the west and the 1990's steel and glass additions within the courtyard light well and other original or early fabric provided that the replacement courtyard light well fabric is of design excellence, that it effectively supports the new use and increases public access and enjoyment of this currently utilitarian space. The light well cannot be filled in.

6.13 SUBSURFACE DEVELOPMENT

BACKGROUND

The Stage 1 Approval SSD 6751 identifies an indicative subterranean building envelope below the Lands Building and Education Building, under Loftus Street, Farrer Place and Gresham Street.

POLICY 6.13.1 SUBSURFACE DEVELOPMENT

There is an opportunity to incorporate new subsurface development under the Education Building within the Stage 1 Approval SSD 6751 approved indicative subterranean envelope. New subsurface facilities may be developed subject to due consideration of archaeological constraints and provided it protects those elements and spaces that make a defining contribution to the building's heritage significance.

It is accepted that much of the Lower Ground Level slab will have to be replaced with a new concrete slab to span any new basement spaces.

Any proposed subsurface development should consider the historical archaeological potential of the site, in particular the potential for State significant archaeological deposits. Refer to Curio Projects Archaeological Assessment for further recommendations.

6.14 SUBTERRANEAN LINK

BACKGROUND

The Stage 1 Approval SSD 6751 identifies an indicative subterranean building envelope below the Lands Building and Education Building, under Loftus Street, Farrer Place and Gresham Street.

POLICY 6.14.1 SUBTERRANEAN LINK

A subterranean link between the Education and Lands Building may be developed subject to due consideration of archaeological constraints and provided it protects those elements and spaces that make a defining contribution to the building's heritage significance.

Any proposed subterranean link should consider the historical archaeological potential of the site, in particular the potential for State significant archaeological deposits. Refer to Curio Projects Archaeological Assessment for further recommendations.

6.15 BUILDING INTERIOR

BACKGROUND

The building structure, from both phases of its original construction, is of heritage significance.

The concrete slabs in both phases of the building are understood to be only approximately 100mm thick. In order to achieve BCA compliance it is understood that substantial sections of the concrete and steel structure will need to upgraded or replaced to meet seismic requirements.

POLICY 6.15.1 STRUCTURE

Aim to minimise demolition of structural elements of the original c.1915 and c.1930 building phases. It is accepted that substantial components of the original concrete and steel structure may need to be replaced or altered.

Penetrations, risers and alterations to the retained concrete slabs are to be minimised.

POLICY 6.15.2 STRUCTURAL SPECIALISTS

Advice regarding the repair or adaptation of structural elements in-situ should be sought from an engineer with specialist knowledge of the construction of early 20th century buildings.

BACKGROUND

The building, in both phases of construction, was designed on the open plan principle with lightweight timber and glass partitions or “borrowed lights” used for flexibility of fit-out and to facilitate natural lighting and ventilation. Subsequent changes have seen the original partitions removed.

POLICY 6.15.3 SUBDIVISION OF INTERNAL SPACES

Subdivision and installation of partitions is acceptable in the modified office areas of Moderate or Little significance. There should be no partitions installed abutting window glazing. All new partitions should generally be light weight, reversible.

POLICY 6.15.4 GUEST ROOM PLANNING

Guest rooms and bathrooms should be planned to minimise the impacts of required service risers.

BACKGROUND

The appropriate use of colour is an important aspect in the conservation and interpretation of historic buildings.

POLICY 6.15.5 COLOUR

Future exterior colour schemes should be informed by research of earlier schemes or be limited to those schemes commonly used on buildings of the period. Sandstone must not be painted.

POLICY 6.15.6

Strategic investigation of previous interior colour and decorative schemes should be undertaken by a suitably experienced consultant to determine if they might be suitable for full or partial reinstatement.

If full or partial reinstatement is not desired then consideration should be given to revealing a paint scraped panel of the significant original paint finishes in select locations if they are found to be of historic interest. This work should be carried out by a suitably experienced consultant and could become a component of the heritage interpretation of the building.

POLICY 6.15.7

New interior colour schemes are permissible providing that they are sympathetic to the presentation and significance of the building. If new colour schemes are instituted then care should be taken to retain evidence of historic paint finishes during surface preparation.

Any changes to exterior or interior colour schemes, details and finishes should be developed with the input of a suitably experienced conservation architect or heritage consultant.

POLICY 6.15.8 LOFTUS STREET VESTIBULE AND STAIRCASE

The significant Loftus Street vestibule and staircase must be retained and conserved. There is the potential to open up the modified eastern wall of the space to facilitate increased public visibility and accessibility.

POLICY 6.15.9 FARRER PLACE VESTIBULE AND STAIRCASE

The significant Farrer Place vestibule, which may become the main hotel entrance, should be retained and conserved. There is the potential to open up the modified northern wall of the space to facilitate increased public visibility and accessibility.

POLICY 6.15.10 BRIDGE STREET VESTIBULE AND STAIRCASE

The significant Bridge Street vestibule, remnant lower section of staircase and Level 2 landing, which could become a secondary hotel entrance, should be retained and conserved. There is the potential to reopen the original southern window openings.

POLICY 6.15.11 LEVEL 2 MINISTERIAL SUITE

The significant set of four offices including the Ministerial Boardroom on Level 2 must be retained and conserved.

POLICY 6.15.12 LEVEL 7 GALLERY AND ANNEX

The significant Level 7 Gallery and Annex should be retained and conserved. New uses should ideally exploit the grand sense of continuous space and the top lit nature of the rooms.

Opportunities to integrate the eastern spaces (also top lit) with the Gallery and Annex should be explored.

Opportunities could be explored to incorporate artwork into the space that reflects its historical role as an art exhibition space.

POLICY 6.15.13 LEVEL 7 STAIRCASE AND FARRER PLACE STAIRCASE

Any change to the northern Level 7 service staircase, that provides access from Level 7 to the roof, and the Farrer Place staircase must be managed under Conservation Policy 6.9.

POLICY 6.15.14 INTERIOR FITOUTS

Interior fitouts and furnishings should be of high quality contemporary design and character but remain respectful of the significance and presentation of the historic building.

6.16 PRINCIPLES FOR DESIGN OF NEW ELEMENTS

POLICY 6.16.1 NEW ELEMENTS

New elements should not attempt to replicate the original features. They should be of a contemporary design and character but remain respectful of the power and mixed character of the old, in accordance with Article 22.2 of the *Burra Charter*.

POLICY 6.16.2 DESIGN EXCELLENCE

New elements must be of design excellence and employ superior construction materials that are sympathetic to the significance and appearance of the historic building.

6.17 SERVICES

BACKGROUND

Few original historic building services appear to remain in the building.

POLICY 6.17.1

To achieve the most effective and efficient outcome the approach should be a 'whole of building' solution, rather than piecemeal.

POLICY 6.17.2 UPGRADE OF SERVICES

Ensure that the upgrading of services and/or planning for new services:

- Minimises the impact on significant fabric;
- Locates services in areas of lesser significance or areas already containing services;
- Uses the existing penetrations as much as possible; and
- Avoids areas of potential archaeological sensitivity.

POLICY 6.17.3 LOCATION AND VISUAL PRESENTATION OF NEW SERVICES

Location and visual presentation of new services within the building should generally remain subservient and respectful to the scale, dignity and presentation of the existing building.

POLICY 6.17.4

The introduction of new services within spaces identified as being of Exceptional significance requires careful attention. The work should aim to be reversible wherever possible, with minimal impact on significant fabric.

POLICY 6.17.5 RECORDING OF ORIGINAL OR EARLY SERVICES

Retain and conserve or record evidence of any original or early services if uncovered in the course of maintenance or proposed modifications to services installations.

POLICY 6.17.6 REDUNDANT SERVICES

Redundant, non-significant services should be removed carefully to avoid damaging original fabric.

POLICY 6.17.7 NEW SERVICES

Where new services or upgrading of existing services are required (communication, fire, electrical and plumbing), these should be sympathetic to the original design intent. They should be introduced discreetly in areas of lesser significance to avoid damage to significant fabric and avoid visual impact on significant spaces.

POLICY 6.17.8 CONSERVATION ARCHITECT / HERITAGE CONSULTANT

All proposed modifications and related penetrations should be approved by a conservation architect or heritage consultant on site.

BACKGROUND

The Stage 1 Approval SSD 6751 identifies an indicative subterranean building envelope below the Lands Building and Education Building, under Loftus Street, Farrer Place and Gresham Street and has approved the change of use of both the Education and Lands Building for hotel use.

POLICY 6.17.9

Because the Lands Building is of greater significance and more intact than the Education Building there is an opportunity to concentrate plant required for the entire development in the Education Building, thereby mitigating potential adverse impacts on the Lands Building.

6.18 CODE COMPLIANCE

POLICY 6.18.1

Required initiatives to meet the requirements of the National Construction Code (including the Building Code of Australia and the Plumbing Code of Australia) and other codes and standards must be carefully designed to avoid unacceptable adverse heritage impacts.

POLICY 6.18.2
Required initiatives to meet the requirements of public utilities, such as the NSW Fire Brigade and Ausgrid, must be carefully designed to avoid unacceptable adverse heritage impacts.

POLICY 6.18.3
Future adaptations and upgrades of the Education Building must aim to meet the requirements of the National Construction Code, particularly in regard to protection against fire. Where there is a conflict between the National Construction Code and the heritage significance of the building, alternative options to enable compliance should be investigated, including performance fire engineered solutions. However if it can be demonstrated that the alteration is absolutely essential then such alteration must be made in accordance with the policies in this Conservation Management Plan.

POLICY 6.18.4
If original or early architectural elements have to be removed or concealed in order to achieve code compliance, then the appropriate approach should be one of "reversibility" and the minimisation of damage. Dispensation options must be explored prior to any intervention.

POLICY 6.18.5
A strategy should be developed which seeks to address Code compliance from a whole of building perspective to avoid piecemeal solutions that may have an incremental adverse heritage impact.

6.19 ACCESS

BACKGROUND
An objective of the *Disability (Access to Premises - Buildings) Standard 2010,* made under the *Commonwealth Disability Discrimination Act 1992 (DDA)* is 'to ensure that dignified, equitable, cost-effective and reasonably achievable access to buildings, and facilities and services within the building, is provided for people with a disability'. However, if strict adherence to the provisions of the *DDA* is likely to have an adverse heritage impact on significant fabric, this may be considered unjustifiable hardship under the terms of the Act. In such cases expert consultancy advice should be sought to investigate alternative compliance provisions.

POLICY 6.19.1
The lessee and hotel operator is encouraged to investigate best international practice equitable access solutions to improve the accessibility of the building to all citizens and visitors, while retaining heritage significance in a manner that minimises impact.

POLICY 6.19.2
Any changes to the site required to improve public access should also be made in accordance with the other policies in this Conservation Management Plan.

POLICY 6.19.3
Where compliance with the DDA is likely to have an unacceptably adverse heritage impact on significant fabric, formal advice on alternative means of compliance shall be sought from expert consultants.

Where there is a conflict between the DDA and the heritage significance of the building (particularly the retention of fabric of Exceptional or High significance), alternative options to achieve compliance should be investigated and dispensation options explored prior to any intervention.

However, if it can be demonstrated that the alteration is absolutely essential then such alteration must be made in accordance with the policies in this Conservation Management Plan.

BACKGROUND
The Education Building is a significant public building within the Sydney CBD. Currently the public is only able to access the public foyers off Bridge Street and Farrer Place. A change of use as a hotel facility offers an opportunity to make this historic building more accessible to the public.

POLICY 6.19.4
The lessee and hotel operator must ensure that the public areas of the hotel remain publicly accessible and that members of the public, who may not be staying in the hotel, are able to access the public areas of the building.

Greater access to areas of the building which are normally only accessed by hotel guests should also be available on regular organised heritage tours.

6.20 SIGNAGE

BACKGROUND
Due to the detailed stone façade of the building opportunities for new external signage are limited.

POLICY 6.20.1 EXISTING BUILDING SIGNAGE
Where the historic names of the building, the Department of Education and the Department of Agriculture, are either inscribed in the historic trachyte or sandstone fabric of the building or on brass plaques or other metal signs above or beside major entrances, these exterior inscriptions and signs shall be retained and conserved.

Any historic references, integral to the fabric, to the Department of Education, the Department of Agriculture and the Department of Public Instruction that remain within the building should remain on site.

POLICY 6.20.2
All original and early internal signage assessed as being of High or Exceptional heritage significance must be retained either in situ or catalogued and stored on site to enable potential future reinstatement or reuse.

POLICY 6.20.3 NEW SIGNAGE
New signage should be:

- Easily removable without damage to the facade;
- Consistent in design to the architectural form of the building to which it is attached;
- Harmoniously integrated with the architecture of the building and should not obscure nor damage any significant features or heritage fabric.
- Of a high standard of materials, construction and graphics;
- Appropriately located on the building and of a compatible design and style, with appropriate lettering; and
- In accordance with a whole-of-building Signage Strategy addressing building, entrance, tenant, wayfinding, statutory, and interpretive signage.

POLICY 6.20.4
There is an opportunity to install a stand-alone sign in Farrer Place beside the main entry or for new signage to be located on the proposed vertical extension.

POLICY 6.20.5
Visually dominant illuminated signs affixed to the exterior of the building (other than statutory signs) are not appropriate.

6.21 LIGHTING

BACKGROUND
The Education Building has a grand sandstone façade of outstanding aesthetic quality. Appropriate external lighting could enhance the public's appreciation of the building.

POLICY 6.21.1
New exterior lighting should be:

- Carefully designed to complement the architecture of the building;
- Of high quality, visually recessive, discreet fittings;
- Appropriately located on the building and of a compatible design and style; and
- In accordance with a whole-of-building Exterior Lighting Strategy.

POLICY 6.21.2
Any exterior illumination of the building should highlight architectural features rather than floodlighting whole facades. Care should be taken to ensure that over-illumination does not occur. The fixing of any lighting and associated cabling to significant exterior fabric will require specialist advice in order to avoid any damage to heritage fabric.

POLICY 6.21.3
All original and early interior light fittings assessed as being of High or Exceptional heritage significance should be retained either in situ or catalogued and stored on site to enable potential future reinstatement.

6.22 INTERPRETATION

BACKGROUND
Interpretation is a valuable means of communicating the significance of a site to its current users and other members of the public. An Interpretation Strategy is a site specific document that identifies how this can be best achieved.

POLICY 6.22.1 INTERPRETATION STRATEGY
A separate Interpretation Strategy should be prepared by a suitably qualified consultant and its recommendations implemented.

POLICY 6.22.2
The Interpretation Strategy should be based on the principal themes related to all aspects of the site's heritage significance, and recommend appropriate and creative means of interpretation.

POLICY 6.22.3
The Interpretation Strategy should take into account the significant movable heritage items.

POLICY 6.22.4
As part of the change of use of the building the vacating Department could consider an archival and celebratory record of its heritage value as a public institution, potentially including:

- A well-researched and illustrated professional history, including personal stories of past and present occupants (i.e. oral histories);
- A professional digital video recording including personal stories of past and present occupants;
- An assessment of the Education Building's social significance to the community; and
- A 3D scanning of the building.

6.23 APPROPRIATE SKILLS AND EXPERIENCE

BACKGROUND

When conserving the heritage values of a place with considerable heritage significance such as the Education Building, it is particularly important to seek advice from heritage specialists (such as conservation architects, heritage consultants or historical archaeologists) when planning or implementing conservation works, repairs and maintenance or when proposing major changes to the place.

This input should be sought at the concept stage of any proposal, rather than seeking advice on potential impacts once a scheme has been developed and expectations set. This is likely to reduce the amount of redesign, and will ease potential problems and delays with the approvals process and the undertaking of work on site.

It is appropriate to engage a conservation architect or heritage consultant in any proposed work involving alteration to significant fabric. Technical advice and building work should only be undertaken by consultants and contractors with proven heritage experience and expertise in their relevant fields.

It is important that all staff and contractors who are physically undertaking maintenance, repairs or new work have an understanding of the key heritage values of the place. Many negative impacts occur unintentionally, despite careful planning because the on-site personnel were not aware of heritage issues, or are inexperienced in working with historic building fabric, traditional materials and building techniques, and in areas with archaeological potential.

POLICY 6.23.1

The approach to the conservation of the historic building fabric should be based on a respect for the existing significant fabric. Competent direction and supervision should be maintained at all stages, and any building, conservation, decorating or maintenance work should be implemented by professionals and/or tradespeople with appropriate conservation experience and knowledge of traditional building skills.

Where any significant fabric or spaces are to be disturbed, the advice of a suitably experienced heritage consultant or conservation architect is to be sought and implemented.

Similarly, where any archaeological advice or investigation is required, it is appropriate to seek the advice of a suitably experienced and qualified historical archaeologist.

POLICY 6.23.2

Prior to commencing work on the site all design professionals and tradespeople working on the Education Building should be required to undertake an induction on the heritage significance and sensitivities of the building and be provided with either access to the relevant sections of this Conservation Management Plan or a concise heritage information briefing note that explains the heritage significance and sensitivities of the building in accordance with Policy 6.3.6.

POLICY 6.23.3

Conservation work to the exterior sandstone clad facades shall be of the best quality craftsmanship, commensurate with the level of skills and quality of materials used in the original construction of the building.

6.24 ONGOING MAINTENANCE

BACKGROUND

Maintenance is the single most important process in the conservation of heritage items. To ensure the conservation of the cultural significance of the building it is essential that maintenance be undertaken in accordance with recognised conservation principles. Following completion of the conservation and adaptive reuse works, it is recommended that a programme of regular maintenance for the building be formally established, aimed at the prevention of deterioration of fabric. The ongoing maintenance programme should be closely co-ordinated with the policies of this Conservation Management Plan. It should be guided by the recommendations of various condition reports commissioned in recent years into specific elements such as steel windows, stonework etc.

POLICY 6.24.1

It is the responsibility of the building owner, lessee and hotel operator to insure that the building is maintained and repaired to standards that are not less than the *Minimum Maintenance and Repair Standards* imposed by the 1999 Amendments to the *NSW Heritage Act*.

POLICY 6.24.2

Ensure there is an ongoing commitment from the lessee to the development and implementation of a regular planned maintenance programme, to involve regular inspections and testing of all fabric and services with prompt follow up maintenance and repair if needed.

POLICY 6.24.3

Following completion of the conservation and major adaptive reuse works, the recommendations identified in the appended Ongoing Maintenance Schedule should be implemented. Regular inspections should

be carried out and remedial action taken to minimise deterioration of building fabric due to the effects of weathering and use under supervision of a heritage specialist.

POLICY 6.24.4
The Ongoing Maintenance Schedule should be supported by detailed reports commissioned from expert consultants - particularly in regards to the maintenance of sandstone facade fabric, steel windows, wrought iron gates and security grilles and copper lanterns.

POLICY 6.24.5
Schedule routine maintenance inspections and undertake regular maintenance of the building with particular emphasis on maintenance of elements of Exceptional and High heritage significance or elements of lower significance whose condition would affect elements of Exceptional and High heritage significance. Instigate maintenance as soon as deterioration is identified, so as to avoid more serious problems and costly capital works at a later date.

POLICY 6.24.6
In addition to regular maintenance activities, prompt preventative action and repair should be taken as necessary.

POLICY 6.24.7
The Ongoing Maintenance Schedule should be reviewed and updated every ten years or after major programmes of upgrading or reuse.

POLICY 6.24.8
No maintenance or repair work should negatively impact on the significance of the fabric. It is essential that maintenance works do not result in incremental negative heritage impacts, irreversible change or use of inappropriate materials.

POLICY 6.24.9 FINANCIAL RESOURCES
The lessee and hotel operator will be responsible to make adequate financial resources available for the development and implementation of a planned regular maintenance programme, to involve regular inspections and testing of all significant fabric and services relevant to such fabric, with prompt follow-up and repairs if needed.

POLICY 6.24.10 RESPONSIBILITY FOR MAINTENANCE PROGRAMME
The person(s) responsible for the implementation of the maintenance programme for the site should be familiar with good maintenance practices and the appropriate conservation methodology relevant to any proposed maintenance works.

POLICY 6.24.11 APPROPRIATE SPECIALISTS
All works, including regular inspections and maintenance of historic fabric, shall be undertaken and supervised by persons qualified and experienced in dealing with works of a specialist heritage nature and the particular materials involved.

POLICY 6.24.12
Ensure that repairs to historic fabric are undertaken using appropriate high quality materials and workmanship to match the existing historic fabric.

POLICY 6.24.13
Heritage management requirements and method specifications should be included in all maintenance and repair contracts that involve historic fabric.

POLICY 6.24.14
When planning maintenance and repair works to historic fabric, detailed specifications should be developed in consultation with an experienced heritage specialist. Note that some activities may be subject to approval under the *NSW Heritage Act 1977* (see Policy Section 6.29).

POLICY 6.24.15
An up-to-date record of all maintenance and repair work undertaken on the building shall be maintained by the lessee and hotel operator.

6.25 MANAGEMENT OF ABORIGINAL AND HISTORICAL ARCHAEOLOGICAL RESOURCES

BACKGROUND
Archaeological relics of local and State significance are protected under the *NSW Heritage Act (1977)* and Aboriginal objects and places are protected under the *National Parks and Wildlife Act (1979)*.

The Aboriginal and historical archaeological potential of the site has been assessed numerous times, and most recently, 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.

The Curio assessment concludes with respect to Aboriginal archaeology that the site does not contain any previously registered Aboriginal sites but would have been a focus for Aboriginal occupation prior to the establishment of the Sydney colony in 1788. The study area has been assessed by Curio Projects to have a *low level of potential* for Aboriginal archaeological deposits that would be of *high scientific significance* if found.

The Curio assessment concludes with respect to historical archaeology that the site has the potential to contain *State significant archaeological relics* associated with all phases of development at the site, including archaeological relics associated with Phase 1 – Establishment of the Colony (1788-1810), Phase 2 – Macquarie Era (1810-1876) and Phase 3 – Lands and Education Buildings (1876-1893). The Curio assessment considers it likely that the historical archaeological resource will have been subject to various levels of disturbance.

The management protocol for the discovery of unexpected Aboriginal objects at the site has been prepared by Curio Projects in consultation with the Aboriginal community and is identified in the report titled *Aboriginal Cultural Heritage Methodology and Methodology for Unexpected Aboriginal Archaeology – Sandstone Precinct, Bridge St, Sydney* prepared by Curio Projects, October 2016.

The policies in this Section have been formulated and provided by Curio Projects for inclusion in this Conservation Management Plan, as reproduced in italics below.

POLICY 6.25.1

Aboriginal objects and places, if unexpectedly discovered on the site, should be managed in accordance with an unexpected Aboriginal objects protocol developed for the site, contained within Appendix C of the Archaeological Assessment that is appended to this CMP, and must be conserved in accordance with the requirements of the National Parks and Wildlife Act (1979).

POLICY 6.25.2

Should significant Aboriginal objects and places be unexpectedly discovered, excavation should cease in the area, and project archaeologists and project Registered Aboriginal Parties contacted (as per 'Proposed Methodology for Unexpected Aboriginal Archaeology', Section 6.2 in Appendix C to the Archaeological Assessment by Curio Projects: Aboriginal Cultural Heritage Methodology and Methodology for Unexpected Aboriginal Archaeology). If required, following appropriate archaeological investigation, any significant Aboriginal objects and places should be interpreted within a suitable location on site, in an appropriate form, where relevant. Consultation with the Aboriginal community identified as having a cultural connection to the site would help to inform an appropriate interpretative outcome.

POLICY 6.25.3

All bones uncovered during project works should be treated with care as they have the potential to be human remains. The project-specific Excavation Director will need to assess the remains to determine if they are human, or non-human. Additional specialist advice may need to be sought (a qualified forensic or physical anthropologist). If the unidentified bones are determined to be human, the likely ancestry (Aboriginal or non-Aboriginal) and burial context (archaeological or forensic) will need to be determined. If the unidentified bones are from a recently deceased person (less than 100 years old), the police must be notified immediately as per the obligations to report a death or suspected death under Section 35 of the Coroner's Act 2009 (NSW). It should be assumed that the police will then take command of the site until otherwise directed. If the bones are likely to be older than 100 years old, and potentially Aboriginal, then the Metropolitan Local Aboriginal Land Council, and OEH Heritage Team must be notified immediately. If the bones are likely to be older than 100 years old, and likely to be non-Aboriginal then the NSW Heritage Division and DPE must be notified immediately.

POLICY 6.25.4

As the site has been identified as having the potential to contain State significant relics (Curio, 2016), subsurface disturbances must be designed to have as little impact, as is practical, so that the destruction of, or disturbance to potential State significance resources is minimised as much as possible.

POLICY 6.25.5

Where works are proposed to be carried out in close vicinity to known or potential archaeological relics that are proposed to be retained in situ (i.e. not intended to be impacted upon by the proposed development works), appropriate strategies must be put in place to ensure that all construction work, including the use of heavy machinery, will not accidentally disturb or compact any relics proposed to be conserved.

POLICY 6.25.6

Prior to the commencement of any works that may result in the discovery, disturbance or destruction of historical archaeological relics of State or local significance on site an archaeological assessment prepared for the site by an appropriately qualified historical archaeologist in accordance with the NSW Heritage Council "Archaeological Assessment Guidelines" (1996) must be used as the basis for determining an appropriate mitigation for any proposed historical archaeological impacts.

POLICY 6.25.7

Prior to the commencement of any works within the curtilage of the site that may result in the discovery, disturbance or destruction of historical archaeological relics of State or local significance, an archaeological Research Design and Excavation Methodology must be prepared by an appropriately qualified historical archaeologist. The proposed research design and excavation methodology must be approved by the

NSW Heritage Division in accordance with a Section 60 application under the NSW Heritage Act (1977) prior to the commencement of works onsite. Where the proposed works form part of a State Significant Development Application, a S60 application would not be required to be submitted to the NSW Heritage Division. Instead, the consent authority would be the Department of Planning and Environment.

POLICY 6.25.8

An appropriately qualified historical archaeological Excavation Director who meets with the NSW Heritage Council State Significant Excavation Director requirements must be nominated as the Excavation Director for any excavation or ground works program that is likely to impact on areas with the potential to contain historical archaeological relics. The Excavation Director is required to undertake all archaeological investigations, including archaeological monitoring and detailed salvage excavations, in accordance with an approved Research Design and Excavation Methodology, as outlined in policy 6.24.7.

POLICY 6.25.9

The Education Building has the potential to contain archaeological resources of significance within the fabric of the building itself, including in the roof, wall cavities and between floor spaces. It is recommended that a suitability qualified historical archaeologist investigate and record any resources discovered, including the provenance of the find(s), as part of the overall heritage works on site. Prior to commencement of this investigation, an Archaeological Research Design and Methodology should be prepared to guide this process.

POLICY 6.25.10

Suitable clauses must be included in all contractor and subcontractor contracts to ensure that onsite personnel are aware of their obligations and requirements in relation to the archaeological provisions of the NSW Heritage Act. These contracts must also specify obligations which need to be met under the National Parks and Wildlife Act 1974 relating to Aboriginal objects or places.

POLICY 6.25.11

An unexpected archaeological finds protocol must be prepared and disseminated to all site personnel, including contractors and sub-contractors, involved in ground disturbance works prior to the commencement of any proposed works on site.

POLICY 6.25.12

Where an archaeological investigation yields significant evidence either in the form of new information and/or the discovery of significant relics, onsite interpretation of the archaeological program is to be undertaken within suitable publicly accessible locations on site. Consideration should be given to in situ retention of significant structural remains, where practical, as part of the interpretative options for the site.

POLICY 6.25.13

A central repository should be identified for the safe keeping of any archaeological relics or information that requires removal during site works.

6.26 MOVABLE HERITAGE

BACKGROUND

In the context of the planned relocation of the Department to alternative accommodation, GPNSW has commissioned a *Movable Heritage Review of the Former Department of Education Building, 35 Bridge Street, Sydney* from Musecape, dated June 2016.

POLICY 6.26.1 MOVABLE HERITAGE

The recommendations of the *Movable Heritage Review of the Former Department of Education Building, 35 Bridge Street, Sydney* from Musecape, dated June 2016 should be implemented.

POLICY 6.26.2 CUSTODIANS OF MOVABLE HERITAGE

If the Department chooses to retain some of its movable heritage collection within the Education Building (in accordance with the recommendations of the *Movable Heritage Review*) then an experienced movable heritage curator should be engaged by the lessee and hotel operator to update the Musecape report into a Movable Heritage Collections Management Plan. The Movable Heritage Collections Management Plan should provide detailed recommendations on the future conservation management, display conditions, security and location of each identified movable heritage item.

POLICY 6.26.3 MOVABLE HERITAGE CURATOR

An experienced movable heritage curator should be engaged by the lessee and hotel operator to manage the collection and advise the lessee about its obligations regarding the heritage management framework and care of the movable heritage items.

POLICY 6.26.4

If the Department chooses to retain some of its movable heritage collection within the Education Building, the lessee and hotel operator should endeavour to utilise movable heritage items as part of their Heritage Interpretation of the place.

6.27 RECORD KEEPING

BACKGROUND

In accordance with best practice heritage management the lessee and hotel operator should ensure that an accurate record is kept of changes to significant fabric and elements and that documents relating to the building are archived. Articles 27 and 32 of the *Burra Charter* discuss the importance of continuing to create records about conservation activities and other work occurring at heritage places to inform future understanding of a place and its heritage significance. This article also emphasises the importance of keeping a collection of records about the history of a place.

Archival recording is one tool for allowing the characteristics of a place to be conserved in the historic record when changes are proposed. Archiving documents relating to the use of the place is a way of conserving information about changing management or operational practices.

POLICY 6.27.1 PHOTOGRAPHIC ARCHIVAL RECORDING

A photographic archival recording should be carried out in accordance with the NSW Heritage Office publication: *Photographic Recordings of Heritage Items Using Film or Digital Capture* before any major changes are carried out to the building.

POLICY 6.27.2

The lessee and hotel operator is to maintain an archival record of changes to the building and to store such an archive in a single location accessible to all future decision makers and researchers. Records could include, but not be limited to, file notes or memos, logbooks, copies of heritage impact assessments or works proposals and works contracts.

POLICY 6.27.3 EXISTING ARCHIVE RECORDS

While the building owner has responsibility to maintaining the existing archive material the lessee should have ready ongoing access for research and interpretive purposes.

POLICY 6.27.4 FUTURE ARCHIVED RECORDS

Ensure that all future archived records are able to be searched and accessed by future researchers.

6.28 CONSERVATION MANAGEMENT PLAN

BACKGROUND

The effectiveness of this Conservation Management Plan depends upon it being implemented. This Conservation Management Plan provides a framework for the management of heritage issues in relation to the adaptive re-use of the Education Building and, in the long term, aims to ensure that the identified heritage significance of the building is retained and maintained.

Circumstances will change over the years as various recommendations are implemented and new user requirements emerge. Conservation policies will need to progressively respond to changing situations if they are to remain relevant and effective in the protection and conservation of the Education Building.

It is essential that all persons involved in decision making that might affect the building are made aware of the process, which is to be followed when proposing maintenance, repairs or other work affecting significant fabric.

POLICY 6.28.1 ADOPTION OF THE CONSERVATION MANAGEMENT PLAN

This Conservation Management Plan must be adopted by the owner, lessee and hotel operator as one of the bases for the ongoing management of the Education Building. The intention at all times should be to protect and enhance the cultural significance of the place.

BACKGROUND

This Conservation Management Plan for the Education Building proposes a framework for the adaptive reuse and maintenance of the building. Circumstances, however, will change over the years as various recommendations are implemented and new user requirements emerge.

Conservation Policies need to progressively respond to changing situations if they are to remain relevant.

POLICY 6.28.2 REVIEW OF CONSERVATION MANAGEMENT PLAN

The Conservation Management Plan should be reviewed no less than every five years and after the redevelopment is complete. It may be useful for this Conservation Management Plan to be updated once the approved adaptive reuse works are complete to assist in the appropriate management of the building moving forward.

Reviews of the Conservation Management Plan should be based on the *Burra Charter* and other guidelines provided by the Heritage Division of the NSW Office of Environment and Heritage.

Reviews should also take into account any other relevant legislation, planning framework, appropriate literature and widely recognised conservation practices and procedures. They should be undertaken by experienced conservation practitioners, in conjunction with relevant ownership and management representatives.

POLICY 6.28.3 DISTRIBUTION OF THE CONSERVATION MANAGEMENT PLAN

Copies of the final Conservation Management Plan should be made available to the relevant consent authorities and all relevant staff, contractors, consultants, and property managers engaged in the management of the building. Copies of this Conservation Management Plan should be deposited with the following public access repositories:

- State Library of NSW;
- NSW Heritage Division, Office or Environment and Heritage; and
- City of Sydney Archives.

6.29 APPROVALS

POLICY 6.29.1 OWNER'S CONSENT

Any future development proposals for the Education Building must be submitted to the building owner (currently GPNSW) for owner's consent. Prior to seeking owner's consent the advice of an experienced heritage practitioner should be sought and implemented.

POLICY 6.29.2 CONSENT AUTHORITIES

Once owner's consent has been granted all developments applications must generally be referred to the City of Sydney Council for approval. As the Education Building is listed on the NSW State Heritage Register, any works proposed also require approval from the NSW Heritage Council, under Section 60 of the *NSW Heritage Act*. Some minor works can be confirmed by the NSW Heritage Council, or its delegate, to be exempt from the need to seek a section 60 approval. Approvals from local council and under the *NSW Heritage Act* are switched off in the context of a State Significant Development approvals process.

POLICY 6.29.3

Additional permits may be required to manage unexpected finds of Aboriginal material under the *NPWS Act 1979* with reference to the policies in Policy Section 6.25.

BACKGROUND

The *NSW Heritage Act* allows the Minister responsible, on the recommendation of the NSW Heritage Council, to grant exemptions for certain activities which would otherwise require approval under Section 60 of the *NSW Heritage Act*.

There are two types of exemptions which can apply to a heritage item listed on the State Heritage Register. These are:

- Standard exemptions for all items on the State Heritage Register. Typical activities that are exempted include building maintenance, minor repairs, alterations to certain interiors or areas and change of use.

- Site specific exemptions for a particular heritage item can be approved by the Minister on the recommendation of the Heritage Council.

POLICY 6.29.4 STANDARD EXEMPTIONS

The Standard Exemptions as issued by the NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) in 2006 apply to the on-going heritage management works at the site that are only minor in nature and will have minimal impact on the heritage significance of the place.

Some exempted works require that an application for exemption be lodged with the Heritage Division of the NSW Office of Environment and Heritage as delegate of the NSW Heritage Council.

POLICY 6.29.5 SITE SPECIFIC EXEMPTIONS

Following the successful completion of the approved works to adapt the building for a viable future, the lessee and hotel operator should engage an experienced heritage specialist to liaise with the NSW Heritage Council and the City of Sydney Council to develop an agreed list of site specific exemptions in order to streamline the efficient on-going management of the building.

6.30 FUTURE AMENDMENTS TO STATE HERITAGE REGISTER LISTING

BACKGROUND

Following the successful completion of the approved works, the State Heritage Register (SHR) listing of the Education Building should be updated to address the following issues that are currently unresolved.

POLICY 6.30.1 SHR LISTING

Upon completion of the adaptive reuse scheme, including associated archaeological investigations, the history, description and Statement of Significance identified in the SHR listing should be updated to reflect any additional research information as well as the adaptive reuse changes.

POLICY 6.30.2 EXEMPTIONS

The SHR listing for the Education Building should be amended to include the future site specific exemptions that are to be developed in consultation with the Heritage Council following completion of the adaptive reuse works.

6.31 FUTURE AMENDMENTS TO CITY OF SYDNEY LISTING

BACKGROUND

Following the successful completion of the approved works, the City of Sydney's heritage inventory sheet listing of the Education Building should be updated.

POLICY 6.31.1 CITY OF SYDNEY LISTING

Upon completion of the adaptive reuse scheme, including associated archaeological investigations, the history, description, Statement of Significance and Recommended Management sections of the City of Sydney's heritage inventory sheet listing should be updated to reflect any additional research information as well as the adaptive reuse changes.

7.0

IMPLEMENTING THE PLAN

7.1 INTRODUCTION

This Conservation Management Plan has been prepared to provide guidelines for the conservation and adaptive reuse of the Education Building and to ensure that the heritage value of the place is maintained and enhanced.

This section sets out the implementation guidelines for the policies.

7.2 MANAGEMENT PRINCIPLES

The current lessee and the hotel operators are to:

- Review and adopt this Conservation Management Plan.
- This Conservation Management Plan should be sent to the NSW Heritage Council for its endorsement.
- Ensure funding for recurrent long-term maintenance.
- Ensure the buildings remain publicly accessible.

8.0

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APPENDIX ONE: HISTORICAL PLANS

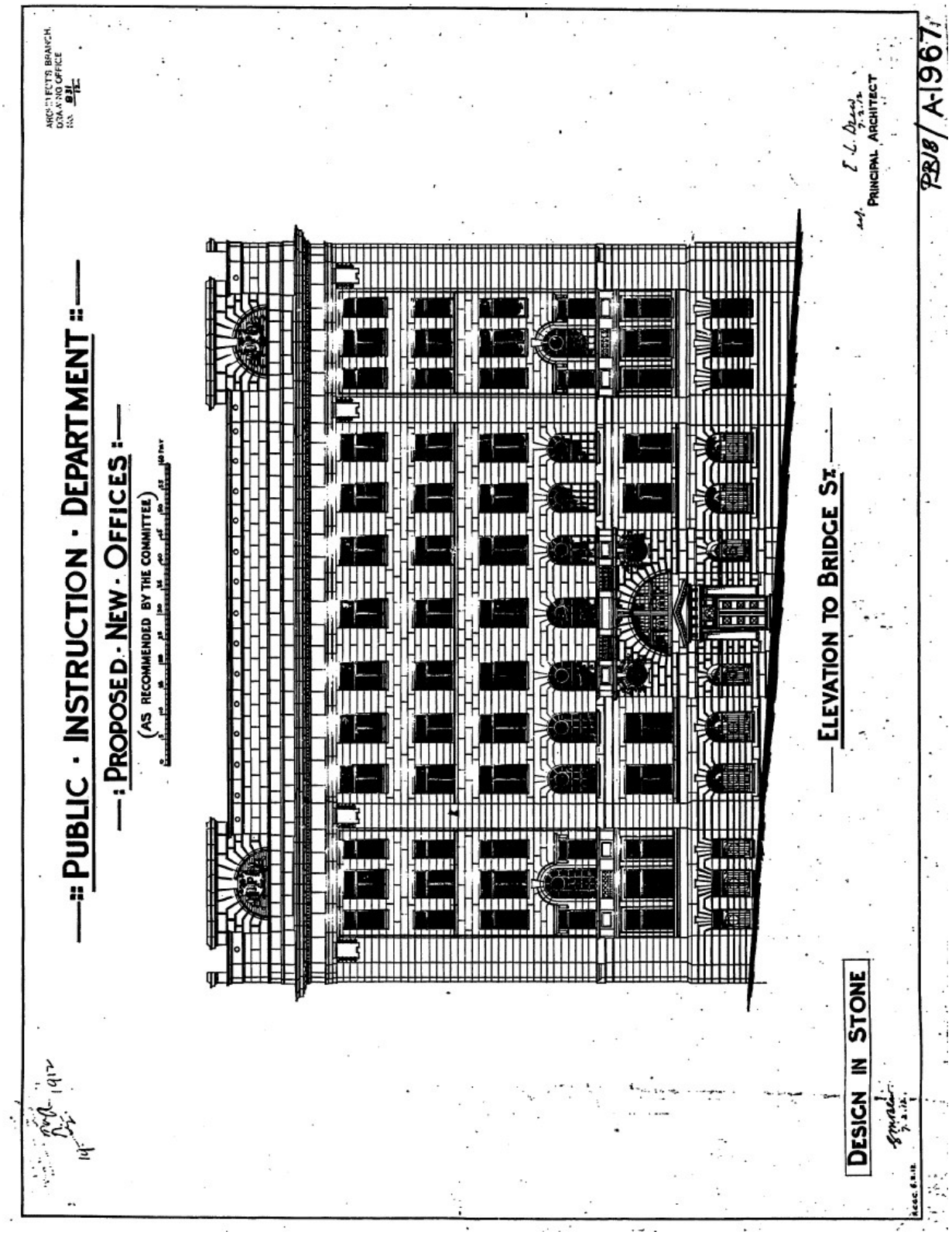


Figure A.1
Education Building, "Elevation to Bridge Street", February 1912, signed by E. L. Drew and G. M. Blair
Source: Provided by GPNSW

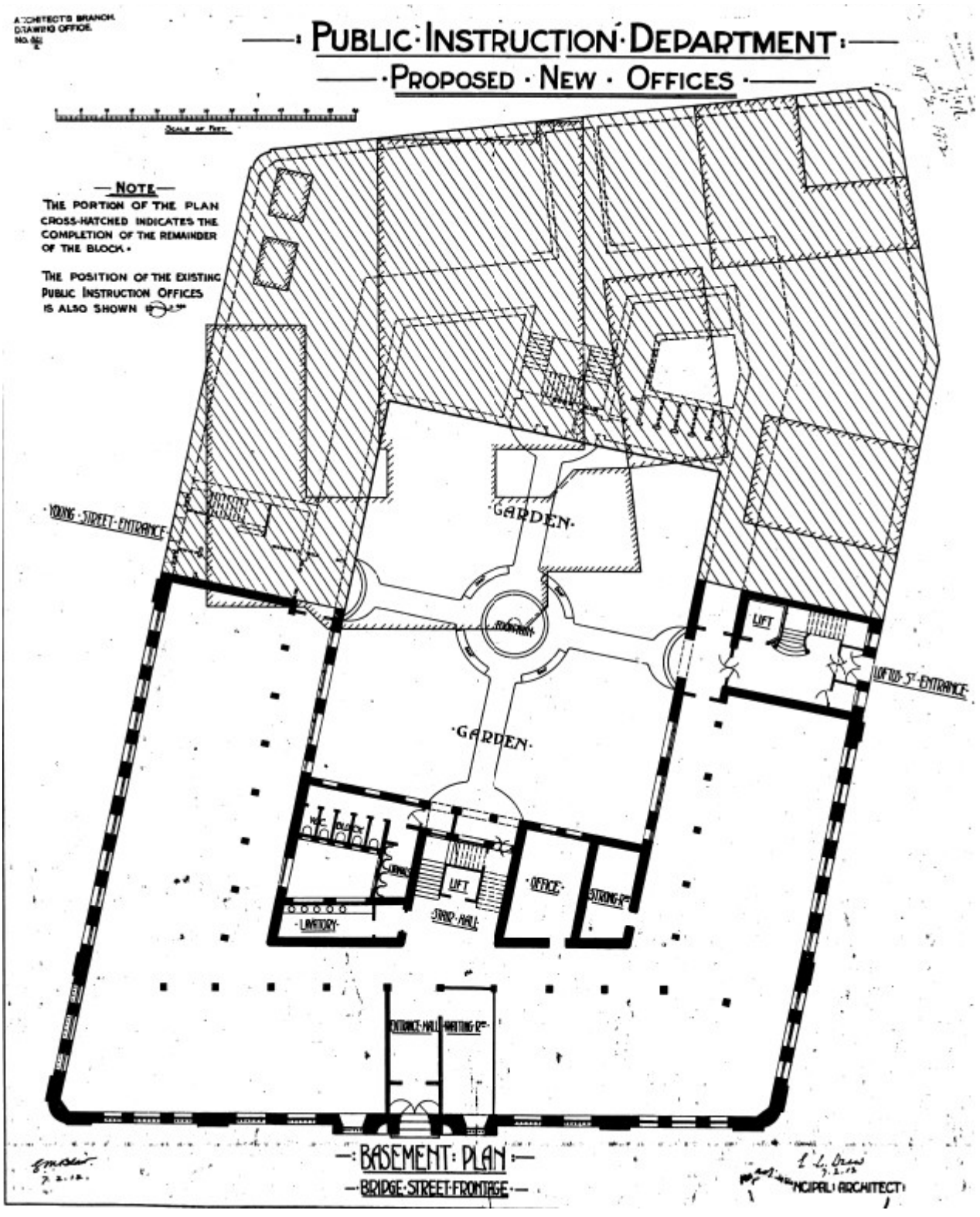


Figure A.2
Education Building, "Basement Plan Bridge Street Frontage", February 1912, signed by E. L. Drew and G. M. Blair
Source: Provided by GPNSW

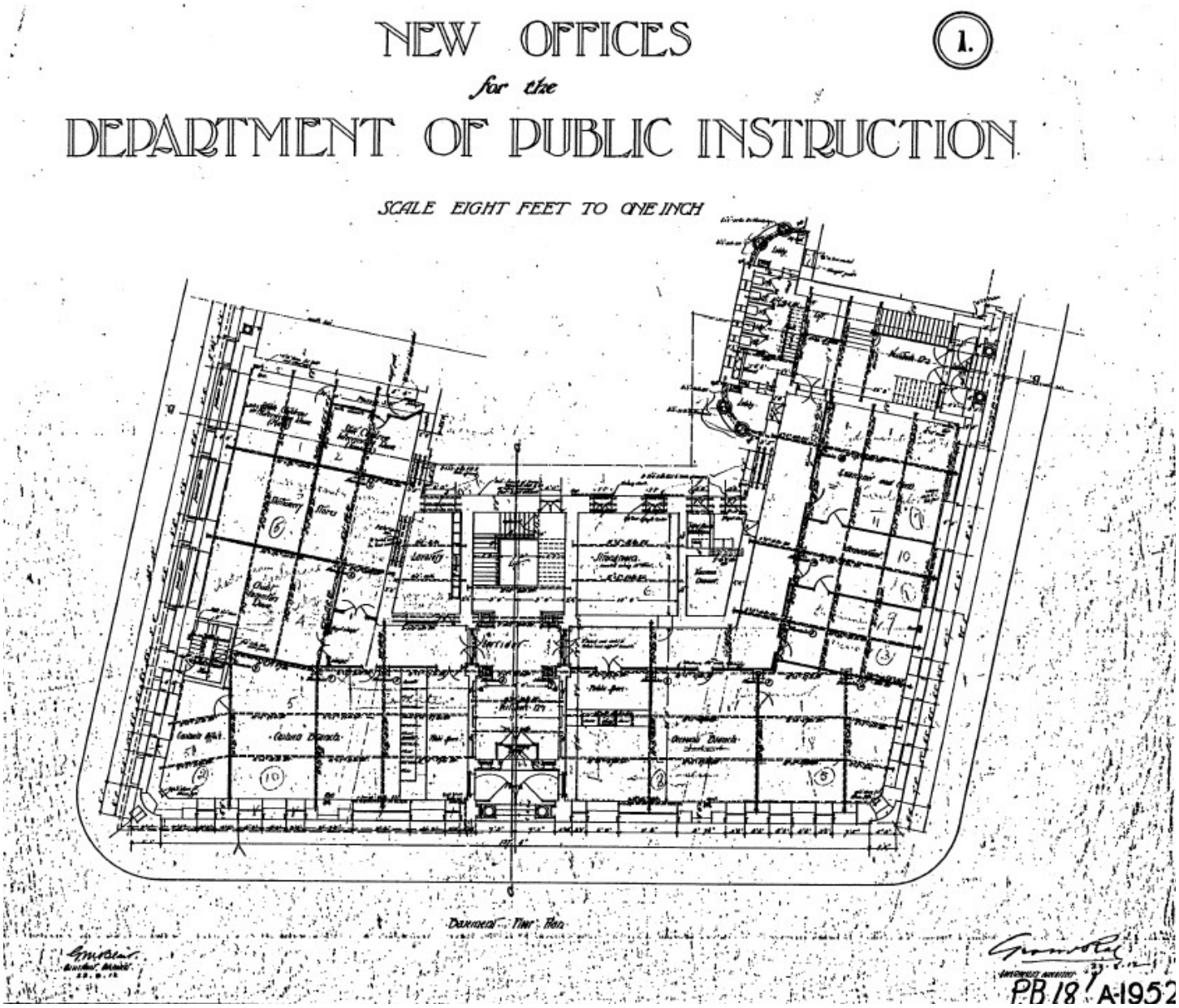


Figure A.3
Education Building Stage 1, "Basement Floor Plan", August 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

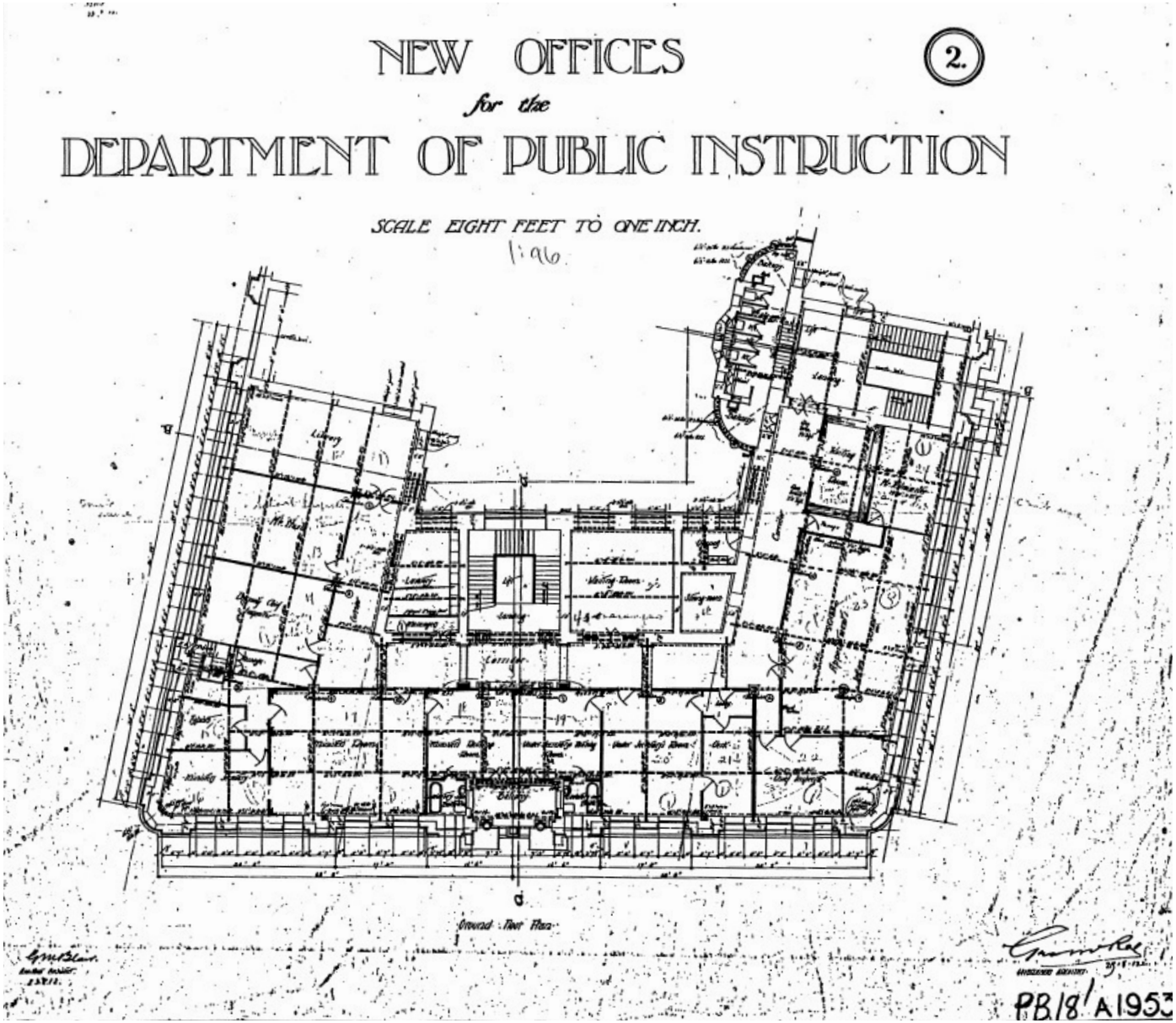


Figure A.4
Education Building Stage 1, "Ground Floor Plan", August 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

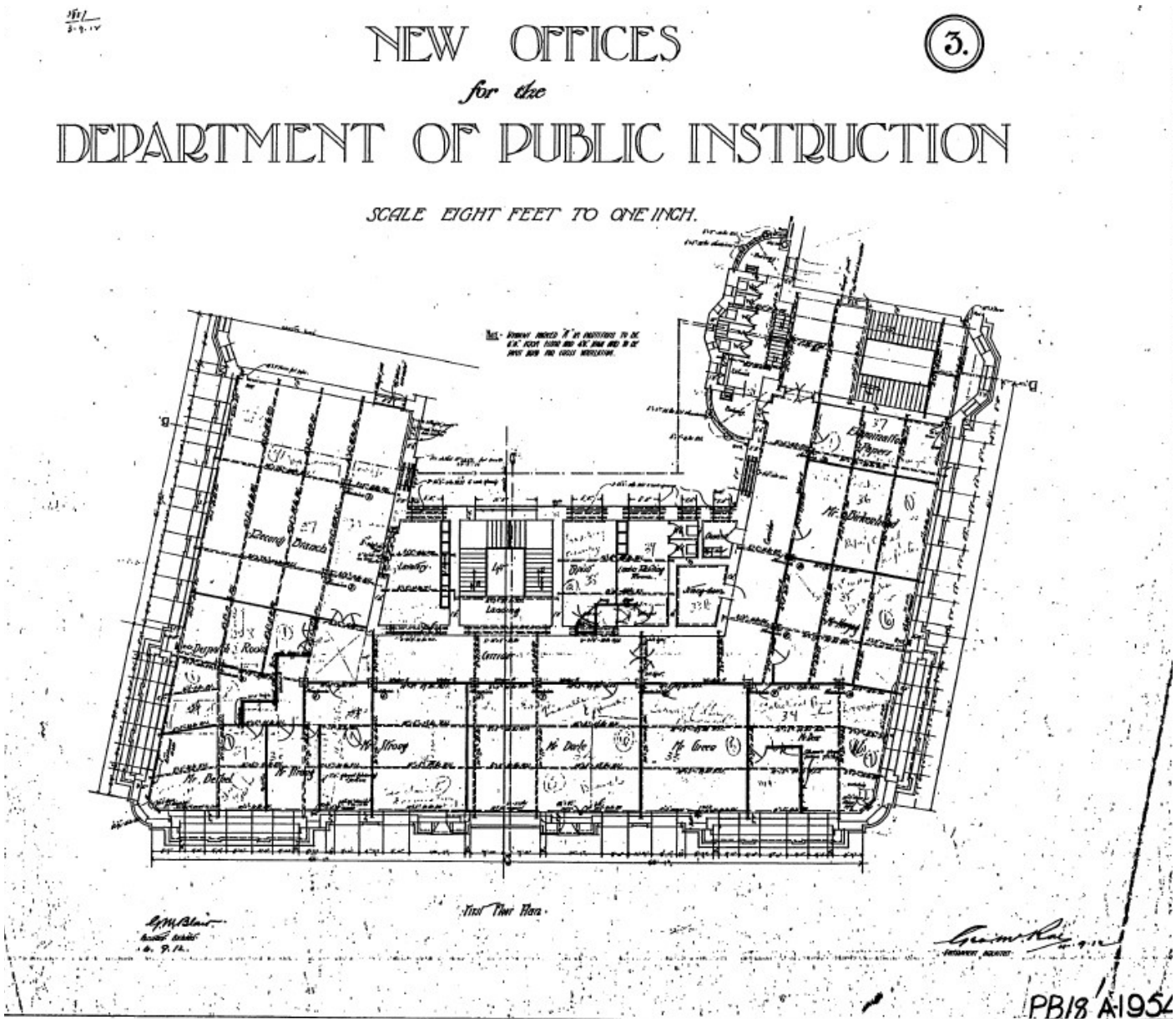


Figure A.5
Education Building Stage 1, "First Floor Plan", September 1912, signed by G. McRae and G. M. Blair
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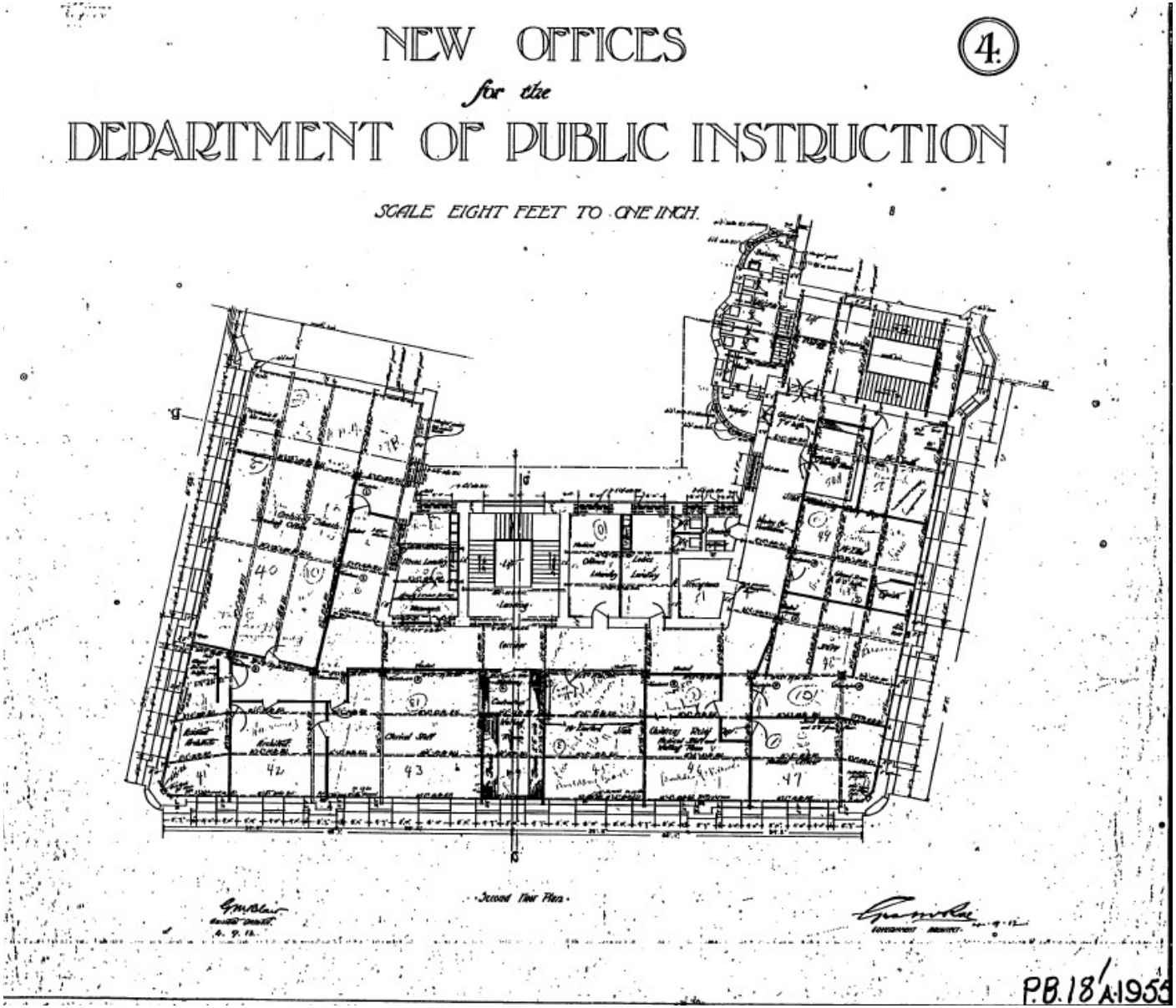


Figure A.6
Education Building Stage 1, "Second Floor Plan", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

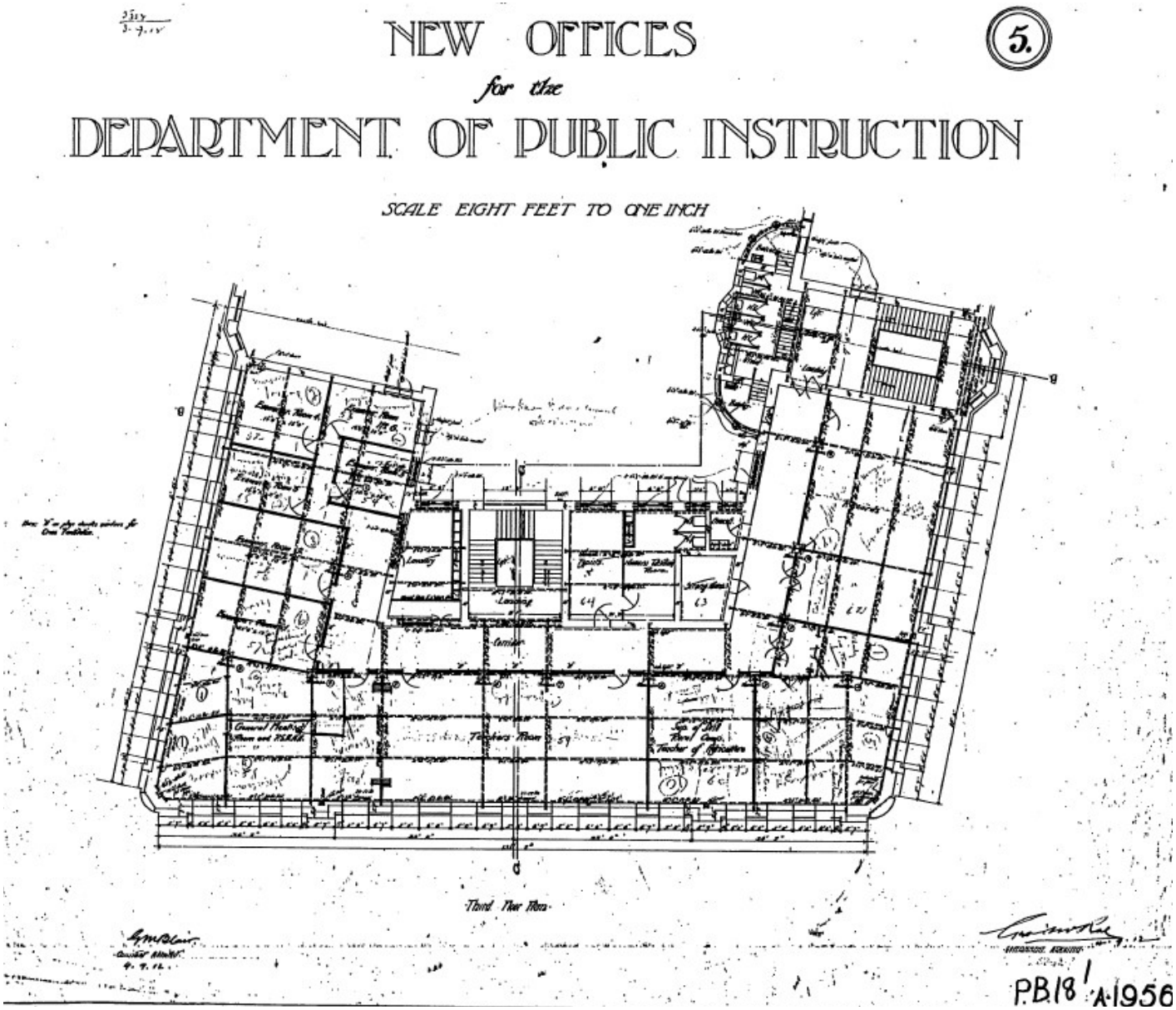


Figure A.7
Education Building Stage 1, "Third Floor Plan", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

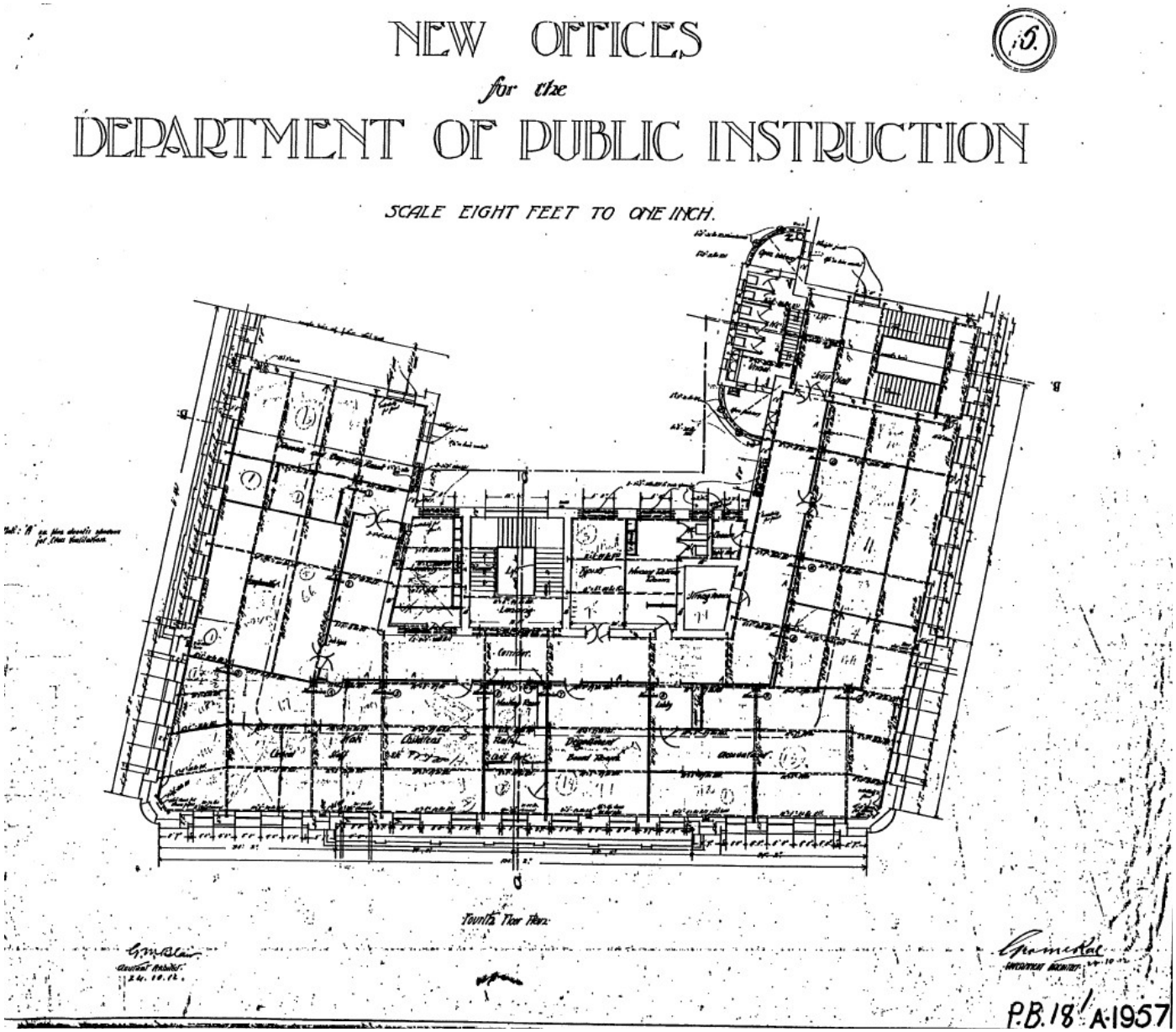


Figure A.8
Education Building Stage 1, "Fourth Floor Plan", October 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW



Figure A.9
Education Building Stage 1, "Elevation to Bridge Street", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW



Figure A.10
Education Building Stage 1, "Elevation to Loftus Street", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

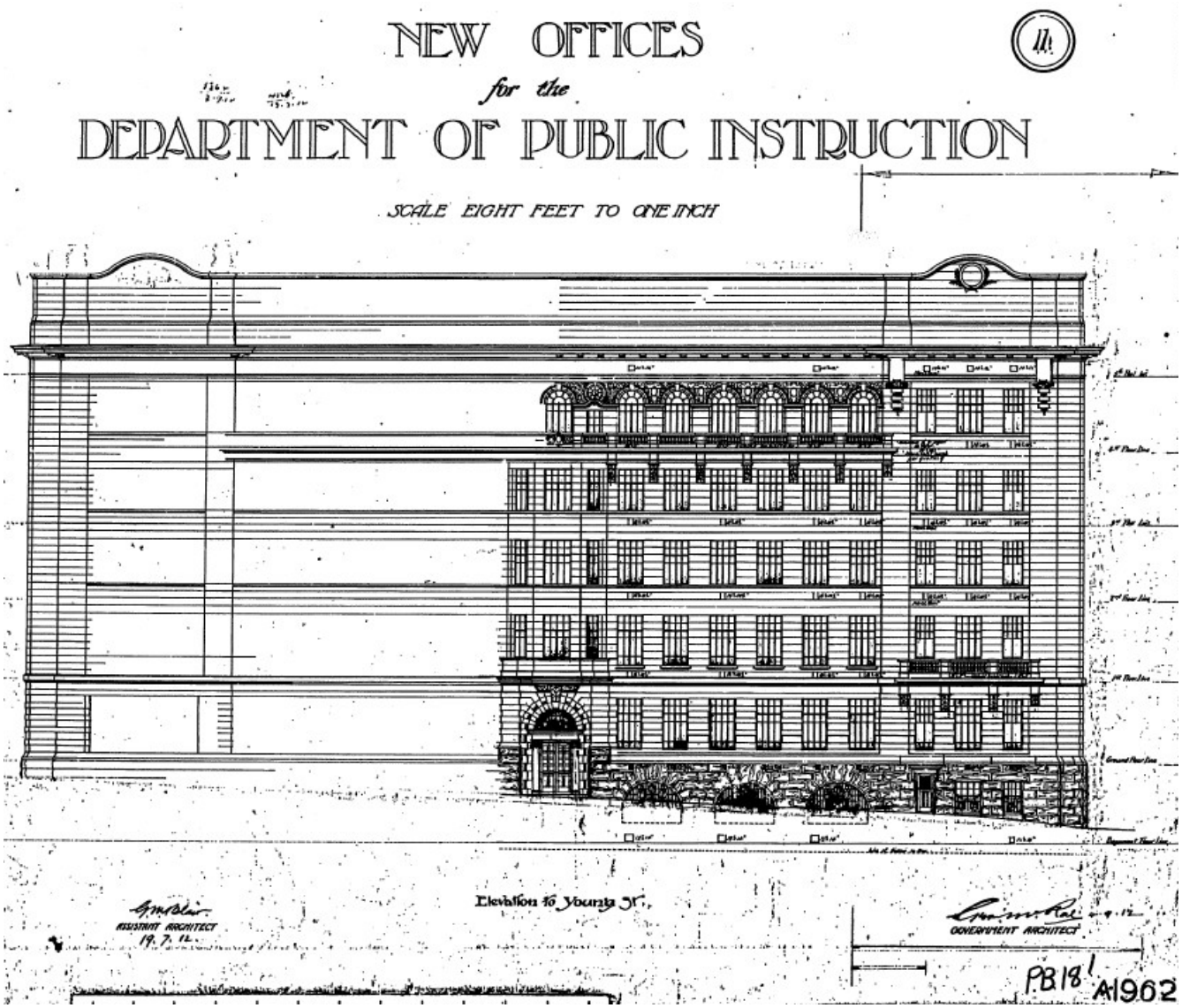


Figure A.11
Education Building Stage 1, "Elevation to Young Street", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

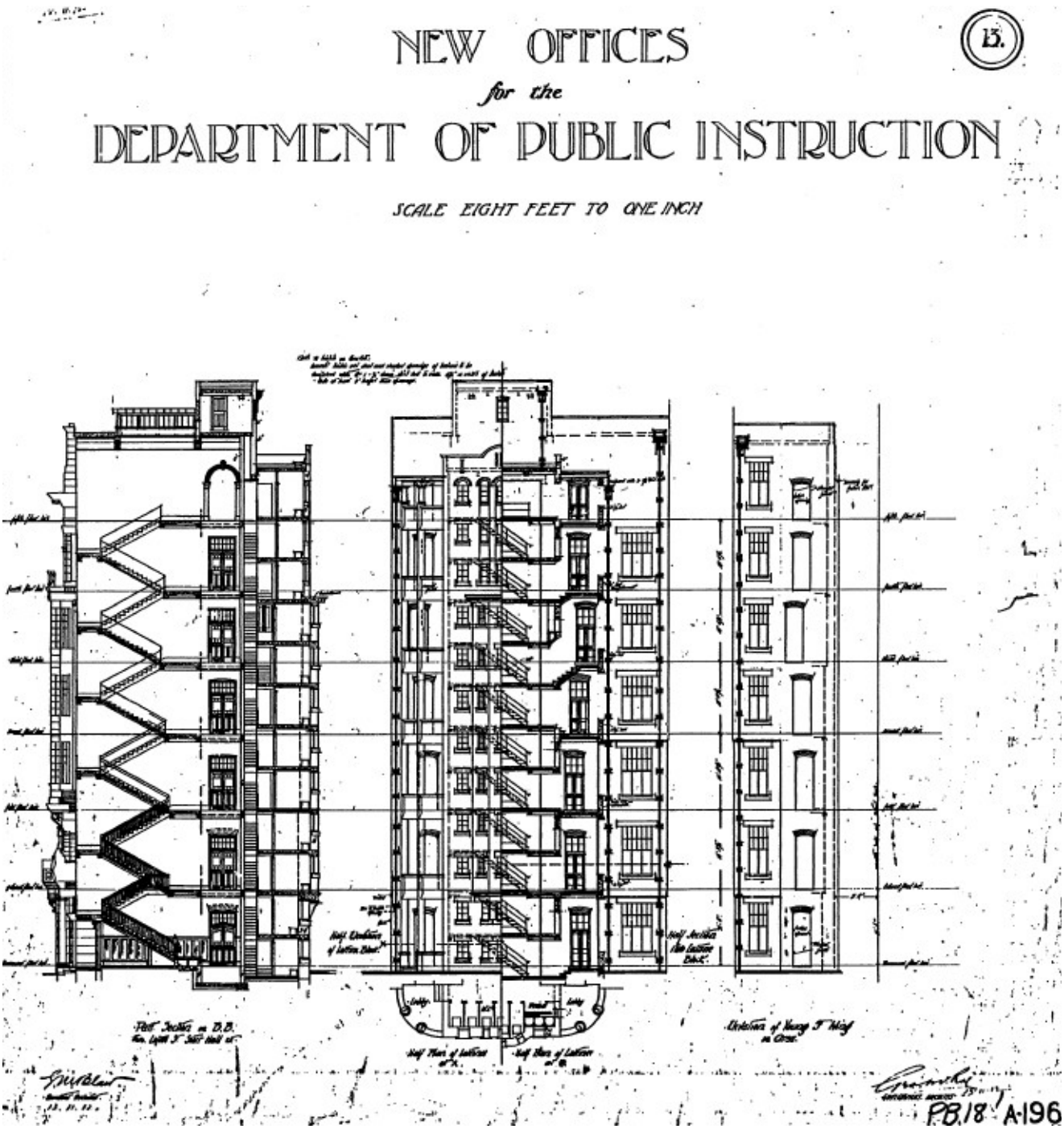


Figure A.12
Education Building Stage 1, Sections and "Elevation of Young Street Wing", November 1912, signed by G. McRae and G. M. Blair
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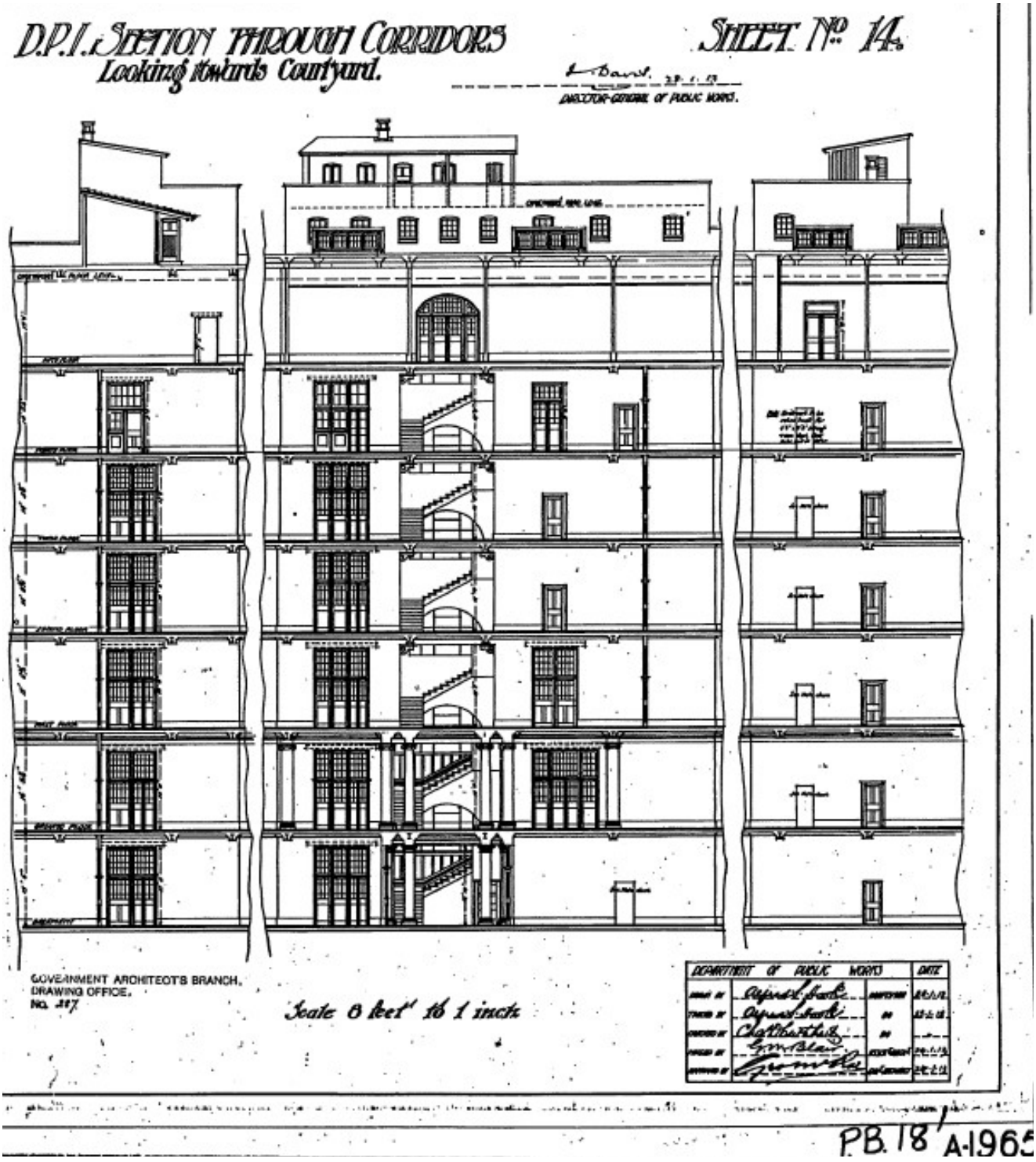


Figure A.13
Education Building Stage 1, "Section through Corridor", January 1913, signed by G. McRae and G. M. Blair
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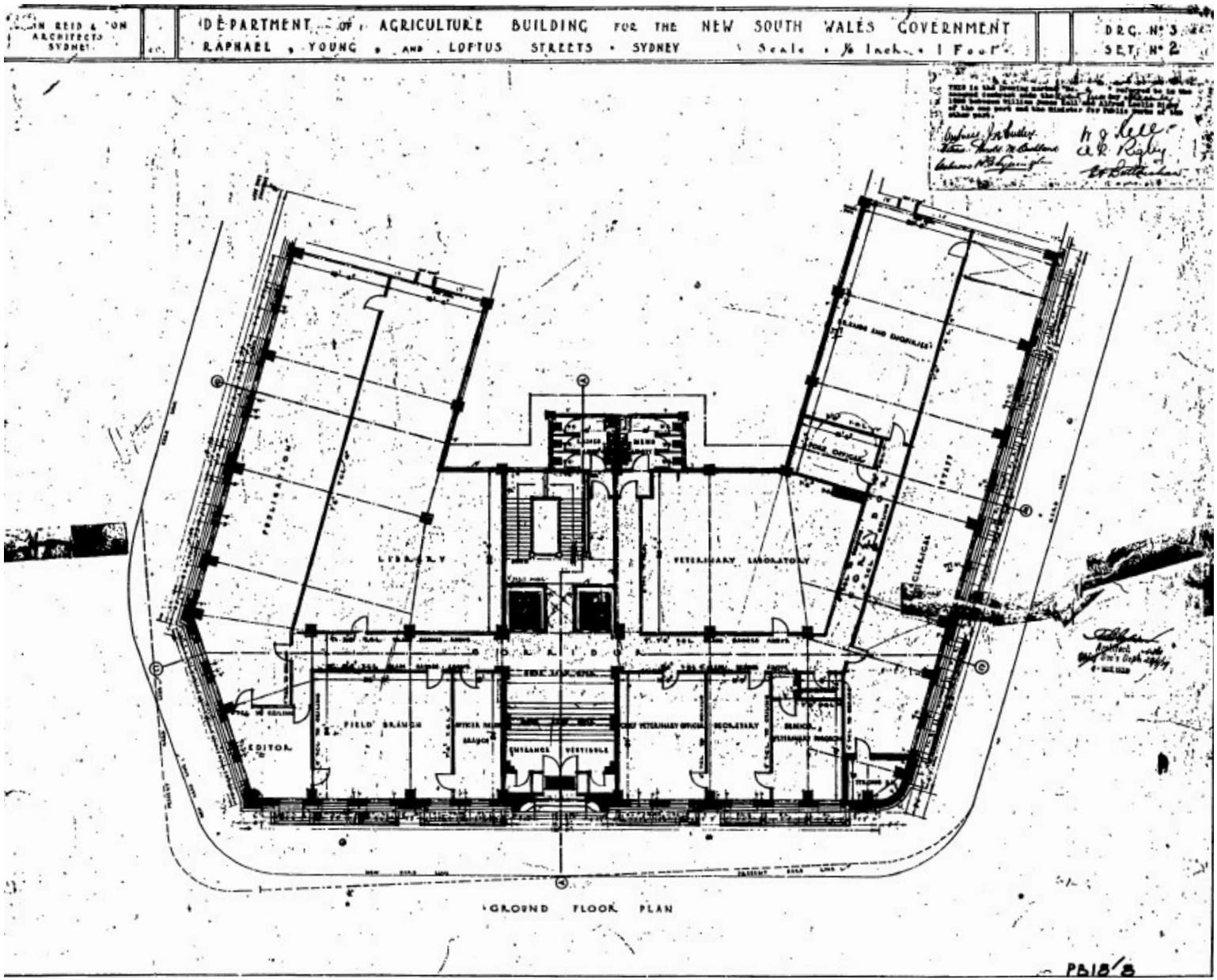


Figure A.14
Education Building Stage 2 - Department of Agriculture, "Ground Floor Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

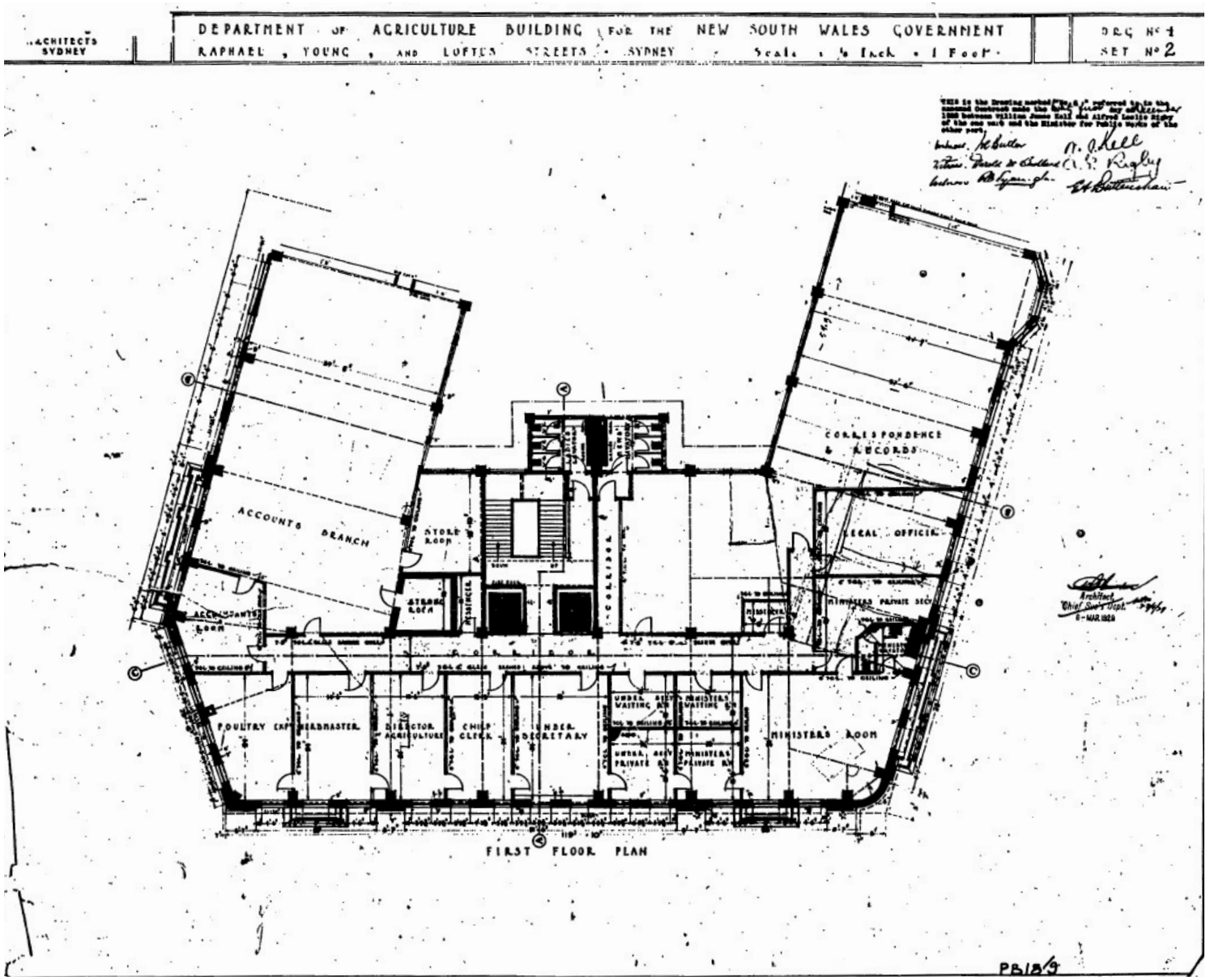


Figure A.15
Education Building Stage 2 - Department of Agriculture, "First Floor Plan", 1929, John Reid & Son Architects
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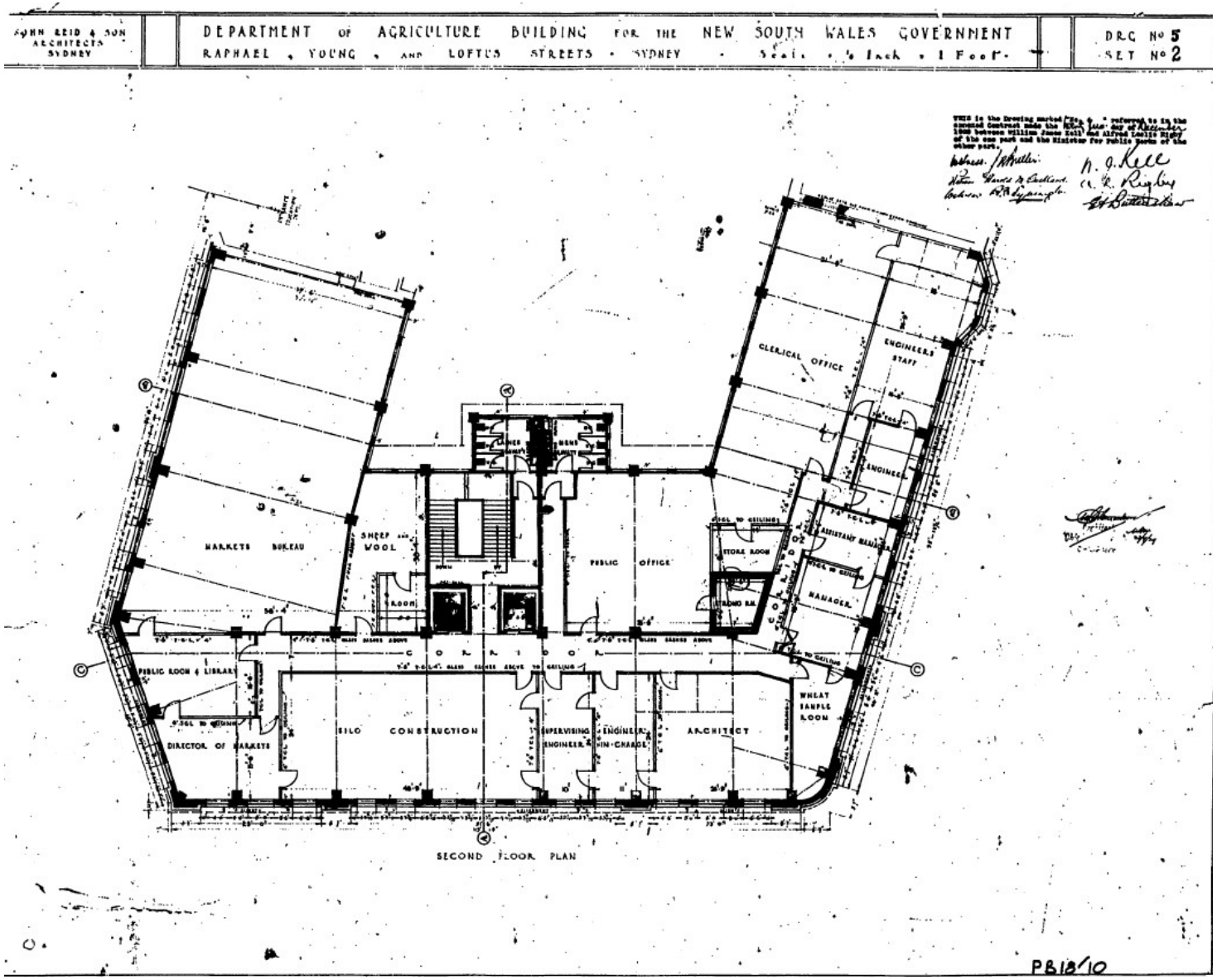


Figure A.16
Education Building Stage 2 - Department of Agriculture, "Second Floor Plan", 1929, John Reid & Son Architects
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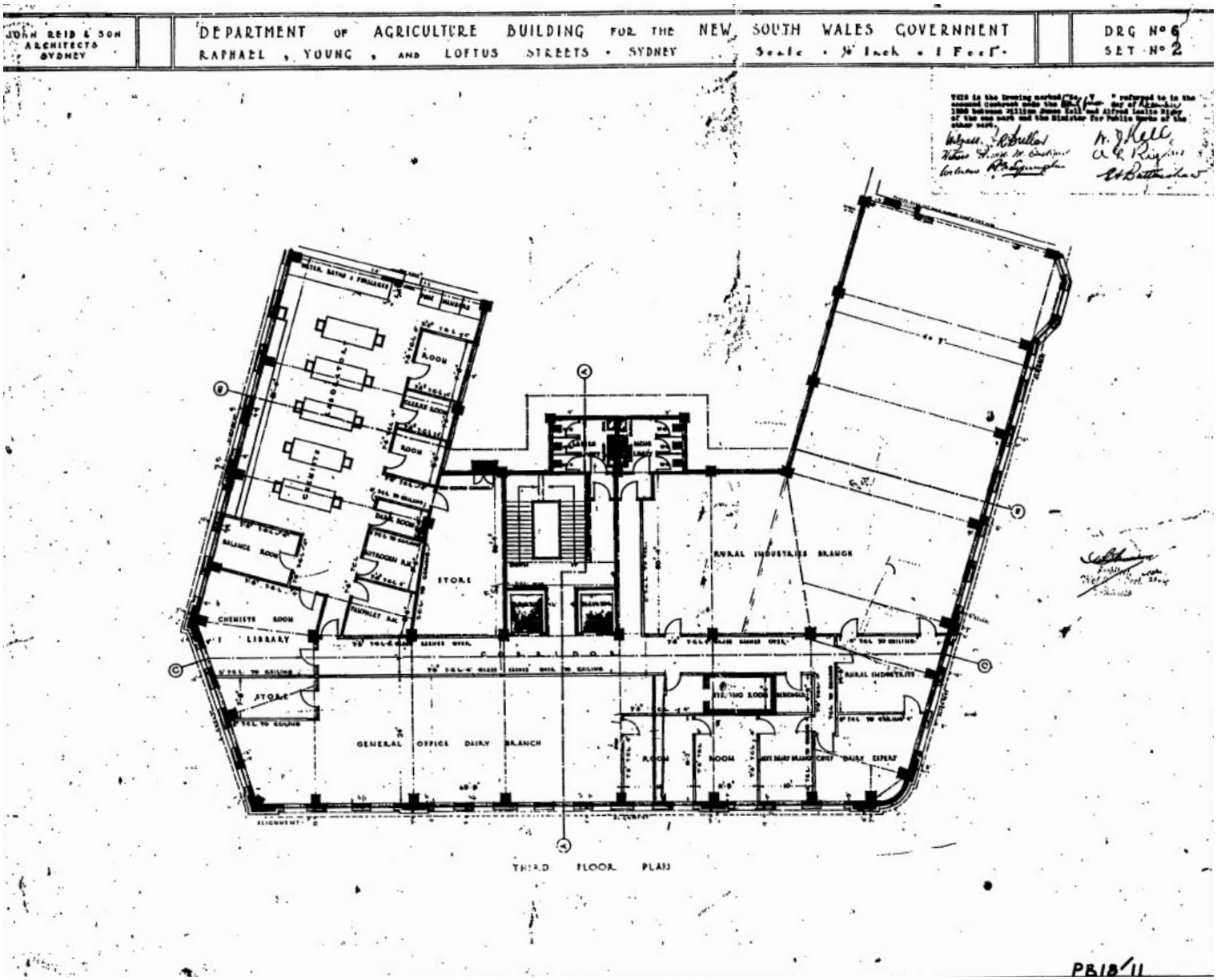


Figure A.17
Education Building Stage 2 - Department of Agriculture, "Third Floor Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

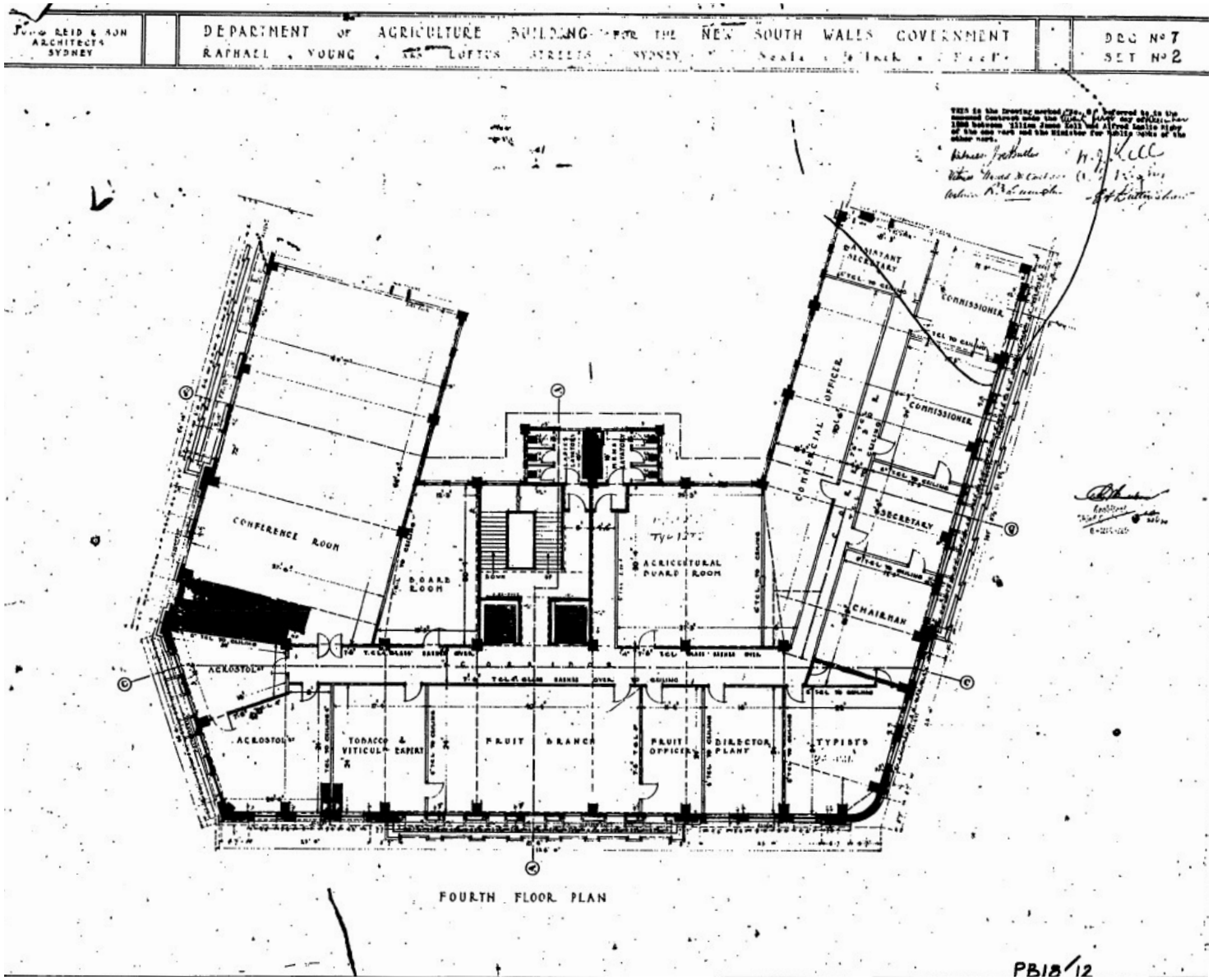


Figure A.18
Education Building Stage 2 - Department of Agriculture, "Fourth Floor Plan", 1929, John Reid & Son Architects
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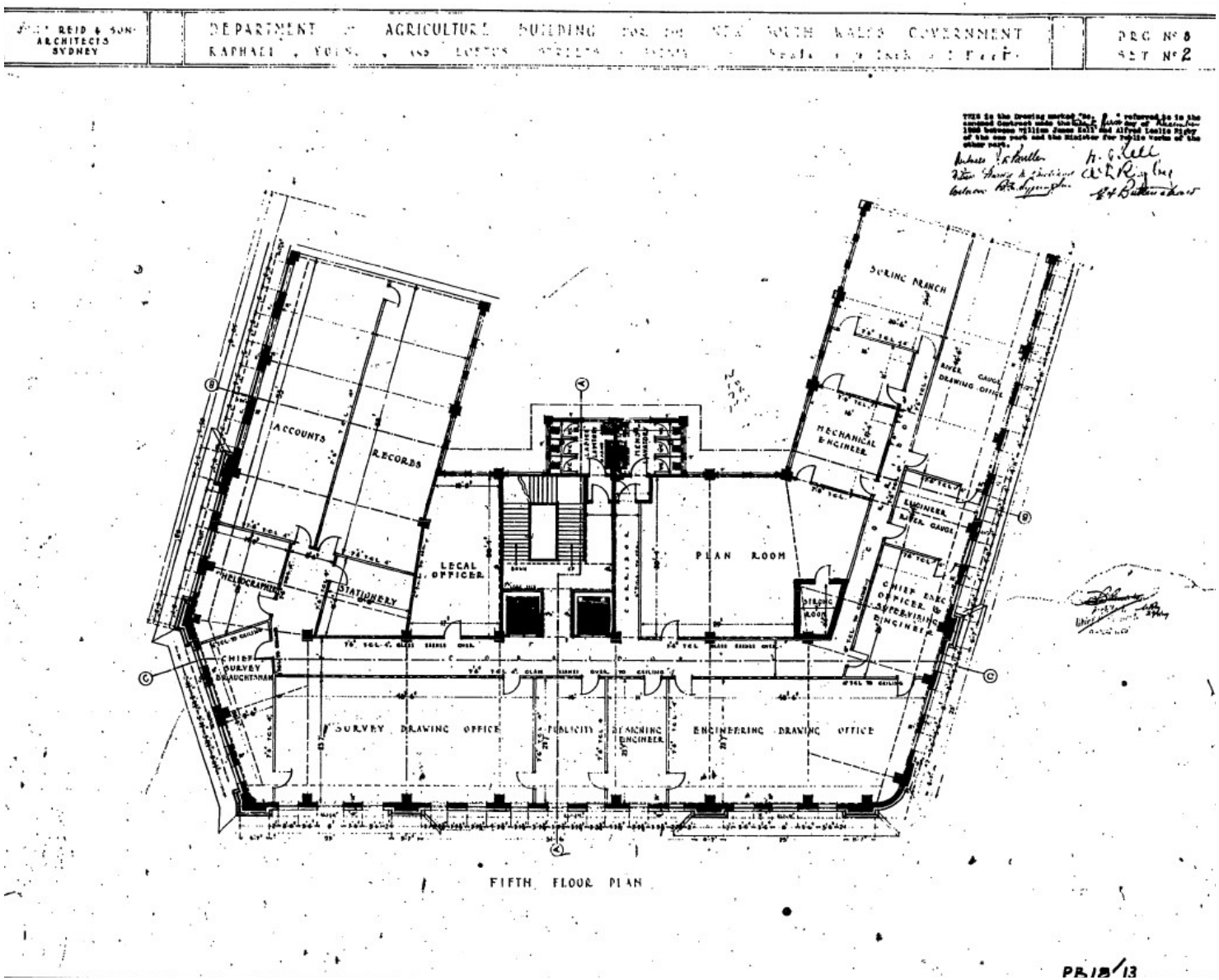


Figure A.19
Education Building Stage 2 - Department of Agriculture, "Fifth Floor Plan", 1929, John Reid & Son Architects
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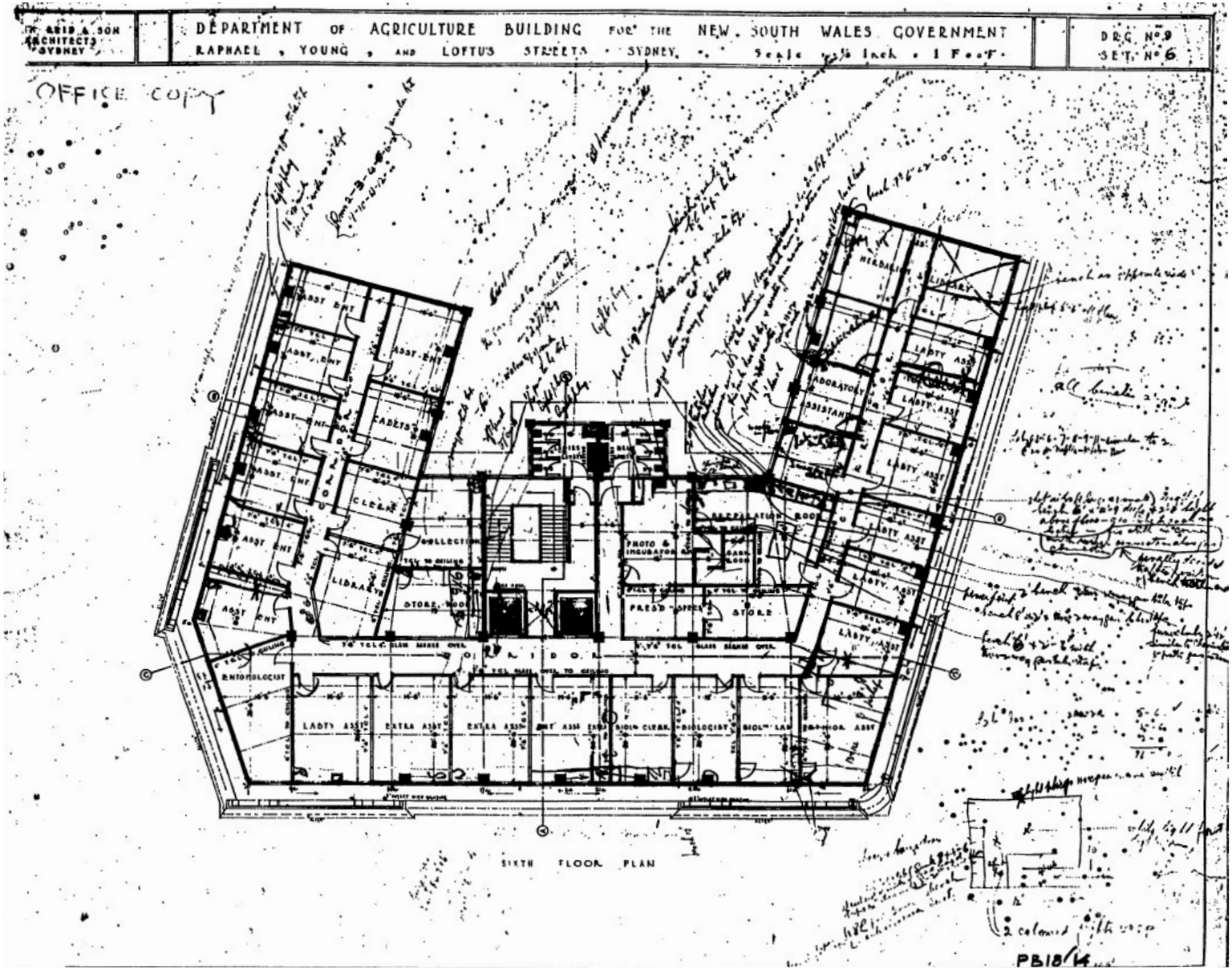


Figure A.20
Education Building Stage 2 - Department of Agriculture, "Sixth Floor Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

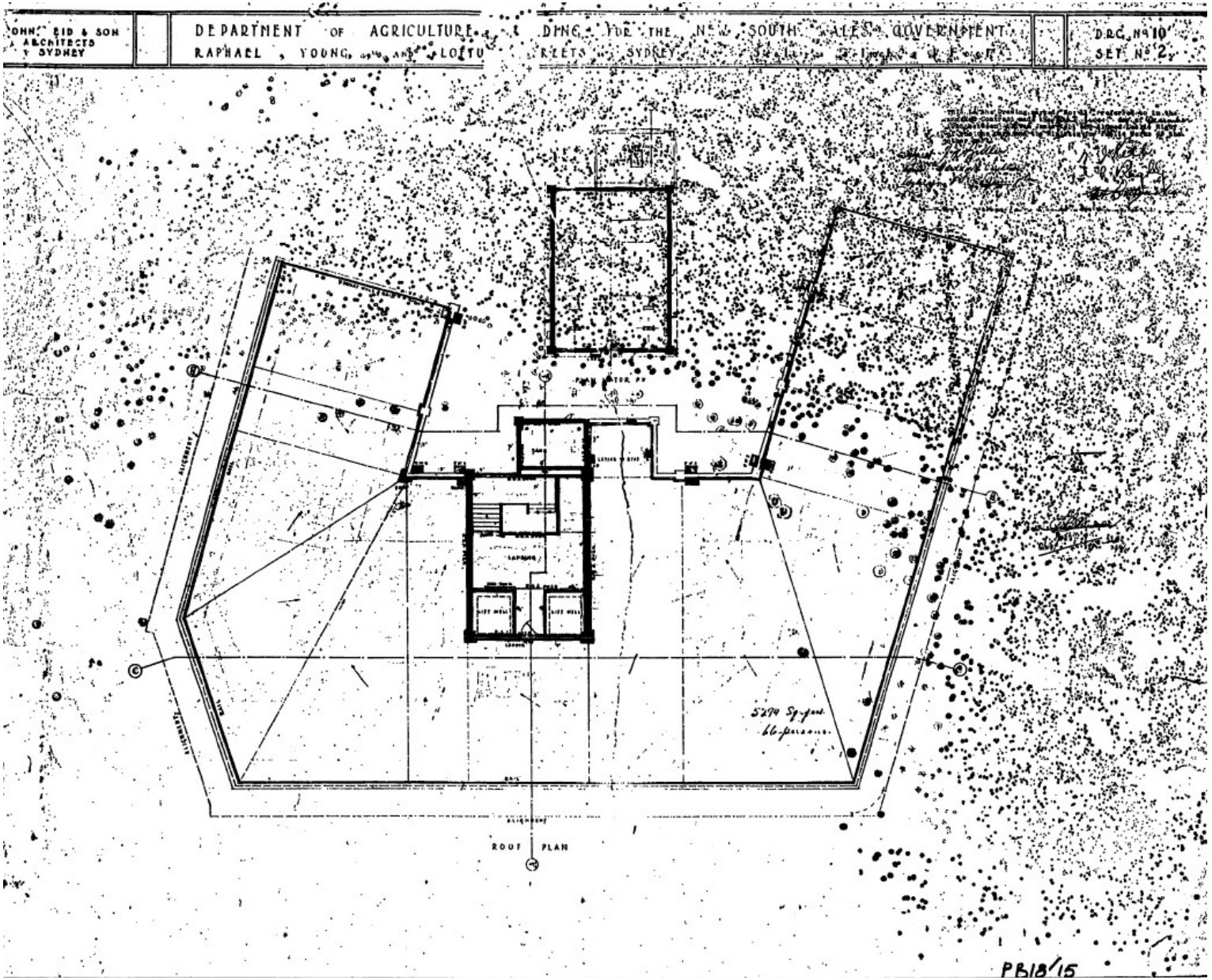


Figure A.21
Education Building Stage 2 - Department of Agriculture, "Roof Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

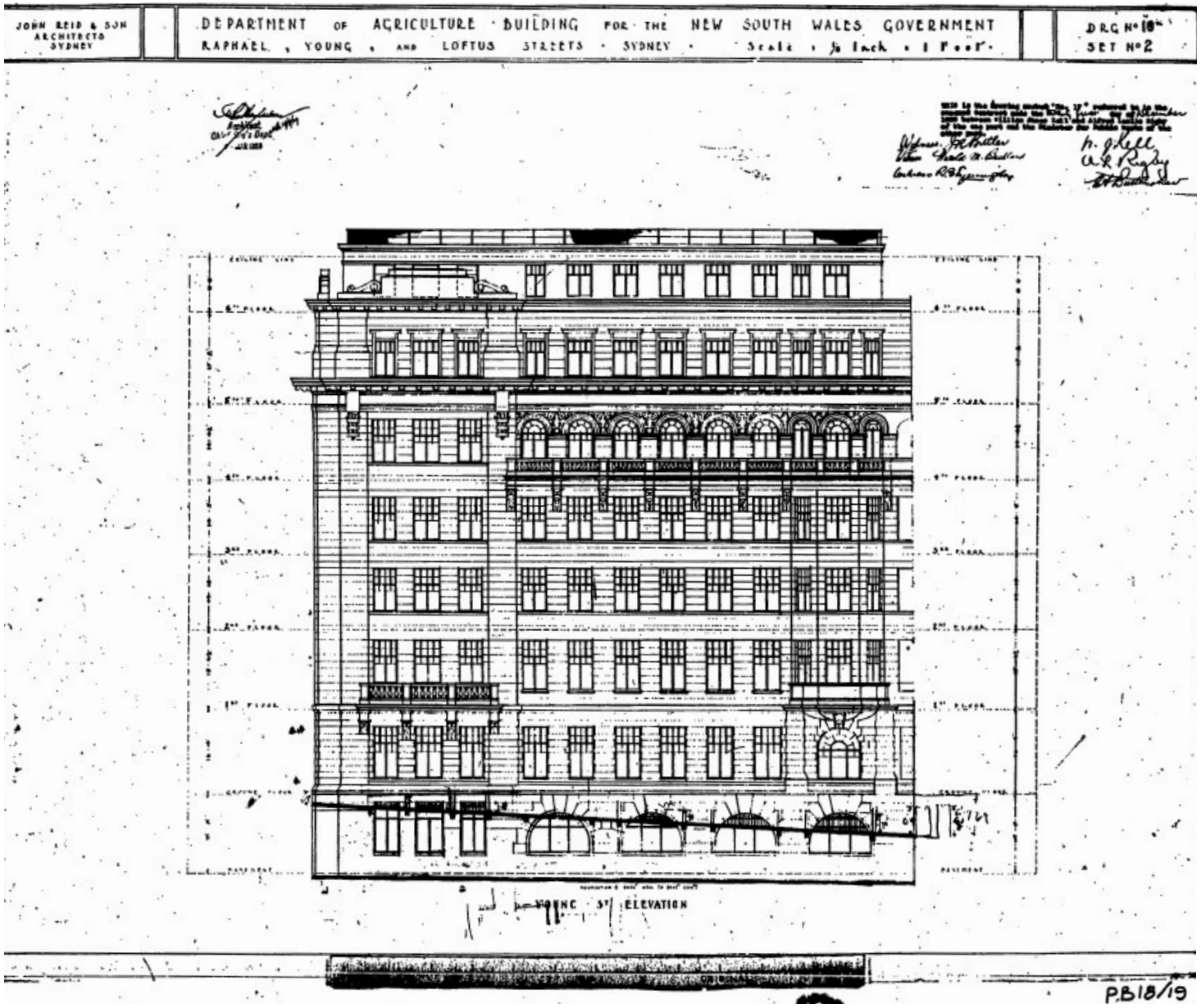


Figure A.22
Education Building Stage 2 - Department of Agriculture, "Young St Elevation", 1929, John Reid & Son Architects
Source: Provided by GPNSW

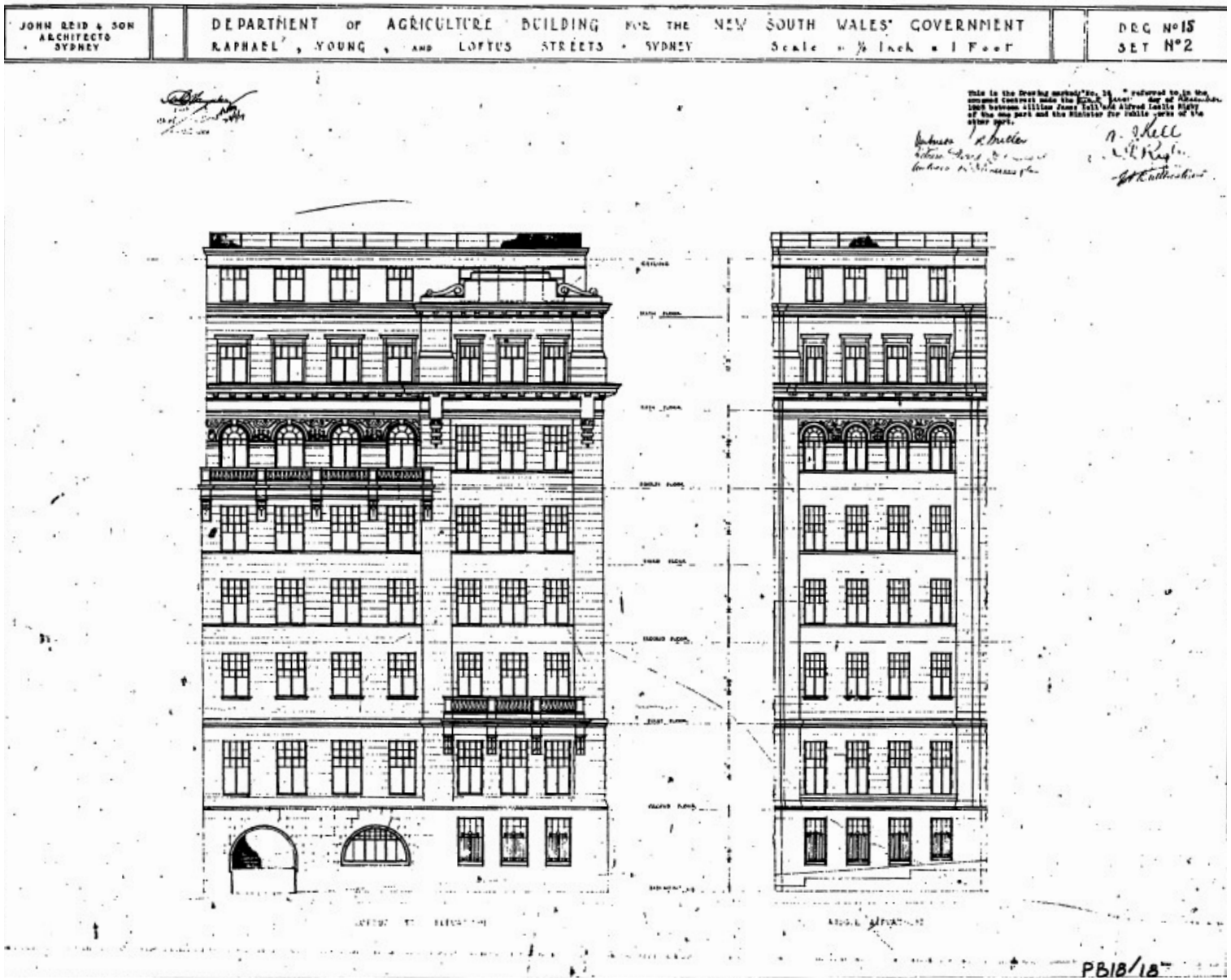


Figure A.23
Education Building Stage 2 - Department of Agriculture, "Loftus St Elevation" including angled corner section, 1929, John Reid & Son Architects
Source: Provided by GPNSW

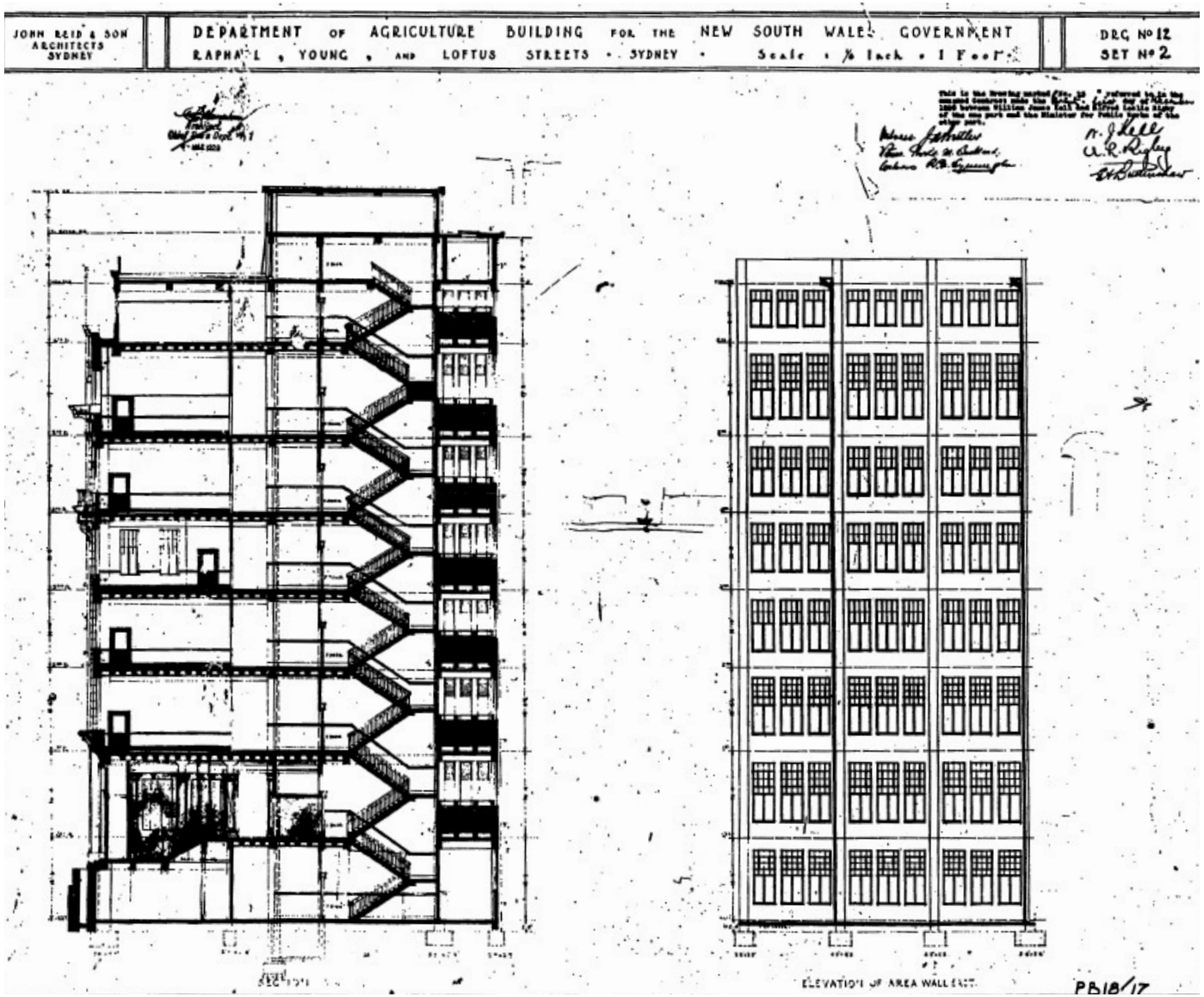


Figure A.24
Education Building Stage 2 - Department of Agriculture, "Section" and "Elevation of Area Wall East", 1929, John Reid & Son Architects
Source: Provided by GPNSW

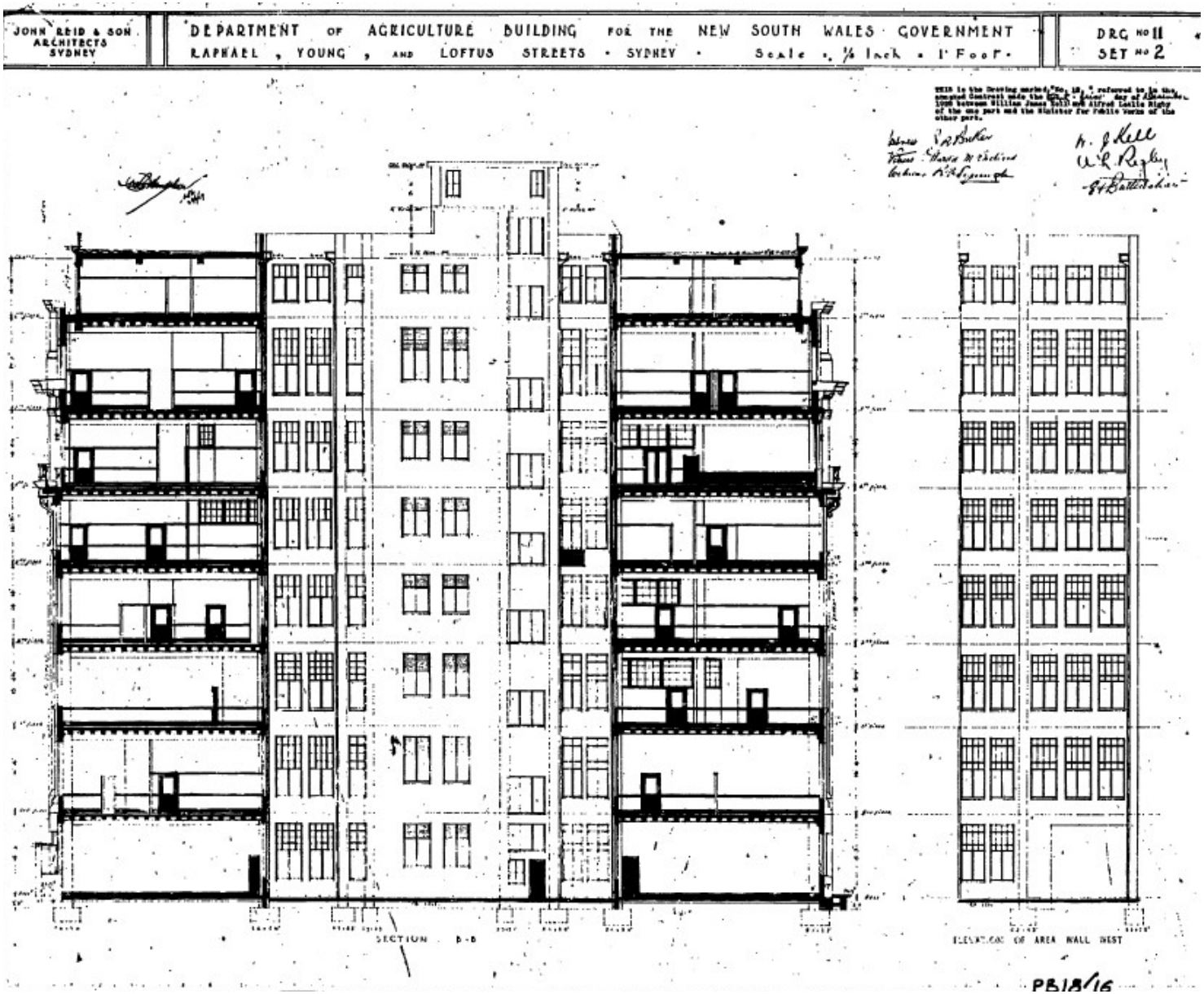


Figure A.25
Education Building Stage 2 - Department of Agriculture, "Section B-B" and "Elevation of Area Wall West", 1929, John Reid & Son Architects
Source: Provided by GPNSW

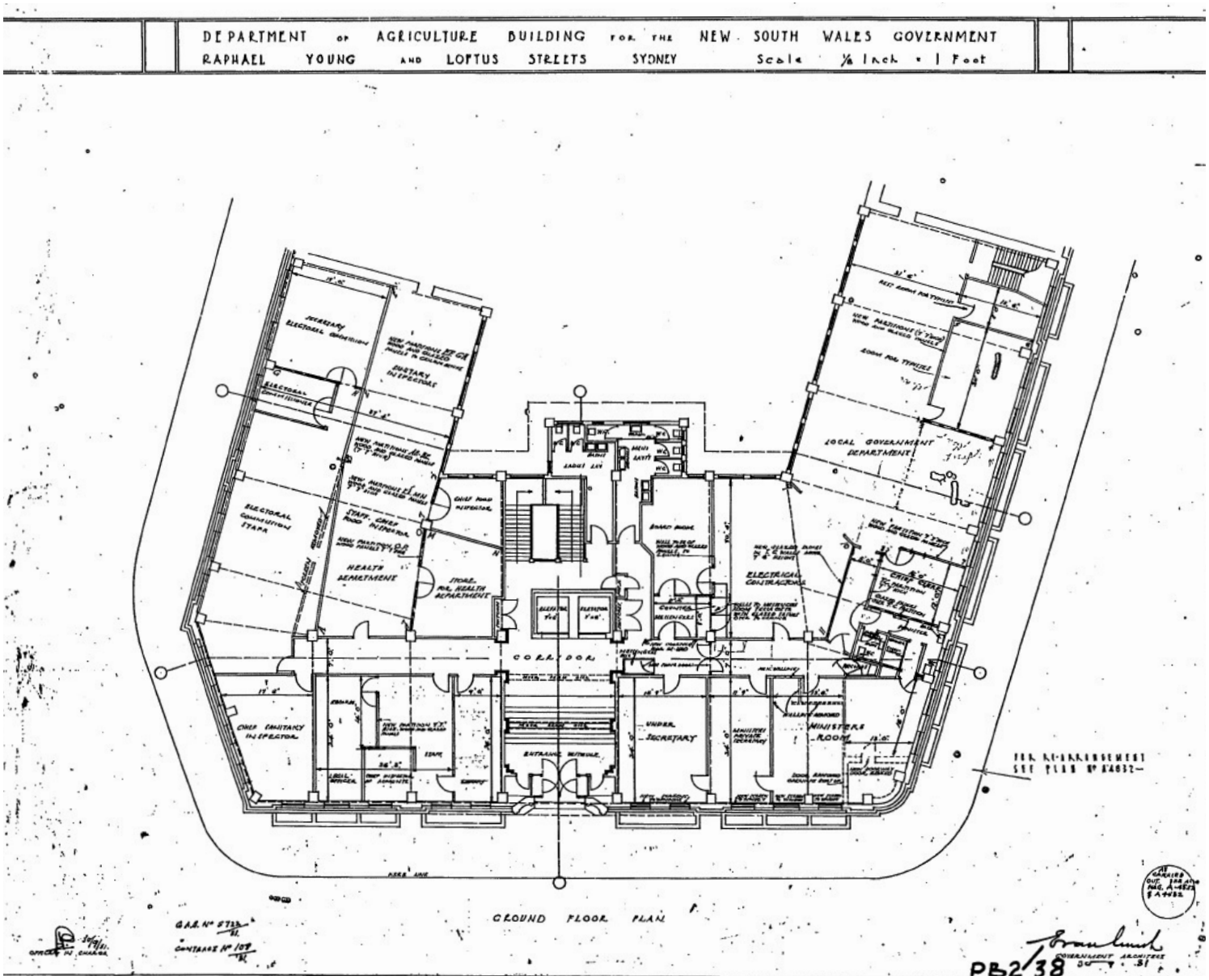


Figure A.26
Education Building, Ground Floor Plan for provision of a ministerial suite, 1931, signed by Government Architect Edwin Evan Smith
Source: Provided by GPNSW

APPENDIX TWO: EXISTING PLANS

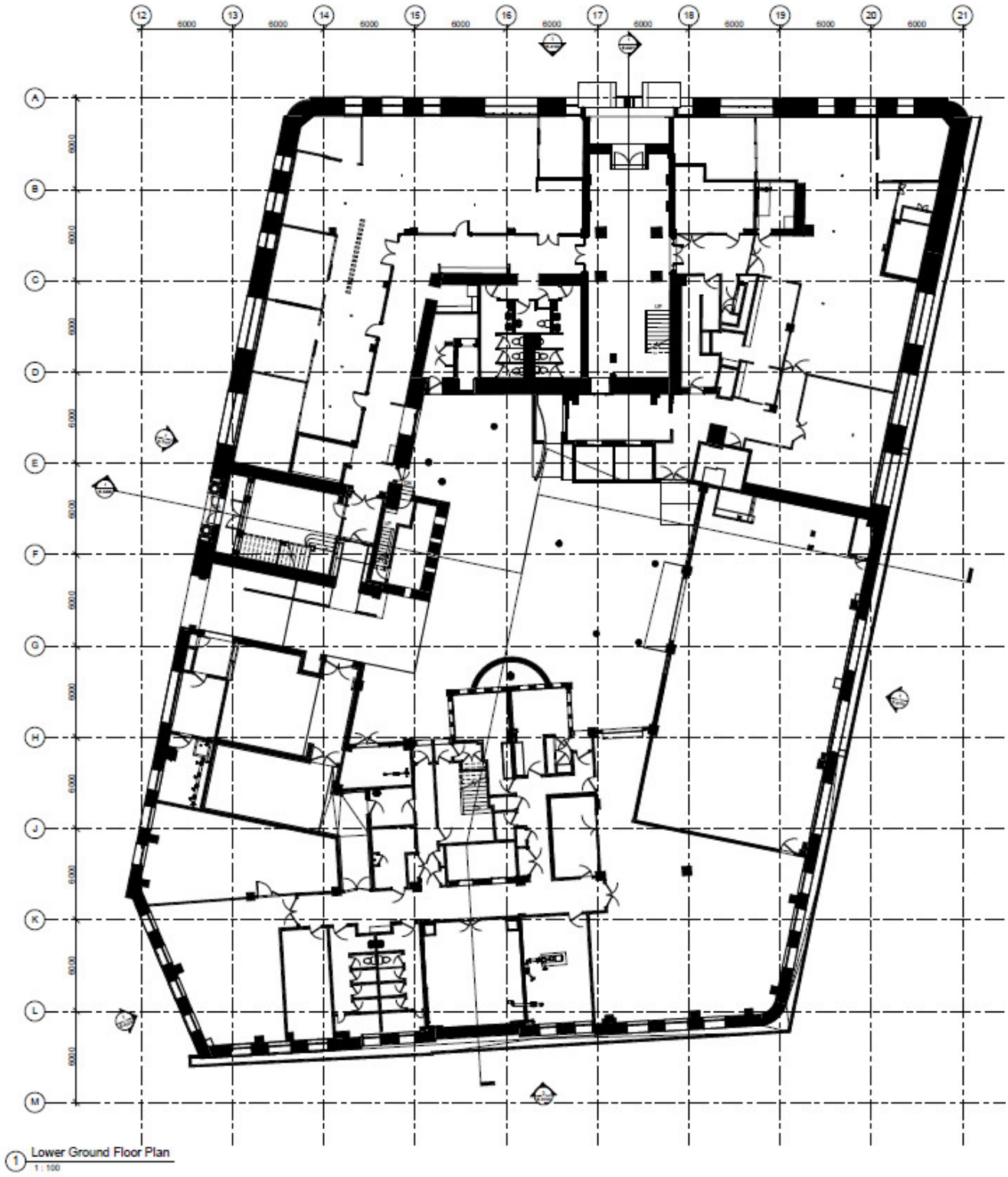


Figure A.27
Education Building - Existing lower ground floor plan (Bridge Street)
Source: Make Architects

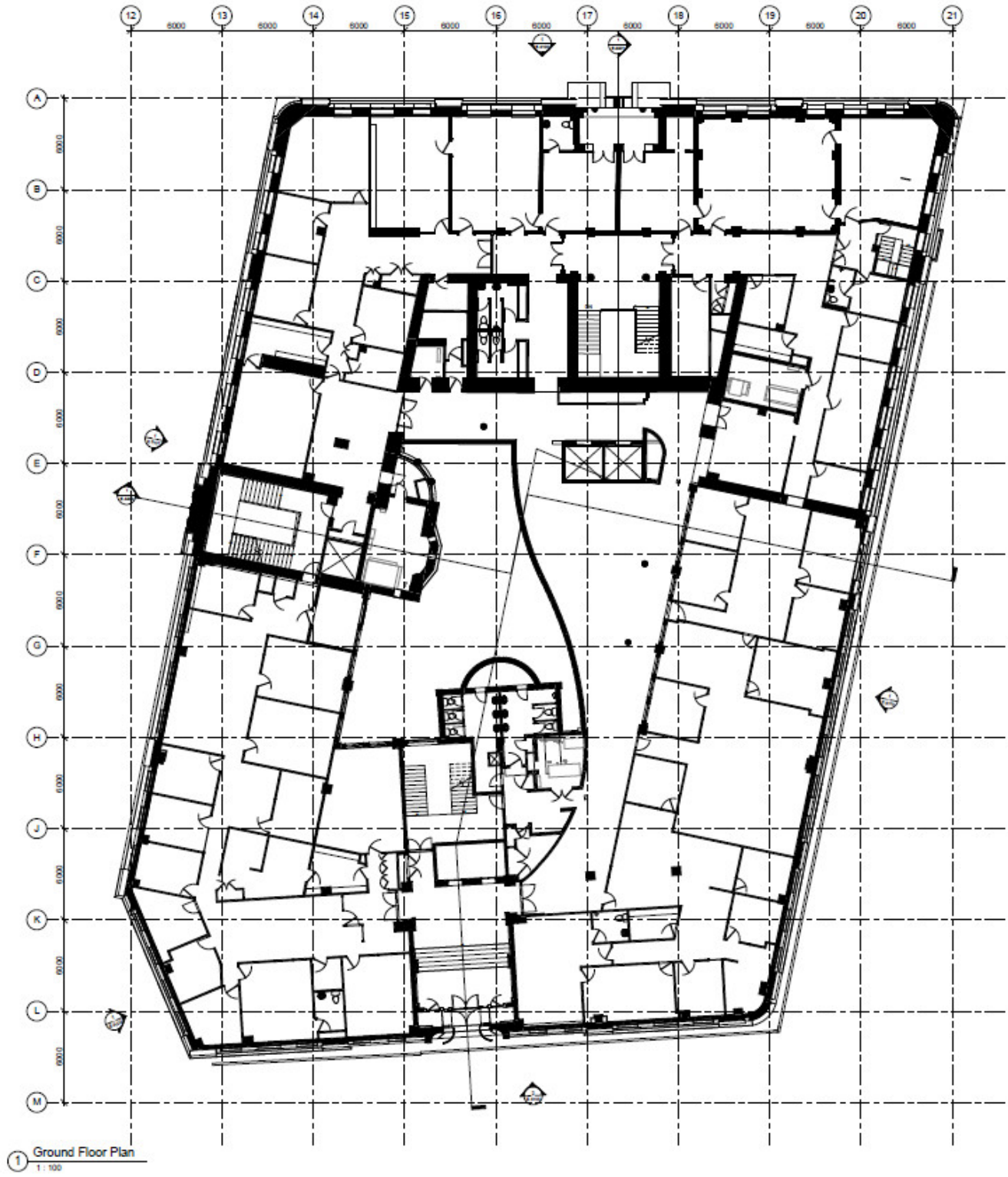


Figure A.28
Education Building - Existing ground floor plan (Farrer Place)
Source: Make Architects

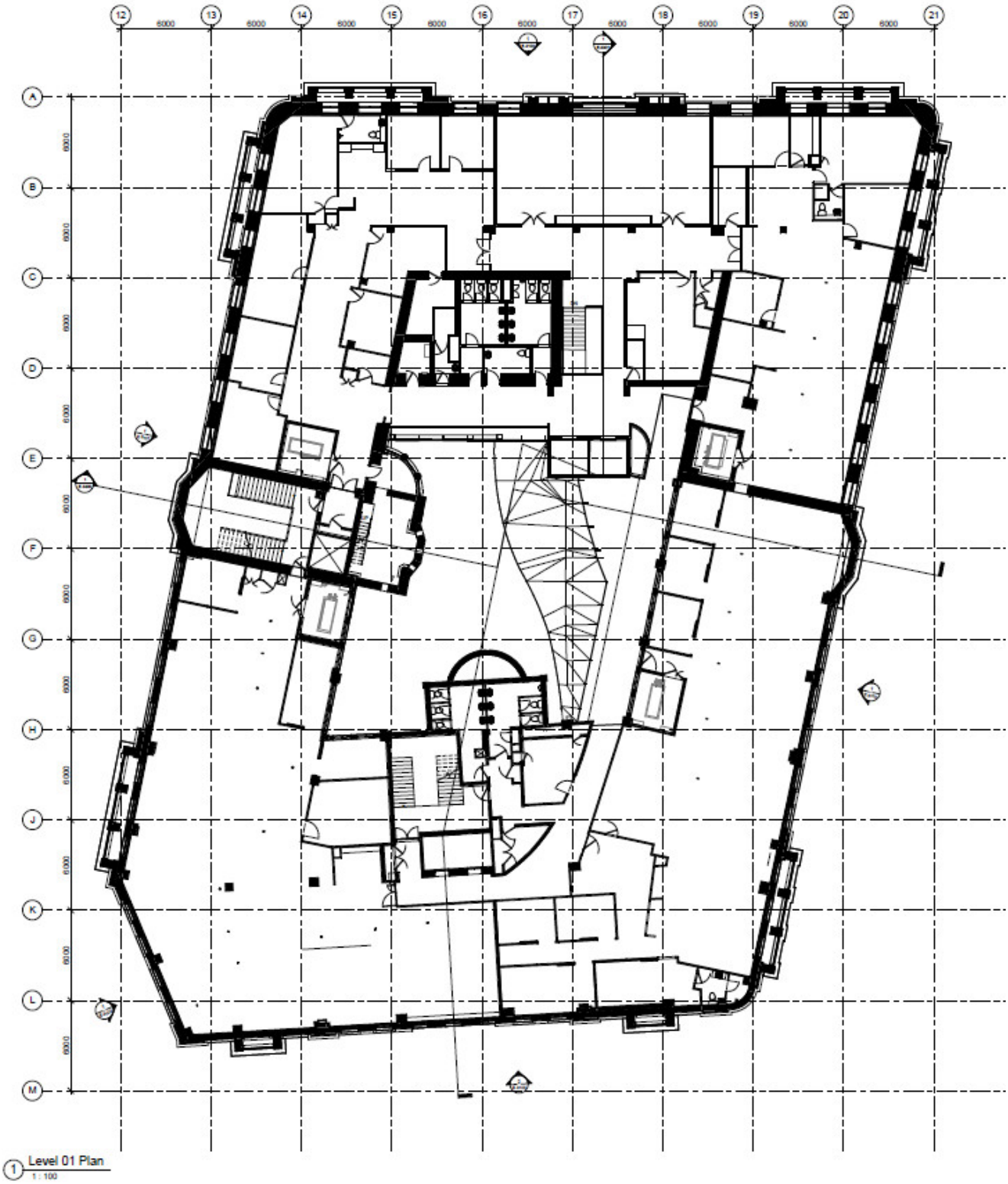


Figure A.29
Education Building - Existing Level 1 plan
Source: Make Architects

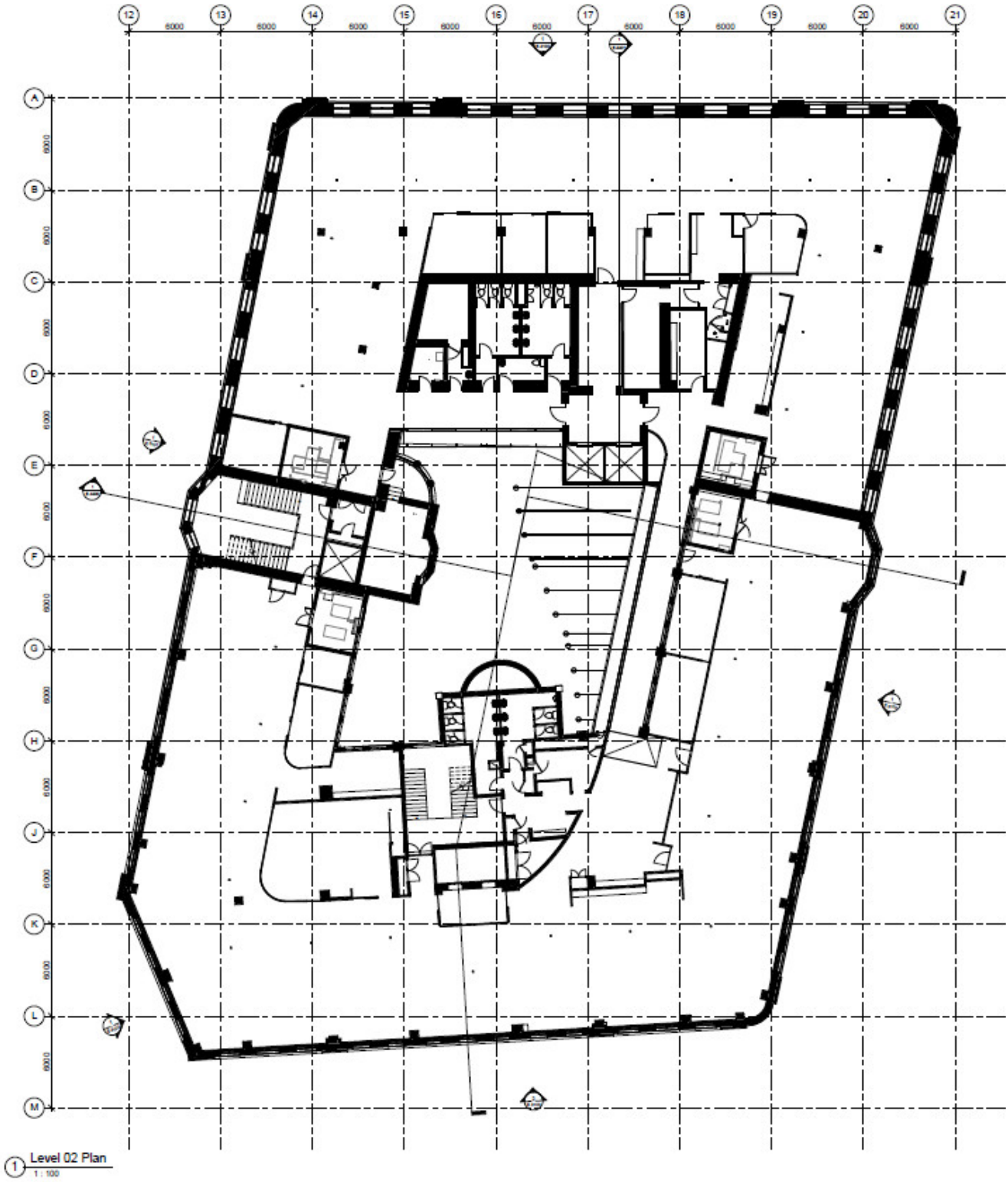


Figure A.30
Education Building - Existing Level 2 plan
Source: Make Architects

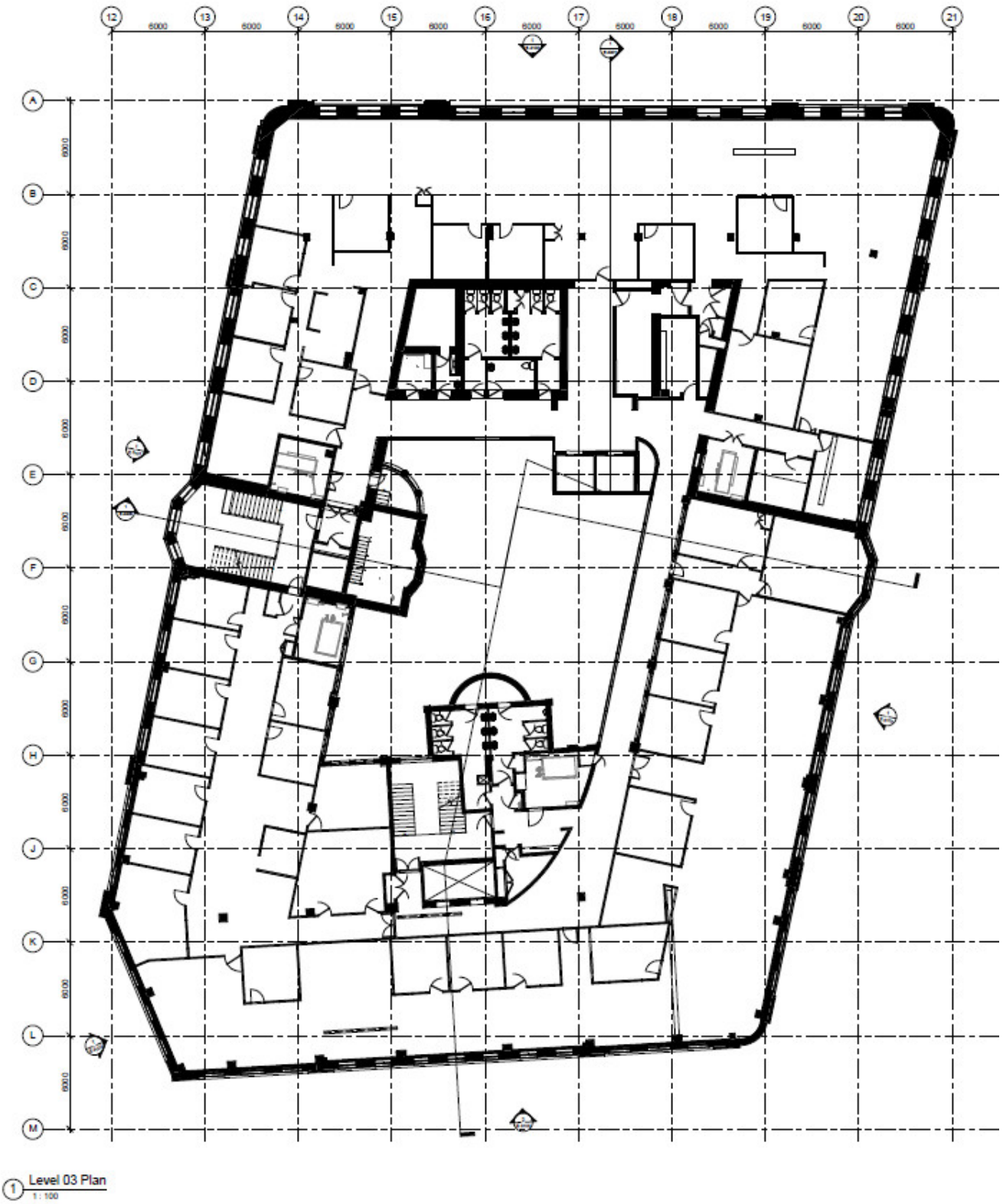


Figure A.31
Education Building - Existing Level 3 plan
Source: Make Architects

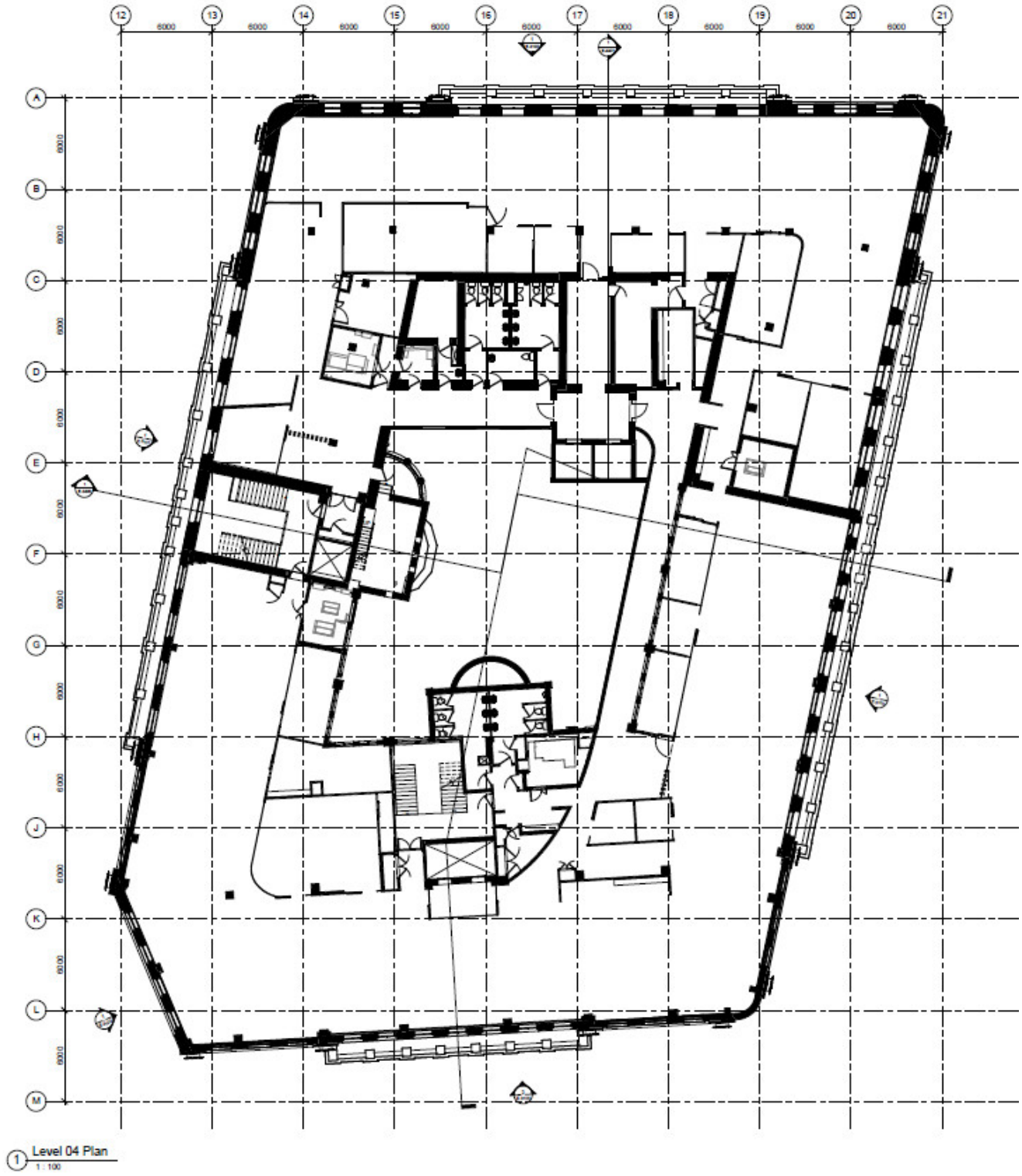


Figure A.32
Education Building - Existing Level 4 plan
Source: Make Architects

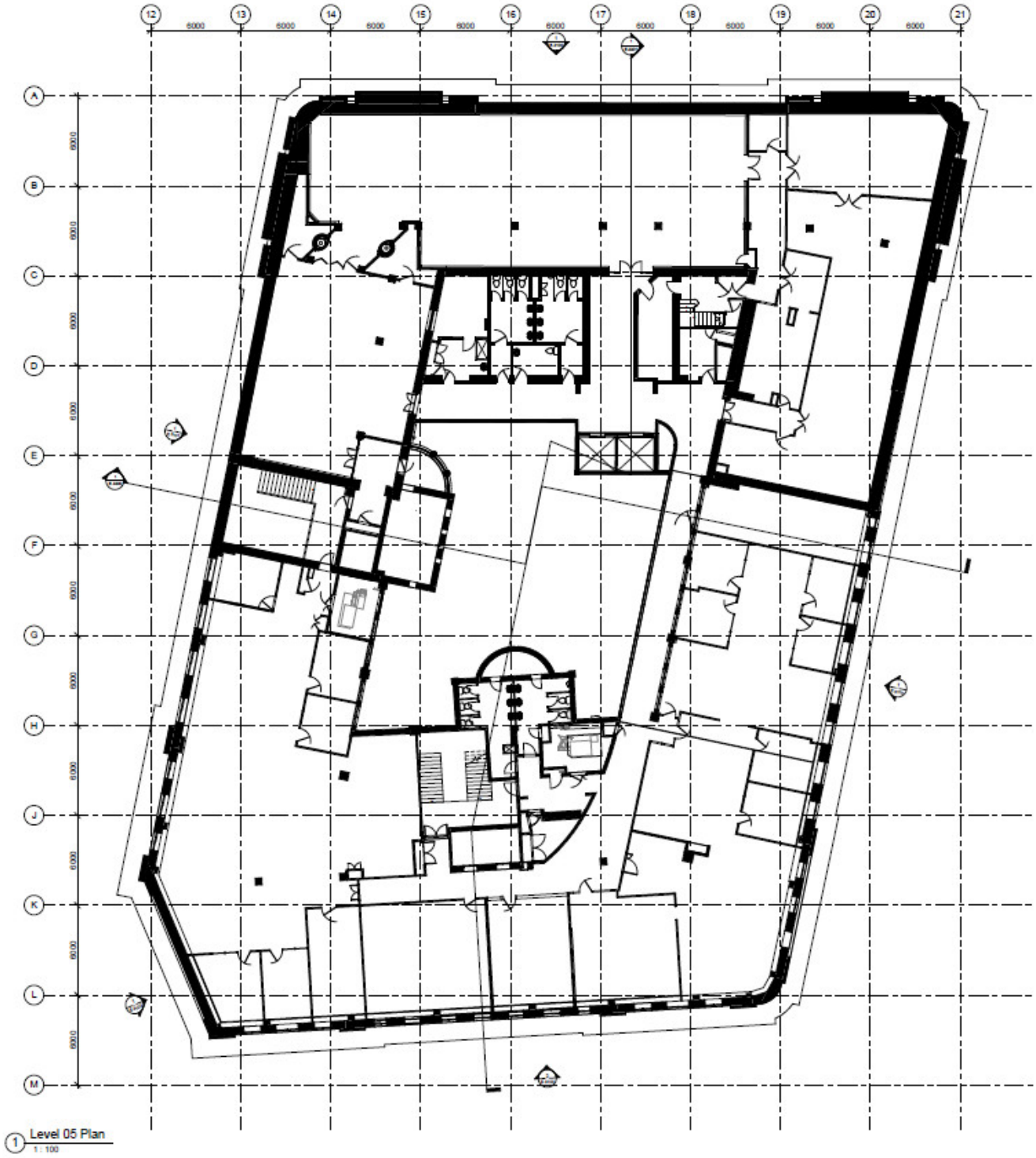


Figure A.33
Education Building - Existing Level 5 plan
Source: Make Architects

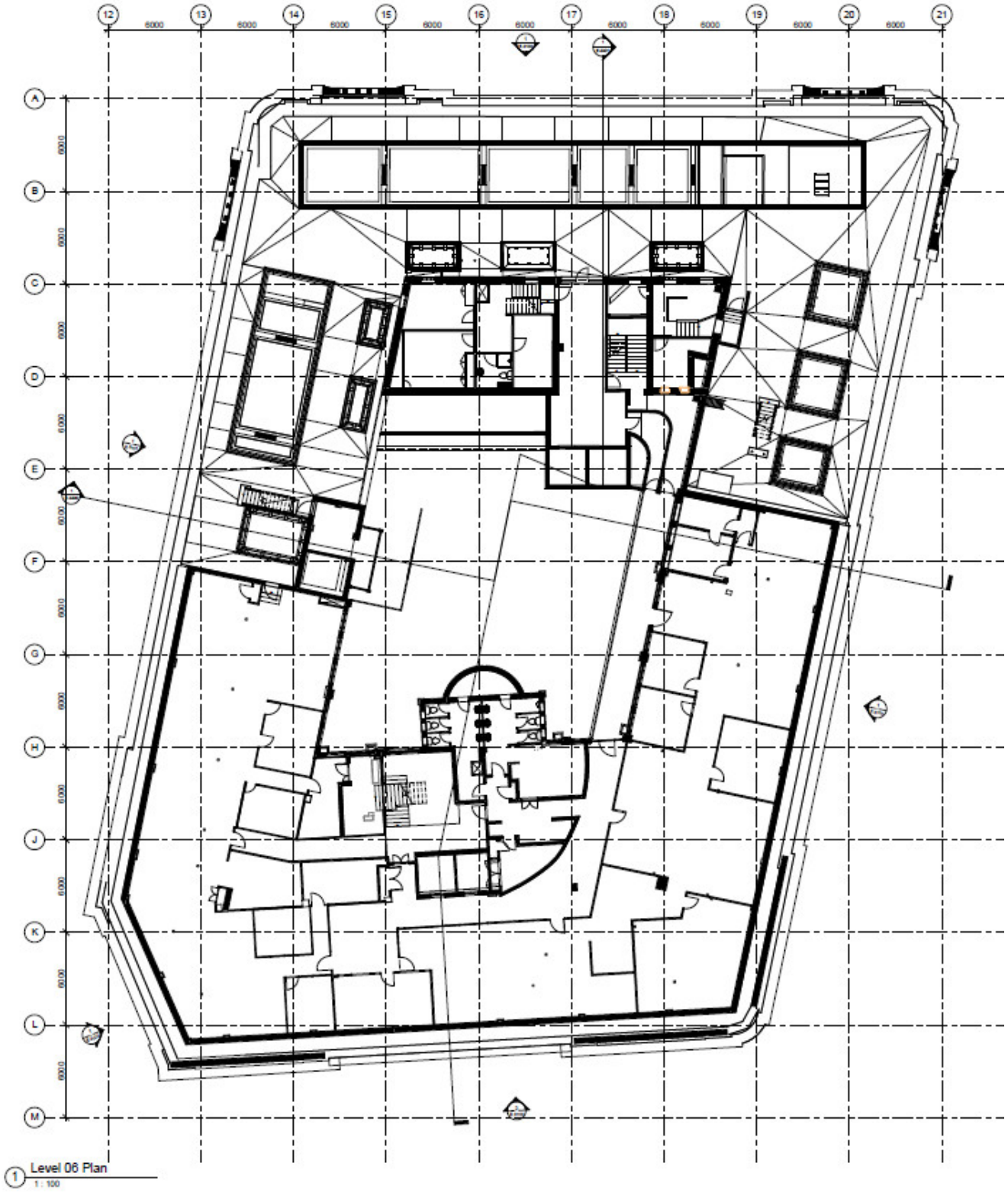


Figure A.34
Education Building - Existing Level 6 plan
Source: Make Architects

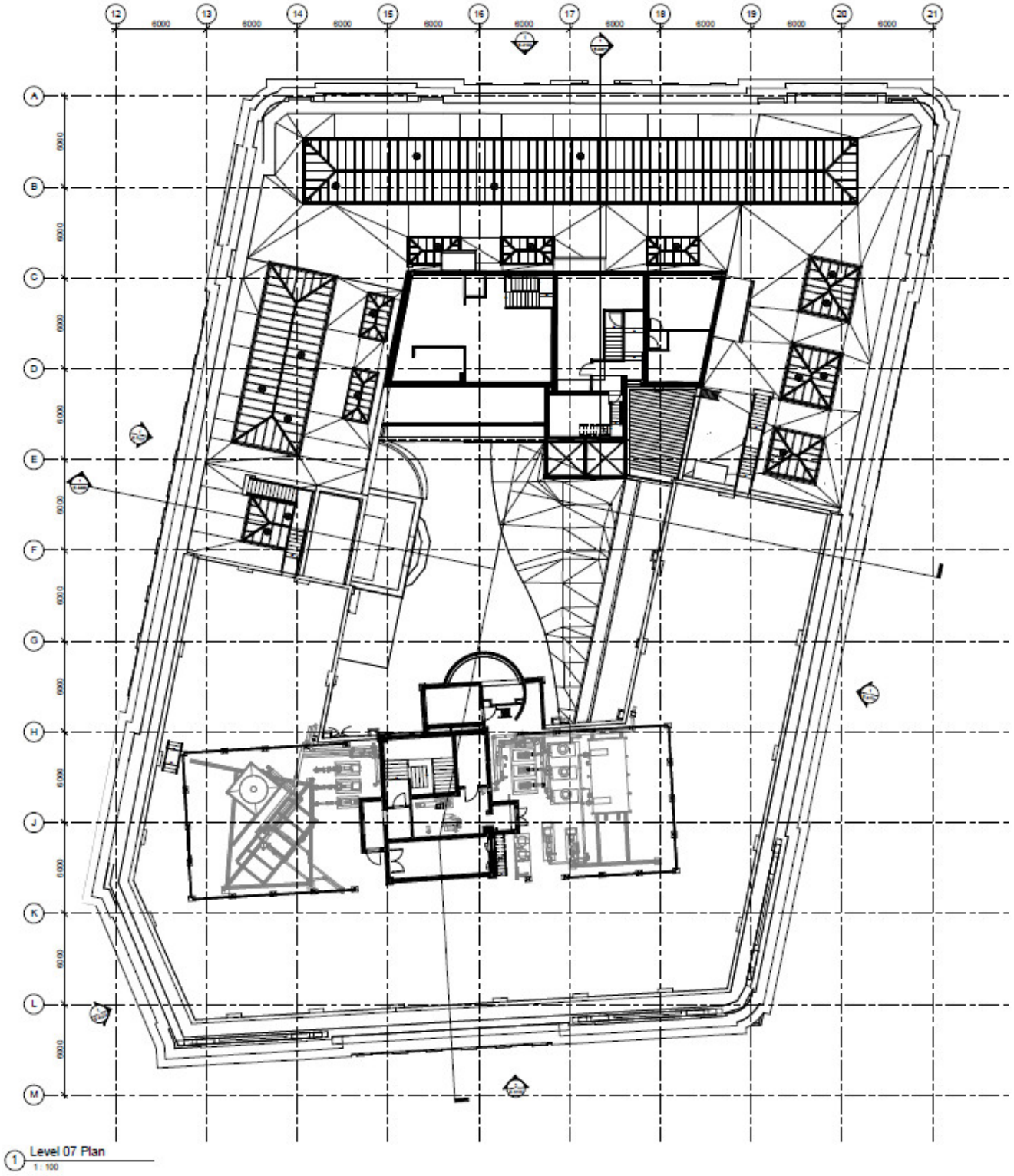


Figure A.35
Education Building - Existing Level 7 plan
Source: Make Architects

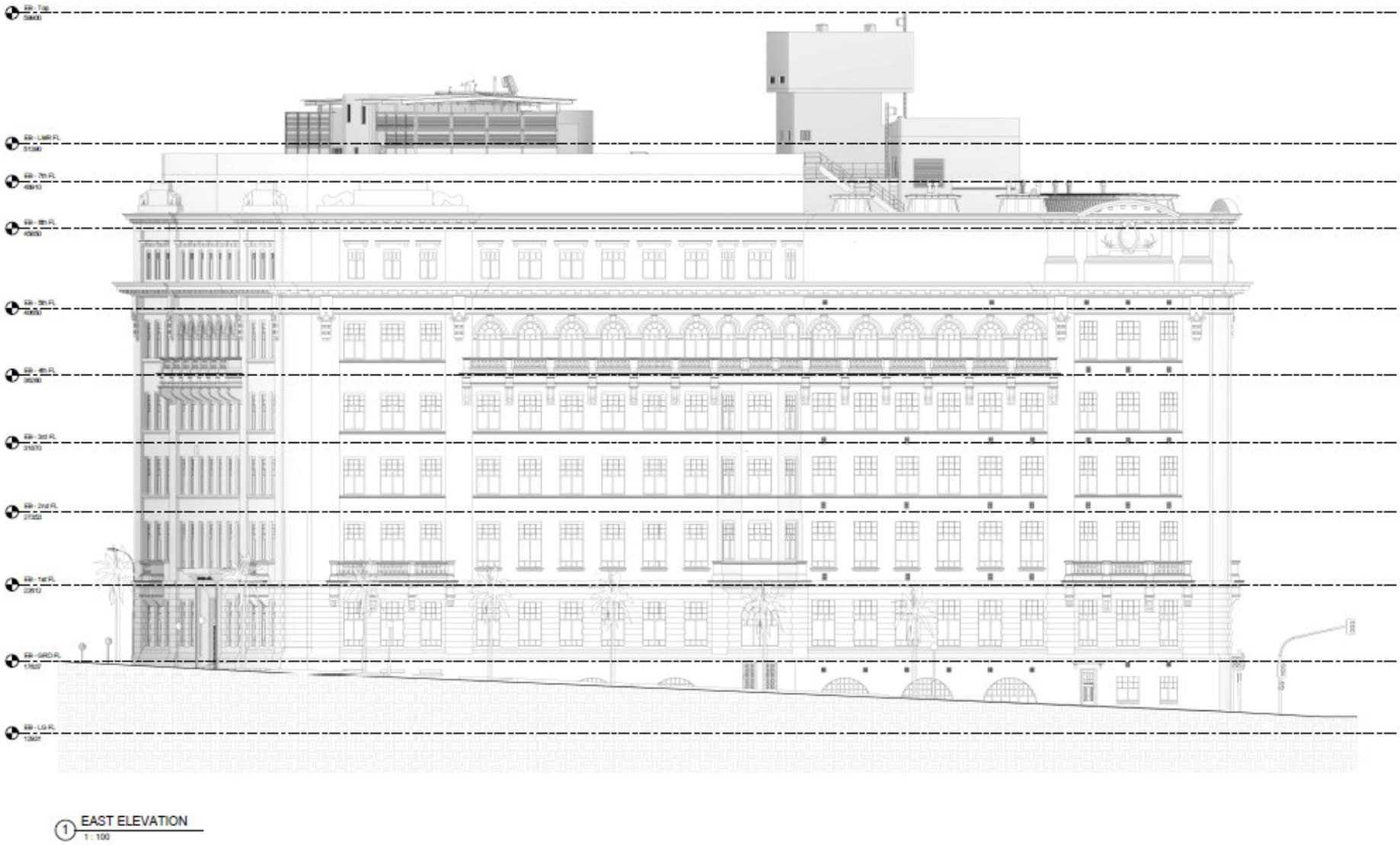


Figure A.36
Education Building - Existing east elevation
Source: Make Architects

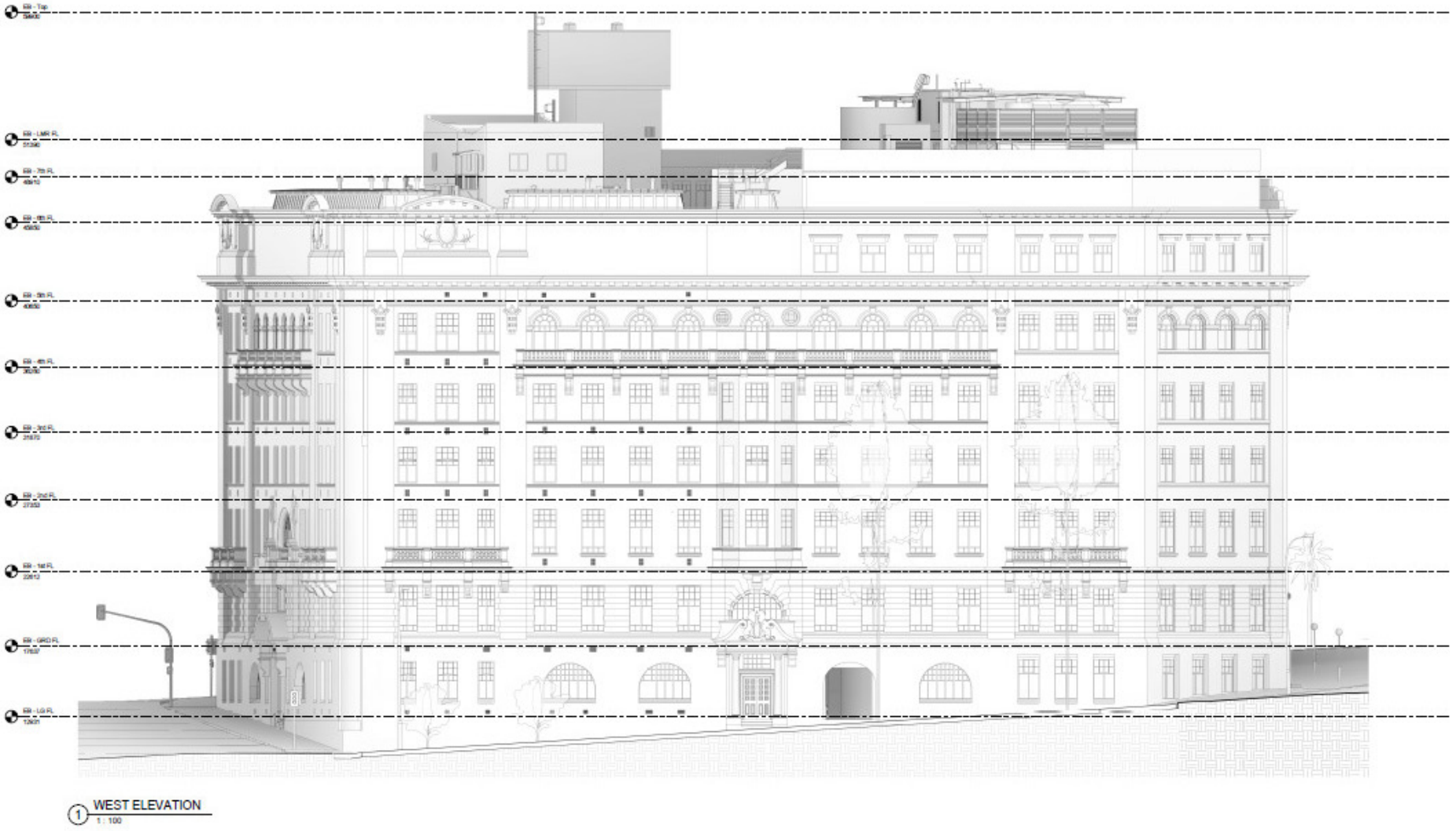


Figure A.37
Education Building - Existing west elevation
Source: Make Architects

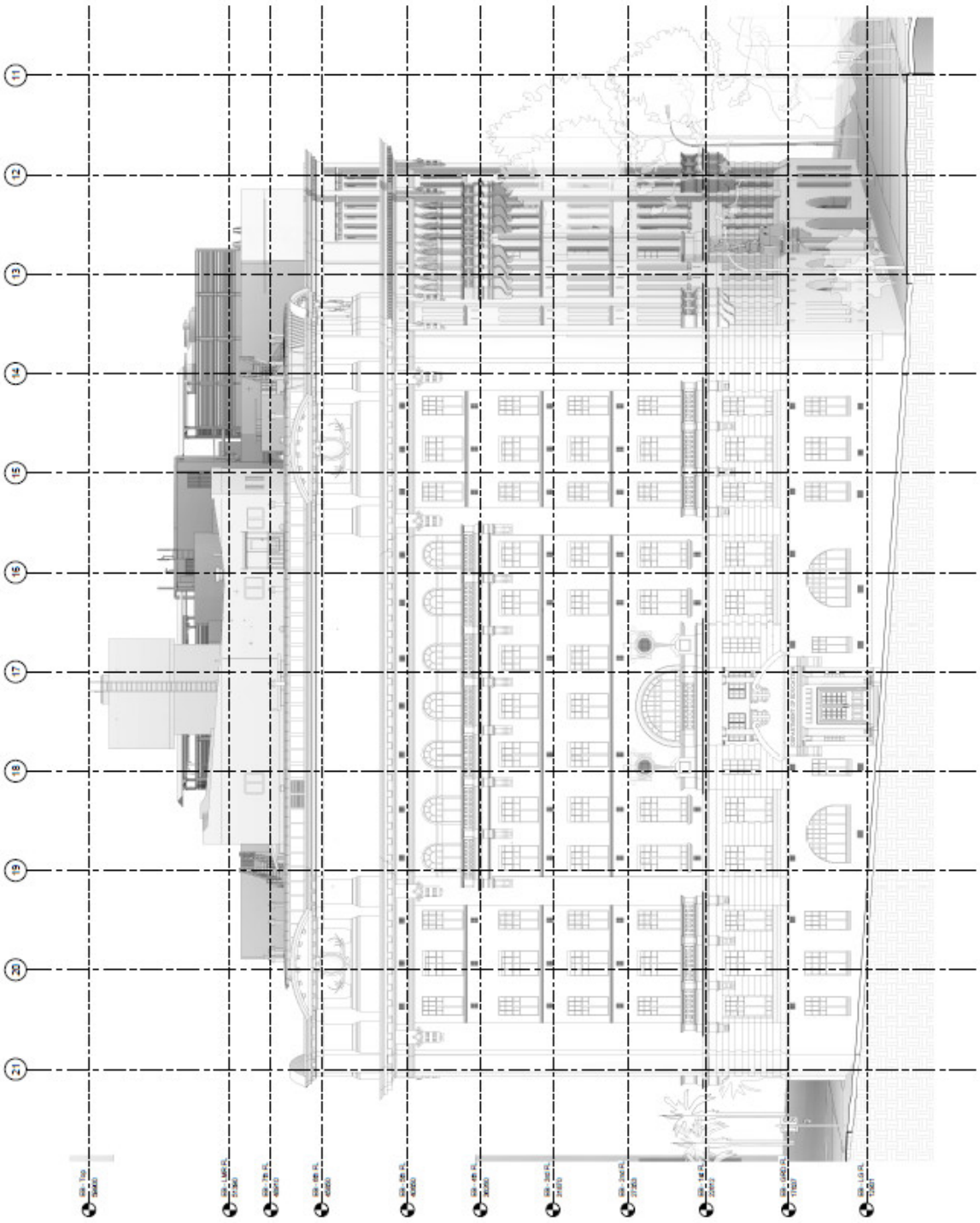


Figure A.38
Education Building - Existing north elevation
Source: Make Architects

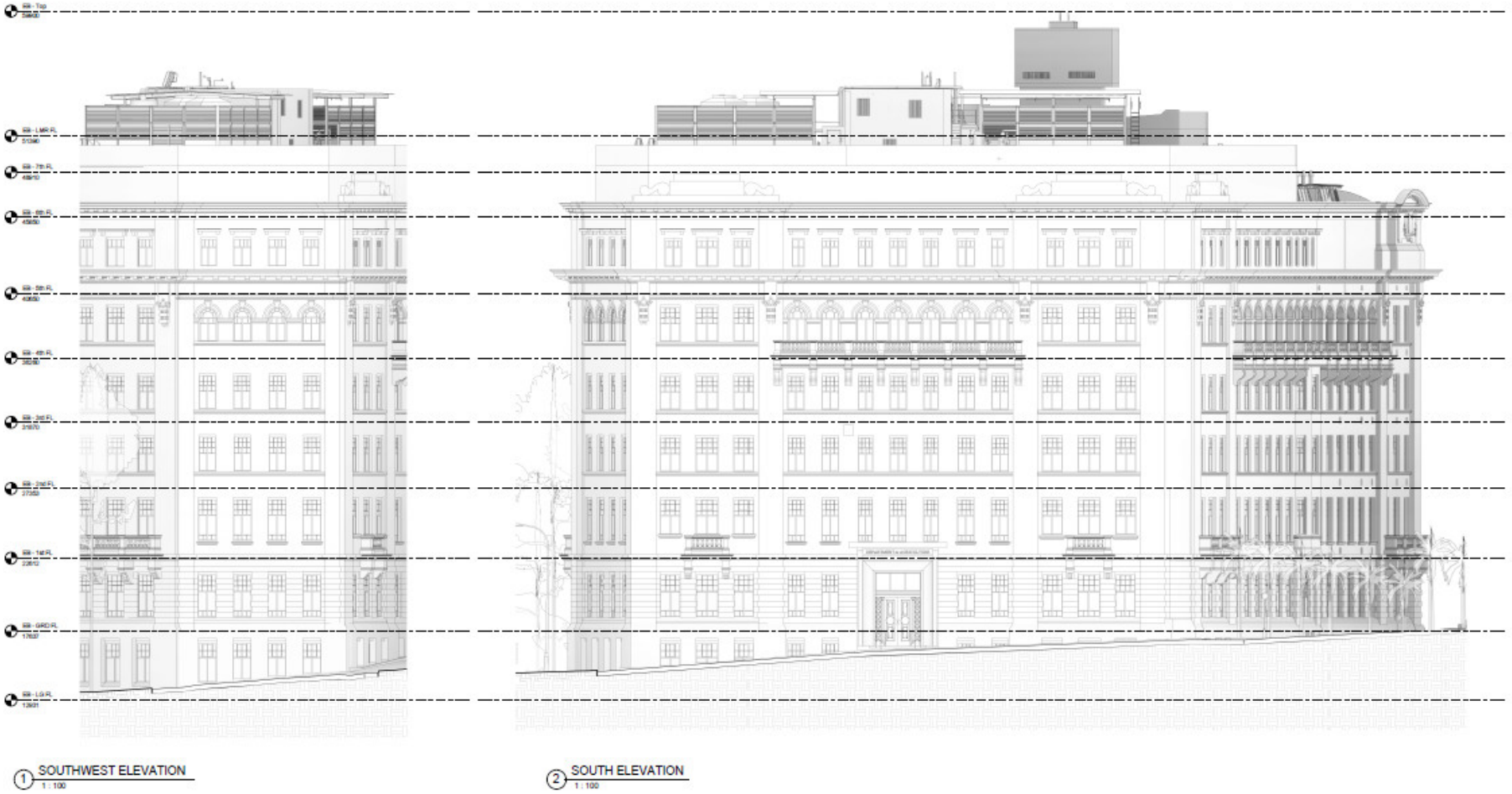


Figure A.39
Education Building - Existing southwest and south elevations
Source: Make Architects

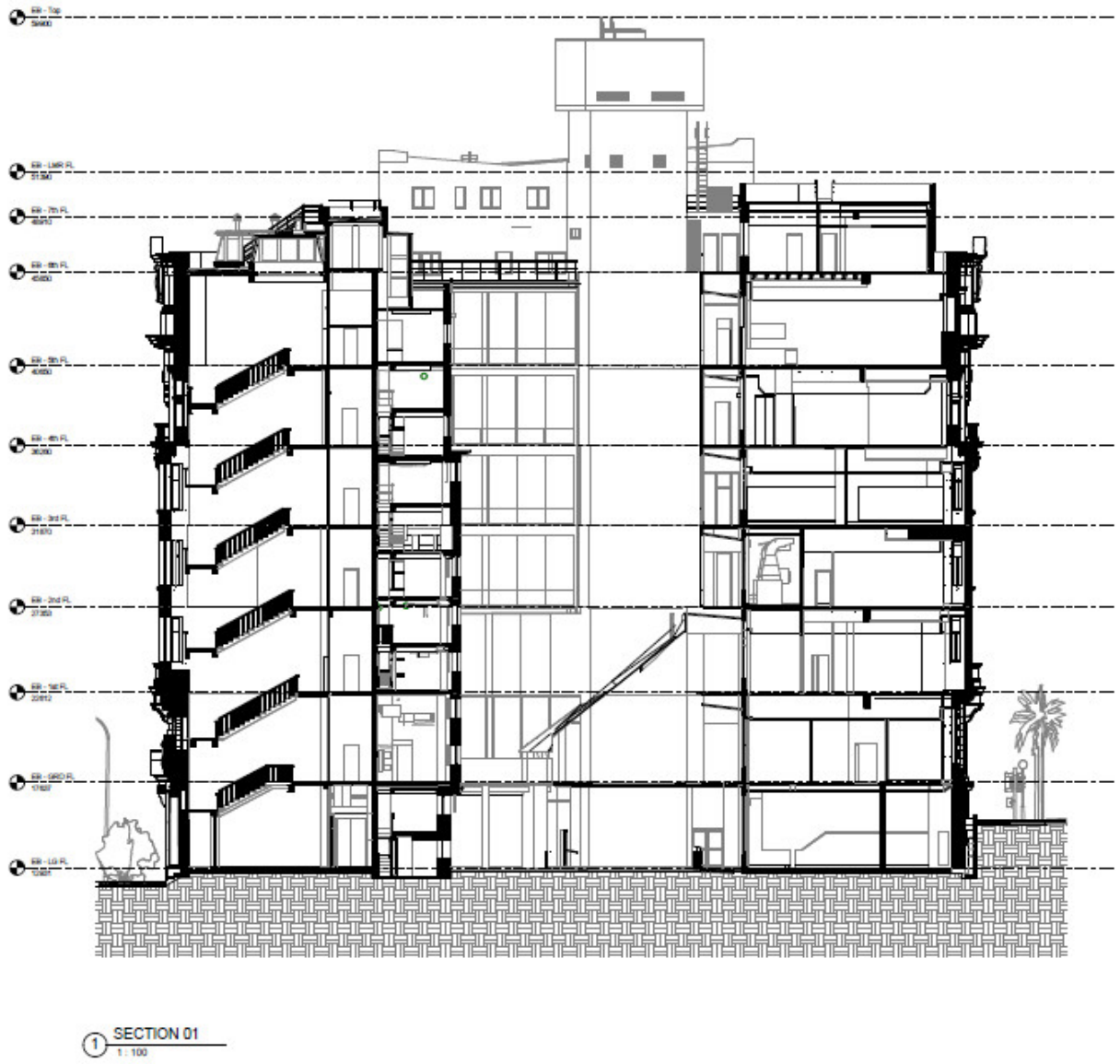


Figure A.40
Education Building - Existing section 01
Source: Make Architects

APPENDIX THREE: ONGOING MAINTENANCE PLAN

Maintenance is the single most important process in the conservation of heritage items. To ensure the conservation of the cultural significance of the building it is essential that maintenance be undertaken in accordance with recognised conservation principles. Following completion of the conservation and adaptive reuse works, it is recommended that a programme of regular maintenance for the building be formally established, aimed at the prevention of deterioration of fabric. The ongoing maintenance programme should be closely co-ordinated with the policies of the Conservation Management Plan.

When conserving the heritage values of a place with considerable heritage significance such as the Education Building, it is particularly important to seek advice from heritage specialists (such as conservation architects, heritage consultants, historical archaeologists or historic material specialists) when planning or implementing conservation works, repairs and maintenance.

The Ongoing Maintenance Schedule should be supported by detailed reports commissioned from expert consultants - particularly in regards to the maintenance of sandstone facade fabric, timber windows and doors, steel windows, wrought iron gates and security grilles, copper clad roof structures, rainwater goods, interior joinery and plaster surfaces.

This input should be sought at the concept stage of any maintenance proposal, rather than seeking advice on potential impacts once a scheme has been developed and expectations set. This is likely to reduce the amount of redesign, and will ease potential problems and delays with the approvals process and the undertaking of work on site.

It is appropriate to engage a conservation architect or heritage consultant in any proposed work involving maintenance of significant fabric. Technical advice and building work should only be undertaken by consultants and contractors with proven heritage experience and expertise in their relevant fields.

It is important that all staff and contractors who are physically undertaking maintenance have an understanding of the key heritage values of the place. Many negative impacts occur unintentionally, despite careful planning because on-site personnel were not aware of heritage issues, or are inexperienced in working with historic building fabric, traditional materials and building techniques, and in areas with archaeological potential

Prior to undertaking any maintenance, a Conservation Schedule of Works should be prepared by a suitably experienced heritage specialist. This schedule should be a document that:

- Augments the assessment of cultural significance, by undertaking a more detailed investigation, recording and assessment;
- Contains a detailed assessment of the physical condition of the fabric;
- Determines the appropriate conservation methodologies; and
- Sets out a comprehensive schedule of conservation actions, based on the CMP conservation policies.

Building Element	Yearly	Every 5 Years	Every 10 Years
OVERALL BUILDING	Monitor condition General cleaning including graffiti removal Pest inspection	Check security and general safety	Undertake structural inspection
EXTERNALLY			
HISTORIC STONE FACADE	Inspect for sound bird proofing and undertake repairs as necessary	Clean and inspect stonework. Check for rising and falling damp	Repair stonework (with replacement matching stone units, stone indents or mortar patching) and pointing as required
LEAD WEATHERINGS	Inspect joints, welts, drips etc. Repair as required		Replace if required
HISTORIC RENDER Bridge Street and Loftus Street entrance porch ceilings	Inspect Repair as required		Repair as necessary with traditional techniques and materials to match existing Prepare and repaint if required using mineral silicate paint
ROOFING Historic copper roofing Membranes Capping Flashing	Inspect Repair as required	Audit water-tightness and undertake repairs as necessary	Replace as necessary with materials to match existing / original
STORMWATER DISPOSAL Box gutters Down pipes	Inspect Repair as required	Audit water-tightness and undertake repairs as necessary	Replace as necessary
HISTORIC EXTERNAL STEEL WINDOWS Steel fabric Metal hardware Glazing	Inspect Repair as required		Repair as necessary with materials to match existing Prepare, prime and repaint steel fabric if required. Brass handles to remain unpainted
HISTORIC EXTERNAL WROUGHT IRON Gates Grilles	Inspect Repair as required		Prepare, prime and repaint

Building Element	Yearly	Every 5 Years	Every 10 Years
HISTORIC EXTERNAL TIMBER DOORS & WINDOWS Timber joinery Metal hardware Glazing	Inspect Repair as required	Wax French polished timber	Repair as necessary with materials to match original / existing Prepare and re-apply French polish to clear finished timber generally Prepare and repaint Young Street service doors Prepare and re-apply varnish to external face of Loftus Street entrance doors
HISTORIC EXTERNAL BRONZE Farrer Place entrance doors	Inspect Repair as required		Prepare, re-patinate and wax
HISTORIC SIGNAGE Patinated bronze signage	Inspect Repair as required		Prepare, re-patinate and wax
INTERNALLY			
HISTORIC INTERNAL DOORS AND JOINERY Doors Windows Frames Architraves Skirting blocks Skirting boards Wainscoting	Inspect Repolish brass hardware if required Repair as required	Wax French polished timber	Prepare and re-apply French polish if required
HISTORIC INTERNAL WALLS Painted plaster	Monitor wear Repair as required	Check for rising and falling damp	Repair, prepare and repaint as required
HISTORIC CEILINGS Plaster lath and plaster ceilings Plaster cornices	Monitor structural stability Repair as required		Repair, prepare and repaint as required
HISTORIC MARBLE Floors Skirtings Dados and dados Columns Pilasters Wall cladding Treads and risers	Monitor Repair as required	Buff marble to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads	An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains

HISTORIC BRONZE AND BRASS MEMORIAL BOARDS Memorial boards in the Loftus and Bridge Street entrances	Monitor wear		Prepare, repolish and lacquer

APPENDIX FOUR: SCHEDULE OF CONSERVATION WORKS

APPENDIX FIVE: ARCHAEOLOGICAL ASSESSMENT

APPENDIX SIX: MOVABLE HERITAGE REVIEW

GBA Heritage

CONSERVATION MANAGEMENT PLAN

The Education Building, 35-39 Bridge Street, Sydney

April 2017



THE EDUCATION BUILDING, 35-39 BRIDGE STREET, SYDNEY

ISSUE	DESCRIPTION	DATE	ISSUED BY
A	Draft for Review	9.08.2016	MM
B	Final for Submission	14.10.2016	MM
C	Amended Final for Submission	28.10.2016	JB
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F	Updated	12.04.2017	MM

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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 Education Building (The Education Building), at 35-39 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 (SSD) 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 into 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 Stage 1 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 21 May 2015 (Education 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 and occupies a whole block bounded by Young Street to the east, Loftus Street to the west, and Farrer Place to the south. It is described by NSW Land and Property Information (LPI) as Lot 56, DP 729620.

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 people occupied the land that was later to be claimed as a European settlement. Recommendations have

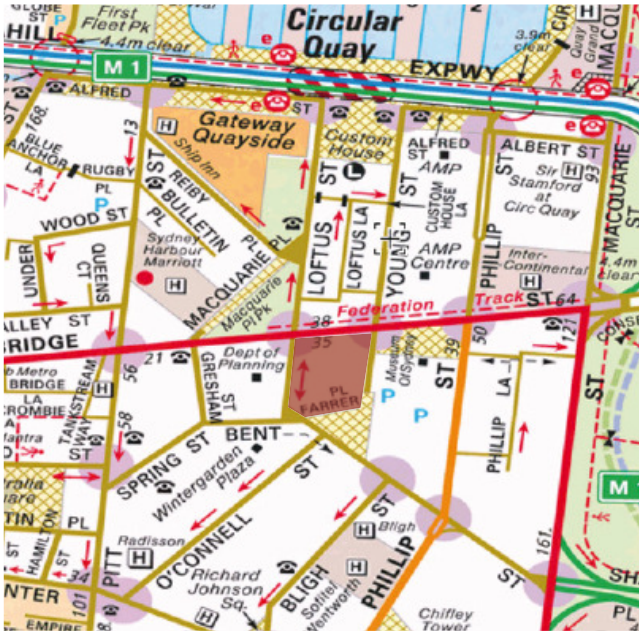


Figure 1.1
Location map showing the subject site overlaid in orange.
Source: Street Directory Australia

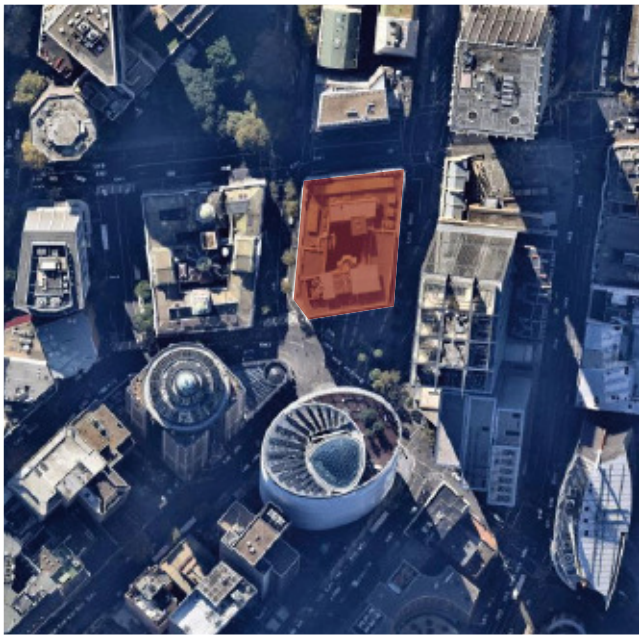


Figure 1.2
Aerial photograph showing the subject site overlaid in orange.
Source: Nearmap

been made on the basis of documentary evidence viewed and inspection of the existing fabric.

The subject 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 Education 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 has 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.

GPNSW have informed us that in the context of the Department's imminent departure, the movable heritage collection within the Education Building has been assessed in the *Movable Heritage Review of the former Department of Education Building, 35 Bridge Street, Sydney,* prepared by Musecape in June 2016.

1.7 DOCUMENTARY AND PHOTOGRAPHIC SOURCES

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

- City Plan Heritage, *Department of Education Building, 35-39 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 City Plan Heritage 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 *Section 3.0: Documentary Evidence - Understanding the Place* and *Section 4.0: Physical Evidence - Understanding the Place* contained in the endorsed Conservation Management Plan for the Department of Education Building, prepared by City Plan Heritage, dated March 2015. The two sections from the 2015 CMP have been reorganised and merged, with the extracted text being reproduced in Italics.

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 and updated source references have also been included.

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

The Sydney CBD is part of the traditional lands of the Cadigal (or Gadigal) peoples. Their territory encompassed the lands to the south of Sydney Harbour from South Head to Darling Harbour.[1] Whilst some word lists and accounts of cultural practices of the local indigenous groups were compiled at the time of European settlement, detailed information regarding the pre-1788 culture was lost.[2]

Historical and archaeological sources indicate that they bays and waterways of Sydney Harbour were a source of fresh water and food for the indigenous population, with hunting, gathering and fishing taking place.

After the arrival of European settlers in 1788, the process of displacement began. The settlement and associated farming and building forced many Aboriginal people from their traditional lands and away from food sources. Soon after the arrival of the First Fleet, the Cadigal people and other local clans were decimated by a smallpox epidemic, to which they had no immunity. Despite these factors, some people survived and continued to occupy the area and interacted with the Europeans. The Indigenous people continued to use the land around East Darling Harbour at least until the 1830s, four decades after the arrival of the First Fleet and despite the smallpox epidemic.

2.1.2 FIRST GOVERNMENT HOUSE AND DEVELOPMENT OF BRIDGE STREET (FROM 1789)

The development of an enclave of government offices in and around Bridge Street in the 19th century had its origins in one of the earliest planning decisions in New South Wales: the choice, on 29 January 1788, of a site on which to erect the portable canvas house brought out from England for the Governor, Captain Arthur Phillip. The appropriateness of the site, on the east side of the Tank Stream overlooking the settlement at Sydney Cove, was confirmed in May of the same year when Governor Phillip laid the first stone for a brick house, immediately to the east of his prefabricated home. The new Government House, completed by the middle of 1789 was the first permanent building in the Colony and was to remain the home of successive governors until 1845.[3]

The construction of permanent accommodation for the Colony's civil officers followed soon after and by 1792 a neat row of residences and gardens, for the Commissary, the Judge-Advocate, the Surveyor General and the Chaplain, lined the western approach to Government House from the bridge over the Tank Stream that later gave the street its name.[4] For more than forty years after European settlement, the Colony of New South Wales was administered from these buildings, which served as both private residences and public offices.

At the back of these houses an unusual street pattern was beginning to emerge, formed in part by the lines of prisoners' huts and workshops and also by the ditch that had established the boundary of Governor Phillip's residence. Here the emerging streets defied a grid plan and were aligned along the contour, terminating at their north-east end near a fountain at the back of the civil officers' residences and at the edge of the Government House Domain. By the time Governor

1 Attenbrow, V., *Sydney's Aboriginal Past: Investigating the archaeological and historical records,* Sydney: UNSW Press, 2010, p22

2 Attenbrow, V., *Sydney's Aboriginal Past,* 2010, p31

3 Proudfoot, H., Bickford, A., Egloff, B. & Stocks, R., *Australia's First Government House,* Sydney: Allen & Unwin/Department of Planning, 1991, pp31, 41-48

4 Thomas Watling attributed, 'Sydney Capital New South Wales' c. 1800 reproduced in *Painted Panorama 1800- 1870. 1 to 30 November 1985. Paintings from the Mitchell and Dixson collections of the State Library of New South Wales, The Blaxland Gallery, Sydney,* 1985, p35 cat. 1

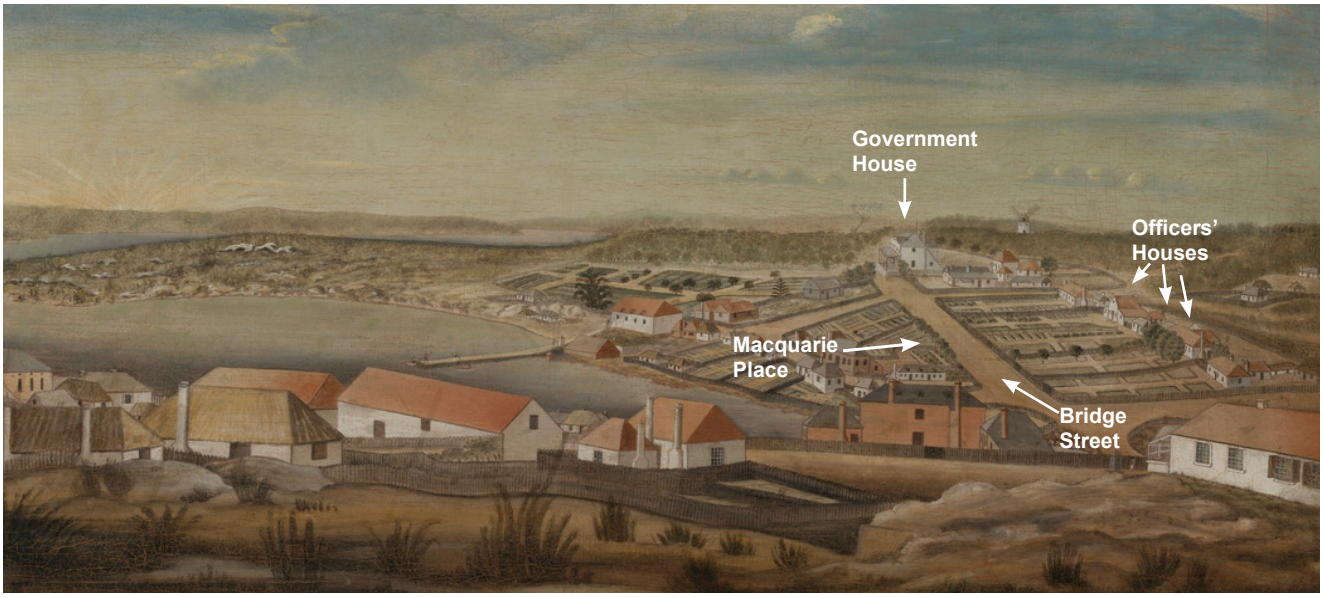


Figure 2.1
Government House and the civil officers' residences in about 1800, as depicted in 'Sydney - Capital New South Wales, ca.1800', artist unknown. The road leading to Government House, later to become Bridge Street, is already clearly defined with the officers' houses set well back, with large front gardens. View looking east.
Source: State Library of NSW, Mitchell Library, Call No. DG 56, Digital Order No. a1528056



Figure 2.2
1802 Map of Sydney ('Plan de la ville de Sydney'), by Charles Alexandre Lesueur, showing the area of the subject site indicated by the red arrow. Bridge Street has been established, with a row of four houses lining the street
Source: National Library of Australia, Call No. MAP RaA 2 Plate 30, ID nla.obj-230976925

Macquarie took up office in 1810 they were so well established that he included them in his naming and renaming of Sydney's streets: Bell Row became Bligh Street; South Street became O'Connell Street and the un-named street parallel to it became Spring Row [later Street]; while from Spring Row, past the fountain and on to the north end of Phillip Street became Bent Street.[5] This configuration, evident from as early as 1792, was an unusual one and survives to the present day.

2.1.3 NEW RESIDENCES FOR CIVIL OFFICERS (FROM 1810)

The relationship between the Governor and his civil officers' domestic arrangements was redesigned during the Macquarie period when several civic improvements served to emphasise the importance of Government House, of its grounds and its approaches. In October 1810 Governor Macquarie issued a number of orders intended to 'contribute to the Ornament and Regularity of the Town of Sydney'.[6] In addition to regularising and extending the street plan, the Governor provided a number of public spaces. In front of four of the civil officers' residences the ground was to be cleared for 'Macquarie Place'.[7]

Associated with these improvements, new houses were built for the Judge-Advocate Ellis Bent (1810-1812); the Secretary, John Campbell (1813); the Chaplain, the Reverend William Cowper (1815); and Judge Barron Field (1817) while a new guard house (1810-1812) cut off public access from the back of Government House down to the Cove.[8]

Like their predecessors, these new residences, two of which were designed from architectural pattern books probably chosen by Mrs Macquarie, lined the road from the bridge to Government House and formed an attractive backdrop to the nascent Macquarie Place.[9] Carmichael's view 'Sydney from The Domain Near Government House' provides a close-up of these houses and their setting.[10]

In 1832 the practice of providing official residences for civil officers came to an end when the British government ruled that this was no longer to be a benefit of office, other than for the Governor. Some officers had already made the move to live on their private estates, anticipating the change. As they were vacated, the old residences continued in use as government offices, usually housing the departments of which their former occupants had been in charge.[11] The most notable group of these former official residences was that in Macquarie Place.

2.1.4 BUILDING THE QUAY AND EXTENDING THE STREETS

From the late 1820s the need for increased wharfage was under discussion and within a decade the first major replanning of Sydney was underway. A new artificial waterfront would be built at Sydney Cove. In order to pay for the work, the old Government House would be demolished releasing some of The Domain land for sale and allowing the existing streets to be extended down to the new 'Semi-Circular Quay'. A new Government House would be built further to the east in the Domain, on the ridge line between Farm Cove and Woolloomooloo Bay, equidistant between the Government Stables and Fort Macquarie.

In January 1845 the plan for the continuation of the main streets down to the quay was officially advertised. Macquarie Street, Elizabeth Street and Phillip Street would be continued north from Bent Street down to the Quay, and Bridge Street would be extended from Macquarie Place up the hill to Macquarie Street. The line of Phillip Street would pass through the east end of the old Government House. The extension of Elizabeth Street would obliterate the guard house. Pitt Street and Castlereagh Street would be continued north from Hunter Street to the Quay.[12] The proposed continuation of Castlereagh Street would cut straight through Macquarie Place reducing it to less than half its original size and the eastern half would be subdivided to finance the new Government House.

The continuation of Castlereagh Street was problematic. The old Colonial Secretary's residence, then being used as offices by the Treasury,[13] stood in the way of any connection between Bent Street and Bridge Street and the government did not guarantee that the building could be removed in 'under five years', or until funds were provided for a new building.[14] Planning continued regardless and the extension of Castlereagh Street from Bridge Street to the Quay was called Castlereagh Street North, in anticipation of the completed street plan.

In June 1845 Governor Gipps and his wife moved to the new Government House and the materials of the old house were gradually removed.[15] New boundary

5 *Sydney Gazette,* 6 October 1810, p2
6 *Sydney Gazette,* 6 October 1810, pp1-2; 27 October 1810, p2
7 *Sydney Gazette,* 6 October 1810, p1b
8 The new guard house can be seen in a panorama by Eyre published in 1812
9 Broadbent, J., *The Australian Colonial House. Architecture and Society in New South Wales 1788-1842,* Sydney: Hordern House/ Historic Houses Trust, 1997, pp31-47, 49-56
10 Broadbent, J., *The Australian colonial house,* 1997, p45, Plate 3.11.
11 The discontinuance of this practice had been recommended by Darling in 1828, Despatch No. 74 dated 14 May 1828, *Historical Records of Australia* (Ser. 1) Vol. 14 pp180-182
12 *New South Wales Government Gazette,* 7 January 1845
13 *Golden Heritage. A joint exhibition to commemorate the 175th anniversary of the New South Wales Treasury 1824-1999,* New South Wales Treasury, Office of Financial Management, 1999, p12
14 *New South Wales Government Gazette,* 7 January 1845
15 Proudfoot, H. et al, *Australia's First Government House,* 1991, pp131-132



Figure 2.3
'Sydney from the Domain near Government House', by John Carmichael, 1829. Looking west from the front entrance to Government House in 1829. On the far left is the guard house and next to it, the Colonial Secretary's house (indicated by the red arrow), later to house the Department of Public Instruction. With the government officials forced to move to other residences, the houses were later used as offices
Source: National Library of Australia, Call No. PIC Drawer 2316 #S2784

walls were built around the surviving government offices, including the Colonial Secretary's office,[16] and in 1847 Bridge Street was extended east to Macquarie Street.[17] In the same year, the guard moved to a new guard house on Macquarie Street and the old one was dismantled and the materials sold.[18] The new streets were marked out but were largely unformed. Some of the stone pines that had once stood in th e grounds of the old Government House remained in the line of Bridge Street.

2.1.5 HOUSING THE BUREAUCRACY (1830s-1850s)

As the convict system wound down in the later 1830s and 1840s, many buildings were no longer required for their original purpose, or were vacated due to dwindling convict numbers. With this legacy of surplus building stock, the bureaucracy could readily be housed in existing buildings.

Responsible government effected little change. The six ministerial portfolios created in 1856 were essentially the same as the existing departments and older building stock had to suffice. The result was an ad hoc assemblage of government offices housed in buildings originally designed for other purposes, with parts of departments fragmented around the city, often at some remove from each other.

Departments with special needs were the exception; and it was the construction of these that occupied the Colonial Architect's office from the 1840s into the early 1860s. Some departments required specific locations: the Customs House (1844) had to be close to the new Semi-Circular Quay; the Observatory (1858) needed the view; and the Registry on Elizabeth Street (1859-1861) was built next to the Supreme Court with which it shared much business. For the others, the Treasury and Audit Office on Macquarie Street (1849-1851) and the Government Printing Office at the corner of Bent Street and Phillip Street (1855-1856), the land that had been part of the original Governor's Domain provided suitable sites, without cost to the government.

2.1.6 BRIDGE STREET IN THE 1840s-1860s

It was some years before the area around Bridge Street developed its full potential. The City Corporation, incorporated in July 1842, had insufficient revenue to provide basic services such as roads, drains, sewers and an adequate water supply and the Colonial government remained reluctant to hand over many of the powers (and sources of revenue) which would have helped it to do so.[19]

From the late 1840s and into the 1850s the east end of Bridge Street was more like a park than a city street; a mixture of the old, some new and lots of empty building lots. Two of the Macquarie period residences continued to be used as government offices: the Colonial Secretary's residence, still serving the same department, and the judge's house, used by the Survey Office. Both were set well back from the line of Bridge Street, but were now at odd angles to the new streets that hemmed them in at the sides.

16 *NSW Blue Book* for 1845, Public Works p133 (Mitchell Library)
17 *Sydney Morning Herald*, 16 June 1847 for discovery of tombstone in extending Bridge Street
18 Colonial Secretary Copies of letters to Engineering and Public Works Officers, Letter Nos 47/8359 & 47/8628, 4/3887 pp98. 109-110 (State Records NSW); *NSW Government Gazette,* 26 November 1847, Fol. 1293
19 Fitzgerald, S., *Sydney 1842-1992,* Sydney: Hale & Iremonger, 1992, pp39-46

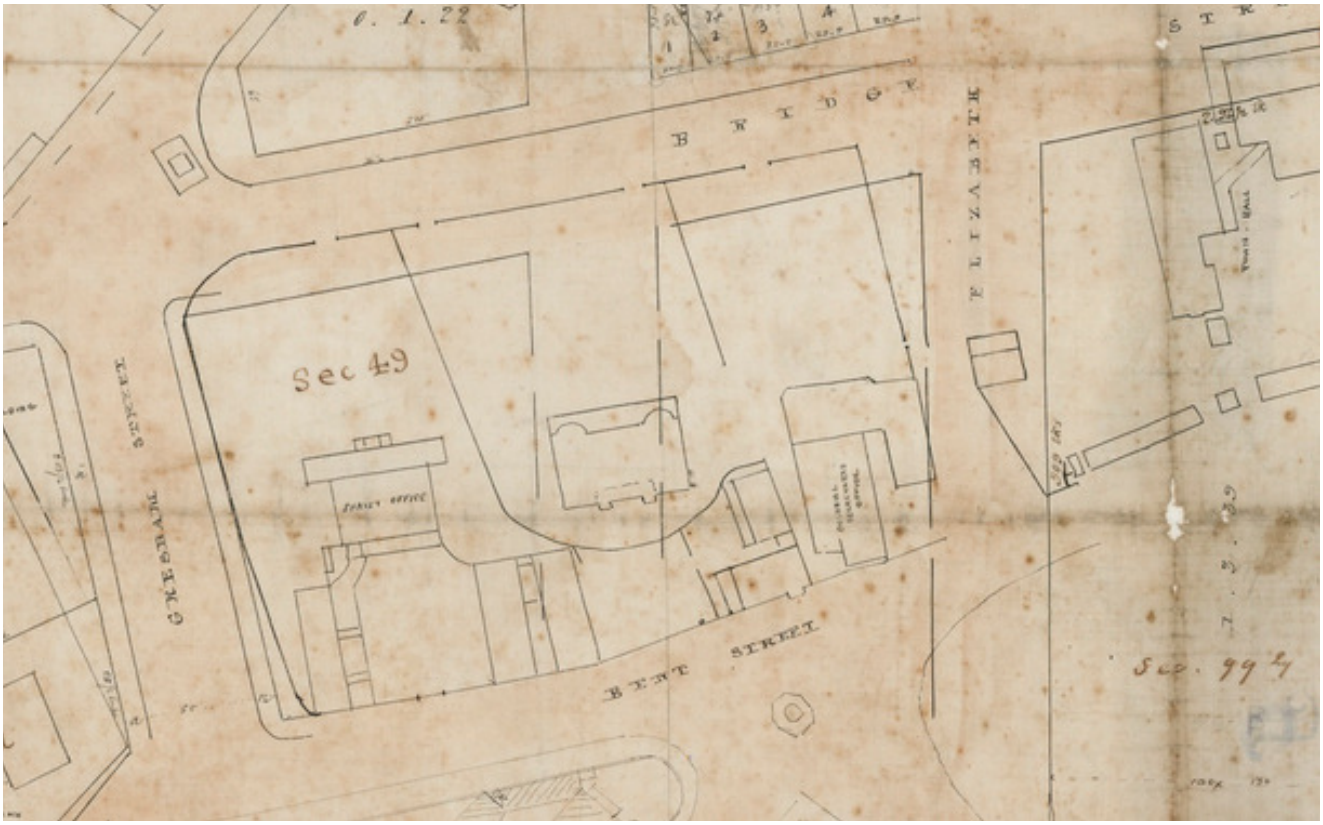


Figure 2.4
'Tracing of a map showing part of Sydney', c1842. This shows the extended streets to the new Semi-Circular Quay as drawn in 1842. In this new arrangement the Colonial Secretary's office, the Survey Office and the Chaplain's house survived, bounded by new streets, but Government House, its guard house and the former Judge-Advocate's residence would be demolished.
Source: State Library of NSW, Mitchell Map Collection, Call No. Z/M2 811.1722/1842/1, Digital Order No. c015100001

2.1.7 CHANGES ON BRIDGE STREET IN THE 1870s

From the 1870s until 1890, overseas loans funded the construction of large-scale public works and a more developed infrastructure in both city and country in New South Wales. In 1871 Sydney was a low-rise city of Georgian proportions. By the mid-1870s the scale was beginning to change, with a boom in both the public and private sectors. Based on borrowed money, Sydney sought to overtake its great rival, Melbourne and began to take on the appearance of a 19th century city. The Colony could now afford purpose-built accommodation for its growing bureaucracy. Ideally located close to Parliament House, the government owned four substantial blocks of land on the south side of Bridge Street, offering an economical solution to the question of where to build.

In the 1870s the architectural landscape of Bridge Street was transformed by the construction of the Colonial Secretary's and Public Works offices and the first stage of the Lands Department.

These two landmark buildings confirmed Bridge Street as the main locus of government administration and totally transformed the scale and quality of the city's official architecture. They were the most impressive new offices in the city and a significant part of its transformation from Georgian town to Victorian metropolis.

These fine new offices confirmed the importance of the departments they housed: Lands, the source of much of the Colony's wealth; Public Works, which built the infrastructure vital for settlement; and the Colonial Secretary whose portfolio (usually held by the Premier and so giving it additional status) included a wide range of responsibilities. A notable omission from the Colony's priorities was the matter of education.

2.2 PHASE 2 - THE DEPARTMENT OF EDUCATION BUILDING (1912-15)

2.2.1 THE DEVELOPMENT OF EDUCATION IN NEW SOUTH WALES

Education in New South Wales was initially provided by the religious denominations and by private individuals and it was not until 1848 that the government formally entered the field of public instruction with the creation of the Board of National Education. In deference to the existing church schools, there was also a



Figure 2.5
The Colonial Secretary's Office on Bridge Street as depicted in 1871, showing the building's generous setback from Bridge Street, behind a large Moreton Bay fig. It was from the early 1880s occupied by the Department of Public Instruction
Source: State Records NSW, 'Department of School Education', Digital ID 15051_a047_004001

Denominational Schools Board and education was administered under two Boards until the Public Schools Act of 1866 provided for a single Council of Education, with control over both systems. The Council's first President was Henry Parkes who was to play a major part in the provision of government education in the state.

In Parkes' first Ministry in 1872, education gained ministerial status in the combined portfolio of Minister of Justice and Public Instruction[20] and for a short period in 1878 had the prospect of splendid departmental accommodation in an imposing design for new law courts where it would be housed as part of the combined ministerial portfolio.[21] The proposal, however, remained just that and, like many other departments, the Council of Education occupied accommodation originally built for residential purposes in Macquarie Street.[22]

Much greater developments for the future of public education were, however, in train and in 1880 Henry Parkes' Public Instruction Act gave the government full responsibility for the provision of primary and some secondary education in New South Wales. With the creation of the Department of Public Instruction on 1 May 1880, under the supervision of its own Minister, there was for the first time a centralised system of control over the rapidly expanding need for education.[23]

Public schooling was to be compulsory, provision was made for secondary education and government support for denominational schools ceased from 1883. The administration moved into the former Colonial Secretary's offices in Bridge Street, recently vacated by that Department on the completion of its splendid new home further up Bridge Street. It was this building, designed in 1813 as a residence for John Campbell the Governor's Secretary, that was to be the home of the new Department for almost thirty-five years.

The first decade of the new system saw a massive expansion in the number of schools, but in the economic depression of the 1890s government expenditure was

20 *The NSW Parliamentary Companion*, 56th edition, Sydney: NSW Chief Secretary's Department, 1920
21 New Law Courts, *Town & Country Journal 30 November 1878*, p1033
22 A collection of photographs of all of the premises occupied by the various boards of education from 1849-1915 is held in the Small Picture File at the Mitchell Library under the heading SPF- Sydney – Offices – Education Department. This collection was once owned by the Department of Education
23 Kozaki, D., *Bridge Street and Education – a pictorial history,* Community Relations Unit for NSW Department of School Education, 1989, pp8-9

much reduced. By the beginning of the 20th century, the government schools system in New South Wales was depleted and behind the times compared with overseas schools and some other states in Australia.[24]

The movement for reform began in 1901 and the appointment of a Royal Commission the following year culminated in three reports, on Primary Education (December 1903), Secondary Education (October 1904) and Technical and Other Education (December 1904) termed the 'New Education'. Teaching methods, the curriculum and teacher training were all in need of reform with a greater emphasis upon children learning for themselves by active practical work, rather than the old system of learning by rote.

Peter Board, an Inspector of Schools who was appointed to the newly established position of Director of Education in 1905, turned these ideas into action in the development of the New Syllabus and the process of reform was under way. The co-educational Sydney Teacher's College opened the next year in the grounds of Sydney University. In 1910 following the election of a Labor government, fees for secondary education were abolished and academic, commercial, technical and domestic courses were established.

The new system, with its emphasis upon vocational training (with appropriate schools for various parts of the workforce) began in 1911. Three new examinations, the Qualifying Certificate, the Intermediate Certificate and the Leaving Certificate provided proof of competence at all levels of schools education and, together with the abolition of fees, provided the 'educational ladder' by which children of ability from poor families could now have an extended education.

Reconstruction of the system was completed in 1916 with the Public Instruction (Amendment) Act which required the registration of private schools and made compulsory education effective, by requiring attendance on every half-day that the school was open, rather than the 'not less than seventy days in each half-year' required under the 1880 Act.[25] *A massive building programme around the state accompanied these changes and lasted into the early 1930s. The system required not only more teachers but also more administration. As the 'New Education' began, the Department moved from its cramped quarters in Bridge Street into a new building.*

24 *Government Schools of New South Wales 1848-1998: 150 years,* Open Training and Education Network (OTEN) – Distance Education, New South Wales Department of Education and Training, 1998, pp6-13

25 Barcan, A., *A history of Australian education,* Melbourne University Press, 1980, pp207-211. 240

2.2.2 PLANNING FOR NEW OFFICES

The provision of better office accommodation for the Education Department had been considered an 'urgent matter' in 1890 when the Minister, J H Carruthers, had taken 'the preliminary steps' to have premises erected on the Bridge Street site.[26] *The department had also been included when plans for another large government office building on Bridge Street had been mooted in 1899, this time on the site of the First Government House,*[27] *but education remained the Cinderella department 'in genteel poverty'.*[28]

It was not until November 1911 that proposals for new offices finally came before the Parliamentary Standing Committee on Public Works, for its scrutiny and approval. By this time the numerous branches of the Department, with a total staff of 180, were housed in various premises around Sydney, as well as in the old Colonial Secretary's offices where 'a state of congestion' existed 'making proper organisation and cognate arrangement of work impracticable'.[29] *Plans for the proposed new offices had been prepared by the Department of Public Works and the details were explained to the Committee by Edward Lambert Drew, in his capacity as Acting Principal Architect of the Government Architect's branch, in the interregnum between the retirement of W L Vernon in August 1911 and the appointment of George McRae as his successor in May 1912.*[30]

The new building, designed to have five floors, was to be erected on the northern half of the block bounded by Bridge Street, Loftus Street, Young Street and Raphael Street, on the open space in front of the existing departmental offices. This arrangement would enable the Department to continue to occupy its old offices until the new accommodation was completed. The new offices were to be part of a much larger building, designed to fill the whole block. At some future date the old buildings would be demolished and the second part built, to house the Department of Agriculture. A similar course of action had been followed for the Lands Department, which had been constructed in two stages in the 1870s-1880s and the old offices demolished as the first section was completed.

26 NSW Parliament, Parliamentary Standing Committee on Public Works, 'Report together with minutes of evidence and plans relating to the proposed new offices for the department of Public Instruction, Sydney', *Joint Volumes of Papers presented to the Legislative Council and Legislative Assembly,* 1911-1912, Vol .II Pt. 1, p1

27 NSW Legislative Council, *1899 Session (3)*, Vol, 2, p553. These plans were negatived

28 An historic building. Ninety-five years old. Offices of the Education Department, *Daily Telegraph,* 12 December 1908, Newspaper cuttings Vol. 12, pp82-3, Q 991/N (Mitchell Library)

29 *Report relating to the proposed new offices for the Department of Public Instruction, Sydney, Evidence by Chief Clerk, George Kilminster,* 20 November 1911, p6

30 *Guide to the State Archives of New South Wales No. 19, Records Group NGA Government (Colonial) Architect 1837-c. 1970,* Archives Authority of New South Wales, Sydney, 1979, Appendix I.

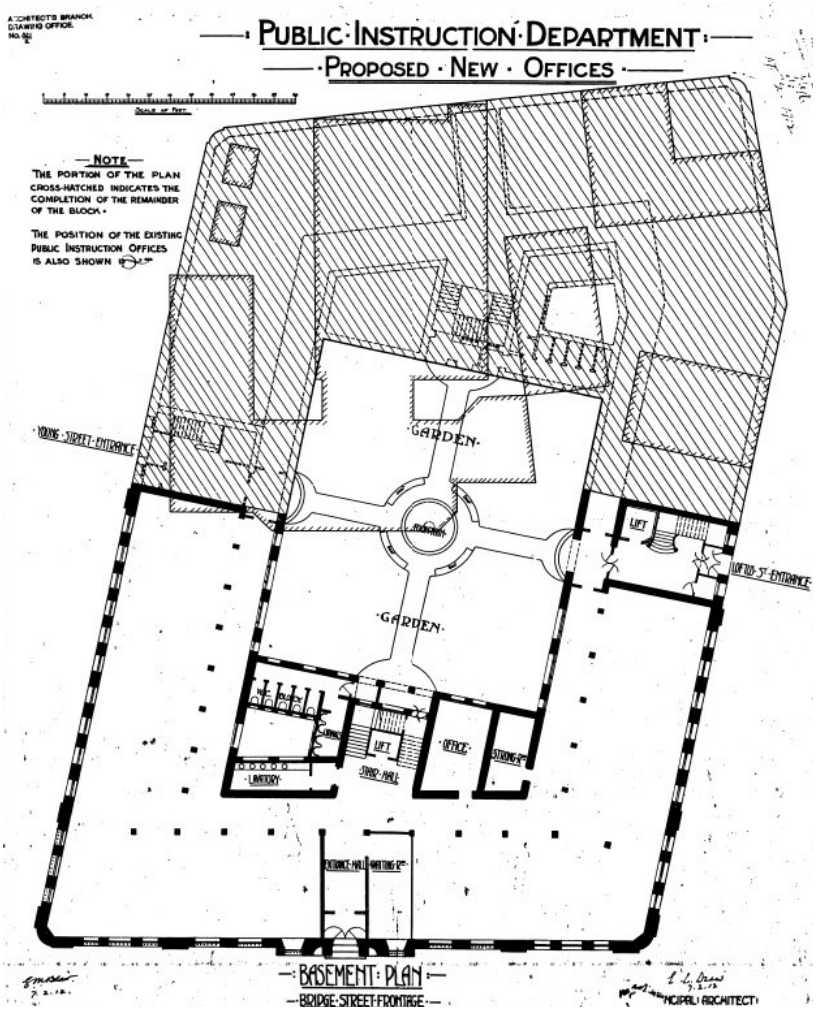


Figure 2.6
Proposed basement plan for the new offices for the Department of Public Instruction, signed by both Edward L. Drew, Acting Principal Architect between the retirement of Vernon and the appointment of McRae, and by architect G M Blair. The plan shows the proposed first stage of the building, with the second stage hatched. The old buildings at the site are also indicated on this plan which proposed a central garden courtyard and is dated 7 February 1912
Source: NSW Department of Commerce, PB 18/ A1949

The siting of the building required all four street frontages to have fine, presentable elevations, which left a central light well as the only option for the provision of adequate light and ventilation. The building constructed around four sides of a central courtyard with a system of mechanical ventilation and, on most floors, an open plan internal arrangement divided into the required offices by partitions and not by solid walls. A flat roof, for recreational use, had been requested by the Minister, while the gallery that was being provided for the use of various art societies, would be top-lit by roof lanterns.

The Committee's main concerns were: the provision of sufficient accommodation; adequate light, ventilation and sanitary arrangements; the use and design of the central courtyard; and the unsightly look of the southern elevation of the building before the addition of the second section, which might not be built for some years. Drew's instructions had been to prepare a design for a 'plain brick building' but, as he acknowledged to the Committee, his own preference was for plain stone street elevations.

Much of the Committee's time was taken up with evidence concerning the provision of exhibition space for the Royal Art Society, which was already receiving a government subsidy, and the Society of Artists, which was not. William Lister Lister's evidence on behalf of the Royal Art Society of New South Wales and Julian Ashton's on behalf of the Society of Artists and the Society of Women Painters, revealed much about the animosity that existed between these organisations, but little about the architectural detail of the gallery that was to be provided for them. A student of the Royal Art Society, Schuldham Marriott Woodhouse and a former student, John Bishop, added their complaints about the government's failure to promote art by establishing a National Art School, but had little to contribute as far as the design and cost of the proposed building was concerned.

The Committee's decision reflected its concern to provide sufficient accommodation for the rapidly expanding Department of Public Instruction and for the new offices to be an integral part of their Bridge Street setting. The construction of the new building was approved with alterations to the proposed plan

for elevations in stone, instead of brick, and with the addition of two storeys.[31] Its Report was debated briefly in the Legislative Assembly in March 1912 and the requisite Act then passed authorising the construction of the new offices.[32]

Encouraged perhaps by the Public Works Committee's wish to make the new offices a suitable addition to Bridge Street, the final design for the main elevation of the building was considerably more attractive than that presented to the Committee. The new design was published in The Salon, the journal of the Institute of Architects in its September-October 1912 issue, under the name of the new Government Architect, George McRae, a Fellow of the Institute.[33]

In May 1912 the Department of Public Works sent a site plan for the whole of the new offices (including the proposed second stage for the Department of Agriculture) to the City Council seeking approval for an alteration to the alignment of Loftus Street. In maximising the use of the awkwardly shaped site, the plan for the new building projected beyond the existing building line on the east side of Loftus Street. By October, when the Council presented its objections to the Minister, it was too late. The alignment it proposed would affect the architectural appearance of the building, the Director General of Public Works reported; the plans had already been modified once and the work had already commenced.[34]

While no concern had been expressed during the Public Works Committee's deliberations about the ultimate demolition of the 1813 house then occupied by the Department of Public Instruction, the historical significance of the building and of its surroundings did not go un-noticed. The imminent loss of the large Moreton Bay fig in the front garden of the old offices prompted newspaper articles on the history of the locality and expressions of regret that progress would cause the loss of 'one of the oldest landmarks in Australia'.[35] The historically minded were, however, fighting a losing battle in the march of progress and city development.

History was not however forgotten when the Minister of Public Instruction, Mr A C Carmichael MLA, laid the foundation stone of the new building on Saturday 7 September 1912. 'This is an historic spot' was the keynote of more than one speech the Sydney Morning Herald reported, tracing the history of the site from the approval of the plan for J T Campbell's residence on 24 December 1813 by Governor Macquarie, to the use of the building since 1882 by the Department of Public Instruction.[36]



Figure 2.7
Work begins on the site for the new offices of the Department of Public Instruction in the front garden of their existing offices, where the Moreton Bay fig has been cut down, May 1912
Source: Original at State Library of NSW, 'Public Instruction Offices, showing Lands Office from Bridge st', Call No. GPO 1 - 12332, Digital Order No. d1_12332, reproduced from 2015 CMP, Figure 3.5

2.2.3 CONSTRUCTION OF THE EDUCATION BUILDING (1912-15)

In his first annual report as Government Architect, George McRae described the new offices:

> *"The building now in course of construction will be seven storeys high; the facades are to be of stone and the design, although severely plain, has been treated in the Renaissance style, thus retaining architectural harmony with the adjacent government buildings. The architectural embellishments have been confined chiefly to the main entrances and the crowning balconies and entablature to the upper floors. The internal construction will be of steel and reinforced concrete, thus providing a fire-resisting structure. Due prominence has been given to the entrances – one from Bridge-street and the other from Loftus-street. It is the intention, later on, to extend the building to the full area of the site and thus provide office accommodation for the Department of Agriculture fronting Bent-street. When the extension is completed, the whole will surround an internal court-yard providing light, ventilation and space for recreation purposes."[37]*

31 *Report relating to the proposed new offices for the Department of Public Instruction, Sydney,* 1911
32 *New South Wales Parliamentary Debates (Second Series),* Session 1911-12 (Third Session of the Twenty-Second Parliament) Vol. XLV, 1912, pp3895-7. Act No. 10 of 1912
33 New Education Building, *The Salon: Being the Journal of the Institute of Architects of New South Wales*, Vol. 1 No. 2, September-October 1912, p121
34 Town Clerk's Correspondence files 1912/2115 & 5340/28 (Sydney City Council Archives)
35 'Spare that tree.' An historic spot. Landmark to be destroyed, *Sydney Morning Herald,* 21 October 1911, p16h
36 Peeps into history. Education in New South Wales. Foundation stone laying, *Sydney Morning Herald,* 9 September 1912, p8g-h
37 Government Architect's Branch. Annual Report, 1911-1912, in: Department of Public Works, *Annual Report,* 1911-1912, pp29-30.



Figure 2.8
Department of School Education - Laying foundation of new Public Instruction Offices,7 September 1912
Source: NSW State Records, Digital ID 15051_a047_003981

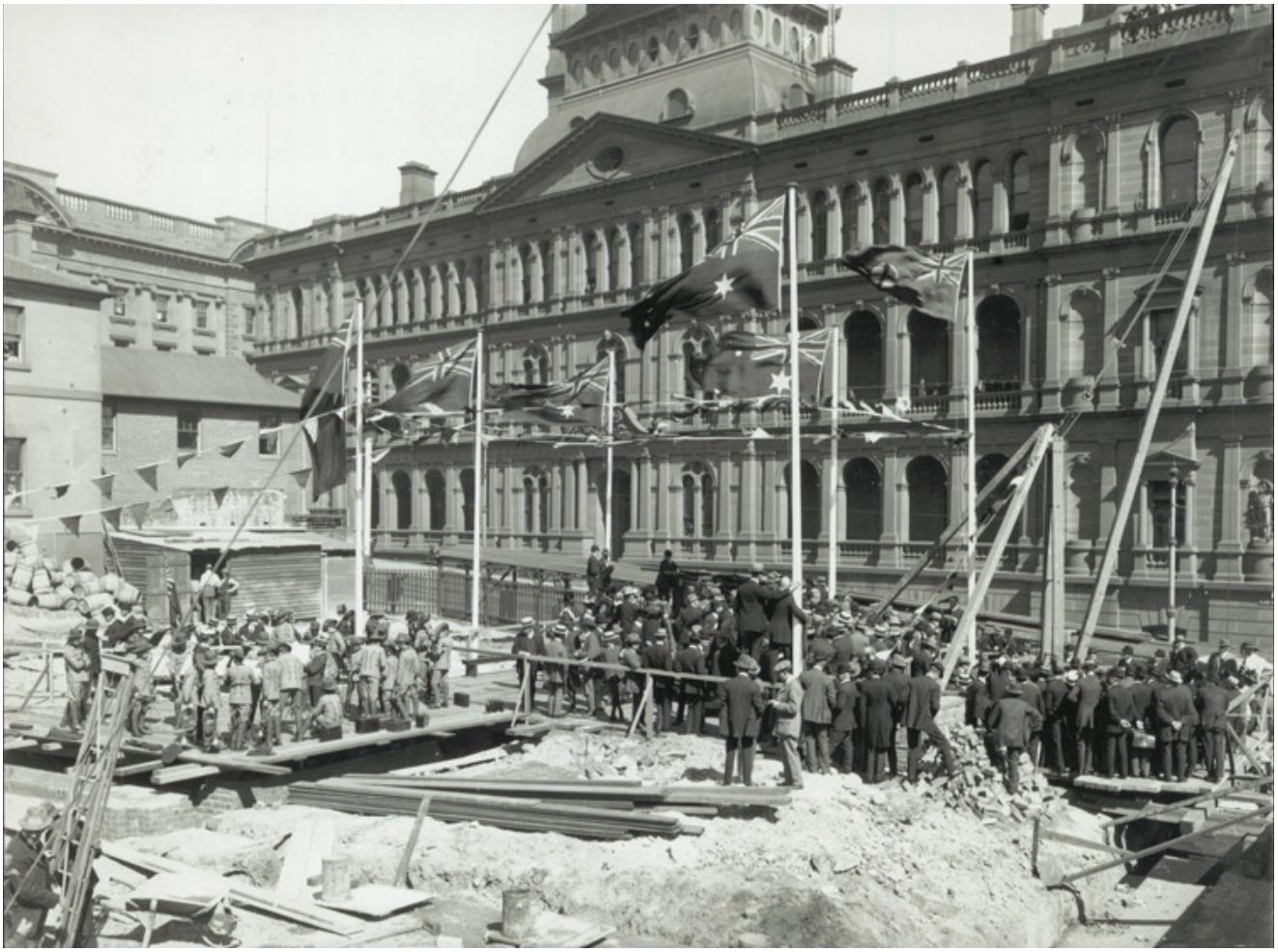


Figure 2.9
Department of School Education - Laying foundation of new Public Instruction Offices, 7 September 1912
Source: NSW State Records, Digital ID 15051_a047_003972

The original building ... comprised seven storeys in height with a two-storey caretaker's flat on the roof. From the outset the building was designed "in the round" and the architectural treatment of each façade was carefully considered. While the chosen Italian Renaissance style was certainly appropriate for such an important civic building in the context of other neo-classical style buildings, the economic effect of a high façade area to floor space ratio may have been instrumental in the generally plain façade treatment.

The main architectural feature of each façade was unmistakeably the centrally placed entrance. The principal entrance from Bridge Street was detailed with an elaborate portico with twin trachytes columns of the Doric order supporting an imposing overmantel of carved sandstone comprising a deep entablature with the inscription "DEPARTMENT OF EDUCATION", and a broken arched pediment with scrolled architraves, bracketed off the wall with massive consoles. The tympanum, surmounted by a crown, was embellished with carvings of floral swags supported by two pairs of mythical birds.

Above the portico was a two-storey high arched recess, intercepted horizontally at level 3 by a balcony above a form of Venetian window with twin sandstone columns of the Ionic order placed directly above the trachyte columns below. The arch opening has a keystone embellished with an oval cartouche bearing the year 1914 and is flanked by two small "bullseye" windows decorated with elaborately carved architraves, keystones and swags.

The Loftus Street entrance while clearly secondary in importance to the Bridge Street entrance was also detailed with a portico comprising a pair of trachyte columns of the Ionic order supporting a broken pediment into which was carved the Royal Coat of Arms, the whole composition topped with an arched window above.

The building was planned as a quadrangle form around a central courtyard with the Education Department offices occupying the northern half of the site and the Department of Agriculture to occupy the southern part of the site. It was intended that each of the four wings of the building be served by an entrance and staircase that would also serve as a fire escape.

The Young Street entrance proposed in the 1912 design and shown in the elevation but was not realised in the later additions; a pair of solid panel timber doors with an arched window above was built in its place.

The structural concept for the building was a concrete encased, rigid steel frame structure with load bearing external masonry walls and core, located at the northern end of the courtyard and encompassing the main staircase and lift off the Bridge Street entrance, the lavatories, retiring rooms, strongrooms and typists' rooms on the typical floors and the library on the top floor. A second load bearing core enclosed the Loftus Street staircase and lift shaft and a multi-storey bank of toilets located on the inner face of the western courtyard wall behind the Loftus Street stairwell.

The exterior walls were built of brickwork with sandstone ashlars facing. The sandstone being used was Maroubra yellow block, the quarry for which was operated as a State enterprise.[38] The massive masonry walls were supported on conventional concrete strip footings. The floors were constructed as reinforced concrete slabs supported on concrete encased primary and secondary steel beams resulting in a coffered soffit which was left undecorated by plaster cornices or centrepieces.

The interior of the building was plainly finished: the reinforced concrete floors were covered with tallow-wood flooring boards[39] and at the Bridge-street and Loftus-street entrances and in the staircases the 'judicious introduction of coloured native marbles in wall panelling, columns, pilasters, &c., has produced a good effect'. Special attention was also given to light and ventilation, heating and vacuum cleaning 'in which regard the building ranks high in comparison with other modern office buildings in the city'. The flat roof provided 'ample yard and promenade space' while part was adapted as a miniature rifle range (presumably in response to the outbreak of war).

Lighting and ventilation were important considerations in the design. Good natural lighting and ventilation were achieved by virtue of the high ceilings and large window openings to both the exterior and courtyard elevations, combined with the relatively narrow floor plan depth. The design principle adopted was that the maximum distance from a window for good natural lighting was 25 feet (7.62 m).

Permanent ventilation was provided by vents set into the external stonework beneath each window sill. These vents were not replicated in the 1930 building although the windows were to be provided with "specially fitted ventilators therein".[40] Mechanical ventilation was also apparently installed, though no drawings have been found that could shed light on how this system operated.

38 Proudman, G., *Stonemasonry Report*, dated 9 April 1989 & Upton, W., 'The Department of Education Building – Brief historical notes' (nd), Education Department Background Notes file, NSW Department of Commerce, Government Architect's Office

39 Government Architect's Branch. Annual Report, 1912-1913, in: Department of Public Works, *Annual Report,* 1912-1913, p30

40 *Sydney Morning Herald,* 30 January 1929, p11

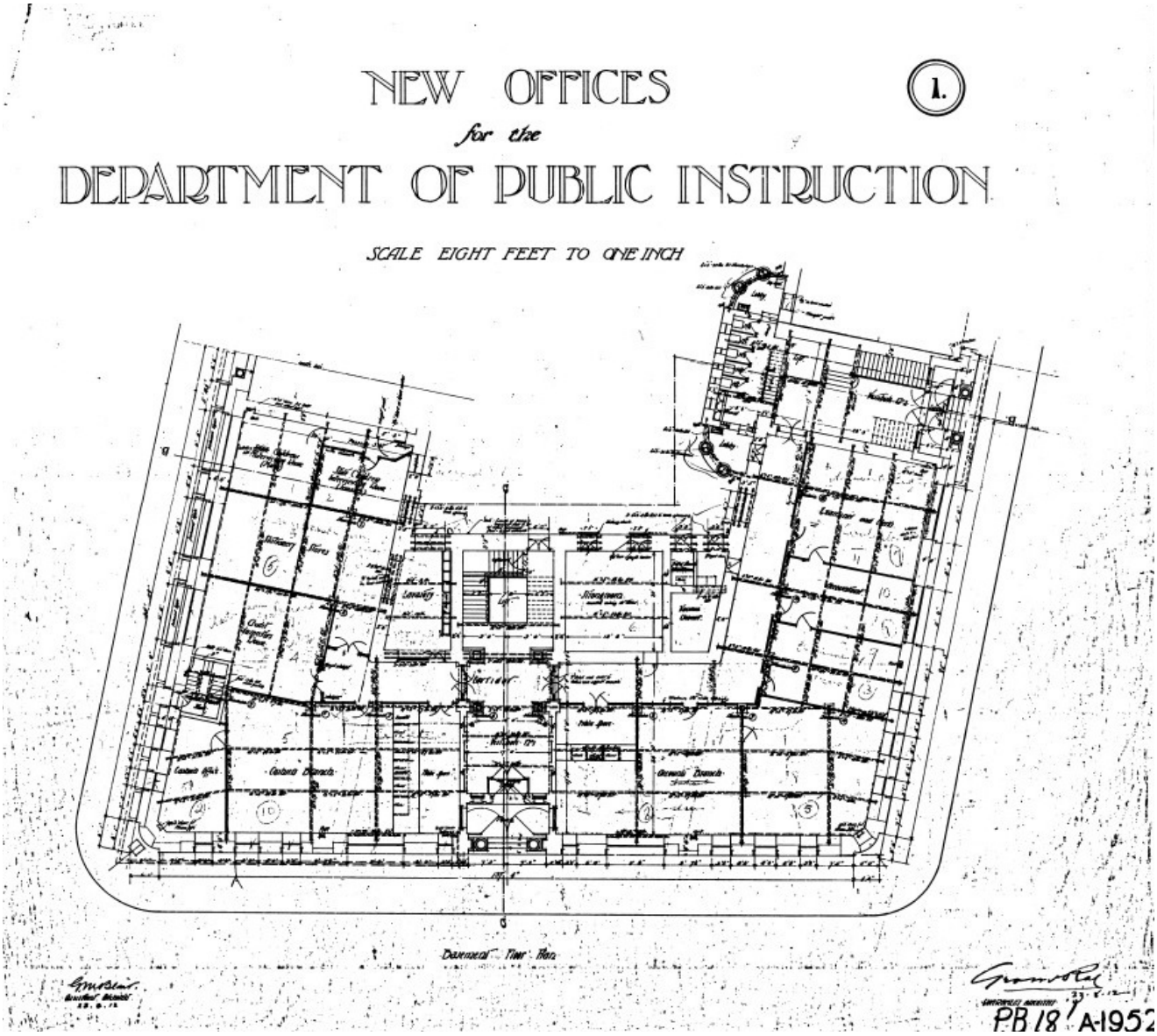


Figure 2.10
The basement (ground floor [Level 1]) plan of the new building, with the main public entrance on Bridge Street
Source: NSW Department of Commerce, PB 18/A1952

The evidence of the Acting Principal Architect of the Government Architect's Branch, Edward Drew to the Parliamentary Standing Committee on Public Works in November 1911 refers to the proposed installation of "a mechanical device for ventilating, which is usually adopted in all big buildings in the Old Country and America. It consists of a Sirocco fan It has also a dynamo and there is a furnace for heating the air."

There is some evidence that the proposed system was in fact installed in a photograph taken from the rear of the site c.1915. This shows what appears to be air duct risers and branches fixed to the north wall of the courtyard.

In a Government Architect's drawing dated 23rd October 1912 entitled Basement Plan: Department of Public Instruction, Installation of Steam Heating Apparatus, a "steam engine room" was planned to be installed in an excavated pit below the basement level in the adjoining Department of Agriculture site. Ultimately a boiler house was built as a freestanding brick building with gable roof in the courtyard behind the Bridge Street staircase.

Two undated sketches [PB 18-2/2-3] by George Vincent, heating and ventilation engineer, show the details of the boiler house and stack for the "Reck" heating installation. The same building is shown "as existing" in a 1927 drawing of the buildings heating system [PB 18-2/4].

The windows were steel framed with casement and pivoting sashes so that the external glass surfaces could be cleaned from inside the building.



Figure 2.11
Department of School Education - Bridge Street building under construction, 1913
Source: NSW State Records, Digital ID 15051_a047_003998



Figure 2.12
The completed building on Bridge Street, 1915, looking east
Source: NSW State Records, Digital ID 15051_a047_003990



Figure 2.13
The completed building on Bridge Street, 1915, looking west
Source: NSW State Records, Digital ID 15051_a047_003973

The topmost floor of the building proper (now Level 7) was designed with two large interlinking art galleries to the north (the Gallery room) and west wings (Annex room), and a dining room and kitchen to the east wing.

The horizontal circulation system at each floor level was based on an 8 ft (2.44 m) wide corridor on the inside of the floor plan and to the northern side of the Bridge Street core. When the building was completed, this corridor was intended to connect the occupants of each floor to all four staircases and lift shafts of the building as well as to the toilets and lavatories. Although very generous in its width, the corridor was quite efficient in minimizing the floor area lost to circulation and leaving the remainder of the floor free to be divided up in various ways using lightweight partitions of timber and glass – an early example of the open plan office.

The work was 'rapidly nearing completion' in February 1915, the Minister reported, but as for the Department of Agriculture, 'years must elapse' before this part of the building would be completed. Work was being done by day labour and, according to the Sydney Morning Herald, this was 'the largest Government building in the State to be carried out on this principle'.[41] This practice was a feature of public works at the beginning of the 20th century but was a controversial one. Labourers could earn more than they did with private firms, but for government this inevitably led to concerns about efficiency and minimising costs.[42]

Some more specialised parts of the construction were however carried out by private firms: the stone carving by J Collins of Penshurst; heating installation by George Vincent; the steel window frames and sashes were supplied by Dobson Franks Ltd of Sydney and the tallow flooring by J Brown of Darling Harbour and Reuben Wood of Sydney. The foreman was an English stonemason, Mr Rootes and one of the men employed on the building was A W Edwards, who was later to establish the well-known building firm of the same name.[43] The Public Works Committee's estimate had been some £81,000 but by December 1915, with the figures 'not quite complete', the cost was £123,000. The construction time had been three and a half years.[44]

41 State offices. New Buildings. Education Headquarters, *Sydney Morning Herald,* 22 February 1915, p8e

42 Tyler, P. J., *Humble and obedient servants. The administration of New South Wales Volume 2 1901-1960*, Sydney: University of New South Wales Press Ltd, 2006, p29

43 Prior, J., Bridge Street meets education, *inside education, Journal of the NSW Department of Education,* Winter 1974, Vol LXVIII No.2, p3

44 Quoted in Nichol, D., Project Brief: to ascertain the historical significance of the building which accommodates the head office of the Department of Education in Bridge Street, Sydney, 6 September 1989, in: NSW Heritage Office – File – *Department of Education Building, 35 Bridge Street, Sydney S90/02690/002*



Figure 2.14
Bird's eye view of the rear of the newly completed Education Building taken from Bent Street in 1915
Source: Original at State Library of NSW, 'Public Instruction Offices, showing Lands Office from Bridge st', Call No. GPO 1 - 16344, Digital Order No. d1_16344, reproduced from CMP 2015, Figure 4.1

A fine photograph of the new offices featured in the 1914-1915 Annual Report of the Department of Public Works. On the Bridge Street frontage the building towered impressively over its immediate neighbour the Lands Department, while tucked hard behind it were the old offices.[45]

The administrative staff of the Department of Public Instruction moved into their new offices in August 1915 and the Education Gazette published contrasting photographs of the department's old and new homes.[46] As if to show that the Department still had a garden setting, (despite having cut down the Moreton Bay fig) the photograph of the new offices was taken from Macquarie Place.

The administrative work of the Department of Public Instruction was now under one roof. As originally planned the disposition of the various branches was as follows:

• On the ground floor (called the basement on the original plans) [Level 1] the main Bridge Street entrance, stairs and lift, the accounts branch cashiers, examiners and clerks, stationery stores, strong rooms and the vacuum cleaner system;

• On the 1st floor (the ground floor on the original plans) [Level 2] the ministerial level; with offices for the Minister and for the Director of Education (the permanent head of the Department), associated support staff, appointments staff, the Deputy Chief Inspector and a library;

45 Government Architect's Branch. Annual Report, 1914-1915, in Department of Public Works, *Annual Report,* 1914- 1915, p38 & photograph

46 *The Education Gazette,* Vol. X No. 8, 1st August 1916

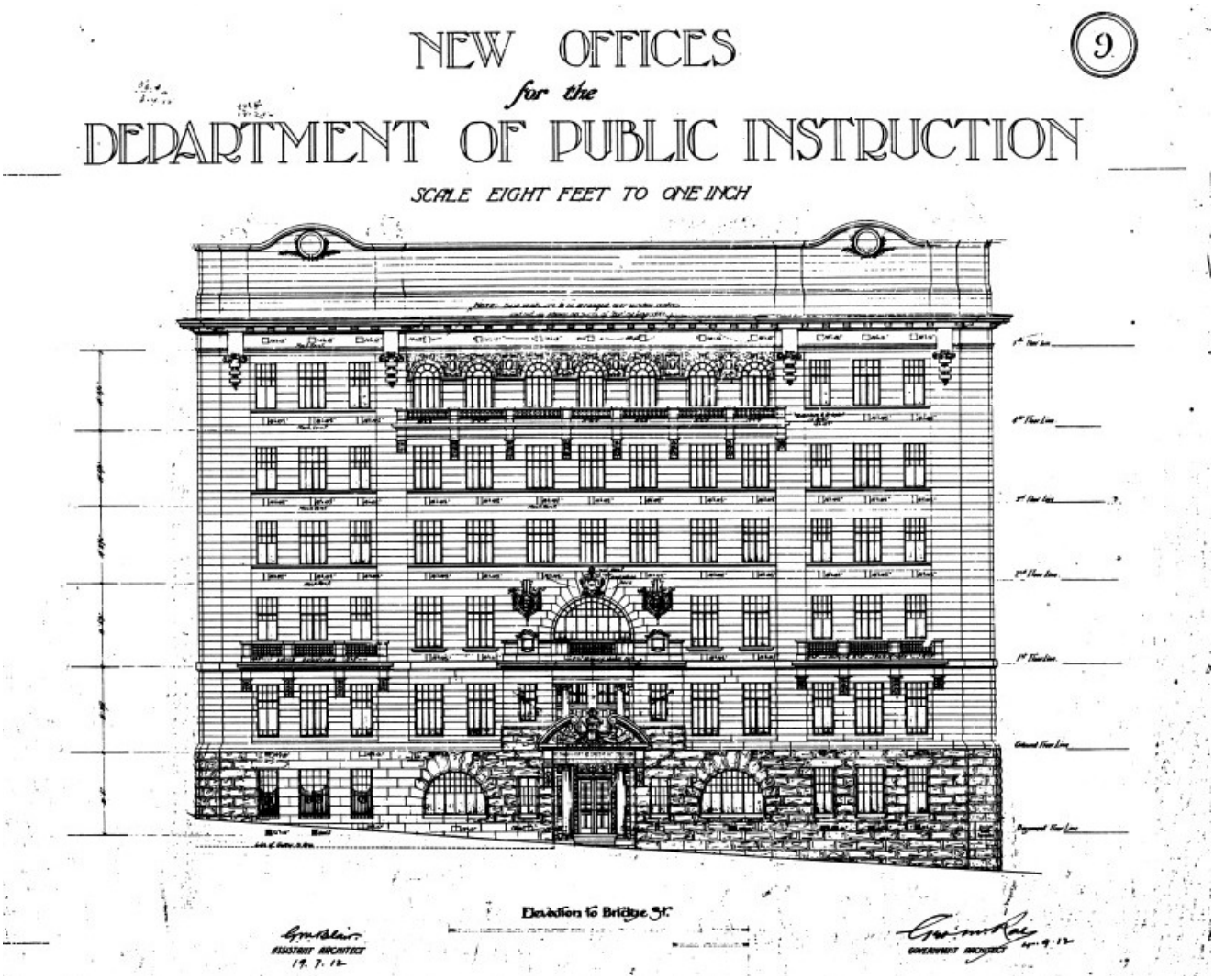


Figure 2.15
Elevation to Bridge Street; signed George McRae, Government Architect and G M Blair, Assistant Architect
Source: NSW Department of Commerce, PB 18/A1960

• On the 2nd floor [Level 3] a number of individual offices, the records branch and examination papers;

• On the 3rd floor [Level 4] the architect's branch, clerical staff, medical officers and children's relief;

• On the 4th floor [Level 5] a large meeting room, records and examiners' rooms;

• On the 5th floor [Level 6] the clerical staff and State Children's Relief Depot;

• On the 6th floor [Level 7] the art gallery, library, staff dining room and kitchen facilities.[47]

On top of the building, as was common at the time, were the caretaker's quarters and, of course, the roof space for staff recreation, access to which was provided by stairs from the 6th floor landing.[48] *The delay in proceeding with the construction of the Department of Agriculture section of the building (see below) had necessitated some changes of plan. The boiler for both departments' offices was to have been sited below the basement level of the Agriculture half of the building, but when work on this did not eventuate, an above ground boiler room and associated services* had to be *added for the Education offices, in the courtyard, at the back of the Bridge Street stairs.*

The entrances to the building were impressive and, on the Bridge Street side the quiet dignity of the main hall extended to the floor above where a high and spacious landing provided an imposing entry to the ministerial offices. The panelling and coffered ceiling of the Minister's room repeated this theme of restrained but dignified design. As in the 19th century

47 Copies held by the Department of Commerce, Plans PB18/A1952 to PB18/A1957, dated August to October 1912. The original floor plans are held at State Records NSW, Plan Nos. 1774-1780. The Department of Commerce does not hold a copy of the plan of the 6th floor, the original of which is at State Records, Plan no. 1780

48 Section through corridors, copy held by the Department of Commerce plan PB18/A1965, State Records NSW, Plan 1786.



Figure 2.16
New Offices, Department of Education
Source: Original in Department of Public Works Annual Report 1914-1915, reproduced from CMP 2015, Figure 3.6

government offices, a small stair was provided for the Minister leading to a private entry on Young Street with a domestic style, glass-panelled timber door.

On the upper floors, the more flexible approach to office design, using timber and glass partitions rather than solid walls, prevailed. The art gallery and other rooms on the 6th floor [now 7th floor], which were concealed behind the parapet, were top lit by roof lanterns, as was appropriate for such use. The exception was the library, on the south side of the building, which had natural light. While the main entrance to the larger room of the art gallery on the Bridge Street frontage was directly opposite the lift and stairs, the Loftus Street stairs and lift, adjacent to the smaller room, provided a useful means of access for the general public and for after hours use.

Ample facilities for women indicated a significant change in the gender balance of the work force. As the Public Works Committee had predicted, the back view of the building was far from appealing but, in the circumstances, was perhaps as neat as it could be. The department's earlier offices, nestled beside it, provided a stark contrast in architectural styles.[49]

The two were not to be together for very long, for in 1916 the government authorised the construction of the Department of Agriculture section of the building. The old offices were demolished and by 1917 the alignments of the streets for the next section of the work were under discussion (see below).[50] *As the old offices were about to be demolished, the Royal Australian Historical Society made attempts to have some parts of the building preserved.*[51] *The suggestion that the entrance and staircase might be retained in the new offices was judged impracticable, but instructions were given by the Premier and Chief Secretary for the staircase, the front doorway and the columns flanking it to be carefully taken down, removed and stored for possible future use elsewhere.*[52] *Their ultimate fate is unknown.*

49 Government Printing Office, Photograph October 1915, GPO 1-16344 (Mitchell Library)
50 Reference missing
51 Reference missing

2.2.4 ARCHITECT GEORGE McRAE

George McRae was born in Edinburgh in 1858. He arrived in Sydney in 1881 and was appointed Assistant Architect in the City Architect's office. He became City Architect and City Building Surveyor in 1889, a position he held until 1897 when he was appointed Principal Assistant Architect to Walter Liberty Vernon in the Government Architect's Branch. He succeeded Vernon as Government Architect in 1912 and held the office until his death in 1923.

Works undertaken by McRae during his term as Government Architect include: the Department of Education Building (1912); the upper levels of the Parcels Post Office (1913); Taronga Zoo lower entrance, top entrance, and Indian elephant house; additions to the Colonial Treasury Building in Bridge Street and Cessnock Court House.[53]

According to Apperly, Reynolds and Irving, George McRae is considered a key practitioner of the Federation Romanesque, Anglo-Dutch and Free Style in Sydney and his work played a dominant role in the evolution and spread of Federation architecture throughout Australia.[54]



Figure 2.17
George McRae, the architect of the Education Department Building, depicted in c1890
Source: City of Sydney Archives, Image Library, Citation SRC15120, File No. 045175

52 Royal Australian Historical Society Correspondence Files, Series 2, 1901-1970, Box 3, File 2.9.3, Correspondence in 1916 from the Premier and Chief Secretary's offices (RAHS Archives)
53 Australian Institute of Architects NSW - Biographical Information, *George McRae*, April 2011
54 Apperly, R, Irving, R, Reynolds, P, *A Pictorial Guide to Identifying Australian Architecture,* Angus & Robertson: Pymble/Sydney, 1994

2.2.5 THE DESIGN: REFLECTING TRADITION AND CHANGE

In some respects the design of the new offices owed much to their 19th century predecessors, the Lands Department and the Chief Secretary's and Public Works' offices, erected some forty years previously in the heyday of James Barnet's tenure as Colonial Architect. The plan, scale and materials of the new offices of the Department of Public Instruction had been deliberately chosen to harmonise with these lynchpins of Bridge Street architecture as well as other significant commercial buildings in the area such as CSR and Dalgety's. Similarly, the proposal to build the structure in two parts around a central light well had close parallels not only with these buildings, but also with the late 19th century extensions to the Treasury at the top of Bridge Street.

What was substantially different in these early 20th century offices was the absence of the rich hierarchy of architectural ornamentation and design that typified their forebears. In later 19th century government offices every element of the building - ceiling height, door and window design, floor, ceiling and wall treatments, fireplaces and light fittings – served to define the status of its occupants.

The Colonial Secretary and Public Works building was a classic example. Here both the external decoration and the internal design and finishes could be read, revealing the strict hierarchy of the 19th century bureaucracy, from Minister to message boy. Works of art, furniture and statuary added to the messages of service, purpose and status and also paid tribute to craftsmanship and the durable qualities of human skills.

Their 20th century counterpart, by contrast, preserved the appearance of dignity and durability, but without the notion of a hierarchy of design that was integral to the 19th century architect and artisan. The external decoration of the Department of Public Instruction emphasised the entrances to the building and made some passing reference to the status of its Minister with a small balcony on the first floor, but elsewhere the external decorative features of the building were in no way related to the status of the occupants of the parts of the building that they graced. Nor did the balconies serve any useful purpose for communication, ventilation and shade, as they did in the earlier offices.

The hierarchy of the public service was still alive and well (although modified somewhat and necessarily altered by the presence of women in the work force) but it could not generally be discerned in the built form of its newer offices. Symbolism was absent from the fabric of the new offices. The Departments' initials, DPI, appeared on the iron gates at the Bridge Street entrance and in some of the internal glass doors with the date 1914 was carved above the Bridge Street entrance.

Quality finishes were a feature of the building's public spaces and of the ministerial level, but elsewhere efficiency was affected by the concept of flexible work space, with privacy afforded only by partitioning. Coffered concrete ceilings were plain painted and unadorned by cornices or centrepieces. The electric lighting was very basic with single light bulbs suspended on cords, with simple glass shades.

By the time the Minister for Public Instruction presented his Annual Report for 1915, the large assembly room [Level 5] had already been used for various conferences and meetings, including groups associated with education such as the Teachers' Association, the Public Schools Athletic Association and the Inspectors' Institute. The use of the art gallery [Level 7] was also in full swing.

The Annual Spring Exhibition of the Royal Art Society of New South Wales had been held in the 'new Exhibition Galleries provided by the government' in October 1915,[55] and an exhibition of school art work, held over the Christmas holidays of 1915, 'had attracted the attention not only of city and country teachers, but of the general public'.[56]

Exhibitions held during the main school holidays at Christmas showcased the works of both pupils and student teachers and special arrangements were made for access to the galleries as exhibitions were being hung 'for the benefit of the country teachers who may be spending the vacation in Sydney'.[57] These, and other educational exhibitions, were the type of extra-curricular activities that teachers were expected to engage in, particularly if they sought promotion.

55 *The Thirty-Fifth Annual Report of the Royal Art Society of New South Wales for the Year Ending 31st October 1915*

56 'Report (Together with Appendices) of the Minister of Public Instruction for the year 1915', NSW Legislative Assembly, *1916 Session,* Vol. 1 Pt 2, p9.

57 *New South Wales The Educational Gazette* Vol. XII No. 11, 1 November 1918, p. 290 & Vol. XII No. 12, 2 December 1918, p. 314



Figure 2.18
School exhibits in the art gallery of the Education Building, 20 October 1916
Source: State Library of NSW, 'School exhibits, Education Building', Call No. GPO 1 - 31518, Digital Order No. d1_31518



Figure 2.19
School exhibits in the Education Building, 20 October 1916
Source: State Library of NSW, 'School exhibits, Education Building', Call No. GPO 1 - 31513, Digital Order No. d1_31513



Figure 2.20
School exhibits in the Education Building, 20 October 1916
Source: State Library of NSW, 'School exhibits, Education Building', Call No. GPO 1 - 31512, Digital Order No. d1_31512



Figure 2.21
A room in the Education Department offices showing the timber and glazed panelling used to divide the large work spaces. The photograph was taken during the influenza epidemic in April 1919
Source: State Library of NSW, 'Headquarters staff, Education Buildings', Call No. GPO 1 - 13494, Digital Order No. d1_13494



Figure 2.22
A room in the Education Department offices showing the timber and glazed panelling used to divide the large work spaces. The photograph was taken during the influenza epidemic in April 1919
Source: Original at State Library of NSW, 'Portion of headquarters staff', Call No. GPO 1 - 13503, Digital Order No. d1_13503, reproduced from CMP 2015, Figure 3.9



Figure 2.23
External view taken during the 1919 flu epidemic
Source: NSW State Records, Digital ID 15051_a047_003992



Figure 2.24
Looking down Bridge Street, with the Education Building on the left, 1920
Source: NSW State Records, Digital ID 15051_ a047_003977

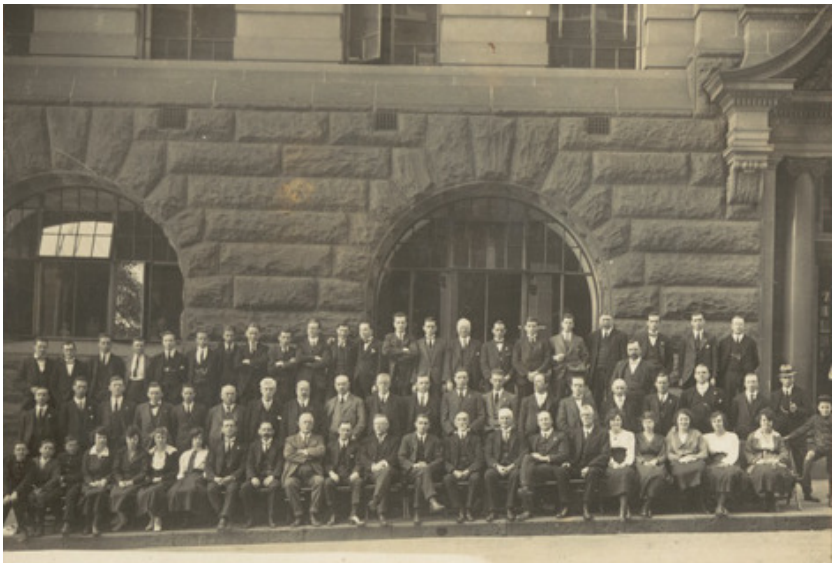


Figure 2.25
Head office staff of the Department of School Education, September 1920
Source: NSW State Records, Digital ID 15051_ a047_003985



Figure 2.26
Head office staff of the Department of School Education, December 1924
Source: NSW State Records, Digital ID 15051_ a047_003989



Figure 2.27
A collection of papers issued by the Department of Education between 1915 and 1922. It includes various examination papers and the 1916 Qualifying Certificate, all issued to Cecil Arthur Butler, student at Lithgow Public School, 1915-16 and Sydney Technical College, 1919-22.
Source: Powerhouse Museum, Arthur Butler Archive Collection, Registration No. P3298-1

2.3 PHASE 3: EXTENSION FOR THE DEPARTMENT OF AGRICULTURE (1929-30)

2.3.1 THE DEPARTMENT OF AGRICULTURE

The absence of any portfolio of agriculture for much of the 19th century in a colony with a large pastoral base may seem surprising, but it was not until the 1880s, when scientific research began to be accepted as an essential part of modern agriculture, that the government took a direct role in the support and development of the rural economy. Sydney Smith, the Secretary for Mines, was appointed as the first Secretary of Agriculture on 28 February 1890 and for the next seventeen years the positions of Secretary for Mines and Secretary of Agriculture were held concurrently.

The new Department of Agriculture began work in 1890 with a Director and a permanent staff of nine, including three scientific officers; a pathologist, an entomologist and a botanist. Matters relating to livestock were attached to the other half of the portfolio, the Department of Mines, while the Lands Department dealt with the vexed question of rabbit extermination.[58] *In 1907 the office of Minister of Agriculture was created under the Department of Agriculture Act and the first minister, John Perry, was appointed on 22 January 1908.*[59] *By now the staff had increased to 101 officers.*[60] *With a growing range of responsibilities the new department, like many before it, was scattered in various offices around Sydney. Dispersal was inefficient and costly in rent and, for the scientific branches of the department in particular, it was difficult to function without purpose-built laboratories.*

58 Graham, E. H., '1901-1951 Review of Agricultural Development In 50 Years of Federation', *The Agricultural Gazette of New South Wales,* Vol. LXII Pt 1, 1 January 1951, p1
59 *The NSW Parliamentary Companion,* 56th edition, NSW Chief Secretary's Department, Sydney, 1920
60 Mylrea, P. J., *In the service of agriculture: a centennial history of the New South Wales Department of Agriculture 1890-1990,* Sydney: NSW Agriculture & Fisheries, Sydney, 1990, Appendix D.

2.3.2 INITIAL PLANNING AND CONSTRUCTION PHASE (1916-1917)

The other half of the site occupied by the Department of Education had been earmarked for Agriculture from 1911 when the Under Secretary had made a convincing case about the inefficiency of his department's working arrangements. In March 1912 just four months after the Parliamentary Standing Committee on Public Works had recommended the construction of the Department of Public Instruction offices, Parliament referred to the Committee 'the expediency of constructing new offices for the Department of Agriculture'. The evidence placed before the Committee during its deliberations in October 1913 was comparatively brief.[61] The staff of the Department were broken up into six different sections, working as much as one mile apart and the Department was growing rapidly. A new building was 'an urgent necessity'.

The proposed building would be of seven floors, including a basement, and would follow 'line by line' the elevations of the new Department of Public Instruction, then under construction. The Agriculture Department would occupy the basement and four other floors of the building, leaving two floors for other departments. Its laboratories were to be on the top floor where they would get maximum light and ventilation. A feature of the ground floor would be the Department's museum, an important part of its educational role. The elevation of the Raphael Street frontage (the only drawing provided to the Committee) included two large display windows, one on either side of the Raphael Street entrance, for this purpose.

The Committee recommended that the new offices be constructed, but two years elapsed before its recommendations were presented to Parliament.[62] By now there was concern about the cost of the recently completed Education Department offices, which was more than twice the original estimate. The estimate for Agriculture stood at over £121,000 and the idea that this might double was daunting. Nevertheless the needs of the Department won the day and the Bill to approve construction of the new offices was passed in 1916. The old offices were demolished and work began on the foundations for the new building but was suspended in 1917. By this time £7000 had been expended, but the building had not risen above ground level.

61 NSW Parliament, Parliamentary Standing Committee on Public Works, 'Report together with minutes of evidence and plan relating to the proposed premises for the accommodation of the Department of Agriculture', *Joint Volumes of Papers presented to the Legislative Council and the Legislative Assembly*, 1913 [1st Session], Vol. 1, pp39-54 & plan

62 *New South Wales Parliamentary Debates (Second Series),* Session 1915-1916, Vol. LXII, 1916, p. 4473 & Vol. LXIII, 1916, pp5846-5851

2.3.3 REVISION OF PLANS (1920s)

Revised estimates of costs were prepared on three occasions in the 1920s to continue work on the Department of Agriculture offices, but no funds were made available and it was not until the election of the Bavin Nationalist government in October 1927 that the needs of the Department and its abandoned site again became a priority.

The design for the building had been decided years earlier. The points of contention now were; the amount of accommodation to be provided in the new offices, the costs, and the length of time it would take to erect them. Parliament had already passed a Bill authorising the construction of the offices in 1916. What it now had to do was to approve an amended Bill with a new estimate of costs.[63] The matter became particularly contentious when the Minister of Agriculture, dissatisfied with the Department of Public Works' tardiness in providing alternative plans to his specifications, its estimates of costs and of construction time, obtained Cabinet approval to approach outside architects, as long as he could 'effect a saving for the State whilst having the work carried out expeditiously and satisfactorily'.

Somewhat surprisingly the Minster approached only one firm, John Reid & Son, a choice, he said, based upon Mr Reid's reputation (see Appendix 1).[64] The Evening News, on the other hand, claimed that it cast a slur on the government's own Department of Public Works and its Government Architect, and actually cost more money.[65]

The contest between the Government Architect's Branch and the private architect was hardly a fair one. The Minister had asked the Department of Public Works to provide 'a larger building, to have it erected in less time, to secure natural lighting facilities as well as other facilities required by the department, and at the same time to give us much greater space at a reduced cost'.[66] As the new offices were to be the continuation of a building half of which had already been built, this was a tall order. Retaining the original design, the Government Architect's Branch failed to deliver what the Minister demanded. It was not surprising that a private architect, working without these constraints, came up with a cheaper answer.

The savings in costs and construction time affected by John Reid & Son were, in part, the result of a change

63 *New South Wales Parliamentary Debates (Second Series),* Session 1928-1929, Vol. CXVII, 1929, pp.3771-3777; 3845-3861; 3881-3889; 4001-4012

64 *New South Wales Parliamentary Debates (Second Series),* Session 1928-1929, Vol. CXVII, 1929, p. 3886

65 A foolish proposal, *Evening News*, 22 November 1928, p12d; The Agriculture Building, *Evening News*, 23 November 1928, p8d

66 *New South Wales Parliamentary Debates (Second Series),* Session 1928-1929, Vol. CXVII, 1929, p. 3845

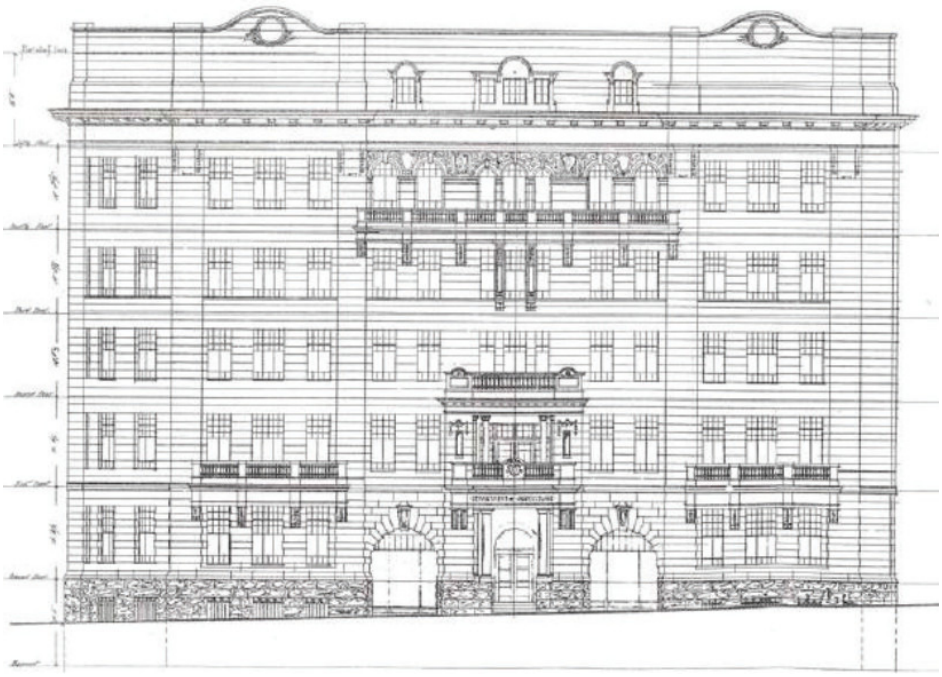


Figure 2.28
The Raphael Street elevation of the proposed offices for the Department of Agriculture presented to the Parliamentary Standing Committee on Public Works in October 1913
Source: Original in Joint Volumes of Papers presented to the Legislative Council and the Legislative Assembly, 1913, 1st Session, Vol. 1, reproduced from 2015 CMP, Figure 3.12

in building construction method. Unlike the Education Department offices, which had load-bearing walls combined with a steel frame, the new Department of Agriculture offices were to be built with a fully load-bearing steel frame while the sandstone exterior would be simply cladding, providing continuity between the street elevations of the two parts of the building. The sandstone blocks could be prepared off site and set in place when required. Unlike the older form of construction, floor by floor from the ground upwards, the newer steel-frames enabled the whole of the structure of a building to be erected quickly and the rest of the work then added.

In order to provide the accommodation required by the Agriculture Department (now a much bigger department than it had been in 1913) part of the ground plan was redesigned and the whole of the original concept for the interior arrangement of the offices altered.

In order to obtain the maximum use of the site, the ground plan of the building was changed and the street alignments were again readjusted, to the City Council's dismay. The Raphael Street elevation was skewed further into the street and the Loftus Street building line was extended beyond the alignment agreed to in 1912.[67] Even with these changes it was not possible to provide enough accommodation on seven floors and so an eighth was added as an attic storey, set back from the parapet and plainly finished. There would be no spare accommodation now for other departments.

More natural light was introduced by making the steel framed casement windows slightly larger than those in the Education Department and by also including windows at the parapet level.[68] The result was a somewhat lighter architectural effect (and presumably a saving in stone to help economise on costs) but a jarring and discordant note at the parapet and rooflevel between the two parts of the building, which had been seamlessly amalgamated on all four elevations at the lower levels.

The other substantial change, and one that was to have unforeseen long-term consequences, was the elimination of most of the corridors to provide more office space. When the Minister insisted on more floor space, the Government Architect's office had suggested outside balconies to replace internal corridors, but this idea was rejected. Instead only partial central corridors were provided in Reid's plan in the Loftus Street and Young Street wings where most of the accommodation was in the form of large open plan offices.

67 Precis of action taken in connection with new building for Department of Public Instruction corner Loftus, Raphael and Young Streets' and plan in Town Clerk's Correspondence File: Loftus Street re-grading 5430/28 (Sydney City Council Archives)

68 Upton, W., 'The Department of Education Building – brief historical notes' [nd], Education Department Background Notes file, NSW Department of Commerce, Government Architect's Office

2.3.4 CONSTRUCTION OF THE AGRICULTURE DEPARTMENT (1929-1930)

Eighteen firms tendered for the building's construction and the winning tenderer was Kell & Rigby. The contract was signed on 21 December 1928 and the work was to be completed in 80 weeks.[69] The Bill sanctioning the work was passed some months later.

Work began on the site in January 1929. With a change of construction technique 'practically the whole of the foundations' laid in 1916-1917 for a different method of building construction, were removed.[70] Work on the steel framework was completed on 11 September 1929 and all of the concrete encasing the frame and forming the floors had been poured by 27 September. The floors, the Herald reported were constructed on the American Pan system, 'considered by the American architects as the most satisfactory form for floor construction'. The stonework, of Bondi yellow block, was prepared at the quarry and set in record time.[71]

Although generally faithful to the design concepts established by its predecessor [the Education Building], the second stage of the building designed for the Department of Agriculture, contained several key points of departure from the original design.

The design of the exterior façades [was] essentially the same as that of the 1915 building, completing the symmetrical compositions of the Loftus and Young Street elevations according to the earlier design. A minor variation [was] the treatment of the parapet capping to the corner breakfronts at the Farrer Place ends, where the detail [was] of a more contemporary design. The Farrer Place entrance however [adopted] a quite different architectural style to that of the other entrances. The bold trachyte framed portal [could] best be described as "clipped classical" in style with a simplified neoclassical cornice and entablature, the concave architraves of the opening the only stylistic reference to the earlier entrances. The bronze framed entrance doors and lights [were] comparable to other Beaux-Arts style buildings of the time such as the 1928 Government Savings Bank in Martin Place.

The new additions also dispensed with the interior corridor system that had been established in the 1915 building, in favour of a narrow corridor "spine" that divided the floor into small partitioned offices or led into open plan office areas. Passage to fire stairs was now often via open plan office spaces which became problematic after single occupancy by the Department of Education by 1967 and particularly so after the introduction of Ordinance 70 in 1971 which required, amongst other things, fire isolated means of egress for multi-storey office buildings.

Another key difference between the two building phases was structural. The 1930 building is based on a totally different structural principle to that of its predecessor; a fully steel framed structure where all walls, including the exterior stonework, are supported on the concrete encased steel framework. Masonry shear walls at each level provide the lateral bracing to the frame. The absence of thick masonry walls resulted in considerably greater net floor areas as well as the obvious savings in materials and construction time. The only limitation by comparison with the 1915 plan was that the need for permanent shear walls resulted in somewhat less flexibility in the interior planning of each floor.

In the seven and a half months from 10 October 1929, when the first stone was delivered on site, to 29 May 1930 when the last stone was set 37,450 square feet of stonework were placed in position, an extraordinary achievement.[72] A 'visible but unobtrusive change' in the masonry of the balconies would have been somewhat less expensive than the style of work used in the earlier section of the building. The variation could have been the result of changes in stonemasonry design, introduced in the 1920s in an attempt to combine steel and concrete building construction with solid traditional masonry. These new techniques involved the complicated notching and mechanical fixing of masonry to tie it into the steel and concrete framework of a modern building.[73] It is however equally possible that the technique of construction used was designed to keep costs down.

The stonework elevations were backed up with brick and concrete curtain walls bound together with steel cramps and also bound to the steelwork of the building.[74] Like its predecessor, the internal arrangements of the Department of Agriculture were quite restrained with major decoration only at the Raphael Street entrance which was formed of polished trachyte stonework with bronze covered doors. Coloured tiles lined the walls of all of the corridors, main staircases and landings.[75]

69 *Sydney Morning Herald*, 28 January 1929, p8c
70 *Sydney Morning Herald*, 28 January 1929, p11
71 Building and construction. Agriculture Building, *Sydney Morning Herald,* 18 March 1930, p8b
72 Upton, W., 'The Department of Education Building – brief historical notes' [nd], Education Department Background Notes file, NSW Department of Commerce, Government Architect's Office
73 The balustrading was carried on a trabeated slab, not on a crossetted flat arch with the skew backs springing from console brackets as in the Education Department section, see Proudman, G., 'Stonemasonry Report' dated 9 April 1989 & Upton, W., 'The Department of Education Building – brief historical notes' [nd], Education Department Background Notes file, NSW Department of Commerce, Government Architect's Office
74 Building Industry. Agricultural Department. The new offices, *Sydney Morning Herald,* 30 January 1929, p11
75 Building Industry. Agricultural Department. The new offices, *Sydney Morning Herald,* 30 January 1929, p11



Figure 2.29
A bird's eye view of Sydney taken from the Public Works Department in 1922, showing the Education Department and the foundations for the Department of Agriculture offices
Source: Original at State Library of NSW, Call No. GPO 1 - 17070, reproduced from CMP 2015, Figure 3.13

Considerable attention was given to the provision of natural lighting and as much wall area as possible was glass. 'In no office throughout will any artificial light be wanted during office hours', the Herald reported.[76] *The floor finish of the rooms was "Ironite" with linoleum, while all of the halls, corridors, stair landings and stair steps, strings and risers were polished terrazzo.*

There is no documentary evidence as to how the building was mechanically ventilated. There is no reference in the floor plans to mechanical plant or fan rooms and it must be assumed therefore that the system used in the older building was simply extended to service the new additions.

The two new lifts, located in the Farrer Place entrance vestibule, were electric powered. The entrance vestibule and staircase proposed in the original plan for the Young Street wing was reduced to a fire stair and exit only. The staircase was made redundant by the 1990s refurbishment and demolished. Like its counterpart on Bridge Street, the Farrer Place entrance vestibule showcased several New South Wales marbles including Borenore ("King Edward") Red, Grey Silk Cudgegong in the wall panelling and Yass Black in the skirtings. The floor and broad stair flight was done in Italian Carrara marble.

Unlike the Department of Education whose flat roof was for recreational purposes, for the Department of Agriculture this space was designed for experimenting with plant breeding and insect pests.[77] *Symbolism was entirely lacking on the exterior of the building and in the interior and there was nothing in the fabric of the place to indicate the work of the Department. Only the state badge on the front doors indicated that this was a government department.*

The major contractors for the Agriculture Department offices as reported by the Sydney Morning Herald were: engineer Charles A Reed; builders Kell & Rigby; stonework Stuart Bros; steel window frames, bronze entrance and swing doors Richard Brady Franks Ltd; electric light and power F T S O'Donnell, Griffin and Co. Ltd; marble work A G Leslie; vacuum cleaning system William Hicks & Co.; reinforced steel for floors

76 Building and construction. Agriculture Building, *Sydney Morning Herald*, 18 March 1930, p8b

77 Upton & Building Industry Agricultural Department The New offices, *Sydney Morning Herald,* 30 January 1929, p11h



Figure 2.30
Department of Education Building, photograph by A. G. Foster, c1930s
Source: National Library of Australia, Call No. P860/379 LOC Cold store PIC AGF, nla.obj-142769119

Australian Reinforced Concrete Company; steel roller shutters and fire doors Austral Roller Shutter Works; electric elevators Standard-Waygood Ltd; elevator doors Chubbs (Australia); wrought iron window grilles M Robson; wrought iron stair railings W J Thompson; terrazzo and cement pavings Melocco Bros Ltd; glass J C Goodwin & Co. Ltd; fibrous plaster ceilings and cornices Brown and Finney.[78]

At the time it moved into its new building the Department of Agriculture had twenty-eight separate branches, responsibility for eighteen colleges, experiment farms and other research stations and administered twenty Acts of Parliament.[79] *The ministerial offices were on the first floor [Level 3] at the south-east corner of the building, but unlike his counterparts in other large government offices in Bridge Street, the Minister did not have a private entrance to his suite.*[80] *Accommodation was also provided for the Water Conservation and Irrigation Commissions. The Department's main entrance enjoyed a pleasant street setting on Raphael Street facing the small triangular reserve where a natural spring had once supplied water for nearby residents. By 1930 the palm trees in the reserve were well established.*

In 1931 provision was made for a ministerial suite for the Minister of Local Government on the ground floor of the Agriculture Department [Level 2] at the south–east corner of the building, directly below the Minister of Agriculture's suite [Level 3]. The Office of Local Government, which was then responsible to the Minister of Education, had been housed in the Education Department offices since 1915. The ministerial accommodation provided in 1931 was however only required for a short time as the portfolio was combined with Public Works in 1935 and so found another home further along Bridge Street. The offices along the Young Street side of the building that had been vacated in this move were then fitted out for the Hospitals Commission.[81]

78 Building and construction. Agriculture Building, *Sydney Morning Herald,* 18 March 1930, p8b
79 The Department's New Building, *Agricultural Gazette of New South Wales,* Vol. XLI Part 8, August 1, 1930, pp557-9 & photograph
80 Department of Commerce Contract drawings PB18/8-15, dated 1928 & ground floor as built dated September 1931, PB2/38
81 Department of Commerce PB2/39 dated 8 April 1936.



Figure 2.31
The Minister of Education, the Hon. Robert Heffron in his office in the Education Department in May 1949. Heffron was one of the longest serving ministers of education, holding the portfolio from 1944 to 1960
Source: Original at State Library of NSW, Call No. GPO 1 - 48317, reproduced from CMP 2015, Figure 3.15



Figure 2.32
'Butterflies and dogs, Agriculture Department (taken for "Smith's Weekly")', 1946?, photograph by Sam Hood showing scientists with pest control pumps on the roof of the Education Department Building
Source: State Library of NSW, Call No. Home and Away - 29992, Digital Order No. hood_29992



Figure 2.33
'Testing flour and wheat at the Agriculture Department (taken for "Smith's Weekly")', 5 December 1946, photograph by Sam Hood
Source: State Library of NSW, Call No. Home and Away - 11411, Digital Order No. hood_11411



Figure 2.34
'Laboratory technician testing wheat and flour at the Agriculture Department (taken for "Smith's Weekly")', 5 December 1946, photograph by Sam Hood
Source: State Library of NSW, Call No. Home and Away - 11406, Digital Order No. hood_11406



Figure 2.35
'Testing flour and wheat at the Agriculture Department. The miniature flour mill in foreground is an Allis-Chalmers (taken for "Smith's Weekly")', 5 December 1946, photograph by Sam Hood
Source: State Library of NSW, Call No. Home and Away - 11413, Digital Order No. hood_11413

2.3.5 ARCHITECT JOHN REID & SON

John Reid was born in Rothiemay, Banffshire, Scotland and had some experience as a farmer before training as a builder and undertaking technical education in Aberdeen. On arriving in Australia he worked for a number of prominent architects before establishing his own firm. In Sydney he worked for George Allan Mansfield and was involved with the construction of the Hotel Australia (built in 1889-1891). He was later clerk of works for W W Wardell working on the Citizens' Life Building and also for additions to St Mary's Cathedral where he supervised the ironwork and woodwork in the turret, built by Loveridge & Hudson.[82]

John Reid's most notable association was with the American architect Edward Raht, for whom he was supervising architect for the Bank of Australasia (1901-1904) and the Equitable Building, both of which incorporated many new methods of construction and fireproofing.

John Reid's work included commercial buildings (mainly in Sydney) for well-known firms such as Pitt Son and Badgery, John Bardsley & Co., Lever Bros., A & A Hordern, Dixson's, the American Tobacco Company and the Bank of New South Wales.[83] *His ecclesiastical work included the completion of St Andrew's [Anglican] Church, Summer Hill and St Stephen's Church in Macquarie Street for the Presbyterian Church, of which he was an Elder.*[84] *He was elected a fellow of the Institute of Architects in March 1921. In 1916 Reid was joined in his practice by his son, Frederick Bruce Reid.*

John Reid died on 22 October 1936 at his home in Mosman.[85] *His firm continued as Reid and Son until 1941.*

Buildings by John Reid on the RAIA NSW Register of Twentieth Century Buildings of Significance [include:] Pitt Son and Badgery wool store, 320-340 Harris Street, Ultimo (1906-1921); John Bardsley & Co. Warehouse, 223 Liverpool Street, Sydney (1910); Monument to those who died 1914-1919, Queanbeyan (1923); Agricultural Department offices, Farrer Place, Sydney (1928-1930); Asbestos House, 65-69 York Street, Sydney (1930-1935); Robertson & Marks in association with John Reid and Son: St Stephen's Uniting [former Presbyterian] Church, Macquarie Street, Sydney (1934-1935).[86]

82 Obituary. The late John Reid, *Building,* 12 November 1936, p69
83 What does the future hold for Australian architecture? Technical education as a Factor for Success – and an Example [of the work of John Reid], *Building,* 12 February 1910, pp41-48
84 Plans for St Andrew's Church held in the Mitchell Library. Information about St Stephen's Church on church leaflet, 2006
85 Death notice, *Sydney Morning Herald*, 24 October 1936, p16b
86 Information kindly supplied by Anne Higham from the RAIA (NSW) Bibliographical database

2.4 PHASE 4 - EXPANSION OF THE EDUCATION DEPARTMENT (1960s-1970s)

2.4.1 INITIAL USE PATTERNS WITHIN THE EDUCATION BUILDING

As the Department of Public Instruction moved into its new offices in 1915, its name was altered to the Department of Education. The change, made by Ministerial instruction, quickly became well established and was mirrored in the title of the Department's publication, formerly the Public Instruction Gazette, which became the Education Gazette.[87] *The title of the Ministry vacillated, with a return to Minister of Public Instruction from 1920-1925 and again (briefly) from May to October 1927*[88] *and it was not until 1957 that all references to the Department of Public Instruction were changed by legislation to the Department of Education.*[89]

The establishment of all of the branches of the Department in one major head office in 1915 typified the centralised education structure that had been achieved in New South Wales, as in all of the Australian states, by 1914. The State government now took a role in the regulation of all schools, both public and private and administered, in the state schools, a system that provided the ladder of educational opportunity and a humanist-realist curriculum, promoting cultural values in an Australian context.[90] *From now on, the head office on Bridge Street was synonymous with education throughout the state and was to remain so for over 70 years.*

The pattern of use of the building, begun in 1915, reflected the wide range of responsibilities of the Public Instruction portfolio, which included not only education but also child welfare and the arts, and the active involvement of the Minister and his Department in numerous cultural activities and organisations. The art gallery and the assembly room were used for exhibitions and the meetings of learned societies, as well as meetings of teaching staff and schools related groups.

The Royal Australian Historical Society rented a small room in the new building as an office and a place to house its collections. From 1916 to 1941 it also held its monthly meetings in the assembly room, until it obtained its own premises in Young Street. The presence of the Society no doubt owed much to its

87 The change occurred in 1915
88 *The New South Wales Parliamentary Record Vol. IV,* First edition, Government Printer 1988
89 *Government schools of New South Wales 1848-1998: 150 years,* Open Training and Education Network (OTEN) – Distance Education, New South Wales Department of Education and Training, 1998, p9
90 Barcan, A., *A history of Australian education,* Melbourne: Oxford University Press, p240

Honorary Secretary, Karl Reginald Cramp who, as an Inspector of History in schools, worked in the Bridge Street building.

Other significant figures in the Department, including one of its ministers, Thomas Mutch, had strong historical interests. Clearly the use of a room by the RAHS was not considered to be incongruous with the functions of the department. The Society's room, located close to his own office, enabled Cramp to look after the Society's growing volume of correspondence and play a major role in the development of the Society.[91] In 1920 and 1922 the RAHS held major loan exhibitions of 'objects of historical interest' in the art gallery and much later in 1951 an exhibition to celebrate the Jubilee of the Commonwealth was held in the same venue.[92] In the absence of any historical museum in Sydney at this period, the Department's support for these types of exhibitions was an important contribution to cultural life and historical study.

The new offices also had other permanent occupants. The State Children's Relief Board and the Local Government Department had been accommodated when the building was first occupied, and at various times over the next fifteen years rooms were also provided for:[93] The Workers Education Association; the Kindergarten Union of NSW; the Public Monuments Advisory Board; the Public Schools Athletic Association; the Wentworth Free Kindergarten Lunch Room; the Widows Pensions Board; the Child Welfare Department; and the Federation of Parents and Citizens' Associations of NSW.[94] Many other groups associated with education and other aspects of the Minister's portfolio were provided with meeting facilities and the use of the art gallery. A sample from 1935 shows the range of interests covered:[95]

- *NSW Federation of Mothers Clubs for Infant Schools*
- *The Society of Arts and Crafts of NSW*
- *The New Health Society of NSW*
- *The Federation of Parents and Citizens Associations of NSW*
- *Australian Forest League*
- *The Town Planning Association of NSW*
- *The Field Naturalists Society of NSW*
- *The Henry Lawson Literary Society*
- *State Conservatorium of Music*
- *Women's Industrial Arts Society*
- *Society of Australian Genealogists*
- *Painters Etchers and Graphic Art Society of Australia*
- *Needlework Teachers Association*
- *Australian Art Society*
- *Farmers' Relief Board*
- *Maitland High School Old Boys Reunion*
- *Citizens Association*
- *The Society of Artists*

The scope of the minister's portfolio, and the size of the Department's workforce (a teaching staff spread throughout the state),[96] required a large central bureaucracy. For the Department's teachers, Bridge Street was their point of contact with their employer. Pay, promotions and all aspects of their professional lives were negotiated through its corridors.

In 1921 two memorials to teachers who served in World War I were unveiled in the Department's offices; an Honour Roll in the Loftus Street vestibule and a bronze memorial to the fallen in the Bridge Street vestibule. Over one third of the Department's teaching staff had enlisted and were noted, at the time, as a fine example of service for their pupils. The installation of the memorials in the Bridge Street offices marked the beginning of a long and continuing association between teachers who served in the armed forces and the head office of their peacetime time employer.

91 Jacobs, M., The Royal Australian Historical Society 1901-2001 Part I 'Students of a like hobby': the Society 1900-1954, *Journal of the Royal Australian Historical Society,* Vol. 87, Part I, June 2001, p13 photograph & p21

92 James, A. (ed.), *Much writing, many opinions. The making of the Royal Australian Historical Society 1901-2001, JRAHS,* Vol. 87, Part I, June 2001, Appendix II Publications of the RAHS, p178 Exhibition Catalogues

93 Report (Together with Appendices) of the Minister of Public Instruction for the year 1915, NSW Legislative Assembly, *1916 Session,* Vol. 1 Pt 2, p9

94 *Sands Directories* 1917-1930 and *Wise's NSW Post Office Commercial Directory* 1942 & 1947

95 Nichol, D., 'Project brief: to ascertain the historical significance of the building which accommodates the Head Office of the Department of Education in Bridge Street, Sydney', 6 September 1989, in NSW Heritage Office - File - Department of Education Building, 35 Bridge Street, Sydney S90/02690/002

96 Kozaki, D., *Bridge Street and Education – a pictorial history,* Community Relations Unit for NSW Department of School Education, 1989



Figure 2.36
Lambert Memorial Exhibition at the Art Gallery of the Education Department, 1930
Source: State Library of NSW, 'Series 17: George Lambert Memorial exhibition [1930]', Call No. ON 30 / Box 84, Digital Order No. a6947013



Figure 2.37
The work of British school children on display in the Art Gallery in 1943
Source: Original at State Library of NSW, Call No. GPO 1 - 29081, reproduced from 2015 CMP, Figure 3.11

2.4.2 CHANGES TO THE EDUCATION PORTFOLIO (1940s-1960s)

For the administrative staff who worked in the Bridge Street offices, as in many large firms, social clubs, recreational activities and sports teams enlivened a fairly strict working environment and helped to provide a family atmosphere within a large workforce. In the 1930s and 1940s depression and war caused stagnation in the education system, with few funds for new building or development. In the early 1940s the school leaving age was increased from 14 to 15, giving most children the opportunity for at least two to three years of secondary education.

Moves towards the decentralisation of administration were first seriously considered in 1938 but war intervened and it was not until 1948 that the first area office was opened in the Riverina. Six more area offices were opened in the 1950s and four in the 1960s. With a large migrant intake and the post-war baby boom, the school age population trebled in the 1950s and a massive schools building programme was undertaken to try to keep up with demand. The number of teachers rose from 10,643 in 1940 to almost 20,000 in 1960.

In 1957, as this new generation reached high school age, a committee reviewed the need for change in secondary education. Its report, presented by the Director-General Harold Wyndham, introduced the concept of four years of general education at the end of which students would sit for the School Certificate, with an additional two years of study leading to the Higher School Certificate for those who wished to proceed to tertiary studies. The 'Wyndham Scheme' was introduced into secondary schools in New South Wales in 1962 and the full high school course was extended from five to six years. Better facilities were required, in particular in science teaching, for the extended curriculum and there was a growing trend for larger schools: the demand for teachers continue to increase.[97]

2.4.3 GROWING AGRICULTURE DEPARTMENT BRANCHES OUT (1950s-1960s)

For many years after they were built, few significant changes were made to the offices of the Departments of Education and Agriculture. Both departments had been provided with ample accommodation for their foreseeable needs and, when they first moved in, had sufficient space to house other small branches of government. In 1944 the building housed almost 900 people; about 560 in the Department of Agriculture and 320 in Education.

The first of the two departments to experience a considerable growth in staff was Agriculture. Staff numbers, which had remained stable during the Depression, had eventually begun to rise in the late 1930s and by 1944 about 100 staff were in rented offices. In an attempt to again house everyone in one location, consideration was given to building on the roof of the Agriculture Department, but the proposal was dropped when it was found to be structurally impossible to add extra stress to the steel frame construction.[98]

With an ever increasing role in providing advisory services to primary producers and the oversight of government regulations, the Department of Agriculture regionalised its Extension Services in the 1950s. At the same time its research potential was considerably increased by the availability of industry research funds. In 1958 a proposal to move the Water Conservation and Irrigation Commission to other offices, mooted in the 1940s, became a reality and these sections vacated the offices in Farrer Place that they had occupied since 1930.[99] *Two years later the Biology and Entomology branches transferred to new buildings at Rydalmere, followed later by the chemistry branch.*[100]



Figure 2.38
An office in the Agriculture Department, photographed in September 1950
Source: Original at State Library of NSW, Call No. GPO 1 - 07755, reproduced from CMP 2015, Figure 3.16

97 *Government schools of New South Wales 1848-1998: 150 years,* Open Training and Education Network (OTEN) – Distance Education, New South Wales Department of Education and Training, 1998, p12 & Appendices. By 1972 there were almost 32,000 teachers in New South Wales, rising to 45,000 in 1980

98 Public Works Building (B) files B45/1010, Agriculture (Education) Building proposed additional office space on roof of Agriculture building 1944-45, 12/13203 (State Records NSW)

99 Nichol, D., 'Project brief: to ascertain the historical significance of the building which accommodates the Head Office of the Department of Education in Bridge Street, Sydney', 6 September 1989, in NSW Heritage Office - File - Department of Education Building, 35 Bridge Street, Sydney S90/02690/002.

100 Mylrea, P. J., *In the service of agriculture: a centennial history of the New South Wales Department of Agriculture 1890-1990*, Sydney: NSW Agriculture & Fisheries, 1990

2.4.4 EDUCATION DEPARTMENT MOVES INTO AGRICULTURE BUILDING (1967)

These moves gave the Department of Education a toehold in the southern part of the building when, in 1960, the 6th floor of the Department of Agriculture [Level 7] was converted for use by the Department of Technical Education (then administered by the Minister for Education) and its Director.[101] *More was to come with the construction of the government's radically new offices, the State Office Block, completed in 1967. Six government departments were to occupy the new building; one of these was the Department of Agriculture.*

For the Department of Education this move was opportune. The rise in the school population following the war had necessarily put an extra load upon the centralised administration and by the 1960s some Department of Education staff were in rented office space in Sydney, an expense that governments always disliked.

At the end of 1966 planning began for the Education Department to expand into parts of the adjacent Agriculture building when that Department moved to the State Office Block. Education was to acquire two floors [Levels 3 & 4] and part of the basement. The rest of the building would be occupied by the Department of Technical Education [Levels 2, 5 & 6] which had occupied part of the Farrer Place offices since 1960 and by some remaining staff of the Department of Agriculture.

2.4.5 ASSOCIATED UPGRADES, RENOVATIONS AND ALTERATIONS (1970s)

The move enabled the Education Department to accommodate some branches that were housed elsewhere in Sydney, and also to rationalise the organisation of its existing occupants. As it was unlikely that there would be funds for 'extensive re-modelling and alterations' to the accommodation in Agriculture, the additional space was allocated as effectively as possible within the existing arrangements. Building works consisted largely of the removal of old partitioning, the provision of new and generally making good; the sort of readjustment of space that had been intended in its original design. In the initial proposals it had been decided that the Assistant Minister for Education would not occupy the Agriculture Department's ministerial suite, but by June 1967 this decision had been reversed.[102] *The room appears to have lost its status (and apparently its panelling) after 1967 and before 1989.*[103]

As a part of these changes the Department of Education decided to use only one cafeteria and the old cafeteria next to the Art Gallery [Level 7] was closed. Access between the two parts of the building, which had previously functioned as quite separate entities, remained a problem, other than at the basement level. In order to connect the Education Department offices on those floors on which it was to occupy both halves of the building [on Levels 3 & 4] the existing fire doors had to be utilised and corridors made through some of the existing Agriculture offices.[104]

The move also raised the question of renovations and improvements that had been under discussion for some time. These were included in the overall planning and were gradually effected in succeeding phases of work in the early 1970s, providing the first 'major facelift and renovation' since the Education Department offices were constructed. Lighting was improved, floor coverings fitted, ceilings lowered, ventilation improved and better provision made for fire safety.[105]

The most significant change to the fabric was created by the installation of new lifts to replace the original single, open-cage lift in the Department of Education building, the later closed car type in the Department of Agriculture having already been replaced in 1954.[106] *Early plans included not just the removal of the existing lift from within the stairwell of the Bridge Street entrance but the wholesale demolition of the staircase (complete with marble panelling) and the back wall of the building.*[107]

An alternative scheme eventually prevailed in which the original lift was removed and two new lifts were built behind the stairs, external to the main building. In the process the original boiler room had to be moved to another location within the courtyard. [The] new boiler room was constructed in the north-west corner of the courtyard, along with an underground oil tank located towards the centre of the courtyard. This structure was [later] demolished as part of the 1994-96 refurbishment works.

The lift lobby was accessed on the ground floor by a passageway next to the original staircase. Associated changes were also made to the enquiry desk area. The new design prevented the destruction of the original

101 Department of Commerce PB2/46 dated 5 May 1960

102 Secretary of Education to the Director of Public Works 13 June 1967, Public Works Department 'B' (Building) files, Education Department Head Office major repairs 12/13583 (State Records NSW)

103 It was not identified as a (former) ministerial suite in the 1989 report on heritage significance prepared for the Department of Education by Howard Tanner & Associates

104 'Department of Education – Use of accommodation in the Department of Agriculture Building' dated 23.12.66 in Public Works Department 'B' (Building) files, Education Department Head Office major repairs 12/13583 (State Records NSW)

105 Prior, J., Bridge St means education, *Inside Education*, Journal of the NSW Department of Education, Winter 1974, Vol LXVIII No. 2, p2

106 The original lifts in Agriculture had been the cause of continual complaint see File B49.12719 Dept of Agriculture operation & maintenance of lifts 1930-1949, Public Works Department 'B' (Building) files, 12/13204 (State Records NSW). For the new lift installation in 1954 see Department of Commerce PB2/44

107 Department of Commerce PB18/31 dated 1971

stairs but resulted in an obtrusive lift room on the roof, clearly visible above the level of the parapet. External fire stairs were also built within the light well at the back of the Bridge Street side. In the meantime the Education Department continued to extend into other floors of the Agriculture Department that were then gutted of all old partitioning, painted and carpeted.[108]

As these changes took place, the name Education Department Building was gradually applied to what had previously been two government offices. Despite these improvements and the gradual occupation of most of the building by the Department, the ministerial suite [Level 2] did not retain its original function for much longer. The last occupant of the ministerial offices before the building was vacated as a result of the major educational changes of the late 1980s and early 1990s was Paul Landa in 1980-1981.[109]

In 1980 a fully ducted air conditioning system was introduced to the building for the first time. This relied on four plant rooms located around the perimeter of the light well on each floor level. These plant rooms housed the air handling units that supplied conditioned air through a network of metal ductwork located above suspended tile ceilings.

A significant casualty of the Education Department's lack of space, before the departure of Agriculture in 1967, was its fine purpose-built Art Gallery [Level 7]. Some years previously, the west wing of the gallery had been partitioned off to provide an assembly room, but with an undertaking by the then Minister for Education that it would revert to its original use when an alternative assembly room could be provided.[110]

In 1966, as the physical reorganisation of the department was under consideration in anticipation of Agriculture's move, the Director-General expressed the wish that the first stage of the reorganisation of the sixth floor [Level 7] might be the conversion of the west wing of the Art Gallery back to its original function. The conference room in the basement of Agriculture might provide an alternative assembly room and the whole of the gallery could then be upgraded and perhaps even extended to the Young Street frontage.[111]

It seems that this item, which was included only in the final stage of proposed works on the building, probably dropped off the agenda due to insufficient funds. By the late 1980s the west wing of the gallery was still being used as a meeting room.

The Department had been gradually acquiring a collection of student artwork since the 1950s, augmented from the late 1960s by selected works from the Higher School Certificate art entries. In 1984 the Director-General, Douglas Swan, gave his approval to a proposal to name this collection the William Wilkins Memorial Art Collection, in honour of the first permanent head of the Department. The collection, which was dispersed in various offices throughout the Department, was displayed for the first time during Education Week in 1984 in the Art Gallery.[112]

2.5 PHASE 5 - HERITAGE CONSERVATION AND PLANS FOR SALE (1980s)

2.5.1 EXTERNAL STONEWORK PROGRAMME (1984)

In 1984 the Education Department was one of three major buildings considered for urgent stonework repairs in the Department of Public Works Bicentennial Stonework Programme. This priority listing had however to be altered due to a shortage of matching stone and work in the early 1980s was confined to the removal of potentially dangerous stone. It consisted of some selective replacement of cornice and balcony stonework along the Loftus Street façade and part of the Young Street and Farrar Place façades. According to George Proudman, this gave the cornices, strings and balconies an 'ill kempt appearance' while the use of Wondabyne Grey for replacement stones to the cornice and balconies on the Loftus Street side appeared as 'an unfortunate intrusion'.[113] *The other facades were cleaned and made safe and the work, together with external painting was completed in 1987.*

The inclusion of the Education Building as part of the Stonework Programme confirmed its status as a notable part of Sydney's heritage in one of its finest sandstone streetscapes, Bridge Street. The National Trust [had] listed the building in 1974 and in 1979 [had] defined and listed the Macquarie Place Urban Conservation Area, 'an area of vital importance to the City of Sydney' which included the Education Department building and its surrounds.[114] *By 1981 the building [had been] listed*

108 A request was approved in July 1970 to use the third floor of Farrer Place [Level 4] excluding the area occupied by the Department of Agriculture Seed Testing Laboratory, Public Works Department 'B' (Building) files, Education Department Head Office major repairs 12/13583 (State Records NSW)

109 Information from Jacqui Treloar

110 'Department of Education – Use of accommodation in the Department of Agriculture Building' dated 23.12.66 in Public Works Department 'B' (Building) files, Education Department Head Office major repairs 12/13583 (State Records NSW)

111 'Department of Education – Use of accommodation in the Department of Agriculture Building' dated 23.12.66 in Public Works Department 'B' (Building) files, Education Department Head Office major repairs 12/13583 (State Records NSW)

112 Memorandum from Director-General dated 24 July 1984. (Copy supplied by Hannele Hentula,Senior Librarian, ETIS, Department of Education and Training)

113 Proudman, G., 'Stonemasonry Report' dated 9 April 1989, Education Department Background Notes file, NSW Department of Commerce, Government Architect's Office

114 National Trust of Australia (NSW) listings

on the Register of the National Estate and featured in The Heritage of Australia, the first comprehensive publication of the Register.[115]

2.5.2 EDUCATION REFORM, ECONOMIC RATIONALISM AND THE SCOTT REPORT (1988)

Government policy in the 1980s favoured the relocation of its bureaucracy to the western suburbs, now the geographical centre of Greater Sydney. The move was facilitated by rapidly developing computer technology and new systems of communication such as e-mail (the 'Minerva Electronic Mail System') that had first been used in the Education Department on a trial basis in 1985. As part of the suburban relocation policy Education relocated a number of head office and regional directorates in 1986.

The Department was now widely dispersed with its regional offices and several city office locations but Bridge Street remained its Head Office, at the heart of its operations. Here major renovations were undertaken in 1986 to construct a computer complex that would enable networking throughout the Department including its regional offices.

The following year the 75th anniversary of the Head Office building was celebrated. At the same time the old order changed for teachers, when the Education Commission (Amendment) Act 1987 introduced a system of promotion in which the selection of school principals would not just be based on seniority, but would also include a comparative assessment of candidates.

In March 1988, after twelve years of Labor rule, a Liberal government was elected in New South Wales under the premiership of Nick Greiner. The spirit of the age was economic rationalism. For the new government, this meant a business-like culture in which the State, with the Premier as its managing director, would be responsive to its 'clients'. The public service was 'downsized' and government agencies were "corporatised" into business units, meant not only to pay their own-way but also to make a profit.[116]

The period was one of considerable change in the administration and organisation of education throughout the Western world, with an emphasis on the quality and 'outcomes' of educational systems. With growing enrolments in non-state schools in Australia, and an apparent decline in state education, there was pressure for improvement in the 'education industry'.

In New South Wales, where the education system was highly centralised, this meant that the Minister would have a much greater role where once the Director-General, the chief executive, had held sway.

Some changes had been instituted by Rodney Cavalier when he was appointed Minister of Education in 1984 in the Labor government, but it was to be the new Liberal government that would highlight educational reform as a part of its election platform. Education would be rescued and improved by greater competition within the public sector and between the public and private sectors. Market principles and choice would determine the structure of a quality educational system.[117]

Under the new government, the Education portfolio was abolished and was merged with Youth Affairs. On 25 April 1988 the new Minister for Education and Youth Affairs, Dr Terry Metherell announced 'a far-ranging review of management practices' in his portfolio under the chairmanship of Dr Brian Scott.[118] *With a combined estimated expenditure of $4 billion in 1989-1990, the Department of Education, the Department of Technical and Further Education (TAFE) and the Ministry of Education and Youth Affairs, were an irresistible target for the rational economist.*

At the same time as the management review was being conducted, the government tightened expenditure on education and redirected available funding, leading to a major reduction in teaching and support staff. The recently appointed Director-General of Education, Gregor Ramsay, was dismissed, as was the Director-General of TAFE, Allan Pattinson. A 'climate of confrontation' rapidly developed, fuelled by the Minister's 'firm and unrelenting' political style.[119]

Following closely on changes to funding was the review and restructuring phase of the Liberal government's education reform agenda, of which the review of the portfolio's management structure was a part. A major finding of the Scott Report, as it became known, was that the 'efficiency and effectiveness of public education is today seriously undermined by existing structures, and burdensome operational and administrative procedures'. A growing number of parents, teachers and students had become increasingly dissatisfied with the way education was

115 *The Heritage of Australia. The Illustrated Register of the National Estate,* Macmillan Company of Australia in association with the Australian Heritage Commission, 1981, 2/94

116 Kingston, B., *A history of New South Wales,* Cambridge University Press, 2006, pp231-234

117 Sherington, G., 'Education Policy' in Laffin, M.and Painter, M. (eds), *Reform and reversal. Lessons from the Coalition Government in New South Wales 1988-1995,* South Melbourne: Macmillan Education Australia, 1995, pp171-187

118 *School renewal. A strategy to revitalise schools within the New South Wales state education system,* June 1989; Management Review: New South Wales Education Portfolio, Director Dr Brian W Scott: *School-centred education. Building a more responsive state school system,* March 1990

119 Sherington, G., 'Education Policy' in Laffin, M.and Painter, M. (eds), *Reform and reversal. Lessons from the Coalition Government in New South Wales 1988-1995,* South Melbourne: Macmillan Education Australia, 1995, pp176-178

delivered and its outcomes, the Report commented. To win back public confidence, the education system 'needs to manage itself in a way that gives a clear indication of effective performance at all levels."[120]

The key premises of the new system would see the school as the basic organisational unit and teachers and the community as the best judges of the needs of their schools. The education system would effectively be turned upside down. School principals would choose their own staff and manage their own schools, while the administration would be completely reworked, reduced and decentralised to support a 'school centred' system.

The staff of the old head office, to be known in future as the Central Executive, would be cut to less than half its existing complement and would move out of the Bridge Street head office which would be converted for other uses, or sold. The funds derived from the property would be returned to the Department to pay the costs of implementing the Schools Renewal Strategy.[121] *In line with this new approach the department responsible for delivering school-level education would be re-named the Department of School Education (DSE).*

2.5.3 RECOGNISING THE BUILDING'S HERITAGE VALUES (1989)

The proposal to sell the Bridge Street Head Office, included as part of an 'advance briefing' of the Scott Management Review's recommendations and proposed strategy in June 1989, rapidly became a reality. Within weeks, the government offered the Education Department building for sale and began to find alternative office accommodation for its staff at Parramatta and in the City Centre development in Market Street, Sydney.[122]

The disposal of government assets that had once been so jealously guarded, was now accepted government policy. The sale of the former Treasury buildings and their incorporation into a new development, the Intercontinental Hotel, appeared to provide a successful model for the disposal of orphaned government offices. With the proposed decentralisation of the Lands Department, there were suggestions that these two important buildings, Lands and Education, might be redeveloped in conjunction as a casino and associated hotel. Large additions to the Education Department would, inevitably, be necessary, like the Treasury redevelopment.[123]

What was lacking, in the rush to sell, was a Conservation Management Plan that would identify the significance of the building and its individual components and provide guidelines for its future use. In July-September 1989 'A Report on heritage significance.' was prepared by Howard Tanner & Associates for the NSW Property Management Unit [later the Property Management Group], then in charge of the management of the building and its future. Tanner & Associates' brief was 'to examine the architectural and heritage implications' of the decision to realise funds by making the building available for other uses and 'to provide a strategy for a responsible pattern of use, given the likely requirements of a new owner or tenant'. The firm's report was not a Conservation Management Plan but outlined, in brief, the significance of the building and identified conservation controls and re-use options.[124]

Elements identified as of major heritage significance were:

- *All of the sandstone elevations (excluding Level 8 rendered facades at the south end of the building) and in particular the existing fenestration and detailing*
- *The Bridge Street entry porch, bronze grilles and timber doors, columned lobby including corridor access doors and hardware, stair hall excluding information booth, upper stair hall including columns and memorial and corridor access doors*
- *Loftus Street entry porch, stair lobby, and staircase serving levels 1-7, including access doors from a sub-lobby into the northern offices at each level*
- *Farrer Place entry porch, bronze doors, foyer including brass edged directory board, but excluding contemporary lift doors and surrounds*
- *Minister's private entry stair linking Young Street with Level 2*
- *Department of Education Ministerial Board Room, including panelling, and panelled doors and related architraves, skirting and carved over-doors, plasterwork and purpose-built bookcase*
- *Department of Education Art Gallery and adjoining meeting room and related skylights, and including access stair to the roof.*

120 *School renewal. A strategy to revitalise schools within the New South Wales state education system,* June 1989

121 Management Review: New South Wales Education Portfolio, Director Dr Brian W Scott: *School-centred education. Building a more responsive state school system,* March 1990, p208

122 Lease incentive for Dept of Education, *Sydney Morning Herald,* 26 September 1989, p20; Court reserves ruling on Aboriginal claim, *Sydney Morning Herald,* 12 June 1992, p6

123 A tower addition had been proposed by July 1989 as referred to in the Department of Planning's Minute Paper 5 July 1989, NSW Heritage Office - File - Department of Education Building, 35 Bridge Street, Sydney S90/02690/001 (NSW Heritage Office)

124 Howard Tanner & Associates, Department of Education Building 35 Bridge Street Sydney. A report on heritage significance, appropriate conservation controls, and re-use options undertaken for the NSW Property Management Unit on behalf of the Department of Education July-September 1989 (a copy is held in the NSW Heritage Division Library)

A number of other areas were identified as being 'worthy of careful reconsideration', as sympathetic treatment would enable them to regain heritage status. These were:

- *Surround and doors to lifts to Farrer Place lobby*
- *Access corridor featuring original doors and detailing (Level 1 north-west corner of the building)*
- *Rooms of the Director-General of Education (adjoining the Ministerial Board Room) and related ante-rooms*
- *Top-lit recreation area adjoining the Art Gallery.*

The Report proposed that the light-well in the building could be enclosed and additional floors added to a total height of 62 metres, or approximately eighteen storeys, in any future development.

The Department of Education also undertook its own research to ascertain the historical importance of its Head Office. The report provided an adequate outline of the development of the building and the identity of its occupants, but did not really address the question of its significance. Clearly its contents did little to excite the imagination of senior administrative staff, one of whom concluded 'After perusing this document there does not appear to be any substantial point or incident of history since the building was constructed in 1915 & 1929'.[125] *Nothing, it seemed, had ever happened there.*

Other groups, including the Federation of Parents and Citizens Associations of NSW, had quite different views and pointed out the 'high heritage value' of the building on social and historical grounds, for the role it had played in the development of a universal public education system in the state. At its Annual Conference in July 1989 the Association resolved to ask the Heritage Council to place a Permanent Conservation Order on the building.[126]

Parents, teachers and heritage groups and others remained sceptical about the future of the building, despite government assurances that it would have 'full heritage protection'.[127] *The staff of the Head Office expressed their views about leaving their old offices by holding a peaceful protest in which they surrounded the building holding lighted candles.*[128] *The Department's contribution to its long historical association with Bridge Street came in the form of a pictorial history Bridge Street and Education 'as a thank you to all dedicated staff, teachers and individuals associated with Bridge Street'.*[129]

At its meeting on 7 December 1989 the Heritage Council endorsed those parts of the Tanner report that dealt with the significance of the building and conservation policies but did not endorse the proposal that in any future use the building height might be extended to 62 metres and the light-well enclosed which, the Council noted, had not been justified in the report. A Permanent Conservation Order was recommended, with appropriate exemptions to allow for some alterations, with the exception of those areas that had been identified as of heritage significance.[130]

In notifying the Minister of these resolutions, the Heritage Council also expressed its concern about the proposed removal of government administration from within the city centre and in particular Bridge Street, which had been continuously occupied since First Settlement.[131]

Later in the year Professor Peter Webber stressed the same theme in his advice to the Sydney City Council on the future of the site. The tradition of government use 'seems to have been overlooked in the current haste to capitalise on existing buildings and sites as commercial assets' he noted. Bridge Street 'should continue to be seen as part of a precinct for such functions and fine 19th and 20th century government sandstone buildings should continue in use as government offices'.[132]

As the building was vacated a Permanent Conservation Order was finally gazetted in June 1990 and arrangements were made to relocate the Department's war memorials and the William Wilkins Memorial Art Collection to another Department property, the Fanny Cohen Hall on Observatory Hill.[133]

125 Nichol, D., 'Project brief: to ascertain the historical significance of the building which accommodates the Head Office of the Department of Education in Bridge Street, Sydney', 6 September 1989, in NSW Heritage Office - File - Department of Education Building, 35 Bridge Street, Sydney S90/02690/002. The comment was signed by Garry W Mortimer

126 Correspondence dated 19 September in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/001 (NSW Heritage Office)

127 Assessing the value of education property, *National Trust Magazine*, No. 55, June 1990, pp. 14-15

128 Information from Jacqui Treloar

129 Kozaki, D., *Bridge Street and Education: a pictorial history,* Community Relations Unit for the NSW Department of School Education, 1989, Foreword by the Director General Fenton Sharpe

130 Heritage Council to Property Services Group [nd], in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/001 (NSW Heritage Office)

131 Minute to the Minister 89/1804 dated 20 March 1990, in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/001 (NSW Heritage Office)

132 Advice from Professor G P Webber dated 16 July 1990, File Conservation 35 Bridge Street, Sydney, Department of Education Building D02-00846 (Sydney City Council Archives)

133 The PCO was gazetted on 22 June 1990. Correspondence concerning the war memorials is in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/001 (NSW Heritage Office)

2.5.4 EXPRESSIONS OF INTEREST: LAND CLAIM AND LEASE (1991-1992)

Early plans to sell the Education Department building were soon changed to proposals for the sale of a 99-year lease with Jones Lang Wootton as agents. The company's advertising leaflet for expressions of interest in the building urged prospective occupants to 'Renew an old acquaintance', offering 'An historic opportunity to transform a significant landmark'. Expressions of interest closed on 22 February 1991, the day on which the New South Wales Aboriginal Land Council's appeal in its land claim for the Education Department building was listed in the Land and Environment Court.

The claim had been made in 1989 when the government announced its decision to sell the building but had been refused by the Minister in November of that year. This decision was then appealed. Section 36 of the Aboriginal Lands Rights Act, 1983 provided for a claim to be made for vacant Crown land that was not in useful use or occupation and not likely to be needed for 'essential public purposes'.

With its policy of vacating Crown assets and offering them for sale, the government had laid itself open to such a challenge, a risk which the Property Services Group had ignored.[134] *A claim was lodged, on the same grounds, in 1990 for the Prince Henry Hospital at Little Bay when the Greiner government announced its intention to sell the site to private enterprise, but failed because the hospital was vested in the Department of Health and was no longer Crown land.*[135]

The appeal disrupted the tender process and prevented further action towards disposal of the property, leaving the Property Services Group with a $1.2 million bill from trying to sell it.[136] *The land claim was one of the most controversial made by the Land Council and the first affecting a major CBD building.*[137] *It was dismissed on appeal to the Land and Environment Court on 24 July 1992.*

Only six occupants remained on the site, but the Property Services Group continued to maintain and clean the building, provide security services and pay for some utilities and services. On this basis, Justice Stein ruled, the building although not occupied, was being used.[138]

2.5.5 MAJOR ADMINISTRATIVE STAFF REDUNDANCY (1991)

The model of the state as a business, proposed by the philosophy of economic rationalism was considerably more difficult to apply to some areas of public expenditure, such as welfare, health and education, than to others. Under the new arrangements principals found that a school-centred system required them to undertake a wide range of tasks that had previously been managed by Head Office in Bridge Street. As teachers not only had to teach, but also had to administer, manage, budget and meet an increasing number of community expectations, it became hard to attract candidates to difficult postings in the less attractive locations. Some schools prospered but others did not.

The Metherell reforms were enormously unpopular with more than just the teachers and although they did encourage some community participation in form of school councils, there was 'an almost gleeful public response' when the Minister was charged with an offence under the federal tax law and was forced to resign in July 1990. When he was rather too conveniently provided with another job in the public service, the Premier Nick Greiner was also forced to resign in June 1992 after an investigation by the Independent Commission against corruption.[139]

Dr Metherell's successor as minister, Virginia Chadwick, continued the reform agenda but with a somewhat more open approach to communication. Reshaping the administration continued and in June 1991 the government offered voluntary redundancy to 2,300 administrative staff of the Education Department including many senior executive positions created under the Metherell reforms. Only teachers were exempt from this major cutback.[140] *In the meantime there was still the question of what to do with the Education Department building.*

134 Govt ignored warning on land claim, *Sydney Morning Herald*, 15 June 1992, p7
135 *Woomera. The newsletter of the New South Wales Aboriginal Land Council,* March 1990, Issue 3
136 Govt ignored warning on land claim, *Sydney Morning Herald*, 15 June 1992, p7
137 Court reserves ruling on Aboriginal claim, *Sydney Morning Herald*, 12 June 1992, p6
138 Claim for $70m building rejected, *Sydney Morning Herald*, 25 July 1992, p7
139 Kingston, B., *A history of New South Wales,* Cambridge University Press, 2006, p234
140 Department told: you can all go, *Sydney Morning Herald*, 22 June 1991, p1

2.6 PHASE 6 - REFURBISHMENT AND UPGRADE (1994-1996)

2.6.1 THE CONTEXT: FIRST GOVERNMENT HOUSE SITE DEVELOPMENT (1993-94)

While the fate of both the Lands Department and the Education Department appeared to hang in the balance, the site of the First Government House was rediscovered, excavated by archaeologists and redeveloped jointly by government and commercial interests to provide a 'commemorative facility' and two new office towers with space reserved for government use. A design competition was held for the project and the 'strong historic identity' created by the fine Victorian and Edwardian buildings in the area surrounding the First Government House site was acknowledged in the competition documents. The significant visual interest of the Farrer Place 'palm oasis' and the sandstone textures of the Department of Education building were also noted.

Among the site planning principles was the requirement that: 'The total unified development on the site must acknowledge the contextual importance of adjacent and surrounding historic buildings and of new significant developments.'[141]

In the course of construction for the new office towers, an archaeological excavation was carried out in part of Young Street, next to the Education Department and in the area to the south of the Young Street terraces. Within Young Street the foundations of the First Government House guard house that had been built in 1810-1812 were uncovered. Their immediate neighbour had been the Colonial Secretary's house (built in 1813) that had once occupied the Education Department site. The remains could not be retained because of the impending development, but were excavated, recorded and photographed before being removed.

The two office towers, designed by Denton Corker Marshall, were completed in 1993-1994. Here in the Governor Phillip and Governor Macquarie towers, government offices would command harbour views, the ultimate late 20th century status symbol. As a part of the redevelopment, the south end of Young Street was closed to traffic and became a unified pedestrian precinct with the existing Farrer Place, linking the new development with its historic surroundings at pavement level and with palm trees. A further link between old and new was provided in the design of the Farrer Place entrance to the Governor Macquarie Tower, which enjoyed a fine view of the former Agriculture Department offices.

141 First Government House Design Competition [Design Competition documents], Volume 2, pp16-18

2.6.2 TANNER & ASSOCIATES DESIGN FOR LEND LEASE HOTEL PROPOSAL (1994)

In the hiatus created by the New South Wales Aboriginal Land Council's claim to the Education Department, work continued to find an acceptable scheme for the re-use of the building. Draft guidelines were prepared in consultation with the Department of Planning, while Tanner & Associates worked on a hotel option for Lend Lease that included a mansard treatment above the parapet level to achieve three extra floors.[142]

The building's fate was, it seems, still undecided in August 1994 when a plan by Tanner & Associates for the re-use of the building was presented to the Heritage Council. Its main elements were the infill of the whole of the light-well and the associated demolition of the toilet block at the back of the Loftus Street entrance. The importance of the light-well, which had not been identified as of heritage significance in the Tanner & Associates 1989 report, remained of concern to the Council, as it had been in its earlier discussions. The Council agreed to the plans subject to the preparation of a maintenance plan for the exterior and interior of the building, the investigation of the creation of atrium space on at least the fifth and sixth levels and the investigation of the removal or remodelling of the existing unsympathetic additions to the roof.[143]

Political developments however were taking the use of the building in another direction. In 1994, as the Liberal's government education reform agenda moved into a period of accommodation and modification, the Property Services Group took another look at the vacant Education Department offices on Bridge Street. Government use was a possibility: and the new tenant was to be the Department of Education.[144] *After standing vacant for four years the building was once more to be used for its original purpose.*

2.6.3 ANCHER MORTLOCK & WOOLLEY REFURBISHMENT FOR EDUCATION DEPARTMENT (1994-1995)

In August 1994 the firm of Ancher Mortlock & Woolley was commissioned by the Property Services Group to come up with a new design solution.[145] *Their brief was for the interior refurbishment and fit out of the building to accommodate about 500 personnel of the Department of Education; the refurbishment of accommodation to meet government office standards generally; and a building upgrade to meet all appropriate statutory and*

142 Information kindly supplied by Howard Tanner, January 2007

143 Extract from minutes of Heritage Council meeting held on 4 August 1994, in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/002 (NSW Heritage Office).

144 NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/002 (NSW Heritage Office)

145 The firm was commissioned on 1 August 1994, Ancher Mortlock & Woolley Project Files, Project No. 9407

Building Code of Australia requirements. The budget was an estimated $8.9m for the refurbishment and $10.5m for the fit out.

One of the major problems was an historic one, created by John Reid's design of the Agriculture Department offices in 1928: how to provide a unified system of circulation throughout a building, built in two stages, in which the main corridor systems did not coincide. Ancher Mortlock & Woolley's solution was to suspend new glazed walkways along the internal walls of the light-well on Levels 3-7 and to provide a glazed lobby, or atrium, on part of Level 2, leaving most of the light-well space open.

[This involved] a series of external galleries at all upper floor levels on the north and east sides of the light well. Each gallery [linked] the three fire stairs, two lift lobbies and two toilet blocks at each floor level, freeing up the remaining floor areas for open planned offices, in keeping with the original design concept. The galleries [were] lightweight steel and glass structures, suspended from steel beams spanning the width of the light well at roof level. The red painted steel suspension rod framing [splayed] out at the base to form a glass roofed atrium space, curved in plan, at level 2.

Most of the original window openings and their frames would be retained: but some would need to be removed to provide access to the new walkways. The steel framed casement windows were sealed shut for better environmental and acoustic control. The courtyard walls opposite the new galleries were also tidied up, by the removal of redundant services, and re-painted. Other changes made at this time [included] the internal refurbishment of the original 1930 toilets located at the rear of the Farrer Place entrance vestibule, with the addition of a services riser in the form of a segmented drum. The shell of the original 1915 toilet structure behind the Loftus Street stairs was retained and used as store rooms but the sanitary fittings and all but one of the original steel mezzanine stairs were removed.

The Loftus Street toilet block would remain, adapted for other uses, but the 'excessively steep' Young Street stairs (which had never been a public entrance and did not comply with contemporary standards of fire safety) would be demolished. The 1970s fire stair built in the north-east corner of the light-well would be demolished and reinstated within the building. All of the areas previously identified as of heritage significance would be retained.

Elsewhere the essentially open plan design of the original building could be adapted for office use and the space requirements of the Education Department could be achieved.[146] *A discussion of the proposal by Schwager Brooks and Partners, acting as heritage consultants to support the application for the works under Section 60 of the Heritage Act reported that: 'It can be stated with confidence that the design approach encapsulated in this Application takes a responsible and creative approach to the protection of the heritage values and cultural significance of the Education Department Building."*[147]

The Heritage Council approved the Application and the associated infill of part of the light-well 'only on the basis that it had been informed that the additional space was absolutely crucial to make the building viable for occupation by the Department of Education'.[148] *As far as the Heritage Council was concerned, the light-well was of heritage significance. Following demolition work, construction began on site in March 1995 with the objective of occupation by December 1995.*

2.6.4 ANCHER MORTLOCK & WOOLLEY ARCHITECTS

The firm now known as Ancher Mortlock & Woolley was founded in 1945 by Sydney Ancher who later went into partnership with Bryce Mortlock and Stuart Murray. Ken Woolley joined the firm as a partner in 1964 after practising for nine years as a design architect in the NSW Government Architect's Branch where his most significant mentor was Harry Rembert, the Assistant Government Architect. During this time, Ken Woolley had been responsible for the design of the award winning Fisher Library in the University of Sydney and the State Office Block. In 1983 following the retirement of the other partners, Ken Woolley became the principal of the firm Ancher Mortlock & Woolley.[149]

146 *Report in support of proposal to refurbish and fit out the Education buildings, 35-39 Bridge Street, Sydney, including addition of light well walkways*, prepared by Ancher Mortlock & Woolley Pty Ltd, Architects dated 12 September 1994 and plans in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/002 (NSW Heritage Office)

147 Schwager Brooks and Partners Pty Ltd, *Refurbishment of the Education Dept Building. Application under Section 60 of the Heritage Act Discussion of current proposal*, dated 29 August 1994, in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/002 (NSW Heritage Office)

148 Extract from minutes of Heritage Council meeting 3 November 1994, in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/002 (NSW Heritage Office)

149 *Ken Woolley and Ancher Mortlock & Woolley. Selected and current works,* The Master Architect Series IV, Mulgrave, Vic.: The Images Publishing Group, 1999

2.6.5 CONSERVATION WORKS TO EXTERIOR (1996)

The refurbishment carried out by Ancher Mortlock & Woolley in 1994-1995 brought the Education Department building back to life as an effective workplace.[150] *However major items such as stonework and roof repairs were not included in the project and required attention even as the building was being refurbished. When the government vacated the building it was taken off the list of priorities for the Bicentennial Stonework Programme as it was assumed that the new owners, or lessees, would be responsible for the upkeep and restoration of the fabric, including the facades.*

As the building [had] stood empty for five years (from 1990-1994), lack of adequate maintenance resulted in considerable damage, especially to the stonework when blocked downpipes and drains resulted in severe salt activity on the façades caused by water penetration. In 1994 the more dangerous stone and severely decayed balusters were removed and the balcony balustrading on the Bridge Street side was temporarily stabilised.

Extensive work was required on all of the facades, except Loftus Street, which had been repaired in the 1980s. The scope of work included the replacement of stone to the level 3 and level 6 balconies including copings, balusters, dies, and plinth stones to the Bridge Street and Young Street façades and later to the Farrar Place façade. It also involved minor stone indents, epoxy repairs, desalination, repointing of open joints and the covering of strings and cornices with lead protection. The sandstone used in stonework replacement was Bondi stone for the balusters and Kent Street stone for all other elements.

The bituminous roof covering also needed renewal and the roof drainage had become choked. A three-year program of stonework repair and replacement with associated repairs to the roof and roof membrane began in 1996, designed not just to ensure the conservation of one of Sydney's prominent sandstone buildings but also to make the city as attractive as possibly for the anticipated influx of overseas tourists for the Sydney 2000 Olympic Games.[151]

150 *Sydney Cityscope,* Cityscape Publications Pty Ltd, 31 August 2006, Map 6 Page 1, Education Department building

151 Education Department Building Stonework Conservation Economic Appraisal, in Education Department Building Economic Appraisal & Stonework conservation file, 1995, NSW Department of Commerce, Government Architect's Office

2.6.6 THE RETURN OF EDUCATION TO BRIDGE STREET

Soon after construction [for the 1994-1995 refurbishment] began the precise occupancy of the Education Department offices hung in the balance as the incoming Labor government, elected in April 1995, reconfigured the education portfolio. The short lived portfolio of Education, Training and Youth Affairs became Education and Training and a new Department of Training and Education Coordination was established which was to take over the ministry space on Levels 2 and 3. It was initially unclear whether the Department of School Education would occupy the building but it eventually did so (and kept its name), as originally planned in 1994.[152]

In August 1995 the Minister for Education and Training announced the restructuring of the Department with two objectives; to form an administration 'driven essentially by educational rather than financial imperatives' while also contributing to the elimination of the government's deficit of over $700m and achieving a balanced budget. Clusters and regions would be replaced by districts to give a simple two-tier structure; regions and the state office. The head office staff which had been reduced from 1698 in 1989 to 693 in 1994[153] *would retain substantially the same structure, but would increase by about 400 positions to undertake the 'administrative and resource functions' that had been carried out by the regions.*[154]

Centralisation was coming back into the system but with less high level bureaucratic positions as the Department effected a 41% decrease in the number of its Senior Executive Service members in 1995-1996 to help cut costs.[155] *The Minister, John Acquilina, occupied the ministerial suite once more in 1995 but soon moved to the new government offices in the Governor Macquarie Tower.*

By early in 1996 the Department of School Education had moved back into the refurbished home that was, it was told, no longer its own. According to the terms of the Scott Review, any profits from the sale of the building were to be earmarked for the implementation of the Schools Renewal Program. As there had been no sale, the Department had assumed that it still owned the building and had included it in its statement of assets for the financial year 1991-1992.

152 Project Files Archives Project No. 9407 (Ancher Mortlock & Woolley)

153 Sherington, G., 'Education Policy' in Laffin, M. and Painter, M. (eds), *Reform and reversal. Lessons from the Coalition Government in New South Wales 1988-1995*, South Melbourne: Macmillan Education Australia, 1995, p180

154 *NSW Department of School Education Annual Report 1995 Overview*, pp24-25

155 *NSW Department of School Education Annual Report 1996 Volume 1 Overview*, p15

A correction made in its Annual Report for 1994 noted that the Department's assets had been overstated by $14,522,060 largely due to the 'incorrect recording' of the Department's former headquarters building in Bridge Street. This, the Treasury had advised, was not vested in the Department.[156]

On 3 December 1997 the Department of School Education was abolished and its branches amalgamated with those of the former Department of Education and Training Coordination to form the new Department of Education and Training.

When the Department of School Education returned to Bridge Street, the Director-General, Dr Ken Boston, consulted the Teachers Sub-Branch of the RSL about the relocation of the Department's war memorials and honour boards that had been removed to Observatory Hill when the building was vacated. The two bronze memorials to those who died in WWI and WWII were replaced in their original locations in the Bridge Street vestibule and the honour boards were relocated around the new atrium on Level 2.

Two new honour boards have subsequently been added and also placed in the atrium: the first, dedicated to Department of Education officers who served abroad in the period from 1946-1976, which was unveiled on 24 September 1997 and the second, listing all teachers and trainees who served during World War II. This was unveiled on 25 April 2001 and [contained] 2532 names.

A book by Tom Spencer published by the Department of Education and Training in 2001 [provided] a history of the memorials together with the names of all of those included on them. After so many tumultuous years, during which the Department lost and then reclaimed its original home, it [seemed] appropriate that it [had] once more found its past.

2.7 PHASE 7 - MAINTENANCE AND CONSERVATION WORKS (2000-2015)

[Subsequent] works included the installation of a satellite dish in 1995, a mobile phone antenna in 2004 on the outside of the building and the construction of a roof over the existing plant room in 2000. On Level 7 new facilities including blackout blinds, acoustic panels, lighting and audiovisual equipment were installed in 2000 in the west wing of the Art Gallery which continues in use as a meeting room.[157]

Since the preparation of the 2007 CMP a number of refurbishment works carried out progressively including a full refurbishment of Level 4 in 2009 and a full refurbishment of Level 6 in 2011-2012 to a design by Kann-Finch Group. In 2012, the Government Property NSW (formerly State Property Authority) has commenced a series of investigations and maintenance works programme to ensure a continuing traditional preventive maintenance to keep the building in a good condition as well as identify the compliance or non-compliances with the Building Code of Australia (BCA) and the Disability Discrimination Act (DDA).

The majority of the windows have been refurbished with second glazing by installation of internal frames matching the glazing panes of the original external steel and wrought iron window frames to minimise impact on the external presentation of the building. A number of mitigation measures would need to be undertaken to ensure minimal loss of fabric to the surviving hardware of the pivoting sashes (fanlights) where they would need to be shortened to allow for the internal glazing frame be installed within the reveals of the windows.

City Plan Heritage (in conjunction with Public Works NSW) has recently completed work on the conservation and repair of the roof sky lanterns. The project aimed to:

- *Identify the most appropriate methodology for carrying out of the required repair works.*
- *Ensure the significant and intact fabric of the Sky Lanterns is protected and their life expectancy is extended to a maximum as much as possible.*
- *Undertake necessary repair works to the windows with minimum fabric removal and replacement.*
- *Remove harmful substances and correct previous detailing to match original detailing using traditional methods, in particular copper roofing details.*
- *Remove existing inappropriate external curtains and provide ecologically sustainable glazing to the windows by replacing the existing glazing to ensure the most effective sun protection and utmost possible daylight to the Annex Room below.*
- *Repair and repaint the interiors of the Annex room below sky lantern 10, and the associated areas of the other sky lanterns in the Gallery and storage rooms.*

156 *NSW Department of School Education Annual Report 1994 Financial Statements & Appendices,* p61

157 Heritage Group, State Projects, Department of Public Works & Services: 'Education Department Building Proposed stonework conservation. Statement of Heritage Impact to accompany Development Application to Sydney City Council', November 1995, Report No. HG 95/53 (NSW Department of Commerce)

Works to sky lantern 1 was already completed by the Public Works in association with the Government Architect's Office. The recent capital expenditure works allowed for the completion of repair and restoration works to the remainder of the existing eleven (11) sky lanterns.

Currently [2015], works are being commenced on copper cladding of sky lantern sills to ensure long-term protection. The works to the sky lanterns were of minimal intervention with like-by-like materials but also allowed for the replacement of the existing mixture of glazing with safety and ECO glass (Viridian 6mm Soltech Grey) to increase the ecological sustainability of the building and enabled the removal of intrusive metal balustrades fixed to the sky lanterns.

2.8 PHASE 8 - LEASE AND ADAPTIVE REUSE (FROM 2015)

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.

2.9 THE DEVELOPMENT OF FARRER PLACE

2.9.1 FROM SPRING TO FOUNTAIN (1812)

The evolution of the small triangular area of land that is now known as Farrer Place, had its origins in the earliest days of European settlement in Sydney and was probably due to a natural spring.

The beginnings of the present street plan are evident as early as 1792 and become clearer over the next decade.[158] *The spring, or 'fountain' was mentioned when Governor Macquarie named and defined the line of Bent Street in 1810*[159] *and in 1812 the water source was channelled into an elegant stone fountain built by Isaac Peyton.*[160] *A plan of Sydney dated August 1822 shows the location of 'fountains' at the back of the Colonial Secretary's residence.*[161]

It appears that Spring Street (initially named Spring Row) was named after the spring *"jutting from under a rocky boulder at the junction of Bent-street with O'Connell-street".*[162] It was during a drought period when people turned their attention away from the Tank Stream, which was the most well known water source at the time, and the Bent Street spring became a public drinking fountain by order of Governor Macquarie, after the water quality was assessed as being excellent.

While the initial stone octagon fountain already had a capacity of several tons of water, its capacity was increased by 1816, with the addition of a much larger cistern which contained a pump in the centre, providing a constant and fast supply of water. It remained in place for over 90 years, even though its use declined from the 1880s, when the Nepean started to cover the water demands of Sydney.

2.9.2 ESTABLISHMENT OF FOUNTAIN STREET

Following the demolition of the First Government House and the division of its grounds into city blocks, a change of street name occurred and [the] open area around the fountain became known as Fountain Street rather than being included within Bent Street.[163] *Other than the fountain, the street's only other structure was the back of the Colonial Secretary's offices (later the Education Department).*

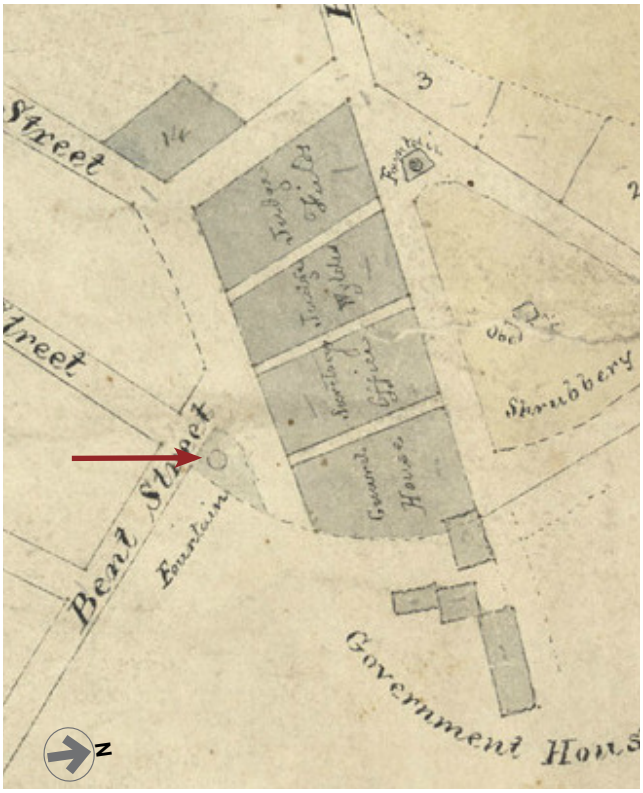


Figure 2.39
'Sketch of the Town of Sydney' 1821, showing the 'Fountain' (indicated by the red arrow) noted on a separate parcel to the south of the Secretary's Office and the guard house of Government House
Source: State Library of NSW, Call No. Z/M4 811.16/1821/1, Digital Order No. a1528586



Figure 2.40
Detail from 'Sketches of Sydney, 1843-1847' by Jacob William Jones, showing the fountain to the south of the Colonial Secretary's Office, looking southwest into O'Connell Street. The Australian Club on the corner of Bent and O'Connell Streets is visible on the left
Source: State Library of NSW, Call No. DGA 32, Digital Order No. a1735002

158 Kelly, M. and Croker, R., *Sydney takes shape. A collection of contemporary maps from foundation to Federation,* Doak Press, 1978, pp8-12 for maps dated 1792, 1802 &1807
159 *Sydney Gazette,* 6 October 1810, p2. Bent Street ran from Spring Row [later Spring Street] 'past the fountain' and on to the north end of Phillip Street
160 Clune, F., *Serenade to Sydney. Some historical landmarks,* Sydney: Angus and Robertson, 1967, pp108-109
161 Kelly, M. and Croker, R., *Sydney takes shape. A collection of contemporary maps from foundation to Federation,* Doak Press, 1978, p14
162 For this and the following see Champion, T. S., The Bent Street Fountain, *The Sydney Morning Herald*, 5 March 1932, p9
163 The street was known as this when the reserve was dedicated in 1871, Sydney City Council, Information on street names



Figure 2.41
Bent Street, 1859, looking down west from Phillip Street, showing the three storey Australian Club building on the left, and the fountain near the intersection with O'Connell Street, indicated by the red arrow
Source: State Library of NSW, Call No. PXB 698, Digital Order No. a8143009



Figure 2.42
Photograph taken in 1866, showing the fountain on the right hand side, with the Australian Club building visible in the background
Source: State Library of Victoria, 'The Australian Club', Accession No. H15195

In 1866 the triangle of land at the junction of Bent Street, O'Connell Street and Elizabeth Street North [later Young Street] containing the fountain was dedicated as a reserve for public recreation[164] *and trustees were appointed by the City Council in 1871.*

164 Notation on parish map, Parish of St James, Co Cumberland



Figure 2.43
Photograph dated March 1871, showing the Fountain now on the corner of the new reserve, visible on the left. The reserve was fenced in and contained various shrubs.
Source: State Library of NSW, Call No. Government Printing Office 1 - 05300, Digital Order No. d1_05300

2.9.3 RENAMING AS RAPHAEL STREET (c1880)

In about 1880 the name Raphael Street replaced Fountain Street and the reserve was known locally as Raphael's Triangle.[165] *The area is clearly shown on the Metropolitan Detail survey dated 1884.*[166] *Joseph George Raphael, a businessman, alderman of the City of Sydney, politician and philanthropist, had, according to his daughter, been one of the first to build in the locality and his buildings were still standing in 1935.*[167] *These were presumably the two houses on the east side of Young Street built in 1866 and 1877, which faced the reserve.*[168]

Raphael's houses were indeed in close vicinity of Raphael's Triangle, being No. 48 and No. 54 Young Street.[169] Joseph George Raphael (1818-1879)[170] lived at 54 Young Street, built in 1866 which was located adjacent to the Metropole Hotel on the Corner of Young, Bent and Phillip Streets.

Photographs from c1890 show that the fountain was still standing adjacent to the southwestern corner of

165 Town Clerk's Correspondence File: Raphael Place suggested renaming as Farrer Place, 3186/35 (Sydney City Council Archives)
166 Department of Lands, Metropolitan Detail Survey, Sydney Sec. 49, dated 1884, Map Z M Ser 4 811.17/1 (Mitchell Library)
167 Letter from E M R Rosenthal 19 August 1935 in Town Clerk's Correspondence File: Raphael Place suggested renaming as Farrer Place, 3186/35 (Sydney City Council Archives).
168 E S Marks: 'Joseph G Raphael', *Journal of the Australian Jewish Historical Society,* Vol. 1 Pt X, 1943, p366 and Additional research concerning the occupation of the south part of the First Government House site and Young Street, south of the terraces, complied by Rosemary Annable for Anne Bickford [c. 1990]
169 King, G. A., This is now the last link - Raphael Place, *The Sydney Morning Herald,* 7 August 1954, p15
170 Lyons, M., 'Raphael, Joseph George (1818–1879)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, http://adb.anu.edu.au/biography/raphael-joseph-george-4451/text7251, published first in hardcopy 1976 (accessed 30/06/16)

the reserve by that time. The reserve was fenced in and surrounded by a footpath. It contained a large fig tree and some of the photographs show that a small structure stood within the confines of the fence at some stage.

It appears that carriage drivers used to stop and wait under the shade of the fig tree and in the area surrounding the Hotel Metropole which opened in January 1890.[171]



Figure 2.44 (on left)
Undated portrait of Alderman Joseph Raphael, after whom Raphael Street was named. The image is from an Album of portraits collected by John William Richard Clarke, c1866-1909
Source: State Library of NSW, Call No. PXA 549, Digital Order No. a1321033

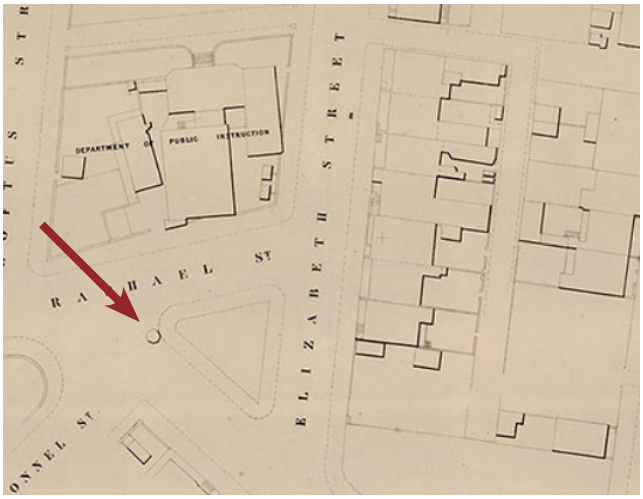


Figure 2.45 (above)
Map detail from the NSW Department of Lands Sydney Metropolitan Detail Series, City of Sydney, Section 49, dated 1884, showing the Raphael Street reserve with the fountain located at the corner of Bent and O'Connell Streets, indicated by the red arrow
Source: State Library of NSW, Call No. ZM Ser 4 811.17/1, Digital Order No. a1367446



Figure 2.46
View of the corner of Bent and Young Streets, where excavations take place for the new Hotel Metropole. Raphael's Triangle is clearly visible in this photograph, which was taken in the late 1880s. It contained several trees and a built structure, and was fenced in. The Lands Building is visible in the right background, prior to its extension.
Source: NSW State Records, 'Excavation site on the corner of Bent and Young Streets, Sydney (NSW)', Digital ID 4481_a026_000439

171 Opening of the Hotel Metropole, *The Sydney Morning Herald,* 15 January 1890, p5

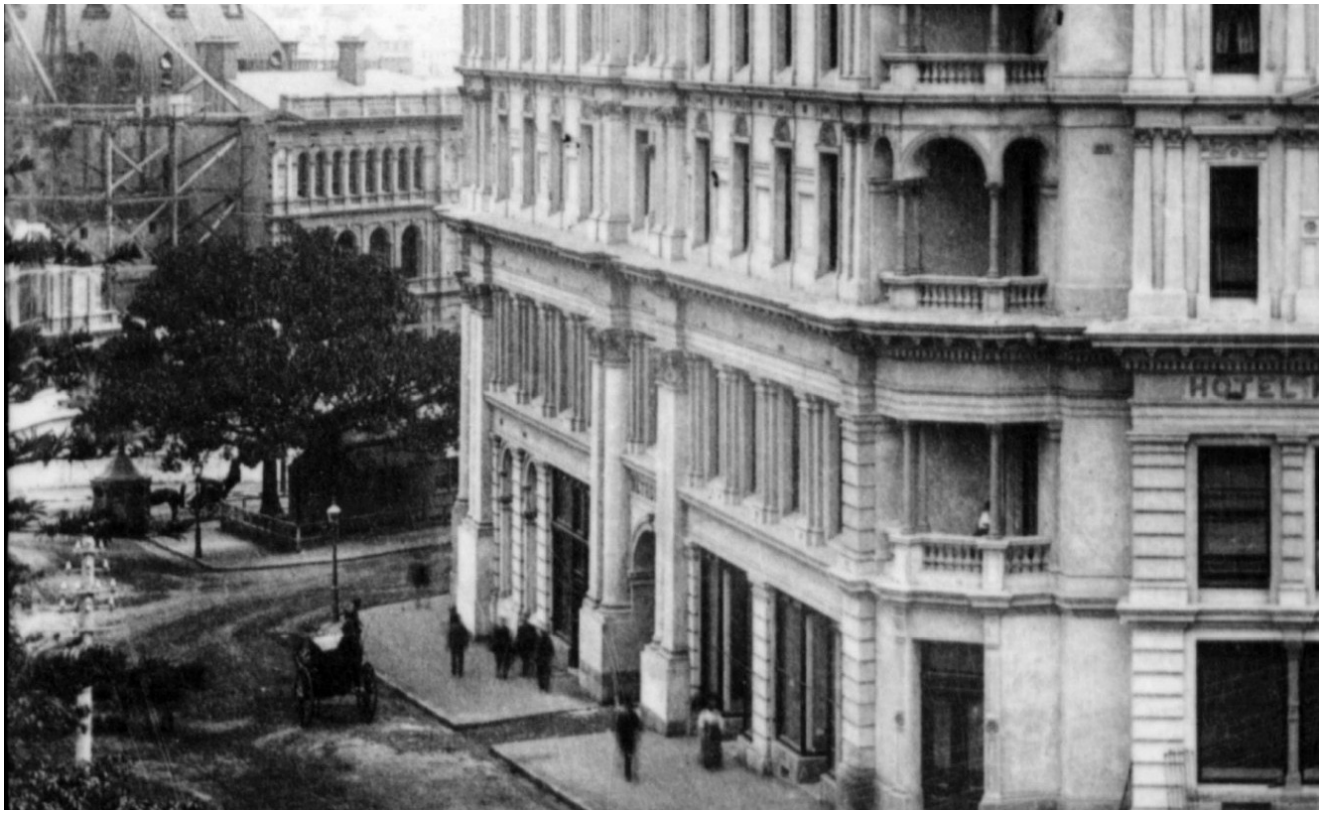


Figure 2.47
Photograph taken in c1890, when the Lands Department (visible in the background) was extended. The Hotel Metropole, visible in the foreground, was opened in January 1890. Visible on the left is the fountain, standing within the road reserve. A carriage is waiting under the shade of the tree
Source: Powerhouse Museum Sydney, Registration No. 85/1284-1995



Figure 2.48
Photograph taken in c1890, looking east along Bent Street, with the Hotel Metropole in the background. The top of the fountain is just visible at the bottom. The large fig tree was fenced in on three sides, forming a triangle. There is no structure visible in this photograph
Source: Powerhouse Museum Sydney, Registration No. 85/1285-984

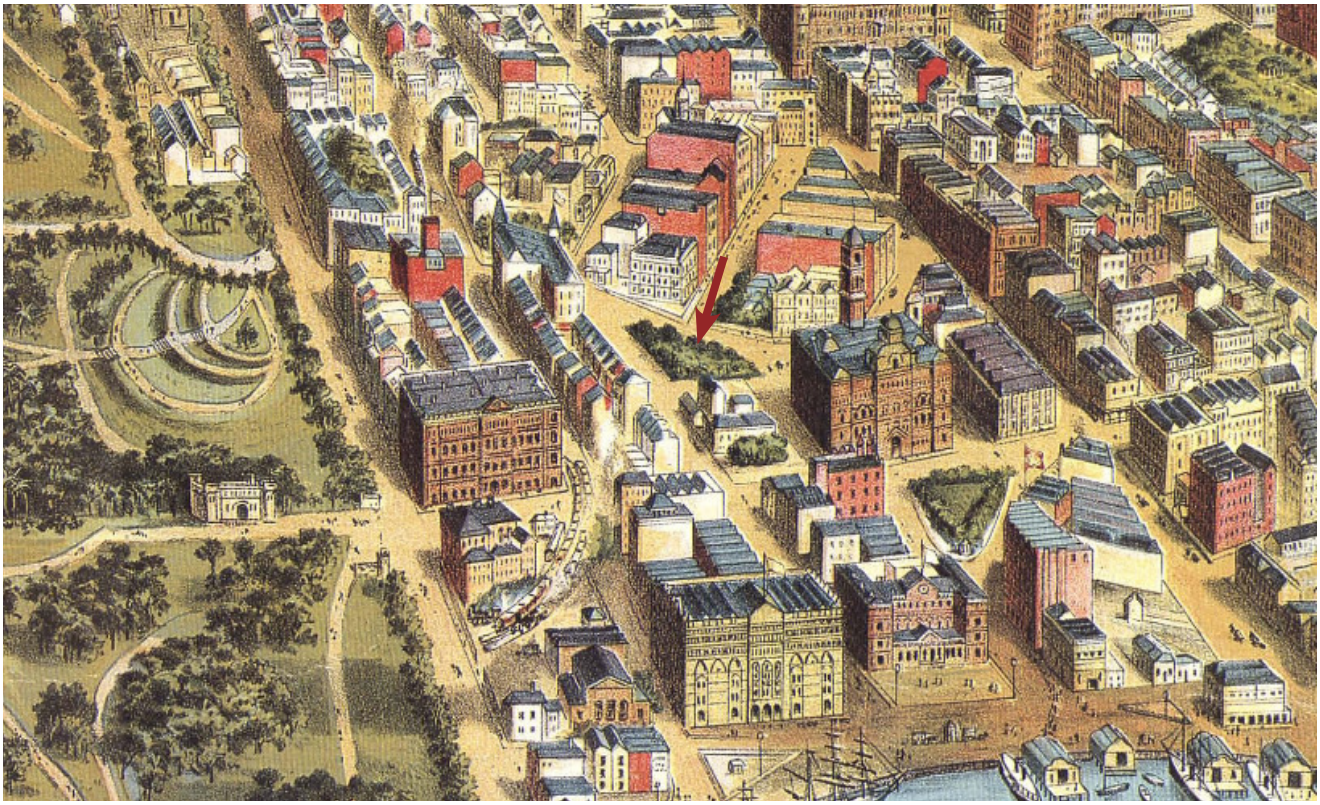


Figure 2.49
'Birds eye view of Sydney', by M S Hill, looking south. Raphael Street, or Raphael's Triangle, is indicated by the red arrow. According to this painting, the reserve was quite large, however, the dimensions are unlikely to be entirely accurate. Even though the view is said to be dated 1888, it shows the Hotel Metropole which opened in 1890, and the extended Lands Building, which was being finished externally in c1891.
Source: State Library of NSW, Call No. Z/M3 811.17S/1888/1A, Digital Order No. a128462

In 1892 the reserve became part of the road but by about 1910-1911, by which time the stone fountain had been dismantled to make room for the electric tramway along Bent Street.[172] *The reserve was again 'constructed in the form of a plantation' and was amply planted with palm trees.*[173] *The neat plantation can be clearly seen in a photograph of the new Education Department offices published in the Department of Public Works Annual Report for 1914-1915.*

The fountain was removed in 1905, when the tramway was established[174] and it appears that the reserve was removed at around the same time, as suggested by photographs and maps. The new reserve was built by 1911, as it is shown in a photograph dated 1911, included below.

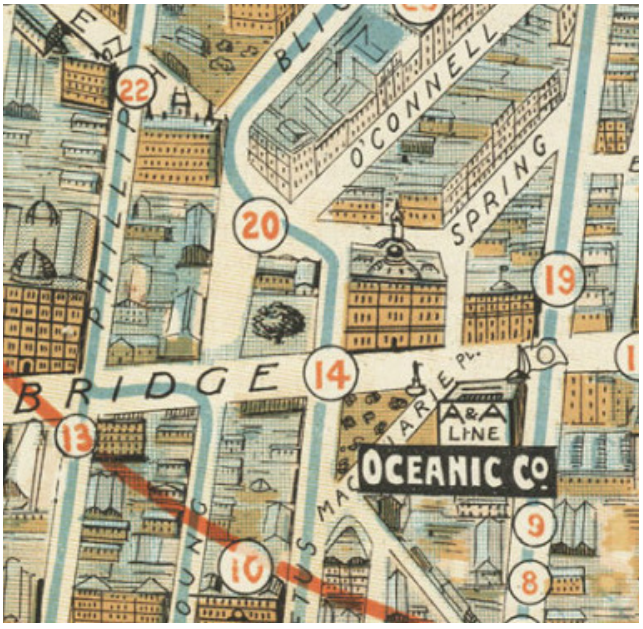


Figure 2.50
'Bird's eye view map of Sydney / Oceanic Steamship Company', 1905, showing the Department of Public Instruction below Number 20. The reserve behind the department is not indicated, as it had been removed by then, together with the fountain
Source: State Library of NSW, Call No. Z/M3 811.17/1905/2, Digital Order No. a1528605

172 Clune, F., *Serenade to Sydney. Some historical landmarks,* Sydney: Angus and Robertson, 1967, pp108-109. The fountain was dismantled in 1905.
173 Town Clerk's Correspondence File: Raphael Place suggested renaming as Farrer Place, 3186/35 (Sydney City Council Archives)
174 Champion, T. S., The Bent Street Fountain, *The Sydney Morning Herald*, 5 March 1932, p9



Figure 2.51
View of O'Connell Street from the Hotel Metropole. Although the photograph is said to have been taken in 1890, there is an identical image at the State Library of NSW (GPO 1-11019), where the date is given as 1908, which is more likely. The reserve appears to have been removed by that time, and the tramline has been established, however, hansom cabs are still in use in the area.
Source: National Archives of Australia, Image No. A13775, 14, Barcode 30065221

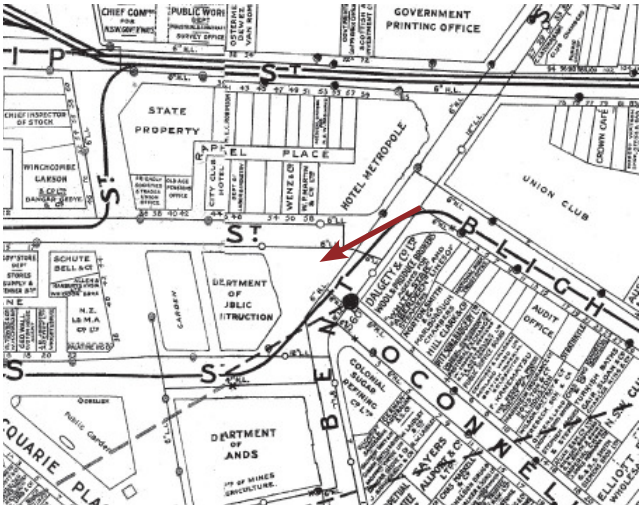


Figure 2.52
Detail from the '1910 City of Sydney' map. While the garden on the Bridge Street frontage and the 'Public Gardens' at Macquarie Place are indicated, the small reserve on Raphael Street is no longer noted. The map shows the line of the tram, coming from Loftus Street and turning into Bligh Street from Bent Street, where a stop was located. The site of the Raphael Street reserve is indicated by the red arrow
Source: City of Sydney Archives, Historical Atlas of Sydney, 1910 City of Sydney Map



Figure 2.53
'Palm trees in garden on the corner of O'Connell Street and Bent Street, Sydney, 1911'. By this time, the new reserve has been established. Three slightly taller palm trees mark out the three corners of the plantation, while another, shorter palm tree with a larger trunk and wider canopy is located somewhat in the centre, partly hidden behind one of the taller palm trees
Source: National Library of Australia, Call No. PIC/15611/13425 LOC Cold store PIC/15611 Fairfax archive of glass plate negatives

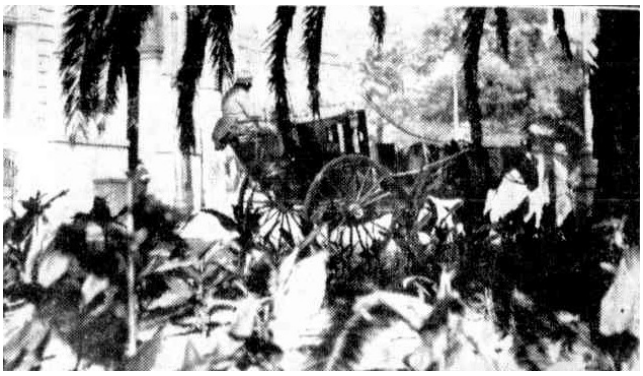


Figure 2.54
'Under the rustling palms - A Sydney cabby waits for a fare at the back of Raphael-street', 1925
Source: The Sun, 9 June 1925, p16



Figure 2.55
Undated postcard showing 'Bent, O'Connell and Raphael Streets, Sydney' as seen from the Department of Agriculture building. By then, likely the early 1930s, the palm trees had grown taller
Source: National Museum of Australia, Josef Lebovic Gallery Collection, ID 1986.0117.5590

2.9.4 RENAMING AS FARRER PLACE (1935)

The suggestion that the name Raphael Street should be discarded and replaced by Farrer Place came from the Minister of Agriculture in June 1935. The Department was the only building on the street and William James Farrer was perhaps the most famous name in Australian agriculture. Farrer's study of wheat breeding had begun on his property Lambrigg near Canberra before he joined the Department of Agriculture in 1898 as wheat experimentalist and his research came to fruition with a wheat variety called Federation which was resistant to rust, a blight that had devastated crops since first settlement. From 1910 to 1925 it was the leading variety of wheat in Australia and provided ample proof of the value of scientific research to agriculture.[175]

The suggestion that Raphael Street be renamed Farrer Place was approved by the City Council at its meeting on 29 July 1935. The decision provoked a rather hurt response from the late J G Raphael's daughter, Mrs E M R Rosenthal, then living in Stanmore. The Council pointed out that it was only the street that had been renamed and that the Raphael name survived in Raphael Place (a laneway at the back of Mr Raphael's Young Street houses). As the Agriculture Department offices were the only occupants of the street called Farrer Place, the name has, by extension, eventually been applied to the whole reserve.[176]

Farrer was, in fact, not only associated with the Department of Agriculture, but also with the Department of Lands which had its head office in the adjacent building. Before turning his attention to wheat experiments, Farrer had worked as a surveyor for the Department of Lands from 1875 until 1886.[177] He had qualified as a surveyor in 1875, after having failed to buy pastoral land due to financial problems. He surveyed in the Dubbbo, Nyngan, Cobar and Cooma districts. After resigning from the Lands Department in 1886, he settled on Lambrigg on the Murrumbidgee River, near Canberra, where he intensified his research into improving the production of wheat.

His achievements were not only celebrated in the renaming of Farrer Place, but also on the Australian 2-Dollar note, stamps, in names of schools, streets, a flour-mill, several institutions, and a suburb of Canberra.[178]



Figure 2.56
Photograph of 'William Farrer Wheat experimentalist', dated June 1908
Source: State Library of NSW, Call No. Government Printiong Office 1 - 11336, Digital Order No. gpo1_11336

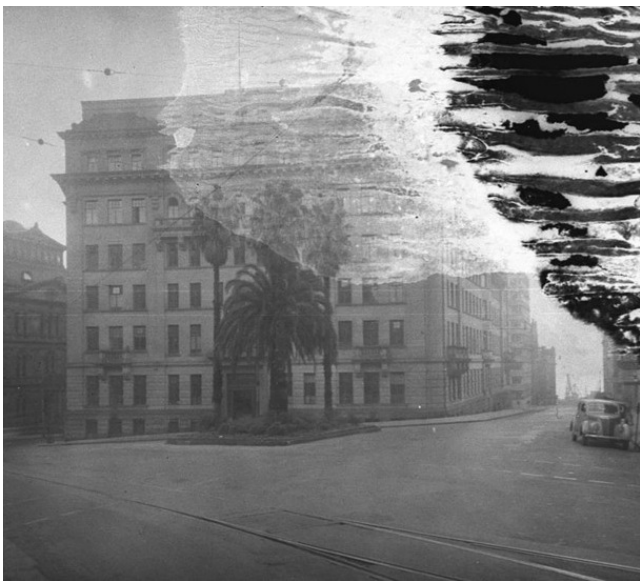


Figure 2.57
Photograph dated May 1939, showing Farrer Place with the Department of Agriculture building behind it. The triangular reserve still contained three tall, slender palm trees (*Washingtonia robusta*) and one shorter palm tree (likely a *Phoenix canariensis*)
Source: State Library of NSW, Call No. Home and Away - 23008, Digital Order No. hood_23008

175 *Australian Dictionary of Biography Volume 8: 1891-1939 Cl-Gib,* Melbourne University Press, 1981, Entry for W E Farrer
176 Town Clerk's Correspondence File: Raphael Place suggested renaming as Farrer Place, 3186/35 (Sydney City Council Archives)
177 For this and the following see Wrigley, C. W., 'Farrer, William James (1845–1906)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, http://adb.anu.edu.au/biography/farrer-william-james-6145/text10549, published first in hardcopy 1981 (accessed 30/06/16).
178 *Ibid.*

By February 1948, street trees had been planted along the south elevation of the Department of Agriculture building and along Young Street, as evidenced by a number of photographs shown below.



Figure 2.58
February 1948 photograph showing Farrer Place with the street trees planted along the south elevation of the Department of Agriculture and on Young Street
Source: State Library of NSW, Call No. Government Printing Office 1 - 43017, Digital Order No. d1_43017



Figure 2.59
February 1948 photograph showing Farrer Place
Source: State Library of NSW, Call No. Government Printing Office 1 - 43019, Digital Order No. d1_43019

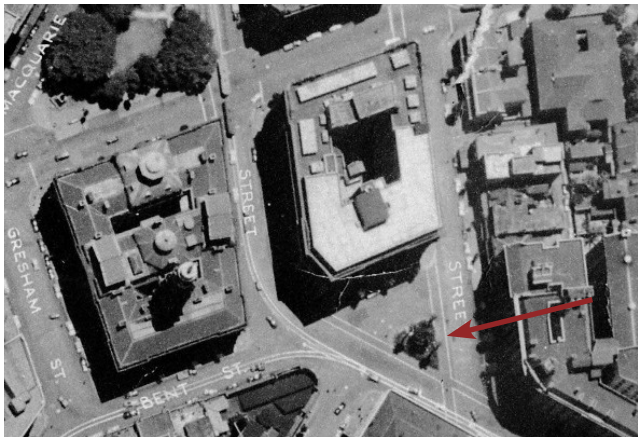


Figure 2.60
1949 aerial photograph showing Farrer Place, indicated by the red arrow
Source: City of Sydney Archives, Historical Atlas, Aerial Survey of the City of Sydney 1949



Figure 2.61
February 1954 photograph showing the plantation on Farrer Place
Source: State Library of NSW, Call No. Government Printing Office 2 - 04253, Digital Order No. d2_04253



Figure 2.62
February 1958 photograph by Jack Hickson, showing the single garden bed with the four palm trees on Farrer Place as well as the street trees. The Hotel Metropole is still standing in the background. Note the cars between the reserve and the Education Building on the left
Source: State Library of NSW, Call No. Australian Photographic Agency - 05012

At that time, the road between the reserve and the Department of Agriculture building was used for vehicular traffic.

In 1967 a bronze plaque with biographical details of William Farrer was placed on the plantation wall.[179]

As one of the priorities of the *City of Sydney Strategic Plan 1971,* the triangular plantation was *'temporarily linked to the northern footpath to create a mini plaza with seating and landscaping,'* with long term plans for a more permanent transformation *'to make Farrer Place into a proper place for people to enjoy.'*[180] Works appear to have been completed in around 1974.

179 Town Clerk's Correspondence File Question of provision of name plate for Farrer Place 4746/66 (Sydney City Council Archives)
180 Caption to photograph held at the City of Sydney Archives, Image Library, Citation SRC5613, File No. 032024, 'Farrer Place', dated August 1974



Figure 2.63
Photograph showing Farrer Place, looking east and showing new, additional planter beds to the north of the existing palm tree plantation. Date unknown but likely taken in 1974
Source: City of Sydney Archives, Image Library, Citation SRC5614, File No. 032025



Figure 2.64
Photograph taken in August 1974, showing the *'implemented action priorities of the 1971 City of Sydney Strategic Plan.'*
Source: City of Sydney Archives, Image Library, Citation SRC5613, File No. 032024



Figure 2.65
Aerial view of Farrer Place, date unknown but likely taken in 1974
Source: City of Sydney Archives, Image Library, Citation SRC5613, File No. 032024

Plans of engineering and survey standards were submitted to Council in October 1973.[181] These may have been connected to Substation No 400 for which plans had already been drawn up and submitted to Council in 1964.[182]

After a temporary closure for the celebrations associated with the opening of the Opera House in 1973 Farrer Place became a permanent pedestrian precinct in 1976 and the group of mature palm that had once been in a single garden bed, were encircled by separate [...] beds.[183] A pattern of curving lines was painted on the pedestrian plaza, and additional vegetation was planted.

Further changes took place in the late 1980s and early 1990s when the First Government House site was redeveloped. Archaeological excavations were carried out in Young Street (adjacent to the Education Department building) from the south building line of the Young Street terraces to the junction of Young Street and Bent Street, the site of the guard house built in 1810-1812 for the First Government House. These were carried out in advance of the construction of the Governor Phillip and Governor Macquarie Towers. As a part of this redevelopment the southern end of Young Street adjoining Farrer Place became a pedestrian precinct. At some stage after the early 1980s, the shorter of the original palm trees, a Canary Island date palm, was removed.[184]



Figure 2.66
1982 photograph showing Farrer Place looking north. In this image, the Canary Island date palm, which was later removed, is still standing
Source: State Library of NSW, Call No. Government Printing Office 4 - 04042, Digital Order No. d4_04042

181 Standard plan: Farrer Place Sydney Details & Levels E3-337/133 (Sydney City Council Archives)
182 Government plan: Substation No 400 [Land bound by Young St, Raphael St, Farrer p, O'Connell St and Bent St], Start date 04 May 1964, End date 17 Dec 1975, G1-8238 and M-CRS99 (Sydney City Council Archives)
183 Town Clerk's Correspondence File Farrer Place proposed remodelling 1225/75 (Sydney City Council Archives)
184 The entry for *Palm Trees, Farrer Place, Sydney*, in the NSW Heritage Inventory, database entry no. 2424642, which was updated in February 2006, notes the *Phoenix Canariensis* as still standing

As part of the 1994 development of the Governor Macquarie Tower, Farrer Place was reconsidered as an urban space and its sloping surface was repaved in granite.[185] The central *Phoenix canariensis* palm was removed to allow for greater pedestrian permeability, and the three early *Washingtonia* palms were incorporated into three raised planter beds of circular shape. These also contained ventilation facilities associated with the substation. Along the former alignment of Young Street, Cabbage Tree palms were planted at that time. Additional palms were later also planted to the south, as part of the redevelopment of 1 Bligh Street.

2.10 HISTORY OF THE BUILDING'S MOVABLE HERITAGE

2.10.1 THE WILLIAM WILKINS MEMORIAL ART COLLECTION

The Department of School Education owns a substantial art collection, which dates from the 1950s, when the Supervisor of Art, Bob Winder, introduced the first student exhibition. The Department's programme of displaying and collecting student artwork is the oldest such programme in Australia. The collection has been augmented since the late 1960s by the purchase of selected works from the Higher School Certificate examination entries. These have been on public display annually since 1967 in a variety of venues including the Art Gallery of New South Wales, commercial premises and educational institutions in Sydney, as well as in regional galleries around the state. The name ARTEXPRESS was used for the first time in 1983.

In 1984 the Director-General of Education, Douglas Swan, approved of a proposal to name the Department's art collection the William Wilkins Memorial Art Collection, in honour of the first permanent head of the Department and the collection was displayed for the first time during Education Week 1984 in the Department's own Art Gallery. In 1986 a full time art teacher was appointed to manage ARTEXPRESS and the development of the William Wilkins Memorial Art Collection. In 1989 the Art Gallery of New South Wales became the main venue for ARTEXPRESS and in 1990 the exhibition toured overseas for the first time to New York where it was shown at the Children's Museum of Manhattan. It has since travelled again to the United States and to Japan. ARTEXPRESS now exhibits in ten venues throughout metropolitan Sydney and regional New South Wales.

The Department continues to add to the collection on an annual basis, purchasing works exhibited in ARTEXPRESS: and 660 individual artists are currently represented in the collection. The collection is a permanent one, belonging to the Department in the person of the Director-General.

The works are available for loan within the Department and other government offices. The majority of the items are displayed in the Bridge Street office while other works are currently on display in Parliament House and in ministerial offices in the Governor Macquarie Tower. A selection of works is exhibited regularly in the Department's Art Gallery.

The collection is managed by the ARTEXPRESS Co-ordinator, Lesley V Brown, who maintains a database of the collection and a record of loans. All of the collection is catalogued. Another small collection, the Matti Collection, a series of historic facades, is also displayed in the Department. This was purchased from the artist by a former manager of the Department.[186]

2.10.2 WAR MEMORIALS AND HONOUR ROLLS

The commemoration of members of staff of the Department of Education who served Australia in war has been a consistent part of the history of the Education Department building, which was under construction when war was declared in 1914.

For many years returned servicemen who were teachers met on Anzac Day at the Education Department offices where a commemoration was held. In the first part of these proceedings those present viewed the memorials (which were in various locations around the building) and observed a minute's silence at each. The service that followed was held in the Bridge Street vestibule.[187] *It is possible that this custom began after the first memorials were unveiled in 1921. After 1945 teachers who had served in World War II joined those who had served in World War I in this commemoration.*

The Anzac Day commemoration in the Education Department offices was strongly supported by successive Directors (later Directors-General) of Education. The Teachers Sub-Branch of the RSL which was founded in about 1949 has strong ties with the building as the focus of its Anzac Day commemorations.[188] *From the 1980s the Public*

185 For this and the following see CAB Consulting Pty Ltd, *Evolution of Macquarie Place and Farrar Place, City of Sydney,* May 2014, p. 39

186 Information kindly supplied by Lesley V Brown, the ARTEXPRESS Co-ordinator, December 2006 & February 2007

187 Letter from the Director-General of School Education Dr Fenton Sharpe to the heritage Council 31 August 1990, in NSW Heritage Office File Dept of Education 35-39 Bridge Street, S90/02690/001 (NSW Heritage Office)

188 The exact date that the Teachers Sub-Branch was formed has not been determined, despite enquiries to both the Sub-Branch and the

Relations branch of the Education Department began to take a formal role in the organisation of the Anzac day commemoration and in the late 1990s, with the return to Bridge Street, the Corporate Affairs section of the Department took over all arrangements, with the support and help of the Teachers Sub-Branch of the RSL. The Anzac Day service is now the Department's service while the Teachers Sub-Branch continues to play a strong role in its planning and organisation.

When the building was vacated in 1990 the memorials were moved to the Fanny Cohen Hall on Observatory Hill. These included the Honour Board to those who served in WWI, the two memorials to those who fell in WWI and WWII, the Hereford House Honour Board and an unnamed Honour Board that later proved to belong to the Department of Agriculture. The Anzac Day ceremony also moved to Observatory Hill where it was held from 1991 until 1995.

Following the return of the Department of School Education to the Bridge Street offices, the Director-General, Dr Ken Boston, consulted the Teachers Sub-Branch of the RSL about the relocation of the memorials. The two bronze memorials were replaced in their original locations in the Bridge Street vestibule and the honour boards were relocated around the new atrium on Level 2. Two new honour boards have subsequently been added and placed in the atrium on Level 2. A book by Tom Spencer entitled Soldier-Teacher Memorials World War I – World War II- Post World War II and published by the New South Wales Department of Education and Training in 2001 provides a history of the memorials together with the names of those listed on them.

The memorials specifically designed for the Education Department building are:

- *The Honour Board to teachers who served in World War I – paid for by the Department, made by the staff of the Drummoyne workshops and originally located in the Loftus Street vestibule. Erected late in 1920 and unveiled on 24 September 1921 by the Governor of New South Wales Sir Walter Davidson. The board has over 700 names. The board was relocated at an unknown date to the Bridge Street vestibule. [Located in the atrium on Level 2]*

- *The bronze memorial to those teachers who fell in World War I – funded by subscription organised by a committee set up by the Teachers Association, made by Castle and Sons of Newtown and located in the Bridge Street vestibule. Unveiled on 24 September 1921 by the Governor of New South Wales Sir Walter Davidson. The memorial contains the names of 158 teachers. [Located in its original position in the Bridge Street vestibule]*

- *The Hereford House Reunion Club Roll of Honour 1914-1918, to those who joined the armed services direct from Hereford House (an annexe of the Sydney Teachers College, for mature age students). The date this was installed in the Bridge Street offices is not known. [Located on Level 1 in the Bridge Street vestibule].*

- *The bronze memorial to those NSW public school teachers who fell in World War II – funded by subscription organised by the Soldier-Teachers Memorial Committee, designed by John Gould, an art teacher at Sydney Technical College,*[189] *made by Powell & Hohnen and located in the Bridge Street vestibule. Unveiled on 11 November 1955 by the Governor of New South Wales Lieutenant-General Sir John Northcott. [Located in its original position in the Bridge Street vestibule]*

- *The Honour Board dedicated to Department of Education officers who served abroad: in Vietnam (1962-1973) and in New Guinea, Malaya, Korea, Japan and Cyprus (1946-1971). Unveiled on 24 September 1997 [Located in the atrium on Level 2].*

- *The Honour Board listing all teachers and trainees who served during World War II – unveiled on 25 April 2001. The board contains 2532 names. [Located in the atrium on Level 2]. Two other memorials record members of the Department's non-teaching staff. No details of when these were installed were found by Tom Spencer in his research.*

- *The Honour Board to 'our brother officers' who 'have gone forward to fight for Empire'. The board includes the names of staff from the Department's workshops, public libraries, medical branch and the art gallery, in order of enlistment. [The art gallery and public libraries were then within the portfolio of the Minister of Education]. The board contains 85 names including three women who served as nurses. [Located on the main landing on Level 2 outside the ministerial offices]*

- *A bronze memorial to members of Head Office and painting and repair staff of the Department who served in World War II 'and to perpetuate the memory of the following officers who gave their lives'. Nine names follow. [Located on Level 2] Memorials relocated to the Education Department offices:*

RSL. Staff of the NSW Teachers Federation Library have confirmed that the fist mention they can find of the Sub-Branch is in 1949

189 Governor unveils tablet, *Sydney Morning Herald,* 12 November 1955, p3f-g

- *The Book of Remembrance containing the names of all NSW public school teachers who served in both World Wars, and its associated cabinet. This was placed in the NSW Teachers Federation Library in May 1963 but was later relocated to Bridge Street when the NSW Teachers Federation moved its offices from Phillip Street to Sussex Street.*

2.10.3 DEPARTMENT OF AGRICULTURE MEMORIALS

A bronze Roll of Honour to members of staff of the Department of Agriculture who served in World War I was installed in the Farrer Place lobby of the Department and was, apparently, removed when the Department vacated the offices in 1967. Another memorial, which did not bear the Department's name, remained in the Farrer Place offices and was removed in 1990 and stored at Observatory Hill with the Department of Education memorials. It was subsequently returned to the Department of Agriculture in 1996 when a check of the names confirmed that this was not a Department of Education memorial.[190]

2.10.4 HERITAGE REVIEW

The building was still fully occupied by the government at the time this report was prepared. In the context of the Department's imminent departure, the movable heritage collection has been assessed in the *Movable Heritage Review of the former Department of Education Building, 35 Bridge Street, Sydney,* prepared by Musecape in June 2016.

2.11 SUMMARY CHRONOLOGY

Date	Events
29 January 1788	*Portable canvas house for Governor Phillip erected on the east side of the Tank Stream.*
15 May 1788	*First stone laid for a permanent residence for the Governor close to the canvas house.*
1789	*Completion of the first Government House.*
1789 - 1791	*Construction of official residences for civil officers (Commissary, Judge-Advocate, Surveyor General and Chaplain) to the west of Government House.*
By 1792	*Development of distinctive street pattern at back of Government House and civil officers' residences.*
1810	*Macquarie Place defined as public space, named and cleared.*
1810 - 1817	*New residences built for civil officers on sites of earlier ones.*
1832	*Provision of official residences for civil officers discontinued. Former residences continue in use as government offices.*
Late 1820s - early 1830s	*Replanning Sydney Cove to provide additional wharfage and choice of site for a new government house under discussion.*
1845	*Plan of continuation of streets down to Semi-Circular Quay advertised.*
June 1845	*Governor Gipps vacates the first Government House.*
1845-1847	*Materials of the old Government House removed. New boundary walls built around remaining government offices (former residences) on Bridge Street. Streets extended down to the Quay. Bridge Street extended east to Macquarie Street.*
1848	*Government formally enters the field of public instruction with the creation of the Board of National Education*
1866	*Triangular piece of land at the back of the Colonial Secretary's offices dedicated for public recreation [later called Farrer Place].*

190 Spencer, T., *Soldier-Teacher Memorials World War I – World War II- Post World War II,* New South Wales Department of Education and Training, 2001, p57 and discussion with Mr Spencer 1 February 2007

Date	Events
1880	*Public Instruction Act gives government full responsibility for the provision of primary and some secondary education in New South Wales. Creation of Department of Public Instruction with its own Minister.*
1881-1882 [?]	*Department of Public Instruction moves into the former Colonial Secretary's offices on Bridge Street.*
1890	*Appointment of first Secretary of Agriculture. Department of Agriculture established.*
1907	*Office of Minister of Agriculture created.*
1908	*First Minister of Agriculture appointed.*
1910-1911	*Triangular reserve at the back of the offices of the Department of Public Instruction [later Farrer Place] constructed in the form of a plantation and planted with palm trees.*
1911	*Beginning of the 'New Education'.*
November - December 1911	*Proposals for new offices for the Department of Public Instruction considered by Parliamentary Standing Committee on Public Works. Committee recommends construction of new offices in stone with two additional storeys.*
March 1912	*Parliament debates Public Works Committee report concerning the construction of new offices for Department of Public Instruction. Act No. 10 of 1912 provides for construction of the building.*
September - October 1912	*Final design for Bridge Street elevation of new offices for Department of Public Instruction published in The Salon.*
7 September 1912	*Foundation stone of new offices laid by Minister of Public Instruction, Mr A C Carmichael.*

Date	Events
1912 - 1915	*Construction of new offices for the Department of Public Instruction with main frontage to Bridge Street: the first part of a building to be built in two sections; the second to be occupied by the Department of Agriculture.*
October 1913	*Proposals for new offices for the Department of Agriculture considered by the Parliamentary Standing Committee on Public Works. Committee recommends proceeding with construction.*
c.1913 - 1914	*Changes of plan for offices of Department of Public Instruction to provide above ground boiler house and associated works due to delay in beginning construction of Department of Agriculture offices.*
August 1915	*Staff of the Department of Public Instruction move into new offices.*
c. September 1915	*Name of Department of Public Instruction changed to Department of Education.*
December 1915 - March 1916	*Report of the Parliamentary Standing Committee on Public Works on construction of new offices for the Department of Agriculture dated October 1913 presented to Parliament. Bill to authorise construction of new offices passed.*
1916 - 1917	*Demolition of old Department of Public Instruction offices [former Colonial Secretary's residence and offices] and construction of foundations for Department of Agriculture offices. Work suspended.*
September 1921	*Unveiling of war memorials to teachers who served and died in WWI in the Bridge Street and Loftus Street vestibules of the Education Department.*

Date	Events
1928	Discussion in Parliament about amended Bill for construction of new offices for the Department of Agriculture. Minister consults private architect John Reid & Son about amended designs and firm commissioned to proceed with construction.
28 December 1928	Contract signed for construction of new offices for Department of Agriculture.
1929	Amended Bill authorising construction of new offices for Department of Agriculture passed.
1929-1930	Construction of offices for Department of Agriculture with main frontage to Raphael Street, completing the building bounded by Bridge Street, Young Street, Raphael Street and Loftus Street.
1930	Department of Agriculture moves into new offices.
1931	Provision made for offices for Minister of Local Government within the Department of Agriculture.
1935	Raphael Street renamed Farrer Place at request of the Minister of Agriculture.
1935	Minister for Local Government vacates Agriculture Department offices.
1948	First area office of Department of Education opened in the Riverina.
1949	Department of Technical Education established administered by a Director under the control of the Minister for Education.
1950s	Six more area offices of Department of Education opened. School age population trebled.
1950s	Department of Agriculture regionalises its Extension Services.
1950s	Department of Education begins to exhibit and collect student art works.
1954	Lifts in the Department of Agriculture replaced.

Date	Events
1955	Bronze memorial to NSW public school teachers who fell in World War II designed by John Gould unveiled in the Bridge Street vestibule on 11 November 1955.
1957	Public Instruction (Amendment) Act alters all existing legislative references to the Department of Public Instruction to the Department of Education.
1958	Water Conservation and Irrigation Commission vacate Department of Agriculture offices.
c. late 1950s?	Loftus Street wing of the Department of Education Art Gallery used as an assembly room.
1960	Biology and Entomology branches vacate Department of Agriculture offices.
1960	Department of Technical Education moves into 6th floor of Department of Agriculture. Later extends onto other floors of the building.
1960s	Four more regional offices opened by the Department of Education.
1967	Department of Agriculture moves to the new State Office Block. Some staff remain in Farrer Place. Department of Education and Department of Technical Education occupy former Department of Agriculture offices. Rearrangement of office space generally within the original Department of Education offices. Whole building becomes known as the Education Department.
1971	Original lift removed from Bridge Street entrance of Department of Education. Two new lifts built external to the back of original building within light well / courtyard. Boiler house moved to new location. External fire stairs constructed to serve Levels 1-3.

Date	Events
Early 1970s	*First refurbishment of Department of Education offices since original construction: improved ventilation, floor coverings installed, new lighting.*
1974	*Education Department building listed by the National Trust (NSW)*
1979	*Macquarie Place Urban Conservation listed by the National Trust (NSW)*
1980	*Fully ducted air conditioning installed with four plant rooms on each level.*
1981	*Education Department building listed on the Register of the National Estate.*
Early 1980s	*Removal of potentially dangerous stone from facades of building.*
1981	*Minister moves out of ministerial suite in Department to other offices.*
1984	*Department of Education art collection named the William Wilkins Memorial Art Collection and displayed in the Department's Art Gallery.*
1984 - 1987	*Loftus Street façade stonework conserved; other facades cleaned and made safe.*
1986	*Department of Education relocates a number of head office and regional directorates.*
1987	*Department of Education celebrates 75th anniversary of laying the foundation stone of the building.*
March - April 1989	*Education portfolio abolished and replaced by Department of Education and Youth Affairs. Minister, Dr Terry Metherell, announces a Management Review of his portfolio and extensive education reforms.*
June 1989	*Advance briefing of the Scott Management Review published. Recommends sale of the Bridge Street head office to provide funds for schools renewal.*

Date	Events
July 1989	*Education Department building for sale.*
1989	*Aboriginal land claim lodged for Department of Education building.*
July 1989	*Federation of Parents & Citizens Association of NSW resolves to ask Heritage Council to place a Permanent Conservation Order on the building.*
July - September 1989	*Report on conservation controls and re-use options for the Education Department building, prepared by Tanner & Associates for the NSW Property Management Unit on behalf of Department of Education.*
15 December 1989	*Name of Department of Education changed to Department of School Education. Heritage Council endorses parts of the Tanner report that deal with significance of the building and its individual elements and conservation policies but does not endorse proposal for an extended height limit of 62 metres or enclosure of the light well. Permanent Conservation Order recommended.*
1989	*Aboriginal land claim refused 30 November 1989. Appeal lodged with Land & Environment Court.*
1989	*Design competition for the redevelopment of the site of the First Government House.*
1990	*Building vacated. Staff hold peaceful protest objecting to the closure of the office.*
1990 - 1994	*Education Department building vacant. Little maintenance. War memorials and Honour Rolls moved to the Fanny Cohen Hall on Observatory Hill and Anzac Day commemoration continues at this new venue.*

Date	Events
April - August 1990	Archaeological excavation in Young Street (adjacent to the Education Department building) from the south building line of the Young Street terraces to the junction of Young Street and Bent Street, on the site of the Government House guard house (1810-1812).
22 June 1990	Permanent Conservation Order No. 726 gazetted for the Education Department building.
22 February 1991	Expressions of interest for the building close. Not assessed.
1991 - 1994	Interested parties continue to develop schemes for commercial re-use of the building.
June 1991	Government offers voluntary redundancy to 2,300 administrative staff of the Education Department including many senior executive positions created under the Metherell reforms.
July - August 1991	Archaeological excavation along kerb line on west side of Young Street (adjacent to the Education Department building).
24 July 1992	NSW Aboriginal Land Council's claim for the Education Department building dismissed on appeal to the Land and Environment Court.
1993 - 1995	South end of Young Street closed and included as part of Farrer Place pedestrian precinct during redevelopment of the First Government House site and construction of Governor Phillip and Government Macquarie Towers.
1994	Dangerous stone and severely decayed balusters removed and balcony balustrade on the Bridge Street I temporarily stabilised.

Date	Events
August 1994	Ancher Mortlock & Woolley commissioned by Property Services Group to undertake interior refurbishment and building upgrade of the Education Department building to accommodate 500 staff of the Department of Education.
1994 - 1995	Refurbishment of the building. New glazed walkways constructed along internal walls of the lightwell on Levels 3-7 to provide internal circulation with new glazed lobby on part of Level 2; Young Street stairs demolished; 1970s fire stairs demolished and reinstated within building. Areas previously identified as of heritage significance retained.
April 1995	Ministry of Education, Training and Youth Affairs becomes the Ministry of Education and Training. Department of Training and Education Co-ordination established.
August 1995	Minister announces restructuring of Department. Clusters and regions to be replaced by districts to give the Department of School Education a two-tier structure; regions and the state office. Head office staff to increase by about 400 to undertake the functions previously carried out by the regions.
1995	Installation of a satellite dish on roof of Department building.
1995 - 1996	Department effects a 41% decrease in the number of its Senior Executive Service members to cut costs.
1996	Department of Training and Education Co-ordination and Department of School Education move into Education Department offices. Minister occupies ministerial suite for short time and then moves to Governor Macquarie Tower.

Date	Events
25 April 1996	*The Anzac Day service returns to the Education Department offices.*
1996	*Three-year program of stonework repair and replacement begins with associated repairs to roof and roof membrane.*
1997	*Honour Board dedicated to Department of Education officers who served abroad in the period 1946-1971 unveiled on 24 September 1997.*
3 December 1997	*Department of School Education abolished and its branches amalgamated with those of the former Department of Education and Training Coordination to form the new Department of Education and Training.*
1998	*Heritage Amendment Act 1998. Any item the subject of a Permanent Conservation Order to be listed on the State Heritage Register.*
1999	*Education Department building listed on the State Heritage Register.*
2000	*Construction of roof over the existing plant room. New facilities including blackout blinds, acoustic panels, lighting and audiovisual equipment installed in west wing of the Art Gallery [Level 7] for continuing use as a meeting room.*
2001	*Honour Board listing all teachers and trainees who served during World War II unveiled on 25 April 2001. Book by Tom Spencer Soldier-Teacher Memorials World War I – World War II- Post World War II published by New South Wales Department of Education and Training.*
2004	*Installation of mobile phone antenna.*
2006 - 2007	*Preparation of a Conservation Management Plan by the NSW Department of Commerce.*
2009	*Full refurbishment of Level 4 by Kann Finch Group.*
2011	*Full refurbishment of Level 6 by Kann Finch Group*
2011 - 2013	*Installation of internal secondary metal window frames to most of the office Levels*
2012 - 2013	*Refurbishment and repairs to the sky lanterns.*
2013	*Update of the 2007 Conservation Management Plan by City Plan Heritage and preparation of a Heritage Asset Management Plan by City Plan Heritage team in association with PVH architects, Medland Metropolis, MBMpl, TTW, Thomson Elevator Consultancy Services, and City Plan Services – Building.*
2014	*Update of the 2013 Conservation Management Plan by City Plan Heritage as part of the proposed long term lease of the Education Building.*
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	Stage 1 Development Application is approved by the NSW State Government in August 2015.
2015	Conservation Management Plan prepared by City Plan Heritage, dated March 2015, is endorsed by the NSW Heritage Council
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.

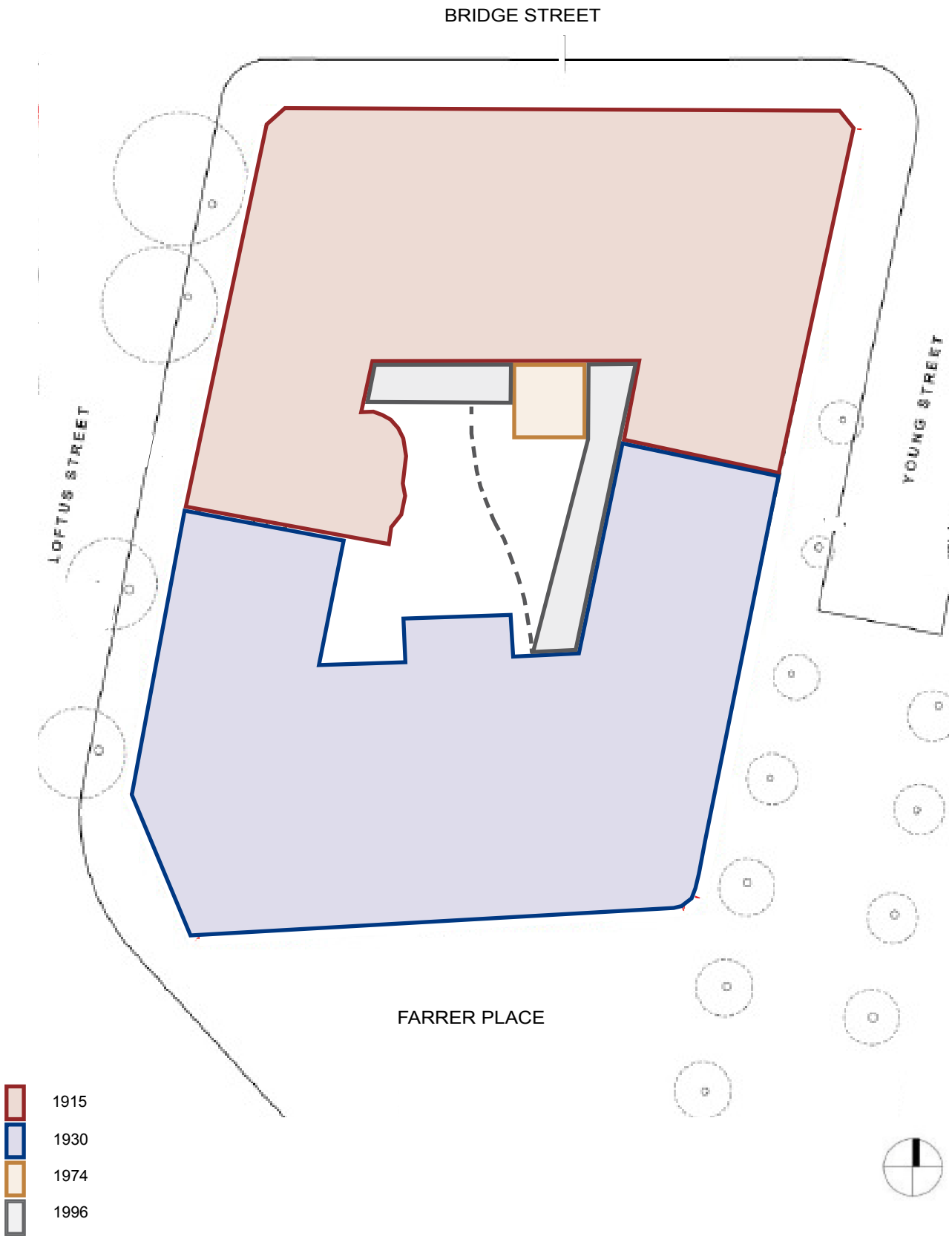


Figure 2.67
Plan diagram showing an overview of the main construction stages from 1915 to present.
Source: GBA Heritage, based on existing Level 1 plan by Make Architects, SP-DA-G-2100

3.0
SITE DESCRIPTION

3.1 INTRODUCTION

This section describes the current buildings and their context. Some sections of the description have been copied verbatim from *Chapter 4.0 - Physical Evidence - Understanding the Place* contained in the endorsed *Conservation Management Plan* for the Department of Education Building, prepared by City Plan Heritage, dated March 2015. These are reproduced in Italics.

3.2 URBAN CONTEXT

The Department of Education Building occupies an entire city block in the historic centre of Sydney's CBD. Its two main public entrances are at 35-39 Bridge Street and 2-4 Farrer Place, reflecting the original concept of a dual occupancy building. A third entrance from Loftus Street was intended as a dedicated entrance to the art galleries as well as a fire exit. A single lift was installed at the rear of the staircase and the generous open well area was used for hoisting artworks from a hook in the ceiling at Level 7. A fourth entrance, proposed for the centre of the Young Street façade and intended for completion in the second stage of the work, was never built.

On its main façade to Bridge Street, the building forms an integral link in a row of important government buildings beginning with the Chief Secretary's Building at the top of the street to the east, and the adjacent Lands Department Building to the west. Along with the original Treasury Building (now the Intercontinental Hotel) at the top of Bridge Street on the northern side, this grouping represents an important collection of fine sandstone edifices dating from the mid nineteenth century to the early 20th century. The uniformity of scale, materials and architectural style combine to create a very strong sense of place.

The Department of Education building together with the Lands department building is part of the streetscape of Macquarie Place Park, which is a state heritage item on its own right. The Park includes road reserve, park reserve, Macquarie Obelisk, Sirius anchor and canon, T S Mort statue, public conveniences, John Christie Wright memorial fountain by Lewers, memorial gate pillars, sandstone fence, and archaeology.



Figure 3.1
The Education 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 Education Buildings 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

The site is bounded by Bridge Street to the north, Loftus Street to the west, Young Street to the east and Farrer place to the south The rhomboid-shaped block slopes diagonally from a high point at the corner of Young Street and Farrer place to a low point at the corner of Bridge and Loftus Streets on the eastern slope of what was once the valley of the Tank Stream.

To the west of the site, in Loftus Street, is the Lands Department Building (c.1876-1891), and to the east a terrace of four houses (1874-75) and the 1993-95 twin office building known as Governor Phillip and Governor Macquarie Towers, where the state government is the largest single tenant.

To the south of the site is Farrer Place, a small triangular granite paved pedestrian reserve, with three raised planter beds filled with groups of palm trees of various types. The southern end of Young Street has been closed off and incorporated into the Farrer Place reserve, creating a forecourt to the entrance to Governor Macquarie Tower.

3.3 VISUAL SETTING AND VIEWS

The Education Building is a landmark structure in the historic heart of the Sydney CBD. It is a component of a highly significant group of 19th and early 20th century government buildings on Bridge Street that includes the former Chief Secretary's Building, the former Treasury Building and Lands Department Building. It is an important historic visual element in the streetscapes of Bridge Street, Macquarie Place, Farrer Place, Young Street, Loftus Street, Bent Street, and O'Connell Street.

The Education Building has a setting which extends beyond its property boundaries through views and vistas to and from the surrounding streets. There are ten primary views of the building. The most notable views, which are also historical views, are views from Bridge Street west and east approaches, along Loftus and Young Streets, Macquarie Place, O'Connell Street, corner of Bligh and Bent Streets and west approach of Bent Street. The Farrer Place forecourt is also considered to be an important visual setting to for the Education Building as it is associated with the building's original subdivision block.

Views outside the public domain are from upper levels of the various high-rise buildings surrounding the site and are largely limited to the building's roof level.

The following aerial photograph of the site indicates important views and the setting that is integral to the appreciation of the building's exceptional heritage significance.

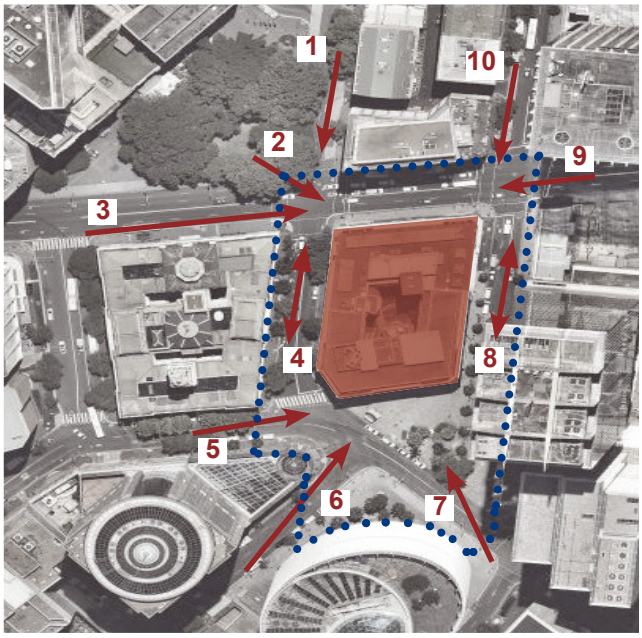


Figure 3.3
Diagram showing significant views No. 1-10, with the Education Building highlighted red and the setting surrounded a dotted blue line
Source: NearMap



Figure 3.4
View 1 from the northern end of Loftus Street



Figure 3.5
View 2 from the Macquarie Place - corner of Bridge and Loftus Streets



Figure 3.6
View 3 from the west end of Bridge Street



Figure 3.7
View 4 from the south end of Loftus Street



Figure 3.8
View 5 from the south end of Bent Street



Figure 3.9
View 6 from O'Connell Street



Figure 3.10
View 7 from the east end of Bent Street



Figure 3.11
View 8 from Young Street



Figure 3.12
View 9 from the east end of Bridge Street



Figure 3.13
View 10 from the north end of Young Street

3.4 CONFIGURATION OF CONSTRUCTION

The Department of Education Building is a building of two distinct parts, built some sixteen years apart. Despite this, the impression of a single imposing structure with street frontages to all four sides is achieved by a remarkable consistency in the materials and detailing of the exterior sandstone facades. Apart from the addition of an extra floor and the incorporation of fenestrations to the attic floor of the later extension, only subtle changes in detail give a clue to the shift in architectural fashion and construction techniques in the two parts of the building.

The two halves of the Loftus Street and Young Street elevations knit seamlessly together through a faceted window bay as a transitional element between the lower and top floor levels.

The initial stage of the building contains nine floor levels in total. It presents with seven storeys to Bridge Street, with the seventh floor being hidden behind the parapet and the double storey caretakers flat above being set back from the front.

The later section to the south is eight storeys high, with a stair exit and lift shaft above, on the flat roof. The overall building is constructed in a restrained form of the Federation Free Classical style of architecture *with a generally plain façade treatment, relieved only by bracketed projecting balconies at Levels 3 and 6, a simply decorated cornice above Level 7 and a heavily rusticated base with wrought iron window grilles.*

The 1915 portion of the Education Building was designed as *a concrete encased, rigid steel frame structure with load bearing external masonry walls and core, located at the northern end of the courtyard and encompassing the main staircase and lift off the Bridge Street entrance, the lavatories, retiring rooms, strongrooms and typists' rooms on the typical floors and the library on the top floor. A second load bearing core enclosed the Loftus Street staircase and lift shaft and a multi-storey bank of toilets located on the inner face of the western courtyard wall behind the Loftus Street stairwell.*

The exterior walls [are] built of brickwork with sandstone ashlars facing. The sandstone was from the Maroubra quarry. The massive masonry walls were supported on conventional concrete strip footings. The floors were constructed as reinforced concrete slabs supported on concrete encased primary and secondary steel beams resulting in a coffered soffit which was left undecorated by plaster cornices or centrepieces.

The 1930 building is based on a totally different structural principle to that of its predecessor; a fully steel framed structure where all walls, including the exterior stonework, are supported on the concrete encased steel framework. Masonry shear walls at each level provide the lateral bracing to the frame. The absence of thick masonry walls resulted in considerably greater net floor areas as well as the obvious savings in materials and construction time. The only limitation by comparison with the 1915 plan was that the need for permanent shear walls resulted in somewhat less flexibility in the interior planning of each floor.

The concrete slabs in both building phases are of approximately 100mm in depth.

3.5 DESCRIPTION OF THE BUILDING EXTERIOR

The Education Building was built in two distinct stages (c.1915 & c.1930), with the earlier component designed by George McRea and the plans of the latter

prepared by architects John Reid and Son. The later component, designed to accommodate the Department of Agriculture, largely followed the design language established by McRae. Externally the imposing Education Building features robust stonework relieved by regular steel windows, cantilevered non-trafficable balconies, a decorated parapet and elaborate pedestrian entrances fitted with either timber or bronze doors.

The building also has an internal courtyard which is the location of substantial circulation and lobby facilities designed by Ancher Mortlock Woolley in the 1990s in order to alleviate the severely constrained circulation between both the northern and southern components. Ancher Mortlock Woolley also redesigned much of the roof top plant facilities.

The Education Building's courtyard is essentially a highly modified, utilitarian amenity component that originally functioned as a source of air and light and was never intended as a face to the public. Similarly the courtyard perimeter walls, fenestration and steel windows were utilitarian elements never intended for public view.

3.6 DESCRIPTION OF THE BUILDING INTERIOR

With the exception of some few key remnant historic spaces, the Education Building's interiors were, as built, generally functional and have now been substantially modified to reflect contemporary tastes in office accommodation.

Key remnant historic spaces include:

- Bridge Street vestibule and staircase up to Level 2 including the Level 2 landing. The Bridge Street vestibule features floors, walls and columns clad in marbles, restrained classically designed painted plaster ceilings and a utilitarian painted steel staircase balustrade. Clear finished timber doors with glazed and etched panels lead off the vestibule to the east and the west. The Level 2 landing is similarly finished;

- Loftus Street vestibule and staircase to the Level 7. The Loftus Street vestibule features floors and walls partially clad in marbles, restrained painted plaster soffits and an elaborate painted forged steel staircase balustrade. Clear finished timber doors with glazed and etched panels lead off the vestibule to the north;

- Farrer Place vestibule. The Farrer Place vestibule features floors, walls and engaged pilasters clad in marbles, restrained painted plaster ceilings and visually striking polished brass directory and benefactor's boards;

- Level 2 Ministerial suite including the Ministerial Boardroom. The Ministerial suite features plastered walls and clear finished timber doors and restrained plaster ceilings. The Ministerial Boardroom is one of the most elaborate rooms in the building. It features clear finished timber doors, architraves with carved segmental pediments that feature wreathed keystones, skirting boards and wainscotting. Restrained classically designed painted pilasters and decorative plaster ceilings further distinguish this room; and

- Level 7 Gallery and Annex - top lit by copper clad, glazed roof lanterns. Glazed entrance doors are of clear finished timber with elaborate polished brass hardware. The rooms feature painted plaster walls and skirting boards and are fitted with a clear finished timber display shelf and four regularly spaced steel rods to hang artwork. Elaborate plaster niches with scallop shell half domes enliven the angled connection between both spaces. The rooms are characterised by their sky lights that were originally intended to provide top lit illumination for the exhibitions historically accommodated within these spaces.



Figure 3.14
The Loftus Street entrance



Figure 3.15
The Farrer Place entrance

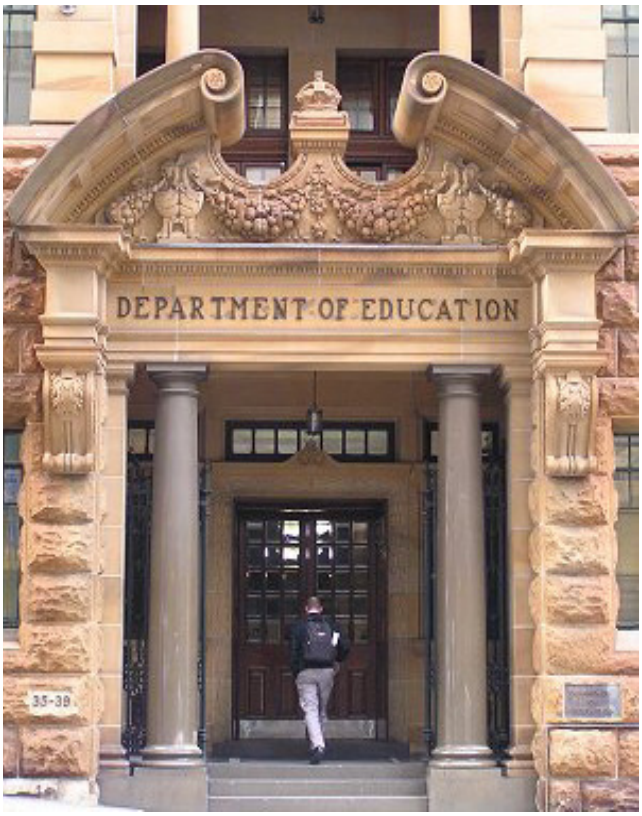


Figure 3.16
The Bridge Street entrance.



Figure 3.17
The Bridge Street entrance indicating the depth and robustness of the pediment.



Figure 3.18
The roof top at the northern end of the building overlooking the Gallery lanterns.



Figure 3.19
The courtyard light well looking west.



Figure 3.20
The courtyard light well looking north east.



Figure 3.21
Looking south east down into the courtyard light well.



Figure 3.22
Looking west from courtyard light well to the main vehicle access point.



Figure 3.23
Looking east from courtyard light well to the undercroft loading bay.



Figure 3.24
The marble clad Bridge Street vestibule looking north.



Figure 3.25
The Bridge Street vestibule looking south towards the remnant section of staircase that now only connect three levels.



Figure 3.26
The marble clad Farrer Place vestibule with its polished brass directory and benefactor's boards.



Figure 3.27
The Loftus Street staircase featuring a forged steel balustrade.



Figure 3.28
The Level 2 Bridge Street landing.



Figure 3.29
The Level 2 Ministerial Boardroom with its timber wainscotting and elaborate architraves and pediments.



Figure 3.30
A detail of the carved segmental pediments that feature wreathed keystones in the Level 2 Ministerial Boardroom.



Figure 3.31
The top lit Level 7 Gallery. The lantern blinds are currently inoperable.

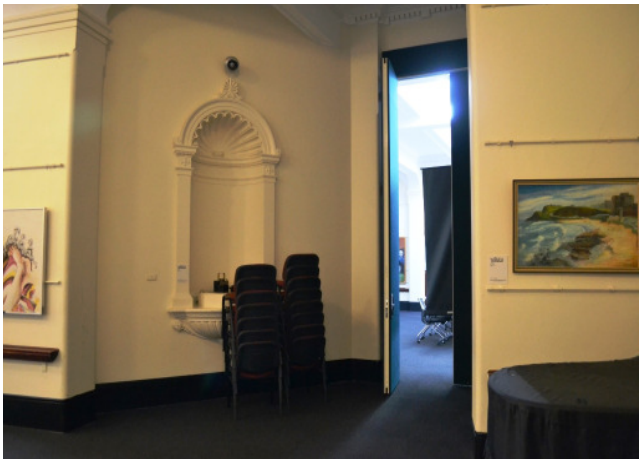


Figure 3.32
Elaborate plaster niches with scallop shell half domes enliven the angled connection between the Gallery and the neighbouring Annex.



Figure 3.33
The top lit Level 7 Annex.



Figure 3.34
A detail of the Annex lantern.



Figure 3.35
The southern timber doors leading into the Annex.



Figure 3.36
Typical interior office space on Level 2.



Figure 3.37
The 1990s Level 2 foyer located in the courtyard light well. .



Figure 3.38
Typical interior office space on Level 2.



Figure 3.39
Typical interior office space on Level 2.



Figure 3.40
Typical interior office space on Level 2.



Figure 3.41
Typical interior office space on Level 5.

3.7 PHYSICAL CONDITION

We understand that the Education Building's architectural fabric is in fair condition due to regular refurbishment and relatively recent conservation of its sandstone facade. It is understood that the building's services are due for a major upgrade.

Externally the building has a high level of integrity when seen from the low level public domain. The courtyard, southern roof top and interiors (with the exception of the aforementioned remnant key historic spaces) have little remnant integrity.

3.7.1 EXTERNAL FABRIC

Given the exceptional heritage significance of the external fabric and its intactness, this fabric should be conserved. As the result of an ongoing maintenance programme for the street facades and roof of the building, the external fabric can generally be considered to be in good condition with the exception of the following areas:

- The Young Street and Loftus Street cornices, string courses and balcony balustrades, where defective stonework was replaced in the 1980s using unsuitably coloured Wondabyne Grey sandstone.
- Some localised damage to the trachyte columns and plinths at the Bridge Street entrance portico.
- Inappropriate screening to air conditioning plant on southern end of the roof.
- The 1970s lift motor room to the northern section of the roof.
- Infill of pavement lights with concrete slabs and granite paving (1990s) which effectively restricts maintenance access to the steel framed windows at the southern half of the site.

Steel framed windows to both the external (street) facades and courtyard facades require some repairs and maintenance due to rusting especially those along open courtyard walkway at Level 7.

Notwithstanding these exceptions, the replacement of any external fabric of the major historic stone facades to all street frontages up to and including the top parapet (but not including the facades of Level 8) should only be considered as a last resort. Particularly significant elements such as the carved tympana and Coat of Arms should be preserved and not replaced in any account.

3.7.2 INTERNAL FABRIC

Generally internal fabric has been extensively modified and in many cases removed during the course of the many alterations the building has undergone. Only those areas noted below maintain original and early configuration and finishes.

The building underwent a complete refurbishment in 1995-96 (without the benefit of a Conservation Management Plan) in which all floors were refitted with new partitions, ceilings, services, floor coverings and toilet facilities. Recent works included fire services upgrade throughout the building in particular Levels 7 to 9.

Only those spaces and elements identified, at the time, as being of exceptional heritage significance were conserved. Some restoration was carried out in these areas as well as some conjectural reconstruction. The identified conservation areas were:

- The entrance vestibules from Bridge and Loftus Streets and Farrer Place.
- The corridor connecting the Bridge and Loftus Streets entrance vestibules.
- The Bridge Street staircase Levels 1-2.
- The Loftus Street staircase Levels 1-7.
- The Ministerial Suite on the Bridge Street range at Level 2 (currently rooms 2.33, 2.36 - 2.41 inclusive).
- The Level 7 art galleries and adjoining storerooms.

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.

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

2 ie "social", or community, value

The NSW Heritage Database contains the following Statement of Significance for the Department of Education Building, 35-39 Bridge Street, Sydney, Database No. 5045558:

> *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)*

The revised Statement of Significance, provided below, has been copied verbatim from the *Department of Education Building, 35-39 Bridge Street, Sydney, Conservation Management Plan*, prepared by City Plan Heritage, March 2015, as reproduced in italics; this includes the assessment of significance and comparative analysis.

An assessment of the significance of the movable heritage collection in the Education Building is provided in the Movable Heritage Review prepared under separate cover by Musecape, dated June 2016.

4.2 COMPARATIVE ANALYSIS

4.2.1 INTRODUCTION

The level of significance of an item is determined by its value relative to other comparable items, be they in a local or international context. The rarity and representativeness of the items are considered as part of the overall analysis of its significance. In this section of the Conservation Management Plan comparisons will be made between suitable buildings for the purposes of establishing significance in relation to the rarity criteria and representativeness criteria of the NSW Heritage Council's 'Assessing Heritage Significance' guidelines.

This analysis will focus on listed heritage items comparable with the subject site dating from the Federation period. Firstly, it will concentrate on other examples of buildings designed by George McRae in Sydney listed on the State Heritage Inventory. Then, similar examples of office buildings located in Bridge Street will be briefly analysed and compared. Finally, a short comparison with other Government buildings in Sydney listed on the State Heritage Inventory will be taken into consideration to assess the subject site in relation to other Government owned buildings in Sydney.

4.2.2 OTHER BUILDINGS BY GEORGE McRAE

4.2.2.1 CORPORATION BUILDING (1893-95)



Figure 4.1
The Corporation Building, otherwise known as Municipal Building
Source: NSW Heritage Database, Item No. 5045561

The NSW Heritage Database provides the following information for the 'Municipal Building' (Corporation Building), 181-187 Hay Street, Sydney, Database No. 5045561:

Statement of Significance:
N/A

Physical description:
N/A

Comments (from 2015 CMP):
The Corporation Building is a rare example of Federation Anglo-Dutch style commercial architecture (pre-dating the Federation period by some years) with its intricate detailing and richly textured facade. Located in the Haymarket area of the City of Sydney, the building has its own distinctive architectural features using colourful terracotta, sandstone and red brick detailing and flamboyant forms and motifs. The external detail is largely intact with openings having been infilled from the1920's onwards and an awning being replaced in 1935, but the interiors have undergone significant changes with only some elements surviving.

The building occupies a corner site, fronting three streets, giving it a visual prominence in the area and the major corner is surmounted by a small round tower with conical roof. It forms a key part of the precinct with the Capitol Theatre and the Haymarket Chambers which reflect Sydney's social and architectural heritage around the turn of the century. The building is an early and important work of the Government Architect George McRae, who designed a number of buildings throughout the city including the Queen Victoria Building.[3]

Period	*Earlier period of construction (1893-95)*
Style	*Federation Anglo-Dutch*
Use	*Commercial*
Level of Intactness	*Externally: High* *Internally: Low*
Architect	*George McRae*

3 Description is said to have been taken from the State Heritage Inventory Form, however, the online NSW Heritage Inventory Database entry for the building does not contain any description or Statement of Significance

4.2.2.2 HOUSING BOARD BUILDING (1912-13)



Figure 4.2
The Housing Board Building
Source: NSW Heritage Database, Item No. 5053168, copyright owned by SHFA

The NSW Heritage Database provides the following information for the 'Housing Board Building', 120 Gloucester Street, The Rocks, Database No. 5053168:

Statement of Significance:
The Housing Board Building and site are of State heritage significance for their historical and scientific cultural values. The site and building are also of State heritage significance for their contribution to The Rocks area which is of State Heritage significance in its own right.

The Model Factory and Workers Dwelling at 120 Gloucester Street, The Rocks and site is of State heritage significance for its historical, aesthetic and scientific cultural values. The site and building are also of State heritage significance for their contribution to The Rocks area which is of State Heritage significance in its own right. The building and site demonstrate the attempt by the State Government to regularise, and plan in an orderly manner, the layout of streets and buildings in The Rocks following the early twentieth-century resumption, re-subdivision and building renewal of the The Rocks undertaken under the guidance of the NSW Government Architect Walter Liberty Vernon. It is one of the buildings constructed during the first stage of the urban renewal, constructed prior to World War 1. Two of the Government Architects Branch's most prominent architects, George McRae and Edward Drew, were involved with this design.
The building demonstrates a novel, rare design of a model factory and dwelling designed by the State Government to improve the living standards and health of the working population. The model factory and the adjacent park predates the surviving garden factories in Australia which were modelled, in turn, on Port Sunlight and Bourneville in England and is unusual in that it was constructed amidst an existing urban area. This design shows the NSW Government Architect's long-standing interest in workers' housing and the improvement of the urban environment. The scale, form, use of materials and detailing of the building makes a positive contribution to the intact 19th and early 20th century streetscapes of the Gloucester, Harrington, and Essex Street precinct.

120 Gloucester Street, The Rocks has a high level of aesthetic significance as an early example of a Federation Free Style factory. Designed by the NSW Government Architects Branch who pioneered the Free Style in NSW and erected in 1910-1911 the building reflects architectural trends in London. The purity of detailing is strongly exemplified by the integration of face brick and roughcast, and the strongly curved parapet walls, employing a palette of materials widely used in model workers' housing in England and in Australia.

The model factory and dwelling is a complete contrast to the slum dwellings in Frog Hollow that it replaced and was constructed of 'fire proof' materials with good ventilation and light levels, evidence of which survives. Within the output of the Government Architect's Branch this is a rare building type and is the only known factory and dwelling building designed to be leased. The record drawings and photographs of the substandard buildings in Frog Hollow and their demolition provide an insight into the slum dwellings owned by city aldermen that were concealed in the back lanes. (Robertson & Hindmarsh P/L 2008)

Physical description:
Located on the corner of Essex and Gloucester Streets, the site falls from west to east. The building is adjoined at the east by 'Accountants House'. Situated to the immediate south of the Housing Board Building is the 'Bushells Building'. This building is a fine example of the Federation Arts and Crafts style, and is characterised by the integration of face brick and roughcast detailing to external walls, and the decorative design of the parapet walls. It contains a basement, ground floor, two upper floors, and a flat trafficable roof. Construction comprises a steel frame with timber frame floors, and load-bearing masonry walls. (Howard 1994: 38) Style: Federation Arts and Crafts; Storeys: 3; Facade: Red-brown face brick laid English bond; Internal Walls: Load bearing masonry walls.; Roof

Cladding: Membrane with a protective layer of pebbles over.; Floor Frame: Timber

Comments (from 2015 CMP):

Period	*Similar period of construction (1912-13)*
Style	*Federation Free Style*
Use	*Commercial*
Level of Intactness	*Externally: High* *Internally: Unknown*
Architect	*George McRae*

4.2.2.3 QUEEN VICTORIA BUILDING (1893-98)



Figure 4.3
The Queen Victoria Building
Source: NSW Heritage Database, Item No. 5053525

The NSW Heritage Database provides the following information for the 'Queen Victoria Building', 429-481 George Street, Sydney, Database No. 5053525:

Statement of Significance:
The Queen Victoria Building is an outstanding example of the grand retail buildings from the Victorian-Federation era in Australia, which has no known equal in Australia in its architectural style, scale, level of detailing and craftsmanship. Saved from demolition in the 1980s, and restored to its original glory, the Queen Victoria Building is an iconic heritage building of Sydney and Australia.

Dating from 1898, the Queen Victoria Building represents Australia's largest and grandest Victorian arcade, as well as the largest, most monumental and most intact of the market buildings of Sydney City. The site of the Queen Victoria Building has continued to operate as a market facility for over 190 years, which is a significant historical continuum.
The Queen Victoria Building is a superb example of the Federation Romanesque style, also known as the American Romanesque style and a continuation of the Victorian Romanesque style. It represents possibly the largest and finest example of the American Romanesque style to be constructed in Australia, demonstrating the influence of the prominent 19th Century American architect, Henry Hobson Richardson, in Australia during this period. The building expresses an ambitious use of building technology, excellent craftsmanship and decorative detailing. Both the building exteriors and interiors are remarkable and outstanding for their quality, workmanship, materials, richness, imagery and style. The Queen Victoria Building also represents an important building in the professional work of the prominent City Architect, George McRae (later, the NSW Government architect) and has an outstanding ability to reflect through its aesthetics and scale, the planning strategies of the City Architect for Sydney during the late 19th Century.

The Queen Victoria Building represents an important shift in heritage consciousness in Sydney during the 1980s because of the public outcry that brought about its conservation and, in particular, the historical restoration approach taken for its refurbishment. It also reflects, through its building development concessions, the importance of heritage conservation in more recent government strategies. At the time of its restoration by the 1980s, few original internal features remained such as some column capitals, trachyte stairs and some tessellated tiles surfaces. The present interiors of the building demonstrate an interpretive reconstruction from the 1980s intended to recreate the imagery of a grand Victorian style arcade with considerable concessions made to ensure the place was commercially viable as an ongoing retail shopping centre.

The Queen Victoria Building is a major landmark of Sydney, occupying a full city block, allowing it to be viewed in the round, and forming a major pedestrian link of Sydney City, both at ground level and underground. It makes a significant contribution to the streetscape of the four main streets of the City centre that encircle the building. The building also forms one of the precinct of three key Victorian buildings exemplifying ecclesiastical, government and commercial architecture in Sydney, together with St Andrews Cathedral and Sydney Town Hall. The Queen Victoria Building and these Victorian buildings have a strong presence as the centre of Sydney City.

Physical description:
A landmark grand Victorian retail arcade of three storeys, with sandstone clad walls and copper domes, designed in the Federation Romanesque style, dating from 1893-1898. Apart from the ground floor the facade is basically unaltered, being composite Romanesque and Byzantine style on a grand scale to a large city block. Constructed of brickwork and concrete with steel roof structure and the exterior faced in Sydney freestone. The dominant feature is the great central dome of 62 feet in diameter and 196 feet from ground to top of cupola and is sheeted externally in copper, as are the 20 smaller domes. The building consists of basement, ground and two main upper floors with additional levels in the end pavilions.

Comments (from 2015 CMP):

Period	*Earlier period of construction (1893-98)*
Style	*Federation Romanesque*
Use	*Commercial*
Level of Intactness	*Externally: High* *Internally: High*
Architect	*George McRae*

4.2.3 OTHER OFFICE BUILDINGS IN THE AREA

4.2.3.1 LANDS DEPARTMENT BUILDING (1876-1893)



Figure 4.4
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 2015 CMP):

Period	*Earlier period of construction (1876-93)*
Style	*Victorian Free Classical*
Use	*Government & Administration*
Level of Intactness	*Externally: High*
Architect	*James Barnet; W. Kemp; W. Vernon*

4.2.3.2 BURNS PHILP BUILDING (1899-1900)



Figure 4.5
The Burns Philp Building
Source: NSW Heritage Database, Item No. 5045720

The NSW Heritage Database provides the following information for the 'Burns Philp Building', 5-11 Bridge Street, Sydney, Database No. 5045720:

Statement of Significance:
The Burns Philp Building has state historical significance for its relationship, and continuous association from 1901-1997, with the Burns Philp Company, a major Australian maritime company who traded with the Pacific Islands. The be building is one of the few identified extant works of the firm A.L & G. McCredie, a major Australian architectural practice of the later nineteenth century.

The building has state aesthetic significance for its rare architectural quality, which includes the richly carved and modelled façade in the Romanesque style made popular by American architect Henry Hobson Richardson and the finely executed sandstone carving and interior finishes. The building makes a major contribution to and is a key element in the Macquarie Place / Bridge Street Conservation area.

The building is of state technical significance as one of the first uses of composite construction and is a landmark building for the combination of new structural techniques and a fine façade treatment. Burns Philp maritime history contributes to our understanding of Australia's early trade and economy.

It is socially significant, as it is well known for its association with the Burns Philp Company, who successfully traded for more than a century along the east coast of Australia and the Pacific Islands and repatriated the Kanakas to the Pacific Islands. The Burns Philp Building exhibits the Scottish roots of the company by use of motifs such as the Scottish thistle. Philp became associated with the development of Townsville.

(Conservation Management Plan - Conybeare Morrison & Partners)

Physical description:
The Burns Philp Building is located at the South Western end of Bridge St. Sydney. It comprises of a basement, ground level, mezzanine level and three upper levels.

The architectural styles are described as federation, Romanesque/late Victorian, Gothic and Neo-Romanesque with Scottish Baronial gables. The facade is symmetrical apart from the laneway access at ground level from Bridge St. to Bridge Lane. The elaborate stonework is made from Pyrmont 'Purgatory' sandstone. The base is constructed of rock-faced stonework with dressed reveals and ornate carvings over the arched entrance. The Bridge lane facades are of brick construction with face brick landing and lintels.

Generally the building structure is sound and in reasonable condition apart from the recent water ingress problem to the west wall of the basement. The street faade of the building is three stories high constructed with Waverly sandstone with sturdy granite columns. The comprising perimeter masonry walls and cast iron columns and timber floors appear to be in good condition and is substantially intact apart from alterations associated with the new lift, fire stairs and fire upgrading within the rear central core of the building.

Comments (from 2015 CMP):

Period	*Earlier period of construction (1899-1900)*
Style	*Federation Romanesque*
Use	*Commercial Office*
Level of Intactness	*Externally: High* *Internally: Relatively intact*
Architect	*A.L. and G. McCredie*

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



Figure 4.6
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):

Period	*Earlier period of construction (1873-93)*
Style	*Victorian Free Classical Style*
Use	*Government & Administration*
Level of Intactness	*Externally: High*
Architect	*J. Barnet - W.L. Vernon*

4.2.4 OTHER GOVERNMENT BUILDINGS IN SYDNEY

4.2.4.1 LAND TITLES OFFICE (1912-13)



Figure 4.7
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 marraiges, 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):

Period	*Similar period of construction (1912-13)*
Style	*Federation Gothic Style*
Use	*Government & Administration*
Level of Intactness	*Externally: High*
Architect	*W.L. Vernon - E.H. Farmer*

4.2.4.2 HEALTH DEPARTMENT BUILDING (1896-1898)



Figure 4.8
The Health Department Building
Source: NSW Heritage Database, Item No. 5061385

The NSW Heritage Database provides the following information for the 'Health Department Building (former)', 93-97 Macquarie Street, Sydney, Database No. 5061385:

Statement of Significance:
The former Health Department building has state heritage significance as the surviving fabric of an important early building in the professional work of the Government Architect, W L Vernon that influenced the style of buildings produced by the newly formed Government Architect's Office. It also has significance for its ability to reflect the status of Macquarie and Bridge Streets as a prestige address for many government institutions, becoming an important component of the precinct and exemplifying increasing government commitment to areas of social welfare such as health.

Physical description:
The Federation Free Style building is a three storey plus basement brick former office building constructed on a steep site on what is a prominent Macquarie Street corner. The eastern frontage to Macquarie Street is the main frontage. The secondary frontage (northern) is to Albert Street. The southern and western elevations were substantially altered in the 1980s to connect the building to the main hotel structure. As part of this work the building, which originally had a square footprint, was reduced in size to an "L" shape. The interior was almost completely removed.

The base of the building, designed to cope with the steeply sloping site, is of rock face sandstone, as are the string courses. Sandstone stringcourses mark the first floor and the upper window line of the second floor. The remainder of facade is red face brick. A darker brick used for the arched window heads is present on the ground, first floor and some of the second floor windows. A double-pitched slate roof is partially concealed behind sandstone castellated parapets.

On the Macquarie Street frontage there is fine sandstone carving with neoclassical motifs around the semi-circular entrance doorway, chimney and bay window. The carved coat of arms over the main archway, together with the carved seal of the Board embedded in the chimney on the Albert Street facade, are the only signs of the building's former use as government offices. The corner of the building on Macquarie Street is marked by a gable asymmetrically related to the entry doors. The brickwork is flush. The existing window joinery is a mix of double hung sash windows and windows with Queen Anne style upper multipaned sashes. The entrance is marked by a tessellated tile threshold, fine wrought iron gates and trachyte steps.
The Albert Street facade is characterised by a corbelled chimney and oriel window. A second corbelled chimney is also located on the small visible portion of the rear (western facade). The oriel window, with its small panes to the upper sash, is one of the few surviving elements representing the Queen Anne Revival aspects of the building. A redundant colonnade staircase features a decorative wrought iron balustrade and a squat Romanesque style sandstone column and wrought iron gate. Traces of the Richardsonian Romanesque style are evident in the stone arches to the stair at the north-western corner of the building.

Original interiors are limited to the lower sections of the staircase, a few walls, stair hall leadlight window and front floor joinery. The remainder appears to have been rebuilt. The building is currently occupied by the Sir Stamford at Circular Quay Hotel.

Comments (from 2015 CMP):

Period	*Earlier period of construction (1896-98)*
Style	*Federation Free Style*
Use	*Government & Administration*
Level of Intactness	*Externally: High*
Architect	*W.L. Vernon*

4.2.4.3 TREASURY BUILDING (FORMER) (1849)



Figure 4.9
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):

Period	*Earlier period of construction (1849)*
Style	*Victorian Georgian*
Use	*Government & Administration*
Level of Intactness	*Externally: High*
Architect	*W.L. Vernon - M. Lewis*

4.2.5 CONCLUSION

As the above comparative examples indicate, the Department of Education and Training Building at 35-39 Bridge Street is a fine representative example of Federation Free Classical Government Department building built by the Government Architect George McRae.

The building's classical proportions and sandstone facade show the influence of the Victorian Free Style and the work of the previous Government Architect Walter Liberty Vernon for government buildings including the Lands Department Building in Bridge Street, the Land Titles Office in Prince Alfred Road and the Treasury Building in Macquarie Street.

The Department of Education Building shows the evolution of George McRae's architecture, who fully embraced the Federation style in Australia experimenting Federation Anglo-Dutch, Romanesque and Free Classical fashions that have been adopted throughout McRae's career and various appointments as City Architect in 1889 and Government Architect from 1911 to 1923.

In conclusion, it is evident that the Department of Education Building is rare at the state level as a purpose-built government office building still in use by the department for which it was originally designed, and is a local level representative example of early 20th century sandstone office buildings designed by the Government Architects in Bridge Street and wider Sydney.

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, as copied verbatim from Section 8.2 of the 2015 CMP, including the assessed level of significance (State or Local level), as identified in Section 8.4 of the 2015 CMP.

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 site, now occupied by the Department of Education & Communities offices, has been in continuous use since 1788 for purposes directly associated with the government and administration of New South Wales and is part of a significant historic precinct associated with those purposes.

The site is part of a street pattern that evolved in the earliest years of European settlement and which was related to natural features and early buildings including: the First Government House and the means of access to the house; the bridge over the Tank Stream; the boundaries of the Domain of the First Government House; the original topography of the area; and natural watercourses. This pattern survives to the present day, enabling its history to be read and interpreted.

The site has been in continuous use since 1880 by the Department of Public Instruction (and its successors) and has been associated with the provision of public education in New South Wales since then.

The original Department of Education offices have been occupied exclusively since 1915 by the government department for which they were purpose-built and (with the exception of a short period from 1990 to 1995) have served as the head office of that department.

As the headquarters of a highly centralised education system, the Department of Education offices have been intimately connected, since 1915, with the development and provision of a universal education system in New South Wales and with the supervision of public and private schools throughout the State.

The original Department of Agriculture offices served as the head office of the Department at a period when the government played a major role in the development of scientific agriculture and the provision of scientific advice to primary producers, when primary production was a major industry of the state.

The history of the building, and the departments that have occupied it, is indicative of growth and change in government administration from the early 20th century and of changing philosophies of government and its responsibilities for the provision and funding of services.

The Department of Education building is part of an important precinct of 19th and 20th century government offices that are physical evidence of a tradition of government use of the area since 1788 and of the development of government bureaucracy from the late 1840s to the present.

The Department of Education, its Ministers and staff played an important role in the first half of the 20th century in the support and development of numerous educational, artistic, cultural and community organisations, prior to the establishment of any government portfolio specifically related to cultural activities.

Movable collection has historical significance at a State level because it is a tangible record of the history of the Department of Education since the mid-1800s.

The building has STATE heritage significance under this criterion.

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 Department of Education offices have a special association with successive Directors / Directors-General of Education whose offices were in the building and in particular Peter Board and Harold Wyndham who were responsible for substantial reforms in the educational system of the State.

The Department of Education offices have a special association with those Ministers of Education who worked in the ministerial offices in the building.

Movable collection has historical links with a number of important persons in the history of NSW as well as former employees of the department.

The building has STATE heritage significance under this criterion.

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 Department of Education building is part of an important group of 19th and 20th century government offices that give a distinctive architectural character to Bridge Street and the surrounding area. It was purpose-designed to complement and contribute to that character. The building was designed to be seen 'in the round' and to complement and contribute to the character of the respective streetscape on all four sides.

The building is a crucial element in the landscape of Bridge Street, Macquarie Place and Farrer Place to which it makes a major contribution and is a focal feature of many views in the surrounding streets. It represents an enduring lesson in good architectural manners.

The architectural style of the building, a restrained form of Federation Free Classical with plain facades highlighted by ornamentation at the entrances

and upper floor entablature, is representative of contemporary tastes.

The building exemplifies, in one structure, the change in building construction that occurred in the early 20th century and the attempt to meld both old and new technologies. The speed with which the sandstone cladding of the Department of Agriculture section of the building was set in place was a notable achievement of its time.

The first section of the building (the offices for the Department of Education) is a good example of the austere design but quality building construction of the early 20th century and of the work of the Government Architect's branch at this period. Although, the second 1930 section (the offices for the Department of Agriculture), was designed by a different architect using a different, more technologically advanced form of construction, the external architectural presentation of the two stages is remarkably unified as it continued the essential elements of the original 1915 design. The 8th floor offices, which is confined to the southern (former Agriculture section) was added in the original design to provide the required level of accommodation but was designed in a very restrained manner to avoid competing with the architect's intention to match and extend the original architectural composition.

Despite many changes in the use of the building, its external appearance and internal structure remain remarkably intact.

The alterations made in 1995-96 designed by prominent Sydney architect Ken Woolley are in principle a good example of a modern intervention in a historic building respecting the integrity of the original planning concept.

The war boards demonstrate particular aesthetic characteristics. The furniture items are fine examples of late nineteenth century public works furniture, mostly in Australian Cedar.

The building has STATE heritage significance under this criterion.

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 building has a particular association with public school teachers and with the teaching profession in New South Wales as a place of their appointment, training, cultural activities, preparation of exhibitions and meetings since 1915.

The Department of Education building has also a strong association with returned service personnel who were teachers. The building continues to provide a place of commemoration for former teachers and departmental staff on Anzac Day.

The collection of movable heritage has strong associations with the NSW Public Service and the Department of Education through maintaining unique student art works, changing decoration tastes of government administration staff and government function. The social significance of furniture has not been assessed. However, it is likely that the furniture items are valued by the Department of Education staff who use them. The Rolls of Honour are of particular significance, recording the Department of Education personnel who served or died in World Wars I and II.

The building has LOCAL heritage significance under this criterion.

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 Education Building at 35-39 Bridge Street has research potential as part of the architectural work undertaken by the Government Architect George McRae. George McRae fully embraced the Federation style in Australia experimenting Federation Anglo-Dutch, Romanesque and Free Classical fashions that have been adopted throughout his career and various appointments as City Architect in 1889 and Government Architect from 1911 to 1923.

His work played a dominant role in the evolution and spread of Federation architecture throughout Australia. The site also has high potential for surviving archaeological remains of State significance including the site of the Judge-Advocate's residence, and gardens, boundaries and setting for the residences of the Judge-Advocate and the Colonial Secretary. These remains may survive below the Loftus Street vehicular entry and the northwest corner of the site.

The War Memorials are of particular research significance, providing a valuable source of information for future research into the history of the NSW Department of Education.

The building has STATE heritage significance under this criterion. Please also refer to assessment of Historical Archaeological Significance by Curio Projects, dated October 2016, which is included in Section 4.7.4 of this CMP.

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 Department of Education building is a fine example of an early 20th century government office building, featuring an innovative internal steel frame that allowed for future re-use. The original section of the Education Department building is one of a diminishing number of purpose-built government offices still in use by the department for which it was originally designed.

The Department of Education Art Gallery is the only purpose-built gallery in a government office building. The Department's William Wilkins Memorial Art Collection is the oldest collection of student art work in Australia.

The Movable Collection is the only collection of its kind documents the history of the NSW Department of Education.

The building has STATE heritage significance under this criterion.

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)

The building is a fine example of an early 20th century government office building intended to house both the Minister responsible for the department and the administrative staff demonstrating the close connection between ministers of state and their departments typical of the period.

The building has LOCAL heritage significance under this criterion.

4.4 STATEMENT OF SIGNIFICANCE

The Department of Education building has been synonymous with the provision of universal public education in New South Wales since its construction in 1915 and is still used for its original purpose. [As part of the approved lease and adaptive reuse of the building, this association is to imminently cease]. *The Department's association with the site dates from its establishment under the Public Instruction Act 1880. The southern half of the building, the former Department of Agriculture offices, demonstrates that Department's importance in the development of scientific agriculture and support for primary production when this was a major industry in the state in the first half of the 20th century.*

The architectural style of the building, a restrained form of Federation Free Classical with plain facades highlighted by ornamentation at the entrances and upper floor entablature, is representative of contemporary tastes demonstrating external materiality and scale of the building in its original design by George McRae with Stage 2 (for the Department of Agriculture) being completed by a private firm, John Reid & Son.

The Department of Education building is a fine example of early 20th century government offices combining elements of their historic 19th century predecessors, with a concern for contemporary office design. Built in two stages 1912-15 and 1929-30, the building demonstrates rapidly changing methods in building construction of the early 20th century. The 1994-95 refurbishment by noted architect Ken Woolley provided a rational and elegant solution to the historic problems posed by key planning differences between the two stages of construction and resulted in efficient circulation and improved accommodation to contemporary standards.

Although the second stage of the building (1915 and 1930) was designed by a different architect using a different, more technologically advanced form of construction, the external architectural presentation of the two stages is remarkably unified or consistent. Occupying the of the city block bounded by Bridge Street, Loftus Street, Young Street and Farrer Place, the building is a key element in the built landscape of Bridge Street, in the surrounds of Macquarie Place and in Farrer Place to all of which it makes a notable contribution. It is part of an important group of late 19th and early 20th century government offices that represent the continuing association of this area with government and administrative activities since 1788. The site is part of a street plan that reflects the earliest development of the city of Sydney.

The Department's Art Gallery is unique in government offices and its student art collection, William Wilkins Memorial Art Collection, is the oldest in Australia.

The building is associated with key personalities in the history of education in New South Wales including Peter Board and Sir Harold Wyndham. It is also associated with Government Architect George McRae, who is considered as a key practitioner of the Federation Romanesque, Anglo-Dutch and Free Style in Sydney and whose work played a dominant role in the evolution and spread of Federation architecture throughout Australia.

The building has been the symbolic headquarters for generations of teachers and administration staff who have worked in the NSW education system since 1915.

The heritage significance of the Education Building is enhanced by the collection of movable heritage including furniture and war memorials. The movable heritage of the building has an ongoing and continuous association with the government function and demonstrates the building's association with public service. The collections of furniture and fixtures associated with public service and government administration demonstrate superior quality in local design, manufacturing and materials. The war memorials are of particular social significance for its commemoration of the role of Department of Education employees in war.

The site also has high potential for surviving archaeological remains of State significance including the site of the Judge-Advocate's residence, and gardens, boundaries and setting for the residences of the Judge-Advocate and the Colonial Secretary. These remains may survive below the Loftus Street vehicular entry and the northwest corner of the site.

4.5 GRADING OF SIGNIFICANCE

The Education Building at 35-39 Bridge Street, Sydney, has been carefully assessed to determine a relative grading of significance into five levels. This process examines a number of factors, including:

Relative age
Original design quality
Degree of intactness and general condition
Extent of subsequent alterations
Association with important people or events
Ability to demonstrate a rare quality, craft or construction process

Grading reflects the contribution the element makes to the overall significance of the item (or the degree to which the significance of the item would be diminished if the component were removed or altered).

EXCEPTIONAL SIGNIFICANCE
Includes rare or outstanding building fabric that displays a high degree of intactness or can be interpreted relatively easily.

HIGH SIGNIFICANCE
Includes the original extant fabric and spaces of particular historic and aesthetic value. Includes extant fabric from the early phases of construction.

MODERATE SIGNIFICANCE
Includes building fabric and relationships which were originally of higher significance but have been compromised by later, less significant modifications.

LITTLE SIGNIFICANCE
Includes most of the fabric associated with recent alterations and additions made to accommodate changing functional requirements. These are components generally of neutral impact on the site's significance.

INTRUSIVE
Recent fabric, which adversely affects the significance of the site.

Grading has been established as a valuable tool, to assist in developing appropriate conservation measures for the treatment of the building and its various elements. In general, good conservation practice encourages the focussing on change, or upgrading of, an historical building/site to those areas or components which make a lesser contribution to significance. The areas or components that make a greater or defining contribution to significance should generally be left intact or changed with the greatest care and respect.

GRADING OF SIGNIFICANCE	SITE ELEMENTS
EXCEPTIONAL	• Sandstone street facades and carving • Trachyte façade elements including architraves, steps, columns and dedication plaque • Wrought iron gates and grilles • Original timber major entrance doors on Bridge and Loftus Streets • Marble and trachyte major entrance steps and thresholds on Bridge and Loftus Streets and Farrer Place • Inner and outer original bronze major entrance doors on Farrer Place • Original entrance signage • Original steel and timber window frames on the external sandstone facades • The Bridge Street vestibule and staircase up to Level 2 • The Loftus Street entrance vestibule and staircase up to Level 7 (the eastern section of the Loftus Street vestibule has been modified and is of Moderate significance) • The Farrer Place entrance vestibule (the modified section of the northern wall has been modified when the lift doors, reveals and architraves were replaced and is of Moderate significance) • The Level 2 Ministerial Suite of four rooms and the associated landing • The Level 7 Gallery and Annex including skylights and decorative plasterwork and original joinery • Roof top sky lanterns located over the Level 7 Gallery and Annex and eastern spaces
HIGH	• Metal air grilles located on the facades of the northern portion of the building • Access door located at the northern end of the Young Street facade • The concept of the courtyard lightwell (the fabric facing the courtyard lightwell has been modified and is of Moderate significance) • The configuration of the Lower Ground Level north west corridor linking the Bridge Street vestibule and the Loftus Street vestibule • Original structure including steel and concrete columns and concrete slabs • Original interior joinery items, such as doors and architraves, including those that have been relocated

MODERATE	• Twin access doors located centrally on the Young Street facade • Remnant elements of pavement lights on Young Street and Farrer Place • All those internal rooms and spaces not identified as being of Exceptional significance • c.1915 and c.1930 fabric (including rendered masonry wall fabric and windows) facing the courtyard lightwell • c.1990s fabric facing the courtyard lightwell • The roof top caretaker's flat • The flat trafficable nature of the Level 8 northern roof • The Level 8 office and structure • The northern modified section of the wall of the Farrer Place vestibule including lift doors, reveals and architraves • The eastern modified section of the Loftus Street vestibule • Northern staircase that provides access from Level 7 to the roof
LITTLE	• The lift, structure and motor room constructed on the northern side of the courtyard lightwell in 1974 • Bitumen courtyard lightwell finish • The semicircular riser on the southern side of the courtyard lightwell • c.1990s roof top plant and screening development • Existing office, bathroom and kitchenette fitouts generally • Secondary glazing units
INTRUSIVE	• The concrete used to fill the remnant pavement lights on Young Street and Farrer Place • The bricked up arched window in the Bridge Street vestibule staircase

See the Schedule of Conservation Works for a more detailed analysis of significance. The Schedule of Conservation Works describes the internal physical fabric of the heritage elements to be retained on the site and provides an analysis of the significance, condition and integrity of individual interior fabric elements.

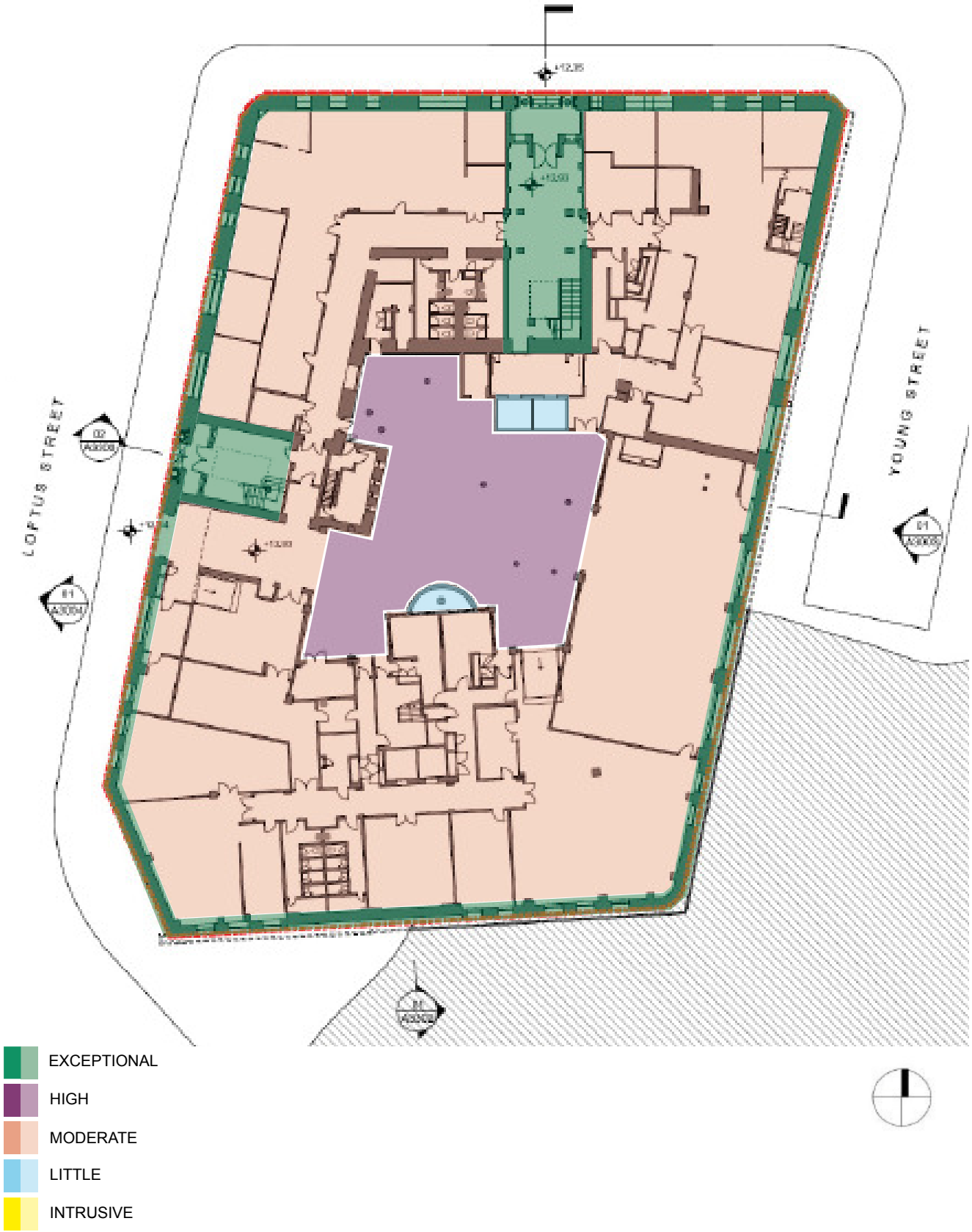


Figure 4.10
Level 1 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Lower Ground Plan SP-DA-G-2099, prepared by Make Architects, 6 October 2016

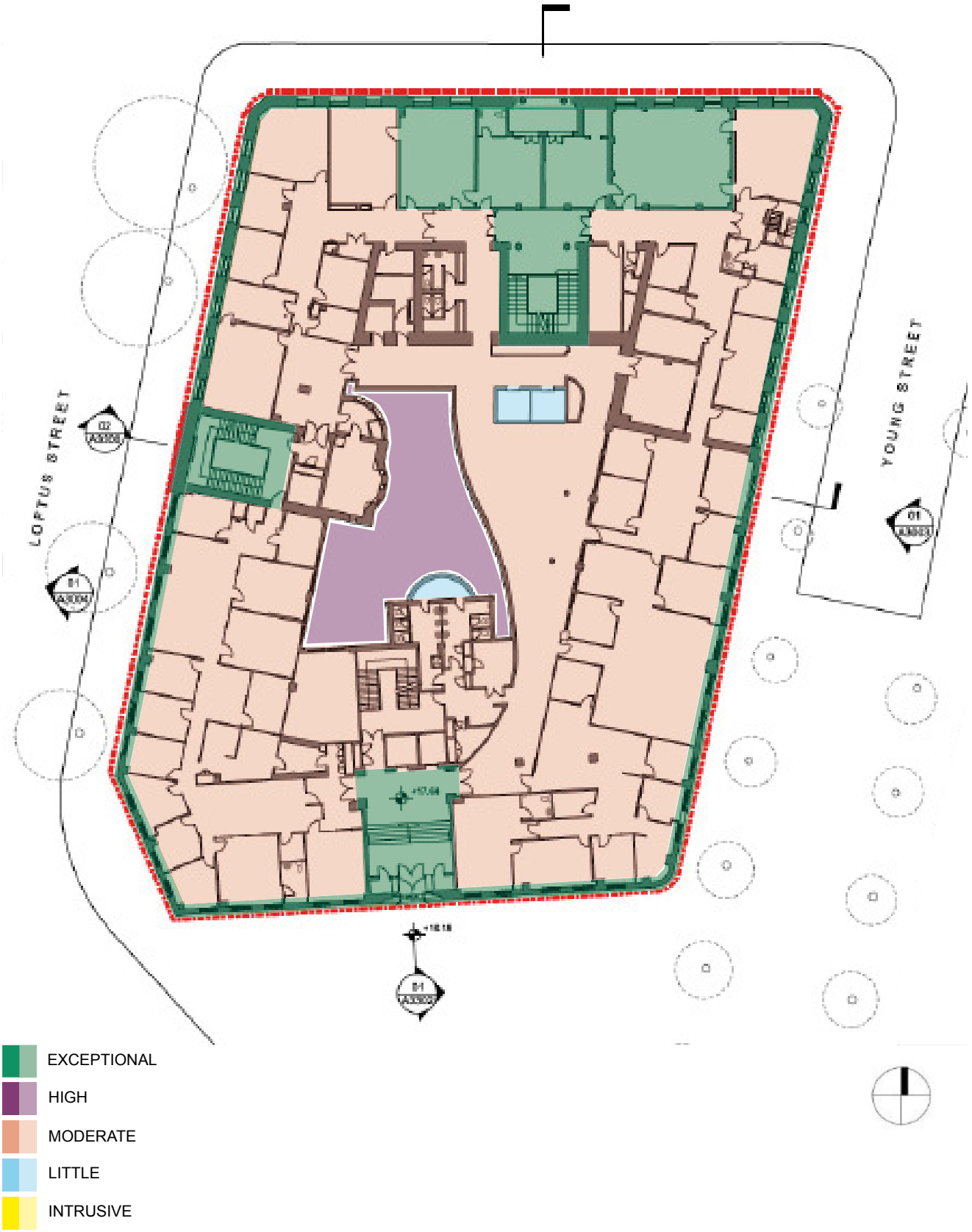


Figure 4.11
Level 2 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Lower Ground Plan SP-DA-G-2100, prepared by Make Architects, 6 October 2016



Figure 4.12
Level 3-6 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Level 02 Plan SP-DA-G-2102, prepared by Make Architects, 6 October 2016

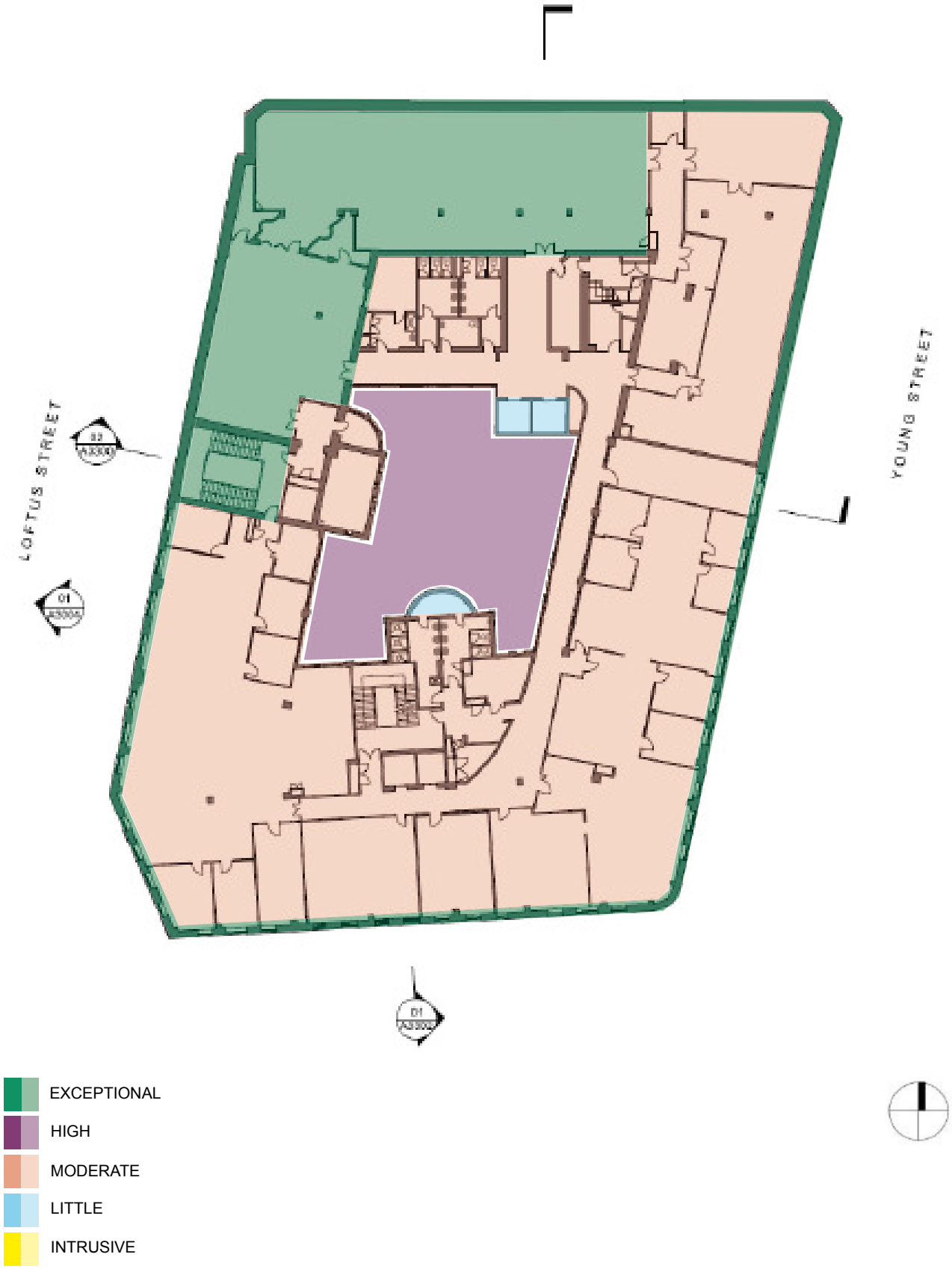


Figure 4.13
Level 7 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Level 05 Plan SP-DA-G-2105, prepared by Make Architects, 6 October 2016

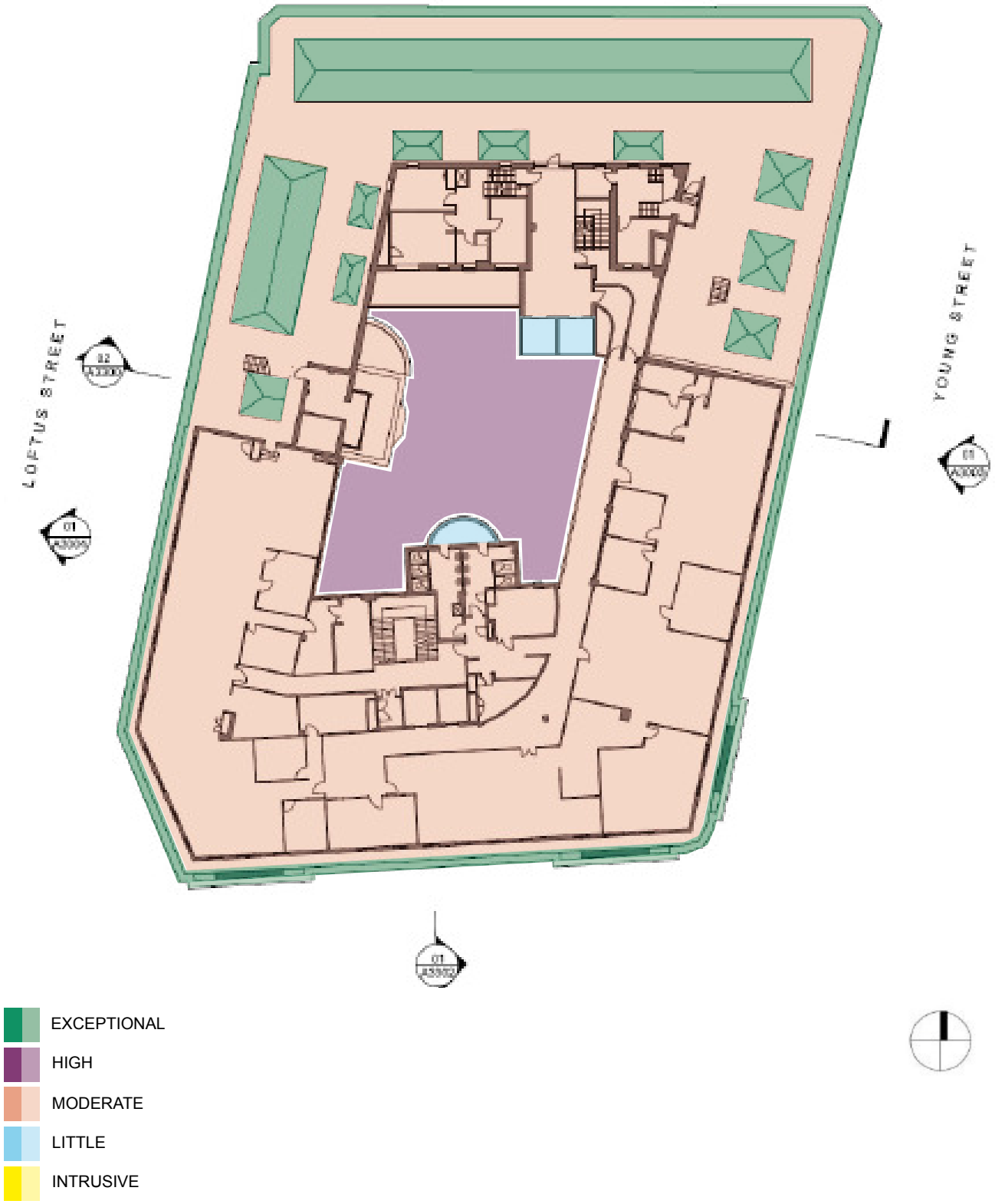


Figure 4.14
Level 8 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Level 06 Plan SP-DA-G-2106, prepared by Make Architects, 6 October 2016



Figure 4.15
Level 9 Grading Diagram
Source: Stage 2 Submitted Plans - Existing Level 07 Plan SP-DA-G-2107, prepared by Make Architects, 6 October 2016

4.6 CURTILAGE ANALYSIS

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication Heritage Curtilages[4] defines "heritage curtilage" as the area of land surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance. Heritage curtilage can be classified as one of four types:

- Lot Boundary Heritage Curtilage: for places where the legal boundary of the allotment is defined as the heritage curtilage. The allotment should, in general, contain all significant related features, for example outbuildings and gardens, within its boundaries.
- Reduced Heritage Curtilage: for places where an area less than the total allotment is defined as the heritage curtilage. Applicable where not all parts of a property contain places associated with its significance.
- Expanded Heritage Curtilage: for places where the heritage curtilage is larger than the allotment. Particularly relevant where views to and/or from a place are of significance.
- Composite Heritage Curtilage: for larger areas that include a number of separate related places, such as heritage conservation areas based on a block, precinct or whole village.

In addition to the Lot Boundary Curtilage, the Education Building at 35-39 Bridge Street, Sydney, has a Visual Curtilage which extends across the 'Sandstones' precinct in the area of Bridge Street.

4.6.1 LISTED CURTILAGE

The Education Building was covered by a Permanent Conservation Order in June 1990, which was converted to a listing on the State Heritage Register in April 1999 (SHR No. 00726). The heritage curtilage established for the place and attached to the listing is Lot 56 DP 729620.

The established Lot Boundary Curtilage as shown on the State Heritage Register is provided below.

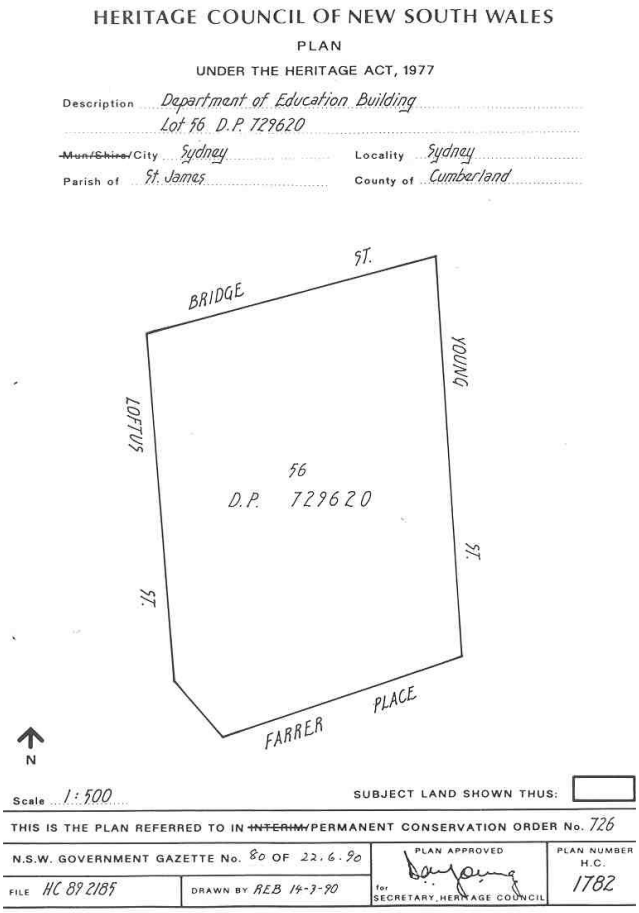


Figure 4.16
The listed curtilage as shown on the State Heritage Register
Source: NSW Heritage Database, Item No. 5045558

4.7 ARCHAEOLOGICAL POTENTIAL AND SIGNIFICANCE

4.7.1 BACKGROUND

The subject 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 provided by Curio Projects for inclusion in this CMP, and reproduced in italics in Sections 4.7.2 - 4.7.4 below.

4 Warwick Mayne-Wilson, *Heritage Curtilages*, NSW Heritage Office and the Department of Urban Affairs and Planning, NSW, 1996

4.7.2 ABORIGINAL ARCHAEOLOGICAL POTENTIAL

Whilst it is of a low likelihood that intact, in situ, Aboriginal archaeological deposits remain across the study area, if present, these deposits would be of high significance, and possibly of high cultural and social value for the local Aboriginal community.

The assessment of local and regional Aboriginal archaeology has demonstrated that Aboriginal people would have intensely used this area of Sydney cove prior to European settlement, as well during the post contact period (1788-early 1800s).

Potential Aboriginal archaeology that may be present within the study area could include, but not be limited to varying concentrations of Aboriginal stone artefacts and knapping floors, and shell middens. While unlikely to be within the study area, and not uncovered through previous archaeological investigations, the ethnohistorical reports of Aboriginal burials located at the site of the First Government House (east of the current study area), should be noted.

Should Aboriginal objects be present within the study area, any ground disturbing works outside of the existing physical footings etc., of the Lands and Education buildings that extend to bedrock, or have previously removed all natural soil profiles, may present a risk to any (as yet unregistered) Aboriginal sites that may be located within the study area.

Therefore, based on this desktop assessment, the potential for the presence of Aboriginal archaeological evidence within the study area is considered as follows:

- *there is low potential for intact Aboriginal archaeological deposits at the study area;*
- *there is low to moderate potential for Aboriginal objects and archaeological deposits to be present at the study area in a disturbed context, where previous development has not completely removed soils;*
- *should intact Aboriginal archaeological deposits be present at the study area, these would be of high significance, for their research potential, rarity, and potential significance to the Aboriginal community (to be confirmed through consequent Aboriginal community consultation); and*
- *should Aboriginal objects be present within the study area in a disturbed context, these objects would be of moderate to high significance, for their research potential, rarity, and potential significance to the Aboriginal community (to be confirmed through consequent Aboriginal community consultation).*[5]

4.7.3 HISTORICAL ARCHAEOLOGICAL POTENTIAL

Archaeological evidence from Phase 1 use of the site—Establishment of the colony (1788-1810)—may survive in the form of sub-surface structural remains of early buildings known to have been erected on site, (including the original Commissary, Judge-Advocate, Chaplain, and Surveyor-General's residences), as well as in the form of archaeological evidence, such as wells, rubbish dumps and cesspit, produced as a result of day to day on-site activities. Potential cultural deposits that could be recovered from such features include household and work-place refuse, building debris (e.g. fragments of items include serving ware, alcohol bottles, smoking pipes, meat cuts, pieces of timber, nails etc.) and other remnant site-specific evidence. There is also the potential for isolated pockets of remnant soil profiles to exist within the study area.

Whilst the potential for remnant soil profiles to exist within the study area is likely to be low due to the site topography and level of site disturbances over time, should they be present, they have the potential to yield palaeobotanical evidence associated with the early occupation and use of the site, including providing evidence of the types of plants that present on the site prior to and during the earliest phases of settlement, as well as information pertaining to the gardens and farming activities that occurred on site post-1788. Should such evidence be present, this information would have research potential at a ***State*** *level.*

Buildings from the initial phase of occupation of the study area, as well as associated evidence for on-site activities and cultural deposits, represent some of the earliest purpose-built structures associated with the governance of the colony and the provision of housing and offices for civil officers, and would have research potential at a ***State*** *level, as few examples from buildings from this period have survived.*

Archaeological evidence associated with the second phase of occupation at the site (Phase 2—Macquarie-era buildings and road/sewer development, 1810-1876) may include structural remains of Macquarie-era buildings such as the Judge-Advocate's, Colonial Secretary's (c1810-1915) and Surveyor General's

5 Curio Projects, *Archaeological Assessment of the 'Sandstone Precinct' -Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney,* October 2016, p31-32

residences and offices, as well as associated outbuildings and remnant fabric associated with the construction and use of the buildings.

Sub-structural remains from Phase 2 may reveal or confirm the suspected locations of the Macquarie-era buildings. Additionally, if found in context (and particularly if stratified for example in wells, rubbish dumps or cesspits), cultural deposits from this period could provide extensive scientific evidence about how the site was used, what types of activities were located where, and information unable to be obtained from any other resources. Therefore, archaeological evidence relating to Phase 2 occupation and use of the study area would have research potential at a ***State*** *level.*

Sub-surface structural features associated with Phase 3 (Lands and Education Buildings (1876-1893 and 1912-Present) occupation of the study area, such as footings or underground service networks, would form part of the extant State heritage listings. The locations of these features could have the potential to inform on unknown factors of the development of these buildings such as construction techniques, design elements, and early functioning of the buildings. Therefore, archaeological evidence from Phase 3 use of the site would be considered to have ***State*** *significance with regards to research potential.*[6]

4.7.4 HISTORICAL ARCHAEOLOGICAL SIGNIFICANCE

Three phases of historical use of the study area have been identified: Phase 1—Establishment of the Colony (1788-1810); Phase 2—Macquarie Era Buildings and road/sewer development (1810-1876); and Phase 3—Lands and Education Buildings (1876-Present). These three historical phases all have the potential to provide tangible physical evidence for the nature and location of early structures, as well as cultural deposits which may have the ability to demonstrate and interpret the daily lives of early colonial officers and their families, the day to day workings of the administration of the early Sydney colony, as well as its progression through the history of the Sydney colony.

The potential archaeological structural remains, and cultural deposits from all three phases of occupation may provide excellent opportunities for public interpretation that can provide a tangible link between the current city of Sydney and its occupants, continuously back through to the original colonial settlement and functionality of the city.

All potential archaeological structures and stratified deposits from the three phases of use of the study area have the potential to be of ***State Significance****, depending on their nature, extent and level of intactness.*[7]

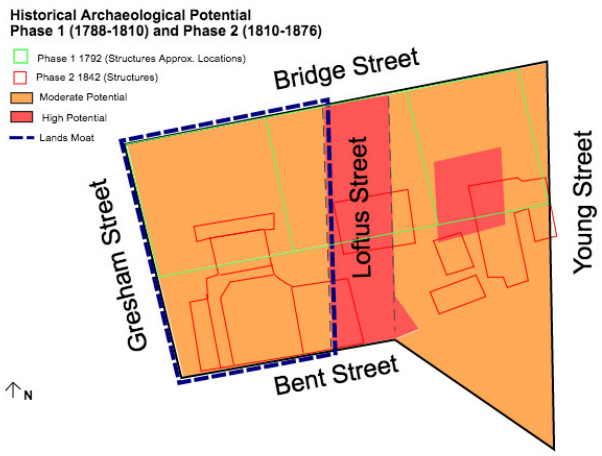


Figure 4.17
Phase 1 (1788-1810) and Phase 2 (1810-1876) Historical Archaeological Potential. Indicative structures of locations based on historical plans and maps
Source: Curio Projects, Archaeological Assessment of the 'Sandstone Precinct' -Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney, October 2016, p51 Figure 18

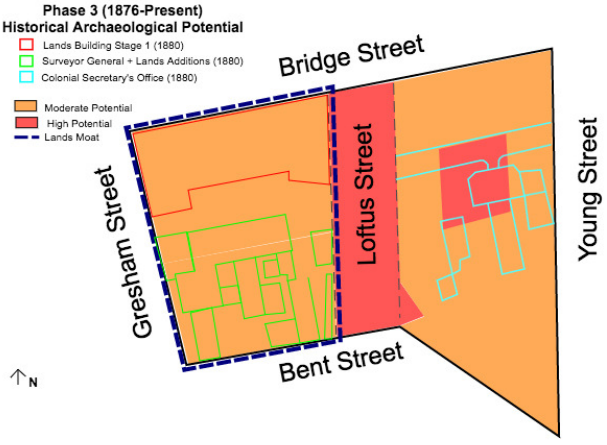


Figure 4.18
Phase 3 (1876-Present) Historical Archaeological Potential. Indicative structures based on historical plans and maps. Structures locations based on Dove's 1880 Plan of Sydney
Source: Curio Projects, Archaeological Assessment of the 'Sandstone Precinct' -Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney, October 2016, p52 Figure 19

6 Curio Projects, *Archaeological Assessment of the 'Sandstone Precinct' -Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney*, October 2016, p63-64.

7 Curio Projects, *Archaeological Assessment of the 'Sandstone Precinct' -Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney*, October 2016, p66

4.8 THEMES

The NSW Heritage Office, now the Heritage Division of the Office of Environment and Heritage, has developed a series of themes from which key historical activities can be grouped to better contextualise their role in the cultural development of Australia. Historical themes are considered at national, state and local levels.

The 38 State themes, sub-classified under the National themes, address the following:

- (Australia's natural evolution) the natural environment;
- (peopling the nation) Aboriginal, convict and ethnic origins, and migration;
- (developing a range of economies) agriculture, commerce, communication, the cultural landscape, events, exploration, fishing, forestry, health, industry, mining, pastoralism, science, technology and transport;
- (settling the country) urbanisation, land tenure, utilities and accommodation;
- (work) labour;
- (education) education;
- (government) defence, government and administration, law and order and welfare;
- (cultural development) domestic life, creative endeavour, leisure, religion, social institutions and sport; and
- (the phases of life in Australia) birth and death, persons.

Localised themes reduce the National and State themes to their association with and/or impact upon the activities of local society and the inter-relationships between people, social groups, the environment and their cultures and values.

Interpretive themes and messages that can be derived from the physical and documentary evidence available for the subject site are identified in the following table. They have been copied verbatim from the Interpretation Strategy for the Education Building prepared by GBA Heritage in October 2016.

Those themes identified in the *Department of Education Building, 35-39 Bridge Street, Sydney, Conservation Management Plan*, prepared by City Plan Heritage, March 2015, for the building were copied verbatim, as indicated in italics, and additional themes were added in regular font (included below under heading 'Education Building').

The themes that relate to the Aboriginal and historical archaeology of the site were provided by Curio Projects, as noted and indicated in italics (included below under heading 'Aboriginal and Historical Archaeology').

Interpretive themes and messages in relation to the Movable Heritage in the building were also included in regular font (included below under heading 'Movable Heritage').

AUSTRALIAN THEME	NSW THEME	SITE SPECIFIC THEME
Peopling Australia	Aboriginal cultures and interactions with other cultures	**Aboriginal and Historical Archaeology:** *Aboriginal people intensively occupied the Sydney area for thousands of years prior to European colonisation, continuing into the post-contact period.* *The site is one of the earliest known contact sites in Australia, and is located in close association (physically and functionally) with first government house, an important site of early contact and cross cultural exchange between Sydney's Aboriginal population and the first colonists. The first government house site and associated area has been associated with potential Aboriginal burials, however no evidence of any burials has been noted to date.*
Peopling Australia	Convict	**Aboriginal and Historical Archaeology:** *The first stages of historical development on the site were the construction of residences and offices for the early colonial officers. These structures, both those built in 1792, and those that replaced them in 1812-1815, would have been constructed using convict labour.* *In addition, it is noted that the unusual street pattern of this area, notable the historical alignment of what is now Bent Street, Spring Street, O'Connell Street and Bligh Street, emerged in part due to the presence of convict huts and workshops in this area.* *The site retains the potential to contain archaeology associated with this early phase of use of the site.*
Developing local, regional and national economies	Agriculture	**Education Building:** The second stage of the building was constructed in 1930 for the Department of Agriculture which remained in the building until 1967, when it moved to the State Office Block.
Developing local, regional and national economies	Science	**Education Building:** The Department of Agriculture, which occupied the 1930 portion of the building, was involved in experiments and scientific activities in relation to agriculture, some of which were carried out within the building.

AUSTRALIAN THEME	NSW THEME	SITE SPECIFIC THEME
Building settlements, towns and cities	Towns, suburbs and villages	**Aboriginal and Historical Archaeology:** *The historical use of the site prior to the development of the Education Building (i.e. 1912-30), represents the continuous use of the site as part of the administrative centre of the Sydney colony from establishment in 1788, through to present day.* *The site has the archaeological potential to reveal rare and tangible evidence for the nature and location of significant, early structures and cultural deposits, which could illustrate the day to day workings of the administration of the early Sydney colony.* *In addition, the location and form of the early administrative structures influenced the form and location of the subsequent Lands and Educations buildings.* **Education Building:** *The Department of Education building can be associated with the development of the city centre, and in particular Bridge Street. The Department of Education building, along with other government owned landmark buildings confirmed Bridge Street as the main locus of government administration and totally transformed the scale and quality of the city's official architecture.*
Working	Labour	**Education Building:** *This building has been occupied by a large workplace of public officers, employees and other administration staff since its construction. As mentioned above, it has also been the symbolic headquarters for generations of teachers since 1915. Labour also included office employees of the Department of Agriculture.* **Movable Heritage:** The movable heritage of the building provides evidence of the occupation of the building by this workforce since 1915.

AUSTRALIAN THEME	NSW THEME	SITE SPECIFIC THEME
Educating	Education	**Aboriginal and Historical Archaeology:** *The Department of Education has occupied the same site since its creation in 1880 (originally located in the Colonial Secretary's Offices prior to the construction of the Education building from 1912-1930).* **Education Building:** *The Department of Education building has been associated with activities related to the administration of teaching and learning throughout NSW since its opening in 1914.* *The building is the symbolic headquarters for generations of teachers and administration staff who have worked in the NSW education system since 1915.* The building's long association with education will be severed when the Department of Education moves out of the building ahead of the planned adaptive reuse. **Movable Heritage:** The movable heritage of the Education Building provides evidence of the occupation of the building by the Department of Education and relates to the activities, places and people associated with the Department.

AUSTRALIAN THEME	NSW THEME	SITE SPECIFIC THEME
Governing	Government and administration	**Aboriginal and Historical Archaeology:** *The site has an unbroken connection as a highly significant centre of the administration of the colony of NSW from 1788 until the present day.* *Following formation in 1880, the Department of Education (originally known as the Department of Public Instruction), moved into the former Colonial Secretary's offices, remaining in that location through the first stage of construction of the Education building from 1912-1915, after which time the Colonial Secretary's office was demolished to allow construction of the second phase of the Education building. Therefore, any archaeological evidence associated with the Colonial Secretary's office including structural remains, cultural deposits and other features, could illustrate the continuing connection of the Department of Education to the site from 1880 to the present day.* **Education Building:** *The Department of Education building is a government administered building that has hosted the Department of Education and the Department of Agriculture. The Department of Education building, along with other government owned landmark buildings confirmed Bridge Street as the main locus of government administration.* The building's long association with government administration will come to an end when the Department of Education relocates to new premises. **Movable Heritage:** The movable heritage of the Education Building is associated with the Department of Education and its role in school administration in NSW since 1915.
Governing	Defence	**Movable Heritage:** The Soldier-Teacher Memorials and Honour Rolls that will be retained by the Department of Education (and leave the building) are evidence of the war contributions of former departmental staff and teachers and their commemoration by the community.

AUSTRALIAN THEME	NSW THEME	SITE SPECIFIC THEME
Developing Australia's cultural life	Creative endeavour	**Education Building:** *The Department of Education building was designed by George McRae (Government Architect) who designed the building using a Federation Free Classical design. The second stage of the building designed by the private architectural company John Reid & Son as a continuation of the Education Department building using the technological advancement at the time.* *Unlike the Education Department offices, which had load-bearing walls combined with a steel frame, the new Department of Agriculture offices were built with a fully load-bearing steel frame while the sandstone exterior would be simply cladding, providing continuity between the street elevations of the two parts of the building.* *The building's classical proportions and sandstone facade show the influence of the Victorian Free Style and the work of the previous Government Architect Walter Liberty Vernon for government buildings including the Lands Department Building in Bridge Street, the Land Titles Office in Prince Alfred Road and the Treasury Building in Macquarie Street. Historic features reveal Federation and Edwardian tastes and customs.* **Movable Heritage:** The William Wilkins Memorial Art Collection contains artworks produced by senior school students that have been judged by authorities to represent excellence in creativity and endeavour in the field of art. The art gallery has played an important role as a public exhibition space that is associated with pre-eminent art societies, student work and the William Wilkins Memorial Art Collection.
Developing Australia's cultural life	Domestic Life	**Aboriginal and Historical Archaeology:** *Potential archaeological evidence from the first phase of historical use of the site (1788-1810-Establishment of the colony) could potentially provide information about the daily lives of the first colonial officers and their families.*

5.0

CONSTRAINTS AND OPPORTUNITIES

5.1 INTRODUCTION

This section outlines various major issues involved in the preparation of the conservation guidelines for the site. It takes into consideration matters arising from the Statement of Significance and procedural constraints imposed by cultural conservation methodology such as that of the Australia ICOMOS *Burra Charter.* It identifies all statutory and non-statutory listings that apply for the site and describes constraints and opportunities arising from these listings. It also addresses constraints and opportunities relating to the physical condition of the building and those arising out of ownership and management.

If not otherwise stated, those paragraphs provided in italics are copied verbatim from the relevant Sections in *9.0 - Constraints, Issues and Opportunities* of the 2015 CMP.

5.2 ISSUES ARISING FROM THE STATEMENT OF SIGNIFICANCE

Considering the Statement of Significance, the following issues need to be addressed in the conservation guidelines:

- The Education Building consists of two building components which, although constructed in two separate stages (1915 and 1930), provide a unified and consistent architectural presentation externally. This architectural expression should be retained and conserved;
- Occupying a block bounded by Bridge Street, Loftus Street, Young Street and Farrer Place, the Education Building is a key element in the built landscape of Bridge Street, Macquarie Place and Farrer Place. Its landmark position and notable contribution to the surrounding areas should be retained and conserved;
- The Education Building has undergone various phases of alterations but has largely retained its characteristic as an early 20th century government office building. Any future alterations and additions to the building should respect the characteristic elements of the building and its long lasting role in government administration;
- The external facades of the building, in a restrained form of Federation Free Classical style of architecture, have largely been retained unaltered, while the interior spaces have undergone extensive alterations over time for more efficient circulation and improved accommodation to contemporary standards. Any future alterations to the building should be concentrated on the interior of the building and the roof top, while the external presentation should be conserved and retained;
- The ministerial suites within the Education Building are associated with key functions and personalities in the history of education in NSW, while the Department's Art Gallery is unique in government offices. Any future uses of the building should be mindful of the original function of these spaces and respect their significance;
- The Education Building has been synonymous with the provision of public education in New South Wales since its construction in 1915, and, for the time being, is still used for its original purpose. It has been the symbolic headquarters for generations of teachers and administrative staff within the NSW education system since 1915. The southern portion of the building, constructed in 1930, demonstrates the importance of the Department of Agriculture in the development of scientific agriculture and support for primary production in the first half of the 20th century. Any future use should be mindful of these main historical functions of the property and interpret them respectfully;
- *The subject site has the potential to contain State significant archaeological relics associated with all phases of development at the site, including archaeological relics associated with Phase 1- Establishment of the Colony (1788 – 1810), Phase 2 – Macquarie Era (1810-1876) and Phase 3 – Lands and Education Buildings (1876 – 1893);*[1]
- *It is likely that the historical archaeological resource will have been subjected to various levels of disturbances across many areas of the site, with the more intact archaeological resources likely to remain in the northern sections of the site fronting Bridge Street;*
- *Should previously undisturbed relics associated with Phase 1 of the site's history – the establishment of the colony be found during the redevelopment*

1 This and the following bullet points indicated in Italics have been provided by Curio Projects for inclusion in this CMP

of the site, they would likely be considered to be rare -depending on their extent, nature and level of intactness;

- *Should intact archaeological resources associated with any of the three key phases of the site's history be found, they would contribute to our understanding of the site and should form the basis of a comprehensive interpretation strategy to be implemented on site.*

The Statement of Significance should be accepted as one of the bases for the future use and management of the site. Upon completion of the proposed adaptive reuse works, the Statement of Significance should be updated.

All original and significant components of the site that make a defining contribution to the significance of the site should be retained and conserved in accordance with the principles of the *Burra Charter*.

The building has a significant movable heritage collection. The *Movable Heritage Review of the former Department of Education Building, 35 Bridge Street, Sydney,* prepared by Musecape, dated June 2016, should be updated once the Department vacates the building and the recommendations of the updated report should be adopted and implemented. Any issues arising from the Statement of Significance provided in the updated report should be addressed.

Likewise, the Statement of Significance and the recommendations provided in the Archaeological Assessment for the site, prepared under separate cover by Curio Projects, should be adopted and implemented.

5.3 HERITAGE MANAGEMENT FRAMEWORK

5.3.1 CURRENT HERITAGE LISTINGS

The following statutory and non-statutory lists have been reviewed in relation to the subject site. The implications of these listings, if any, is discussed below.

LIST	INCLUDED
World Heritage List	NO
Commonwealth Heritage List	NO
National Heritage List	NO
NSW State Heritage Register	YES
Sydney Local Environmental Plan 2012	YES
National Trust of Australia (NSW)	YES
Australian Institute of Architects (AIA), formerly RAIA, 20th Century Register of Significant Buildings	YES
Register of the National Estate	YES

5.3.2 ENVIRONMENT PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999 (EPBC ACT)

The Education Building is not listed on the National Heritage List, however, a nomination for its inclusion on the list is currently under consideration by the Australian Heritage Council for an area of Sydney currently called "Governors' Domain and Civic Precinct". The area includes many sites fronting Macquarie and Bridge Streets and beyond, including the Education Building. To date the draft "Governors' Domain and Civic Precinct" Nominated place has not been gazetted.

Should the "Governors' Domain and Civic Precinct" Listing be approved by the Federal Minister for the Environment, then the listing would be gazetted and the relevant sections of the EPBC Act 1999 would apply, including the need for statutory referrals when the proposed development impacts on the National Heritage Values of the "Governors' Domain and Civic Precinct".

In the case of the realisation of the National listing of the "Governors' Domain and Civic Precinct" then the CMP will need to be amended to reflect the implications of such listing.

Any items listed on the National Heritage List are protected under the *Environment Protection & Biodiversity Conservation (EBPC) Act 1999*. The *EPBC Act* provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities and heritage places — defined in the *Act* as matters of national environmental significance.

The seven matters of national environmental significance to which the *EPBC Act* applies are:

- world heritage sites
- national heritage places
- wetlands of international importance (often called 'Ramsar' wetlands after the international treaty under which such wetlands are listed)
- nationally threatened species and ecological communities
- migratory species
- Commonwealth marine areas
- nuclear actions.

In addition, the *Act* confers jurisdiction over actions that have a significant environmental impact on Commonwealth land, or that are carried out by a Commonwealth agency (even if that significant impact is not on one of the seven matters of 'national environmental significance').

Approval must be sought for any proposed actions that will, or are likely to, have a significant impact on the National heritage values of a listed item. The impact of these actions must be taken into account in the development assessment process.

5.3.3 AUSTRALIAN HERITAGE COUNCIL ACT 2003

The *Australian Heritage Council Act 2003* established the Australian Heritage Council, as an independent expert advisory body on heritage matters. The Australian Heritage Council is the principal adviser to the Australian Government on heritage matters. The Council assesses nominations for the National Heritage List, the Commonwealth Heritage List and the List of Overseas Places of Historic Significance to Australia.

5.3.4 NSW HERITAGE ACT 1977

State Heritage Register

The *NSW Heritage Act 1977* (Amended) is an Act to conserve the environmental heritage of New South Wales. The *Act* established the Heritage Council of NSW and, more recently, the State Heritage Register. Section 4 of the *Act* defines State heritage significance as being:

…relation to a place, building, work, relic, moveable object or precinct, means significance to the State in relation to the historical, scientific, cultural, social, archaeological, natural or aesthetic value of the item.

The Education Building, 35-39 Bridge Street, Sydney, is listed on the NSW State Heritage Register. The Register contains the following Statement of Significance for the place.

> *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)*

Upon completion of the adaptive reuse scheme, including associated archaeological investigations, the history, description and Statement of Significance identified in the SHR listing should be updated to reflect any additional research information as well as the adaptive reuse changes.

Section 60 of the *NSW Heritage Act* requires approval to be gained from the Heritage Council when making changes to a heritage place listed on the State Heritage Register.

The Heritage Act allows the Minister for Planning, on the recommendation of the Heritage Council, to grant exemptions for certain activities of a minor nature that will have only a minimal impact on the heritage significance of the place. Such activities would otherwise require approval under the *NSW Heritage Act.*

There are two types of exemptions which can apply to a heritage item listed on the State Heritage Register:

1. Standard exemptions for all items on the State Heritage Register. Typical activities that are exempted include building maintenance, minor repairs, alterations to certain interiors or areas and change of use. Further information on the standard exemptions can be found at:

http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/StandardExemptions.pdf

2. Site specific exemptions for a particular heritage item can be approved by the Minister on the recommendation of the Heritage Council. This CMP recommends that a set of site specific exemptions are developed together by the Heritage Council, the City of Sydney, the owner and lessee once the adaptive reuse works are nearing completion and operational needs are identified.

Section 118 of the *NSW Heritage Act* sets out minimum requirements for maintenance and repair of items listed on the State Heritage Register. These requirements are detailed in the *Heritage Regulation 2005*. In summary, the listed item must be protected from damage or deterioration due to weather, measures must be in place to prevent damage from fire and vandalism, and essential maintenance and repair must be carried out to prevent serious or irreparable damage or deterioration.

Archaeological Management

Under the *NSW Heritage Act 1977,* the disturbance or excavation of land containing or being likely to contain relics can only take place when an Excavation Permit has been granted by the Heritage Council. A "relic" is defined in the *NSW Heritage Amendment Act 2009* as:

> *Any deposit, artefact, object or material evidence that:*
> *(a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and*
> *(b) is of State or local heritage significance*

All "relics" are protected under the *Heritage Act,* regardless of whether or not the place is listed as a heritage item on a local, State or national level. As the site is listed on the State Heritage Register, an Excavation Permit will be required under Section 60 of the *Heritage Act* for all excavation works at the site.

5.3.5 LOCAL GOVERNMENT HERITAGE MANAGEMENT

The Department of Education Building including Interior, 35-39 Bridge Street, Sydney, is listed as a heritage item in Schedule 5 of the *Sydney LEP 2012.*

Approval from the City of Sydney Council is required for any alterations or additions to the site which must be assessed under Part 4, 79(c) of the *NSW Environmental Planning and Assessment Act 1979*.

The relevant operative statutory regulations of the *Sydney LEP 2012* are noted in clause 5.10 Heritage conservation.

The City of Sydney Heritage Inventory sheet sets out the following recommended management guidelines for the building:[2]

General: The building should preferably remain as the head office for the Education Department in NSW. If not, the preferred occupant would be another government department. All of the significant spaces and fabric should be retained. No further addition should be made to the building which would adversely affect the aesthetic value of the façade, the courtyard or the streetscape generally. Future use and changes to the building should be guided by the conservation plan, which should be regularly reviewed and updated. Exterior: All facades and early external features of the building should be retained and conserved. Surfaces never intended for painting, notably sandstone and copper, should remain unpainted, while surfaces such as wrought iron and timber which were originally painted should continue to be painted in appropriate colours. Interior: The significant interiors and artefacts of the building should be preserved intact. Some adaptation of interiors is acceptable to enable the building fulfil its original function, provided it does not detract from the significance of the façade or significant interiors.

The recommended management guidelines, outlined in the City of Sydney Heritage Inventory, represent general guidelines for the maintenance and retention of the significance of the building. Following completion of the proposed adaptive reuse works, the recommended management guidelines should be updated.

The *CMP*, being a more comprehensive analysis of the building's condition and significance, recommends additional strategies. These are included in Section 6.0 of this report.

The City of Sydney Heritage Inventory Sheets and management guidelines will be outdated once the adaptive reuse scheme, including associated archaeological investigations, has been completed. The history, description, Statement of Significance and Recommended Management sections of the City of Sydney's heritage inventory sheet listing should be updated to reflect any additional research information as well as the adaptive reuse changes.

The controls of the *Sydney Development Control Plan (DCP) 2012* are also applicable to any future development of this site.

2 NSW Heritage Database Entry No. 2423733

5.3.6 STATE SIGNIFICANT DEVELOPMENT

This CMP for the subject property has been prepared, to accompany a Stage 2 State Significant Development Application for the adaptive reuse of the site as a hotel facility.

The Department of Planning and Environment has an important role in assessing and determining proposals for major developments in NSW, including State Significant Development and State Significant Infrastructure. Approvals from local council and under the Heritage Act 1977 are switched off in the context of a State Significant Development approvals process. The process generally includes a consultation period, known as a public exhibition.

Proposals can be submitted to be assessed through a number of different systems depending on the proposal's classification.

Major development proposals, including mines, manufacturing plants, warehousing, waste, energy, tourist, education and hospital facilities are considered to be State Significant Development (SSD) if they:

- Are over a certain size;
- Are located in a sensitive environmental area; or
- Exceed a certain capital investment value.

The steps that a SSD project must take include:

- The issuing of environmental assessment requirements by the Department;
- Preparation of an environmental impact statement by the applicant;
- Public exhibition and opportunity for comment on the proposal by the community;
- Response by the applicant to the submissions made during exhibition;
- Assessment of the proposal by the Department; and
- Determination of the proposal by the Planning Assessment Commission or the Department or the Minister.

In addition, the Minister may also decide that a review and public hearing by the Planning Assessment Commission may be required for the complex SSD proposals.

The following SSD Flowchart provides more detail on the assessment steps.

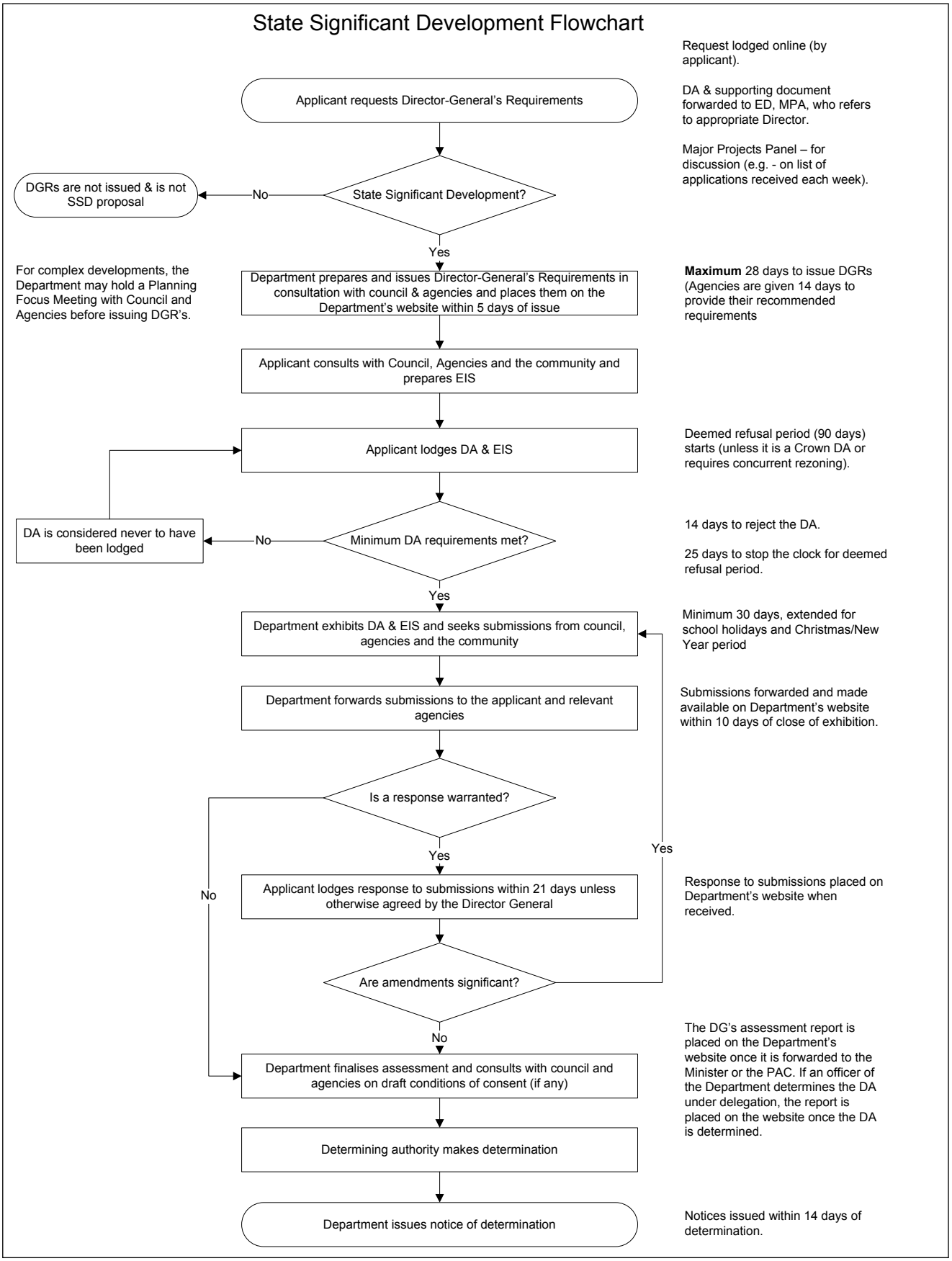


Figure 5.1
The NSW Department of Panning and Environment's State Significant Development flowchart
Source: https://www.planningportal.nsw.gov.au/understanding-planning/major-projects

5.4 COMMUNITY AGENCIES

5.4.1 NATIONAL TRUST OF AUSTRALIA (NSW)

The property has been classified by the National Trust of Australia (NSW).

The Trust's register is intended to perform an advisory and educational role. The listing of a place on the Register, known as 'classification' has no legal force. However it is widely recognised as an authoritative statement of the cultural significance of a place.

The opinions of the Trust, however, are usually sought when major proposals are being formulated in heritage precincts or in relation to heritage buildings.

5.4.2 AUSTRALIAN INSTITUTE OF ARCHITECTS 20TH CENTURY REGISTER OF SIGNIFICANT ARCHITECTURE IN NSW

The Australian Institute of Architects (AIA), formerly the Royal Australian Institute of Architects (RAIA), maintains a register of 20th Century Buildings it considers to be of heritage significance. The Education Building is included on this list.

Although this has no statutory implications for the building, the opinion of the Institute's Heritage Committee is usually sought when proposals involving major changes to buildings included on this list are being formulated.

5.4.3 AUSTRALIA ICOMOS

Australia ICOMOS a professional body of conservation practitioners, represented by the Australian National Committee of the International Council on Monuments and Sites (ICOMOS).

Australia ICOMOS has developed and published a Charter for the Conservation of Places of Cultural Significance, generally known as *The Burra Charter*. This document establishes principles and methodologies for conservation work in Australia, based primarily on an understanding of the heritage values of a place and then appropriate responses to looking after the place in relation to various management issues and requirements. Its status is advisory, not statutory, but it has become widely recognised as establishing the basic methodology for conservation work in Australia.

5.5 OTHER RELEVANT STATUTORY REQUIREMENTS

5.5.1 DISABILITY DISCRIMINATION ACT 1992

The provision of access must be taken into account when considering on-going and future use of the building.

The *Commonwealth Disability Discrimination Act 1992* relates to discrimination on the grounds of disability. Under Section 23 of this *Act* it is unlawful to discriminate by refusing persons with a disability access to any premises or facilities the public is entitled to use.

Amendments to this act that came into force in August 2009 introduced the concept of an explicit duty to make reasonable adjustments. A reasonable adjustment is any adjustment that does not impose an unjustifiable hardship on the person who would have to provide the access.

5.5.2 BUILDING CODE OF AUSTRALIA

Building regulations for New South Wales are specified in the *Building Code of Australia (BCA)* and administered by the Building Codes Board. The *BCA* contains standards relating to fire safety, egress, health and amenity provisions for buildings, and requires that any future uses, alterations or additions to the building must comply with these standards. The application and integration of *BCA* standards into the building or place must, however, be undertaken in a manner that responds to the heritage significance.

Advice on how to best achieve *BCA* compliance for historic buildings can be sought from the Fire, Access and Services Advisory Panel of the Heritage Division of the NSW Office of Environment and Heritage.

5.6 OWNERS REQUIREMENTS

The identification of the needs of the owners and occupiers of the building need to be considered when formulating guidelines for the conservation, use and management of the building.

The Education Building is owned by the NSW State Government, currently represented by Government Property NSW (GPNSW), and is currently still occupied by the NSW Department of Education and Communities.

The departure of the Department is imminent as the Government has determined that the site will be adapted and used as a hotel facility.

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.

Substantial alterations are inevitable as a result of the approved change of use.

In September 2015 GPNSW awarded Pontiac Land Group the right to lease and adaptively reuse both the Lands and Education Buildings in Bridge Street, Sydney as a combined landmark luxury hotel. Ownership will remain with the NSW Government. The lessee will be required to seek the landowner's consent prior to lodging any application to undertake works.

The approved adaptive reuse of the building as a luxury hotel will result in a change of use of the building from government offices to tourist accommodation and ancillary uses. The discontinuation of Government use will have an impact on the significance of the building.

The new use will require substantial physical adaptation interventions and upgrades to the interiors including code compliance initiatives.

The approved Stage 1 concept plans also identify a vertical extension of the building to provide additional floor space.

The policies in this report have been formulated to guide the changes required for the adaptive reuse while conserving those aspects of the place that make a defining contribution to the cultural significance of the heritage item.

It is an essential requirement of the new lessee that the new use is commercially viable

5.7 OPPORTUNITIES

Considering the assessment of significance and Statement of Significance for the building, the following opportunities have been identified:

- The adaptive reuse of the former secure government offices as a luxury hotel will make the building accessible to the public for the first time, and future users and visitors of the building will be able to appreciate its significance;
- The adaptive reuse will provide the building with a viable on-going use that will ensure the building is conserved and then maintained;
- The adaptive reuse of the building will provide an opportunity to remove the later accretions to the extensively altered interior and replace them with high quality spaces that are sympathetic and respectful to the building;
- Removing the existing rooftop addition will provide an opportunity to replace it with a new addition that is of design excellence and makes a positive contribution to the building and surrounding streetscape;
- The new rooftop development of design excellence could improve visual amenity when seen from the surrounding high rise development;
- There is an opportunity to redesign the modified courtyard to provide increased amenity to the public;
- The main entrance to the building on Farrer Place will create an opportunity to upgrade the setting and historic role of Farrer Place as a public reserve, increasing its presence and activation; and
- The discontinuation of Government use will have an impact on the significance of the building. The new adaptive reuse provides an opportunity to interpret and celebrate the cultural significance of the Education Building and Farrer Place for the public and private users of the place.

6.0
CONSERVATION POLICIES

6.1 INTRODUCTION

Conservation can be regarded as the protection of heritage significance and the management of change. It seeks to safeguard that which is important in the built environment, within a process of controlled change and development. It is one of the functions of this document to establish policies and recommendations for the conservation, adaptation and ongoing use of the building in a way that protects and enhances its heritage value. In this way, the owners and managers of the building will be able to formulate proposals within a known framework of acceptable directions, and planning authorities will be able to assess those proposals against the criteria.

These policies apply directly to the conservation and adaptive reuse of the Education Building as a hotel facility. They seek to protect those aspects of the place that make an important and defining contribution to its significance. They also seek to provide a framework for the new development that will be required to be carried out in order to effectively facilitate the approved change of use.

The conservation policies provide a set of guidelines to inform future decision making processes and are not intended to impose blanket prohibitions. Going forward circumstances may change, further analysis may reveal additional information and owner's requirements might develop that require a measured but sensible approach to managing change to the building.

Many of the following policies are sourced directly from the endorsed *Conservation Management Plan, Department of Education Building prepared by City Plan Heritage dated March 2015* which remain relevant. Some policies have been amended and additional policies developed in the context of the Stage 1 Approval SSD 6751 that has approved adaptive reuse of the Lands and Education Buildings for "*tourist accommodation, and ancillary uses*".

Some policies have also been sourced directly from the endorsed *Conservation Management Plan, The Lands Building prepared by the NSW Government Architect's Office dated March 2015* which has also been updated.

Because both the Lands and Education Buildings are being conserved and adaptivity reused as a combined hotel facility it is important that the revised policies in the updated Conservation Management Plans are of similar format.

6.2 PRINCIPAL CONSERVATION POLICIES

BACKGROUND
The Education Building has been identified as being of considerable heritage significance.

POLICY 6.2.1
Those aspects of the Education Building that make a defining contribution to its significance should be retained and celebrated in its adaptation for re-use as a hotel facility or future new use. New development or change should aim to minimise adverse heritage impacts.

POLICY 6.2.2
Conservation of the Education Building should be in the form of ongoing or new compatible uses for the building.

POLICY 6.2.3
The current adaptive reuse proposal for the Education Building as a hotel facility, linked to the Lands Building, requires that the proposal is informed by the aims of best conservation practice balanced with an understanding of the functionality and commerciality of tourism accommodation projects.

POLICY 6.2.4
Future changes to fabric, form and associated structural elements should respect the building's visual significance and architectural integrity, and respond accordingly.

POLICY 6.2.5
The Education Building's role as a landmark visual element in Farrer Place, Macquarie Place, Young Street, Loftus Street, Bent Street, O'Connell Street and Bridge Street should be retained.

POLICY 6.2.6
A key component of adaptation to hotel use must be increased public access to the building and increased interpretation of its significance.

POLICY 6.2.7
Any new work should be of design excellence and employ superior materials.

6.3 BUILDING OWNERSHIP, MANAGEMENT AND TENANCY

BACKGROUND
The Education Building has been in the ownership of the NSW State Government since its construction. Government Property NSW (GPNSW) is the nominated current owner on behalf of the NSW Government. The building is currently leased to the NSW Department of Education and Communities (formerly Department of Education and Training).

GPNSW have in September 2015 awarded Pontiac Land Group the right to lease and adaptively reuse the Education Building (as well as the neighbouring Lands Building) as a hotel.

The aim of this Conservation Management Plan is to set in place a framework for the future management of the building to protect and where possible to recover its heritage significance. The recommended lease structure envisaged by GPNSW is indicated in Figure 6.1.

POLICY 6.3.1 OWNERSHIP
Ownership of the building should remain as one lot with the NSW State Government to ensure that the NSW Government continues to monitor appropriate use and change to the Education Building.

POLICY 6.3.2 LEASING
Leasing of the Education Building is acceptable. However, any lease should be to a single entity (the head lessee) to ensure continuity of use within the building. Any sublease would need to be approved by the holder of the ground lease and must take into consideration any heritage impact.

The ground lease should be on the basis of a long term 'whole of building' lease, and not multiple leases for parts of the building. Strata subdivision is not appropriate.

The Section 170 obligations under the *NSW Heritage Act* still remain as GPNSW retains the ownership of the Education Building.

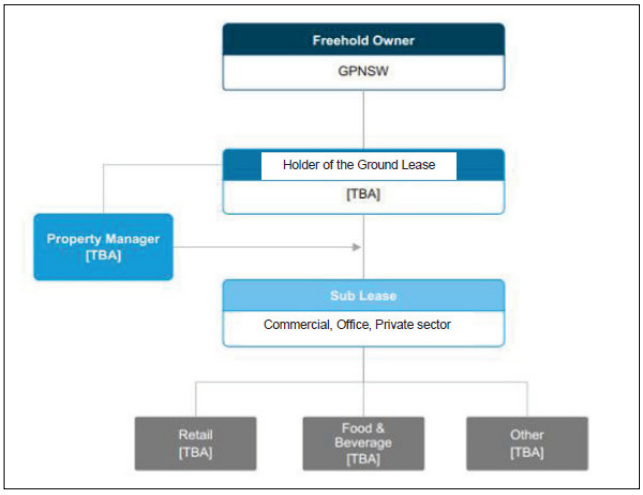


Figure 6.1
Recommended Lease Structure model for the Education Building as envisaged by GPNSW
Source: Macquarie Bank with City Plan Heritage Notes

POLICY 6.3.3 TENANCY FITOUT GUIDELINES
Tenancy fitout guidelines should be developed to advise retail/hospitality tenants of the cultural significance of the Education Building and the requirements for its ongoing conservation and management. Any future works relating to the retail and food and beverage use will require approval under the Heritage Act 1977, unless deemed State Significant Development.

POLICY 6.3.4 RESPONSIBILITY FOR ONGOING CARE
The management and financial responsibility for the ongoing care and maintenance of the Education Building should be incorporated into head lease obligations. This responsibility involves the employment of a strategy for the protection and ongoing care of significant fabric and spaces and the architectural integrity of the building.

POLICY 6.3.5 MANAGEMENT PROGRAMME
A Management Programme should be established and maintained that:
- Integrates conservation and maintenance into the overall management of the Education Building
- Disseminates the aims and objectives of this Conservation Management Plan to the appropriate building managers.
- Outlines the responsibilities at each staff level for implementing this Conservation Management Plan.

POLICY 6.3.6 ONGOING COMMITMENT
There shall be an ongoing commitment from the lessee and hotel manager to make adequate financial provision for the engagement of persons able to provide relevant and experienced conservation and management advice.

There shall be an ongoing commitment from the lessee and hotel manager to adopt and comply with this Conservation Management Plan or its future updates.

6.4 APPLICATION OF THE BURRA CHARTER

BACKGROUND

The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (known as the *Burra Charter*) is widely accepted in Australia as the underlying methodology by which all works to sites/ buildings that have been identified as having national, state and regional significance are undertaken.

POLICY 6.4.1

Because the Education Building is of demonstrated cultural significance, procedures for managing changes and activities for the site should be in accordance with the recognised conservation methodology of the *Burra Charter.*

BACKGROUND

In order to achieve a consistency in approach and understanding of the meaning of conservation by all those involved, a standardised terminology for conservation processes and related actions should be adopted. The terminology in the *Burra Charter* is a suitable basis for this.

POLICY 6.4.2 CONSISTENT TERMINOLOGY

The following terms apply to the historic fabric of the site and are included here to assist in understanding the intent of the conservation requirements in this section.

Place means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the *place* itself, its *fabric, setting, use, associations, meanings,* records, *related places* and *related objects*. Places may have a range of values for different individuals or groups.

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

Conservation means all the processes of looking after a *place* so as to retain its *cultural significance*.

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

Preservation means maintaining a *place* in its existing state and retarding deterioration.

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

Reconstruction means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.

Adaptation means changing a *place* to suit the existing *use* or a proposed use.

Use means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

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

Setting means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.

Related place means a *place* that contributes to the *cultural significance* of another place.

Related object means an object that contributes to the *cultural significance* of a *place* but is not at the place.

Associations mean the connections that exist between people and a *place.*

Meanings denote what a *place* signifies, indicates, evokes or expresses to people.

Interpretation means all the ways of presenting the *cultural significance* of a *place*.

6.5 PROTECTION OF THE SETTING

BACKGROUND

The Education Building is a landmark structure that occupies an entire city block in the historic heart of the Sydney CBD. It is part of a highly significant group of 19th and early 20th century government buildings on Bridge Street that includes the former Chief Secretary's Building, the former Treasury Building and Lands Department Building. It is an important historic visual element in the streetscapes of Bridge Street, Macquarie Place, Farrer Place, Young Street, Loftus Street, Bent Street, and O'Connell Street.

POLICY 6.5.1
Any proposals for alterations to the external facades or roof of the building must take into account the impact on the building's setting as seen from key viewpoints - principally from Bridge Street, Macquarie Place, Farrer Place, Young Street, Loftus Street, Bent Street, and O'Connell Street.

POLICY 6.5.2
The lessee and the hotel operator should work with the City of Sydney, the NSW Heritage Council and adjoining landowners to maintain or improve the relationship with adjacent heritage buildings, Macquarie Place, and Farrer Place.

POLICY 6.5.3 VISUAL SETTING
The visual setting around the Education Building should be carefully managed, in conjunction with the City of Sydney, so that its prominent role in the immediate locale is not diminished. Significant views to the building must be maintained. The ten primary significant views to the building (identified in Figure 3.3) must be maintained.

POLICY 6.5.4 NEW STRUCTURES IN THE SETTING
No new structures should be developed in the setting that adversely affect the visual presence or significance of the Education Building. Any required new structures should be complementary to the Education Building and subservient in scale and design.

POLICY 6.5.5 LANDSCAPE WORKS IN THE SETTING
Future landscape works within the setting but outside the lot boundary, should complement the presentation and significance of the Education Building.

POLICY 6.5.6 FARRER PLACE
The physical and visual setting of the building on Farrer Place forecourt should be maintained and preserved. Any work to Farrer Place must not have an adverse heritage impact on either the character of Farrer Place or on its role as a component of the setting of the Education Building.

6.6 PRINCIPLES FOR ADAPTIVE REUSE

BACKGROUND
With the exception of the Exceptionally significant sandstone clad facades and some Exceptionally significant spaces within the building, the remainder of the interiors and courtyard light well of the Education Building has been extensively modified.

POLICY 6.6.1
During preparation of schemes for future uses for the building, including the approved change of use as a hotel facility, care should be taken to respect the scale and character of the existing interior spaces of Exceptional significance, external openings and general character of the building.

POLICY 6.6.2
Installation of any new enclosures within the larger internal volumes of spaces of Exceptional significance should recognise the approach that such enclosures should be clearly expressed as new, self contained units and can be readily removed or altered in the future.

POLICY 6.6.3
With the exception of the spaces of Exceptional significance the remainder of the interior and courtyard light well of the building has been extensively modified and can accept further, high quality, sympathetic modification if it will support ongoing use or an approved new use.

POLICY 6.6.4
Internal divisions are permissible provided that they are reversible and do not read on the external facades, obscure any significant fabric such as windows openings, or views from those windows and are in accordance with the other conservation policies in this Conservation Management Plan.

POLICY 6.6.5
Location and visual presentation of new services within the building should generally remain subservient and respectful to the scale, dignity and presentation of the existing building.

POLICY 6.6.6
New internal elements should not attempt to replicate the original features. They should be of a contemporary design and character but remain respectful of the power, quality and character of the old.

POLICY 6.6.7
Alterations to the Education Building, particularly those that recover significance, can be undertaken as long as the important aspects of the original external character and significant fabric and spaces (particularly those of Exceptional and High significance) are retained, as these are integral to the heritage significance of the place.

POLICY 6.6.8
Alterations/works in materials, forms and details, shall respect and complement the existing fabric.

Period design and detailing should be restricted to the reconstruction or restoration of elements for which there is evidence of their original form and character, either in remnant fabric, architectural drawings or historic photographs (conjectural period detailing in

new work is not in accordance with the conservation philosophy of the *Burra Charter*).

The use of high quality, simple contemporary design is acceptable for new elements and is preferable to inappropriate period design. New work may be contemporary in character, materials and finishes as long as it is sympathetic and does not detract from or diminish the heritage significance of the place. For example, sympathetic work may be different in detail to the original design, but might employ similar materials, bulk, form, siting, character, details, colour or texture.

6.7 PRINCIPLES FOR PROPOSED CHANGE

POLICY 6.7.1

Generally, proposed changes that impact on heritage significance should only be considered if:

- The change is considered necessary to maintain the asset in working order;
- They support the conservation and maintenance of elements of that make a defining contribution to the place's heritage significance;
- They enable the removal of intrusive fabric, thereby re-capturing degraded aspects of significance;
- Care is taken to minimise adverse impacts on heritage significance;
- The change helps to maintain the security or safety of the heritage building, its significant elements and its users;
- There is no other alternative solution;
- New work is of design excellence and quality materials are used that are sympathetic to the significant fabric;
- The change supports a viable ongoing use;
- The change enables or increases public accessibility;
- The change enables increased interpretation; and
- Any change is reversible if it adversely affects elements that make a defining contribution to the place's heritage significance. Non-reversible change should not prevent future conservation action.

6.8 CONSERVATION WORKS

BACKGROUND

The aim of any conservation works should be to ensure that the existing fabric is stable, and to retard further deterioration without detracting from the cultural significance of the place. An understanding of the historical development and cultural significance of the place should be a prerequisite for all those involved in conservation works to the place.

It is essential that conservation works be undertaken in accordance with current conservation principles and methodologies. The current methodology stresses the need to document the reasoning behind the selection of a particular approach, either conservation or intervention, to enable those undertaking work in the future to understand the aims and intentions of a particular project.

Current conservation philosophy also stresses the importance of physical or documentary evidence when restoring or reconstructing significant places. Sufficient evidence must be available to ensure the accuracy and authenticity of the work proposed. Where such evidence is not available, and new work must be undertaken, such work should be complementary to the existing but contemporary in nature (refer to *Burra Charter* Article 20).

POLICY 6.8.1 DOCUMENTATION

Ensure that a record of the underlying methodology for each conservation or adaptive re-use project is maintained including:

- Documentation of the approach behind major decisions;
- Records of any testing or additional research undertaken;
- Preparation of a photographic archival recording should be carried out in accordance with the NSW Heritage Office publication: *Photographic Recordings of Heritage Items Using Film or Digital Capture*; and
- Appropriate archival storage of this record.

POLICY 6.8.2 CONSERVATION SCHEDULE OF WORKS

Prior to undertaking any conservation, adaptive reuse work or maintenance, a Conservation Schedule of Works should be prepared by a suitably experienced heritage specialist. This schedule should be a document that:

- Augments the assessment of cultural significance, by undertaking a more detailed investigation, recording and assessment;
- Contains a detailed assessment of the physical condition of the fabric;
- Determines the appropriate conservation methodologies; and
- Sets out a comprehensive schedule of conservation actions, based on the conservation policies.

A Conservation Schedule of Works has been prepared, in the context of the current Stage 2 Approval SSD 7484 adaptive reuse proposal, and appended to this Conservation Management Plan.

POLICY 6.8.3 METHODOLOGY FOR WORKS

Ensure that all conservation works, adaptive reuse works and maintenance programmes:

- Are undertaken in accordance with the aims and intentions of the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance (known as the *Burra Charter*);
- Are undertaken in accordance with the aims and intentions of this Conservation Management Plan, i.e. the statement of cultural significance and the assessment of significant spaces and fabric should be accepted as the basis for future planning and works;
- Are aimed at ensuring the retention and enhancement of the cultural significance of the Education Building generally; and
- Are co-ordinated by a project manager familiar with the philosophy, methodology and practice of heritage conservation.

POLICY 6.8.4 RECONSTRUCTION

Reconstruction should only be undertaken where there is sufficient documentary or physical evidence to ensure accuracy and authenticity.

POLICY 6.8.5

While reconstruction or reinstatement should return an element to a known earlier state, building practices or construction details which are known to be defective should not be adopted.

POLICY 6.8.6

As a rule repair and maintenance of significant fabric shall employ traditional materials and methodologies. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

POLICY 6.8.7 SALVAGE METHODOLOGY

A salvage methodology should be prepared to address the storage and potential reuse of significant architectural fabric that is proposed to be removed. The Salvage Methodology should be submitted to the Heritage Council or its delegate for approval prior to issue of a construction certificate.

6.9 TREATMENT OF FABRIC OF DIFFERENT GRADES OF SIGNIFICANCE

BACKGROUND

The conservation planning process, which is outlined within this Conservation Management Plan, has its guiding principle to protect and conserve the elements and fabric of the place that most clearly make a defining contribution to its significance. In consequence, conservation activities are assigned to the assessed level of significance.

Some elements of the Education Building are important in their own right. However, in general, the elements are significant in regard to their contribution to the significance of the place as a whole.

POLICY 6.9.1

In general, future changes should be focused on areas or components which provide a lesser contribution to the overall significance and are, therefore, less sensitive to change.

POLICY 6.9.2

The grading of individual elements within the spaces may vary greatly (e.g. there may be individual elements of Little significance in a space identified as being of Exceptional significance) and hence each space or element should be considered in detail on a case-by-case or room-by-room basis. This assessment should be made by a qualified and experienced conservation architect or heritage consultant.

POLICY 6.9.3 ELEMENTS OF EXCEPTIONAL SIGNIFICANCE

- In areas of Exceptional significance, aim to retain all significant fabric as a first conservation option.
- Any work which affects fabric, spaces or relationships with an Exceptional assessed heritage value should be generally confined to preservation, restoration, reconstruction or extremely careful adaptation as defined in the *Burra Charter* and should be closely managed.
- If adaptation is necessary for the continued viable use of the place, minimise extent of change and impact on significance.
- Work involving the alteration, reduction (or even the removal) of a particular element may be an acceptable option where it is necessary for the effective reuse and proper function of the place and does not reduce,the overall significance of the place.
- Give preference to changes that are reversible.
- Undertake all new work in accordance with the policies in this Conservation Management Plan.
- Prior to any change, full archival recording is essential.

POLICY 6.9.4 ELEMENTS OF HIGH SIGNIFICANCE

- In areas of High significance, aim to retain all significant fabric as a first conservation option.
- Any work which affects fabric, spaces or relationships with an High assessed heritage value should be generally confined to preservation, restoration, reconstruction or extremely careful adaptation as defined in the *Burra Charter* and should be closely managed.
- If adaptation is necessary for the continued viable use of the place, minimise extent of change and impact on significance. Some adaptation of elements may be acceptable, particularly where

this process might assist in the continuing viability and use of the site.
- Work involving the alteration, reduction (or even the removal) of a particular element may be an acceptable option where it is necessary for the effective reuse and proper function of the place and does not reduce the overall significance of the place.
- Give preference to changes that are reversible.
- Undertake all new work in accordance with the policies in this Conservation Management Plan.
- Prior to any change, full archival recording is essential.

POLICY 6.9.5 ELEMENTS OF MODERATE SIGNIFICANCE

- In areas of Moderate significance, aim to retain all significant fabric as a first conservation option.
- Any work which affects fabric, spaces or relationships with a Moderate assessed heritage value should be generally confined to preservation, restoration, reconstruction or adaptation as defined in the *Burra Charter*.
- If adaptation is necessary for the continued viable use of the place, minimise extent of change and impact on significance. Some adaptation of elements may be acceptable, particularly where this process might assist in the continuing viability and use of the site.
- Work involving the alteration, reduction (or even the removal) of a particular element may be an acceptable option where it is necessary for the effective reuse and proper function of the place and does not reduce the overall significance of the place.
- Undertake all new work in accordance with the policies in this Conservation Management Plan.

POLICY 6.9.6 ELEMENTS OF LITTLE SIGNIFICANCE

Elements with a Little assessed significance are of slight heritage value and do not intrude on the place in a way that reduces significance. Both retention and removal are acceptable options.

POLICY 6.9.7 INTRUSIVE ELEMENTS

Intrusive elements reduce the overall significance of the place, despite their role as illustrations of continuing use. The preferred long-term option is for their removal or replacement in a way which helps retain or recapture the significance of the overall item.

POLICY 6.9.8

Where possible, damage or scarring to significant fabric caused by earlier fit-outs or service installations should be repaired to match the original and original fabric repaired.

POLICY 6.9.9

In order to reinstate, or reconstruct, parts of the building, sufficient information must be available to guide the design and documentation of the work. Such information includes documentary evidence, archaeological material and evidence held within the fabric of adjacent components. Reinstatement of missing fabric, or detailing known to be consistent with such traditional buildings, or reconstruction, should only take place within the context of retention of cultural significance of a particular element and of the building.

POLICY 6.9.10

Examples of any Exceptionally or Highly significant fabric or fittings that must be removed should be identified in a Salvage Methodology Report, catalogued in a Site Heritage Register, carefully dismantled and stored on-site for possible future reinstatement or repair. Ad hoc removal of significant fabric should not occur.

POLICY 6.9.11

Removal of any significant fabric, not identified in the current Stage 2 Approval SSD 7484 application, or its modifications, requires approval.

6.10 BUILDING EXTERIOR

BACKGROUND

All external (street) facades of the building to the top of the sandstone parapet are of Exceptional heritage significance. In recent times some intrusive modifications have been carried out to the facades of Loftus and Young Streets, with the replacement of certain original sandstone elements with unsuitably coloured Wondabyne grey sandstone.

Similarly modifications to the roof including the 1970s lift motor room and 1990s cooling towers are also considered to be of Little significance.

The Stage 1 Approval SSD 6751 approved a notional additional envelope for a vertical extension above part of the Education Building. It is accepted that additional development will be necessary to effectively facilitate the adaptive reuse of the Education Building as a hotel facility. Any vertical additions will need to be designed to retain and protect the sky lanterns over the Gallery, Annex and eastern spaces, and be setback from the stone parapet in a manner that respects and complements the building's significant architectural style, features and form.

POLICY 6.10.1 ROOF TOP SKY LANTERNS

The Exceptionally significant copper clad roof top sky lanterns with vents, located over the Gallery, Annex and eastern spaces, have been variously modified and

are in poor to fair condition. They are to be retained and conserved. Consideration should be given to repairing any damaged copper fabric to match and removing or repairing the currently inoperable interior sun blinds.

POLICY 6.10.2 ROOFTOP

The flat, trafficable nature of the rooftop at the northern end of the building, surrounding the sky lanterns, located over the Gallery, Annex and eastern spaces, should be retained, although the surface treatment can be upgraded.

POLICY 6.10.3 SANDSTONE FACADES

The Exceptionally significant sandstone clad facades are to be retained and conserved. As a rule there are to be no changes to existing window or door openings and no cutting or chasing with the exception that existing sandstone fabric below windows could be cut down to provide access to the currently inaccessible balconies. It may also be acceptable to sympathetically alter some Lower Ground window openings on the south west canted facade to increase public accessibility.

POLICY 6.10.4

Any interventions for essential services compliance or operational requirements such as fire egress, Fire Brigade requirements, Ausgrid requirements, DDA or BCA compliance etc. should be carefully managed with the input of a conservation architect or heritage consultant.

POLICY 6.10.5 FENESTRATION

As a rule retain and conserve the existing steel framed windows with brass hardware located on the exterior sandstone clad facades. Any interventions required for essential compliance or operational purposes, such as glazing upgrading or increased accessibility, should be carefully managed with the input of a conservation architect or heritage consultant.

There is scope to sensitively alter or replace the steel windows, located above balconies on the exterior sandstone clad facades, if these openings are to be altered to provide access to the currently inaccessible balconies. There is also scope to alter or replace some of the steel windows and grilles in the Lower Ground window openings on the south west canted facade to increase public accessibility.

There is greater scope to further modify, relocate or remove the steel framed windows overlooking the modified courtyard light well.

POLICY 6.10.6 ENTRANCE DOORS

The Exceptionally significant timber entrance doors on Bridge and Loftus Streets should be retained and conserved.

The Exceptionally significant bronze clad entrance doors on Farrer Place should be retained and conserved.

Sympathetic alterations to the existing twin fire exits and service door on Young Street may be acceptable.

POLICY 6.10.7 ENTRANCE GATES AND SECURITY GRILLES

The Exceptionally significant painted steel entrance gates and security grilles should be retained and conserved.

Any interventions to improve accessibility or for essential services compliance or operational requirements such as fire egress, Fire Brigade requirements, Ausgrid requirements, DDA or BCA compliance etc. should be carefully managed with the input of a conservation architect or heritage consultant.

6.11 VERTICAL EXTENSION

POLICY 6.11.1 BUILDING FORM

Retain the existing sandstone-clad component of the historic building when seen from the public domain.

POLICY 6.11.2 VERTICAL EXTENSION

Vertical extensions up to the height identified in the Stage 1 Approval SSD 6751 (or its approved modifications) approved envelope are permissible.

POLICY 6.11.3

Any roof top additions must be designed in a well articulated manner, and to be scaled and sited such that they do not challenge the architectural scale, power and dominance of the main building volume.

POLICY 6.11.4

Any vertical additions should be designed to be setback from the stone parapet in a manner that respects and complements the building's significant architectural style, features and form.

POLICY 6.11.5

Additions involving any adverse intervention to the roof top sky lanterns, located over the Gallery, Annex and eastern spaces, should not be permitted.

POLICY 6.11.6

Any roof top additions must be of contemporary design, be of design excellence and must employ superior construction materials that are sympathetic to the significance and appearance of the historic building.

6.12 COURTYARD LIGHT WELL

BACKGROUND

The form of the building with its central courtyard light well is a significant and integral feature of the design of the building. It was once critical to the amenity of the building in terms of natural lighting and ventilation. Currently it is highly modified, utilitarian and aesthetically disappointing.

In the context of the Stage 1 Approval SSD 6751 approved change of use, there may be opportunities to further modify the courtyard light well. There may be opportunities to explore a creative interpretation of the initial design concept for a formal landscaped courtyard setting.

POLICY 6.12.1

There is an opportunity to undertake sympathetic works in the modified courtyard area to increase its amenity and usefulness in the context of the new use.

POLICY 6.12.2

The concept of a light well courtyard should be retained, however the courtyard light well may be redesigned and fabric sensitively altered to better support the new approved use and, potentially, to creatively interpret the initial design concept for a formal landscaped courtyard setting.

POLICY 6.12.3

Any alterations and additions to the courtyard light well must be of design excellence and employ superior construction materials that are sympathetic to the significance and appearance of the historic building.

POLICY 6.12.4

It is acceptable to further alter or demolish the modified courtyard light well fabric including the 1929 toilet block to the south, the modified 1915 toilet block to the west and the 1990's steel and glass additions within the courtyard light well and other original or early fabric provided that the replacement courtyard light well fabric is of design excellence, that it effectively supports the new use and increases public access and enjoyment of this currently utilitarian space.

6.13 SUBSURFACE DEVELOPMENT

BACKGROUND

The Stage 1 Approval SSD 6751 identifies an indicative subterranean building envelope below the Lands Building and Education Building, under Loftus Street, Farrer Place and Gresham Street.

POLICY 6.13.1 SUBSURFACE DEVELOPMENT

There is an opportunity to incorporate new subsurface development under the Education Building within the Stage 1 Approval SSD 6751 approved indicative subterranean envelope. New subsurface facilities may be developed subject to due consideration of archaeological constraints and provided it protects those elements and spaces that make a defining contribution to the building's heritage significance.

It is accepted that much of the Lower Ground Level slab will have to be replaced with a new concrete slab to span any new basement spaces.

Any proposed subsurface development should consider the historical archaeological potential of the site, in particular the potential for State significant archaeological deposits. Refer to Curio Projects Archaeological Assessment for further recommendations.

6.14 SUBTERRANEAN LINK

BACKGROUND

The Stage 1 Approval SSD 6751 identifies an indicative subterranean building envelope below the Lands Building and Education Building, under Loftus Street, Farrer Place and Gresham Street.

POLICY 6.14.1 SUBTERRANEAN LINK

A subterranean link between the Education and Lands Building may be developed subject to due consideration of archaeological constraints and provided it protects those elements and spaces that make a defining contribution to the building's heritage significance.

Any proposed subterranean link should consider the historical archaeological potential of the site, in particular the potential for State significant archaeological deposits. Refer to Curio Projects Archaeological Assessment for further recommendations.

6.15 BUILDING INTERIOR

BACKGROUND

The building structure, from both phases of its original construction, is of heritage significance.

The concrete slabs in both phases of the building are understood to be only approximately 100mm thick. In order to achieve BCA compliance it is understood that substantial sections of the concrete and steel structure will need to upgraded or replaced to meet seismic requirements.

POLICY 6.15.1 STRUCTURE

Aim to minimise demolition of structural elements of the original c.1915 and c.1930 building phases. It is

accepted that substantial components of the original concrete and steel structure may need to be replaced or altered.

Penetrations, risers and alterations to the retained concrete slabs are to be minimised.

POLICY 6.15.2 STRUCTURAL SPECIALISTS

Advice regarding the repair or adaptation of structural elements in-situ should be sought from an engineer with specialist knowledge of the construction of early 20th century buildings.

BACKGROUND

The building, in both phases of construction, was designed on the open plan principle with lightweight timber and glass partitions or “borrowed lights” used for flexibility of fit-out and to facilitate natural lighting and ventilation. Subsequent changes have seen the original partitions removed.

POLICY 6.15.3 SUBDIVISION OF INTERNAL SPACES

Subdivision and installation of partitions is acceptable in the modified office areas of Moderate or Little significance. There should be no partitions installed abutting window glazing. All new partitions should generally be light weight, reversible.

POLICY 6.15.4 GUEST ROOM PLANNING

Guest rooms and bathrooms should be planned to minimise the impacts of required service risers.

BACKGROUND

The appropriate use of colour is an important aspect in the conservation and interpretation of historic buildings.

POLICY 6.15.5 COLOUR

Future exterior colour schemes should be informed by research of earlier schemes or be limited to those schemes commonly used on buildings of the period.

POLICY 6.15.6

Strategic investigation of previous interior colour and decorative schemes should be undertaken by a suitably experienced consultant to determine if they might be suitable for full or partial reinstatement.

If full or partial reinstatement is not desired then consideration should be given to revealing a paint scraped panel of the significant original paint finishes in select locations if they are found to be of historic interest. This work should be carried out by a suitably experienced consultant and could become a component of the heritage interpretation of the building.

POLICY 6.15.7

New interior colour schemes are permissible providing that they are sympathetic to the presentation and significance of the building. If new colour schemes are instituted then care should be taken to retain evidence of historic paint finishes during surface preparation.

Any changes to exterior or interior colour schemes, details and finishes should be developed with the input of a suitably experienced conservation architect or heritage consultant.

POLICY 6.15.8 LOFTUS STREET VESTIBULE AND STAIRCASE

The significant Loftus Street vestibule and staircase should be retained and conserved. There is the potential to open up the modified eastern wall of the space to facilitate increased public visibility and accessibility.

POLICY 6.15.9 FARRER PLACE VESTIBULE AND STAIRCASE

The significant Farrer Place vestibule, which may become the main hotel entrance, should be retained and conserved. There is the potential to open up the modified northern wall of the space to facilitate increased public visibility and accessibility.

POLICY 6.15.10 BRIDGE STREET VESTIBULE AND STAIRCASE

The significant Bridge Street vestibule, remnant lower section of staircase and Level 2 landing, which could become a secondary hotel entrance, should be retained and conserved. There is the potential to reopen the original southern window openings.

POLICY 6.15.11 LEVEL 2 MINISTERIAL SUITE

The significant set of four offices including the Ministerial Boardroom on Level 2 should be retained and conserved.

POLICY 6.15.12 LEVEL 7 GALLERY AND ANNEX

The significant Level 7 Gallery and Annex should be retained and conserved. New uses should ideally exploit the grand sense of continuous space and the top lit nature of the rooms.

Opportunities to integrate the eastern spaces (also top lit) with the Gallery and Annex should be explored.

Opportunities could be explored to incorporate artwork into the space that reflects its historical role as an art exhibition space.

POLICY 6.15.13 LEVEL 7 STAIRCASE AND FARRER PLACE STAIRCASE

The northern Level 7 service staircase, that provides access from Level 7 to the roof, and the Farrer Place staircase can be modified or demolished.

POLICY 6.15.14 INTERIOR FITOUTS

Interior fitouts and furnishings should be of high quality contemporary design and character but remain respectful of the significance and presentation of the historic building.

6.16 PRINCIPLES FOR DESIGN OF NEW ELEMENTS

POLICY 6.16.1 NEW ELEMENTS

New elements should not attempt to replicate the original features. They should be of a contemporary design and character but remain respectful of the power and mixed character of the old, in accordance with Article 22.2 of the *Burra Charter*.

POLICY 6.16.2 DESIGN EXCELLENCE

New elements must be of design excellence and employ superior construction materials that are sympathetic to the significance and appearance of the historic building.

6.17 SERVICES

BACKGROUND

Few original historic building services appear to remain in the building.

POLICY 6.17.1

To achieve the most effective and efficient outcome the approach should be a 'whole of building' solution, rather than piecemeal.

POLICY 6.17.2 UPGRADE OF SERVICES

Ensure that the upgrading of services and/or planning for new services:

- Minimises the impact on significant fabric;
- Locates services in areas of lesser significance or areas already containing services;
- Uses the existing penetrations as much as possible; and
- Avoids areas of potential archaeological sensitivity.

POLICY 6.17.3 LOCATION AND VISUAL PRESENTATION OF NEW SERVICES

Location and visual presentation of new services within the building should generally remain subservient and respectful to the scale, dignity and presentation of the existing building.

POLICY 6.17.4

The introduction of new services within spaces identified as being of Exceptional significance requires careful attention. The work should aim to be reversible wherever possible, with minimal impact on significant fabric.

POLICY 6.17.5 RECORDING OF ORIGINAL OR EARLY SERVICES

Retain and conserve or record evidence of any original or early services if uncovered in the course of maintenance or proposed modifications to services installations.

POLICY 6.17.6 REDUNDANT SERVICES

Redundant, non-significant services should be removed carefully to avoid damaging original fabric.

POLICY 6.17.7 NEW SERVICES

Where new services or upgrading of existing services are required (communication, fire, electrical and plumbing), these should be sympathetic to the original design intent. They should be introduced discreetly in areas of lesser significance to avoid damage to significant fabric and avoid visual impact on significant spaces.

POLICY 6.17.8 CONSERVATION ARCHITECT / HERITAGE CONSULTANT

All proposed modifications and related penetrations should be approved by a conservation architect or heritage consultant on site.

BACKGROUND

The Stage 1 Approval SSD 6751 identifies an indicative subterranean building envelope below the Lands Building and Education Building, under Loftus Street, Farrer Place and Gresham Street and has approved the change of use of both the Education and Lands Building for hotel use.

POLICY 6.17.9

Because the Lands Building is of greater significance and more intact than the Education Building there is an opportunity to concentrate plant required for the entire development in the Education Building, thereby mitigating potential adverse impacts on the Lands Building.

6.18 CODE COMPLIANCE

POLICY 6.18.1

Required initiatives to meet the requirements of the National Construction Code (including the Building Code of Australia and the Plumbing Code of Australia) and other codes and standards must be carefully designed to avoid unacceptable adverse heritage impacts.

POLICY 6.18.2

Required initiatives to meet the requirements of public utilities, such as the NSW Fire Brigade and Ausgrid, must be carefully designed to avoid unacceptable adverse heritage impacts.

POLICY 6.18.3
Future adaptations and upgrades of the Education Building must aim to meet the requirements of the National Construction Code, particularly in regard to protection against fire. Where there is a conflict between the National Construction Code and the heritage significance of the building, alternative options to enable compliance should be investigated, including performance fire engineered solutions. However if it can be demonstrated that the alteration is absolutely essential then such alteration must be made in accordance with the policies in this Conservation Management Plan.

POLICY 6.18.4
If original or early architectural elements have to be removed or concealed in order to achieve code compliance, then the appropriate approach should be one of "reversibility" and the minimisation of damage.

POLICY 6.18.5
A strategy should be developed which seeks to address Code compliance from a whole of building perspective to avoid piecemeal solutions that may have an incremental adverse heritage impact.

6.19 ACCESS

BACKGROUND
An objective of the *Disability (Access to Premises - Buildings) Standard 2010,* made under the *Commonwealth Disability Discrimination Act 1992 (DDA)* is 'to ensure that dignified, equitable, cost-effective and reasonably achievable access to buildings, and facilities and services within the building, is provided for people with a disability'. However, if strict adherence to the provisions of the *DDA* is likely to have an adverse heritage impact on significant fabric, this may be considered unjustifiable hardship under the terms of the Act. In such cases expert consultancy advice should be sought to investigate alternative compliance provisions.

POLICY 6.19.1
The lessee and hotel operator is encouraged to investigate best international practice equitable access solutions to improve the accessibility of the building to all citizens and visitors.

POLICY 6.19.2
Any changes to the site required to improve public access should also be made in accordance with the other policies in this Conservation Management Plan.

POLICY 6.19.3
Where compliance with the DDA is likely to have an unacceptably adverse heritage impact on significant fabric, formal advice on alternative means of compliance shall be sought from expert consultants.

Where there is a conflict between the DDA and the heritage significance of the building (particularly the retention of fabric of Exceptional or High significance), alternative options to achieve compliance should be investigated.

However if it can be demonstrated that the alteration is absolutely essential then such alteration must be made in accordance with the policies in this Conservation Management Plan.

BACKGROUND
The Education Building is a significant public building within the Sydney CBD. Currently the public is only able to access the public foyers off Bridge Street and Farrer Place. A change of use as a hotel facility offers an opportunity to make this historic building more accessible to the public.

POLICY 6.19.4
The lessee and hotel operator must ensure that the public areas of the hotel remain publicly accessible and that members of the public, who may not be staying in the hotel, are able to access the public areas of the building.

Greater access to areas of the building which are normally only accessed by hotel guests should also be available on regular organised heritage tours.

6.20 SIGNAGE

BACKGROUND
Due to the detailed stone façade of the building opportunities for new external signage are limited.

POLICY 6.20.1 EXISTING BUILDING SIGNAGE
Where the historic names of the building, the Department of Education and the Department of Agriculture, are either inscribed in the historic trachyte or sandstone fabric of the building or on brass plaques or other metal signs above or beside major entrances, these exterior inscriptions and signs shall be retained and conserved.

Any historic references, integral to the fabric, to the Department of Education, the Department of Agriculture and the Department of Public Instruction that remain within the building should remain on site.

POLICY 6.20.2
All original and early internal signage assessed as being of High or Exceptional heritage significance should be retained either in situ or catalogued and

stored on site to enable potential future reinstatement or reuse.

POLICY 6.20.3 NEW SIGNAGE

New signage should be:

- Easily removable without damage to the facade;
- Consistent in design to the architectural form of the building to which it is attached;
- Harmoniously integrated with the architecture of the building and should not obscure nor damage any significant features or heritage fabric.
- Of a high standard of materials, construction and graphics;
- Appropriately located on the building and of a compatible design and style, with appropriate lettering; and
- In accordance with a whole-of-building Signage Strategy addressing building, entrance, tenant, wayfinding, statutory, and interpretive signage.

POLICY 6.20.4

There is an opportunity to install a stand-alone sign in Farrer Place beside the main entry or for new signage to be located on the proposed vertical extension.

POLICY 6.20.5

Visually dominant illuminated signs affixed to the exterior of the building (other than statutory signs) are not appropriate.

6.21 LIGHTING

BACKGROUND

The Education Building has a grand sandstone façade of outstanding aesthetic quality. Appropriate external lighting could enhance the public's appreciation of the building.

POLICY 6.21.1

New exterior lighting should be:

- Carefully designed to complement the architecture of the building;
- Of high quality, visually recessive, discreet fittings;
- Appropriately located on the building and of a compatible design and style; and
- In accordance with a whole-of-building Exterior Lighting Strategy.

POLICY 6.21.2

Any exterior illumination of the building should highlight architectural features rather than floodlighting whole facades. Care should be taken to ensure that over-illumination does not occur. The fixing of any lighting and associated cabling to significant exterior fabric will require specialist advice in order to avoid any damage to heritage fabric.

POLICY 6.21.3

All original and early interior light fittings assessed as being of High or Exceptional heritage significance should be retained either in situ or catalogued and stored on site to enable potential future reinstatement.

6.22 INTERPRETATION

BACKGROUND

Interpretation is a valuable means of communicating the significance of a site to its current users and other members of the public. An Interpretation Strategy is a site specific document that identifies how this can be best achieved.

POLICY 6.22.1 INTERPRETATION STRATEGY

A separate Interpretation Strategy should be prepared by a suitably qualified consultant and its recommendations implemented.

POLICY 6.22.2

The Interpretation Strategy should be based on the principal themes related to all aspects of the site's heritage significance, and recommend appropriate and creative means of interpretation.

POLICY 6.22.3

The Interpretation Strategy should take into account the significant movable heritage items.

POLICY 6.22.4

As part of the change of use of the building the vacating Department could consider an archival and celebratory record of its heritage value as a public institution, potentially including:

- A well-researched and illustrated professional history, including personal stories of past and present occupants (i.e. oral histories);
- A professional digital video recording including personal stories of past and present occupants;
- An assessment of the Education Building's social significance to the community; and
- A 3D scanning of the building.

6.23 APPROPRIATE SKILLS AND EXPERIENCE

BACKGROUND

When conserving the heritage values of a place with considerable heritage significance such as the Education Building, it is particularly important to seek advice from heritage specialists (such as conservation architects, heritage consultants or historical archaeologists) when planning or implementing conservation works, repairs and maintenance or when proposing major changes to the place.

This input should be sought at the concept stage of any proposal, rather than seeking advice on potential impacts once a scheme has been developed and expectations set. This is likely to reduce the amount of redesign, and will ease potential problems and delays with the approvals process and the undertaking of work on site.

It is appropriate to engage a conservation architect or heritage consultant in any proposed work involving alteration to significant fabric. Technical advice and building work should only be undertaken by consultants and contractors with proven heritage experience and expertise in their relevant fields.

It is important that all staff and contractors who are physically undertaking maintenance, repairs or new work have an understanding of the key heritage values of the place. Many negative impacts occur unintentionally, despite careful planning because the on-site personnel were not aware of heritage issues, or are inexperienced in working with historic building fabric, traditional materials and building techniques, and in areas with archaeological potential.

POLICY 6.23.1
The approach to the conservation of the historic building fabric should be based on a respect for the existing significant fabric. Competent direction and supervision should be maintained at all stages, and any building, conservation, decorating or maintenance work should be implemented by professionals and/or tradespeople with appropriate conservation experience and knowledge of traditional building skills.

Where any significant fabric or spaces are to be disturbed, the advice of a suitably experienced heritage consultant or conservation architect is to be sought and implemented.

Similarly, where any archaeological advice or investigation is required, it is appropriate to seek the advice of a suitably experienced and qualified historical archaeologist.

POLICY 6.23.2
Prior to commencing work on the site all design professionals and tradespeople working on the Education Building should be required to undertake an induction on the heritage significance and sensitivities of the building and be provided with either access to the relevant sections of this Conservation Management Plan or a concise heritage information briefing note that explains the heritage significance and sensitivities of the building.

POLICY 6.23.3
Conservation work to the exterior sandstone clad facades shall be of the best quality craftsmanship, commensurate with the level of skills and quality of materials used in the original construction of the building.

6.24 ONGOING MAINTENANCE

BACKGROUND
Maintenance is the single most important process in the conservation of heritage items. To ensure the conservation of the cultural significance of the building it is essential that maintenance be undertaken in accordance with recognised conservation principles. Following completion of the conservation and adaptive reuse works, it is recommended that a programme of regular maintenance for the building be formally established, aimed at the prevention of deterioration of fabric. The ongoing maintenance programme should be closely co-ordinated with the policies of this Conservation Management Plan. It should be guided by the recommendations of various condition reports commissioned in recent years into specific elements such as steel windows, stonework etc.

POLICY 6.24.1
It is the responsibility of the building owner, lessee and hotel operator to insure that the building is maintained and repaired to standards that are not less than the *Minimum Maintenance and Repair Standards* imposed by the 1999 Amendments to the *NSW Heritage Act*.

POLICY 6.24.2
Ensure there is an ongoing commitment from the lessee to the development and implementation of a regular planned maintenance programme, to involve regular inspections and testing of all fabric and services with prompt follow up maintenance and repair if needed.

POLICY 6.24.3
Following completion of the conservation and major adaptive reuse works, the recommendations identified in the appended Ongoing Maintenance Schedule should be implemented. Regular inspections should be carried out and remedial action taken to minimise deterioration of building fabric due to the effects of weathering and use.

POLICY 6.24.4
The Ongoing Maintenance Schedule should be supported by detailed reports commissioned from expert consultants - particularly in regards to the maintenance of sandstone facade fabric, steel windows, wrought iron gates and security grilles and copper lanterns.

POLICY 6.24.5
Schedule routine maintenance inspections and undertake regular maintenance of the building with particular emphasis on maintenance of elements

of Exceptional and High heritage significance or elements of lower significance whose condition would affect elements of Exceptional and High heritage significance. Instigate maintenance as soon as deterioration is identified, so as to avoid more serious problems and costly capital works at a later date.

POLICY 6.24.6
In addition to regular maintenance activities, prompt preventative action and repair should be taken as necessary.

POLICY 6.24.7
The Ongoing Maintenance Schedule should be reviewed and updated every ten years or after major programmes of upgrading or reuse.

POLICY 6.24.8
No maintenance or repair work should negatively impact on the significance of the fabric. It is essential that maintenance works do not result in incremental negative heritage impacts, irreversible change or use of inappropriate materials.

POLICY 6.24.9 FINANCIAL RESOURCES
The lessee and hotel operator will be responsible to make adequate financial resources available for the development and implementation of a planned regular maintenance programme, to involve regular inspections and testing of all significant fabric and services relevant to such fabric, with prompt follow-up and repairs if needed.

POLICY 6.24.10 RESPONSIBILITY FOR MAINTENANCE PROGRAMME
The person(s) responsible for the implementation of the maintenance programme for the site should be familiar with good maintenance practices and the appropriate conservation methodology relevant to any proposed maintenance works.

POLICY 6.24.11 APPROPRIATE SPECIALISTS
All works, including regular inspections and maintenance of historic fabric, shall be undertaken and supervised by persons qualified and experienced in dealing with works of a specialist heritage nature and the particular materials involved.

POLICY 6.24.12
Ensure that repairs to historic fabric are undertaken using appropriate high quality materials and workmanship to match the existing historic fabric.

POLICY 6.24.13
Heritage management requirements and method specifications should be included in all maintenance and repair contracts that involve historic fabric.

POLICY 6.24.14
When planning maintenance and repair works to historic fabric, detailed specifications should be developed in consultation with an experienced heritage specialist. Note that some activities may be subject to approval under the *NSW Heritage Act*.

POLICY 6.24.15
An up-to-date record of all maintenance and repair work undertaken on the building shall be maintained by the lessee and hotel operator.

6.25 MANAGEMENT OF ABORIGINAL AND HISTORICAL ARCHAEOLOGICAL RESOURCES

BACKGROUND
Archaeological relics of local and State significance are protected under the *NSW Heritage Act (1977)* and Aboriginal objects and places are protected under the *National Parks and Wildlife Act (1979)*.

The Aboriginal and historical archaeological potential of the site has been assessed numerous times, and most recently, 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.

The Curio assessment concludes with respect to Aboriginal archaeology that the site does not contain any previously registered Aboriginal sites but would have been a focus for Aboriginal occupation prior to the establishment of the Sydney colony in 1788. The study area has been assessed by Curio Projects to have a *low level of potential* for Aboriginal archaeological deposits that would be of *high scientific significance* if found.

The Curio assessment concludes with respect to historical archaeology that the site has the potential to contain *State significant archaeological relics* associated with all phases of development at the site, including archaeological relics associated with Phase 1 – Establishment of the Colony (1788-1810), Phase 2 – Macquarie Era (1810-1876) and Phase 3 – Lands and Education Buildings (1876-1893). The Curio assessment considers it likely that the historical archaeological resource will have been subject to various levels of disturbance.

The management protocol for the discovery of unexpected Aboriginal objects at the site has been prepared by Curio Projects in consultation with the Aboriginal community and is identified in the report titled *Aboriginal Cultural Heritage Methodology and*

Methodology for Unexpected Aboriginal Archaeology – Sandstone Precinct, Bridge St, Sydney prepared by Curio Projects, October 2016.

The policies in this Section have been formulated and provided by Curio Projects for inclusion in this Conservation Management Plan, as reproduced in italics below.

POLICY 6.25.1
Aboriginal objects and places, if unexpectedly discovered on the site, should be managed in accordance with an unexpected Aboriginal objects protocol developed for the site, contained within Appendix C of the Archaeological Assessment that is appended to this CMP, and must be conserved in accordance with the requirements of the National Parks and Wildlife Act (1979).

POLICY 6.25.2
Should significant Aboriginal objects and places be unexpectedly discovered, excavation should cease in the area, and project archaeologists and project Registered Aboriginal Parties contacted (as per 'Proposed Methodology for Unexpected Aboriginal Archaeology', Section 6.2 in Appendix C to the Archaeological Assessment by Curio Projects: Aboriginal Cultural Heritage Methodology and Methodology for Unexpected Aboriginal Archaeology). If required, following appropriate archaeological investigation, any significant Aboriginal objects and places should be interpreted within a suitable location on site, in an appropriate form, where relevant. Consultation with the Aboriginal community identified as having a cultural connection to the site would help to inform an appropriate interpretative outcome.

POLICY 6.25.3
All bones uncovered during project works should be treated with care as they have the potential to be human remains. The project-specific Excavation Director will need to assess the remains to determine if they are human, or non-human. Additional specialist advice may need to be sought (a qualified forensic or physical anthropologist). If the unidentified bones are determined to be human, the likely ancestry (Aboriginal or non-Aboriginal) and burial context (archaeological or forensic) will need to be determined. If the unidentified bones are from a recently deceased person (less than 100 years old), the police must be notified immediately as per the obligations to report a death or suspected death under Section 35 of the Coroner's Act 2009 (NSW). It should be assumed that the police will then take command of the site until otherwise directed. If the bones are likely to be older than 100 years old, and potentially Aboriginal, then the Metropolitan Local Aboriginal Land Council, and OEH Heritage Team must be notified immediately. If the bones are likely to be older than 100 years old, and likely to be non-Aboriginal then the NSW Heritage Division and DPE must be notified immediately.

POLICY 6.25.4
As the site has been identified as having the potential to contain State significant relics (Curio, 2016), subsurface disturbances must be designed to have as little impact, as is practical, so that the destruction of, or disturbance to potential State significance resources is minimised as much as possible.

POLICY 6.25.5
Where works are proposed to be carried out in close vicinity to known or potential archaeological relics that are proposed to be retained in situ (i.e. not intended to be impacted upon by the proposed development works), appropriate strategies must be put in place to ensure that all construction work, including the use of heavy machinery, will not accidentally disturb or compact any relics proposed to be conserved.

POLICY 6.25.6
Prior to the commencement of any works that may result in the discovery, disturbance or destruction of historical archaeological relics of State or local significance on site an archaeological assessment prepared for the site by an appropriately qualified historical archaeologist in accordance with the NSW Heritage Council "Archaeological Assessment Guidelines" (1996) must be used as the basis for determining an appropriate mitigation for any proposed historical archaeological impacts.

POLICY 6.25.7
Prior to the commencement of any works within the curtilage of the site that may result in the discovery, disturbance or destruction of historical archaeological relics of State or local significance, an archaeological Research Design and Excavation Methodology must be prepared by an appropriately qualified historical archaeologist. The proposed research design and excavation methodology must be approved by the NSW Heritage Division in accordance with a Section 60 application under the NSW Heritage Act (1977) prior to the commencement of works onsite. Where the proposed works form part of a State Significant Development Application, a S60 application would not be required to be submitted to the NSW Heritage Division. Instead, the consent authority would be the Department of Planning and Environment.

POLICY 6.25.8
An appropriately qualified historical archaeological Excavation Director who meets with the NSW Heritage Council State Significant Excavation Director requirements must be nominated as the Excavation Director for any excavation or ground works program that is likely to impact on areas with the potential to contain historical archaeological relics. The Excavation

Director is required to undertake all archaeological investigations, including archaeological monitoring and detailed salvage excavations, in accordance with an approved Research Design and Excavation Methodology, as outlined in policy 6.24.7.

POLICY 6.25.9

The Education Building has the potential to contain archaeological resources of significance within the fabric of the building itself, including in the roof, wall cavities and between floor spaces. It is recommended that a suitability qualified historical archaeologist investigate and record any resources discovered, including the provenance of the find(s), as part of the overall heritage works on site. Prior to commencement of this investigation, an Archaeological Research Design and Methodology should be prepared to guide this process.

POLICY 6.25.10

Suitable clauses must be included in all contractor and subcontractor contracts to ensure that onsite personnel are aware of their obligations and requirements in relation to the archaeological provisions of the NSW Heritage Act. These contracts must also specify obligations which need to be met under the National Parks and Wildlife Act 1974 relating to Aboriginal objects or places.

POLICY 6.25.11

An unexpected archaeological finds protocol must be prepared and disseminated to all site personnel, including contractors and sub-contractors, involved in ground disturbance works prior to the commencement of any proposed works on site.

POLICY 6.25.12

Where an archaeological investigation yields significant evidence either in the form of new information and/or the discovery of significant relics, onsite interpretation of the archaeological program is to be undertaken within suitable publicly accessible locations on site. Consideration should be given to in situ retention of significant structural remains, where practical, as part of the interpretative options for the site.

POLICY 6.25.13

A central repository should be identified for the safe keeping of any archaeological relics or information that requires removal during site works.

6.26 MOVABLE HERITAGE

BACKGROUND

In the context of the planned relocation of the Department to alternative accommodation, GPNSW has commissioned a *Movable Heritage Review of the Former Department of Education Building, 35 Bridge Street, Sydney* from Musecape, dated June 2016.

POLICY 6.26.1 MOVABLE HERITAGE

The recommendations of the *Movable Heritage Review of the Former Department of Education Building, 35 Bridge Street, Sydney* from Musecape, dated June 2016 should be implemented.

POLICY 6.26.2 CUSTODIANS OF MOVABLE HERITAGE

If the Department chooses to retain some of its movable heritage collection within the Education Building (in accordance with the recommendations of the *Movable Heritage Review*) then an experienced movable heritage curator should be engaged by the lessee and hotel operator to update the Musecape report into a Movable Heritage Collections Management Plan. The Movable Heritage Collections Management Plan should provide detailed recommendations on the future conservation management, display conditions, security and location of each identified movable heritage item.

POLICY 6.26.3 MOVABLE HERITAGE CURATOR

An experienced movable heritage curator should be engaged by the lessee and hotel operator to manage the collection and advise the lessee about its obligations regarding the heritage management framework and care of the movable heritage items.

POLICY 6.26.4

If the Department chooses to retain some of its movable heritage collection within the Education Building, the lessee and hotel operator should endeavour to utilise movable heritage items as part of their Heritage Interpretation of the place.

6.27 RECORD KEEPING

BACKGROUND

In accordance with best practice heritage management the lessee and hotel operator should ensure that an accurate record is kept of changes to significant fabric and elements and that documents relating to the building are archived. Articles 27 and 32 of the *Burra Charter* discuss the importance of continuing to create records about conservation activities and other work occurring at heritage places to inform future understanding of a place and its heritage significance. This article also emphasises the importance of keeping a collection of records about the history of a place.

Archival recording is one tool for allowing the characteristics of a place to be conserved in the historic record when changes are proposed. Archiving documents relating to the use of the place is a way of conserving information about changing management or operational practices.

POLICY 6.27.1 PHOTOGRAPHIC ARCHIVAL RECORDING

A photographic archival recording should be carried out in accordance with the NSW Heritage Office publication: *Photographic Recordings of Heritage Items Using Film or Digital Capture* before any major changes are carried out to the building.

POLICY 6.27.2

The lessee and hotel operator is to maintain an archival record of changes to the building and to store such an archive in a single location accessible to all future decision makers and researchers. Records could include, but not be limited to, file notes or memos, logbooks, copies of heritage impact assessments or works proposals and works contracts.

POLICY 6.27.3 EXISTING ARCHIVE RECORDS

While the building owner has responsibility to maintaining the existing archive material the lessee should have ready ongoing access for research and interpretive purposes.

POLICY 6.27.4 FUTURE ARCHIVED RECORDS

Ensure that all future archived records are able to be searched and accessed by future researchers.

6.28 CONSERVATION MANAGEMENT PLAN

BACKGROUND

The effectiveness of this Conservation Management Plan depends upon it being implemented. This Conservation Management Plan provides a framework for the management of heritage issues in relation to the adaptive re-use of the Education Building and, in the long term, aims to ensure that the identified heritage significance of the building is retained and maintained.

Circumstances will change over the years as various recommendations are implemented and new user requirements emerge. Conservation policies will need to progressively respond to changing situations if they are to remain relevant and effective in the protection and conservation of the Education Building.

It is essential that all persons involved in decision making that might affect the building are made aware of the process, which is to be followed when proposing maintenance, repairs or other work affecting significant fabric.

POLICY 6.28.1 ADOPTION OF THE CONSERVATION MANAGEMENT PLAN

This Conservation Management Plan should be adopted by the owner, lessee and hotel operator as one of the bases for the ongoing management of the Education Building. The intention at all times should be to protect and enhance the cultural significance of the place.

BACKGROUND

This Conservation Management Plan for the Education Building proposes a framework for the adaptive reuse and maintenance of the building. Circumstances, however, will change over the years as various recommendations are implemented and new user requirements emerge.

Conservation Policies need to progressively respond to changing situations if they are to remain relevant.

POLICY 6.28.2 REVIEW OF CONSERVATION MANAGEMENT PLAN

The Conservation Management Plan should be reviewed no less than every ten years or whenever a major upgrade of the building is considered. It may be useful for this Conservation Management Plan to be updated once the approved adaptive reuse works are complete to assist in the appropriate management of the building moving forward.

Reviews of the Conservation Management Plan should be based on the *Burra Charter* and other guidelines provided by the Heritage Division of the NSW Office of Environment and Heritage.

Reviews should also take into account any other relevant legislation, planning framework, appropriate literature and widely recognised conservation practices and procedures. They should be undertaken by experienced conservation practitioners, in conjunction with relevant ownership and management representatives.

POLICY 6.28.3 DISTRIBUTION OF THE CONSERVATION MANAGEMENT PLAN

Copies of the final Conservation Management Plan should be made available to the relevant consent authorities and all relevant staff, contractors, consultants, and property managers engaged in the management of the building. Copies of this Conservation Management Plan should be deposited with the following public access repositories:

- State Library of NSW;
- NSW Heritage Division, Office or Environment and Heritage; and
- City of Sydney Archives.

6.29 APPROVALS

POLICY 6.29.1 OWNER'S CONSENT

Any future development proposals for the Education Building must be submitted to the building owner (currently GPNSW) for owner's consent. Prior to seeking owner's consent the advice of an experienced heritage practitioner should be sought and implemented.

POLICY 6.29.2 CONSENT AUTHORITIES

Once owner's consent has been granted all developments applications must generally be referred to the City of Sydney Council for approval. As the Education Building is listed on the NSW State Heritage Register, any works proposed also require approval from the NSW Heritage Council, under Section 60 of the *NSW Heritage Act*. Some minor works can be confirmed by the NSW Heritage Council, or its delegate, to be exempt from the need to seek a section 60 approval. Approvals from local council and under the *NSW Heritage Act* are switched off in the context of a State Significant Development approvals process.

BACKGROUND

The *NSW Heritage Act* allows the Minister responsible, on the recommendation of the NSW Heritage Council, to grant exemptions for certain activities which would otherwise require approval under Section 60 of the *NSW Heritage Act*.

There are two types of exemptions which can apply to a heritage item listed on the State Heritage Register. These are:

- Standard exemptions for all items on the State Heritage Register. Typical activities that are exempted include building maintenance, minor repairs, alterations to certain interiors or areas and change of use.

- Site specific exemptions for a particular heritage item can be approved by the Minister on the recommendation of the Heritage Council.

POLICY 6.29.3 STANDARD EXEMPTIONS

The Standard Exemptions as issued by the NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) in 2006 apply to the on-going heritage management works at the site that are only minor in nature and will have minimal impact on the heritage significance of the place.

Some exempted works require that an application for exemption be lodged with the Heritage Division of the NSW Office of Environment and Heritage as delegate of the NSW Heritage Council.

POLICY 6.29.4 SITE SPECIFIC EXEMPTIONS

Following the successful completion of the approved works to adapt the building for a viable future, the lessee and hotel operator should engage an experienced heritage specialist to liaise with the NSW Heritage Council and the City of Sydney Council to develop an agreed list of site specific exemptions in order to streamline the efficient on-going management of the building.

6.30 FUTURE AMENDMENTS TO STATE HERITAGE REGISTER LISTING

BACKGROUND

Following the successful completion of the approved works, the State Heritage Register (SHR) listing of the Education Building should be updated to address the following issues that are currently unresolved.

POLICY 6.30.1 SHR LISTING

Upon completion of the adaptive reuse scheme, including associated archaeological investigations, the history, description and Statement of Significance identified in the SHR listing should be updated to reflect any additional research information as well as the adaptive reuse changes.

POLICY 6.30.2 EXEMPTIONS

The SHR listing for the Education Building should be amended to include the future site specific exemptions that are to be developed in consultation with the Heritage Council following completion of the adaptive reuse works.

6.31 FUTURE AMENDMENTS TO CITY OF SYDNEY LISTING

BACKGROUND

Following the successful completion of the approved works, the City of Sydney's heritage inventory sheet listing of the Education Building should be updated.

POLICY 6.31.1 CITY OF SYDNEY LISTING

Upon completion of the adaptive reuse scheme, including associated archaeological investigations, the history, description, Statement of Significance and Recommended Management sections of the City of Sydney's heritage inventory sheet listing should be updated to reflect any additional research information as well as the adaptive reuse changes.

7.0
IMPLEMENTING THE PLAN

7.1 INTRODUCTION

This Conservation Management Plan has been prepared to provide guidelines for the conservation and adaptive reuse of the Education Building and to ensure that the heritage value of the place is maintained and enhanced.

This section sets out the implementation guidelines for the policies.

7.2 MANAGEMENT PRINCIPLES

The current lessee and the hotel operators are to:

- Review and adopt this Conservation Management Plan.
- This Conservation Management Plan should be sent to the NSW Heritage Council for its endorsement.
- Ensure funding for recurrent long-term maintenance.
- Ensure the buildings remain publicly accessible.

8.0

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APPENDIX ONE: HISTORICAL PLANS

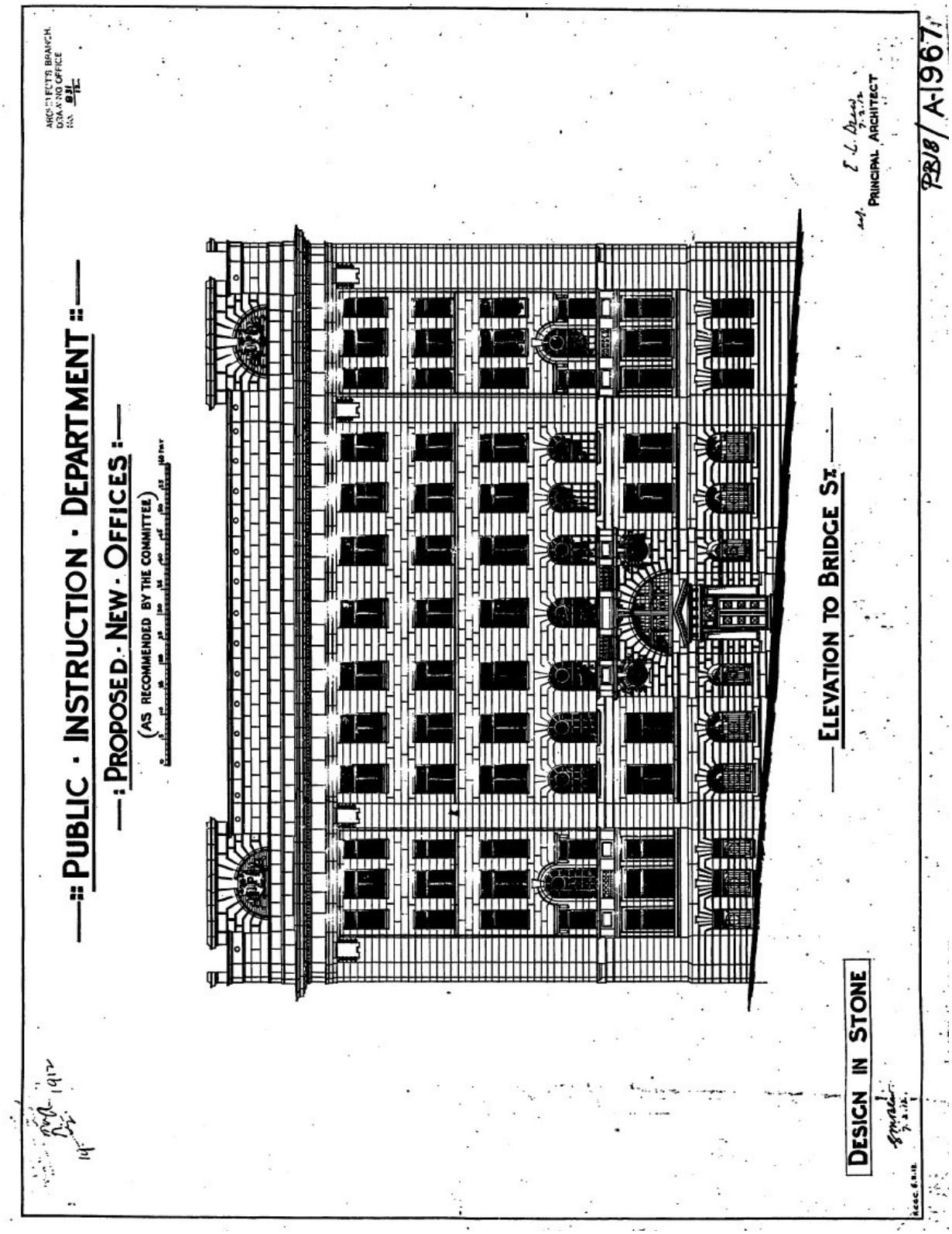


Figure A.1
Education Building, "Elevation to Bridge Street", February 1912, signed by E. L. Drew and G. M. Blair
Source: Provided by GPNSW

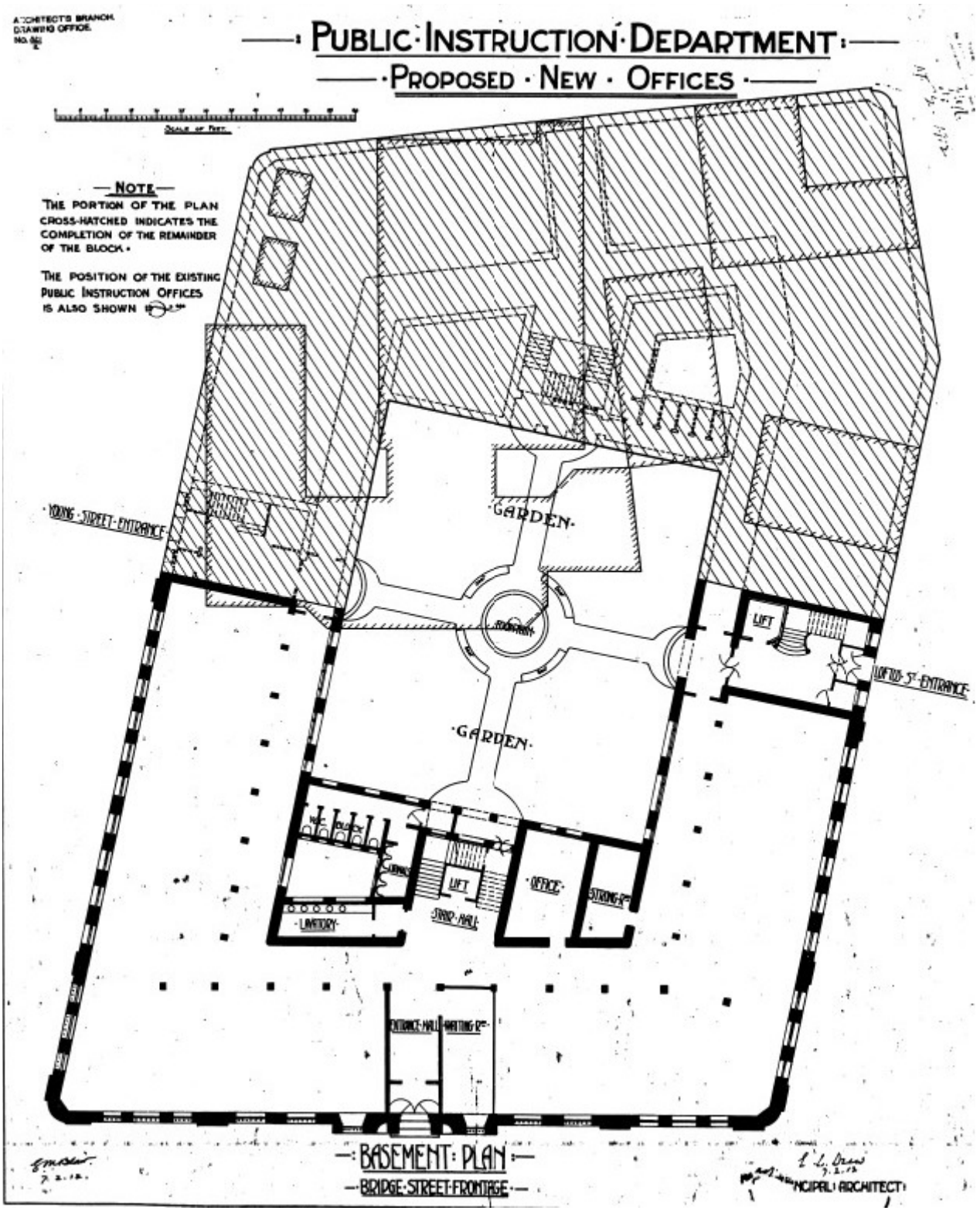


Figure A.2
Education Building, "Basement Plan Bridge Street Frontage", February 1912, signed by E. L. Drew and G. M. Blair
Source: Provided by GPNSW

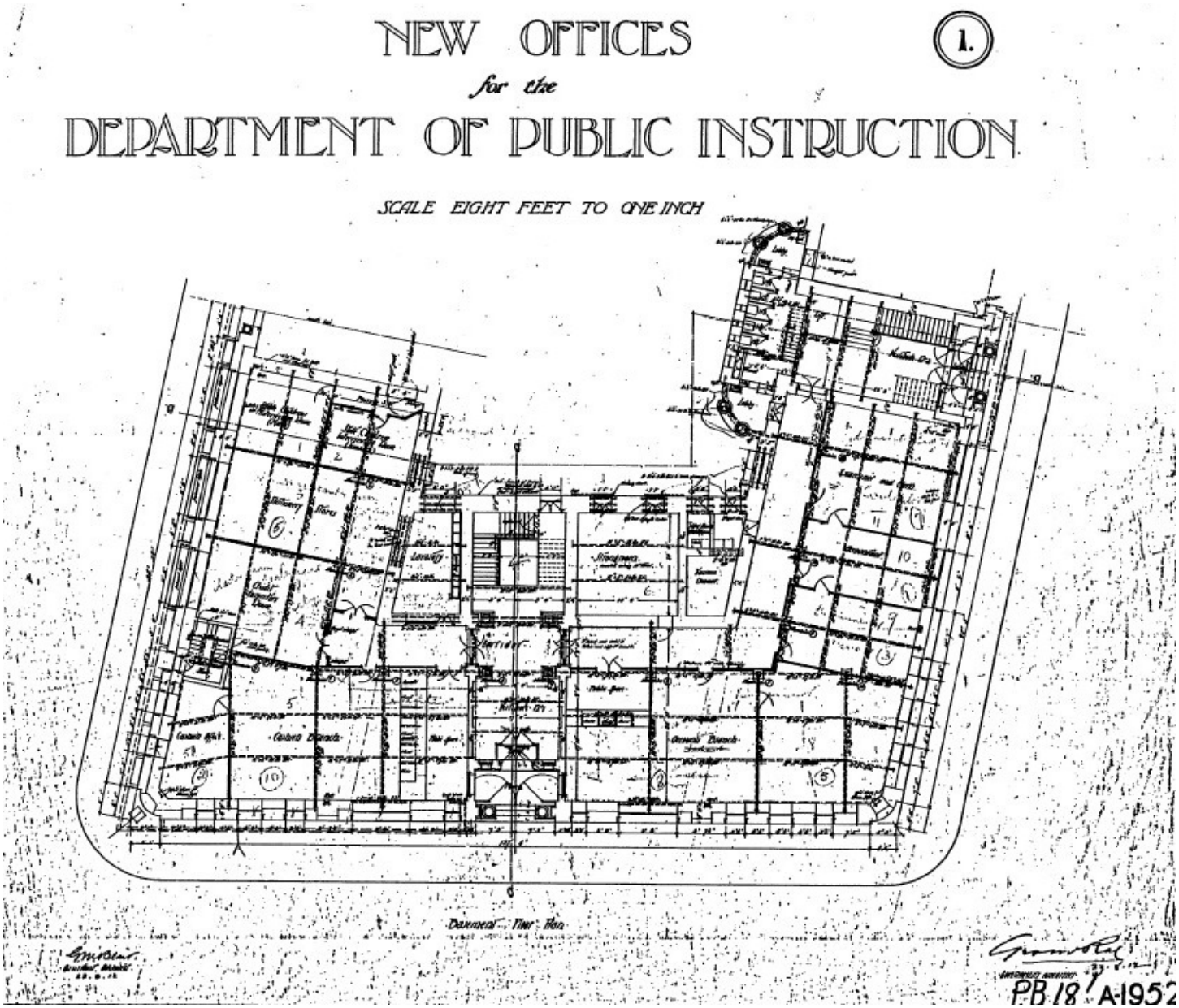


Figure A.3
Education Building Stage 1, "Basement Floor Plan", August 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

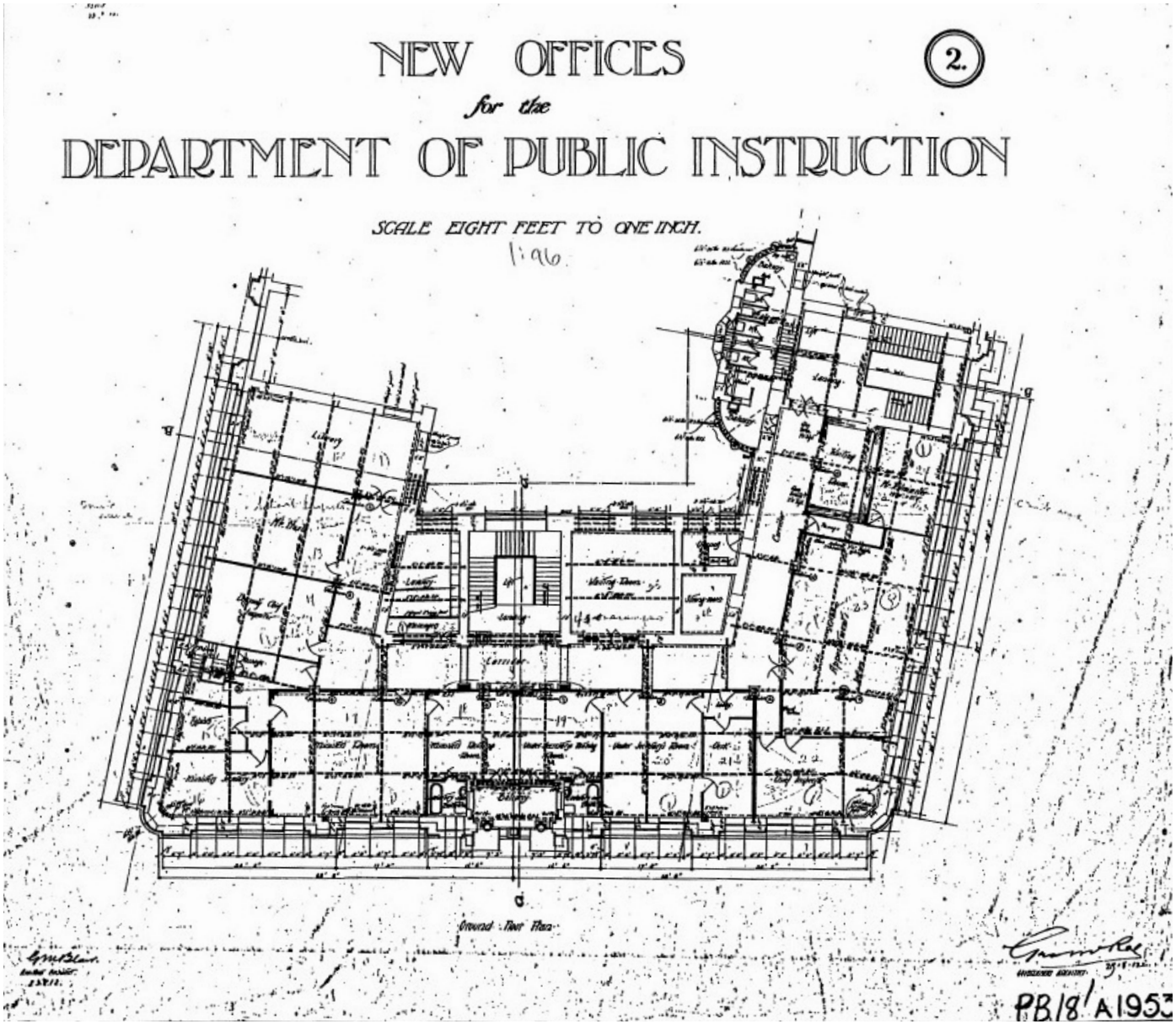


Figure A.4
Education Building Stage 1, "Ground Floor Plan", August 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

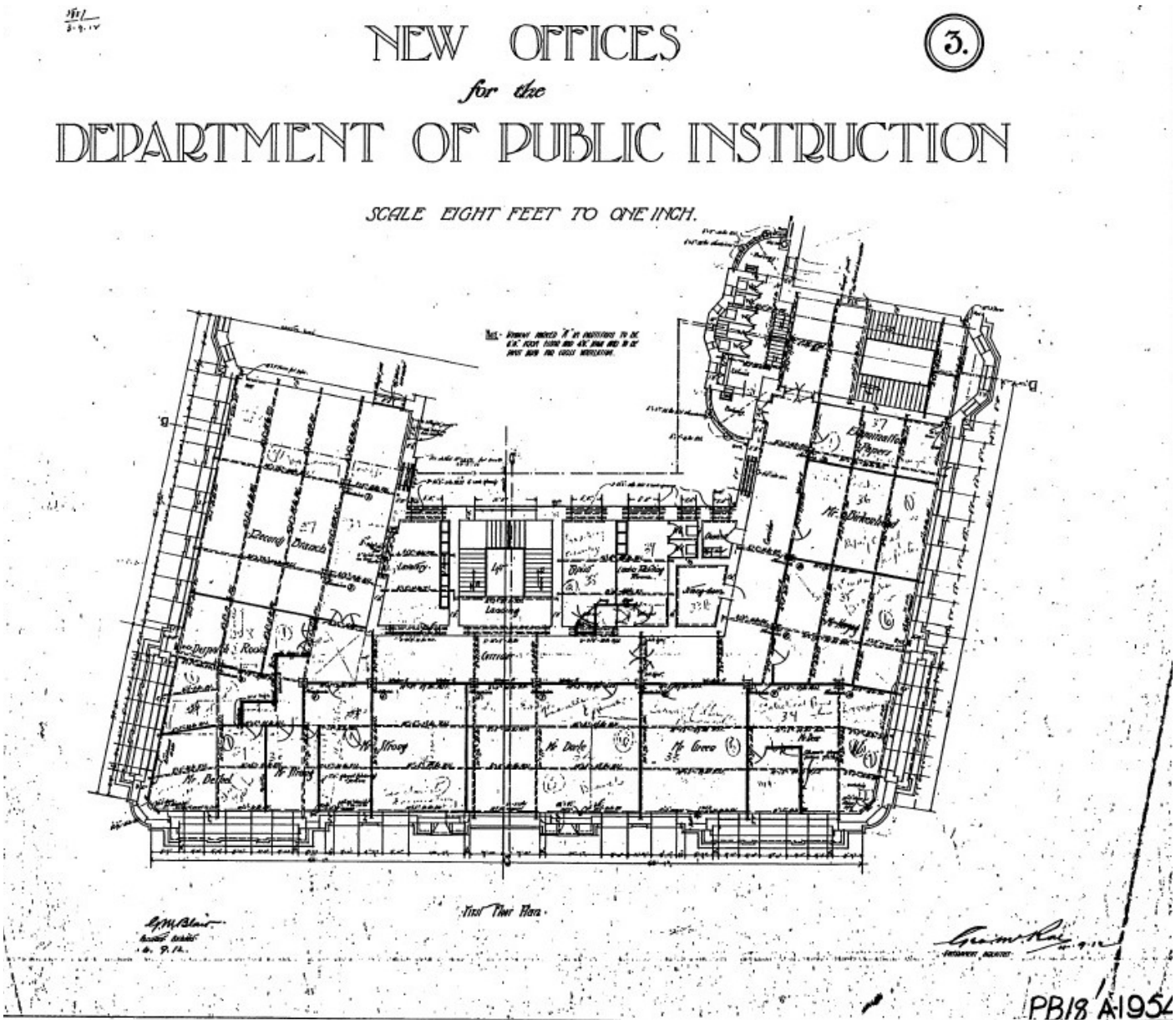


Figure A.5
Education Building Stage 1, "First Floor Plan", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

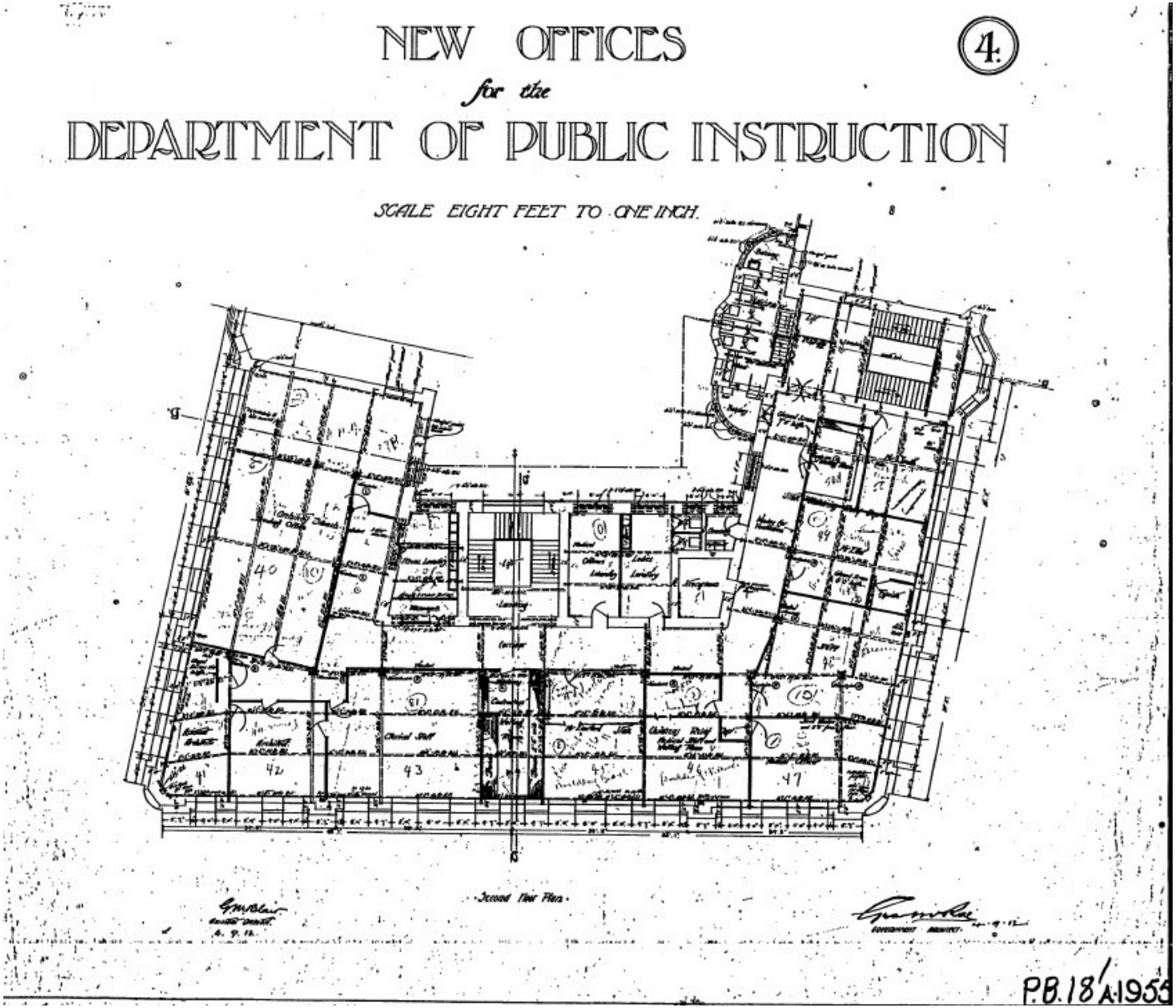


Figure A.6
Education Building Stage 1, "Second Floor Plan", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

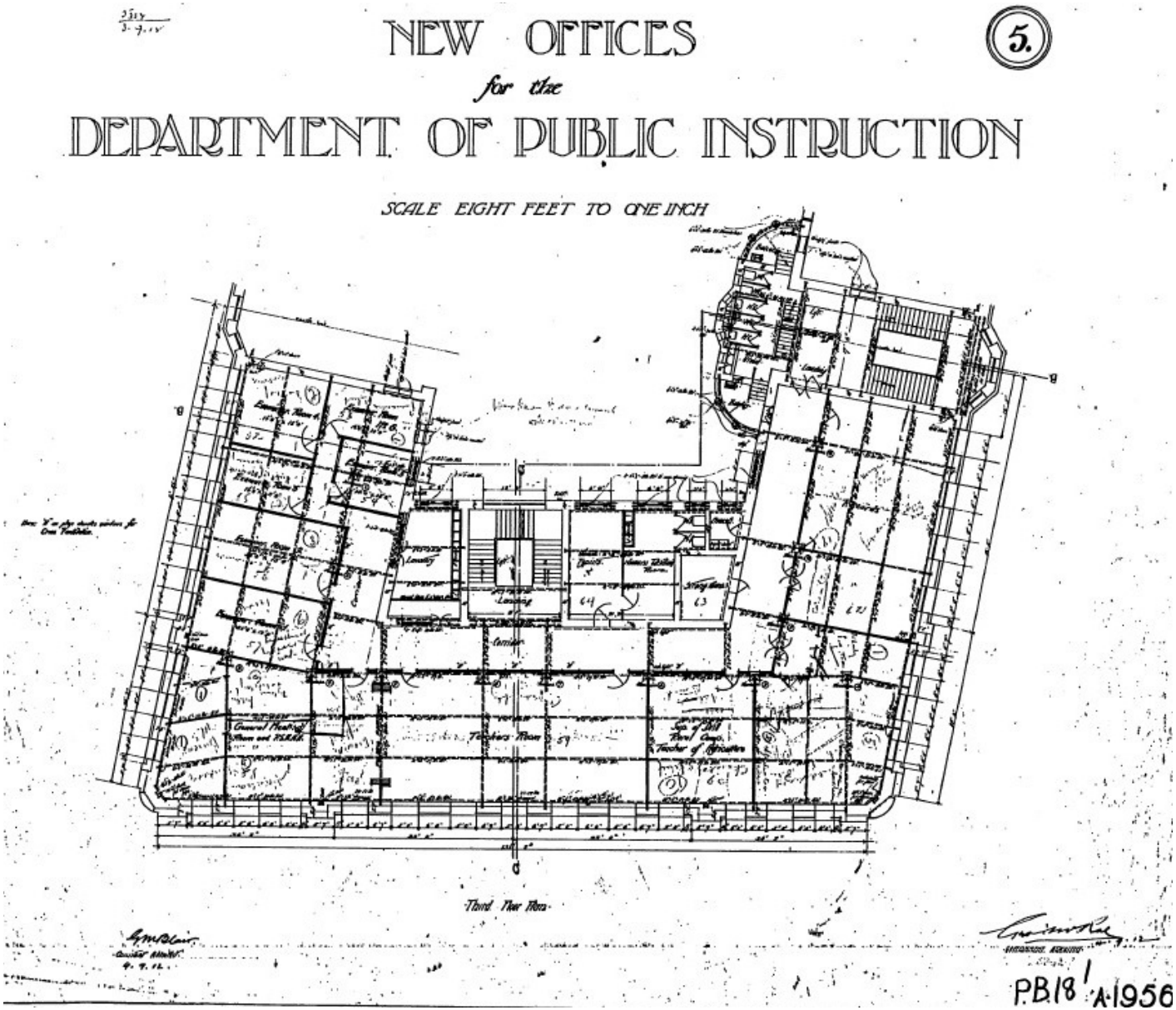


Figure A.7
Education Building Stage 1, "Third Floor Plan", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

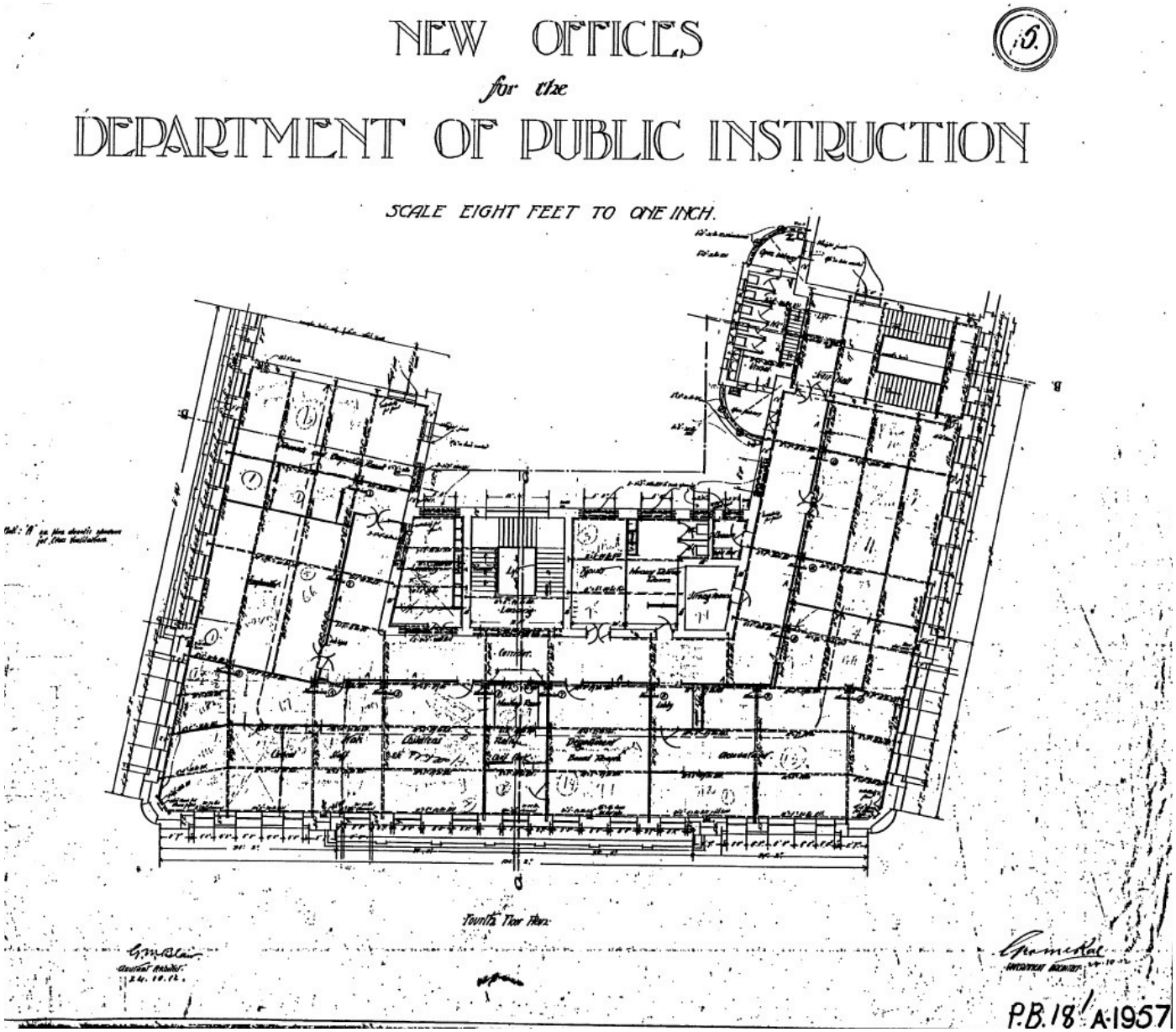


Figure A.8
Education Building Stage 1, "Fourth Floor Plan", October 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW



Figure A.9
Education Building Stage 1, "Elevation to Bridge Street", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW



Figure A.10
Education Building Stage 1, "Elevation to Loftus Street", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

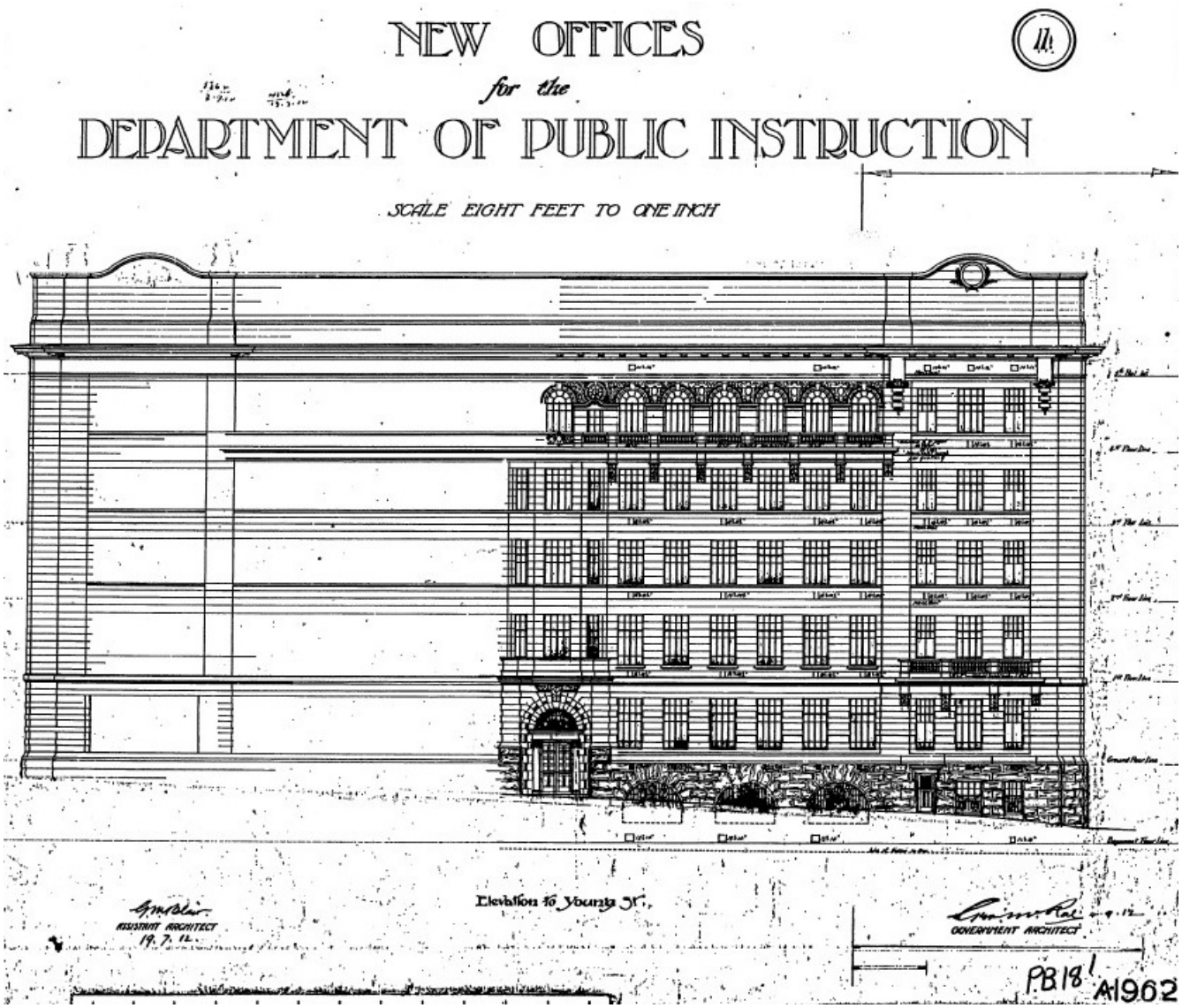


Figure A.11
Education Building Stage 1, "Elevation to Young Street", September 1912, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

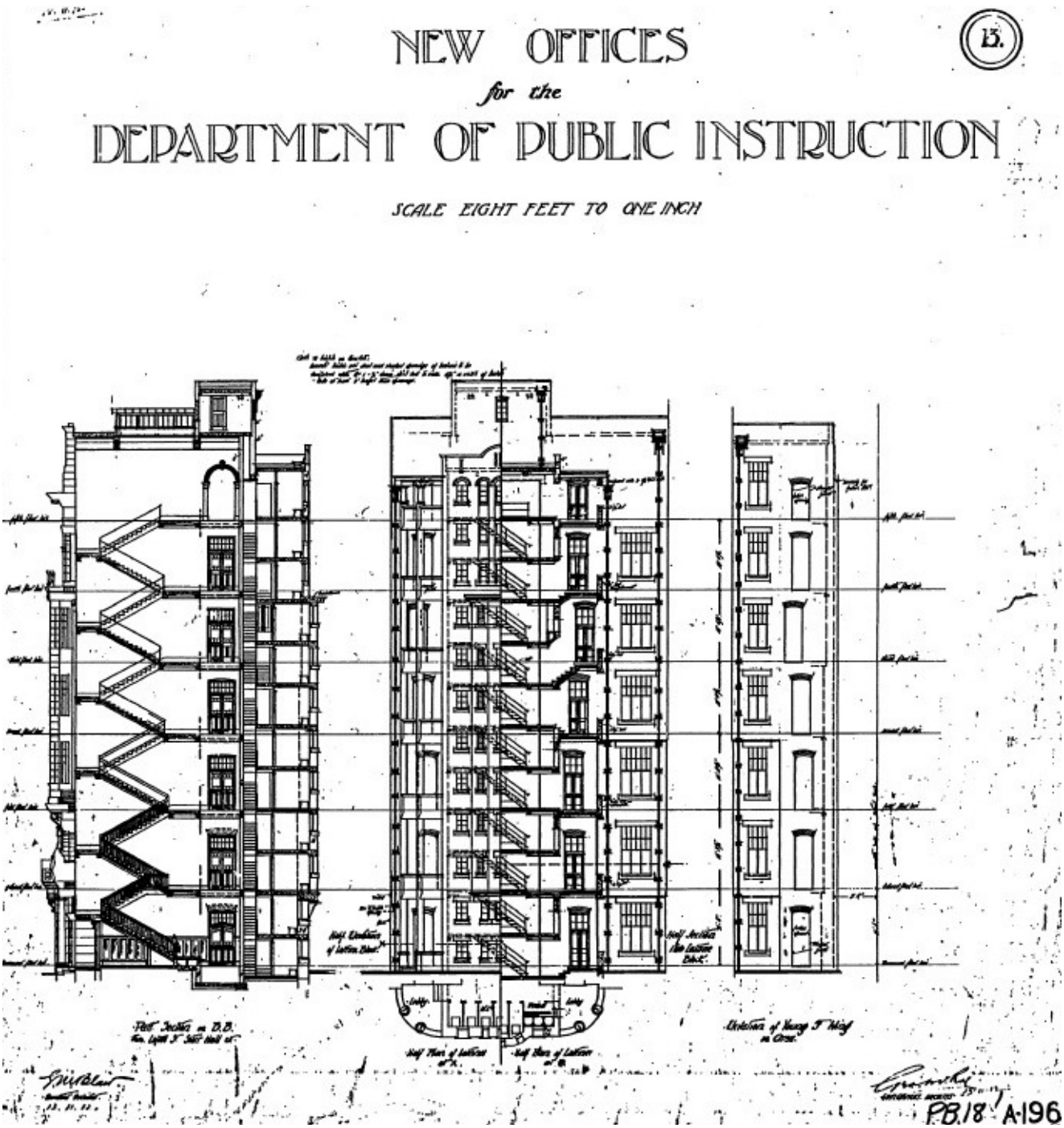


Figure A.12
Education Building Stage 1, Sections and "Elevation of Young Street Wing", November 1912, signed by G. McRae and G. M. Blair
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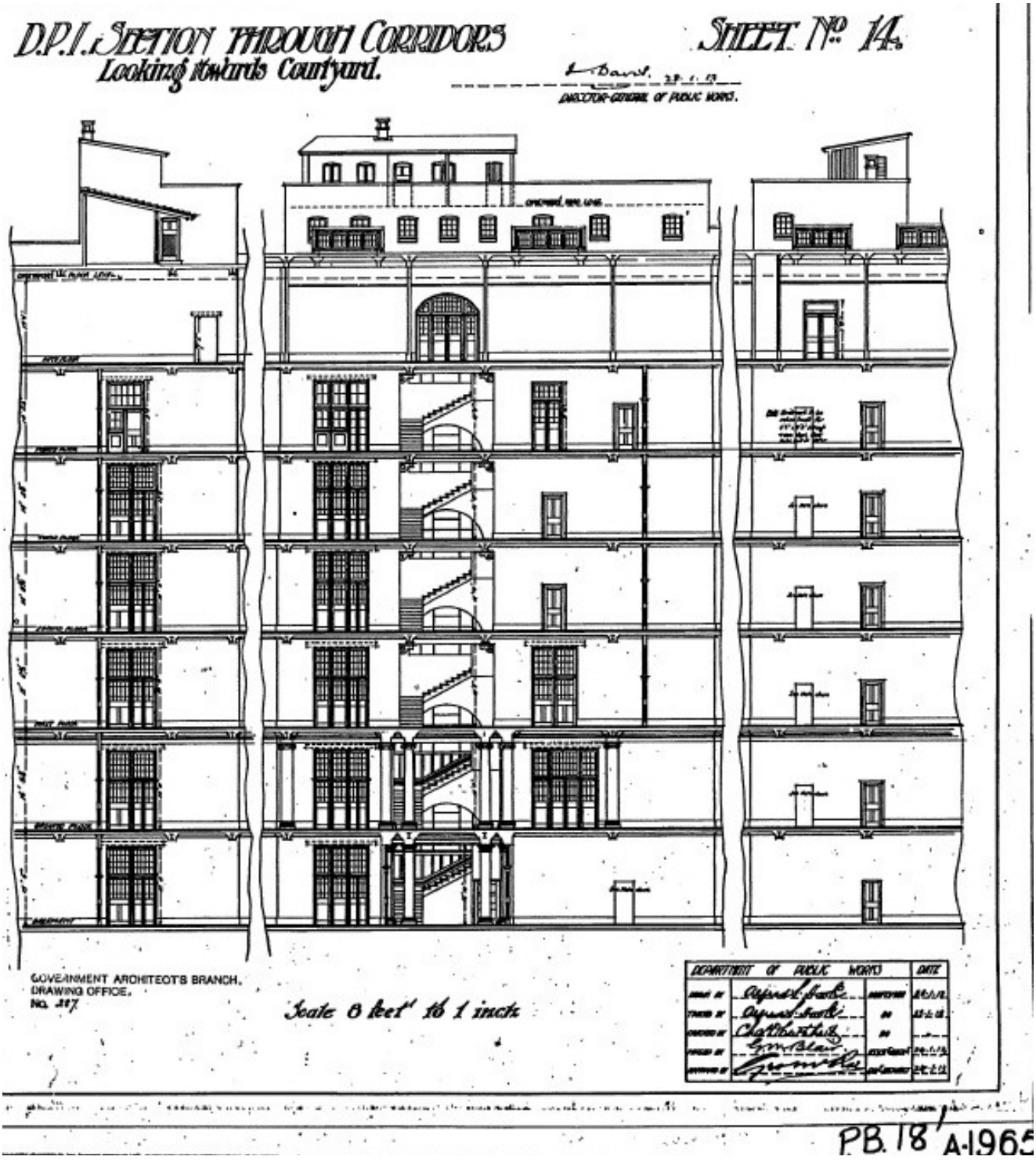


Figure A.13
Education Building Stage 1, "Section through Corridor", January 1913, signed by G. McRae and G. M. Blair
Source: Provided by GPNSW

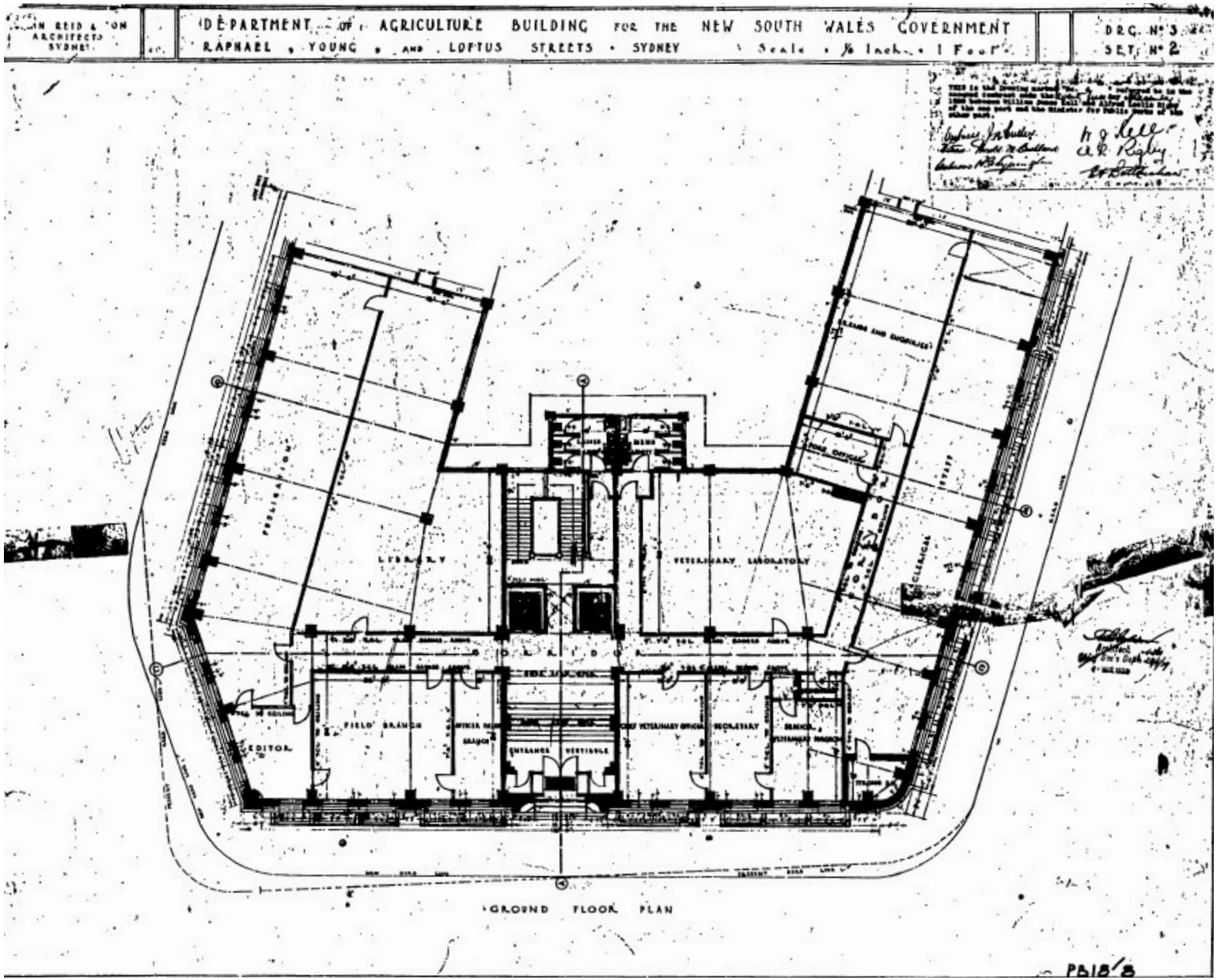


Figure A.14
Education Building Stage 2 - Department of Agriculture, "Ground Floor Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

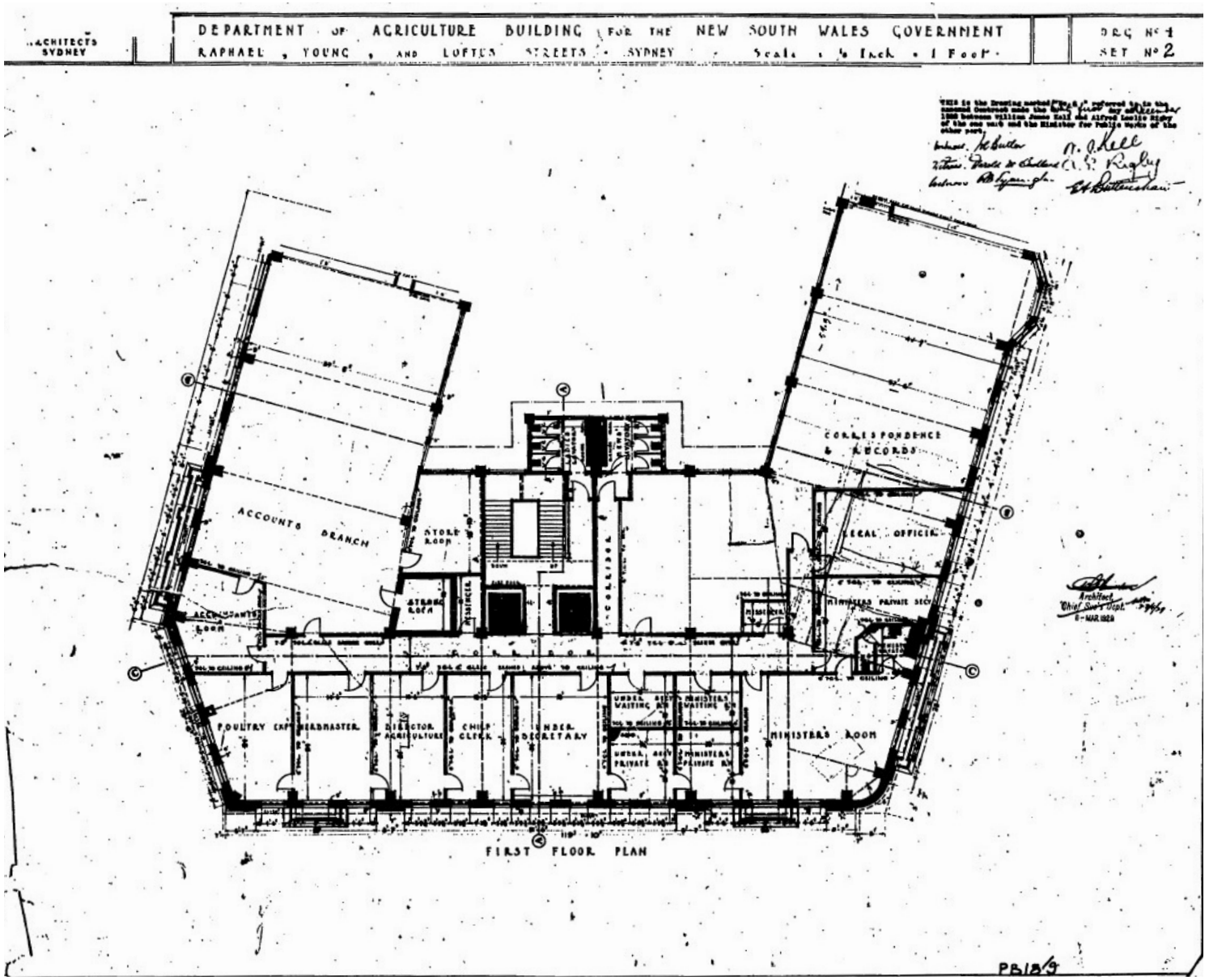


Figure A.15
Education Building Stage 2 - Department of Agriculture, “First Floor Plan”, 1929, John Reid & Son Architects
Source: Provided by GPNSW

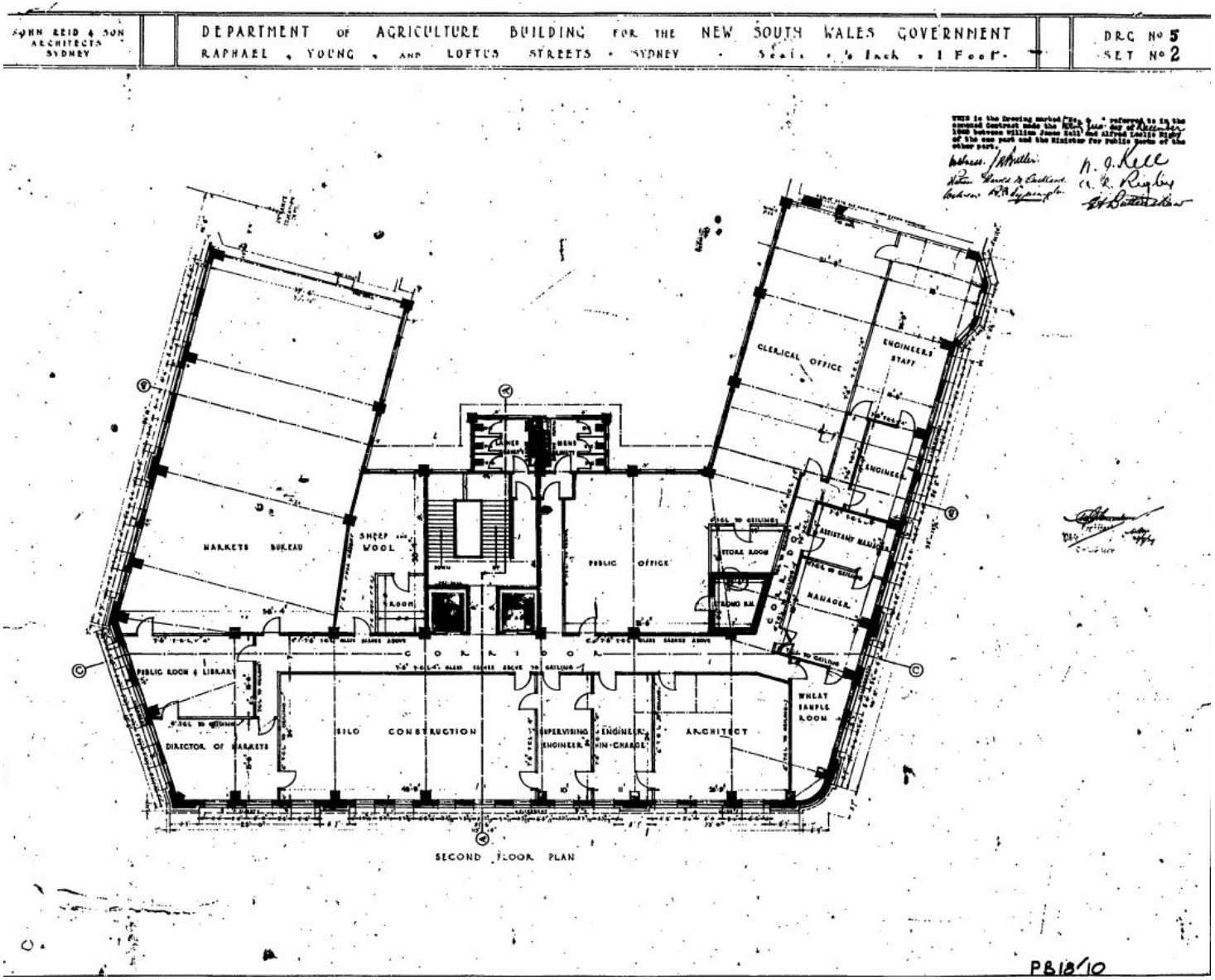


Figure A.16
Education Building Stage 2 - Department of Agriculture, "Second Floor Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

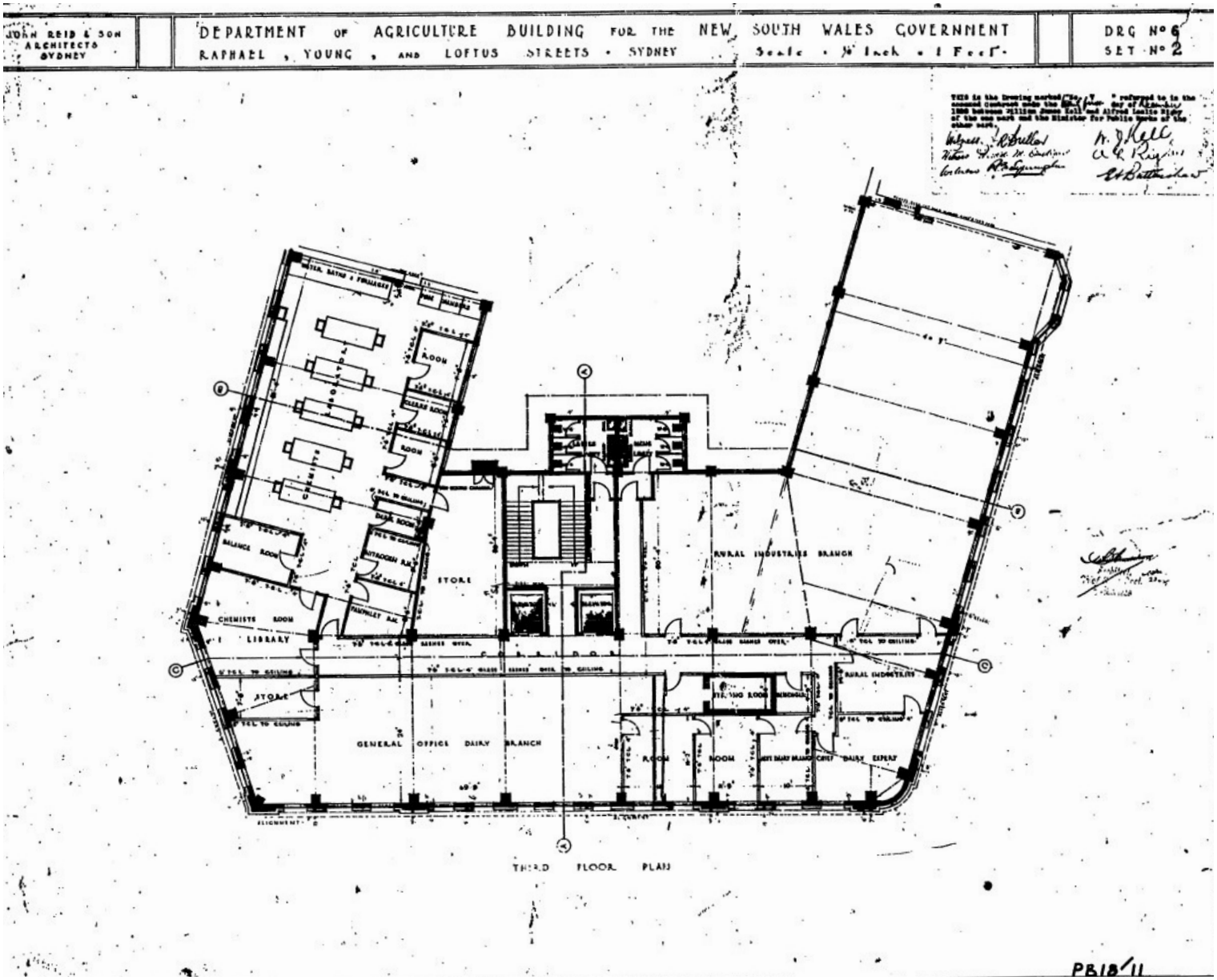


Figure A.17
Education Building Stage 2 - Department of Agriculture, "Third Floor Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

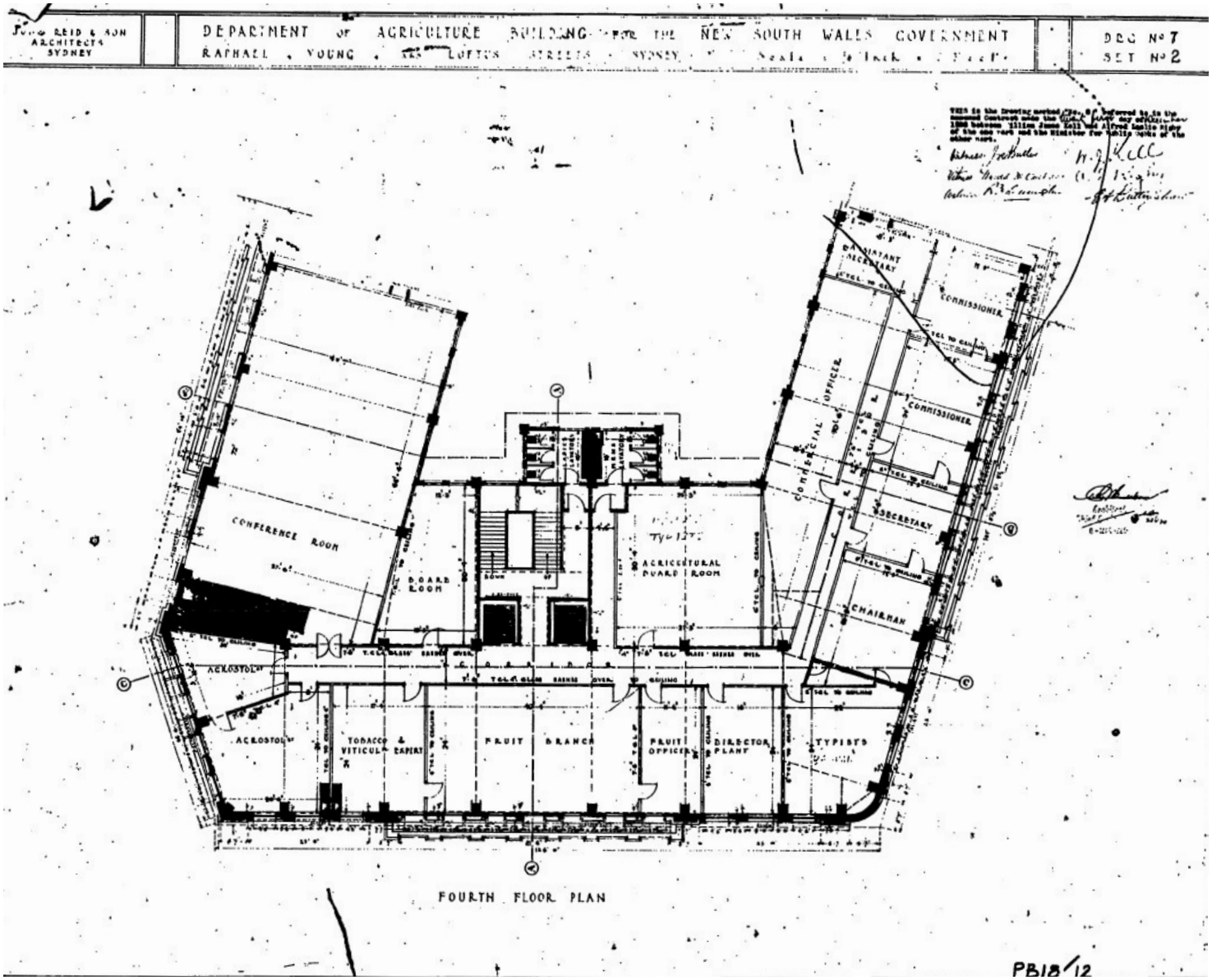


Figure A.18
Education Building Stage 2 - Department of Agriculture, "Fourth Floor Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

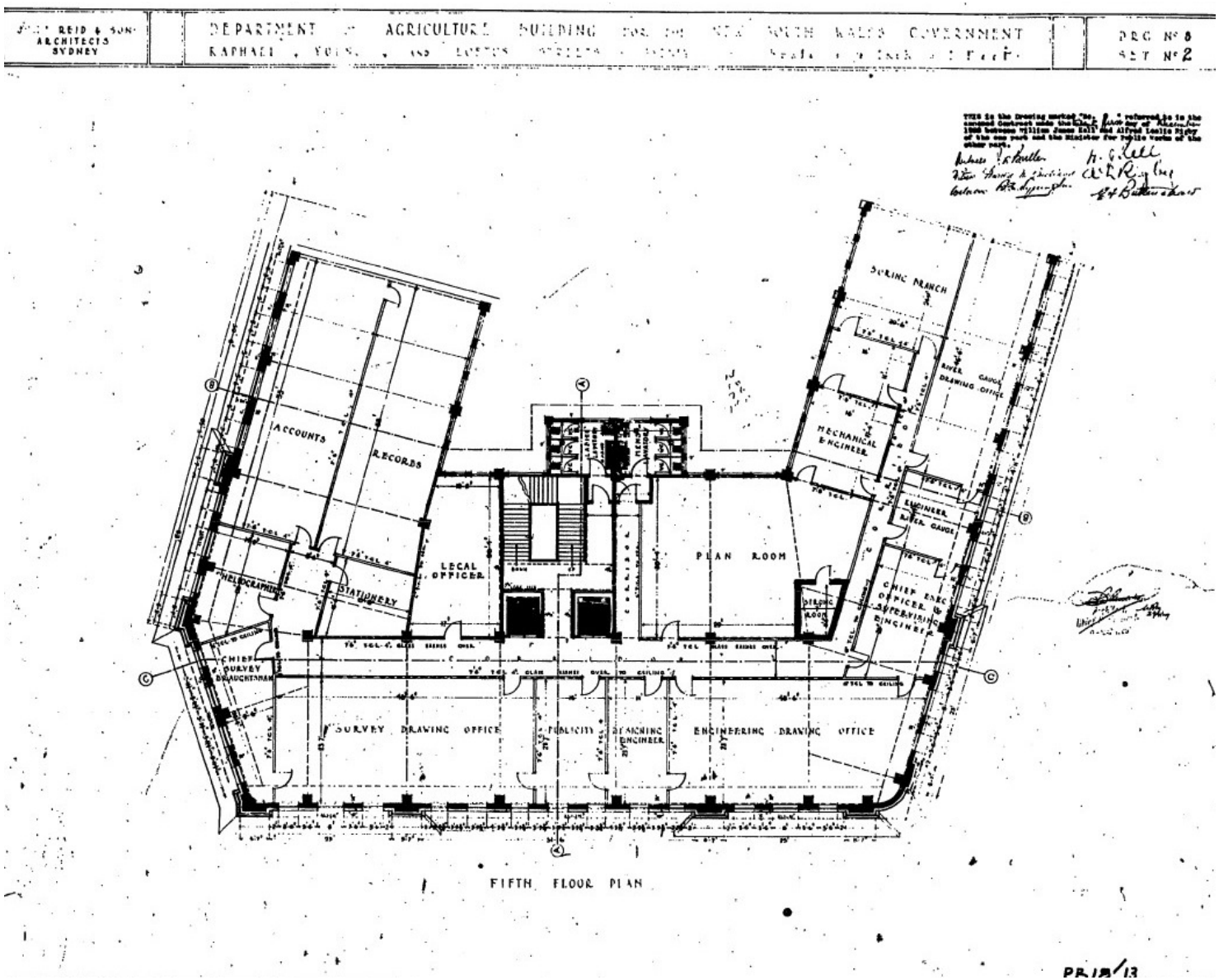


Figure A.19
Education Building Stage 2 - Department of Agriculture, "Fifth Floor Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

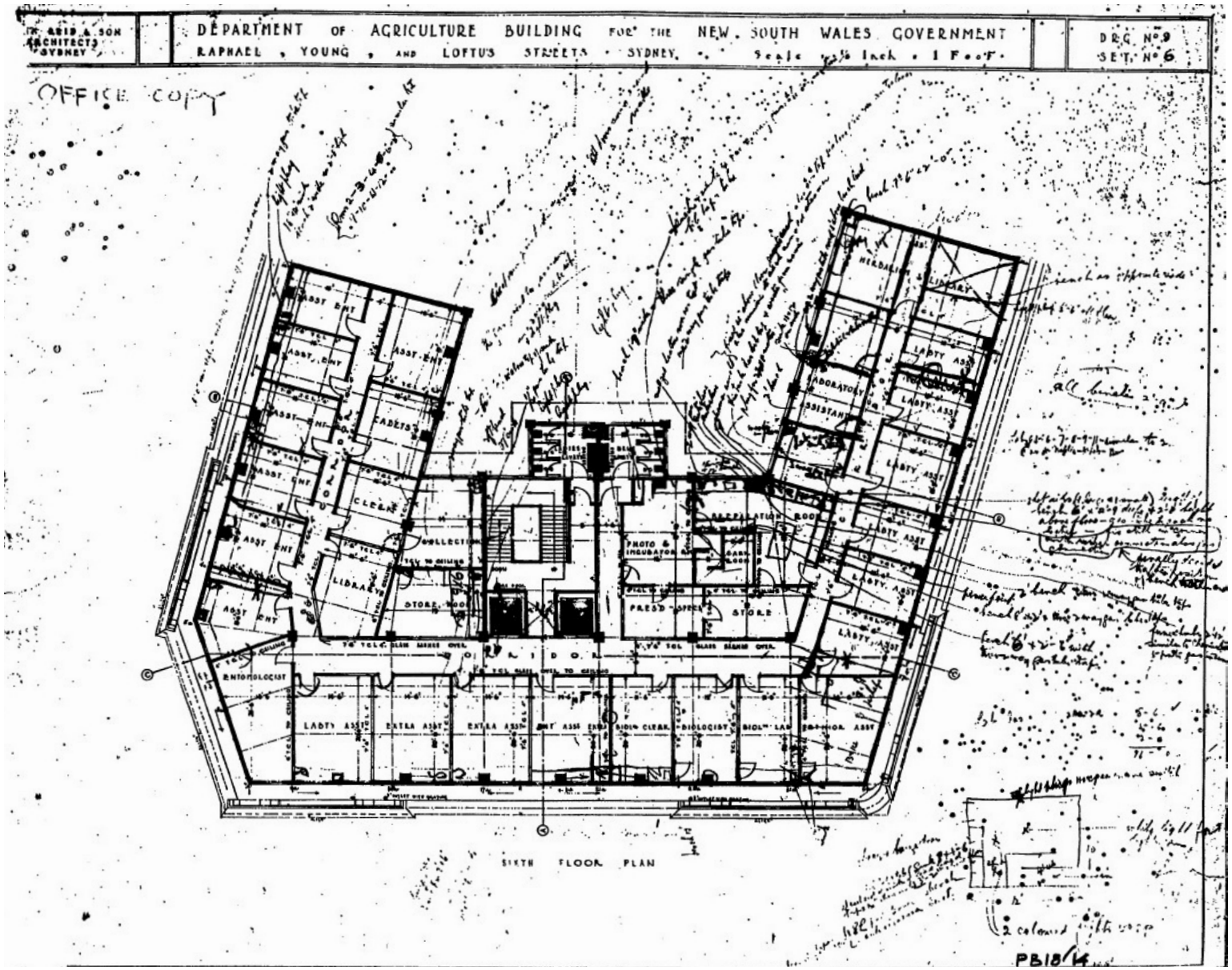


Figure A.20
Education Building Stage 2 - Department of Agriculture, "Sixth Floor Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

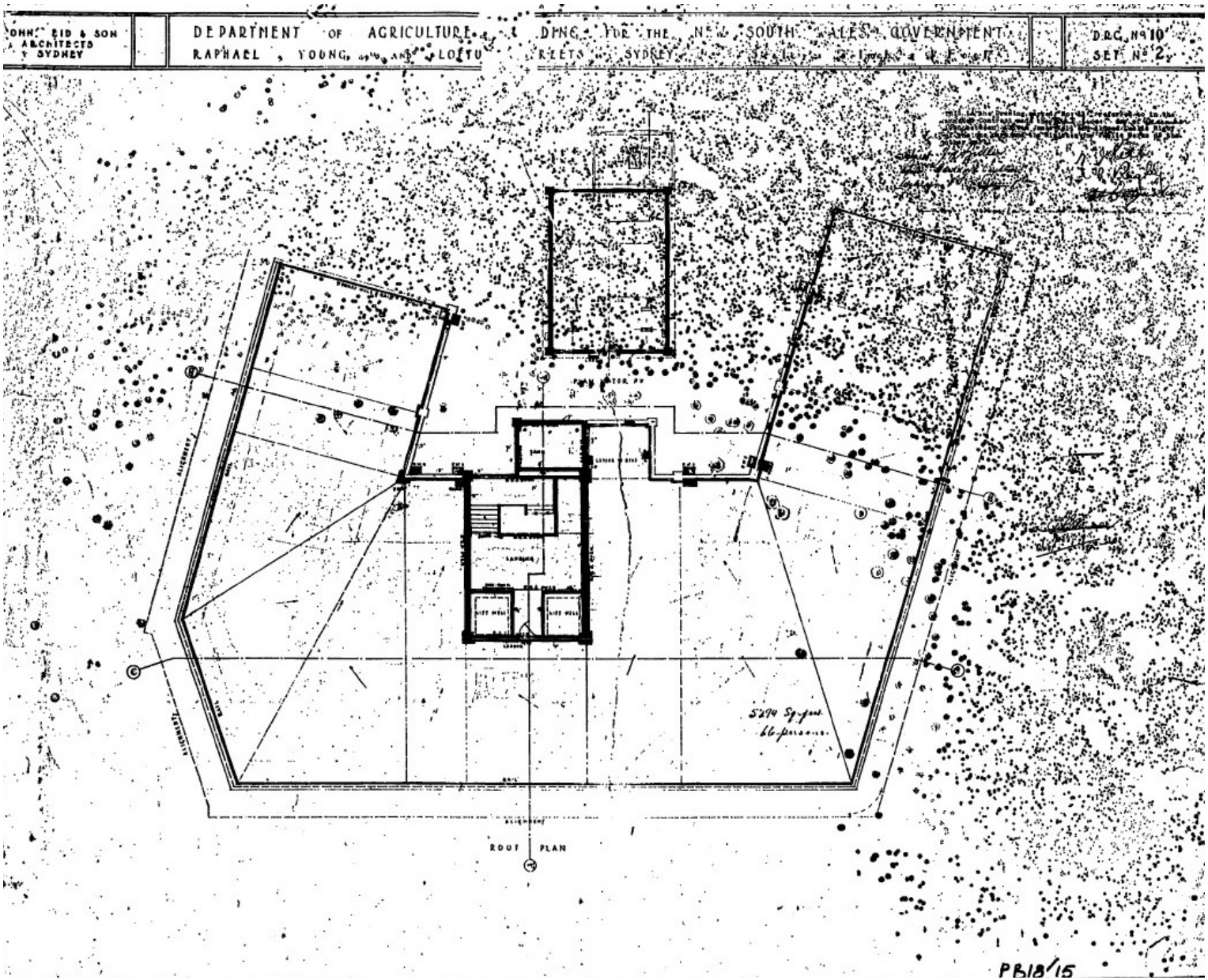


Figure A.21
Education Building Stage 2 - Department of Agriculture, "Roof Plan", 1929, John Reid & Son Architects
Source: Provided by GPNSW

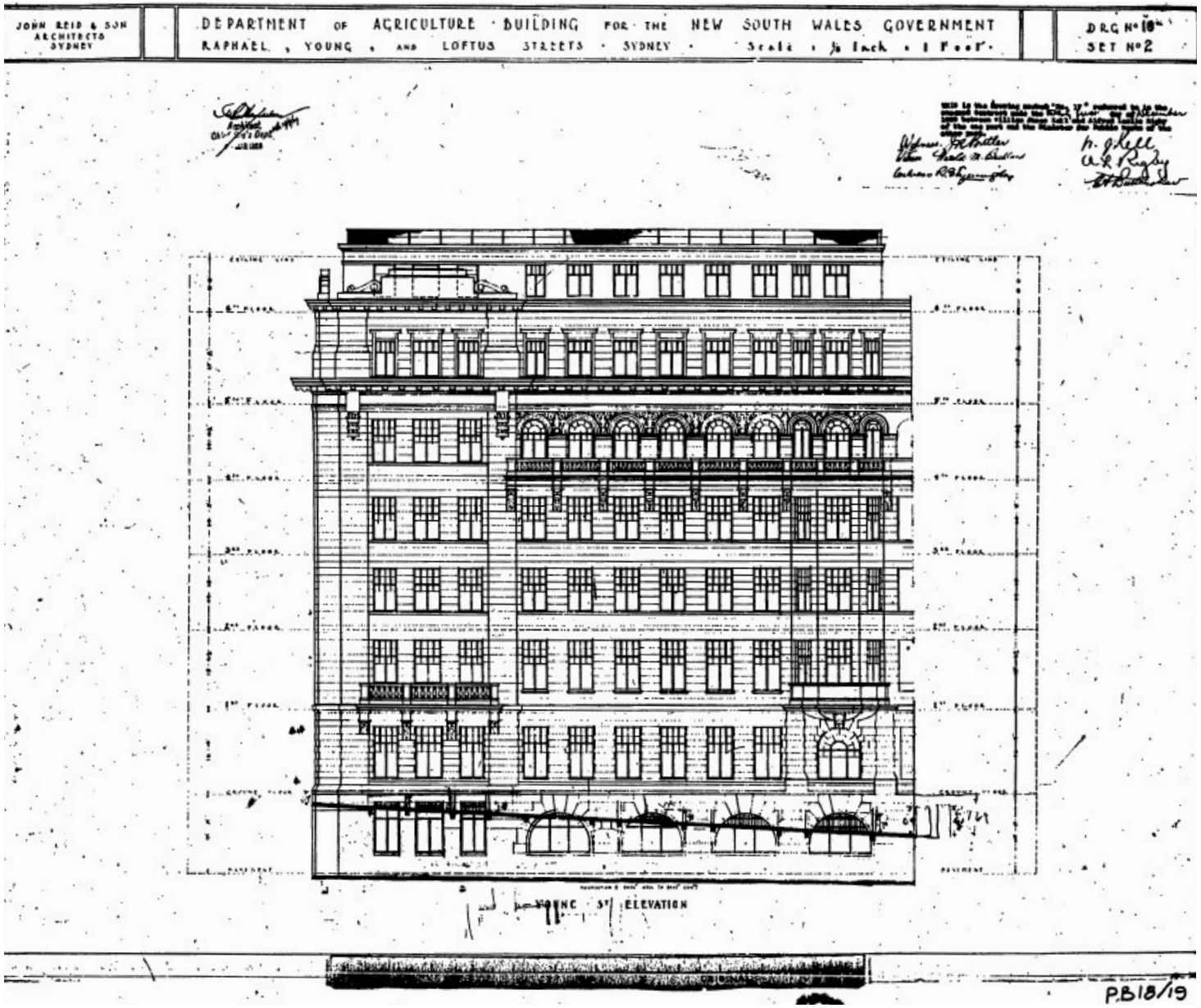


Figure A.22
Education Building Stage 2 - Department of Agriculture, "Young St Elevation", 1929, John Reid & Son Architects
Source: Provided by GPNSW

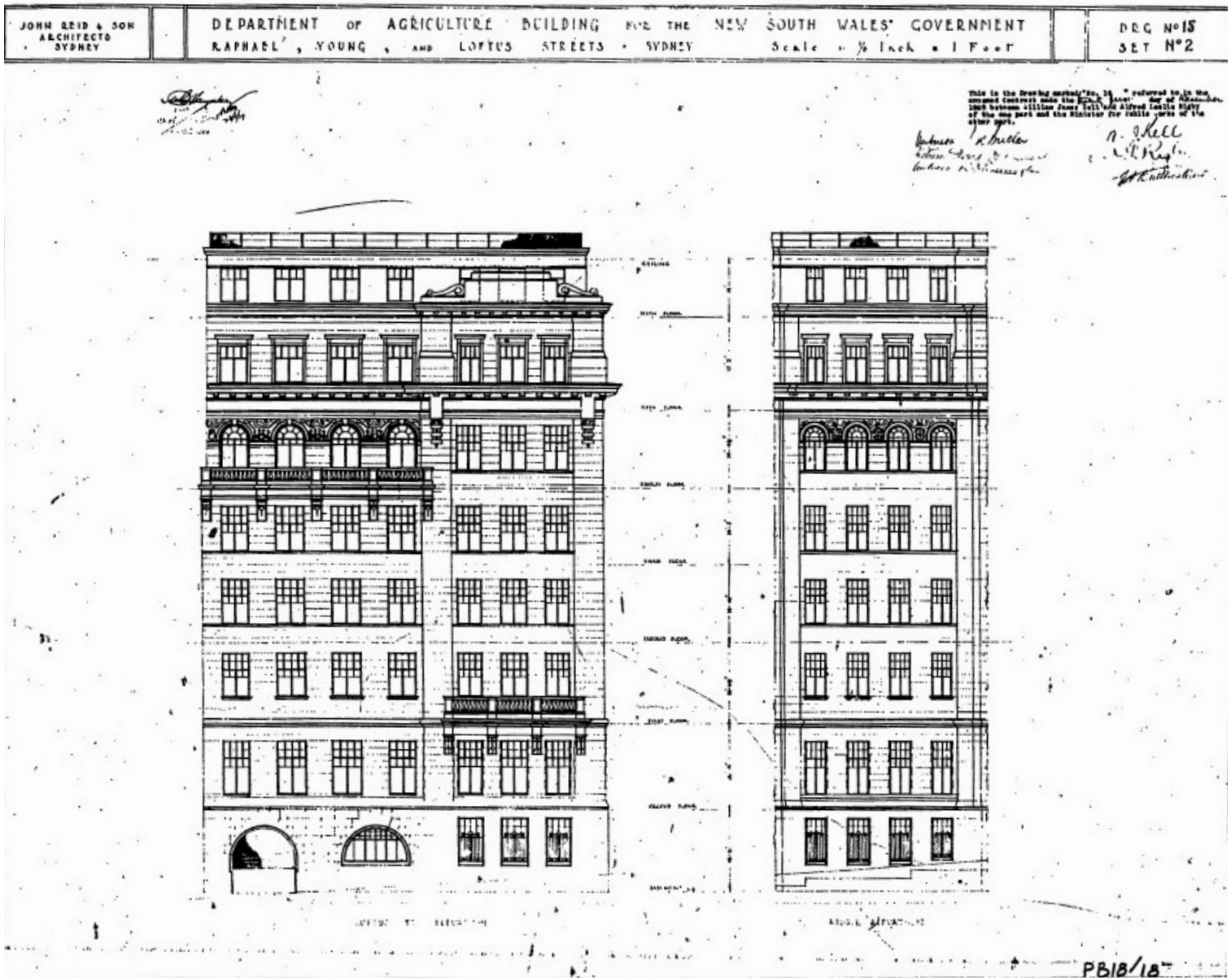


Figure A.23
Education Building Stage 2 - Department of Agriculture, "Loftus St Elevation" including angled corner section, 1929, John Reid & Son Architects
Source: Provided by GPNSW

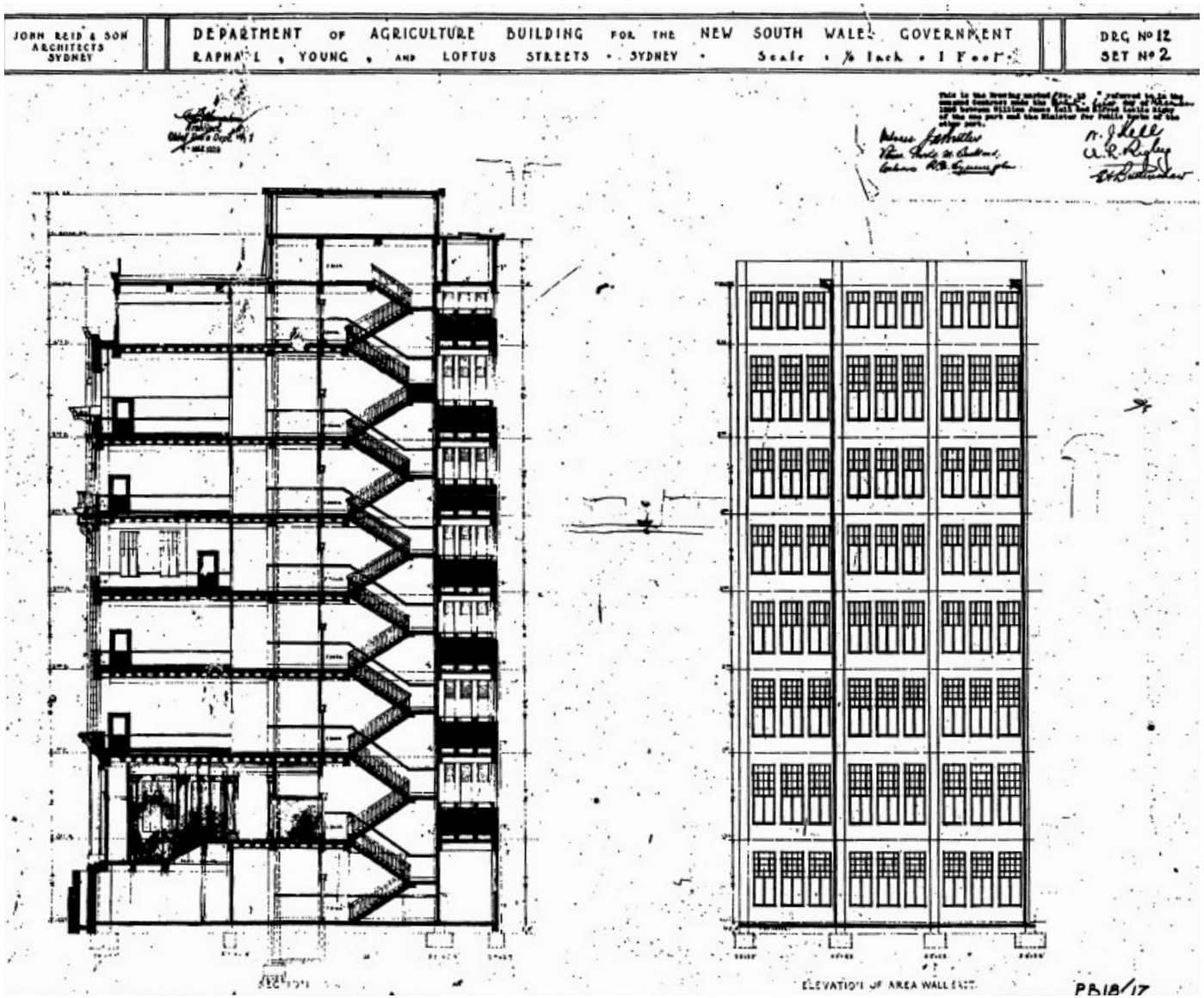


Figure A.24
Education Building Stage 2 - Department of Agriculture, "Section" and "Elevation of Area Wall East", 1929, John Reid & Son Architects
Source: Provided by GPNSW

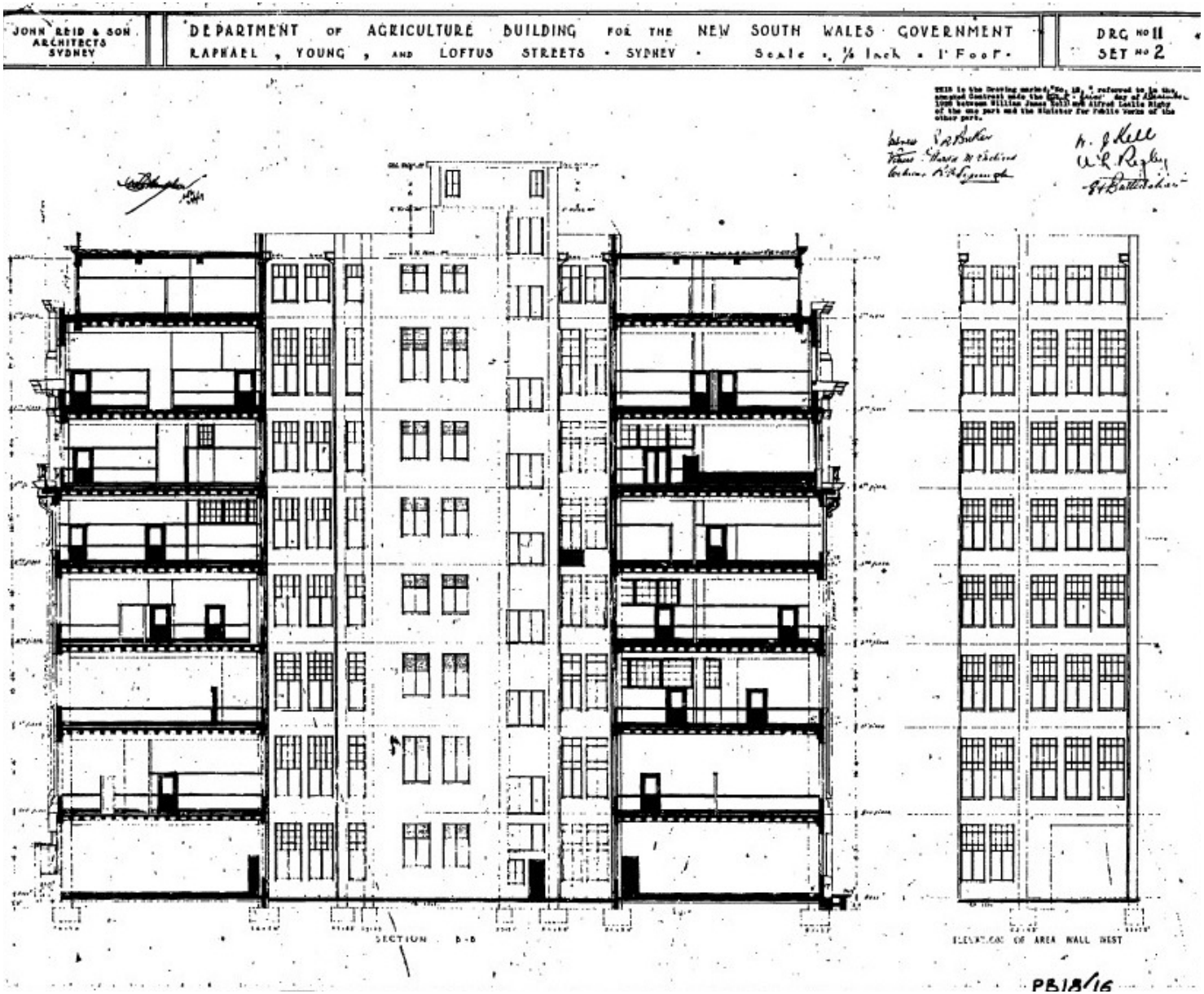


Figure A.25
Education Building Stage 2 - Department of Agriculture, "Section B-B" and "Elevation of Area Wall West", 1929, John Reid & Son Architects
Source: Provided by GPNSW

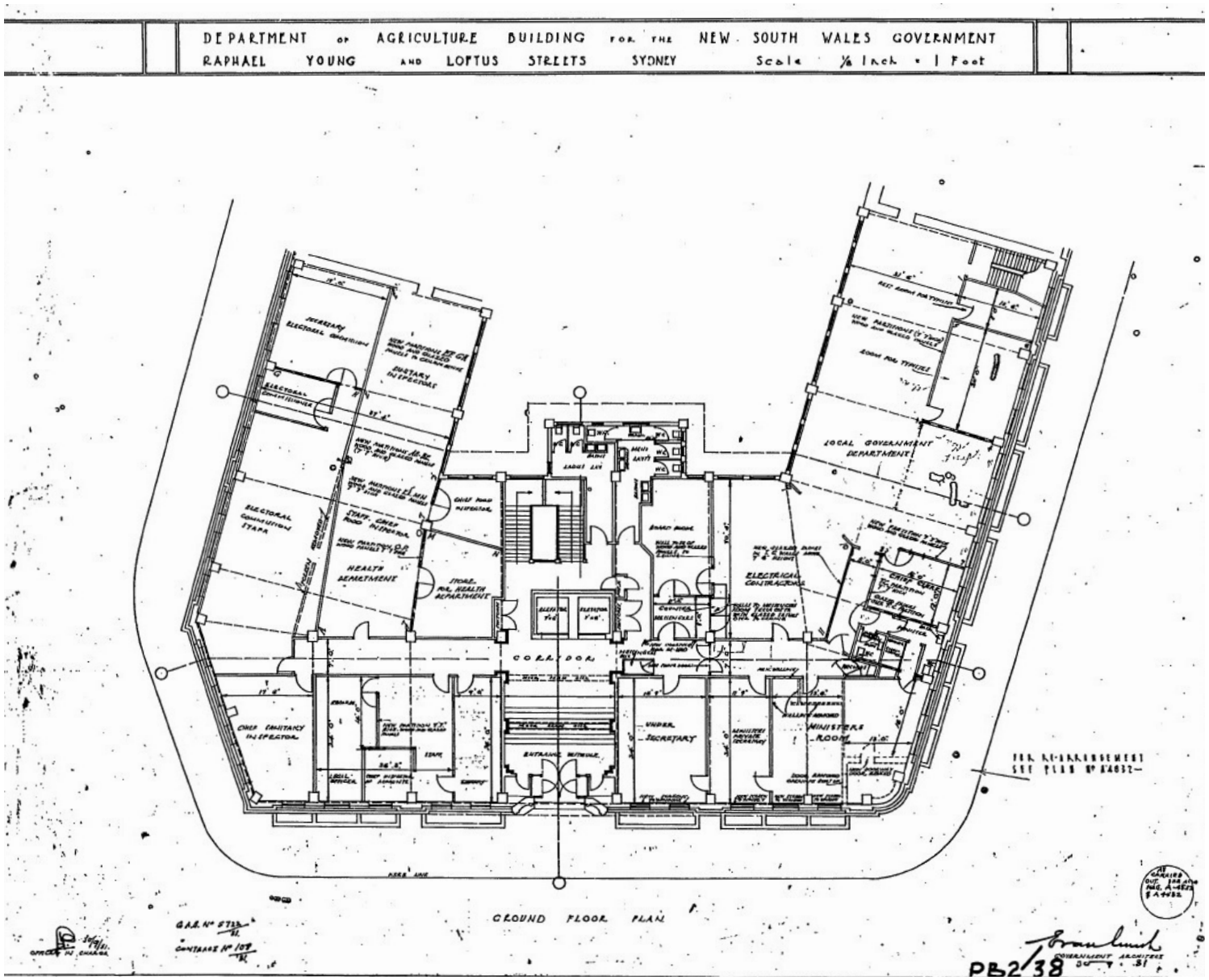


Figure A.26
Education Building, Ground Floor Plan for provision of a ministerial suite, 1931, signed by Government Architect Edwin Evan Smith
Source: Provided by GPNSW

APPENDIX TWO: EXISTING PLANS

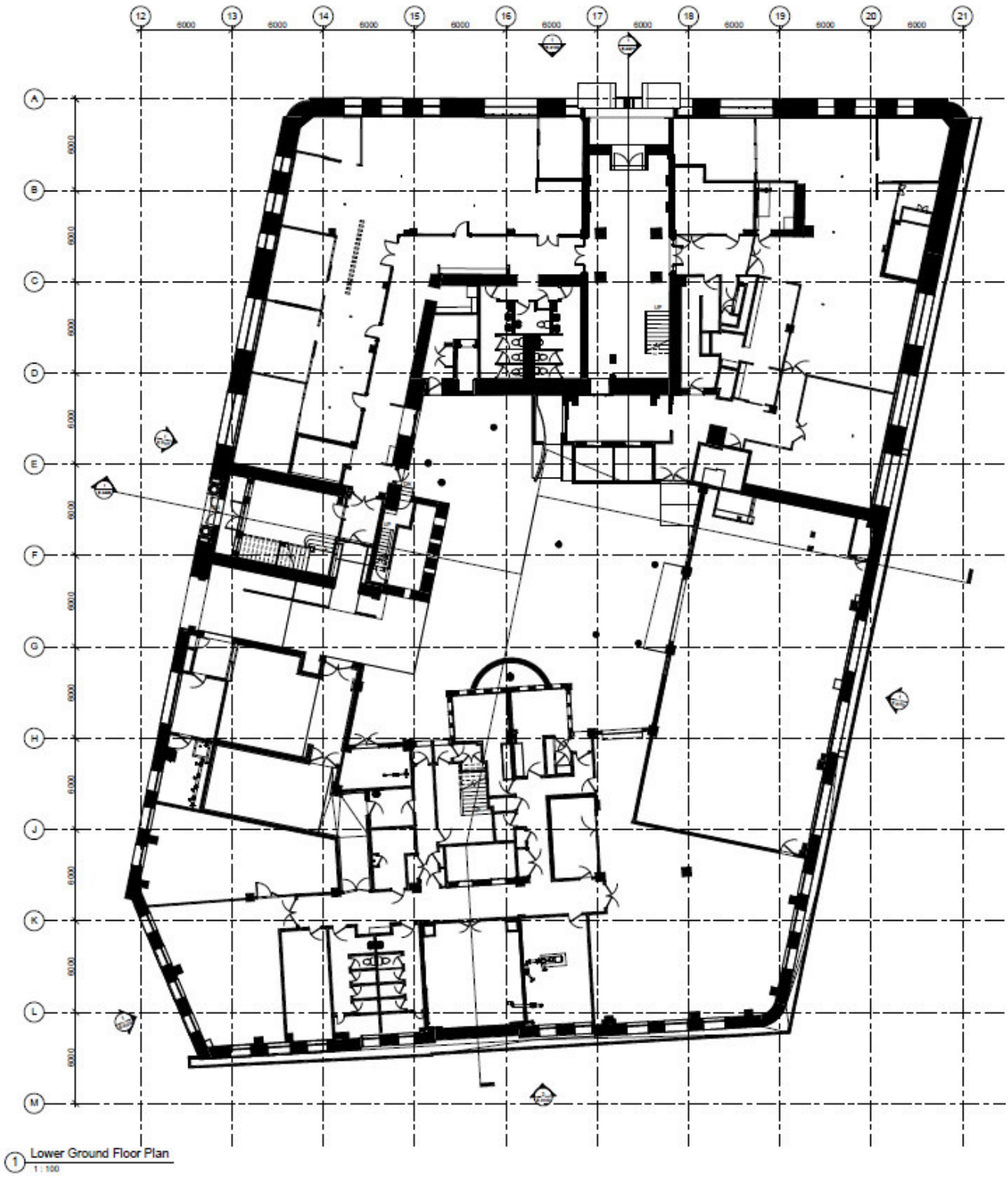


Figure A.27
Education Building - Existing lower ground floor plan (Bridge Street)
Source: Make Architects

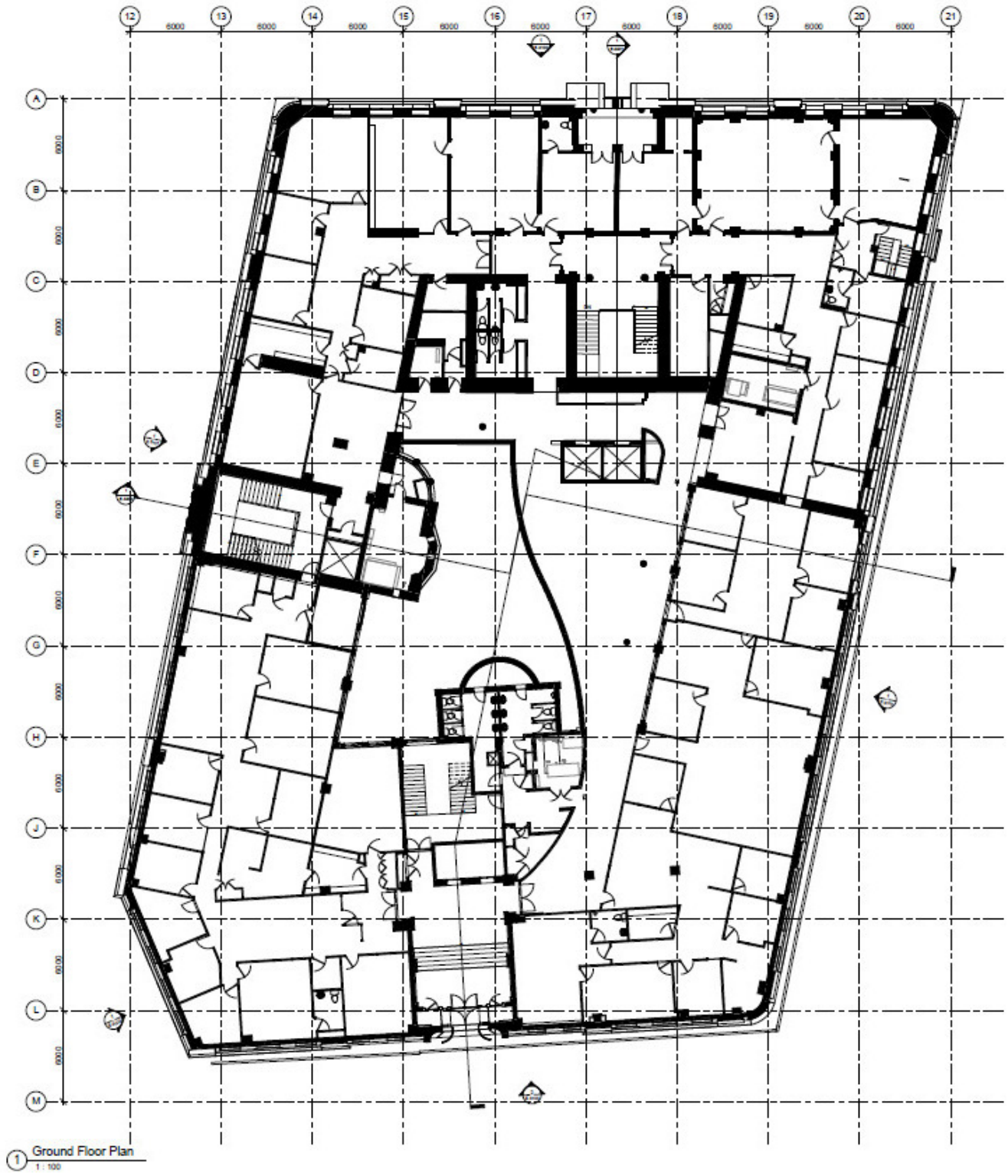


Figure A.28
Education Building - Existing ground floor plan (Farrer Place)
Source: Make Architects

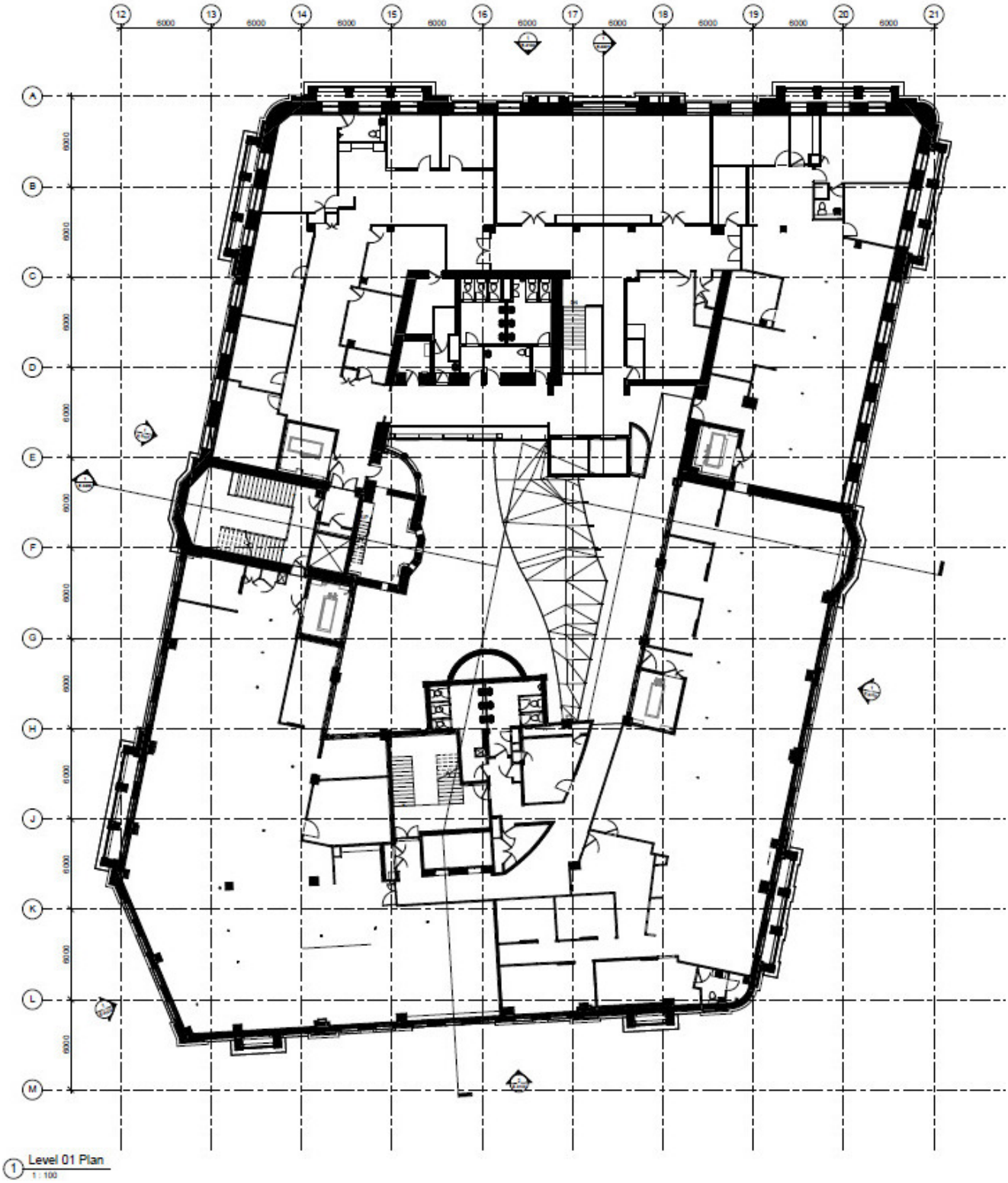


Figure A.29
Education Building - Existing Level 1 plan
Source: Make Architects

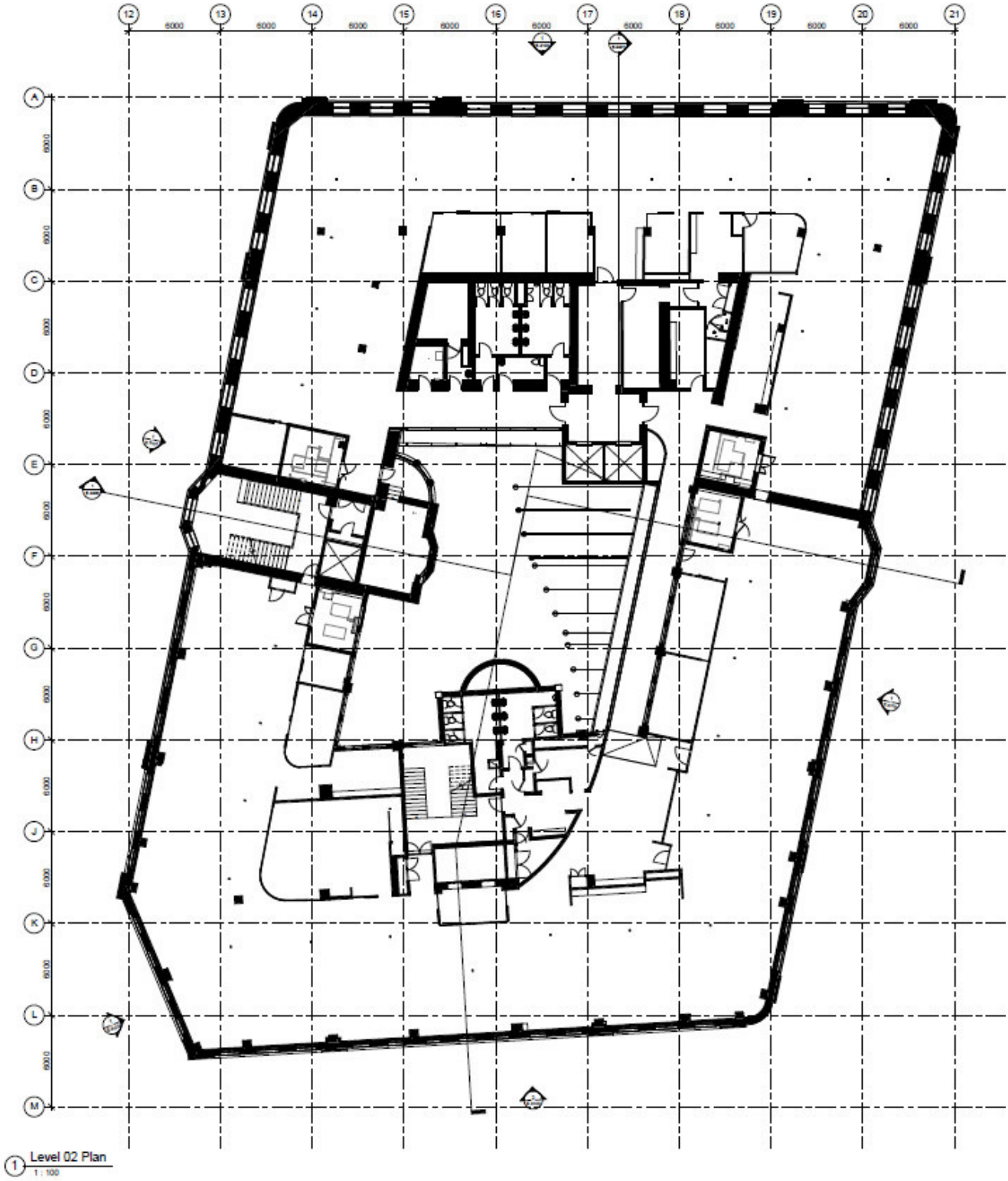


Figure A.30
Education Building - Existing Level 2 plan
Source: Make Architects

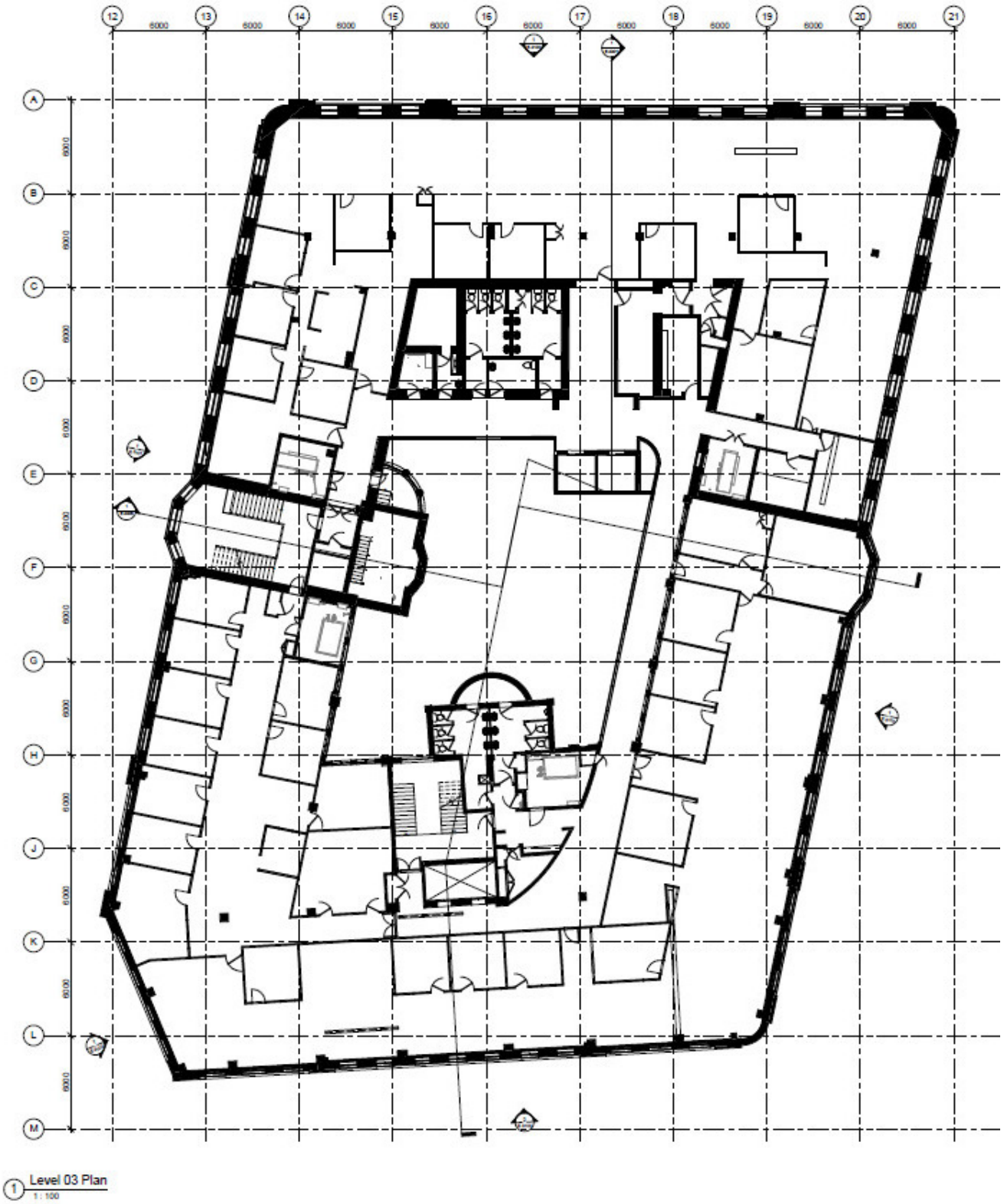


Figure A.31
Education Building - Existing Level 3 plan
Source: Make Architects

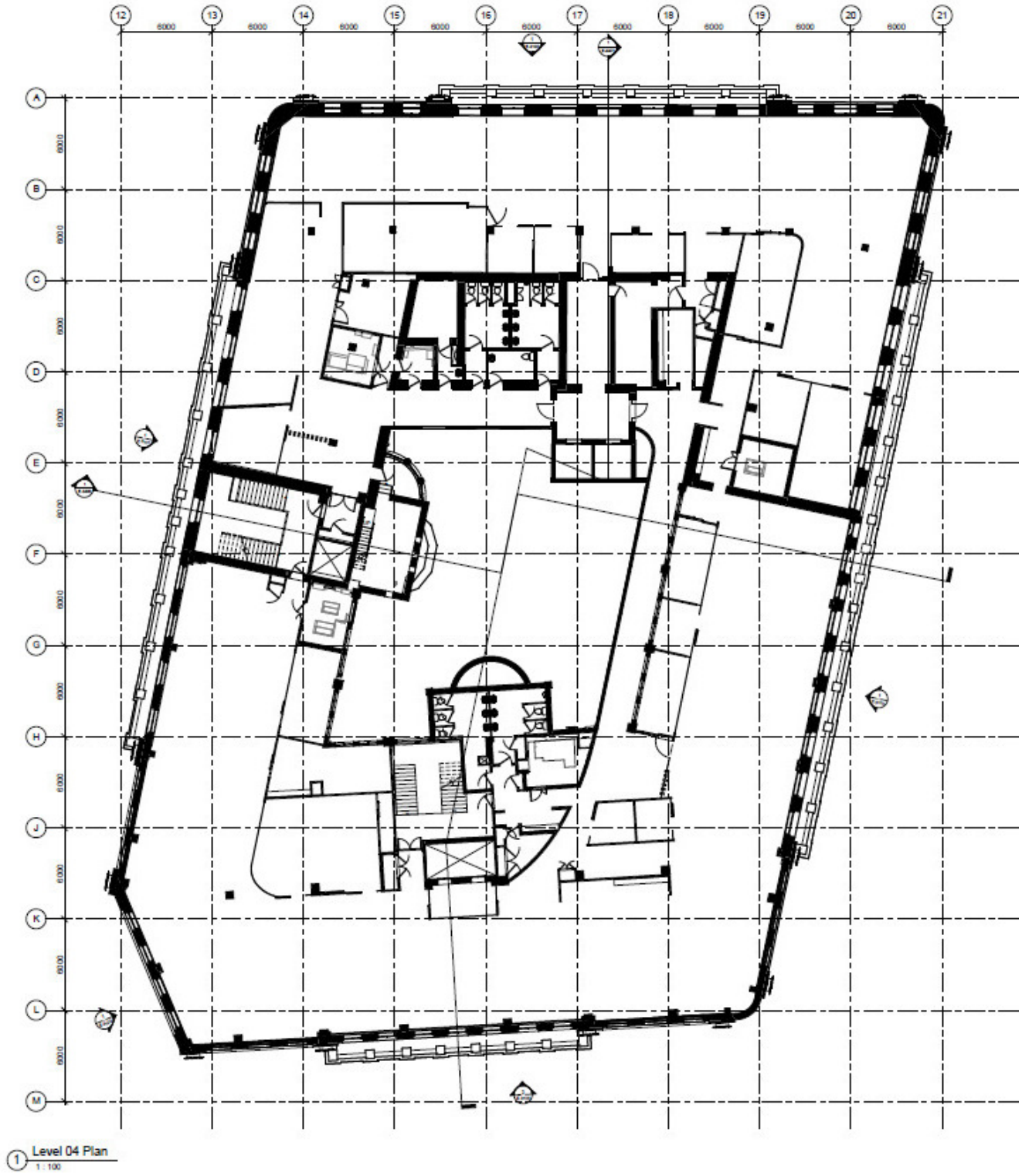


Figure A.32
Education Building - Existing Level 4 plan
Source: Make Architects

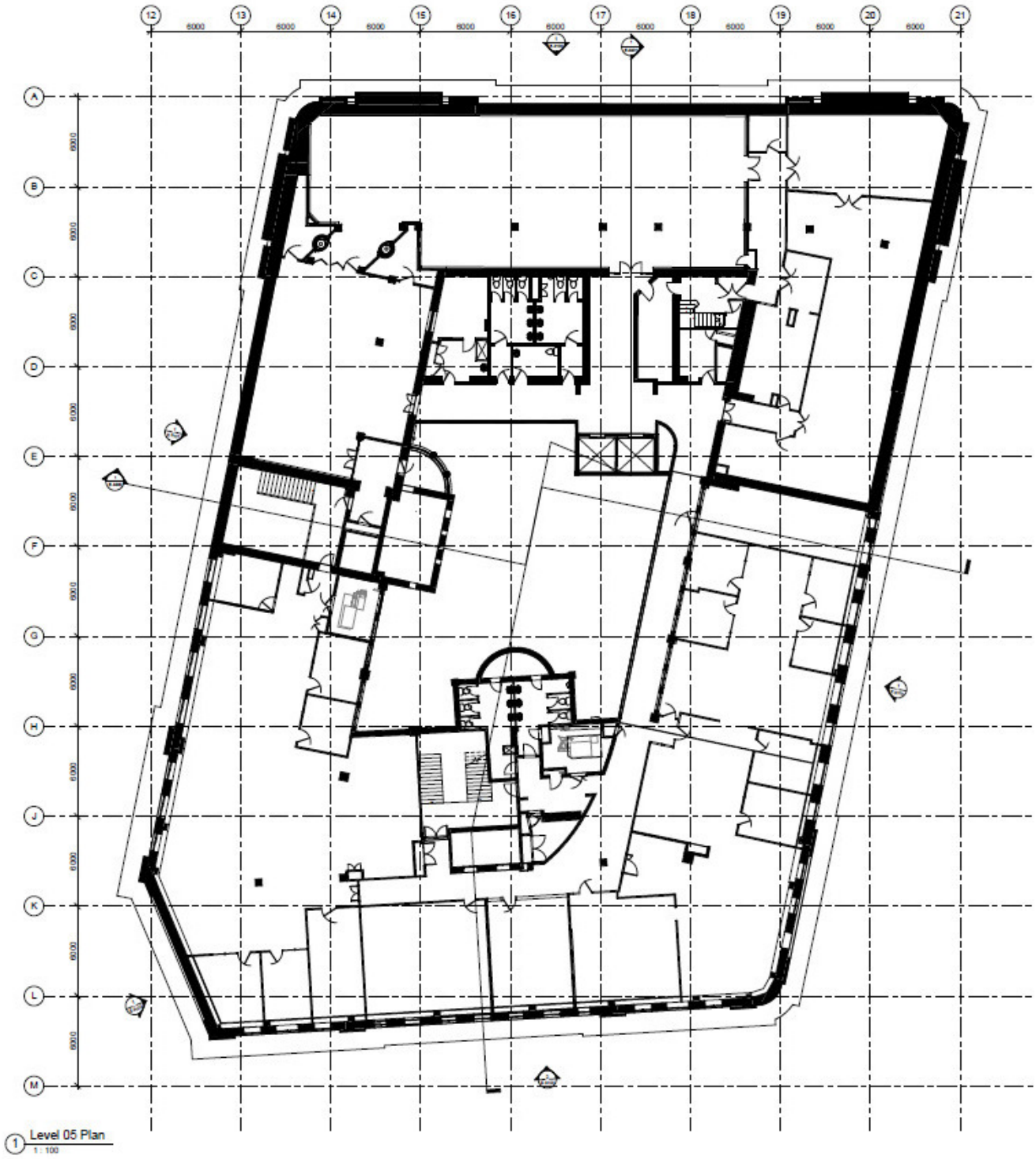


Figure A.33
Education Building - Existing Level 5 plan
Source: Make Architects

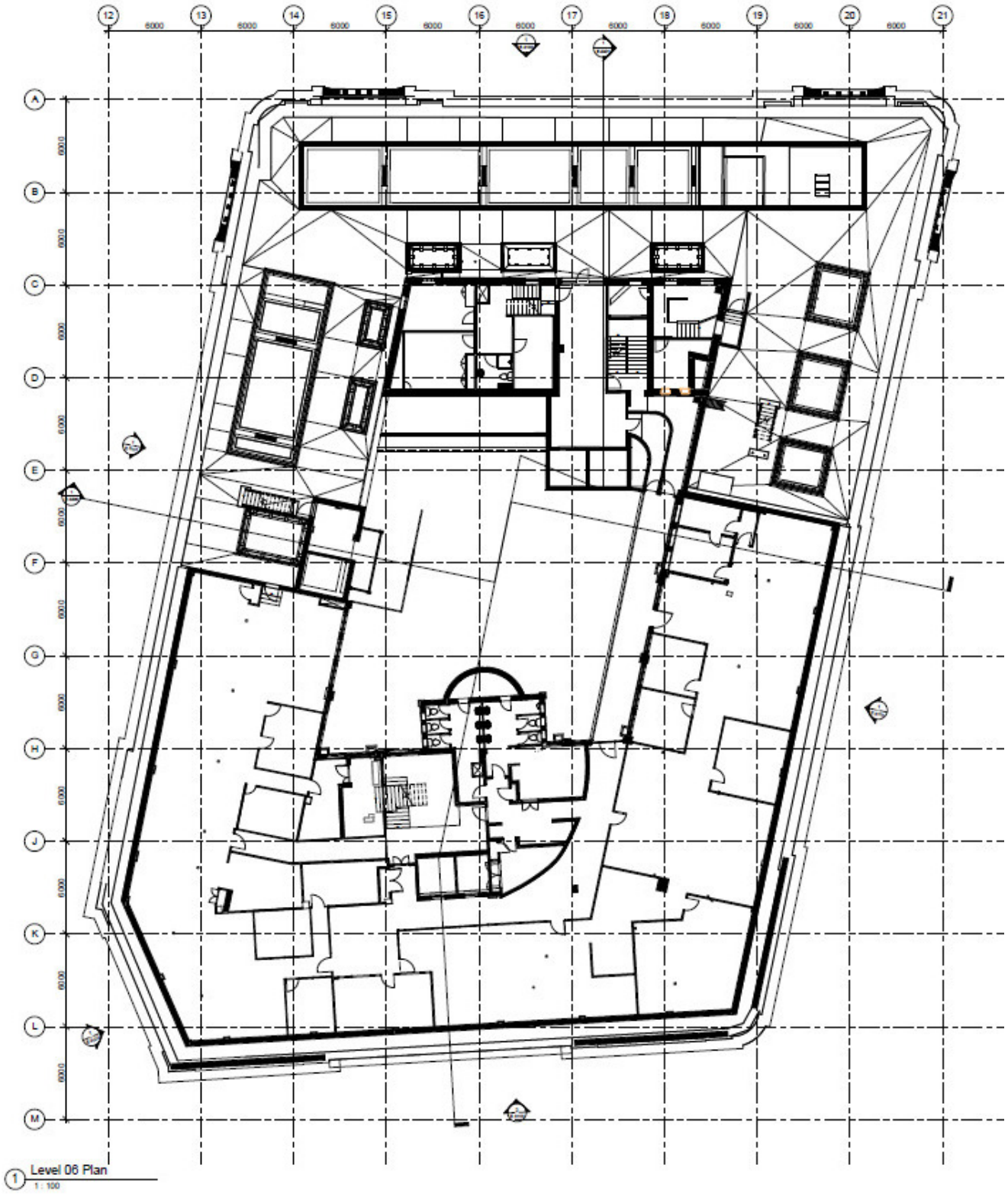


Figure A.34
Education Building - Existing Level 6 plan
Source: Make Architects

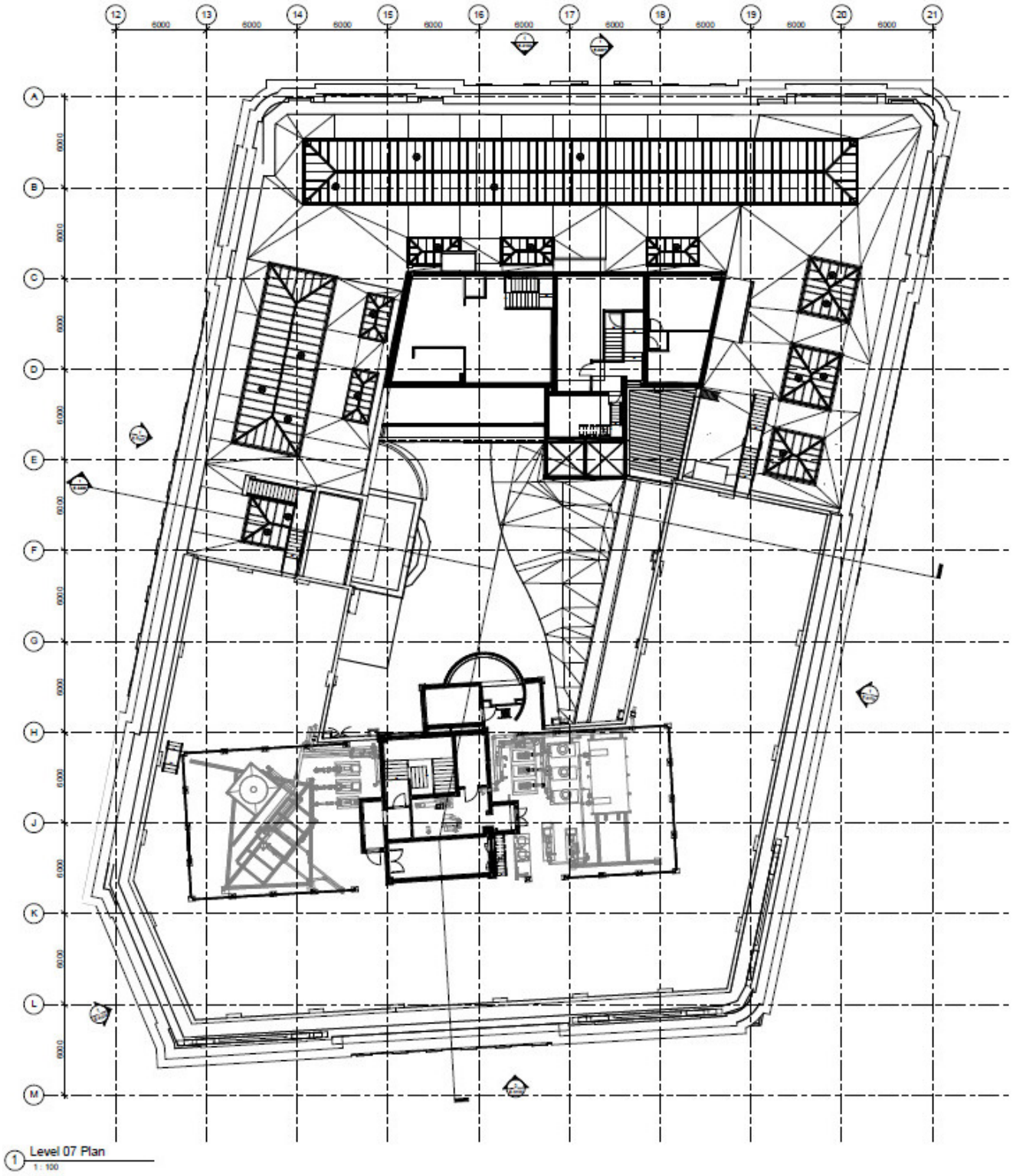


Figure A.35
Education Building - Existing Level 7 plan
Source: Make Architects

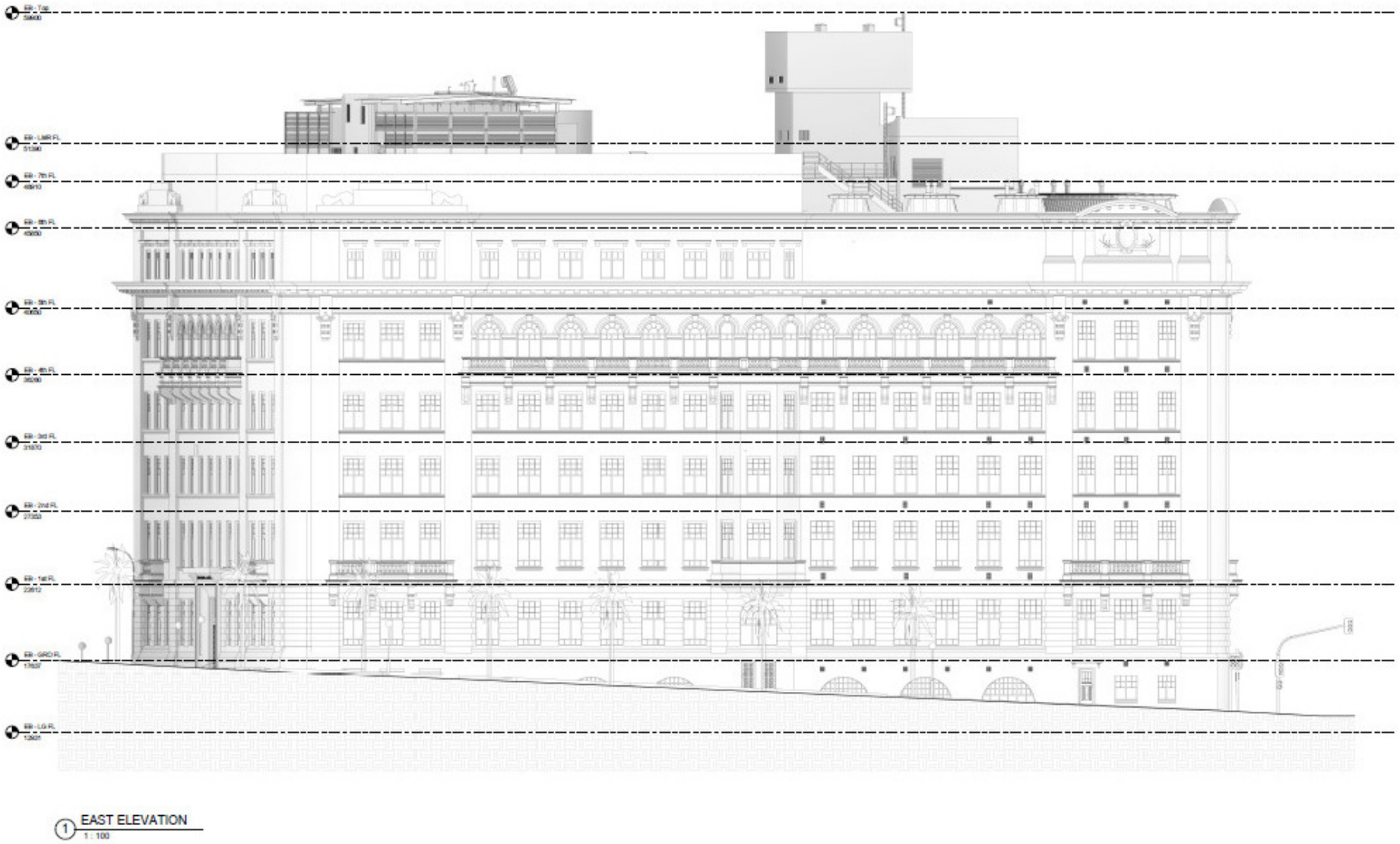


Figure A.36
Education Building - Existing east elevation
Source: Make Architects

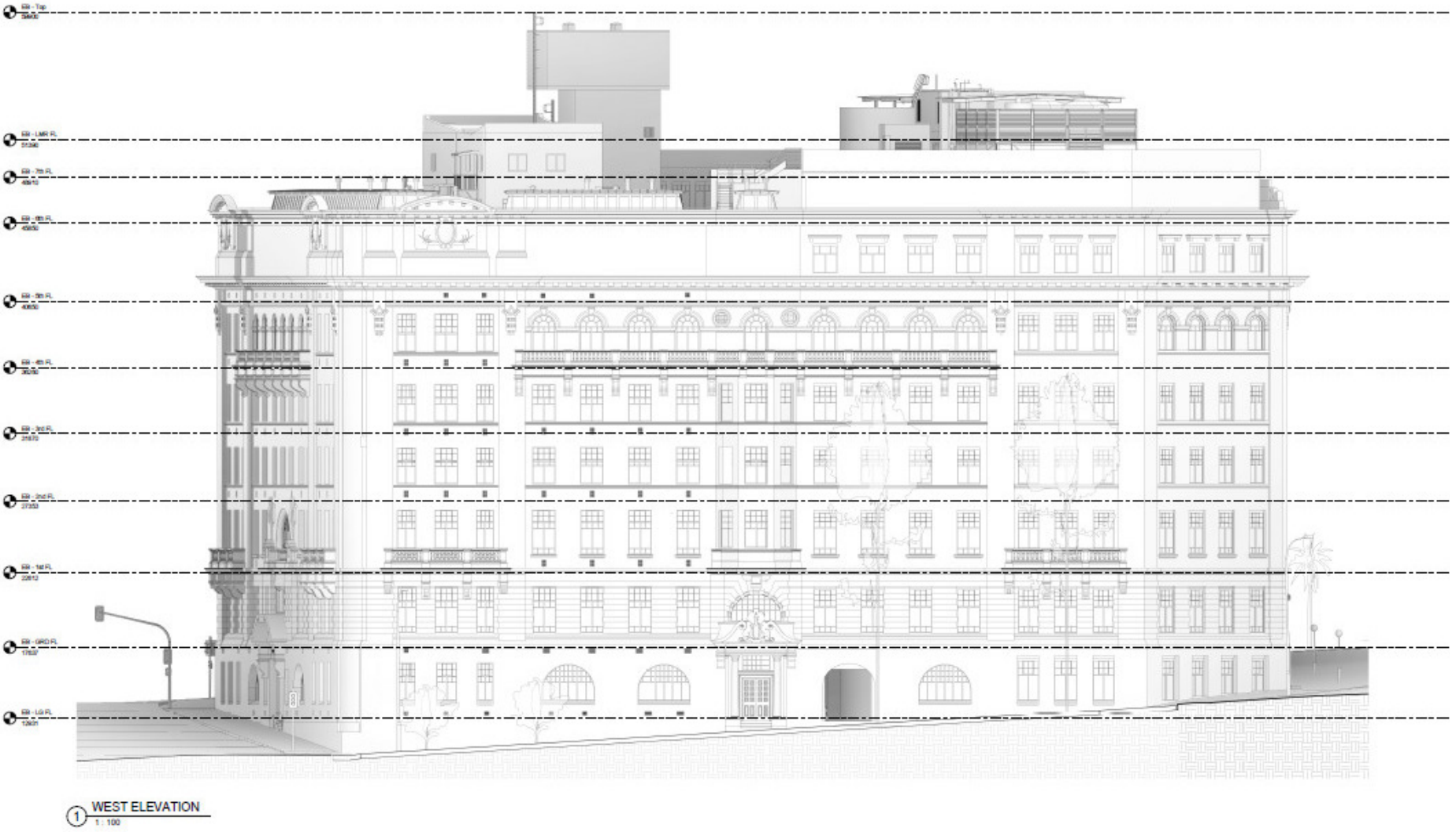


Figure A.37
Education Building - Existing west elevation
Source: Make Architects

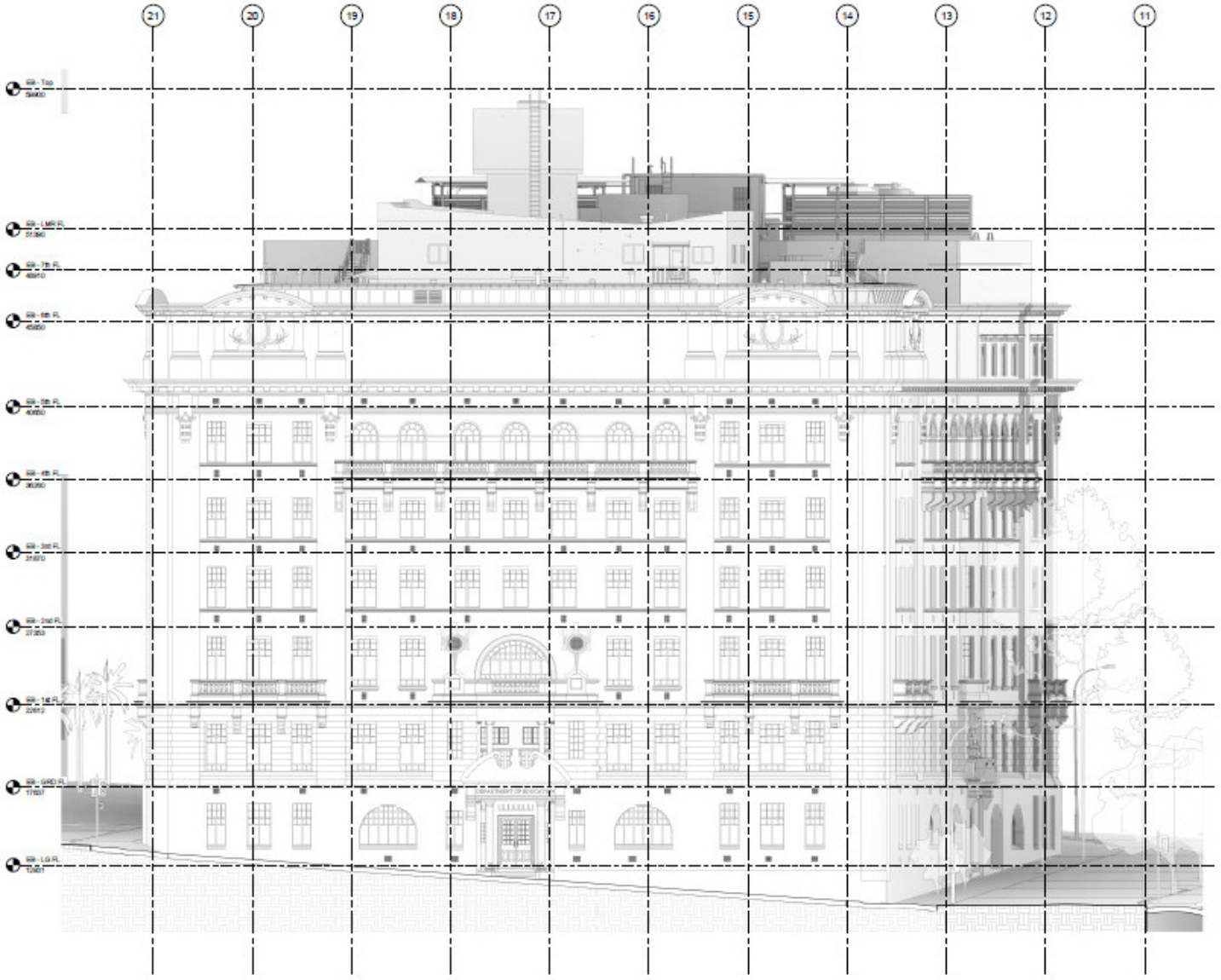


Figure A.38
Education Building - Existing north elevation
Source: Make Architects

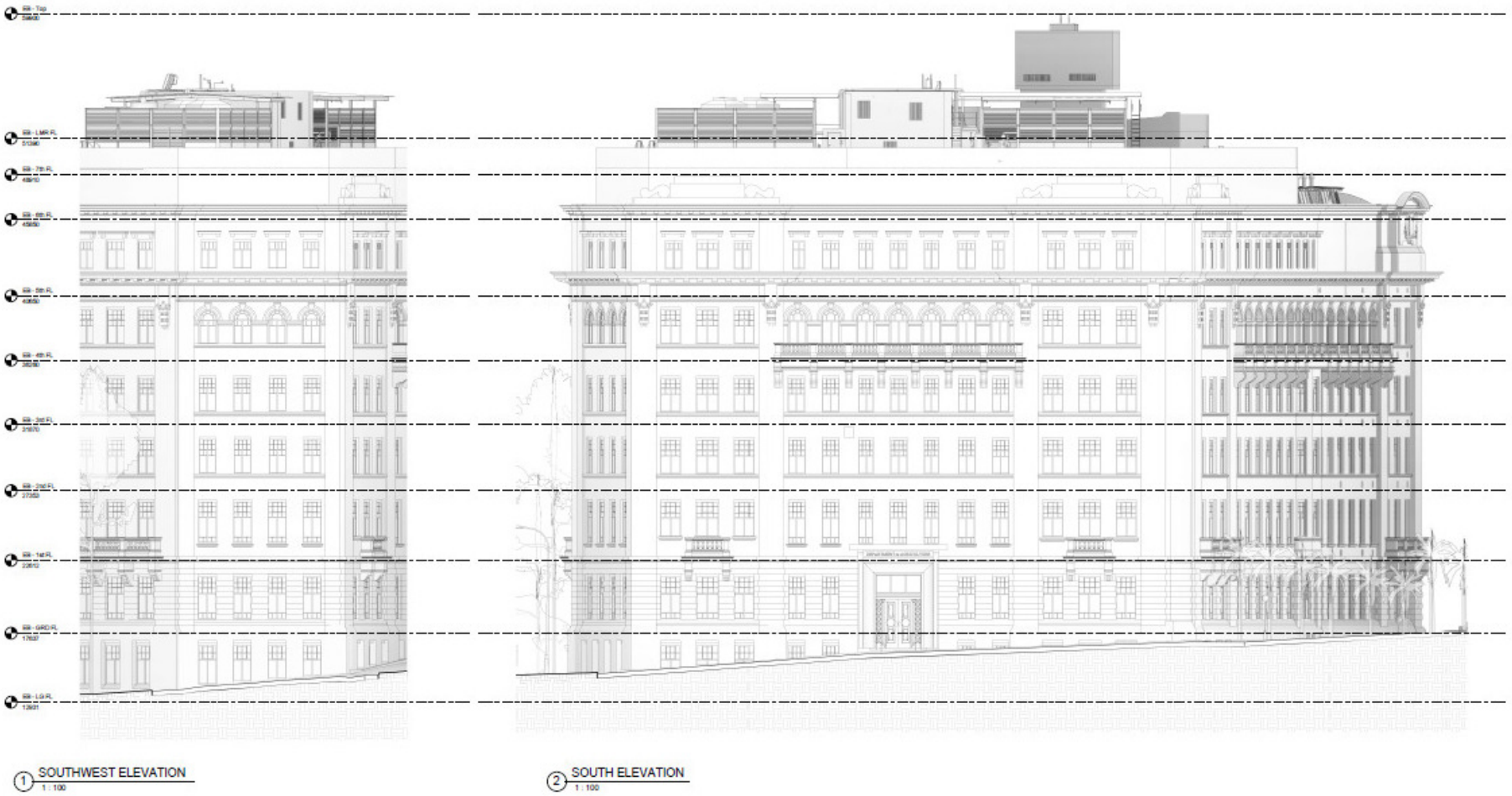


Figure A.39
Education Building - Existing southwest and south elevations
Source: Make Architects

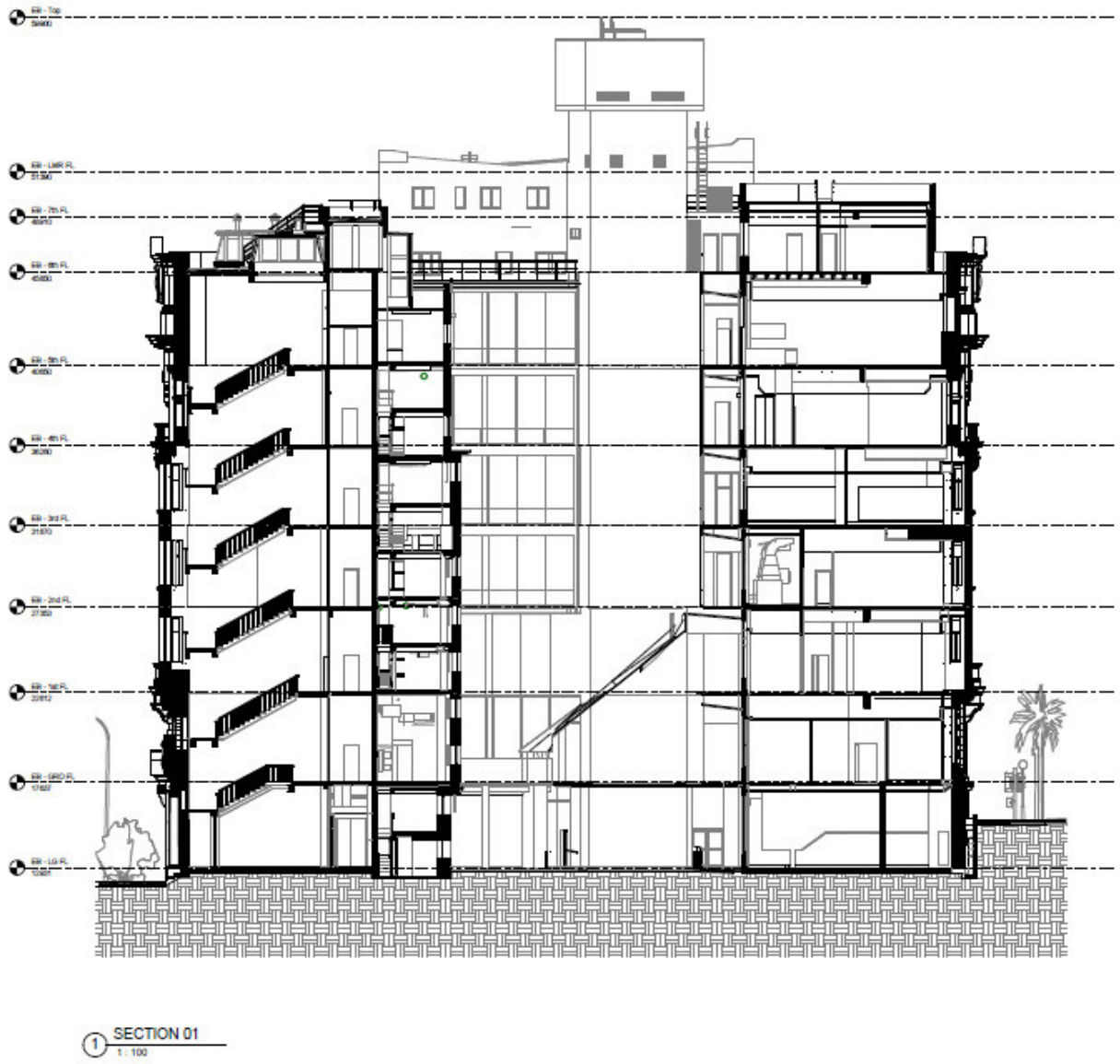


Figure A.40
Education Building - Existing section 01
Source: Make Architects

APPENDIX THREE: ONGOING MAINTENANCE PLAN

Maintenance is the single most important process in the conservation of heritage items. To ensure the conservation of the cultural significance of the building it is essential that maintenance be undertaken in accordance with recognised conservation principles. Following completion of the conservation and adaptive reuse works, it is recommended that a programme of regular maintenance for the building be formally established, aimed at the prevention of deterioration of fabric. The ongoing maintenance programme should be closely co-ordinated with the policies of the Conservation Management Plan.

When conserving the heritage values of a place with considerable heritage significance such as the Education Building, it is particularly important to seek advice from heritage specialists (such as conservation architects, heritage consultants, historical archaeologists or historic material specialists) when planning or implementing conservation works, repairs and maintenance.

The Ongoing Maintenance Schedule should be supported by detailed reports commissioned from expert consultants - particularly in regards to the maintenance of sandstone facade fabric, timber windows and doors, steel windows, wrought iron gates and security grilles, copper clad roof structures, rainwater goods, interior joinery and plaster surfaces.

This input should be sought at the concept stage of any maintenance proposal, rather than seeking advice on potential impacts once a scheme has been developed and expectations set. This is likely to reduce the amount of redesign, and will ease potential problems and delays with the approvals process and the undertaking of work on site.

It is appropriate to engage a conservation architect or heritage consultant in any proposed work involving maintenance of significant fabric. Technical advice and building work should only be undertaken by consultants and contractors with proven heritage experience and expertise in their relevant fields.

It is important that all staff and contractors who are physically undertaking maintenance have an understanding of the key heritage values of the place. Many negative impacts occur unintentionally, despite careful planning because on-site personnel were not aware of heritage issues, or are inexperienced in working with historic building fabric, traditional materials and building techniques, and in areas with archaeological potential

Prior to undertaking any maintenance, a Conservation Schedule of Works should be prepared by a suitably experienced heritage specialist. This schedule should be a document that:

- Augments the assessment of cultural significance, by undertaking a more detailed investigation, recording and assessment;
- Contains a detailed assessment of the physical condition of the fabric;
- Determines the appropriate conservation methodologies; and
- Sets out a comprehensive schedule of conservation actions, based on the CMP conservation policies.

Building Element	Yearly	Every 5 Years	Every 10 Years
OVERALL BUILDING	Monitor condition General cleaning including graffiti removal Pest inspection	Check security and general safety	Undertake structural inspection
EXTERNALLY			
HISTORIC STONE FACADE	Inspect for sound bird proofing and undertake repairs as necessary	Clean and inspect stonework. Check for rising and falling damp	Repair stonework (with replacement matching stone units, stone indents or mortar patching) and pointing as required
LEAD WEATHERINGS	Inspect joints, welts, drips etc. Repair as required		Replace if required
HISTORIC RENDER Bridge Street and Loftus Street entrance porch ceilings	Inspect Repair as required		Repair as necessary with traditional techniques and materials to match existing Prepare and repaint if required using mineral silicate paint
ROOFING Historic copper roofing Membranes Capping Flashing	Inspect Repair as required	Audit water-tightness and undertake repairs as necessary	Replace as necessary with materials to match existing / original
STORMWATER DISPOSAL Box gutters Down pipes	Inspect Repair as required	Audit water-tightness and undertake repairs as necessary	Replace as necessary
HISTORIC EXTERNAL STEEL WINDOWS Steel fabric Metal hardware Glazing	Inspect Repair as required		Repair as necessary with materials to match existing Prepare, prime and repaint steel fabric if required. Brass handles to remain unpainted
HISTORIC EXTERNAL WROUGHT IRON Gates Grilles	Inspect Repair as required		Prepare, prime and repaint

Building Element	Yearly	Every 5 Years	Every 10 Years
HISTORIC EXTERNAL TIMBER DOORS & WINDOWS Timber joinery Metal hardware Glazing	Inspect Repair as required	Wax French polished timber	Repair as necessary with materials to match original / existing Prepare and re-apply French polish to clear finished timber generally Prepare and repaint Young Street service doors Prepare and re-apply varnish to external face of Loftus Street entrance doors
HISTORIC EXTERNAL BRONZE Farrer Place entrance doors	Inspect Repair as required		Prepare, re-patinate and wax
HISTORIC SIGNAGE Patinated bronze signage	Inspect Repair as required		Prepare, re-patinate and wax
INTERNALLY			
HISTORIC INTERNAL DOORS AND JOINERY Doors Windows Frames Architraves Skirting blocks Skirting boards Wainscoting	Inspect Repolish brass hardware if required Repair as required	Wax French polished timber	Prepare and re-apply French polish if required
HISTORIC INTERNAL WALLS Painted plaster	Monitor wear Repair as required	Check for rising and falling damp	Repair, prepare and repaint as required
HISTORIC CEILINGS Plaster lath and plaster ceilings Plaster cornices	Monitor structural stability Repair as required		Repair, prepare and repaint as required
HISTORIC MARBLE Floors Skirtings Dados and dados Columns Pilasters Wall cladding Treads and risers	Monitor Repair as required	Buff marble to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads	An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains

HISTORIC BRONZE AND BRASS MEMORIAL BOARDS Memorial boards in the Loftus and Bridge Street entrances	Monitor wear	Prepare, repolish and lacquer

APPENDIX FOUR: SCHEDULE OF CONSERVATION WORKS

APPENDIX FIVE: ARCHAEOLOGICAL ASSESSMENT

APPENDIX SIX: MOVABLE HERITAGE REVIEW

SCHEDULE OF CONSERVATION WORKS

The Education Building, 35-39 Bridge Street, Sydney

May 2017

Issue C

GBA Heritage



23-33 BRIDGE STREET, SYDNEY

ISSUE	DESCRIPTION	DATE	ISSUED BY
A	Draft for Review	7.04.17	JB
B	Final	24.04.17	JB
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1.0

INTRODUCTION

1.1 REPORT OVERVIEW

This Schedule of Conservation Works has been prepared following submission of State Significant Development (SSD) Stage 2 Application Number SSD 7484, for the adaptive reuse of the New South Wales Department of Lands Building (Lands Building), at 23-33 Bridge Street, Sydney, and the New South Wales Department of Education Building (Education Building), at 35-39 Bridge Street, Sydney. Both buildings have been described as the “Sandstone Precinct”.

This Schedule of Conservation Works has been prepared for the Education Building. It was written in March 2017 by Jonathan Bryant, Associate Director of GBA Heritage Pty Ltd, for Tristar Sandstone Pty Ltd,. Graham Brooks, Director of GBA Heritage Pty Ltd has reviewed and endorsed this report.

This Schedule of Conservation Works has been developed to accompany the Conservation Management Plan (CMP) submitted to the Heritage Council for endorsement and to inform the initial costing and timing of the project.

This Schedule of Conservation Works has been prepared to guide the conservation and adaptive reuse of the building as it enters its new use as a hotel facility.

1.2 REPORT OBJECTIVES AND LIMITATIONS

This document describes the internal physical fabric of the heritage elements to be retained on the site and provides an analysis of the significance, condition and integrity of individual interior fabric elements and recommends appropriate conservation strategies. This Preliminary Schedule is intended as a general guide for the appropriate conservation of the fabric of the place. Its purpose is not to remove the patina or the blemishes of age, nor to attain perfection of detail and finish. This schedule has been prepared on the basis on inspections carried out in February and March 2017, without full access equipment and only minor intervention in the fabric.

The interior of the property was fully tenanted and some rooms including three Ground Level Minister’s Suite rooms were not able to be closely inspected or photographed. Some floors were covered and in most cases rooms contained built-in furniture that prevented full inspection. The inspection did not cover building services, appliances and fittings, or compliance with the building regulations. This report is not intended to describe the works fully for the purposes of obtaining quotations. It is a general guide to the nature, approach and extent of work likely to be required. It will need to be accompanied by a detailed specification for the works, prepared by specialist contractors with proven experience working with heritage materials. The specification should be prepared in consultation with the nominated heritage consultant in accordance with the conservation policies.

Because a full invasive inspection was not possible and because the condition of the building may have changed between the time it was inspected and the time conservation and repair works are carried out, any building documentation prepared using this schedule should contain a provision to review the extent and nature of the works after opening up, and any cost estimate based on this schedule should contain a substantial contingency provision for the preparation of specifications

and additional work.
This conservation recommendations identified in this Schedule of Conservation Works are limited to the interior of the building. The exterior of the building, including facades and roofs, fall within the scope of the facade engineers, TTW. All required conservation works to the building's roofscape, sandstone facades and windows (with the exception of interior finishes) gates, grilles and doors are identified in the report prepared by TTW.

This Schedule of Conservation Works does not cover movable heritage. The movable heritage collection, currently located within the building, is currently the subject of a stand alone Movable Heritage Collections Management Plan that is to be prepared by an experienced movable heritage curator on behalf of GPNSW.

All conservation works should be completed to the nominated Heritage Consultant's approval. It is required that agreed samples of all conserved elements be prepared and the outcome reviewed with the nominated Heritage Consultant and supervising design architect on site. These samples are to be approved by the nominated heritage consultant and supervising design architect before the builder or specialist contractor proceeds with any of the conservation works in general.

The proposed work has been determined with the aim of maintaining and conserving the fabric of the building for a period of at least 20 years.

It should be noted that a flexible approach to conservation is acknowledged by this report. As more information comes to light (for example after non-significant fabric is stripped out) and other building requirements inevitably emerge, some of the recommendations identified in this report may need to be amended to contribute to a successful outcome. Any amendments must be developed in consultation with the project heritage consultant.

1.3 IDENTIFICATION OF LEVELS

The revised CMP, which this Schedule of Conservation Works is appended to, is an update of the endorsed report prepared by City Plan Heritage in March 2015. For this reason the level designation utilised in the CMP continues that system used in the previous endorsed CMP. This Schedule of Conservation Works utilises the level identification system employed in the current Stage 2 SSD documentation prepared by Make in association with Ridley. To ensure that there is no confusion, moving forward, the following table identifies the corresponding levels in both systems:

Conservation Management Plan Level Designation	**Schedule of Conservation Works Level Designation**
Level 1	Lower Ground Level
Level 2	Ground Level
Level 3	Level 01
Level 4	Level 02
Level 5	Level 03
Level 6	Level 04
Level 7	Level 05

1.4 SITE IDENTIFICATION

The Education Building is located on the south of Bridge Street and occupies a whole block bounded by Young Street to the east, Loftus Street to the west, and Farrer Place to the south. It is described by NSW Land and Property Information (LPI) as Lot 56, DP 729620.

1.5 HERITAGE MANAGEMENT FRAMEWORK

The statutory heritage management framework of the Education Building, located at 35-39 Bridge Street, Sydney is as follows:

- Listed on the NSW State Heritage Register under the *NSW Heritage Act 1977* (SHR No. 00726)
- Listed in Schedule 5 of the *Sydney Local Environmental Plan 2012* (Item I684) as a State heritage item - *Department of Education building including interior*.

- Partially included (northern portion) in the Bridge Street/Macquarie Place/ Bulletin Place Special Character Area identified in the *Sydney Development Control Plan 2012.*

- Partially included (southern portion) in the Farrer Place Special Character Area identified in the S*ydney Development Control Plan 2012.*

The Education Building also forms part of a nomination for inclusion on the National Heritage List, currently under consideration by the Australian Heritage Council for an area of Sydney currently described as "Governors' Domain and Civic Precinct". The area includes many sites fronting Macquarie and Bridge Streets and beyond, including the Education Building. The National Heritage List falls under the Commonwealth Government *Environmental Protection and Biodiversity Act 1999 (EPBC Act 1999).* To date the draft "Colonial Sydney" Nominated Place has not been gazetted.

1.6 DESCRIPTION

Built in two stages in the early 20th century (1915 and 1930), the Education Building is located on the south side of Bridge Street and occupies a whole block bounded by Young Street to the east, Loftus Street to the west, and Farrer Place to the south.

Located at 35-39 Bridge Street, Sydney, this free standing seven and eight storey building occupies the entire city block surrounded by Bridge, Loftus, Young Streets and Farrer Place, immediately to the east of the Lands Department Building. Its primary frontages and pedestrian entries are Bridge Street to the north and Farrer Place to the south, with a vehicle entry from Loftus Street into a sizeable ground level parking area and loading dock.

The entire building was constructed with a large internal courtyard light well, extending to the full height of the building. This utilitarian space was designed to provide light and air to the office spaces.

This large sandstone faced building, which demonstrates a well ordered Edwardian architectural style, is considered a fine example of an early 20th century State government administration building.

The first stage was built for the Department of Education (who eventually took over the entire building) and was built using a structural steel frame with traditional load bearing sandstone facades. The second interwar stage of the building, constructed originally to accommodate the Department of Agriculture, was designed using a full structural steel frame with thinner sandstone façade cladding.

The building has undergone numerous changes over time. Major renovations to the building in the 1990s, to address major circulation shortcomings, were designed by Ancher Mortlock Woolley. They included the installation of an "external" circulation walkway around the inner courtyard light well, serving all upper floors and providing a new circulation pathway that maximised the planning efficiency of the relatively open office floors within the main volumes of the building.

With the exception of the sandstone facades and some key interior spaces including the Farrer Place vestibule, Loftus Street vestibule and staircase, Bridge Street vestibule and lower levels of the staircase, the Ground Level Ministerial Suite of four rooms and Level 5 Gallery and Annex, the building interior has been substantially modified over time and presents as standard open plan office space.

1.7 HERITAGE SIGNIFICANCE

The following Statement of Significance for the Education Building, located at 35-39 Bridge Street, Sydney is drawn from the updated CMP for the Education Building prepared by GBA Heritage in 2016, which in turn was drawn from the 2015 CMP:

Statement of Significance:
The Department of Education building has been synonymous with the provision of universal public education in New South Wales since its construction in 1915 and is still used for its original purpose. [As part of the approved lease and adaptive reuse of the building, this association is to imminently cease]. *The Department's association with the site dates from its establishment under the Public Instruction Act 1880. The southern half of the building, the former Department of Agriculture offices, demonstrates that Department's importance in the development of scientific agriculture and support for primary production when this was a major industry in the state in the first half of the 20th century.*

The architectural style of the building, a restrained form of Federation Free Classical with plain facades highlighted by ornamentation at the entrances and upper floor entablature, is representative of contemporary tastes demonstrating external materiality and scale of the building in its original design by George McRae with Stage 2 (for the Department of Agriculture) being completed by a private firm, John Reid & Son.

The Department of Education building is a fine example of early 20th century government offices combining elements of their historic 19th century predecessors, with a concern for contemporary office design. Built in two stages 1912-15 and 1929-30, the building demonstrates rapidly changing methods in building construction of the early 20th century. The 1994-95 refurbishment by noted architect Ken Woolley provided a rational and elegant solution to the historic problems posed by key planning differences between the two stages of construction and resulted in efficient circulation and improved accommodation to contemporary standards.

Although the second stage of the building (1915 and 1930) was designed by a different architect using a different, more technologically advanced form of construction, the external architectural presentation of the two stages is remarkably unified or consistent. Occupying the of the city block bounded by Bridge Street, Loftus Street, Young Street and Farrer Place, the building is a key element in the built landscape of Bridge Street, in the surrounds of Macquarie Place and in Farrer Place to all of which it makes a notable contribution. It is part of an important group of late 19th and early 20th century government offices that represent the continuing association of this area with government and administrative activities since 1788. The site is part of a street plan that reflects the earliest development of the city of Sydney.
The Department's Art Gallery is unique in government offices and its student art collection, William Wilkins Memorial Art Collection, is the oldest in Australia.

The building is associated with key personalities in the history of education in New South Wales including Peter Board and Sir Harold Wyndham. It is also associated with Government Architect George McRae, who is considered as a key practitioner of the Federation Romanesque, Anglo-Dutch and Free Style in Sydney and whose work played a dominant role in the evolution and spread of Federation architecture throughout Australia.

The building has been the symbolic headquarters for generations of teachers and administration staff who have worked in the NSW education system since 1915. The heritage significance of the Education Building is enhanced by the collection of movable heritage including furniture and war memorials. The movable heritage of the building has an ongoing and continuous association with the government function and demonstrates the building's association with public service. The collections of furniture and fixtures associated with public service and government administration demonstrate superior quality in local design, manufacturing and materials. The war memorials are of particular social significance for its commemoration of the role of Department of Education employees in war.

The site also has high potential for surviving archaeological remains of State significance including the site of the Judge-Advocate's residence, and gardens, boundaries and setting for the residences of the Judge-Advocate and the Colonial Secretary. These remains may survive below the Loftus Street vehicular entry and the northwest corner of the site.

2.0

PLANS

Proposed floor plans prepared by Make in association with Ridley, have been included, to indicate the layout of each floor.

Due to the scale of the plans, refer to A1 copies to clearly read the room identifying codes.



Figure 2.0
Proposed Lower Ground Level Plan
Source: Make in association with Ridley

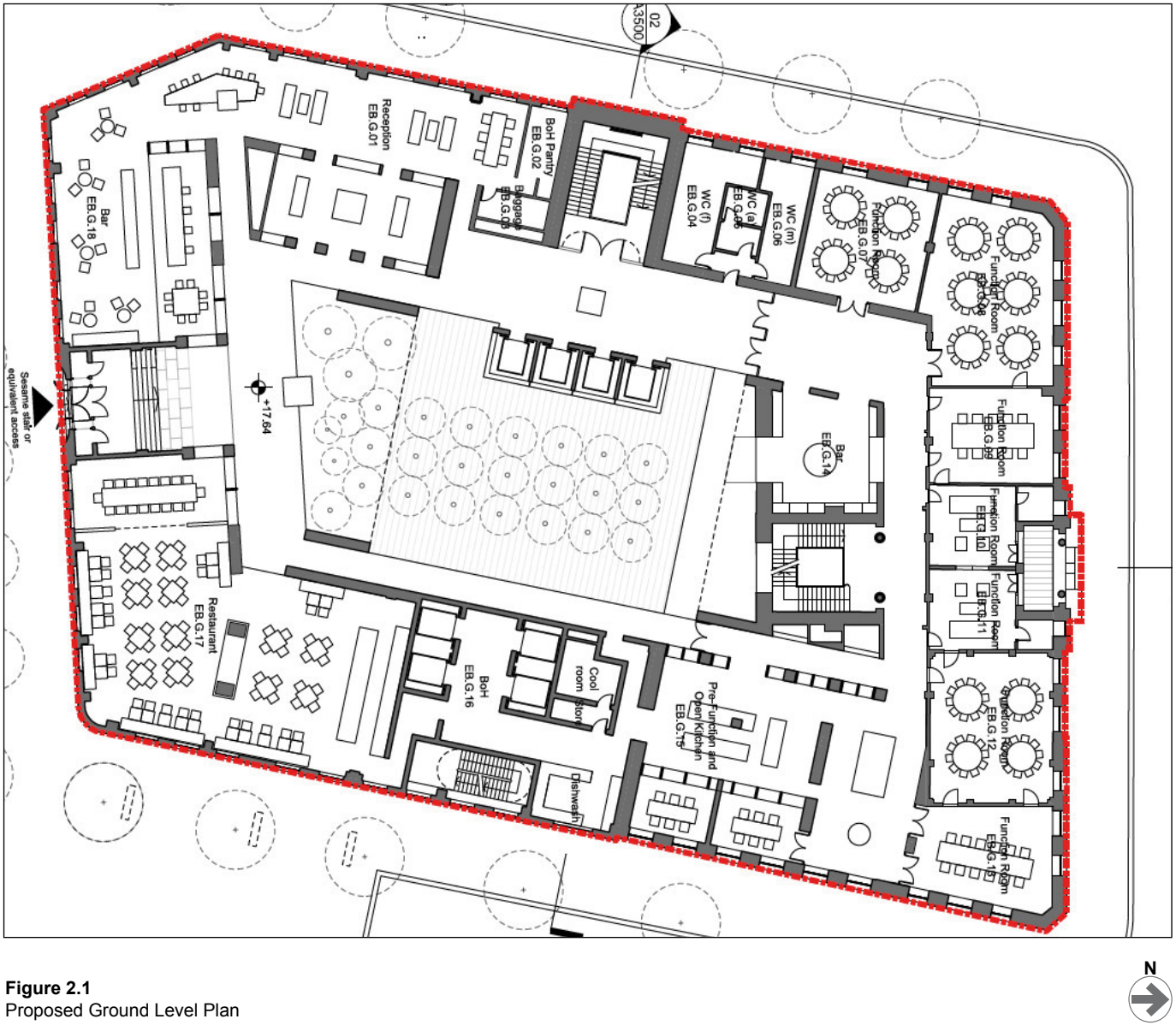


Figure 2.1
Proposed Ground Level Plan
Source: Make in association with Ridley

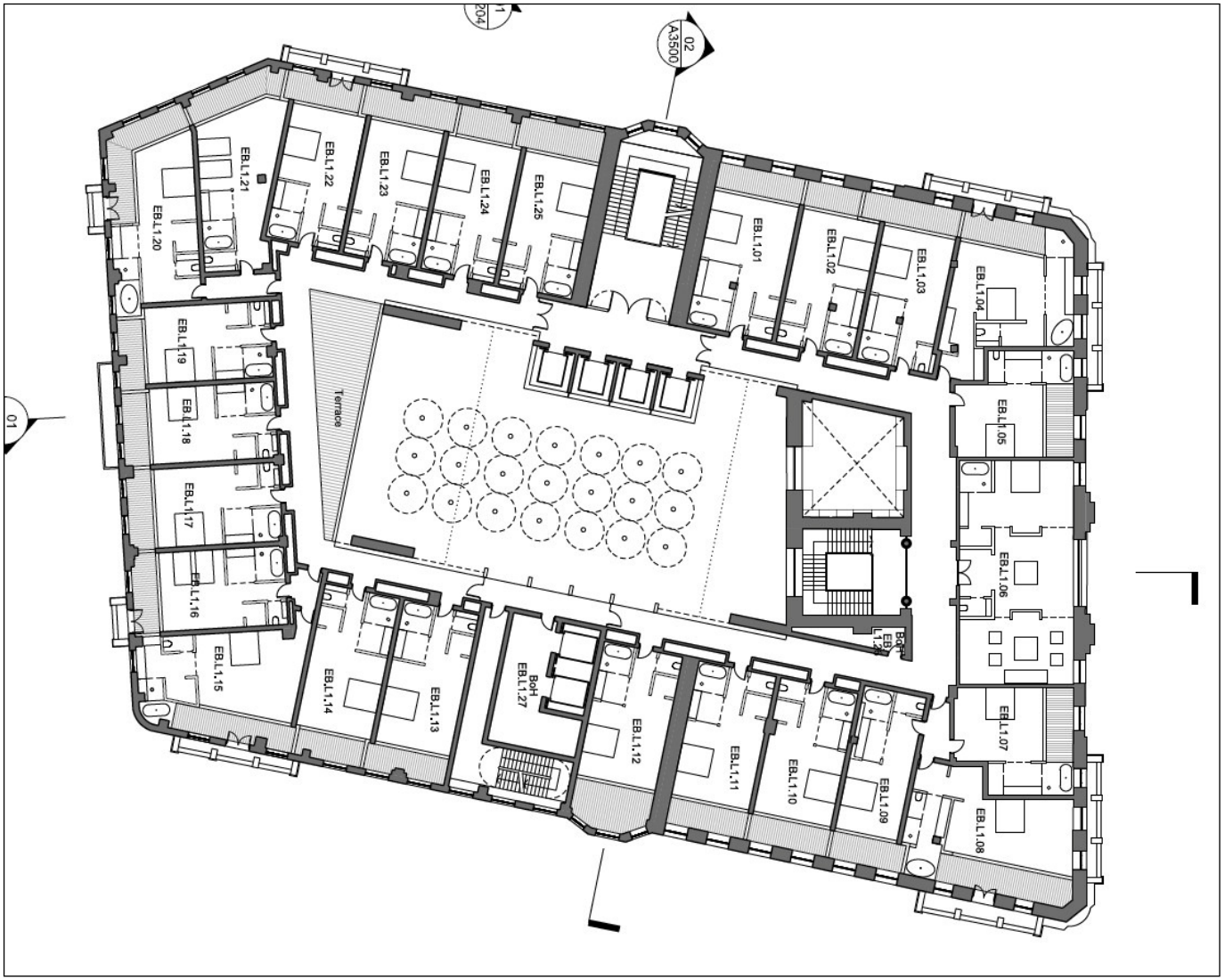


Figure 2.2
Proposed Level 01 Plan
Source: Make in association with Ridley



Figure 2.3
Proposed Level 02 Plan
Source: Make in association with Ridley



Figure 2.4
Proposed Level 03 Plan
Source: Make in association with Ridley

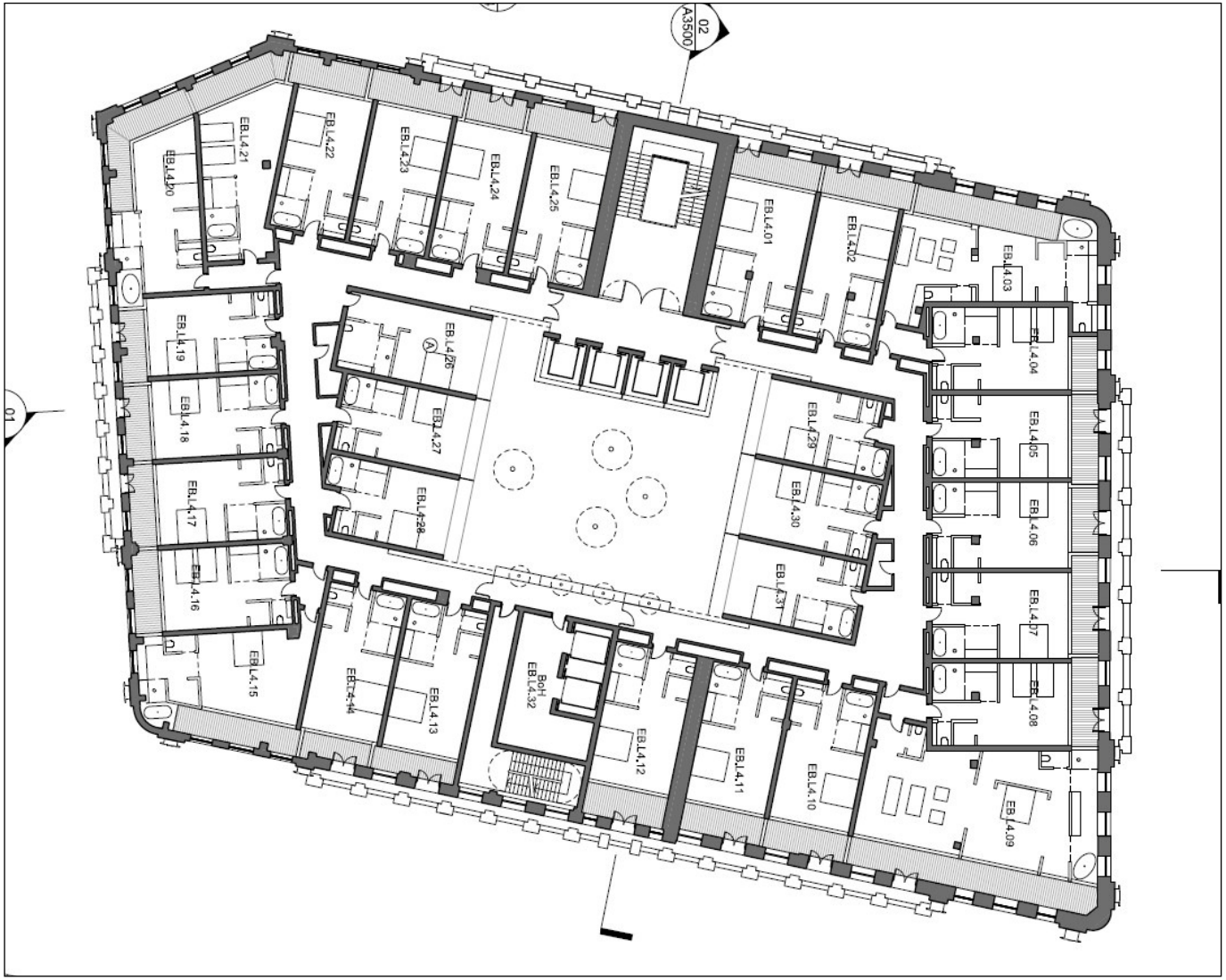


Figure 2.5
Proposed Level 04 Plan
Source: Make in association with Ridley



Figure 2.6
Proposed Level 05 Plan
Source: Make in association with Ridley

3.0

CONSERVATION APPROACH

The following approach should be adopted to guide all decisions affecting heritage fabric.

3.1 CONSERVATION PHILOSOPHY

- All work should be undertaken in accordance with the principles of *The Burra Charter: The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance*, Australia ICOMOS, 2013.
- All work to the historic fabric of the place, where it remains, should involve the least possible physical intervention.
- All new work should aim to be ultimately reversible.
- The conservation and long term maintenance of the building should be based on a respect for the existing historic fabric.
- Conservation requires a cautious approach of changing as much as necessary but as little as possible.
- Traditional techniques and materials are preferred for the conservation of significant fabric.
- In some circumstances modern techniques, detailing or materials which offer substantial conservation benefits may be appropriate. The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.
- All significant fabric is to be conserved in accordance with relevant guidelines endorsed by the NSW Heritage Council.

3.2 CONSERVATION PROCESS

This report is not intended to identify all specific works required, or to provide technical specifications for such works. While problems or issues observed at the inspection are noted herein, and while some outline methodologies are included in this report, only appropriately qualified specialist contractors can properly identify all such issues and provide appropriate specifications. The conservation process to be followed is therefore as follows:

- The inspections noted below are to be undertaken and provided by specialist contractors. Reports should include identified problems, the likely causes of such problems, a recommended scope of works and recommended methodologies and specifications.
- The causes of the identified problems are to be rectified, insofar as possible, prior to commencement of works.
- The nominated heritage consultant is to review the reports and reach agreement with the specialist contractor on the approach to be taken, prior to commencement of works.

3.3 BUILDING INVESTIGATIONS AND REPORTS

The building and where relevant the site should be comprehensively inspected by the following suitably qualified professionals or contractors:

- A structural engineer;
- A facade engineer with experience with historic sandstone facades, slate, copper and lead roofs;
- A hydraulic engineer with diagnostic experience;
- A roofer with expertise in copper roofing;
- A plumber (including roof plumbing and vents); and
- A pest inspector.

Areas of the building suffering from rising or falling damp and paint delamination should be inspected by a hydraulic engineer diagnostician - expert in the rectification of damp problems in heritage buildings. Their recommendations should be sought and implemented as a priority. These recommendations should be implemented with the input of the nominated heritage consultant.

Reports are to be provided to the nominated heritage consultant for review, as noted above.

These investigations are essential to inform decisions on the final scope of conservation works as well as the final detailed treatment of materials. This information should be made freely available to those guiding decisions about the treatment and care of the historic fabric.

Additional information gathered during the process should be recorded and kept, together with this Schedule of Conservation Works, to inform current and future maintenance and conservation works to the place.

3.4 HERITAGE INVESTIGATIONS AND REPORTS

This Preliminary Schedule of Conservation Works does not cover movable heritage. It is our understanding that the movable heritage collection, currently located within the building, is currently the subject of a stand alone Movable Heritage Collections Management Plan that is being prepared by an experienced movable heritage curator appointed by GPNSW (as the building owner). All queries about the treatment, use or conservation of movable heritage in the building should be directed to the building's movable heritage curator.

An historic paint specialist should be engaged to investigate the following areas:

- A typical steel window;
- Wrought iron entrance gates on Bridge Street;
- Window grilles;
- The Bridge Street lobby and staircase including walls, ceiling and cornice and stair balustrade and soffits;
- The Loftus Street lobby and staircase including walls, ceiling and cornice and stair balustrade and soffits;
- The Farrer Place lobby ceiling and cornice;
- The Ground Level Ministerial suite of three offices and boardroom and stair landing including walls, ceiling and cornice; and
- The Level 5 Gallery and Annex including walls, ceiling and cornice.

The results are to be documented and illustrated in a Paint Analysis Report.

3.5 COMPETENT SUPERVISION AND TRADESPEOPLE

Competent supervision should be maintained at all stages, and any conservation work should be implemented by professionals and/or contractors with appropriate and demonstrated conservation experience and knowledge of traditional building skills and materials.

All tradespeople are to be inducted into the site on the basis of a briefing on the heritage significance of the property. Where any significant fabric or spaces are to be disturbed, the advice of the nominated heritage consultant is to be sought and implemented prior to any work commencing.

The role of the nominated heritage consultant is limited to commenting and providing advice only on issues relating to heritage fabric. All other issues relating to, for example, code compliance, ensuring work is carried out in accordance with the relevant consent authority approval, or quality of workmanship etc., are the responsibility of the nominated project manager or lead architect. The nominated heritage consultant is not authorised to issue instructions or to play a role in any aspect of cost control. All instructions are to be approved and issued by the project manager or lead architect.

3.6 CAREFUL APPROACH

Where work is being undertaken to or in the vicinity of heritage fabric, care should be taken to prevent damage to the fabric as a result of physical contact, spilled liquids, chemical fumes, etc. Those carrying out work should keep a watchful eye out for original fabric or detailing that has been obscured by later works. Care should also be taken to avoid causing damage to obscured heritage fabric during any demolition or stripping out works.

Should early fabric be unexpectedly uncovered, the nominated heritage consultant should be notified immediately to confirm further action.

3.7 PROTECTIVE WORKS

The proposed adaptation of the building to hotel use will require a high degree of new building works. The aim of the following is to establish appropriate measures for the protection of the significant fabric during the works. It is the responsibility of the contractor to refine the following outline methodology as required. The contractor's detailed methodology should be reviewed by the nominated heritage consultant before finalising.

- A senior individual within the contractor's staff should be nominated to be responsible for overseeing and guiding all heritage related issues. This individual should become familiar with all relevant heritage and conservation issues and procedures, and the nature and scope of the conservation works, at the outset of the project to avoid any program delays. This preparation should also allow all heritage matters, such as specialist contractor and materials lead times, sample approvals and required inspections etc. to be built into the program in sufficient time to avoid delays.

- The nominated individual is to obtain copies of the Conservation Management Plan and the Schedule of Conservation Works, review them, and prepare appropriate heritage guidelines to be included in all site induction procedures.

- The nominated individual is to ensure that the time and cost implications of the conservation works associated with the building are fully understood at the outset of the project.

- The contractor is to prepare a schedule of protective measures proposed for the heritage fabric for the duration of the works, based on the contractor's program and work methods. The schedule of protective works, including final removal of the protective measures, is to be reviewed by the nominated heritage consultant.

It should be noted that plaster finishes are particularly fragile, and any protective works should be carefully considered and monitored over the duration of the project to ensure these items remain adequately protected. For example lath and plaster ceilings should be stabilised before any construction vibration occurs.

It should be noted that the exterior sandstone and interior plaster, marble and timber joinery are particularly fragile, and any protective works should be carefully considered and monitored over the duration of the project to ensure these items remain adequately protected. For example it is not acceptable to lean any items up against any of the sandstone walls or against any timber surfaces.

3.8 NEW WORK AFFECTING HERITAGE FABRIC

Future alterations and additions to the property shall minimise impact to original structure and fabric as follows.

- Any new work is to be carefully considered in terms of minimising impact on heritage fabric.

- All works are to be carried out according to the provisions of this Schedule, the architect's drawings and specifications, the agreed specifications arising from the process described in this report and advice provided by the nominated heritage consultant.

- All detailed design and proposed treatment of heritage fabric should be reviewed by the nominated heritage consultant.

- The proposed services layout should be provided to the nominated heritage consultant for review prior to any work commencing.

- Structural augmentation, if required, should complement the character of the historic structure and be identifiable as new work upon close inspection.

- All new work should be clearly identifiable as such on close inspection, and changes to the original buildings should be treated in a clearly contemporary manner.

- Services including plumbing, electrical, ventilation etc. are not to be added in such a manner as to require fixing to or penetration of original fabric graded as having Exceptional of High significance.
- The location of beams should be investigated to ensure that any plumbing floor penetrations avoid structural elements.
- Any new air conditioning plant and ductwork is to be located and routed so as to minimise loss of heritage fabric.
- Wherever possible, new services should reuse existing fixing points, or existing penetrations.
- New penetrations or fixings to significant fabric, external or internal, should be minimised.
- The proposed removal of existing components graded as having Exceptional or High significance, or the installation of new elements including those required in order to comply with the Building Code of Australia or other codes and standards, is to be reviewed with the nominated heritage consultant to minimise impacts on original fabric and appearance.

Where future works alter less significant fabric or services, it is important to proceed by:

- Ensuring that the adjacent important heritage fabric is protected from any possible damage during the works.
- Carefully removing items to minimise damage to the original fabric.
- Carefully removing the service runs without damage to important heritage fabric.

3.9 MAKE GOOD WORKS

- All redundant services and fittings not identified as significant should be removed carefully to avoid damage to the existing fabric.
- Following removal of redundant services and any other non-original fittings or fixtures clean out all inappropriate fillings in the least invasive manner to the surrounding fabric.
- External and internal redundant fixing points should be appropriately patched, according to the surface type, and made good.
- It is not appropriate to enlarge any existing damage or penetrations in an attempt to clean out foreign materials.
- Ensure that there is sufficient ‘tooth’ to the surface of the fixing penetration after cleaning out to allow patching mix to adequately bond with the existing element.
- Damaged fabric is to be repaired with an appropriate material to accurately match the historic fabric in terms of colour, hardness, and surface texture to the nominated heritage consultant’s approval.
- The decision as to the extent of the repair and detailed manner of fixing is to be agreed upon between the specialist sub-contractor and the nominated heritage consultant.

4.0

SCHEDULES

The following Schedules are to guide the conservation works carried out to individual building components at the Education Building at 35-39 Bridge Street, Sydney. The Schedules describe the condition and integrity of these individual building components to be retained, their contribution to the significance of the place, and the specific conservation works required to be carried out.

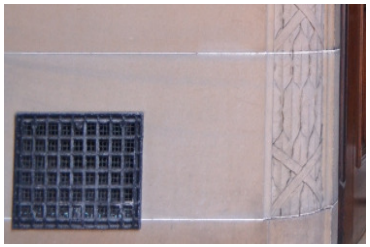
Note that the Schedules do not list all required works or procedures, some of which remain to be identified by specialist contractors in conjunction with the nominated heritage consultant, as noted previously.

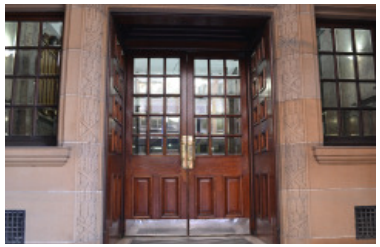
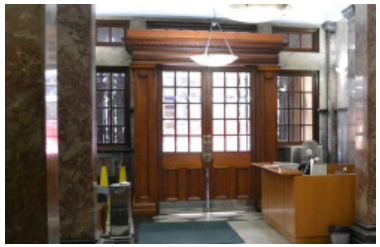
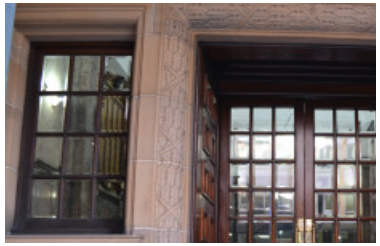
All conservation work to the original fabric of the building should be considered and carried out based on these schedules and the policies identified in the Conservation Management Plan for the Education Building, dated April 2017 and prepared by GBA Heritage.

Unless otherwise noted, all photographs were taken by GBA Heritage in 2016 and 2017.

4.1 LOWER GROUND LEVEL NORTHERN ENTRANCE PORCH

LOWER GROUND LEVEL NORTHERN ENTRANCE PORCH Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Ceiling 	Original painted rendered ceiling finish over concrete substrate.	Fair / High	Exceptional	• See the recommendations of the TTW report.
Cornice 	Original decorative sandstone cornice.	Good / High	Exceptional	• See the recommendations of the TTW report.

LOWER GROUND LEVEL NORTHERN ENTRANCE PORCH Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Walls 	Original face sandstone enriched with carvings and painted aluminium ventilators.	Good / High	Exceptional	• See the recommendations of the TTW report. • Aluminium ventilators are to be prepared and painted according to manufacturer's instructions.
Entrance gates 	Original wrought iron gates.	Good / High	Exceptional	• Rub back surfaces by hand, prime and paint in semi gloss enamel according to manufacturer's instructions.
Light fitting 	Reconstructed painted steel pendant lantern.	Fair / Low	Low	• Retain or replace. • If retained, clean and ascertain further repair requirements.

LOWER GROUND LEVEL NORTHERN ENTRANCE PORCH Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Entrance doors  	Two sets of original French polished panelled timber double doors, architraves and reveals. Outer set are solid panelled timber with stile hinges and brass handles. Inner set have bevelled glass upper panels, brass handles floor mounted hinges. The interior timber structure	Good / High	Exceptional	• Remove non-significant hardware if desired. Heritage consultant to advise. • Remove lacquer, polish brass hardware but do not apply lacquer. • Steel kickplates to be replaced with a brass kickplates. • Repair any damage, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.
Windows 	Original French polished panelled timber fixed pane windows and highlights with bevelled glass.	Good / High	Exceptional	• Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of lighter colouring are stained down to match the predominant joinery colour. Fill any minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.

LOWER GROUND LEVEL NORTHERN ENTRANCE PORCH Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Floor finish 	Original black and white marble with trachyte stair treads	Good /High	Exceptional	• Broken or damaged tiles to be repaired using a colour matched epoxy or replaced to match if there are multiple or signficant fractures. • Damaged trachyte to be repaired using a colour matched epoxy or trachyte indents. • An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains. • Clean stone and re-grout. Buff marble to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads. • Entry mat may be replaced with a traditional coir matt.

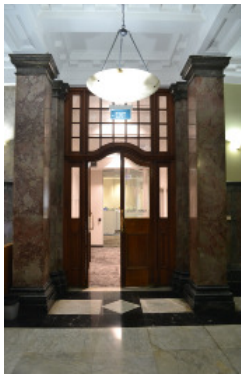
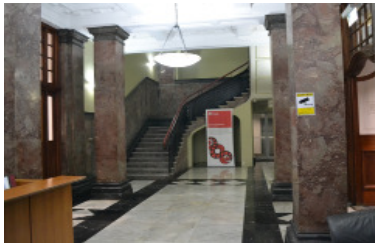
4.2 LOWER GROUND LEVEL NORTHERN LOBBY AND STAIRCASE

4.2 LOWER GROUND LEVEL NORTHERN LOBBY AND STAIRCASE (LOWER GROUND LEVEL - LEVEL 01) Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Ceiling 	Original lime plaster coffered ceiling over concrete substrate	Good / High	Exceptional	• Ensure ceiling is protected during construction - particularly when construction vibration occurs. Strategies, such as temporary battening, should be investigated in order to ensure that failing plaster does not lead to ceiling failure. • The cause of paint delamination is to be investigated and remedied. • Patch ceiling once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.
Cornice 	Original lime plaster dental cornice	Good / High	Exceptional	• Repair cracks and any damaged or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.

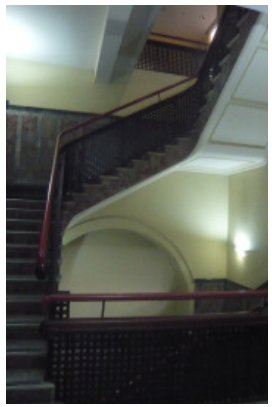
4.2 LOWER GROUND LEVEL
NORTHERN LOBBY AND STAIRCASE (LOWER GROUND LEVEL - LEVEL 01)
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Walls and columns 	Original marble clad columns, pilasters, skirting, dado and dado rail and upper walls at northern end. Marbles include Borenore ("King Edward") Red for the column and pilaster shafts, Borenore Red and Grey Silk Cudgegong for the dado and Yass Black for skirtings, column bases and capitals. The southern end upper walls are of painted lime plaster. There are painted metal ventilators with hand operated mechanisms on the exterior facade.	Good / High	Exceptional	• Remove redundant non-significant fittings and fixtures and patch repair marble. • An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains. • Clean stone and re-grout. Buff to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads. • Patch plaster upper walls once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions. • Ensure metal ventilators are operational. Prepare and paint according to manufacturer's instructions.

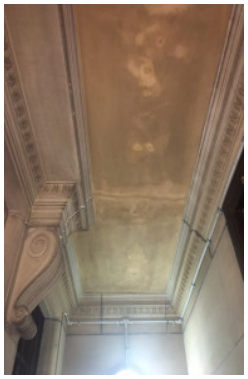
4.2 LOWER GROUND LEVEL
NORTHERN LOBBY AND STAIRCASE (LOWER GROUND LEVEL - LEVEL 01)
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Doors 	Two sets of double French polished timber doors with glazed and bevelled upper panels, sidelights and highlights. Both doors have sandblasted monograms “DPI” and brass hardware including handles and floor mounted J. James & Co hinges.	Good / High	Exceptional	• Remove lacquer from brass, polish brass hardware but do not apply lacquer. • Repair any damage, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer’s instructions.
Floor finish 	Original black and white marble floors with modifications in the stair well where the original lift was located.	Good / High	Exceptional	• Broken tiles or any damage to be repaired using a colour matched epoxy or replaced to match if there are multiple or significant fractures. • An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains. • Clean stone and re-grout. Buff to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads.

4.2 LOWER GROUND LEVEL
NORTHERN LOBBY AND STAIRCASE (LOWER GROUND LEVEL - LEVEL 01)
Refer to the floor plans in Section 2.0

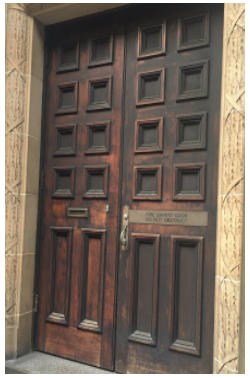
ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Lighting 	1990s pendant fitting and wall mounted sconces.	Good / Low	Little	• Retain or replace.
Staircase 	Original painted wrought iron balustrade and French polished timber handrail. A secondary painted steel handrail has also been installed. Marble skirtings, dado and dado rail, treads and risers and lime plaster walls and soffit.	Good / High	Exceptional	• Remove existing secondary painted steel handrail and replace with a more sympathetic compliant handrail and secondary balustrade. • Repair any damage to the original timber handrail including poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions. • Prepare and paint wrought iron balustrade and plaster walls and soffits according to manufacturer's instructions. • Remove redundant non-significant fittings and fixtures and patch repair marble. Broken marble wall linings, tiles, treads or risers to be repaired using a colour matched epoxy or replaced to match if there are multiple or significant fractures. Clean stone and re-grout. Buff to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads.

4.3 LOWER GROUND LEVEL WESTERN ENTRANCE PORCH

4.3 LOWER GROUND LEVEL WESTERN ENTRANCE PORCH Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Ceiling 	Original painted rendered ceiling finish over concrete substrate.	Fair / High	Exceptional	• See the recommendations of the TTW report.
Cornice 	Original decorative egg and dart sandstone cornice with integrated entablature supported by console brackets over entrance.	Good / High	Exceptional	• See the recommendations of the TTW report.

4.3 LOWER GROUND LEVEL **WESTERN ENTRANCE PORCH** Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Walls 	Original face sandstone.	Good / High	Exceptional	• See the recommendations of the TTW report.

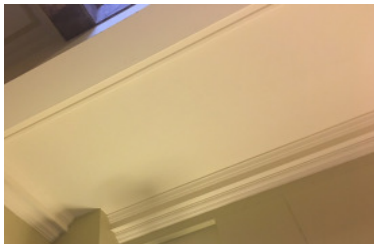
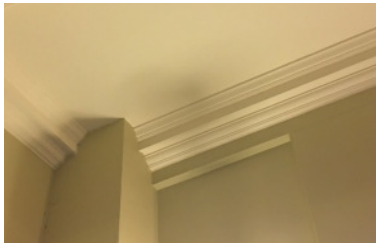
4.3 LOWER GROUND LEVEL
WESTERN ENTRANCE PORCH
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Entrance doors 	An original set of double clear varnished double timber doors. Both doors have brass hardware including handles and floor mounted hinges.	Fair / High	Exceptional	• Remove non-significant hardware and signage. Heritage consultant to advise. • Remove lacquer from brass, polish brass hardware but do not apply lacquer. • For exterior face: hand sand and repair any damage, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Prepare surface and apply semi gloss finish varnish according to manufacturer's instructions. • For interior face: Repair any damage, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.

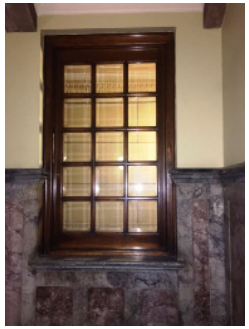
4.3 LOWER GROUND LEVEL
WESTERN ENTRANCE PORCH
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Light fitting 	1990s wall mounted oyster fittings and safety lighting.	Fair / Low	Low	• Retain or replace with more sympathetic fittings.
Floor finish 	Original black and white marble with weather mat.	Good /High	Exceptional	• Broken or damaged tiles to be repaired using a colour matched epoxy or replaced to match if there are multiple fractures. • An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains. • Clean stone and re-grout. Buff marble to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads. • Entry mat may be replaced with a traditional coir matt.

4.4 LOWER GROUND LEVEL WESTERN LOBBY AND STAIRCASE

4.4 LOWER GROUND LEVEL WESTERN LOBBY AND STAIRCASE (LOWER GROUND LEVEL - LEVEL 05) Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Ceiling 	Original lime plaster ceiling over concrete substrate.	Good / High	Exceptional	• Ensure ceiling is protected during construction - particularly when construction vibration occurs. • Patch ceiling once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.
Cornice 	Original lime plaster cornice.	Good / High	Exceptional	• Repair cracks and any damaged or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.

4.4 LOWER GROUND LEVEL
WESTERN LOBBY AND STAIRCASE (LOWER GROUND LEVEL - LEVEL 05)
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Walls 	Original marble clad skirting, dado and dado rail. Marbles include Borenore ("King Edward") Red and Grey Silk Cudgegong for the dado and Yass Black skirtings and dado rails. The upper walls are of painted lime plaster. The eastern wall, of recent construction, is of painted cement render.	Good / High	Exceptional	• Remove redundant non-significant fittings and fixtures and patch repair marble. An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains. • Clean stone and re-grout. Buff to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads. • Patch plaster upper walls once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damaged or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.
Windows 	Original French polished panelled timber fixed pane windows and with bevelled glass.	Good /High	Exceptional	• Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of lighter colouring are stained down to match the predominant joinery colour. Fill any minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.

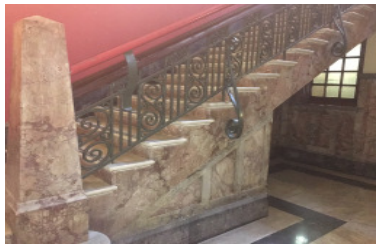
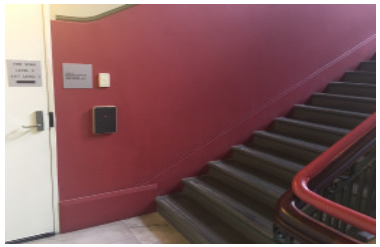
4.4 LOWER GROUND LEVEL
WESTERN LOBBY AND STAIRCASE (LOWER GROUND LEVEL - LEVEL 05)
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Entrance doors 	An original set of double French polished double timber doors with bevelled glass upper panels. Both doors have brass hardware including handles and floor mounted hinges.	Good / High	Exceptional	• Remove non-significant hardware. Heritage consultant to advise. • Remove lacquer from brass, polish brass hardware but do not apply lacquer. • Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of lighter colouring are stained down to match the predominant joinery colour. Fill any minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions. •
Floor finish 	Original black and white marble floors.	Good / High	Exceptional	• Broken tiles or any damage to be repaired using a colour matched epoxy or replaced to match if there are multiple or significant fractures. • An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains. • Clean stone and re-grout. Buff to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads.

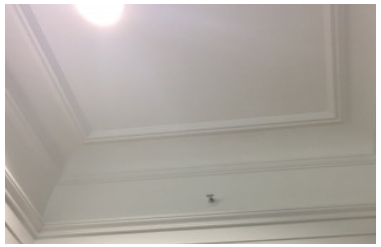
4.4 LOWER GROUND LEVEL
WESTERN LOBBY AND STAIRCASE (LOWER GROUND LEVEL - LEVEL 05)
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Lighting 	1990s pendant fitting and wall mounted sconces.	Good / Low	Little	• Retain or replace.
Directory Board 	Original French polished timber glazed timber directory board.	Good / High	High	• Ensure timber famed glazed doors are operational. • Remove lacquer from hardware, polish brass hardware but do not apply lacquer. • Replace missing or damaged brass hardware with traditional brass hardware including brass key locks, escutcheons and keys. • Install traditional baize or felt lining over corkboard to each of the four display panels. • Repair any damage, poorly executed existing repairs, and minor splits with matching timber (grain to run in the same direction). Repair redundant fixing points with wax putty colour matched. • Hand sand and prepare the timber surface. Apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Apply the final coats of French polish and wax according to manufacturer's instructions. • May be used for signage or artwork.

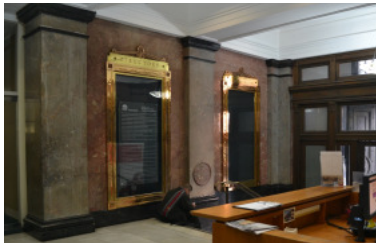
4.4 LOWER GROUND LEVEL
WESTERN LOBBY AND STAIRCASE (LOWER GROUND LEVEL - LEVEL 05)
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Staircase   	Original painted wrought iron balustrade and French polished timber handrail. A secondary painted steel handrail has also been installed. Features marble skirtings, dado and dado rail, tiled landings, treads and risers and painted lime plaster walls and soffit. The tiled landings and tread nosings are considerably damaged. Finishes and fittings are simplified above the Level 01 landing. Painted steel windows with brass hardware are located between Levels 01-05.	Good / High	Exceptional	• Remove existing secondary painted steel handrail and replace with a more sympathetic compliant handrail and secondary balustrade. • Repair any damage to the original timber handrail including poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions. • Prepare and paint wrought iron balustrade and plaster soffits and walls according to manufacturer's instructions. • Remove redundant non-significant fittings and fixtures and patch repair marble. Broken marble wall linings, landing tiles, treads or risers to be repaired using a colour matched epoxy or replaced to match if there are multiple or significant fractures. Clean stone and re-grout. Buff to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads. • Concrete stairs and risers between Level 01-05 may be carpeted. • Prepare and repaint interior face of steel windows. Remove lacquer from brass, polish brass hardware but do not apply lacquer.

4.5 GROUND LEVEL SOUTHERN LOBBY

4.5 GROUND LEVEL SOUTHERN LOBBY Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Ceiling 	Original plaster ceiling and bulkheads over concrete substrate.	Good / High	Exceptional	• Ensure ceiling is protected during construction - particularly when construction vibration occurs. • Patch ceiling once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.
Cornice 	Original decorative painted plaster cornices.	Good / High	Exceptional	• Repair cracks and any damaged or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.

4.5 GROUND LEVEL
SOUTHERN LOBBY
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Walls 	Original marble clad skirting, walls and pilasters. Marbles include Borenore ("King Edward") Red for the walls, Grey Silk Cudgegong for the pilasters and Yass Black skirtings, column bases, collars and capitals. One column features a marble dedication plaque).	Good / High	Exceptional	• Remove redundant non-significant fittings and fixtures and patch repair marble. • An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains. • Clean stone and re-grout. Buff to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads.
Bronze outer entry doors 	Original bronze frame, entry reveals and doors with Australian coats of arms, egg and dart mouldings and rosettes. There is evidence of different patination tones. Bronze fretwork highlight and sidelights.	Good / High	Exceptional	• Doors to be fully operational. • Bronze finishes to be cleaned and re-patinated and then waxed. Re-patination tones to be discussed with the heritage consultant.

4.5 GROUND LEVEL
SOUTHERN LOBBY
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Glazed bronze entry doors and side doors 	Original glazed bronze frame, entry and side doors with evidence of different patination tones. There are an additional two interior solid bronze doors to ether side of the entry.	Good / High	Exceptional	• Doors to be fully operational. • Bronze finishes to be cleaned and re-patinated and then waxed. Re-patination tones to be discussed with the heritage consultant.
Floor finish 	Original Carrara marble paving and treads and risers with substantial fractures and evidence of patching.	Fair / High	Exceptional	• Broken tiles or any damage to be repaired using a colour matched epoxy or replaced to match if there are multiple or significant fractures. • Missing or poorly matched replacement tiles to be replaced to match. • An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains. • Clean stone and re-grout. Buff to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads. • Entry mat may be replaced with a traditional coir matt.

4.5 GROUND LEVEL
SOUTHERN LOBBY
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Lighting 	1990s pendant fitting and recessed downlights.	Good / Low	Little	• Retain or replace 1990s pendant. • Replace recessed downlights with more sympathetic elements.
Brass directory boards 	Four original glazed honey and rose brass (in two tones - one with higher copper content) directory boards with scrolls and anthemion pediments and corner rosettes.	Good / High	Exceptional	• Ensure doors have working keys and locks and can be opened and locked. • Polish brass frames, repair any damage and re-lacquer. • Interior should be re-lined in traditional felt or baize. • May be used for signage or artwork.

4.6 GROUND LEVEL
MINISTERIAL BOARDROOM

4.6 GROUND LEVEL MINISTERIAL BOARDROOM Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Ceiling 	Original coffered lime plaster ceiling and bulkheads over concrete substrate.	Good / High	Exceptional	• Ensure ceiling is protected during construction - particularly when construction vibration occurs. • Patch ceiling once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.
Cornice 	Original painted lime plaster dentil cornices.	Good / High	Exceptional	• Repair cracks and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.

4.6 GROUND LEVEL
MINISTERIAL BOARDROOM
Refer to the floor plans in Section 2.0

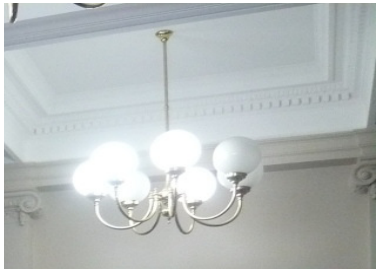
ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Walls 	Original French polished timber skirtings, wainscoting and dado rail. Upper walls are of painted plaster which feature Doric pilasters. There is a removable panel that provides access to the in-wall downpipe.	Good / High	Exceptional	• Repair any damage to timber, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Lightly hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions. • Patch lime plaster walls once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damaged or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint painted walls according to manufacturer's instructions.

4.6 GROUND LEVEL
MINISTERIAL BOARDROOM
Refer to the floor plans in Section 2.0

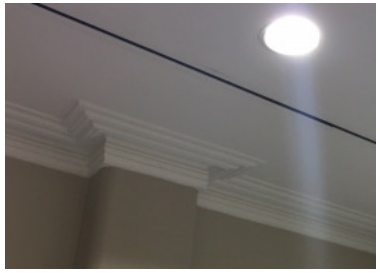
ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Doors  	Original French polished six panel doors with original and recent brass hardware. The doors feature exuberantly carved segmental pediments with wreathed keystones.	Good / High	High	• Remove any non-original hardware. Heritage consultant to advise. • Remove lacquer from brass, polish brass hardware but do not apply lacquer. Original hardware to be locked off. • Repair any damage to timber, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Lightly hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.

4.6 GROUND LEVEL
MINISTERIAL BOARDROOM
Refer to the floor plans in Section 2.0

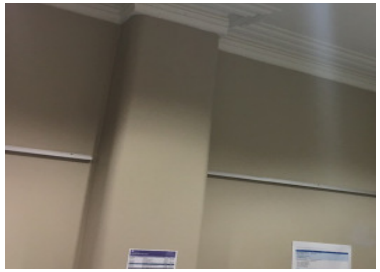
ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Windows 	Original central multi-paned painted steel casement window with brass handles and timber pelmet.	Good / High	Exceptional	• Remove timber blinds. • Remove lacquer from brass hardware, polish brass hardware but do not apply lacquer. • Prepare and paint painted steel and timber according to manufacturer's instructions. • Painted timber windows may be replaced with reconstructed steel windows.
	Two later multi-paned painted fixed timber windows with timber pelmet.	Good / Low	Moderate	• Repair any damage to timber pelmet, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Lightly hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.
	Recently installed secondary glazing	Good / Low	Little	• No conservation works required. Ideally remove secondary glazing. •

4.6 GROUND LEVEL **MINISTERIAL BOARDROOM** Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Floor finish 	Recently installed carpet (over concrete substrate).	Good / Low	Little	• Retain or replace.
Lighting 	1990s pendant fittings.	Good / Low	Little	• Retain or replace.

4.7 GROUND LEVEL THREE MINISTERIAL OFFICES

4.7 GROUND LEVEL THREE MINISTERIAL OFFICES Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Ceiling 	1990s suspended plasterboard ceiling - westernmost office with central coffer.	Good / Low	Little	• Retain or replace. • Investigate whether original ceilings remain behind recently installed plasterboard ceilings. • Final conservation strategies to be determined once the extent of original fabric behind recently installed plasterboard ceilings is known.
Cornice 	1990s decorative painted plaster cornices.	Good / Low	Little	• Retain or replace. • Investigate whether original cornices remain behind recently installed plasterboard ceilings. • Final conservation strategies to be determined once the extent of original fabric behind recently installed plasterboard ceilings is known.

4.7 GROUND LEVEL
THREE MINISTERIAL OFFICES
Refer to the floor plans in Section 2.0

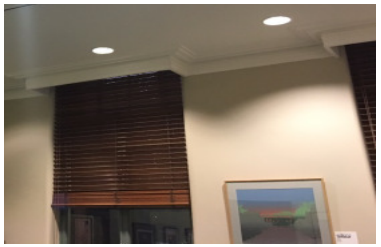
ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Walls 	Original painted plaster walls.	Good / High	High	• Patch walls once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Consider applying a protecting strip of linoleum to the bottom section of plaster skirting. • Prepare and paint walls according to manufacturer's instructions.
Skirting 	Original painted timber skirting.	Fair / High	High	• Strip paint finish from timber skirting using a non-abrasive product such as a 'Peel Away' or "Westox" paint removal system - carefully follow the manufacturer's recommendations for use of this product. • Repair any damage, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.

4.7 GROUND LEVEL
THREE MINISTERIAL OFFICES
Refer to the floor plans in Section 2.0

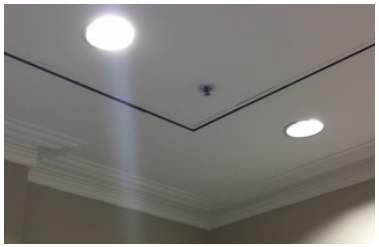
ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Doors to corridor and between offices  	Reconstructed 1990s clear finished timber doors, architarves and skirting blocks with recent brass hardware.	Good / Low	Moderate	• May be retained or replaced with salvaged original doors currently located in the Lower Ground Level corridor connecting the Bridge Street and Loftus Street lobbies. • In either case, repair any damage, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.

4.7 GROUND LEVEL
THREE MINISTERIAL OFFICES
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Doors to balcony  	Two sets of original inner and outer set of painted and clear finished timber doors with glazed upper panels, sidelights and highlights with brass hardware.	Good / High	Exceptional	• Remove timber blinds. • Remove non-significant hardware. Heritage consultant to advise. • Remove lacquer, polish brass hardware but do not apply lacquer. • Reinstate any missing hardware with traditional brass hardware. • Strip paint finish from timber using a non-abrasive product such as a 'Peel Away' or "Westox" paint removal system - carefully follow the manufacturer's recommendations for use of this product. • Repair any damage, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.

4.7 GROUND LEVEL **THREE MINISTERIAL OFFICES** Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Windows 	Original multi-paned painted steel casement windows with brass handles	Good / High	Exceptional	• Remove timber blinds. • Remove non-significant hardware. Heritage consultant to advise. • Remove lacquer, polish brass hardware but do not apply lacquer. • Prepare and paint painted steel according to manufacturer's instructions.
	Recently installed secondary glazing	Good / Low	Little	• No conservation works required. Ideally remove secondary glazing.
Floor finish 	Recently installed carpet (over concrete substrate).	Good / Low	Little	• Retain or replace.

4.7 GROUND LEVEL
THREE MINISTERIAL OFFICES
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Lighting 	Recently installed recessed downlights.	Good / Low	Little	• Retain or replace.

4.8 GROUND LEVEL NORTHERN LANDING AND ADJACENT CORRIDORS

4.8 GROUND LEVEL NORTHERN LANDING AND ADJACENT CORRIDORS Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Ceiling 	Original lime plaster coffered ceiling over concrete substrate	Good / High	Exceptional	• Ensure ceiling is protected during construction - particularly when construction vibration occurs. • Patch ceiling once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.
Cornice	Original lime plaster cornice	Good / High	Exceptional	• Repair cracks and any damaged or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.

4.8 GROUND LEVEL
NORTHERN LANDING AND ADJACENT CORRIDORS
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Walls and columns 	Original marble clad columns pilasters, columns, skirting, dado and dado rail. Marbles include Borenore ("King Edward") Red for the column shafts, Borenore Red and Grey silk Cudgegong for the dado and Yass Black skirtings, dado rails and column bases and capitals. The upper walls are of painted lime plaster. The eastern and western walls (with arched doorways) are of recent construction.	Good / High	Exceptional	• Remove redundant non-significant fittings and fixtures and patch repair marble. • An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains. • Clean stone and re-grout. Buff to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads. • Patch plaster upper walls once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damaged or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the existing plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.

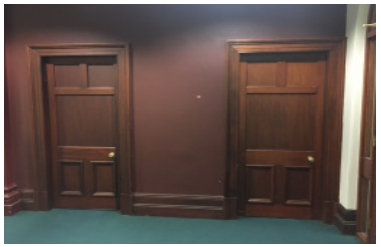
4.8 GROUND LEVEL
NORTHERN LANDING AND ADJACENT CORRIDORS
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Doors 	Two sets of recently installed double clear finished timber doors with glazed upper panels, sidelights and highlights.	Good / Low	Little	• Retain, remove or replace.
Floor finish 	Original black and white marble floors with some considerable fractures.	Good / High	Exceptional	• Broken tiles to be repaired using a colour matched epoxy or replaced to match if there are multiple or significant fractures. • An experienced marble cleaning contractor should select appropriate poultices (smooth pastes applied to the marble which dissolves the staining matter) for any specific stains. • Clean stone and re-grout. Buff to a moderately polished finish with slightly abrasive putty and synthetic felt or wool pads.

4.8 GROUND LEVEL
NORTHERN LANDING AND ADJACENT CORRIDORS
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Lighting 	1990s pendant fitting and wall mounted sconces.	Good / Low	Little	• Retain or replace.
Directory Board 	Glazed timber directory board	Good / High	High	• Ensure timber famed glazed doors are operational. • Remove lacquer from hardware, polish brass hardware but do not apply lacquer. • Replace missing or damaged brass hardware with traditional brass hardware including brass key locks, escutcheons and keys. • Install traditional baize or felt lining over corkboard to each of the four display panels. • Repair any damage, poorly executed existing repairs, and minor splits with matching timber (grain to run in the same direction). Repair redundant fixing points with wax putty colour matched. • Hand sand and prepare the timber surface. Apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Apply the final coats of French polish and wax according to manufacturer's instructions. • May be used for signage or artwork.

4.8 GROUND LEVEL
NORTHERN LANDING AND ADJACENT CORRIDORS
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Retained joinery in adjacent eastern and western corridors.  (A description and conservation works for individual doors is included in the schedule that relates to those particular rooms).	Original painted timber skirting. Original architraves to eastern corridor and recently installed clear finished architraves to western corridor.	Good / Moderate	Skirting and eastern architraves - High Recent western architraves - Moderate	• Strip paint finish from timber skirting using a non-abrasive product such as a 'Peel Away' or "Westox" paint removal system - carefully follow the manufacturer's recommendations for use of this product. • Repair any damage to architraves and skirtings, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.

4.9 LEVEL 05 GALLERY

4.9 LEVEL 05 GALLERY Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Ceiling 	Original lime plaster ceiling over steel and concrete substrate.	Good / High	Exceptional	• Ensure ceiling is protected during construction - particularly when construction vibration occurs. • Patch ceiling once redundant services and fittings are removed. • Repair cracks and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the original plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.
Cornice 	Original decorative painted lime plaster dentil cornices.	Good / High	Exceptional	• Repair cracks and any damaged or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the original plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.

4.9 LEVEL 05
GALLERY
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Lanterns 	Original painted timber framing, recent linings concealing services and recent glazing.	Good / High	Exceptional	• Remove or replace blinds. • Consideration should be given to removing the services and associated linings. • Consideration should be given to accurately or interpretively reinstating the historic framed glazed diffusers. • The Prepare and paint timber framing and plasterboard lining according to manufacturer's instructions.
Walls and columns 	Painted lime plaster walls with painted steel picture hanging rods, clear finished timber dado rail and painted lime plaster skirtings.	Good / High	High	• Patch walls once redundant services and fittings are removed. • Repair cracks, drummy plaster and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the original plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.

4.9 LEVEL 05
GALLERY
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Doors 	Original French polished timber double door with arched glazed upper panels and multi-paned sidelights and highlights. The sidelights feature timber louvres to the lower panels. The doors are fitted with brass handles and J.James & Co floor mounted hinges.	Good / High	Exceptional	• Remove non-original hardware. Heritage consultant to advise. • Remove finishes, polish brass hardware (including floor mounted hinge plates and handles) but do not apply lacquer. • Repair any damage, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.
Floor finish 	Recent carpet (installed over concrete substrate).	Good / Low	Little	• Can be removed.

4.9 LEVEL 05
GALLERY
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Lighting 	Recent fittings.	Good / Low	Little	• Retain or replace.

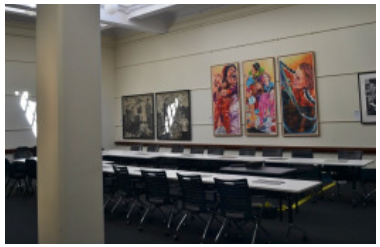
4.10 LEVEL 05 ANNEX

4.10 LEVEL 05 **ANNEX** Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Ceiling 	Original lime plaster ceiling over steel and concrete substrate.	Good / High	Exceptional	• Ensure ceiling is protected during construction - particularly when construction vibration occurs. • Patch ceiling once redundant services and fittings are removed. • Repair cracks and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the original plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.
Cornice 	Original decorative painted lime plaster dentil cornices.	Good / High	Exceptional	• Repair cracks and any damage or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the original plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.

4.10 LEVEL 05
ANNEX
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Lanterns 	Original painted timber framing, recent plasterboard lining and recent glazing.	Good / High	Exceptional	• Remove or replace blinds. • Consideration should be given to accurately or interpretively reinstating the historic framed glazed diffusers. • Prepare and paint timber framing and plasterboard lining according to manufacturer's instructions.

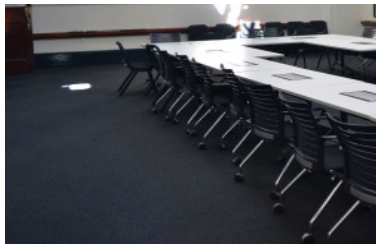
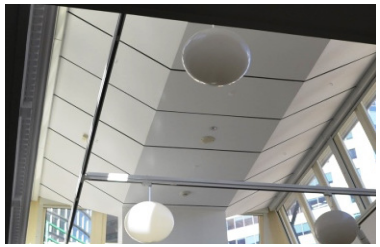
4.10 LEVEL 05
ANNEX
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Walls and columns  	Original painted lime plaster walls with painted steel picture hanging rods and painted timber dado rail and painted plaster skirtings. The canted entrance between the Gallery and Annex features two elaborate plaster recessed niches with half scallop shell domes and anthemion pediments.	Good / High	High	• Patch walls once redundant services and fittings are removed. • Cause of water ingress in north west corner to be determined and remedied. • Repair cracks, drummy plaster and any damaged or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the original plaster mix in terms of composition and finish. • Consider applying a protecting strip of linoleum to the bottom section of plaster skirting. • Ideally the steel hanging rods, timber dado rail and painted render skirtings would be retained but it is recognised that this fabric (all or in part) may have to be removed in the context of the new use. • Prepare and paint according to manufacturer's instructions. • Repair any damage to timber dado rail, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.

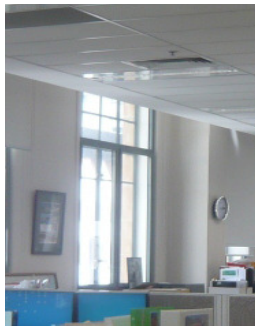
4.10 LEVEL 05
ANNEX
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Doors  	Original French polished timber double doors with glazed upper panels and multi-paned sidelights and highlights. The sidelights feature timber louvres to the lower panels. The doors are fitted with brass handles and J.James & Co floor mounted hinges. Two original French polished single doors with glazed upper panels and architraves and original brass hardware.	Good / High	Exceptional	• Remove non-original hardware. Heritage consultant to advise. • Remove finishes, polish brass hardware (including floor mounted hinge plates and handles) but do not apply lacquer. • Repair any damage, poorly executed existing repairs, minor splits or redundant fixing points with matching timber (grain to run in the same direction). Hand sand and prepare the timber surface and apply the first layer of shellac. Ensure any areas of extreme ultra violet bleaching are stained down to match the predominant joinery colour. Repair minor splits or redundant fixing points with wax putty colour matched. Apply the final coats of French polish and wax according to manufacturer's instructions.

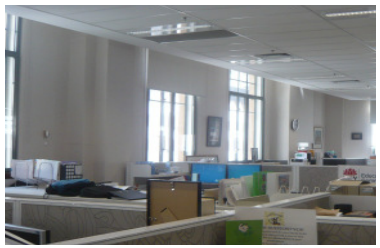
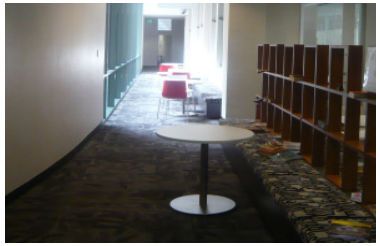
4.10 LEVEL 05
ANNEX
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Floors 	Recent carpet over concrete substrate	Good / Low	Little	• Can be removed.
Lighting 	Recent fittings.	Good / Low	Little	• Retain or replace.

4.11 ALL LEVELS
TYPICAL SPACES

4.11 ALL LEVELS TYPICAL SPACES Refer to the floor plans in Section 2.0				
ELEMENT	**DESCRIPTION**	**CONDITION / INTEGRITY**	**SIGNIFICANCE**	**CONSERVATION WORKS**
Typical ceilings 	Original set plaster over concrete substrate with no cornices currently completely concealed by suspended ceilings or plasterboard ceilings.	Unknown	Unknown	• Remove suspended ceilings. • No conservation works required.
Typical retained steel window 	Original multi-paned painted steel casement windows with brass handles. Recently installed secondary glazing.	Good / High Good / Low	Exceptional Little	• Remove lacquer from brass hardware, polish brass hardware but do not apply lacquer. • Replace any damaged steel elements to match. Prepare and paint painted steel according to manufacturer's instructions. • No conservation works required. Ideally remove secondary glazing.

4.11 ALL LEVELS
TYPICAL SPACES
Refer to the floor plans in Section 2.0

ELEMENT	DESCRIPTION	CONDITION / INTEGRITY	SIGNIFICANCE	CONSERVATION WORKS
Typical retained interior face of the masonry external facade and other retained masonry elements 	Painted plaster over rendered brickwork.	Good / High	High	• Repair cracks and any damaged or poorly executed past repairs. • All patching and repairs should utilise a plaster mix that matches the original plaster mix in terms of composition and finish. • Prepare and paint according to manufacturer's instructions.
Floor finish 	Recent carpet (installed over concrete substrate).	Good / Low	Little	• May be removed.

Schedule of Conservation Works ends here.

Archaeological Assessment of the 'Sandstone Precinct'-Lands Building, Education Building, Road & Public Reserves at Gresham Street, Loftus Street and Farrer Place, Sydney



Prepared for Pontiac Land Group by Curio Projects
October 2016

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EXECUTIVE SUMMARY

Curio Projects has been commissioned by Pontiac Land Group (PLG) to prepare an updated Aboriginal and Historical Archaeological Assessment (AA) for the 'The Sandstone Precinct' which includes 23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), the road and public reserves at Gresham Street, Loftus Street and Farrer Place, Sydney (the subject site).

The site benefits from Stage 1 Concept Plan Approval (CPA) SSD 6751 granted by the NSW Department of Planning and Environment (DPE) on the 25 August 2015. The DPE issued development approval for the Stage 1 Concept Proposal for tourist and visitor accommodation, retail premises and function centre uses -including a maximum above and below ground building envelope at 23-33 Bridge Street and 35-39 Bridge Street, Sydney.

This AA establishes an overarching framework for the investigation and management of potential Aboriginal and historical archaeological heritage values present within the study area; prior to, during, and post, redevelopment of the subject site and has been prepared in order to address the requirements of the NSW DPE, the NSW Heritage Division (HD) and the Office of Environment and Heritage (OEH) -throughout the redevelopment process- within the context of current relevant NSW legislation.

This AA reviews and builds upon the recommendations of the report titled *Archaeological Assessment 'Sandstone Precinct': 23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), and road and public reserves at Gresham Street, Loftus Street and Farrer Place, Sydney* prepared by Urbis in November 2014.

The key objectives of this AA are to:

- review, and update, the previous archaeological assessment and recommendations made by Urbis (2015) with respect to potential Aboriginal and historical archaeology within 'The Sandstone Precinct';
- further refine, where possible, whether the proposed development has the potential to impact on Aboriginal objects and/or historical archaeological relics of significance within the curtilage of 'The Sandstone Precinct'; and
- develop a pragmatic framework for the management of any potential archaeological resources that might be impacted upon.

The reassessment of the Aboriginal and historical archaeological potential has been undertaken in accordance with all relevant NSW Heritage Division, OEH and DPE guidelines and policies.

Pontiac Land Group, MAKE Architects, GBA Heritage and Curio Projects have worked in very close collaboration since the commencement of the Stage 2 DA process to develop an outcome that will deliver an outstanding world class luxury hotel whilst retaining as much of the significant fabric of the buildings, and potential archaeology, as possible.

Based on the reassessment of the environmental and archaeological context, as well as in consideration of the historical background for the site, previous land use and disturbance, and in the current statutory context (SSD development) for the entire development envelope, the following conclusions and recommendations are made regarding the management of Aboriginal and Historical archaeology within the Sandstone Precinct.

Aboriginal Archaeology -Conclusions

- The study area does not contain any previously registered Aboriginal sites.
- The study area is located in close proximity to the original foreshore of Sydney Cove, and the Tank stream.

- The study area would have been a focus for Aboriginal occupation prior to the establishment of the Sydney colony in 1788.
- The study area was a focus for the earliest government of Sydney colony, and was in close proximity to known sites of early contact and interaction between Aboriginal people and the first European colonists.
- There is a low potential for intact Aboriginal archaeological deposits to be present within the study area.
- There is a low to moderate potential for disturbed Aboriginal archaeological deposits to be present within the study area.
- Should intact Aboriginal archaeology be present within the study area, it would be of high significance.
- Should Aboriginal objects be present in a disturbed context within the study area, they would likely be of moderate scientific significance, but possibly of higher social or cultural significance to the local Aboriginal community.
- The study area has been assessed to have a ***low level of potential*** for Aboriginal archaeological deposits that would be of ***high scientific significance***.

Aboriginal Archaeological Recommendations

1. Aboriginal community consultation has been undertaken in accordance with OEH guidelines for this project, in order to seek information regarding the social and cultural values of the study area. Full details of the Aboriginal community consultation process are provided in Appendix B.
2. While the development is exempt from the requirement to seek an AHIP in accordance with the NPW Act due to its status as an SSD project, an Aboriginal Archaeological Impact Assessment (contained within this report) has been prepared, and methodology for unexpected Aboriginal archaeology has been developed, specific to the Stage 2 DA physical impacts (See Section 9.0 of the report), in order to guide the management and possible investigation (where required) of potential Aboriginal heritage within the study area.
3. While the discovery of an Aboriginal archaeological deposit is not expected within the subject site, in the unlikely event that natural soil profiles with the potential to retain Aboriginal archaeological deposits are encountered during site works, the document entitled '*Aboriginal Cultural Heritage Methodology and Methodology for Unexpected Aboriginal Archaeology*' (Appendix C) should be referred to for subsequent management and excavation methodologies.
4. In order to maintain best practice methodologies for any subsequent Aboriginal cultural heritage investigation and assessment within the study area, the following guidelines should continue to be adhered to:
    - *Aboriginal cultural heritage consultation requirements for proponents 2010. Part 6 National Parks and Wildlife Act 1974* (April 2010);
    - *Code of Practice for the Archaeological Investigation of Aboriginal Objects in New South Wales* (September 2010); and
    - *Guide to Investigating, Assessing, and Reporting on Aboriginal cultural heritage in NSW* (April 2011).

Historical Archaeology Conclusions

The reassessment of the potential for significant historical archaeological resources to be present within the subject site is based on a thorough reassessment of the history of the site since 1788, including a reconsideration of how the patterns of previous land use, including land clearance, several phases of construction, demolition and redevelopment would have influenced the archaeological record.

A comparative analysis of similar site types located within close vicinity of the subject site has also provided an invaluable context for understanding the potential survival of historical archaeological resources at the subject site.

The following conclusions and recommendations are made regarding the management of historical archaeology within the Sandstone Precinct.

It is concluded that:

- Whilst the provisions of the Heritage Act are no longer strictly applicable (due to the project being designated SSD), there is still a need to archaeologically investigate, record and remove 'relics' of local and State significance in accordance with an approved historical archaeological research design and excavation methodology that complies with NSW State Government heritage policies and guidelines. The actual requirement to obtain a Section 60 permit is the only stage in the process that does not need to be adhered to, but the overall archaeological requirements and expectations for management of archaeological resources being subject to excavation remain the same.
- The subject site has the potential to contain **State significant archaeological relics** associated with all phases of development at the site, including archaeological relics associated with Phase 1- Establishment of the Colony (1788 – 1810), Phase 2 – Macquarie Era (1810-1876) and Phase 3 – Lands and Education Buildings (1876 – 1893).
- It is likely that the historical archaeological resource will have been subjected to various levels of disturbances across many areas of the site, with the more intact archaeological resources likely to remain in the northern sections of the site fronting Bridge Street.
- The Bennelong Stormwater Channel no. 29 runs below Loftus Street, and along Gresham and Young Street. It is of State significance and will need to be protected during any works program.
- The Lands Building is surrounded by a subterranean moat that is located around the exterior of the building. This moat forms part of the state significant fabric of the building and will need to be protected during the works program.
- Cutting down of the site in the southern sections of the site is likely to have impacted on the archaeological resource. However, deep features, such as wells are still likely to remain insitu.
- Should previously undisturbed relics associated with Phase 1 of the site's history – the establishment of the colony be found during the redevelopment of the site, they would likely be considered to be rare -depending on their extent, nature and level of intactness.
- Should intact archaeological resources associated with any of the three key phases of the site's history be found, they would contribute to our understanding of the site and should form the basis of a comprehensive interpretation strategy to be implemented on site.

Historical Archaeological Recommendations

1. The development impacts should aim to minimise ground disturbance and excavation impacts to ensure that potential State Significant archaeological resource are preserved, where possible, as part of the redevelopment of the site.
2. Prior to commencement of excavation on site, an Archaeological Research Design and Excavation Methodology will be required to be prepared and submitted to the NSW Heritage Division and DPE for approval.
3. An Archaeological Interpretation Strategy that provides detailed interpretative options for significant archaeological resources, once found, will be required to be prepared prior to the issuance of the occupation certificate. (NB. An overarching Heritage Interpretation Strategy,

which includes provisions for archaeology, has been prepared for the Sandstone Precinct by GBA. Following archaeological investigation, an Interpretation Strategy specific to the archaeological resource (if found) for the site would be prepared).

4. Due to the potential significance of the site, the archaeological investigation in areas proposed to be excavated, should be managed by an Excavation Director that meets the State Significant Excavation Director Criteria issued by the NSW Heritage Division.
5. Should unexpected, potential historical archaeological 'relics', skeletal remains or Aboriginal objects be discovered during the works program, then works must cease in the immediate area and the project archaeologist contacted for advice.
6. Depending on the nature, extent and significance of the find, further consultation with the NSW Heritage Division and/or OEH and archaeological investigation may be required, prior to works recommencing on site.

1.0 Introduction

Curio Projects has been commissioned by Pontiac Land Group (PLG) to prepare an updated Aboriginal and Historical Archaeological Assessment (AA) for the 'The Sandstone Precinct' which includes 23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), the road and public reserves at Gresham Street, Loftus Street and Farrer Place, Sydney (the site).

PLG has been selected by Government Property New South Wales to be the preferred purchaser of the long-term lease on two iconic heritage buildings in the heart of Sydney. The Sandstone buildings comprise the Lands Building (35-39 Bridge Street) and the Education Building (23-33 Bridge Street), located in the main commercial district close to Circular Quay.

PLG will sensitively adapt these iconic buildings with world-leading architecture and design and position this as a world class luxury hotel. The development will rejuvenate the Sandstone Precinct as a destination and a focal point of interest for the city of Sydney.

The site benefits from Stage 1 Concept Plan Approval (CPA) SSD 6751 granted by the NSW Department of Planning and Environment (DPE) on the 25 August 2015. The DPE issued development approval for the Stage 1 Concept Proposal for tourist and visitor accommodation, retail premises and function centre uses -including a maximum above and below ground building envelope at 23-33 Bridge Street and 35-39 Bridge Street, Sydney.

The Stage 1 CPA includes:

- use of the buildings for predominantly hotel accommodation;
- concept approval for a three–four storey addition on top of the Education Building;
- a potential link between the two buildings under Loftus Street; and
- potential hotel-related support services under the buildings, Farrer Place and Gresham Street.[1]

1.1. Objectives

This AA establishes an overarching framework for the conservation, investigation and management of potential Aboriginal and historical archaeological heritage values present within the study area; prior to, during, and post, redevelopment of the land and has been prepared in order to address the requirements of the NSW Department of Planning and Environment (DPE), the NSW Heritage Division (HD) and the Office of Environment and Heritage (OEH) -throughout the redevelopment process- within the context of current relevant NSW legislation.

This AA reviews and builds upon the recommendations of the report titled *Archaeological Assessment 'Sandstone Precinct': 23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), and road and public reserves at Gresham Street, Loftus Street and Farrer Place, Sydney* prepared by Urbis in November 2014.

The key objectives of this AA are to:

- review, and update, the previous archaeological assessment and recommendations made by Urbis (2015) with respect to potential Aboriginal and historical archaeology within 'The Sandstone Precinct';
- further refine, where possible, whether the proposed development has the potential to impact on Aboriginal objects and/or historical archaeological relics of significance within the curtilage of 'The Sandstone Precinct';

[1] Department of Planning and Environment, Press Release, 28 August 2015. *Sandstone Precinct concept plan approved*. Available at: <http://www.planning.nsw.gov.au/News/2015/Sandstone-Precinct-concept-plan-approved>

- develop a pragmatic framework for the management of any potential archaeological resources that might be impacted upon; and
- assist the design team in understanding the sites and minimizing disturbances through clever and innovative design.

This AA has been prepared in accordance with current best practice guidelines and methods for the investigation and management of Aboriginal and Historical Archaeology in NSW. These include the:

- *Historical Archaeology Code of Practice* (second edition, 2006)
- *Historical Archaeological Sites: Investigation and Conservation Guidelines* (1993)
- *Archaeological Assessment Guidelines* (1996) update in preparation
- *Skeletal Remains Guidelines* (1998)
- *Assessing Heritage Significance* (2001)
- *Guidelines for Nominations to the State Heritage Register* (2006)
- *Statements of Heritage Impact* (2002)
- *Aboriginal cultural heritage consultation requirements for proponents 2010. Part 6 National Parks and Wildlife Act 1974* (April 2010)
- *Code of Practice for the Archaeological Investigation of Aboriginal Objects in New South Wales* (September 2010)
- *Guide to Investigating, Assessing, and Reporting on Aboriginal cultural heritage in NSW* (April 2011).

1.2. Authorship

This report was written by Natalie Vinton, Principal Heritage Specialist for, and Director of, Curio Projects and Sam Cooling, Archaeologist, Curio Projects, with specialist input from Excavation Director, Dan Tuck.

1.3. Limitations

This report has been prepared using the extensive historical data and documentation available for 'The Sandstone Precinct', and in particular, utilises the historical information contained in the draft Conservation Management Plans prepared by the Government Architect's Office[2] and City Plan Heritage[3] (2014) and in the Archaeological Assessment prepared by Urbis (2014)[4] in order to assess the potential impacts on historical archaeological resources. No further historical research has been undertaken.

This report assesses the archaeological potential and scientific significance of any potential Aboriginal cultural deposits only, which has generally taken the form of a Due Diligence Assessment Report. Aboriginal community consultation, with regards to social and cultural assessment, has been undertaken for this project, the results of which are presented in Appendix B. Curio Projects recognise that only Aboriginal people are able to provide information regarding the Aboriginal cultural and social nature and significance of a site or location, and therefore should be consulted in the future with regards to any further Aboriginal cultural heritage issues.

[2] *Final The Lands Building Conservation Management Plan,* March 2015, prepared by Government Architect's Office.
[3] *The Education Department Building, Conservation Management Plan,* Draft October 2014, prepared by City Plan Heritage.
[4] *Archaeological Assessment 'Sandstone Precinct' : 23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), and road and public reserves at Gresham Street, Loftus Street and Farrer Place, Sydney ,* November 2014, prepared by Urbis.

2.0 Site Description and Context

For the purposes of this report, only a brief summary of the site context and description has been provided. The full, detailed description of the site and its context is provided in the *Stage One Proposal for Tourism Re-use Former Lands and Education Department Buildings 'Sandstone Precinct', Bridge Street, Sydney: Statement of Heritage Impact* prepared by Graham Brooks and Associates (December 2014)[5] and in the archaeological assessment prepared by Urbis (November 2014)[6].

2.1. Site Context

The subject site, known as 'The Sandstone Precinct' comprises a total area of 9,370m^2 and is located in the northern end of the Sydney Central Business District (CBD) (Figure 1). The site is located adjacent to the former First Government House Site (now Museum of Sydney) and is within close walking distance to Circular Quay, the Royal Botanic Gardens, the NSW State Library, Sydney Opera House, The Rocks and Martin Place (Figure 2).

The specific property descriptions are as follows:

- Land's Building, 23-33 Bridge Street, Sydney (Lot 1877 DP 877000)—3,350m^2
- Education Building, 35-39 Bridge Street, Sydney (Lot 56 DP 729620)—2,795m^2
- Road and Public Reserves—Gresham Street, Loftus Street and Farrer Place—3,220m^2



Figure 1: Study area (outlined in red) in its wider context. (Source: GoogleEarthPro with Curio additions 2016).

[5] The site context and description is provided in Section 1.2 & 1.3 of the HIS (Graham Brooks & Associates p10-12:2014)

[6] Section 2 of the Archaeological Assessment (Urbis p4-5:2014)

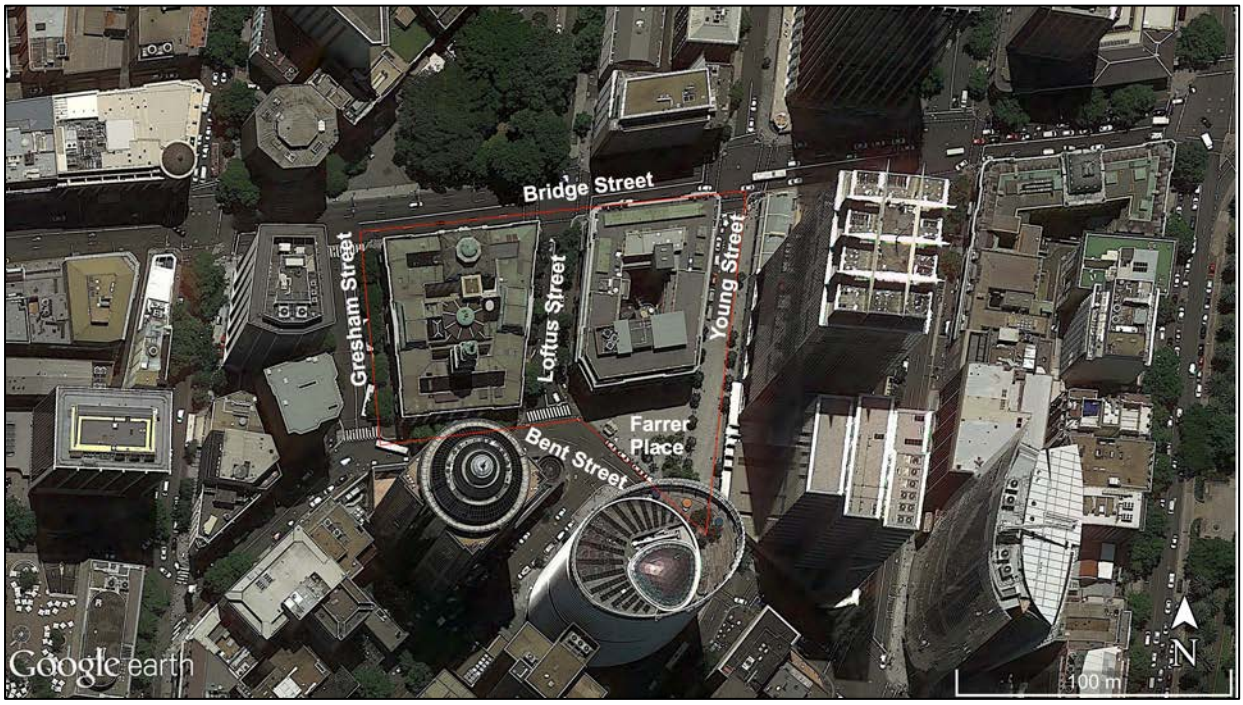


Figure 2: Study area (outlined in red) in local context. (Source: GoogleEarthPro with Curio additions 2016).

2.2. Site Description

The *State Significant Development Assessment Report: Tourism and Visitor Accommodation at the Sandstone Precinct (Lands Building and Education Building and surrounding road and public reserves), 23-33 and 35-39 Bridge Street, Sydney: Secretary's Environmental Assessment Report* prepared by the NSW Department of Planning and Environment in August 2015[7], summarises the subject site as:

2.2.1. The Lands Building

The Lands Building is listed as an item of state and local heritage significance, listed on the State Heritage Register and Sydney Local Environmental Plan 2012 (SLEP 2012). The building is also listed on the Commonwealth Register of the National Estate (non statutory). The Lands Building was constructed in two stages between 1876 and 1893 and is one of the few remaining major 19th Century buildings in Australia which remains intact in both fabric andsetting.

The Lands Building occupies an entire block and is bounded by Bridge Street to the north, Bent Street to the south, Loftus Street to the east and Gresham Street to the west.

The Lands Building is constructed of sandstone and contains 4 storeys (approximate height of 28 metres from the ground to the parapet, with floor to ceiling heights of approximately 6-7 metres). The building contains a domed roof-top feature and clock tower. The current built form provides four wings which surround a central vault with two central courtyards.

The Lands Building also comprises a number of moveable heritage artefacts including furniture and plaques reflecting the history and use of the building. The building provides pedestrian entries to all street frontages with the primary entry at Bridge Street. Vehicular access to a ground level loading dock is provided from Gresham Street.

[7] Hereafter, referred to as the SSD Consent,2015.

The Lands Building is currently used as government offices by the NSW Department of Planning and Environment[8].

2.2.2. The Education Building

The Education Building is also listed as an item of state and local heritage significance, listed on the State Heritage Register and Sydney Local Environmental Plan 2012 (SLEP 2012). The building is also listed on the Commonwealth Register of the National Estate (non statutory). The Education Building was constructed in two stages between 1915 and 1930.

The Education Building occupies an entire block and is bounded by Bridge Street to the north, Farrer Place and Bent Street to the south, Loftus Street to the west and Young Street the east.

The Education Building is constructed of sandstone and contains seven storeys, with an attic on level eight and caretaker's accommodation on levels eight and nine. The built form provides a single rectangular building around a central light well. There is also a prominent Lift Motor Room above these, just to the south of the caretaker's accommodation. During the 1980-1990s the building underwent major renovations to bring the office accommodation up to modern standards and requirements.

The Education Building also comprises a number of moveable heritage artefacts including furniture and plaques reflecting the history and use of the building. Pedestrian access is provided at the Bridge and Farrer Place frontages. A loading dock and 12 off street parking spaces are provided at the Loftus Street frontage.

The Education Building is currently used as government offices by the NSW Department of Education. [9]

2.2.3. Adjacent Road and Public Reserve Areas

The adjacent road and public reserve areas comprise:

- *Loftus Street - four lane local road which separates the two sites;*
- *Gresham Street - four lane local road to the west of the Lands Building;*
- *Young Street - three lane local road to the east of the Education Building; and*
- *Farrer Place - a local public space which fronts onto the Education Building to the south east and comprises some casual outdoor seating constructed around three heritage listed palm trees and two booths selling fruits and coffee.*[10]

2.2.4. Surrounding Development

The site and surrounding area forms part of the northern Sydney CBD and are characterised by a mix of uses including major tourism, retail, office, residential uses and public open space.

- *to the north, Sydney Harbour, Circular Quay, Customs House (heritage item), Macquarie Place (heritage site) and the AMP Precinct (consisting of a commercial tower and some of the surrounding buildings on Young and Loftus streets);*
- *to the south, Farrer Place with three palm trees identified as heritage items under SLEP 2012, 1 Bligh Street office tower, 1 O'Connell Street office tower and a range of other commercial office buildings;*

[8] SSD Consent p1-2:2015.
[9] SSD Consent p2-3:2015
[10] SSD Consent p3 :2015

- *to the east, the Museum of Sydney (heritage item), Governor Phillip Tower, Government Macquarie Tower, the Botanic Gardens (heritage site), Young Street Terraces (heritage item) and First Government House (heritage item); and*
- *to the west, a commercial office tower (56 Pitt Street) and a range of other office buildings.*



Figure 3: View of the Lands Building from the corner of Bent Street and Loftus Street looking north (Source: SSD Consent August 2015)

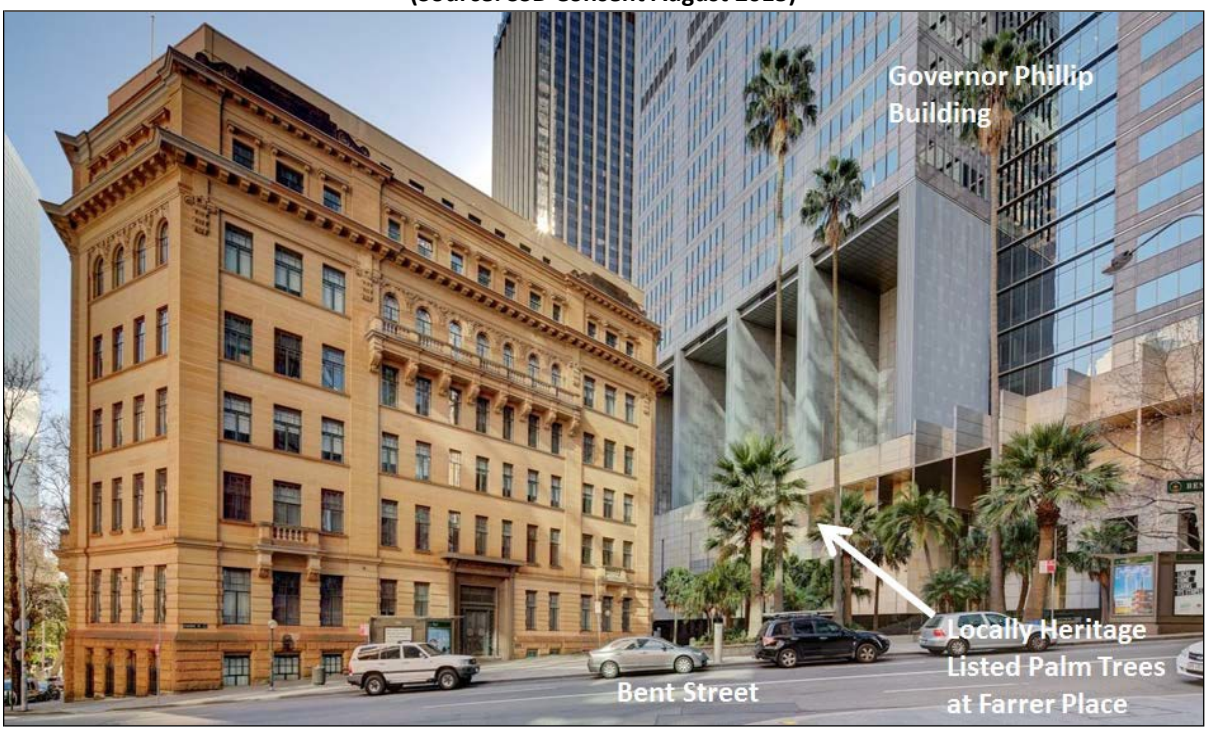


Figure 4: View of the Education Building (left) including Farrer Place (middle) and Governor Phillip Building from Bent Street looking north east. (Source SSD Consent, August 2015).



Figure 5: View look south west showing roof of the Education and Lands Buildings and surrounding buildings to the south. (Source SSD Consent, August 2015).

3.0 Statutory Controls

3.1. State Legislation—Aboriginal Archaeology

Aboriginal cultural heritage is governed in NSW by two principal pieces of legislation:

- *NSW Parks and Wildlife Act 1974* (NPW Act); and
- *Environmental Planning and Assessment Act 1979* (EP&A Act).

NSW Parks and Wildlife Act 1974

The NSW Parks and Wildlife Act 1974 (NPW Act), administered by the OEH, is the primary legislation that provides statutory protection for all 'Aboriginal objects' (Part 6, Section 90) and 'Aboriginal places' (Part 6, Section 84) within NSW.

An Aboriginal object is defined through the NPW Act as:

"any deposit, object or material evidence (not being a handicraft made for sale) relating to the Aboriginal habitation of the area that comprises New South Wales, being habitation before or concurrent with (or both) the occupation of that area by persons of non-Aboriginal extraction, and includes Aboriginal remains."

The NPW Act provides the definition of 'harm' to Aboriginal objects and places as:

> *"...any act or omission that:*
>
> *(a) destroys, defaces or damages the object or place, or*
>
> *(b) in relation to an object-moves the object from the land on which it had been situated, or*
>
> *(c) is specified by the regulations, or*
>
> *(d) causes or permits the object or place to be harmed in a manner referred to in paragraph (a), (b) or (c), "*[11]

The NPW Act also establishes penalties for 'harm' to Aboriginal objects and declared Aboriginal places, as well as defences and exemptions for harm. One of the main defences against the harming of Aboriginal objects and cultural material is to seek an Aboriginal Heritage Impact Permit (AHIP) under Section 90 of the NPW Act, under which disturbance to Aboriginal objects could be undertaken, in accordance with the requirements of an approved AHIP.[12]

OEH Guidelines

In order to best implement and administer the protection afforded to Aboriginal objects and places as through the NPW Act, and EP&A Act, the OEH have prepared a series of best practice statutory guidelines with regards to Aboriginal heritage. These guidelines are designed to assist developers, landowners and archaeologists to better understand their statutory obligations with regards to Aboriginal heritage in NSW, and implement best practice policies into their investigation of Aboriginal heritage values and archaeology in relation to their land and/or development. These guidelines include:

- *Due Diligence Code of Practice for the Protection of Aboriginal Objects in NSW.*[13]
- *Guide to Investigating, assessing and reporting on Aboriginal Cultural Heritage in NSW.*[14]

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[11] NPW Act 1974

[12] As previously noted, the current project is exempt from the requirements of the NPW Act, due to its status as an SSD

[13] DECCW 2010, *Due Diligence Code of Practice for the Investigation of Aboriginal Objects in New South Wales*.

[14] OEH 2011, *Guide to Investigating, assessing and reporting on Aboriginal cultural heritage in NSW.*

- *Code of Practice for the Archaeological Investigation of Aboriginal Objects in New South Wales*.[15]
- *Aboriginal Cultural Heritage Consultation Requirements for Proponents 2010*.[16]
- *Aboriginal Heritage Impact Permits, a Guide for Applicants.*[17]

3.2. State Legislation—Historical Archaeology

Historical archaeology is governed in NSW by two principles pieces of legislation – the *NSW Heritage Act 1977* (The Act); and the *Environmental Planning and Assessment Act 1979* (EP&A Act).

NSW Heritage Act 1977

The purpose of the NSW *Heritage Act 1977* (as amended) is to conserve the environmental heritage of the State. *Environmental heritage* is broadly defined under Section 4 of the *Heritage Act* as consisting of the following items:

> *'those places, buildings, works, **relics,** moveable objects, and precincts, of State or local heritage significance.'*

The *Heritage Act* protects heritage, but historical archaeological remains are additionally protected from being moved or excavated through the operation of the 'relics' provisions. These protect unidentified 'relics' which may form part of the State's environmental heritage, but which have not been listed on the State Heritage Register or protected by an Interim Heritage Order. An archaeological site is an area of land which is the location of one or more archaeological 'relics'.

Division 9 of the Heritage Act is titled '*Protection of certain relics',* with Section 139 containing provisions for '*Excavation permit [being] required in certain cases'* to '*disturb or excavate land'*. Such permits are issued under Sections 140 and 141 of the Act, or under Sections 60 and 63 of the Act, in cases where 'relics' are situated within sites or places listed on the State Heritage Register. Section 139 prohibits the excavating or disturbing of land leading to a relic being discovered, exposed, moved, damaged or destroyed. To 'excavate and disturb land' in the context of the NSW Heritage Act is an act associated with the activity of digging or unearthing.

Since amendments were made to the Heritage Act made in 2009, a 'relic' has been defined as an archaeological deposit, resource or feature that has heritage significance at a local or State level. (NSW Heritage Branch Department of Planning. 2009. *Assessing Significance for Sites and 'Relics')*.

This significance based approach to identifying 'relics' is consistent with the way other heritage items such as buildings, works, precincts or landscapes are identified and managed in NSW. The key issue is whether a deposit, artefact, object or material evidence that survives from the past is significant. If it is significant, it will need to be managed under the 'relics' provisions of the *Heritage Act*. (Heritage Branch, 2009:1). If an historical deposit, artefact, object or material evidence from the past is deemed not to meet the threshold of local or State significance, then it does not need to managed as a 'relic' under the Heritage Act.

In addition, Section 146 of the Heritage Act relates to the requirement to report the discovery of relics to the Heritage Council.

[15] DECCW 2010, *Code of Practice for the Archaeological Investigation of Aboriginal Objects in New South Wales*.
[16] DECCW 2010, *Aboriginal Cultural Heritage Consultation Requirements for Proponents 2010*.
[17] OEH 2011, *Aboriginal Heritage Impact Permits, a Guide for Applicants*.

Specially, Section 146 of the Heritage Act states:

> *146 Notification of discovery of a relic*
>
> *A person, who is aware or believes that he or she has discovered or located a relic (in any circumstances, and whether or not the person has been issued with a permit) must:*
>
> *(a) within a reasonable time after he or she first becomes aware or believes that he or she has discovered or located that relic notify the Heritage Council of the location of the* relic, *unless he or she believes on reasonable grounds that the* Heritage Council *is aware of the location of the* relic*, and*
>
> *(b) within the period required by the* Heritage Council *furnish the* Heritage Council *with such information concerning the* relic *as the* Heritage Council *may reasonably require.*

In accordance with the Section 146 provisions of the Heritage Act, the discovery of relics is generally reported to the Heritage Division, in the form of a post-excavation report or similar, depending on the circumstances in which the discovery was made- and in accordance with any requirements of the Minister.

Under Part 4 of the EP&A Act, excavation permits under the Heritage Act are not required for SSD projects. Additional approvals specific to SSD projects may be required instead.

NSW Heritage Division Guidelines

In order to best implement and administer the protection afforded to historical archaeological 'relics' and heritage places as through the NSW Heritage Act, and EP&A Act, the NSW State Government have prepared a series of best practice statutory guidelines with regards to historical archaeology. These guidelines are designed to assist developers, landowners and archaeologists to better understand their statutory obligations with regards to historical archaeology in NSW, and implement best practice policies into their investigation of historical archaeological heritage values in relation to their land and/or development.

3.3. Environmental Planning and Assessment Act 1979

The EP&A Act is an 'Act to institute a system of environmental planning and assessment for the state of NSW' (EP&A Act)[18]. Dependent upon which Part of the EP&A Act a project is to be assessed under, differing requirements and protocols for the assessment of associated Aboriginal cultural heritage may apply.

Part 4, Division 4.1 of the EP&A Act identifies and defines State Significant Development projects (SSD) as those declared under Section 89C of the EP&A Act. SSD and State Significant Infrastructure projects (SSI), replace 'Concept Plan' project approvals, in accordance with Part 3A of this Act, which was repealed in 2011.

Where a project is assessed to be an SSD, the process of development approval differs, with certain approvals and legislation no longer applicable to the project. Of relevance to the assessment of Aboriginal heritage for a development, the requirement for an AHIP in accordance with Section 90 of the NPW Act is removed for SSD projects (EP&A Act, Section 89J).

[18] http://www.austlii.edu.au/au/legis/nsw/consol_act/epaaa1979389/longtitle.html

Of relevance to the assessment of historical archaeological potential for a development, the requirement for a S140 Excavation Permit under the Section 139 provisions of the Heritage Act (1977) is removed for SSD projects (EP&A Act, Section 89J).

The requirement to report the discovery of a 'relic' in accordance with Section 146 of the Heritage Act is still applicable for projects assessed as SSD projects.

3.4. Current DA Approval and Requirements

On 25th August, 2015, the proposed development project was determined to be a State Significant Development (SSD 6751) in accordance with Section 89E of the EP&A Act.

The main condition of this SSD determination as relevant to Aboriginal heritage is:

> *'B6. Future Development Applications involving excavation shall include a detailed Aboriginal and historical archaeological assessment which includes an assessment of the urban archaeological site, impact assessment, proposed mitigation measures and proposed preservation processes. This shall be undertaken in close consultation with the local Aboriginal community group'*[19]

As this development is SSD, the requirement of the NPW Act for a Section 90 AHIP to be sought prior to any impact to Aboriginal sites or objects, legally does not apply. However, Aboriginal objects, sites and places are still afforded statutory protection under the NPW Act, and are required to be adequately addressed in accordance with current standards and guidelines.

Therefore, the Aboriginal heritage section of this report seeks to holistically assess the potential and likelihood for Aboriginal objects to be located within the study area, their significance should they be present, and provide recommendations for pragmatic, low risk, preliminary management strategies regarding Aboriginal cultural heritage at the study area through the course of this initial DA, and ongoing for future development stages. In addition, as required by the condition of consent, the Aboriginal archaeological assessment and development of Aboriginal archaeological recommendations have been developed in close consultation with the Registered Aboriginal Parties (RAP) who are registered as part of the Aboriginal Community Consultation process for the site.

[19] SSD 6571, p 5 Issued 24 August 2015

4.0 Aboriginal Archaeology

4.1. Background

Urbis prepared an Archaeological Assessment report, including an assessment of potential Aboriginal archaeology for the study area in November 2014[20]. The Urbis report concluded that:

"It has previously been acknowledged that the survival of Aboriginal archaeological evidence within the Sydney CBD is extremely rare (Thorp 1995: 2). If identified, Aboriginal archaeological remains within the subject site would be considered to provide a rare and highly valuable contribution to the archaeological record."[21]

"It has been assessed that there is a low degree of archaeological potential for Aboriginal archaeological deposits to be present on site. If present, any potential archaeological deposits are likely to be highly disturbed. Irrespective of this, any Aboriginal archaeological material, if identified, must be recorded, reported to the Office of Environment and Heritage (OEH) and registered on the AHIMS.

As mentioned above, Aboriginal archaeological deposits are relatively rare within inner Sydney and the Sydney CBD specifically. If identified, Aboriginal archaeological remains within the subject site would be considered to provide a rare and highly valuable contribution to the archaeological record."[22]

"Although AHIMS site #45-6-2299 is registered as being located to the south of Farrer Place, it has previously been noted that the site details suggest that the recording refers to the entirety of the first Government House site (including the grounds); the actual location of this site is therefore likely to be located to the immediate east of the subject site. Any future Aboriginal archaeological assessments should be cognisant of this, and of the sensitivity of the site of first Government House as potentially containing Aboriginal burials.

Based on the results of the Assessment, an Aboriginal Heritage Impact Permit (AHIP) may be required prior to impacts, unless the proposed development is approved as a State Significant Development (SSD)."[23]

In summary, the Urbis report concluded that Aboriginal archaeology within the study area would:

1. have a low degree of potential to be present intact;
2. if present, have a high degree of rarity and scientific significance, with the ability to contribute in a meaningful way to the Aboriginal archaeological record and our understanding of use of the landscape of the Sydney CBD by Aboriginal people;
3. require the preparation of an Aboriginal archaeological assessment specific to proposed site works (i.e. subsequent DA applications); and
4. possibly require an AHIP prior to ground impacts.

This current report prepared by Curio Projects reassesses the environmental context, Aboriginal archeological context and archaeological potential of the study area, in light of current development plans, DA, and in the context of the determination of this project as a SSD since the 2014 report.

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[20] Urbis 2014, *Archaeological Assessment—'Sandstone Precinct': 23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), and road and public reserves at Gresham Street, Loftus Street, and Farrer Place, Sydney*. (Report to Government Property NSW.

[21] Urbis 2014, 47

[22] Urbis 2014, 48

[23] Urbis 2014, 49

As noted in the statutory context above, the status of this project as an SSD means that it is legally exempt from the requirement to seek an AHIP from the OEH.

This assessment of Aboriginal archaeological potential has been undertaken in accordance with the OEH (formerly DECCW) Due Diligence Code of Practice in order to ensure the quality of assessment through adoption of current best practice heritage guidelines.

4.2. Archaeological and Environmental Context

This section summarises the environmental and archaeological background and context for the study area, including previous work undertaken in proximity to the site. This summary serves to place the study area and proposed development into an appropriate regional context, as well as provide a current archaeological predictive model for the region. This will assist to determine the nature and significance of any potential Aboriginal archaeology that may be present, as well as assist in the development of appropriate management mechanisms.

Through this desktop assessment, a general understanding of the likely archaeology present at the site can be formed, and appropriate measures developed, prior to any non-reversible impact to the site and Aboriginal archaeology and cultural values.

4.3. Environmental Context

4.3.1. Geology and Soils

The study area is located on the Gymea soil landscape profile, underlain by Hawkesbury Sandstone (Medium to coarse grained quartz sandstone, very minor shale and laminate lenses). The Gymea soil profile is considered to be an erosional landscape, characterised by undulating to rolling rises and low hills with broad convex crests, moderately inclined side slopes with wide benches, and localized rock outcrop. Soils are generally shallow to moderately deep (30-100cm) on crests and insides of benches, shallow (<20cm) on leading edges of benches, and moderately deep (<100cm) on drainage lines[24].

Soils of the Gymea profile are generally comprised of loose, coarse sandy loam to yellowish-brown clayey sand, sandy clay loam, and clay. Small sandstone and ironstone fragments, and charcoal fragments are common in the sandy loam topsoil. The soils native to the study area are also generally characterised by high levels of erosion, tend to be highly permeable, and with low fertility.

The study area is located right on the edge of the reclaimed land/fill of the original head of Sydney Cove/Circular Quay, which consists of man-made fill (dredged estuarine sand and mud, demolition rubble, industrial and household waste) overlying silty to peaty quartz sand, silt and clay with ferruginous & humic cementation in places and common shell layers.

While site specific geotechnical data is not currently available for the study area, incomplete soil profile information is available for Macquarie Place (i.e. from ground level to 1m depth, but incomplete data further than that), immediately north of the Lands Building, on the northern side of Bridge Street, Sydney. This incomplete soil profile report demonstrated a layer of fill from 0-59cm, overlying a layer of clayey sand (59-80cm), overlying a sandy clay with up to 80% ironstone gravel inclusions (80-100cm)[25].

[24] Chapman, G.A., and Murphy, C.L, 1989, *Soil Landscapes of the Sydney 1:100 000 Sheet*. Soil Conservation Service of NSW., Sydney.
[25] NSW Soil and Land Information System, Macquarie Place, Soil Profile 57 (Profile Taken: September 24, 1989), Available from <http://www.environment.nsw.gov.au/eSpadeWebapp/>

4.3.2. Hydrology

The initial European settlement of Sydney in 1788 was chosen, among various reasons, to be located at Sydney Cove due to the presence of a stream of fresh water that is known as the Tank Stream. The Tank Stream was formed from seepage springs in underlying sandstone, in a swampy area near to what is now Hyde Park, flowing north, between what is now George and Pitt Streets, and emptying into Sydney Cove.

In addition, the natural head of Sydney Cove was originally located in the vicinity of the intersection of George Street, Bridge Street and Pitt Street, however a massive public works program in the 1840s and 1850s (i.e. the development of Circular Quay), included land reclamation which saw the shape of the cove and the harbour altered to generally the location and shape it is today (Figure 6).

While the Tank Stream was Sydney's predominate source of fresh water until the early 1800s, it was quickly fouled through cumulative effects of the settlement including rubbish dumping, washing, and animal slaughter, and was eventually replaced by other water sources.

While the hydrology of the CBD of Sydney is vastly different today than that of 1788, the original formation of Sydney Cove prior to reclamation and the development of Circular Quay, as well as the presence of the Tank Stream as a fresh water source, would have meant that fresh and salt water sources (and the rich flora and faunal resources they would have sustained) were both located in close proximity to the current study area, and would have provided a rich resource zone for Aboriginal people to utilise prior to, and immediately after, European settlement.

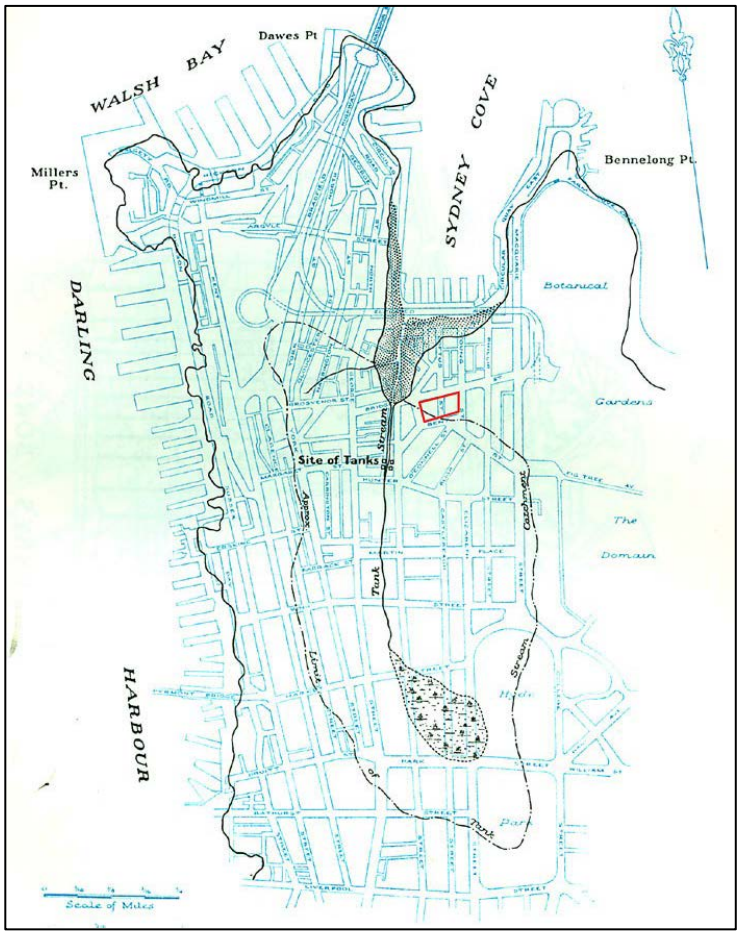


Figure 6: Plan of Original location of Sydney Cove and Tank Stream superimposed on a current map of Sydney. Current study area is outlined in red. (Sourced from City of Sydney, http://history.cityofsydney.nsw.gov.au/waterexhibition/images/zoom/tank1.jpg.html. Accessed 22 January 2016.)

4.3.3. Landscape and Landforms

The natural landscape of the Sydney CBD has obviously been vastly altered from what it would have been pre-1788. The study area would have originally been located on a relatively flat, wide bench that sloped gradually to the north (towards Sydney Cove), and slightly towards the Tank Stream to the west.

The landform to the west of the study area would have sloped down towards and created part of the Tank Stream estuary, and slightly further north, the intertidal zone between the estuary and Sydney Cove. The northern slope of the land is still evident today in the surveyed levels and physical appearance of the Lands and Education buildings currently present within the study area.

4.3.4. Flora and Fauna

Prior to European settlement and subsequent land clearing, the vegetation of the study area and surrounds would have generally comprised of dry sclerophyll open woodland and forest across ridges and upper slopes. Common varieties would have included Red Bloodwood, Scribbly Gum, Brown Stringybark and Old Man Banksia. The understory would have consisted of a variety of native shrubs.

The fauna of Sydney at and prior to 1788 would have consisted of species such as kangaroo, wallaby, wombat, echidna, flying fox, emus, quolls, various native rats and mice, snakes and lizards[26]. Marine faunal resources would have also been easily accessed from the study area, both from the fresh water and estuarine environment of the Tank Stream, as well as from nearby Sydney Cove.

4.3.5. Modern Land Disturbance

This summary is provided in order to establish the affect previous land use may have had on the preservation or destruction of potential Aboriginal archaeological remains at this location.

The physical development of the subject site, since 1788, can be characterised by three main phases of use and development:

- **Early Occupation (1788-1810)**. The study area is located immediately west of the site of the First Government House, construction of which commenced just months after arrival of Governor Phillip and the First Fleet into Sydney Cove. In 1792, a row of permanent residences for the Colony's civil officers were established across the study area, including the Commissary, Judge-Advocate, Surveyor-General, and Chaplain.
- **Macquarie-era buildings and road/sewer development (1810-1876).** Regularisation of roads in the area, development of Macquarie Place (immediately north of the study area), demolition of civil officer's residences at the study area, and construction of the Colonial-Secretary's residence, Judge-Advocate's residence, and the Surveyor General's residence within the study area (later to be used as general government offices).

  Construction of a new guard house immediately to the east of the study area (below current Young St). Construction of new Government House to the immediate east of the study area (c. 1845), demolition of the Judge-Advocate's house for construction of Loftus Street (c. 1850). Construction of the Bennelong Storm Water Channel No. 29 around 1856, a section of which runs north-south underneath the surface of Loftus Street.

- **Lands and Education Buildings (1876-1893 and 1912-1930)**. Excavation for the first stage of the Lands Building commenced in 1876, only on the northern side of the block, second stage required the demolition of the Surveyor-General's Office commencing in 1888. Lands

[26] Tench W. 1789, *A Narrative of the Expedition to Botany Bay*, pp13–84. In Flannery, T (ed.) 2012, *Watkin Tench: 1788*, The Text Publishing Company, Melbourne

building mainly completed by 1893. Education building constructed in two stages, northern stage completed by 1915, demolition of Colonial-Secretary's Office undertaken in 1916 to make way for the second stage of the Education building, completed by 1930.

These main phases of construction at the site would definitely have removed and disturbed the natural soil profiles, although the extent to which is unclear, and therefore the opportunity for intact natural soil profiles, or natural soil profiles in a disturbed context in conjunction with Aboriginal archaeological deposits or stone artefacts, is possible within certain parts of the study area.

In addition, the Lands Building may not have been subject to the same level of disturbance as that of the Education Building, as the excavation for the construction of the Lands building may not have been extensive[27], as it is located down slope of the Education building.

While no geotechnical information was available at the time of writing, approvals for geotechnical investigation of the site have recently be sought, and geotechnical works will soon be undertaken. This geotechnical information from the study area (once available) would assist to inform the understanding of the level of disturbance and nature of subsurface soil and fill profiles.

4.3.6. Summary of Environmental Context for Aboriginal Occupation

The study area would have provided a rich resource zone to Aboriginal people, with proximity to fresh water of the Tank Stream and its estuary, as well as Sydney Cove, and the associated floral and faunal resources sustained by these environments and the sandy soils. The landscape positioning and vantage point over Sydney Cove would have been impressive and intensely utilised by Aboriginal people. Selection of the location of the study area and surrounds by Governor Phillip as the initial seat of government and colonial management in 1788, provides further evidence to the landscape of the study area as a convenient, resourceful and desirable location for human occupation.

Aboriginal archaeology, if present within the study area, would be present either within natural soil profiles, possibly mixed into historical fill from previous land disturbance, or possibly located within layers of historic archaeology at the site due to post-1788 contact between the local Aboriginal people and the colonists.

Gymea soils are generally shallow (20-100cm), dependent on the landform on which they are located, and due to their sandy nature, are susceptible to sheet erosion when disturbed. This propensity for erosion and disturbance of soils within the study area indicate a low to moderate likelihood for natural soil profiles to be intact. However, a small possibility does still exist for natural soils (in which Aboriginal objects may have been deposited) to be intact, or disturbed but still present, at the study area location.

The current building alignment (i.e. the levels of the Lands and Education Buildings) generally corresponds with the natural slope of the landform on which the study area is located. It is possible that this may indicate a lower level of ground modification and ground disturbance has taken place through the construction of the Lands and Education buildings and previous Macquarie-era buildings at the study area, and may suggest the possibility that natural soil profiles may be present in isolated locations at the study area.

[27] Urbis 2014: 29

4.4. Aboriginal Archaeological Context

4.4.1. AHIMS Search

The OEH guidelines for Aboriginal cultural heritage management require a current extensive search of the Aboriginal Heritage Information Management System (AHIMS) database, managed by OEH (i.e. current within the last 12 months). A current search also serves to ensure recently registered sites are captured within the current assessment. The AHIMS search was undertaken on 22nd January 2016, and returned 25 results within approximately 2km of the study area. The extensive AHIMS search is attached as an Appendix to this report. No registered sites were located within the current study area.

AHIMS search results always require a certain amount of scrutiny in order to acknowledge and accommodate for things such as inconsistencies in the coordinates (differing datums between years of recording), the existence of and impact to registered sites (impact to a registered site technically requires the submission of a Heritage Impact Recording form to be submitted to the OEH, however these forms are not always submitted), and other database related difficulties. It should also be noted that AHIMS database is a record of archaeological work that has been undertaken, and registered with OEH in the region. The AHIMS database is therefore a reflection of archaeological work, the need for which has likely been predominantly triggered by development, and not a representation of the actual archaeological potential of the search area. AHIMS searches should be used as a starting place for further research and not as a definitive, final set of data.

Therefore, the above AHIMS search result has been synthesized as best possible within the scope of this current report to determine the most likely nature and location of previously registered sites in proximity to the current study area.

Summary descriptions of Aboriginal site features as identified by OEH, and as relevant to this report are presented in Table 1.

Table 1: Aboriginal Site Features referred to in this report.

Site Feature	Description/Definition by OEH
Aboriginal Ceremony and Dreaming	These types of sites are usually identified by the local Aboriginal community as locations of cultural significance, and they may not necessarily contain material evidence of Aboriginal associations with the place.
Aboriginal Burial (Aboriginal Ceremony and Dreaming Site)	A traditional or contemporary (post-contact) burial of an Aboriginal person, which may occur outside designated cemeteries and may not be marked, e.g. in caves, marked by stone cairns, in sand areas, along creek banks etc. Soft, sandy soils along creek and river beds, and beaches were favoured for burials, as they allowed for easier movement of soil, however burials may also often have occurred in rock shelters and shell middens.
Art Site	Art is located in shelters, overhangs and across rock formations. Techniques include painting, drawing, scratching, carving, engraving, pitting, conjoining, abrading and the use of a range of binding agents and the use of natural pigments obtained form clays, charcoal and plants.
Artefact Site (Open Camp Sites/artefact scatters/isolated finds)	Artefact sites consist of objects such as stone tools, and associated flaked material, spears, manuports, grindstones, discarded stone flakes, modified glass or shell demonstrating physical evidence of use of the area by Aboriginal people.

Site Feature	Description/Definition by OEH
	Registered artefact sites can range from isolated finds, to large extensive open camp sites and artefact scatters. Artefacts can be located either on the ground surface or in a subsurface archaeological context.
Potential Archaeological Deposit (PAD)	An area where Aboriginal cultural material such as stone artefacts, hearths, middens etc, may be present in a subsurface capacity. Evidence for Aboriginal cultural material may not be present on the ground surface, but still may be present at a location.
Shell Midden	A shell midden site is an accumulation or deposit of shellfish resulting from Aboriginal gathering and consumption of shellfish from marine, estuarine or freshwater environments. A shell midden site may be found in association with other objects like stone tools, faunal remains such as fish or mammal bones, charcoal, fireplaces/hearths, and occasionally burials. Shell midden sites are often located on elevated, dry ground close to the environment from which the shellfish were foraged, and where fresh water resources are available. Shell middens may vary greatly in size and components.

The 25 results from the current AHIMS search included six different site types, some in combination with each other. These sites are summarised in Table 2.

Table 2: AHIMS Sites

Site Type	Number of Sites	Percentage of Sites (%)
Aboriginal Burial (Aboriginal Ceremony and Dreaming)	1	4%
Art (Pigment or Engraved)	3	12%
Artefact	4	16%
Artefact and Shell Midden	4	16%
Artefact, Shell Midden and Aboriginal Ceremony and Dreaming	1	4%
Artefact and Potential Archaeological Deposit (PAD)	1	4%
Potential Archaeological Deposit (PAD)	10	40%
Shell Midden	1	4%
TOTAL	***25***	***100%***

The general location of each of these registered sites in proximity to the study area is depicted in Figure 7. The most common site type registered in the area are 'PAD' sites, followed by 'Artefact' sites, and 'Artefact in combination with Shell Midden' sites.

Of the 25 registered sites, three have been updated with AHIMS as 'Site Status: Destroyed', and two have been updated as 'Site Status: Not a Site' (i.e. #45-6-3081, 200 George Street, and #45-6-3152, 168-190 Day Street, Sydney).

As detailed in the section below, 200 George Street (#45-6-3081) was originally registered with AHIMS as a Potential Archaeological Deposit (PAD), however archaeological excavation in 2013 did not recover an Aboriginal deposit, and therefore the reflected change in site status. Considering that 168-190 Day Street, Sydney (#45-6-3152), was also originally registered as a PAD site, it can be assumed that the change in status of this site was also due to further archeological investigation that ascertained that there was in fact no Aboriginal archaeological deposit in this location.

It is possible that other site results from this AHIMS search have already been subject to harm or have been destroyed under AHIPs or through authorized site works, and have not been updated in AHIMS. However, as none of these sites are located within the current study area, this is not of a direct concern for this project, and the location of all sites, regardless of their current status, will inform the Aboriginal archaeological potential assessment for the current study area.

4.4.2. Assessment of AHIMS Search

The general distribution of sites from the AHIMS search around the study area is visible in Figure 7. While this is simply a representation of the archaeological work that has been undertaken across the Sydney CBD, it also appears visually to be relatively evenly dispersed across the general Sydney CBD area. This is therefore also suggestive of the actual nature of the distribution of Aboriginal archaeological sites in the area, that is to say, Aboriginal archaeological sites may exist across the entire CBD area, wherever conditions allow them to survive (i.e. incomplete levels of ground disturbance, along the edge of the original sandstone outcrops and geology, along water sources, and where natural soil profiles are still present.



Figure 7: AHIMS Sites. Current study area is shown in red. (Source: GoogleEarth Pro with Curio additions 2016)

4.4.3. Relevant Local Aboriginal Archaeological Work

Review of relevant previous archaeological work is a highly informative and necessary step in identifying the likely nature of the potential archaeology at a site. The investigation of previous work undertaken in the region, on similar sites, and on similar landscape or landforms, can inform

our understanding of a site by providing a proxy against which a newly investigated site can be measured (albeit with caution). That is to say, understanding the archaeological record at a general location can provide us with an indication of the nature and level of potential of archaeology that may be present at a site, prior to any subsurface investigation. As archaeology is by its very nature, a destructive discipline, it is important to acquire as much information and understanding of a site as possible prior to undertaking fieldwork (as once evidence has been excavated, its context is effectively destroyed), and also to avoid any unnecessary fieldwork at a site.

The position of the current study area, within the highly developed Sydney CBD, necessitates a slightly different approach to archaeological investigation than would be possible at a green field site (i.e. at a location that had not had years of intensive development at and around the site). The brief and truncated literature review, presented below, of relevant archaeological excavations within the Sydney CBD, as well as similar sites within the wider Sydney region, provide suggestions of the nature of archaeology that may be present within the study area, the potential significance this archaeology may possess, and different methodological approaches that may be undertaken in order to best investigate the archaeology in the most practical and pragmatic way.

The location of the sites described below, in reference to the location of the current study area, is presented in Figure 8.

First Government House (Museum of Sydney)

The site of Sydney's first government house is located immediately to the east of the current study area, the foundations for which, were laid within months of the arrival of Governor Phillip and the First Fleet to Sydney Cove in 1788. This site is of extreme significance in the history of Sydney and Australia, not just as the first seat of colonial government, but also as an important place of early contact between the local Aboriginal people and the colonists. Government house was eventually relocated to a newly build purposed building in 1845 (the current location of Government House, alongside the Royal Botanic Gardens), and the original government house was demolished.[28] Unmarked Aboriginal burials were reported to be located at the First Government House site (AHIMS #45-5-2299).

The site is now occupied by the Museum of Sydney, after it was excavated extensively in 1983 as part of the redevelopment of the area. No Aboriginal burials were located as a result of this excavation, however physical evidence for the use of the area by Aboriginal people was encountered at the site in the form of contact period Aboriginal artefacts that appeared to have been manufactured from dark green bottle glass.

Sydney Conservatorium of Music

The current site of the Sydney Conservatorium of Music is located on the site of the former stables for first government house. Historical excavation of the former stables was undertaken in 1998, during which, some Aboriginal stone artefacts were uncovered. While the archaeologists concluded that it was likely that the Aboriginal stone artefacts had in fact been relocated to the site through the movement of soil and 'fill' material during the early colonial period, the presence of the artefacts was still significant. The relocated soil material (within which the artefacts would likely have originally been deposited) would likely have been sourced by the colonists from a site close to the former stables site. Therefore, while the actual artefacts did not provide specific information

[28] H Proudfoot, A Bickford, B Egloff and R Stocks, 1991. *Australia's First Government House* (North Sydney; Allen & Unwin)

about Aboriginal use of the site, it provided physical evidence for the ubiquitous use of the surrounding landscape by Aboriginal people.[29]

Darling Quarter (Comber 2008–2009)

Comber Consultants undertook a series of Aboriginal archaeological excavations in 2008 and 2009 for the redevelopment of Darling Quarter (formerly Darling Walk), Darling Harbour (in collaboration with Casey & Lowe who undertook the historical archaeological work for the project). The post excavation report for this work was prepared in 2012[30].

The site was located along the original foreshore of Cockle Bay (Darling Harbour). Aboriginal test excavation identified the remains of a shell midden, including Aboriginal stone artefacts on an exposed area of bedrock (Area 5 of the excavation) in close proximity to the original shoreline. This area was expanded into an open area salvage excavation across the remainder of the sandstone outcrop in the south-east of the excavation area and recovered ten Aboriginal stone artefacts in association with the midden. It was determined that Aboriginal people would have used this location on the sandstone outcrop to cook and eat the shellfish that had been gathered from the surrounding environment.

Of the ten stone artefacts recovered, all but two of them were manufactured from chert. There is no known local source of this rock type, and therefore the report suggests that the presence of this raw material type may have been the result of trading between the local Aboriginal people of the Cockle Bay area, and Aboriginal people that lived in the west, near Plumpton Ridge, a known source of chert for Western Sydney. It is also possible that other more local sources of chert were present around the Sydney CBD area prior to 1788 that currently remain unknown to archaeologists.

200 George Street, Sydney (GML 2014)

The 200 George Street site was identified as having a high potential for historical archaeological relics and a low to moderate potential for Aboriginal objects to be present, mainly due to its location on the banks of an intertidal zone of the Tank Stream. This potential would be impacted by the proposed redevelopment of the site. The Aboriginal PAD site was registered with AHIMS (#45-5-3081), and therefore required an AHIP to impact. However, due to the nature of the site in an urban, developed environment, as well as the potential presence of Aboriginal artefacts in conjunction with the historical archaeology, usual methods of Aboriginal archaeological test excavation in accordance with the OEH Code of Practice could not be undertaken for this site. Therefore, the proposed excavation methodology involved the commencement of Aboriginal archaeological test excavation at the site, if and when natural soil profiles were uncovered through the course of the historical excavation.

While the excavation of the site identified a few areas of remnant natural soil profiles across the site, no Aboriginal objects were recovered from the excavation of these soils. Geomorphological investigation of the site determined that the stepped sandstone and highly organic estuarine environment would likely have been unsuitable for Aboriginal people, or not suitable for the preservation of archaeological signature relating to possible Aboriginal activity[31].

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[29] Attenbrow, V. 2012 *Sydney's Aboriginal Past. Investigating the Archaeological and Historical Records* (Sydney, UNSW Press)

[30] Comber Consultants 2012, *Darling Quarter (formerly Darling Walk), Darling Harbour. Aboriginal Archaeological Excavation Report.* Prepared for Casey + Lowe on behalf of Lend Lease.

[31] GML Heritage 2014, *200 George Street Post Excavation Report, Volume 2.* Prepared for Mirvac.

Macquarie Street, Parramatta (GML 2015)

In 2015, GML Heritage undertook a two-staged Aboriginal archaeological excavation of an urban development site in the Parramatta CBD[32]. While located in a different location and soil profiles from the current study area, this project provides an example of the nature of remaining Aboriginal archaeological sites in highly developed urban locations, and methodologies for managing Aboriginal cultural heritage and archaeology.

The excavation was undertaken in a similar style to that at 200 George Street, in that the site had been previously registered with AHIMS, and therefore required an AHIP, and that the potential Aboriginal archaeological deposits were located along with historical archaeological deposits that also required investigation.

Prior to investigation, the site was considered to be of low potential to contain contact period Aboriginal archaeological deposits. Should these potential deposits be discovered, they were assessed, prior to the excavation, to have significance for their ability to provide a greater understanding of the relationships between the Aboriginal people of the area and early colonists. The two staged Aboriginal archaeological excavation yielded a total of low density scatter of 122 Aboriginal stone artefacts across the site, both in association with early historical archaeological deposits, and within truncated natural soil profiles remnant across the site[33].

Wynyard Walk (GML 2014-in preparation)

GML Heritage undertook Aboriginal archaeological excavation of the Wynyard Walk, West Portal site in 2014. The potential Aboriginal archaeological deposit located at Wynyard Walk was assessed to be of moderate to high scientific significance primarily for its educative and research potential values. While disturbance at the site was considered likely, previous excavations in close proximity to the site such as the neighbouring KENS site, had illustrated that soil profiles capable of bearing archaeological deposits could be preserved in the area[34].

As for 200 George Street and Macquarie Street Parramatta, the Aboriginal archaeological excavation of this site required a two-staged approach due to the nature of the site below previous development and in association with the historical archaeology at the site.

The post excavation report is still in preparation, however Aboriginal stone artefacts were indeed recovered in association with the historical archaeology present at the site, as well as within surviving natural soil profiles.

4.5. Summary of Archaeological Context

While the extent of development across the Sydney CBD has been great since 1788, evidence for surviving Aboriginal archaeological sites, a snapshot of which is provided above, demonstrates that many sites still survive within the vicinity of the study area. As investigation of sites within the CBD is triggered only by extensive development, it is clear that the possibility remains for many Aboriginal archaeological deposits to remain partially or wholly intact beneath the skyscrapers and historical buildings of Sydney.

The extent to which these sites survive clearly varies (i.e. 200 George Street no longer demonstrated an Aboriginal archaeological signature, while Wynyard Walk and Darling Quarter both retained evidence to contribute to the archaeological record), however these sites are still significant for

[32] GML Heritage 2015, *143 and 169 Macquarie Street, Parramatta. Aboriginal Archaeological Two-Staged Salvage Post Excavation Report*. Prepared for Leighton Properties.
[33] GML Heritage 2015, *143 and 169 Macquarie Street, Parramatta. Aboriginal Archaeological Two-Staged Salvage Post Excavation Report*. Prepared for Leighton Properties.
[34] GML Heritage 2013, *Wynyard Walk Western Portal—Aboriginal Archaeological Technical Report*. Prepared for Thiess, 36

their ability to add to our understanding of Aboriginal use of the Sydney landscape, as well as often providing a tangible link through the artefactual record to assist local Aboriginal people of Sydney to connect to their culture and past.

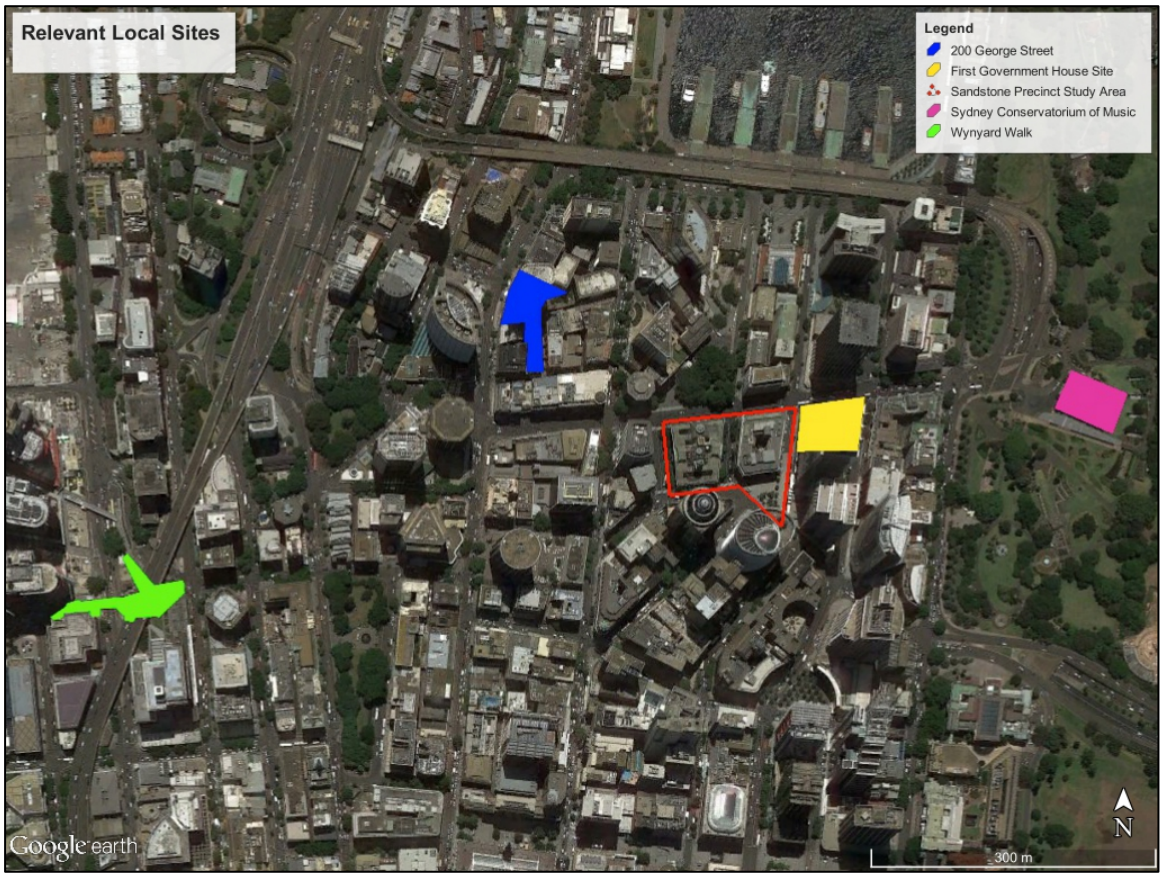


Figure 8: Relevant Local Archaeological Work. Current study area outlined in red. Note that Darling Quarter (not pictured) is located approximately 1.3km to the south west of the current study area, and Macquarie Street (not pictured) is in Parramatta. (Source: GoogleEarthPro with Curio Project additions 2016).

4.6. Aboriginal Archaeological Predictive Model

Assessment of the environmental and archaeological context of the study area has determined the Aboriginal site types that have potential to be present within the study area are:

- artefact sites;
- Potential Archaeological Deposits (PADs); and
- shell middens.

It should be noted that the potential for Aboriginal burials have been identified at the First Government House site (now the Museum of Sydney site), which is located immediately to the east of the study area. While no Aboriginal burials were uncovered through archaeological excavations at the First Government House site in the 1980's, and are considered to be highly unlikely within the current study area, the potential for burials as noted through ethnographical records should still be recognised during any development adjacent to this area. No geographical features (such as rock shelters, overhangs and exposed bedrock) are present within the study area to consider that site types such as art sites would be present within the study area.

Aboriginal archaeological deposits have the potential to be present either within remnant pockets of natural soil profiles, or in a disturbed context within layers of historical archaeology. Previous development works that have involved excavation or piling to bedrock would have removed all potential for Aboriginal archaeological deposits to be present in those locations, however in all

other locations where excavation to bedrock has not occurred Aboriginal archaeological potential still exists, albeit at varying degrees depending on activities undertaken.

4.7. Aboriginal Archaeological Potential and Significance

The following assessment of Aboriginal archaeological potential within the study area is based on a combination of the environmental assessment, including original landform, possible levels of disturbance across the site, and original resource zones that would have been favourable to, or sustained local Aboriginal populations of the area prior to European settlement, as well as previous archaeological research in the vicinity to the study area, or on comparable sites within Sydney.

Consideration of these above factors determines the likelihood for Aboriginal archaeology, artefacts or physical objects to remain at the study area in a subsurface capacity.

The significance of any potential Aboriginal archaeology, should it exist within the study area, has then been considered in order to assist a determination of the most appropriate management mitigations techniques and methods that should be applied to this project and this specific study area.

While there has evidently been a high degree of historical use of the study area, being consistently a pivotal point of government of colonial Sydney from 1788 until modern times, historical plans are often inaccurate and should not be considered as definitive within the study area. In addition, no geotechnical information is available for the site but the general observance of the site topography strongly suggests that there is little opportunity for natural soil profiles to survive intact, other than in small, discrete pockets across the site. Therefore, this desktop study is limited in its ability to definitively confirm whether there has been a total subsurface disturbance and/or removal of Aboriginal archaeological deposits, or complete disturbance or full removal of natural soil profiles (those that would contain Aboriginal archaeological deposits, if present). Rather, the potential has been based on predictive modelling specific to the site, and its environmental surrounds.

In addition, archaeological excavation undertaken as a result of the installation of Young Street (of the former guardhouse), to the immediate east of the study area, has demonstrated that historical features as well as Aboriginal stone objects have been retained in this location (to varying degrees of intactness or in situ)[35]. Footings and structural evidence of the former guardhouse were encountered at differing levels of preservation and depth across the site, demonstrating the varying levels of potential for archaeological evidence (both Aboriginal and historical) to be present even across a relatively small area with moderate to high levels of historical development.

Whilst it is of a low likelihood that intact, in situ, Aboriginal archaeological deposits remain across the study area, if present, these deposits would be of high significance, and of high cultural and social value for the local Aboriginal community.

The assessment of local and regional Aboriginal archaeology has demonstrated that Aboriginal people would have intensely used this area of Sydney cove prior to European settlement, as well during the post contact period (1788-early 1800s).

Potential Aboriginal archaeology that may be present within the study area could include, but not be limited to varying concentrations of Aboriginal stone artefacts and knapping floors, and shell middens. While unlikely to be within the study area, and not uncovered through previous archaeological investigations, the ethnohistorical reports of Aboriginal burials located at the site of the First Government House (east of the current study area), should be noted.

[35] Crook, P. and Murray, T., 2006, *The Historical Archaeological of the First Government House Site, Sydney. Further Research, in Volume 11 of the Archaeological of the Modern City Series*. A Historic Houses Trust Publication: 56

Should Aboriginal objects be present within the study area, any ground disturbing works outside of the existing physical footings etc of the Lands and Education buildings that extend to bedrock, or have previously removed all natural soil profiles, may present a risk to any (as yet unregistered) Aboriginal sites that may be located within the study area.

Therefore, based on this desktop assessment, the potential for the presence of Aboriginal archaeological evidence within the study area is considered as follows:

- there is *low potential* for intact Aboriginal archaeological deposits at the study area;
- there is *low to moderate potential* for Aboriginal objects and archaeological deposits to be present at the study area in a disturbed context, where previous development has not completely removed soils;
- should intact Aboriginal archaeological deposits be present at the study area, these would be of *high significance*, for their research potential, rarity, and potential significance to the Aboriginal community; and
- should Aboriginal objects be present within the study area in a disturbed context, these objects would be of *moderate to high significance*, for their research potential, rarity, and potential significance to the Aboriginal community.

5.0 Brief Historical Overview

The brief historical overview of the occupation of the subject site has been drawn from the detailed history contained in Section 4.0 of the archaeological assessment titled *Archaeological Assessment 'Sandstone Precinct': 23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), and road and public reserves at Gresham Street, Loftus Street and Farrer Place, Sydney.* In addition, the historical information contained in the draft CMPs for the Lands Building[36] and the Education Building[37] was also reviewed and utilised for this assessment.

The physical development of the study area, since 1788, is characterised by three main phases of use and development, as summarised below:

5.1. Establishment of the Colony (1788–1810)

The subject site is located immediately west of the site of the first permanent Government House, construction of which commenced just months after arrival of Governor Phillip and the First Fleet into Sydney Cove. On 29 January 1788, the portable house of Governor Arthur Phillip was erected just to the east of the subject site, with the first Government House (first permanent building to be erected in the colony) completed in the same location by 1789. It remained in use as the colony's Government House until 1845.

In 1792, a row of permanent residences and gardens for the Colony's civil officers were established across the subject site, including the Commissary, Judge-Advocate, Surveyor-General, and Chaplain (Figure 9). The present configuration of Bridge Street, Bligh Street, O'Connell Street and Bent Street were already established by the early 1800s (and subsequently renamed to their current street names in 1810 by Governor Macquarie).

For at least the first 40 years of settlement, the colony of New South Wales was administered from this site and its surrounding area early - as a natural response to the location of the administrative buildings.[38]

Farrer Place is believed to have been the site of a natural spring which is thought to have been channeled into a stone 'fountain' built by Isaac Peyton in 1812. The 'fountain' was located to the rear of the Colonial Secretary's Building on a plan of Sydney dated 1822 (Figure 10).[39]

[36] Government Architect's Office, 2014
[37] City Plan Heritage, 2014
[38] Urbis p14-15:2014.
[39] City Plan Heritage, p177:2014

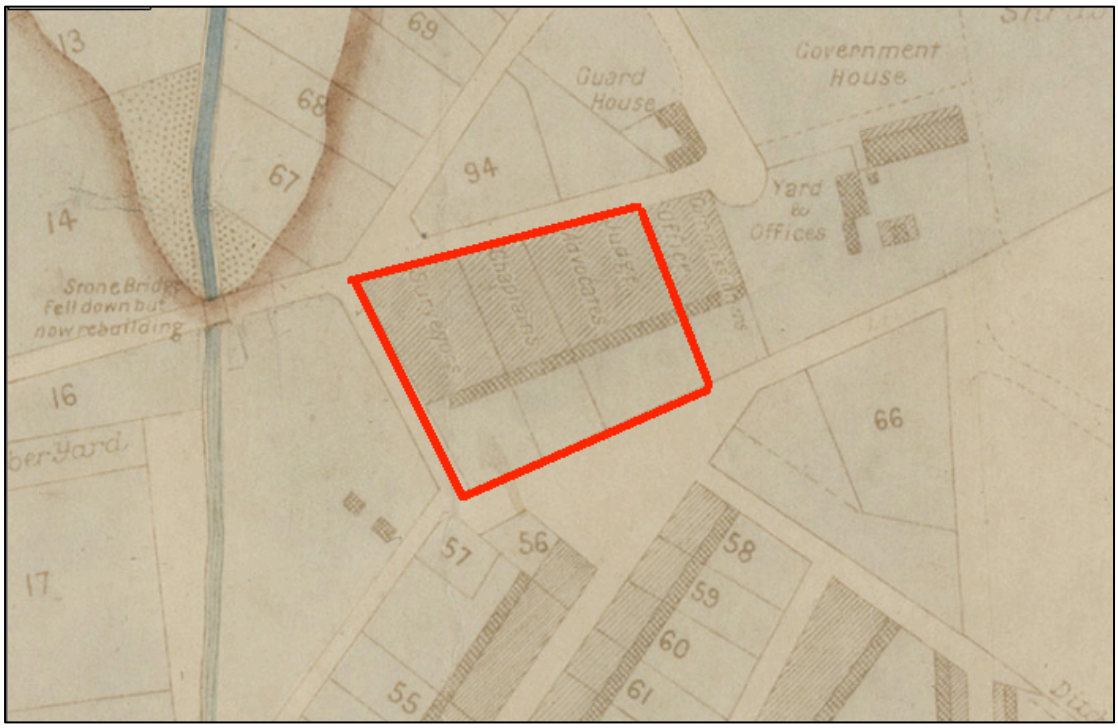


Figure 9: Meehan, Jas. 1807, *Plan of the town of Sydney in New South Wales*. Study area indicated in red. (Source: State Library of NSW, Call No. Z/Cc 89/7).

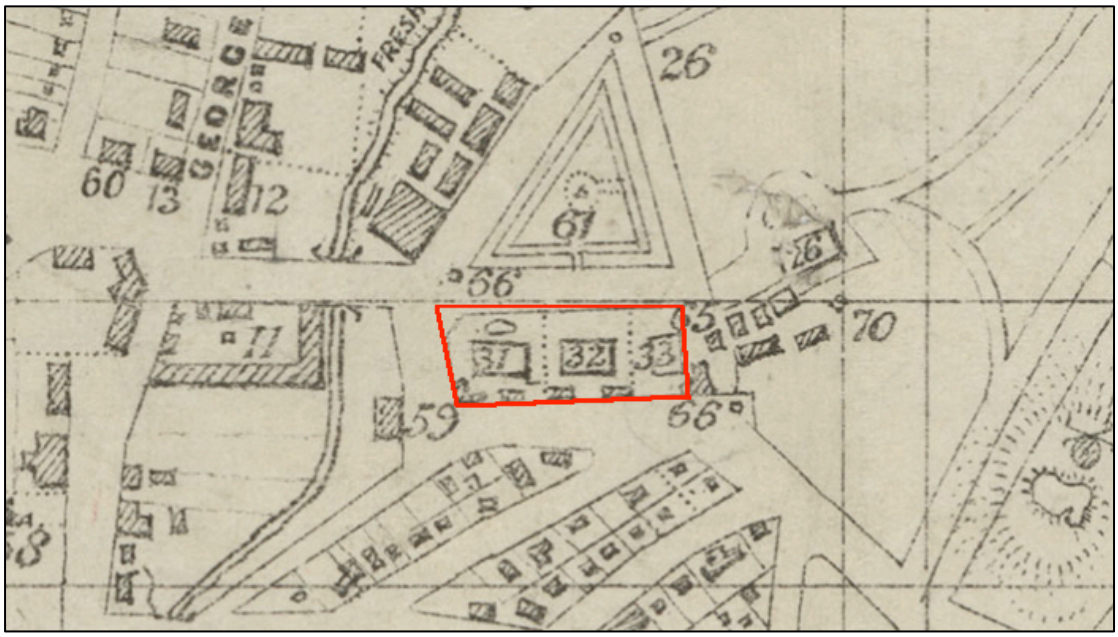


Figure 10: Plan of the town and suburbs of Sydney, August 1822. Study area indicated in red. Key: 26= 'Government House and Domain', 31= 'Residence of Judge of Supreme Court', 32= 'Residence of Judge Associate', 33= 'Colonial Secretary's Office', 66= 'Fountains'. (Source: State Library of NSW. Call No. Z/M2 811.17/1822/1.)

5.2. Macquarie-era buildings and road/sewer development (1810-1876)

Governor Macquarie in the early 1800s undertook a major public works program within the subject site and surrounding area – in order to improve the appearance and prominence of the first Government House site, provide some regularisation of roads in the area and to create a number of open public spaces. This led to the development of Macquarie Place (immediately opposite and to the north of the subject site) and the gradual demolition of the civil officer's residences within the subject site and their replacement with more significant administrative offices.

The construction of various new buildings, in and around the subject site, commenced between 1810-1817. The Colonial-Secretary's residence, the Judge-Advocate's residence, and the Surveyor General's residence were all constructed within the curtilage of the subject site. At the same time (1810-1812), a new guard house for the first Government House was constructed immediately to the east of the study area (below current Young St) (Figure 11). [40]

By 1826, the Colonial Secretary's Residence was converted for use as the Colonial Secretary's Office and the Judge-Advocate's Residence was extended and modified to accommodate the new Colonial Secretary's family (Figure 12).

An 1828 map shows the Surveyor General's Office being used as the 'Chief Judges House', which suggests the building also had various uses at different times.[41]

By the mid-1800s, the public works program had intensified and the area surrounding the subject site was reconfigured. The new guardhouse was dismantled, with its materials sold, in favour of a new guard house in Macquarie Street and the first Government House site was demolished. Within the subject site, itself, the Judge-Advocate's house was demolished for the construction of Loftus Street (c.1845). (NB. the orientation of present day Loftus street was originally named as an extension to Castlereagh Street, while Young Street was originally named as an extension of Elizabeth Street).

The Colonial Secretary's Office, along with several associated outbuildings survived these changes and were surrounded by the new streets, including Loftus, Gresham and Young Streets. They were enclosed within a new boundary wall and survived, with modifications and extensions for several decades (Figure 13 and Figure 14).[42]

The open area around the 'fountain' at the back of the Colonial Secretary's Office, became known as Fountain Street, with a triangular area dedicated as a reserve for public recreation in 1866. By 1880, Fountain Street was renamed Raphael Street, with the open space still maintained as Farrer Place today[43].

The Bennelong Storm Water Channel No. 29 was the main sewer of five in order to dispose of the city's stormwater into the harbor and was completed in 1857. A section of this channel runs north-south underneath the surface of Loftus Street (Figure 15).[44]

[40] As shown in the historical plans and images, Urbis p16-21:2015
[41] Urbis p16:2014
[42] Urbis p20:2014
[43] Urbis p26:2014
[44] Urbis p28:2014

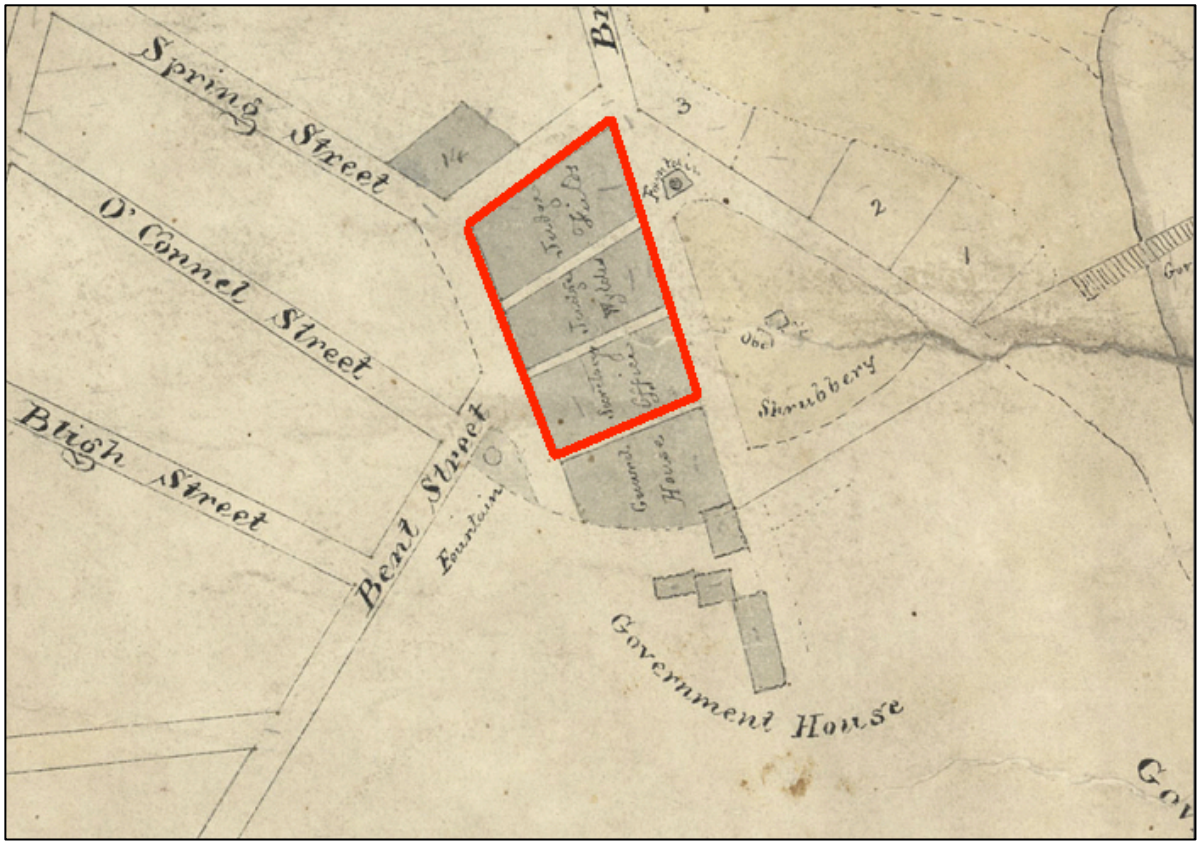


Figure 11: A sketch of the town of Sydney, 1821. Study area indicated in red. Guardhouse depicted immediately to the east of the study area. N.B Map is oriented to the west. (Source: State Library of NSW. Call No. Z/M4 811.16/1821/1.)

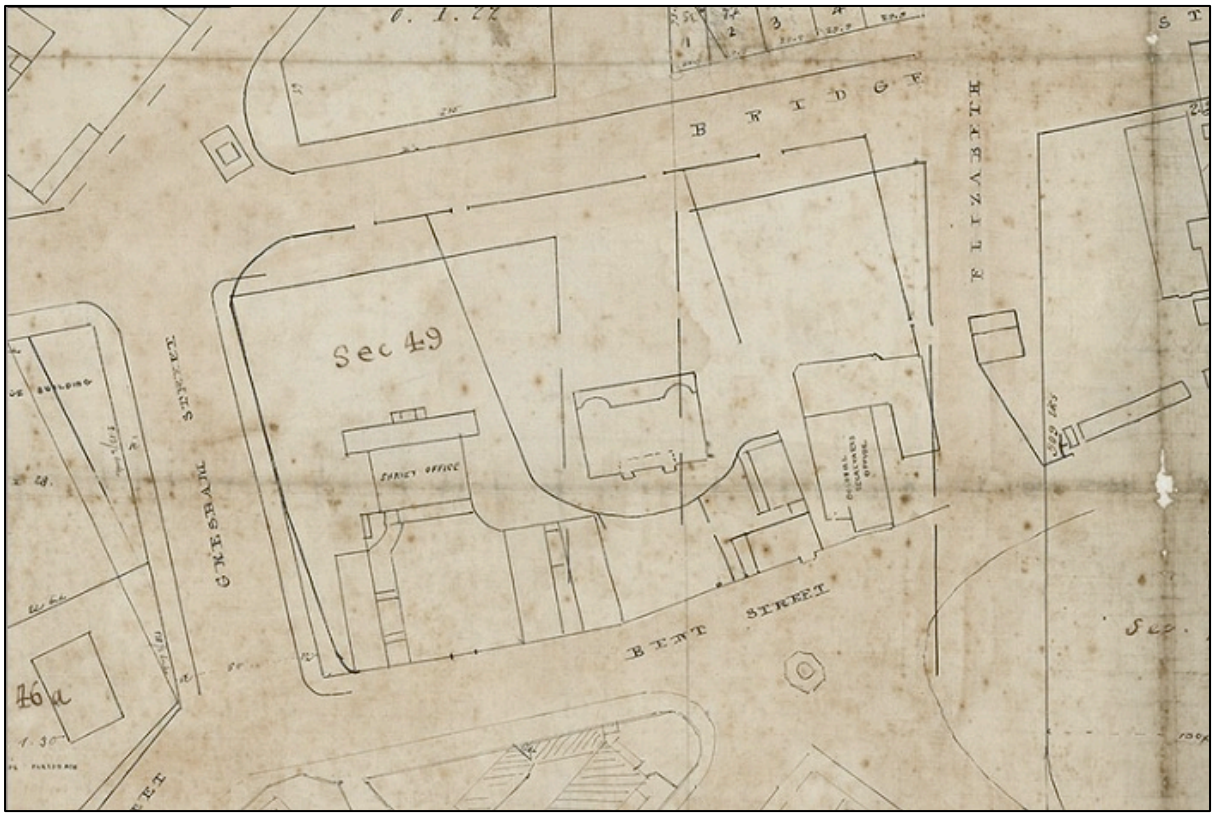


Figure 12: Tracing of a map showing part of Sydney, c. 1842. (Dating slightly uncertain. After 1839 which is marked on the map, before 1845 when Government House in the Botanic Gardens was demolished. C. 1842) (Source: State Library of NSW. Call No. Z/M2 811.1722/1842/1. Digital Order No. c015100001)



Figure 13: Woolcott & Clarke's map of the City of Sydney, 1854. Study area indicated in red. Plan is oriented to the north. (Source: State Library of NSW. Call No.: Z/M2 811.17/1854/1)

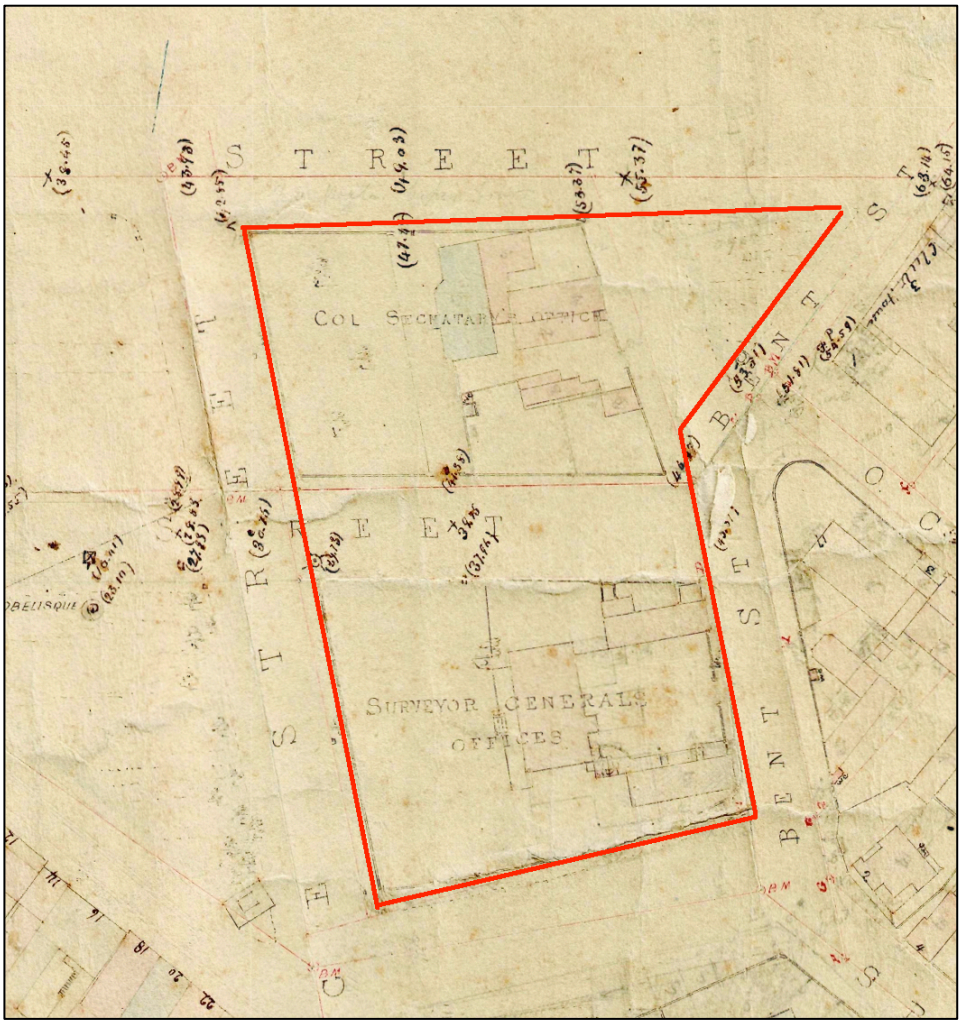


Figure 14: City Survey Plans, Plan C/Sheet 04, 1856. Study area indicated in red. Map oriented to the east. (Source: City of Sydney Archives- Digital Information)



Figure 15: Physical curtilage plan for Bennelong Stormwater Channel No.29, Created by Sydney Water 2006. Study area indicated in blue. (Source: Sydney Water www.sydneywater.com.au)

5.3. Lands and Education Buildings (1876-1893 and 1912-1930)

Excavation for the first stage of the Lands Building (within the subject site) commenced in 1876 but only on the northern side of the block (Figure 16), with the second stage of the development requiring the demolition of numerous Macquarie-era buildings, including the Surveyor-General's Office. Construction on the second stage of the Lands building commenced by 1888 and was mostly completed by 1893.

A drainage 'moat' beneath the footpath surrounds the Lands Building. This 'moat' is an original element designed to deal with water and ventilation issues at the base of the Lands Building. (Barnet designed a similar drainage system around the Chief Secretary's Building in 1873). The 'moat' is an integral part of the building and has High Significance, but it is located outside the lot boundary.[45] The 'moat' is located at ground level and outside of the external walls of the building on all sides. It extends the full length of the building beneath the pavements, and is a continuous semi-vaulted tunnel section that varies in height from 5 metres to crawl spaces.[46]

Whilst the Lands Building was being constructed, the Colonial Secretary's Offices continued to be used as government offices for some time. As with the construction of the Lands Building, the

[45] Government Architect's Office p111:2015
[46] Urbis p22:2014

Education Building was constructed in two stages, with the northern stage completed by 1915, and demolition of Colonial-Secretary's Office undertaken in 1916 to make way for the second stage of the Education building. Work was suspended in 1917 and did not resume until 1929, when the 1917 foundations were removed, prior to work continuing and being completed by 1930. [47]



Figure 16: Doves 1880 Map of Sydney. Demonstrating the first phase of the Lands Building, as well as the retained Macquarie-era buildings to the rear. Plan is oriented to the west. Note: Red: Brick or Stone, Blue: Iron, Yellow: Wood (Source: City of Sydney Archives, Digital Information)

[47] Urbis, p24,2014.

6.0 Potential Historical Archaeological Resources

6.1. Background

Urbis prepared an Archaeological Assessment report in November 2014[48] on behalf of Government Property NSW to include with the Stage 1 Development Application SSD 6571. It included an assessment of potential historical archaeology within the subject site 'The Sandstone Precinct'.

The key findings of the Urbis report are briefly summarized below. Urbis concluded that:

- There is high archaeological potential for sub-surface structures associated with Lands and Education Buildings to be present.
- The moat and carriage loop exist below the ground and are external to the Lands Building.
- The Land and Education buildings have been assessed as significant at a state level, therefore archaeology is considered to be relevant to general questions of the history of NSW.
- There is high potential for the remains of the former Judge-Advocates residence to exist on site and if they do exist, would be considered to be state significant.
- Structural remains of the earlier phases would be rare, and considered to have state significance if found.
- Cultural deposits associated with the earliest phases of European occupation (1788-1810) are relatively common and unlikely to contribute knowledge that no other resource could. However, they could provide a rare contribution to the earliest phases of the historical archaeological record of the Sydney area.
- Cultural deposits associated with the subsequent phases of development on site, including association with occupation of the existing Lands and Education buildings are considered to have local significance.
- The Bennelong SWC No. 29 has previously been recognised as a significant sub-surface heritage item. Information is readily available and can be obtained from the many other surviving sections of the SWC located throughout the Sydney CBD, as well as documentary records.

The Urbis (2014) statement of significance for the historical archaeology states:

Based on a review of the history of the subject site, potential historical archaeological remains recovered on site are considered to be significant on a state level due to:

- *its early occupation and continuity of use since 1788 for the purposes of government and administration and its association with the first Government House and surroundings;*
- *the importance of the residents of the site and their critical role in the development of the colony;*
- *the nature of the buildings that have occupied the site and the construction methods and aesthetic sensibilities they demonstrated;*
- *the importance of the archaeological record of early European settlement for many groups in the community both in NSW and beyond; and*
- *the rarity of sites dating from the late 18th century[49].*

Urbis provided a series of recommended actions for the management of potential historical archaeological resources, based on the various levels of identified potential archaeological

[48] Urbis 2014
[49] Urbis, p53:2014

resources, ranging from *low potential* to *high potential,* with areas of low potential requiring no further archaeological works if impacts are proposed through to the involvement of an archaeologist in the investigation and management of areas with *high potential,* and possible *in situ* retention of structural remains, if found.

The full set of recommendations and proposed mitigation measures are included in Section 8.0 of the Urbis report.[50]

6.2. Comparative Analysis

The following sub-section provides a brief summary of the comparative analysis undertaken by Curio Projects of archaeological investigations completed at sites in close vicinity to the subject site, or at sites within the Sydney CBD that have been found to have a similar archaeological profile as that predicted for the subject site. The comparative analysis provides invaluable information in terms of refining the assessment of potential for archaeological resources to exist and the potential significance of such a resource, if found.

200 George Street, Sydney (GML 2013)

A major archaeological excavation of 200 George Street was undertaken by GML in 2013 as part of Mirvac's redevelopment of the site. The archaeological assessment identified that it was likely that the site would likely contain archaeological resources of State significance associated with the earliest non-Aboriginal occupation of the site, and other locally significant archaeological resources, despite the extensive potential impacts to the site from intensive redevelopment over time.

The archaeological excavation yielded more than 23,000 artefacts (mostly from the deposits of two wells that were excavated) and has added substantially to understanding the site's uses over time. Key information related to the pre-colony and early colonial environment was obtained from the soil samples recovered (pollen analysis). The pollen analysis has provided an unparalleled suite of new evidence about the diversity of the environment that surrounded the Tank Stream at the commencement of European settlement.[51]

Evidence of James Underwood's c. 1798 boat building yard was discovered. The evidence found included a portion of the northern slip, ramp or path as seen in historic paintings. Evidence associated with Underwood's garden, a paved path, a large stone built wall and fence posts all associated with his house were also found. James Underwood arrived as a convict in 1791 and went on to become the first private ship builder after his emancipation in 1797. He built the first privately built ship in the colony – the *King George* (c.1804), as well as many other ships, which were all launched from this yard[52].

Evidence associated with Underwood's land reclamation and commercial interests, including the foundations of a bank vault, and a substantial portion of a large warehouse (walls, floors, doors, one and window and a small intact section of wall), as well as an additional building were discovered.

Additional evidence, including postholes and fencelines associated with other early buildings were also discovered. Two wells, cut deep into the sandstone bedrock were uncovered. One was associated with the George Street shopfronts and is considered to have been filled in prior to the construction of the 1916 Nock and Kirby Building. The second well was associated with Ah Toy – a

[50] Urbis, p49-50:2014

[51] GML Heritage with Wendy Thorp, Cultural Heritage Resource Management. October 2014 *200 George Street, Sydney. Post Excavation Report, Volume 1: Main Report.* Report prepared for Mirvac Projects Pty Ltd

[52] GML Heritage and Thorp, W. p3:2014

Chinese furniture maker. It contained kitchenwares, including rice bowls, spoons, tea bowls and soy sauce pots. It also included a high proportion of fish bones and some Chinese coins.

Daley Street Telephone Exchange (CRM 1987)

The archaeological assessment prepared for the site, prior to excavation, anticipated that the 20th century development of the site would likely have removed and destroyed most of the site's archaeological resources with a low potential for some 19th century material to be present. The excavation of the site revealed that the site actually still contained evidence of the 19th century occupation of the site, despite major impacts associated with the 20th century redevelopment. The earliest evidence of non-Aboriginal activities were still present in sections of the site - at least 4 metres below the modern ground levels.

Archaeological excavations undertaken by Wendy Thorp[53] revealed remnant traces of the Tank Street estuarine deposits, with early cultural material – in the form of early 19th century building materials, and an early drain in the centre of the site. The 19th century layer of evidence was overladen with a very deep layer of fill which contained hundreds of unstratified artefacts. Some were retained for dating purposes but the rest were discarded due to the fact that they were related to fill, rather than site specific activities.

Sydney Opera House (GML 2012)

Historical archaeological excavations undertaken in 2012 by Godden Mackay Logan for the Sydney Opera House Major VAPs project yielded a significant archaeological resource that was considered unlikely to exist. It was known that the Bennelong Storm Water Channel was present below the Opera House forecourt but it was not anticipated that substantive footings, postholes and a range of artefactual material associated with Fort Macquarie and early colonial Lime Burning, as well as evidence of other shoreline activities would be located. Prior to the excavation, it was anticipated that the archaeological resource would be unlikely to exist due to the high levels of disturbance associated with the construction of the Sydney Opera House.

Young Street and Raphael Place Archaeological Excavations (Bickford 1991)

Historical excavations undertaken in 1991 by Anne Bickford as part of the Young Street and Raphael Place excavations revealed an extensive archaeological resource associated with the Governor's 'guard house' (Figure 17)

Prior to the excavation, very little was known about the c.1807 Governor's guard house situated to the northwest of the First Government House complex, in the location that was to become Macquarie Place. It was rarely the subject of detailed description, sketching or measured drawing, so the excavators had few historical resources to work with when investigating the remains of the structure underlying present-day Young Street.

The evidence left behind after the complete demolition of the guard house structure was significantly disturbed by the Young Street drain (a large, rubble backfilled pit covers the area where foundation walls or postholes for the columns would have been aligned). It included building debris, household refuse and other construction fabric that archaeologists noted was clearly associated with the guard house. [54]

In addition, the recovery of printer's type, associated with the colony's first Government Printing Press was also an important discovery because it helped to determine where the press was likely to have been located. Excavations in Young Street and Raphael Place, turned up 110 complete, near complete or substantial fragments, in addition to 164 miniscule fragments (that resemble breadcrumbs) of printer's type. Of these, 221 were recovered from the guard house. The large

[53] Thorp, W. November 1987. Archival and Archaeology Report Dalley Street Sydney: New Telephone Exchange Site.
[54] Cook, Penny and Murray, Tim p63:2006

number and the greater fragmentation of the type were probably the result of being carried along in the drainage system west to the vicinity of Young Street and may be the result of clean-outs from the drainage system. The fill would have been reworked and leveled to accommodate the construction of the guard house. The high number of minuscule fragments (which were only recovered in and around the guard house) support the fact that this was not an area of primary deposition.[55]



Figure 17: Photograph, outside of the Education building showing the remains of the former guard house. (Source: City Plan 2015)

First Government House Site (Bickford 1991)

The First Government House site has been the subject of periodically intense and otherwise ongoing research since 1982 when historian Helen Proudfoot and archaeologist Anne Bickford were appointed by the Department of Environment and Planning to carry out historical and archaeological works on the site. Their research culminated in Australia's First Government House, published in 1991.[56]

The thoroughness of the demolition of First Government House by Public Works over an eight to nine month period, compared to the Guard House (which was demolished in just one month by contractors) is thought to be a reason why the First Government House site contained substantially less construction evidence. It is also thought that perhaps there was a greater need for projects in the vicinity to reuse the material and rubble from the demolition of First Government House site in 1845 – 1846, compared to when the guard house was demolished in 1847. Despite this, the demolition layers across the site played a significant role in defining the overall stratigraphy of the site. In many areas, the demolition rubble seals the remains of First Government House below. Above this, in the vicinity of the main site, silty layers had washed in after the site was abandoned

[55] Cook, Penny and Murray, Tim. P50:2006

[56] Crook, Penny and Murray, Tim. 2006. The Historical Archaeology of the First Government House site, Sydney. Further Research. V**olume 11** of the Archaeology of the Modern City Series. Published by the Historic Houses Trust of New South Wales The Mint, Sydney.

and left open to the elements. As development proceeded, bit by bit with the municipal council storage shed (built by 1865), the Phillip Street terraces (1867), and the Young Street terraces (1874), demolition rubble was levelled, additional fill was brought in and other pockets of rubble fill were dug through to lay services and foundations.[57]

In 1825, George Howe's son and apprentice, Robert, recounted the story of the uprising against Governor Bligh in January 1808. Robert was 13-years-old and was working in the printing office when troops stormed in looking for Governor Bligh who could not be found in the grounds of Government House to be deposed. Robert recalled how Lieutenant Laycock fell through the loft of the 'little printing office which was attached as an appendage to Government House'[58].

There is strong archaeological evidence to suggest that this 'little office' with a loft was in fact the south outbuilding. Here, 39 pieces of the 52 fragments of printer's type excavated from across the FGH compound were recovered from within a barrel-drain that ran through the footings of the eastern wall of the outbuilding, just inside the northern wall. The drain was backfilled and sealed with demolition debris, probably dating to the later conversion of the office into a bakery in the late 1820s. The barrel opened into a trough within the outbuilding and it was probably here that sinks or wash stands in the building allowed the printers to wash the type, which is how these small precious items found their way into the drain.

It is unknown how sophisticated were the wares Governor Phillip brought with him on the First Fleet, and the archaeological record of those first five years is too fragmentary to enable us to determine the services of each governor. From the few drainage deposits thought to predate 1800, there are just 24 sherds of creamware (banded and plain), four sherds of oriental porcelain, one sherd of blue transfer-printed earthenware and one sherd of blue shell edgeware. Whether these represent the goods and chattels of governors Phillip (1788–1792), Hunter (1795– 1800) or the interim governors Grose (1792–1794) and Paterson (1794–1795), we simply do not know. Little can be said of Governor Bligh's (1806–1808) service owing to a lack of deposits that may be securely dated to his occupation. One governor for whom his table can be discussed with greater accuracy, is Governor King (1800–1806) who brought to the colony nearly 1,000 vessels of table- and glassware ordered from Josiah Spode, one of the most prominent potters and supply houses in England. Sherds of Spode ware were found across the First Government House site and it is likely that at least some of these belong to Governor King's service.[59]

6.3. Reassessment of Historical Archaeological Potential

As part of the Stage 2 Development Application submission, a reassessment of the subject site's historical archaeological potential has been undertaken by Curio Projects. In particular, the reassessment of historical archaeological potential is based on the review and comparative analysis of known, similar archaeological site types within Sydney's CBD, including those which were summarized in subsection 6.2 of this report, as well as consideration of the subject site's specific history, location and topography.

The archaeological potential of a site refers to its potential for archaeological resources to survive below-ground, and relates to its level of intactness. The potential for archaeological resources to survive is directly related to the types of cultural activities and environmental factors that have impacted on a site over time, and how such factors may or may not have disturbed, destroyed, conserved or impacted upon the evidence of earlier activities. The type of materials used for

[57] Crook, Penny and Murray, Tim 2006:p31
[58] Proudfoot *et al.* 1991: 78
[59] Crook, Penny and Murray, Tim 2006:p39

construction, daily activities, intensity of development and demolition activities, environmental conditions and topography all influence the ability of archaeological remains to survive.

There are so many factors that influence the ability of an archaeological resource to survive, from the types of construction materials used through to the way in which the actual buildings were demolished or removed from the site. Given the lack of machinery, many sites were simply just demolished to a point and then backfilled with their own rubble prior to new construction commencing. Where possible, footings were reused, wells were filled with waste and site clearance was done to a level of 'as little as possible' in order facilitate redevelopment. Even as recently as the 1980s, construction at sites has left much of the archaeological profile, within a site, intact.

The potential for historical archaeological resources and/or 'relics' to survive is not the same as potential archaeological 'significance'. Often the two terms are confused which can lead to inaccurate historical archaeological assessments. Potential 'archaeological significance', which is discussed in the following sub-section, relates to the importance of any archaeological resource found, rather than its ability to survive within a cultural heritage landscape. For example, a site may contain extensive archaeological evidence of the former footings of a c.1910 terrace which means it has 'high archaeological potential' – a high likelihood for evidence to survive, but when assessed in terms of its archaeological significance and ability to contribute significant new information, it has 'low archaeological significance' because the evidence associated with the footings of c.1910 terraces in Sydney is common -with hundreds of intact c.1910 terraces still standing. Archaeological research of more c.1910 footings would not add to our understanding of Sydney's history in a meaningful way.

Archaeological potential refers to the level of likelihood for physical evidence of a particular historical activity or development to survive. It is usually classified as low, medium or high:

- Low archaeological potential—it is unlikely that physical evidence of a particular historical phase or activity survives.
- Moderate archaeological potential—it is possible that physical evidence of a particular historical phase or activity survives, however surviving archaeological remains may have been subject to some disturbance or may only partially survive.
- High archaeological potential—it is likely that physical evidence of a particular historical phase or activity survives.

6.3.1. Reassessment of Potential Evidence

As described in the historical summary for the site (subsection 5.0 of this report), there are three key phases of historical development that have occurred at the subject site since 1788. Each phase of the site's history has the potential to leave an archaeological signature in the landscape that can be examined by historical archaeologists.

This assessment has taken into consideration that, over the past 10 -15 years, there have been a large number of sites in the CBD, for which the assessments had concluded that it was unlikely that the site would contain archaeological resources from the earliest colonial occupation of the site due to subsequent redevelopments of the sites over the years. This has often been based on the prediction that sites have been heavily cut down to allow for the construction of the more recent buildings, thus removing all traces of archaeological evidence. Additionally, the predictive modeling often notes that as the natural sandstone topography is quite close to the ground level in key CBD areas, substantial archaeological profiles are unlikely to have survived. As demonstrated in the several examples highlighted in subsection 6.2 of this report, this predictive modeling can often prove to be wrong.

As a result, many sites assessed as having 'low potential' to contain pre-1850 evidence have yielded highly significant intact pockets of archaeological evidence, which when combined with the evidence of cuttings, fencelines, postholes and other archaeological features in the sandstone bedrock have created a wealth of significant information.

6.3.2. Site Disturbance Activities

As noted in the Urbis report (2014) and the City Plan assessment of archaeological potential (2015) - in addition to general vegetation clearance, the subject site has been subject to the following land uses and causes of disturbance:

- Land clearance to build temporary accommodation and government buildings c.1788;
- Site clearance and building activities associated with the construction of the Phase 1 Civil Officer's houses and associated gardens c.1788-1792;
- Demolition of Phase 1 buildings and construction activities to build the Phase 2 civil officers' houses and associated gardens c. 1810-1813;
- Demolition of the Judge-Advocate's house (used also as the Colonial Secretary's house) to lay out new streets c. 1845;
- The construction of the two stages of the Lands Building, c. 1876-1893;
- The construction of a cottage for the Department of Public Instruction offices on the west side of the Education Building site, c. mid 1880s;
- The construction of the Education Building adjacent to Bridge Street in 1912-1915;
- The demolition of the former Colonial Secretary's offices to the south of the Education Building in 1916;
- The construction of footings for the Department of Agriculture offices to the south of the Education Building in 1916-1917;
- The subsequent removal of these footings and eventual construction of the Department of Agriculture offices in 1929-1930;
- Excavation in the early 1970s for the new lift shaft to the rear of the Bridge Street wing of the Education Building and oil pit in the centre of the courtyard;
- Excavation of footings for four columns for the new atrium within the courtyard of the Education Building in 1995.[60]

6.3.3. Assessment of Historical Archaeological Potential

The following summary provides an updated assessment of the possible types of evidence that may be found within the curtilage of 'The Sandstone Precinct' (the subject site) and the potential for such evidence to survive.

Phase 1—Establishment of the Colony (1788–1810)

Since the arrival of the First Fleet in 1788, the subject site has been pivotal in the establishment of the non-Aboriginal occupation of Australia and as a first site of contact between Aboriginal and non-Aboriginal people. Therefore, activities which are likely to have created an historical archaeological signature in the landscape have been occurring at this site since the establishment of colonial NSW in 1788.

[60] Urbis, p29:2014

As stated in Urbis (2014),

> *Historical research into the subject site has shown that a number of buildings representing several phases of occupation were previously present at the subject site. The earliest of these buildings were constructed c. 1789 and were closely associated with the first Government House and the early administration of the colony. They were also the first permanent buildings to be constructed in Sydney.*[61]

Urbis concluded that:

> *Previous assessments of the archaeological potential of the Lands and Education Buildings have identified that these early buildings are unlikely to have had substantial foundations, and are therefore unlikely to have survived the various phases of development that have occurred in and around the subject site (Thorp 1996: 29). Early descriptions of these buildings as 'miserable', 'insignificant' and 'mean, narrow and shabby' confirms this (Broadbent 1997: 34). Additionally, the precise location of these early buildings is not known.*
>
> *In addition to this, and as seen at the first Government House site, as part of the natural topography of the area, soils are typically shallow and bedrock tends to be encountered quite close to the ground surface level. Due to the gradient of the slope that extends along Bridge Street (discussed above), both the Lands and Education Buildings were constructed with partially exposed basements on some sides. Moreover, the historical record contains reference to the excavation of 'the rock' to enable the construction of the Lands Building specifically (Thorp 1996: 29), and it is likely that this was also the case for the construction of the adjacent Education Building.*
>
> *It is therefore considered that there is a low degree of archaeological potential for sub-surface structural elements/features associated with the earliest phase of occupation to be present at the subject site. This may include building footings, floorings, drainage channels/cavities, wells, and cisterns. If present, remains of this nature are most likely to be uncovered in areas that have been subject to the least amount of sub-surface disturbance including roads, pavements, and open public spaces.*

In the reassessment of the site's archaeological potential it is considered that the subject site generally has **moderate to high potential** to contain archaeological evidence related to the 1788-1810 establishment of the colony. Remains from this period may include:

- evidence of the pre-settlement environment through to evidence of changes brought about to the environment through land clearing and early landscaping and development activities. Palaeobotanical data retrieved from soil samples, where present, have the ability to provide evidence of trapped pollen which can be used to identify the types of plants present on the site prior to and during the earliest phases of settlement, including information pertaining to the gardens and farming activities that occurred on site post-1788. There is a **high potential** for such evidence to exist across the site, particularly as only very small sample sizes are required for palaeobotanical testing;

- evidence related to the establishment of the colony between 1788 and 1810. By 1792 the first permanent timber buildings and outbuildings associated with the civil officers' and occupation of the subject site were located within the subject site (on the Lands Building and Education Building sites). The residential properties constructed for the Commissary, Judge-Advocate, Surveyor-General and Chaplain and contained extensive gardens are thought to have been located within the subject site – with exact locations not yet known. There is a **high potential** for fragmentary and ephemeral evidence of these structures, their gardens,

[61] Urbis p35:2014

fencelines and outbuildings to still exist within the north-western (less cut down) sections of the subject site, including Loftus Street. There is **low-moderate potential** for evidence related to these buildings to be found in the more disturbed cut down sections in the south-east areas of the subject site;

- evidence related to onsite activities and/or buildings from c1788-1810 for which we have very little detail or have, to date, have remained undocumented including postholes, remnant footings, fencelines, early rudimental drainage attempts, pathways, and other remnant, fragmentary pockets of construction may also exist. There is a **low-moderate potential** for such evidence to exist within the subject site;

- more tangible evidence such as wells, cesspits, rubbish dumps and early infrastructure –may also be present from this phase of the colony's development. Wells and cesspits will often survive the cutting down of sites for modern construction because they are cut so deep into the sandstone. It is not known where such features may exist on the subject site, however, it is considered that there is a **high potential** across the whole of the subject site for such features to be found;

- historical archaeological 'relics' recovered from wells, cesspits and rubbish dumps, if discovered, are likely to include a broad range of cultural materials that might provide an insight into the everyday life of a very significant time in the colonial settlement of NSW – evidence of the types of foods eaten, such as animal bones, oyster shells, seeds and other material evidence that helps to build the picture of the daily lives of the officials who established the colony. There is a **high potential** for such evidence to be found in association with wells, cesspits and rubbish dumps; and

- possible evidence associated with the post-contact interaction between Aboriginal and non-Aboriginal people may also exist from this phase of development. This may include evidence of worked glass for Aboriginal tools and adaptation of other non-Aboriginal items. There is a **low potential** for such items to be found.

Phase 2—Macquarie Era Buildings and road/sewer development (1810-1876)

Urbis concluded that the construction of a new Judge-Advocate's residence (later used as the Colonial-Secretary's house) and the Colonial Secretary's residence (later used as the Colonial Secretary's Office) during the second phase of building from c.1810 – 1812, using more substantial building materials, combined with relatively minimal low level subsurface disturbance, is likely to have resulted in a high potential for survival.

Urbis stated that:

> *Based on historical research, the Judge- Advocate's residence was originally located underneath Loftus Street and outside of the construction footprint of both the Lands and Education Buildings. Similarly, the Colonial Secretary's residence appears to have been located in the centre of the Education Building, in what is now the central atrium. The precise location and extent of the footprints of the buildings is not known.*
>
> *As these areas have been subject to relatively minimal sub-surface disturbance in the form of shallow excavation and the laying of asphalt, is considered that the construction of the Lands and Education Buildings, as well as subsequent phases of development that have occurred in the area generally, are unlikely to have significantly disturbed the structural remains of the two Macquarie-era buildings.*
>
> *Excavations of the guardhouse in Young Street have shown that there is potential for the structural elements of buildings from that period to survive underneath the road surface. Footings and structural elements associated with the guardhouse were uncovered at*

various depths (from 0.5 metres to two metres), depending on the nature of the structure/feature (Crook & Murray 2006:56).

It is noted, however, that historical mapping is inherently subject to inaccuracies, and the location ofthese buildings as they appear on early maps may not be completely accurate. Despite this, there is still a significant likelihood for at least the partial remains of both buildings to be present on site

It is therefore considered that there is a high degree of archaeological potential for sub-surface structural remains associated with the Macquarie-era Judge-Advocate's residence (later used as the Colonial- Secretary's house) to be present on site underneath Loftus Street. However, these remains may have been subject to disturbance associated with the installation of the Bennelong SWC No. 29.

It is also considered that there is a high degree of archaeological potential for sub-surface structural remains associated with the Macquarie-era Colonial Secretary's residence (later used as the Colonial- Secretary's Office) to be at least partially present on site within the central atrium of the Education Building. The construction of the Education Building is likely to have at least partially disturbed these remains, though there is still a high degree of potential for portions of the building footings or other structural elements to be present.[62]

In this reassessment of the site's archaeological potential it is agreed that the subject site generally has **high potential** to contain archaeological evidence related to the 1810-1876 Macquarie - Era.

Remains from this period may include:

- Evidence associated with the Judge-Advocate's residence in the northwest areas of the site and below the Loftus Street vehicular entry and Colonial Secretary's residence in the central atrium area of the Education Building. Evidence associated with this significant phase of the site's development is likely to include remnant fabric associated with the construction and use of the buildings – such as introduced landfill, footings, drainage, sewer systems, pathways, c.1845 boundary walls, gardens and related landscaping elements.
- Evidence associated with the stone 'fountain' built by Isaac Peyton in 1812 and any evidence to support the theory that it was built on a natural spring. The 'fountain' was located to the rear of the Colonial Secretary's Building on a plan of Sydney dated 1822, in the general location of Farrer Place .[63] It was dismantled by c.1910-1911 to make room for the electric tramway in Bent Street.
- The Bennelong Storm Water Channel No. 29 was the main sewer of five in order to dispose of the city's stormwater into the harbor and was completed in 1856. A section of this channel runs north-south underneath the surface of Loftus Street.[64]

Phase 3—Lands and Education Buildings (1876-1893 and 1912-Present)

The Urbis report (2014) identifies several known archaeological resources associated with the existing Lands Building, including the drainage 'moat' beneath the footpath that surrounds the Lands Building.

This 'moat' is an original element designed to deal with water and ventilation issues at the base of the Lands Building. The 'moat' is an integral part of the building and is located at ground level and outside of the external walls of the building on all sides. It extends the full length of the building beneath the pavements, and is a continuous semi-vaulted tunnel section that varies in height from 5

[62] Urbis, p35:2014
[63] City Plan Heritage, p177:2014
[64] Urbis p28:2014

metres to crawl spaces.[65] Whilst the moat is technically not considered a 'relic' under the Heritage Act due to the fact that it is a part of the existing fabric of the standing building, it is treated as an archaeological resource for the purposes of ensuring its adequate identification and protection in any future works projects.

It is also noted that evidence of the original carriage paving remains in parts of the driveway entrance on Gresham Street and in the building's open courtyards was identified in the Government Architect's Office CMP for the site.[66] There is the potential for archaeological relics associated with this original carriage paving and pathway.

As a result of the known archaeological and/or subterranean fabric associated with the construction of the Lands Building and the Education building there is a **high potential** that evidence associated with the construction of both buildings will be present below the ground surface. Remains from this phase of the development of the site may include:

- evidence of the moat (which is insitu) and its construction;
- evidence of the former original carriageway and carriage loop, including paving and associated features;
- evidence of building footings, drainage features and other underground services; and
- evidence of introduced land fill.

In addition, it is noted that there may be a possibility that the walls, fireplaces, floor spaces and other cavities may contain artefactual material that could be disturbed during the redevelopment of the Lands Building and the Education Building. Whilst such resources are not technically considered 'relics' because they are not located below-ground, there is a **moderate - high potential** for such resources to exist.

Figure 18 and Figure 19 below present general archaeological potential across the study area, as well as the likely locations of historical structures if they remain within the study area.

[65] Urbis p22:2014
[66] Government Architect's Office p153:2014

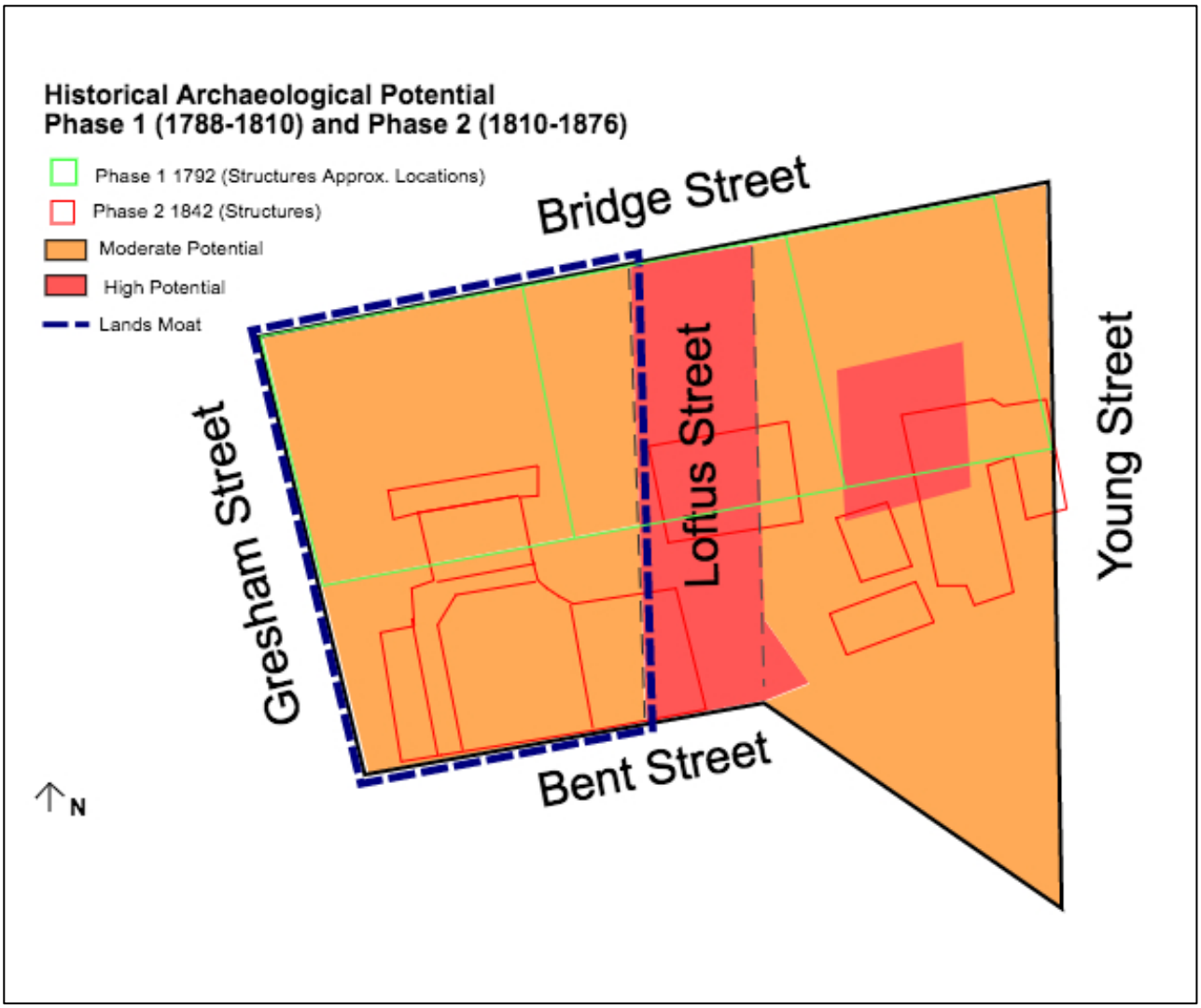


Figure 18: Phase 1 (1788-1810) and Phase 2 (1810-1876) Historical Archaeological Potential. Indicative structures of locations based on historical plans and maps. (Source: Curio Projects 2016)

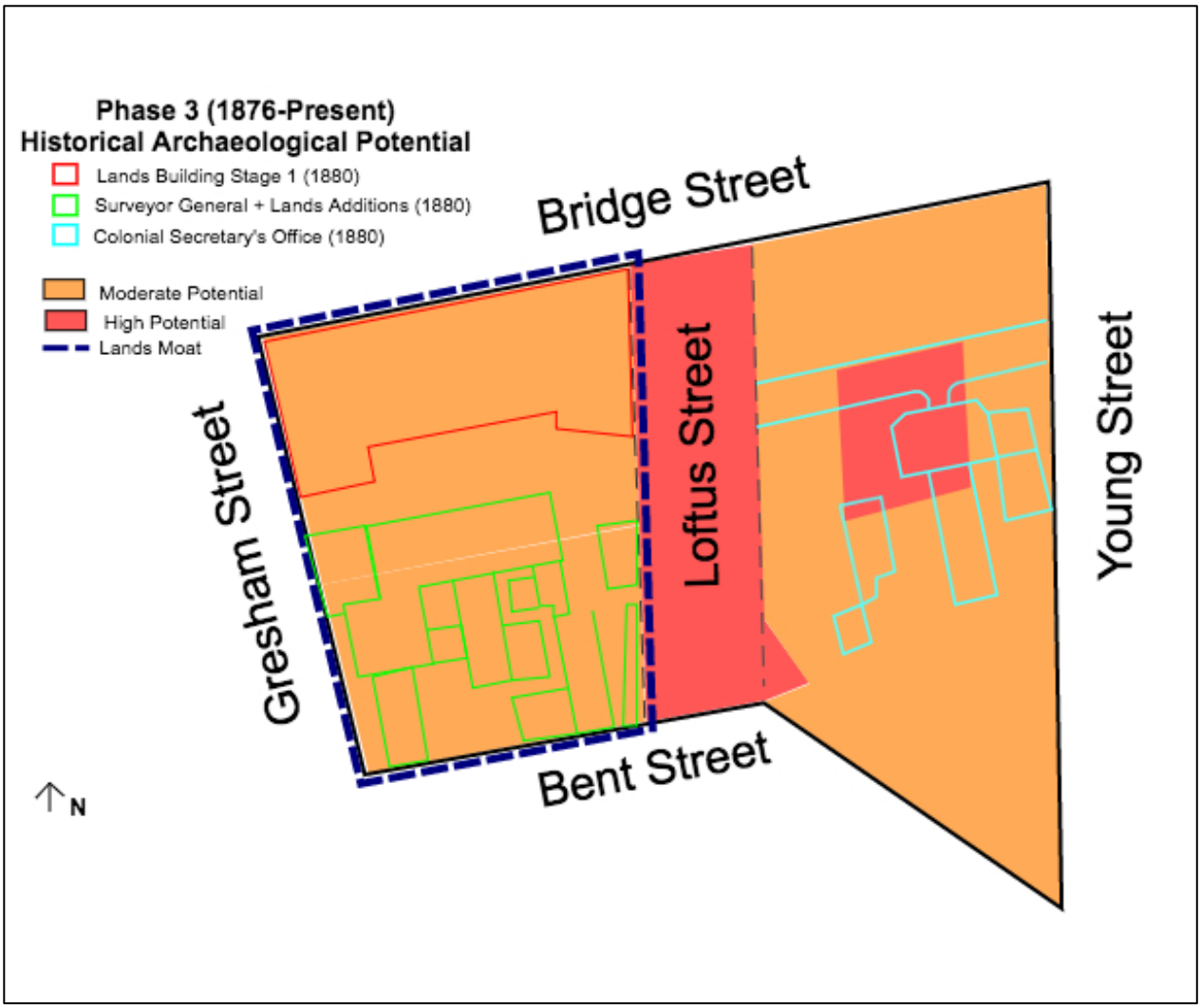


Figure 19: Phase 3 (1876-Present) Historical Archaeological Potential. Indicative structures based on historical plans and maps. Structures locations based on Dove's 1880 Plan of Sydney (Source: Curio Projects 2016)

7.0 Archaeological Significance

Archaeological sites, which contain 'relics' as defined in the NSW *Heritage Act*, are managed like any other significant item of environmental heritage. The main aim of an archaeological significance assessment is to identify whether an archaeological resource, deposit, site or feature is of cultural value – a 'relic'. The assessment will result in a succinct statement of heritage significance that summarises the values of the place, site, resource, deposit or feature.[67]

7.1. NSW Heritage Criteria for Assessing Significance related to Archaeological Sites and Relics

The following criteria has been developed by the NSW Heritage Division to assist archaeologists determine the significance of archaeological sites and relics.

Archaeological Research Potential (current NSW Heritage Criterion E).

Archaeological research potential is the ability of archaeological evidence, through analysis and interpretation, to provide information about a site that could not be derived from any other source and which contributes to the archaeological significance of that site and its 'relics'.

The integrity of the site, the state of preservation of archaeological material and deposits will also be relevant.

- To which contexts (historical, archaeological and research-based) is it anticipated that the site will yield important information?
- Is the site likely to contain the mixed remains of several occupations and eras, or is it expected that the site has the remains of a single occupation or a short time-period?
- Is the site rare or representative in terms of the extent, nature, integrity and preservation of the deposits (if known)?
- Are there a large number of similar sites?
- Is this type of site already well-documented in the historical record?
- Has this site type already been previously investigated with results available?
- Is the excavation of this site likely to enhance or duplicate the data set?

Associations with individuals, events or groups of historical importance (NSW Heritage Criteria A, B & D).

Archaeological remains may have particular associations with individuals, groups and events which may transform mundane places or objects into significant items through the association with important historical occurrences.

- Does the archaeological site link to any NSW Historic Themes? Will the site contain 'relics' and remains which may illustrate a significance pattern in State or local history?
- Is the site widely recognized?
- Does the site have symbolic value?
- Is there a community interest (past or present) which identifies with, and values the specific site?
- Is the site likely to provide material expression of a particular event or cultural identity?

[67] Heritage Branch-Department of Planning.,2009 *Assessing Significance for Historical Archaeological Sites and 'Relics'* State of New South Wales

- Is the site associated with an important person? (the role of the person in State or local history must be demonstrated/known)
- What is the strength of association between the person and the site?
- Did the person live or work at the site? During the phase of their career for which they are most recognized? Is that likely to be evident in the archaeology/physical evidence of the site?
- Did a significant event or discovery take place at the site? Is that evident/or likely to be evident in the archaeology/physical evidence of the site?

Aesthetic or technical significance (NSW Heritage Criterion C).

Whilst the technical value of archaeology is usually considered as 'research potential' aesthetic values are not usually considered to be relevant to archaeological sites. This is often because until a site has been excavated, its actual features and attributes may remain unknown. It is also because aesthetic is often interpreted to mean attractive, as opposed to the broader sense of sensory perception or 'feeling' as expressed in the *Burra Charter*.

Nevertheless, archaeological excavations which reveal highly intact and legible remains in the form of aesthetically attractive artefacts, aged and worn fabric and remnant structures, may allow both professionals and the community to connect with the past through tangible physical evidence.

- Does the site/is the site likely to have aesthetic value?
- Does the site/is the site likely to embody distinctive characteristics?
- Does the site/is the site likely to embody a distinctive architectural or engineering style or pattern/layout?
- Does the site demonstrate a technology which is the first or last of its kind?
- Does the site demonstrate a range of, or change in, technology?

Ability to demonstrate the past through archaeological remains (NSW Heritage Criteria A, C, F & G).

Archaeological remains have an ability to demonstrate how a site was used, what processes occurred, how work was undertaken and the scale of an industrial practice or other historic occupation. They can demonstrate the principal characteristics of a place or process that may be rare or common.

A site may best demonstrate these aspects at the time of excavation. It may also be possible to explain the nature of the site and demonstrate past practices via public interpretation either before, during, or after excavation.

- Does the site contain well-preserved or rare examples of technologies or occupations which are typical of particular historic periods or eras of particular significance?
- Was it a long-term or short-term use?
- Does the site demonstrate a short period of occupation and therefore represents only a limited phase of the operations of a site or technology or site? Or does the site reflect occupation over a long period?
- Does the site demonstrate continuity or change?
- Are the remains at the site highly intact, legible and readily able to be interpreted?

7.2. Potential and Known Archaeological Significance

The Urbis report includes *Table 3 – Assessment of Significance – Potential and Known Historical Archaeological Relics/Deposits* which summarises their assessment of significance using the NSW Heritage Division guidelines.

As part of this updated assessment, the same table has been replicated here, with the Urbis statements shown in *italics* in order to clearly demonstrate where the assessment of significance has varied between the Urbis assessment and the assessment by Curio Projects.

NSW HERITAGE CRITERIA	POTENTIAL HISTORICAL ARCHAEOLOGICAL 'RELICS'/DEPOSITS AT THE SUBJECT SITE	URBIS	CURIO
Criterion (a) an item is important in the course, or pattern, of NSW's cultural or natural history (or the local area);	*Structural Remains – Extant Buildings* *It is considered that there is a high degree of potential for sub-surface structural features associated with the Lands and Education Buildings to be present at the subject site. These features (such as footings and underground service networks) form part of extant building forms that have been identified as being of state heritage significance. Both the Lands and Education Buildings are highly historically significant. They are representative of growth and change in government administration from the early 20th century. They are part of an important precinct of 19th and 20th century government offices that are physical evidence of a tradition of government use of the area since 1788 and of the development of government bureaucracy from the late 1840s to the present. Sub-surface structural remains associated with these Buildings are therefore considered to be historically significant at a state level.* *Structural Remains – Unidentified Buildings of Earlier Occupation Phases* *Unidentified buildings known to have previously been erected on site, including the Judge-Advocate's residence (c.1810-1845) and Colonial Secretary's residence (c.1810-1915) are also associated with the precinct of administration buildings described above. In addition to this, buildings from the earlier phases of occupation represent some of the earliest purpose-built structures associated with the governance of the colony and the provision of housing and offices for civil officers until the 1930s. Buildings constructed from the time of settlement to the Macquarie-era also have strong associations with first Government House.* *Sub-surface structural remains associated with buildings that date from the earlier phases of occupation are therefore considered to be historically significant at a state level.*	State State	STATE STATE
Criterion (a) an item is important in the course, or pattern, of NSW's cultural or natural history (or the local area);	*Cultural Deposits – Earlier Occupation Phases* *Cultural deposits associated with the earlier phases of occupation are likely to contain household refuse and building debris. Expected items/fragments of items include serving ware, alcohol bottles, smoking pipes, meat cuts, pieces of timber, nails etc.* The Urbis assessment of significance identified the potential resource as locally significant and notes that such cultural material is commonly found at historical archaeological sites. Whilst it is true that many sites of local significance contain cultural deposits, such as that described above, it is extremely rare for a site in this location, with this level of significance to yield a meaningful cultural deposit that is stratified and can be attributed to particular people and associated activities. Therefore, this reassessment of significance determines that any cultural material, if found in a stratigraphic context, would be likely to be of State significance due to its potential to reveal much about the activities and lifeways of the civil officers and convict workers in the heart of the first colony.	Local	STATE

NSW HERITAGE CRITERIA	POTENTIAL HISTORICAL ARCHAEOLOGICAL 'RELICS'/DEPOSITS AT THE SUBJECT SITE	URBIS	CURIO
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 local area);	*Structural Remains – Extant Buildings* *Both the Lands and Education Buildings are inextricably linked with the various departments that have occupied them, including the Department of Lands and Department of Education and the Department of Agriculture. They have also been associated with a number of notable architects since the time of their construction including George McRae, James Barnet, Walter Vernon, John Young and Waine & Baldwin.* *The Education Building specifically has strong associations with Directors/Director Generals of Education including Peter Board and Harold Wyndham, who were responsible for important reforms in the NSW educational system.* *Sub-surface structural remains associated with the Lands and Education Buildings are therefore considered to have associative significance at a state level.* *Structural Remains – Unidentified Buildings of Earlier Occupation Phases* *Unidentified buildings known to have previously been erected on site were purpose-built as residences and offices for the colony's earliest civil officers and their families. The various phases of construction are also closely linked with early Governors of New South Wales and particularly Governor Macquarie, who commissioned the design and erection of the buildings.* *Sub-surface structural remains associated with buildings that date from the earlier phases of occupation are therefore considered to have associative significance at a state level.*	State State	STATE STATE
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 local area);	*Cultural Deposits – Earlier Occupation Phases* *Cultural deposits associated with the earlier phases of occupation are likely to contain household refuse and building debris that were used and subsequently discarded by the early civil officers and families who inhabited and worked in and around the subject site. In addition to this, given the intensive use of open public spaces such as Bridge Street and Farrer Place, cultural deposits associated with other early members of the Sydney community may also be present on site, though it may be difficult to definitively associate artefacts with a specific historical period or occupation phase. Cultural deposits associated with earlier occupation phases uncovered at the subject site are therefore considered to have associative significance at a local level.* The Urbis assessment attributes local significance to any cultural deposits they may be found. This reassessment of significance assigns a level of State significance to any cultural deposits that can be identified as having an association with any of the civil offices and families who lived and worked in and around the subject site, particularly given how difficult it can be to link cultural material to a specific person or event. In this case, the people that worked and lived in the subject site were high profile government officials who played a significant role in the establishment of the colony of NSW. Any archaeological material associated with such a significant group of people would be considered to have state significance.	Local	STATE

NSW HERITAGE CRITERIA	POTENTIAL HISTORICAL ARCHAEOLOGICAL 'RELICS'/DEPOSITS AT THE SUBJECT SITE	URBIS	CURIO
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);	*Structural Remains – Extant Buildings* *Both the Lands and Education Buildings are highly aesthetically significant. Both of these buildings are part of an important and cohesive group of 19th and 20th century government offices that give a distinctive architectural character to Bridge Street and the surrounding area. They were purpose-built to complement and contribute to this character.* *Both of the buildings are also representative of innovation and technical achievement that was rare for their period, and represent construction on a scale that had not been seen before. This is exemplified by features such as the "moat" in the Lands Building. In addition to this, both buildings have strong associations with a number of notable architects and designers, as outlined in their respective CMPs.* *The Lands Department Building is a landmark that is "well known for its character due to its portrait statues on its façade and is one of the most intact late Victorian-Edwardian' styles in the city". James Barnet's building design was innovative at the time, and incorporated the use of colonnades and verandahs in view of the Australian climate. The Education Building features a "remarkably fine set of Edwardian baroque sandstone elevations forming a complete city block and providing a landmark building to Bridge Street where it forms a group with the Lands Department and Chief Secretary's Office." (SHI).* *Sub-surface structural remains associated with the Lands and Education Buildings are therefore considered to be aesthetically significant at a state level.* *Structural Remains – Unidentified Buildings of Earlier Occupation Phases* *Buildings that date from the earlier phases of occupation represent some of the earliest purpose-built structures associated with the governance of the colony. As relatively few examples of buildings from this period have survived, the sub-surface structural remains of these buildings, if present, have the potential to demonstrate the aesthetic sensibilities and/or technical achievements of the earliest occupation phase.* The Urbis assessment of unidentified buildings notes that the discovery of previously unidentified buildings is unlikely to yield information regarding technical achievement or have aesthetic significance. This reassessment suggests that any evidence of former buildings, particularly as it relates to building methods and information pertaining to previously unknown buildings has the potential to be of State significance for their ability to contribute to our understanding of the construction methods employed during the earliest colonial occupation of Australia.	State Local	STATE STATE
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);	*Cultural Deposits – Earlier Occupation Phases* *Cultural deposits associated with the earlier phases of occupation are likely to contain household refuse and building debris. Expected items/fragments of items include serving ware, alcohol bottles, smoking pipes, meat cuts, pieces of timber, nails etc.* Urbis assessed the cultural deposits as having no ability to demonstrate aesthetics, creative or technical achievements. This reassessment acknowledges that cultural deposits often form the basis of interpretative displays within redeveloped sites, and that they provide a tangible, human element to a site - in a way that structural remains are unable to. Cultural deposits, when found in a stratified environment can often help us to understand particular site formation process or where different activities occurred at sites. If cultural deposits are found from the earlier period of non-Aboriginal occupation of the site are found, they may be able to be further researched and used in interpretative displays and/or public programs. It is considered that such relics may be considered to have State significance if found in a stratified context.	N/A	STATE

NSW HERITAGE CRITERIA	POTENTIAL HISTORICAL ARCHAEOLOGICAL 'RELICS'/DEPOSITS AT THE SUBJECT SITE	URBIS	CURIO
Criterion (d) an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (or the local area);	*Structural Remains – Extant Buildings* *Both the Lands and Education Buildings are highly socially significant. These buildings are inextricably linked with the various departments that have occupied them, including the Lands Department and Education Department. They are also associated with key individuals associated with these departments, and have ongoing links with personnel associated with these departments.* *Sub-surface structural remains associated with the Lands and Education Buildings are therefore considered to have social significance at a state level.* It was noted that in the Urbis assessment, the level of significance was noted as 'State', but perhaps accidentally identified as 'local' in the summary column. *Structural Remains – Unidentified Buildings of Earlier Occupation Phases* *Unidentified buildings known to have previously been erected on site date from the late 1700s to the mid-to-late 1800s. As such, they do not possess any ongoing links to any specific community or group for cultural, social or spiritual reasons.* *Sub-surface structural remains associated with buildings that date from the earlier phases of occupation are therefore not considered to meet this criterion.* As part of this reassessment, it is considered that the social significance, or value of any resource found – to the local community and to the people of NSW would need to be assessed. It is therefore, not possible at this point to consider that this criterion is unlikely to be met. Often when intact archaeological resources are found, they create a great deal of community interest and concern at a State level (Conservatorium of Music archaeological site, KENS site, Port Macquarie Government House site).	Local N/A	STATE STATE
Criterion (d) an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (or the local area);	*Cultural Deposits – Earlier Occupation Phases* *Cultural deposits associated with the earlier phases of occupation are likely to contain household refuse and building debris that were used and subsequently discarded by the early civil officers and families who inhabited and worked in and around the subject site from the late 1700s to the mid-to-late 1800s.* Urbis noted in their assessment that cultural deposits associated with the earliest phases of development, if found, would not be associated with any specific community or group for cultural, social or spiritual reasons, yet at this point, any connections between the potential resource found and its social significance is not yet known. It is considered highly likely that if a significant resource were found, it would be important to the people of NSW.	N/A	STATE
Criterion (e) an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the local area);	*Structural Remains – Extant Buildings* *It is considered that there is a high degree of potential for sub-surface structural features associated with the Lands and Education Buildings to be present at the subject site. These features (such as footings and underground service networks) form part of extant building forms that have been identified as being of state heritage significance.* *As the exact location of these elements is not known, the archaeological resource has the potential to provide a unique insight into the construction techniques, design elements and early functioning of the Buildings. They would also contribute to an overall understanding of the subject site, and inform any future heritage interpretation strategies.* *Sub-surface structural remains associated with the Lands and Education Buildings are therefore considered to meet this criterion at a state level.*	State	STATE

NSW HERITAGE CRITERIA	POTENTIAL HISTORICAL ARCHAEOLOGICAL 'RELICS'/DEPOSITS AT THE SUBJECT SITE	URBIS	CURIO
Criterion (e) an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the local area);	*Structural Remains – Unidentified Buildings of Earlier Occupation Phases* *As relatively few examples of buildings from this period have survived, the sub-surface structural remains of these buildings, if present, have the potential to demonstrate the aesthetic sensibilities and/or construction methods used in the earliest occupation phase. They may also reveal the exact location of the earliest buildings, which is not known, and confirm the suspected locations of Macquarie-era buildings.* *They may also contribute to an overall understanding of the subject site, and inform any future heritage interpretation strategies. Of particular relevance would be information associated with the first Government House site, and colonial Sydney generally.* *Sub-surface structural remains associated with buildings that date from the earlier phases of occupation are therefore considered to meet the criterion for research potential at a state level* *Cultural Deposits – Earlier Occupation Phases* *Cultural deposits associated with the earlier phases of occupation are likely to contain household refuse and building debris. Expected items/fragments of items include serving ware, alcohol bottles, smoking pipes, meat cuts, pieces of timber, nails etc.* It is noted that the Urbis assessment generally states that '*Such items are commonly found within historical archaeological sites. If found on site, these kinds of items are unlikely to contribute any new information or knowledge. Cultural deposits associated with earlier occupation phases uncovered at the subject site are therefore not considered to meet the threshold for research potential*' for most of the assessments of cultural deposits. It is considered in this assessment, that when found in context, that cultural deposits can actually provide extensive scientific evidence about how sites were used, what types of activities were located where, and information unable to be obtained from any other resources. This makes them a very valuable resource, potentially at a State level of significance.	State N/A	STATE STATE
Criterion (f) an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the local area); and	*Structural Remains – Extant Buildings* *Both the Lands and Education Buildings are considered to be highly significant buildings that are aesthetically distinctive. They demonstrate a high degree of technological achievement and innovation, and represent the erection of buildings and associated services on a scale that had not been attempted before. They are two of on a handful of comparable surviving buildings still present within the Bridge/Macquarie Streets administrative precinct.* *There are few buildings that demonstrate such innovative building design features as the Lands and Education Buildings; the buildings are considered to provide rare examples of what was considered to be large scale construction for their respective periods, as well as their use of innovative design and construction features, such as the "moat" structure that surrounds the Lands Building.* *Any sub-surface service networks or features associated with the buildings therefore have the potential to be relatively rare, particularly considering that archaeological investigations have not previously been undertaken for buildings of a similar scale or level of significance.* *Sub-surface structural remains associated with the Lands and Education Buildings are therefore considered to meet this criterion on a state level.*	State	STATE

NSW HERITAGE CRITERIA	POTENTIAL HISTORICAL ARCHAEOLOGICAL 'RELICS'/DEPOSITS AT THE SUBJECT SITE	URBIS	CURIO
Criterion (f) an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the local area); and	*Structural Remains – Unidentified Buildings of Earlier Occupation Phases* *As relatively few examples of buildings from this period have survived, the sub-surface structural remains of these buildings, if present, would be rare. Sub-surface structural remains associated with buildings that date from the earlier phases of occupation are therefore considered to meet the criterion for rarity.* *Cultural Deposits – Earlier Occupation Phases* *Cultural deposits associated with the earlier phases of occupation are likely to contain household refuse and building debris. Expected items/fragments of items include serving ware, alcohol bottles, smoking pipes, meat cuts, pieces of timber, nails etc.* Whilst Urbis concludes that any cultural deposits would be common and not significant, this assessment has determined that any intact cultural deposits associated with the earliest colonial phases of the site's use would be rare and of State Significance because of their ability to contribute information that may not be able to gleaned from any other sources.	State N/A	STATE STATE
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 the local area).	*Structural Remains – Unidentified Buildings of Earlier Occupation Phases* *As relatively few examples of buildings from this period have survived, the sub-surface structural remains of these buildings, if present, have the potential to demonstrate the aesthetic sensibilities and/or construction methods used in the earliest occupation phase. Given that there is a limited likelihood for early structures to be recovered intact, structural remains uncovered on site may not adequately demonstrate the principal characteristics of comparable buildings from that period.* *Based on historical research, however, both the Judge-Advocate's residence (later the Colonial Secretary's residence) and Colonial Secretary's residence (late Colonial Secretary's Office) were substantial buildings that appear to have been of sturdy construction. Given the relatively low level of disturbance at the anticipated location of the remains of these buildings (Loftus Street/Education Building central atrium), it is possible for footings or other structural elements of these buildings to be relatively intact. Remains of these buildings may therefore potentially be demonstrative of the principal architectural characteristics of comparable buildings of the period.* *As these buildings were the home/offices of some of the most important civil officers of the colony, it is likely that they would have been constructed in a style that was representative of the tastes and resources of early Sydney residence of a comparable socio-economic status.* *Sub-surface structural remains associated with buildings that date from the earlier phases of occupation are therefore considered to meet this criterion at a state level.* It is noted that in the Urbis assessment there is a discrepancy between the description of significance as State, but then the identification as local in the summary column. It is considered that State significance is the appropriate level of significance for this site.	State State	STATE STATE

NSW HERITAGE CRITERIA	POTENTIAL HISTORICAL ARCHAEOLOGICAL 'RELICS'/DEPOSITS AT THE SUBJECT SITE	URBIS	CURIO
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 the local area).	*Cultural Deposits – Earlier Occupation Phases* *Cultural deposits associated with the earlier phases of occupation are likely to contain household refuse and building debris. Expected items/fragments of items include serving ware, alcohol bottles, smoking pipes, meat cuts, pieces of timber, nails etc.* Whilst Urbis then concludes that any cultural deposits would be common and not significant, this assessment has determined that any intact cultural deposits associated with the earliest colonial phases of the site's use would have the ability to contribute information that may not be able to gleaned from any other sources. The potential cultural deposits associated with the civil occupation of the colony from its' establishment in 1788 through to the construction of the Lands and Education Buildings, if found would be of State Significance.	Local	STATE

7.3. Historical Archaeological Research Potential

The historical archaeological research potential for the site prepared by Urbis (2014) has been reviewed as part of the process of updating the Archaeological Assessment.

Generally, the Urbis report addresses the research potential according to the different phases of the site's historical development. The full assessment of research potential is included in 7.3 of the Urbis report, and is briefly summarised here for the purpose of reassessment.

The Urbis assessment concludes that:

- any cultural deposits associated with the earliest occupation of the site are commonly recorded and are unlikely to contribute knowledge that no other site or resource could, unless it is able to be dated – then they note that the resource may be rare;

- The Judge-Advocates residence (later used as the Colonial-Secretary's house) and the Colonial Secretary's residence (later Colonial Secretary's Office) were built c.1810-1812 as part of the second stage of building works at the administration precinct along Bridge Street. They have strong associations with the building and public works initiatives of the Macquarie-era, and are two of the earliest purpose- built civil office buildings in Sydney. They are also closely linked with the early administration and government of the colony and the provision of residences for civil officers prior to the 1830s. As such, the archaeological remains of these buildings, if identified, are considered to be of state significance.

- Other earlier buildings, particularly those that date from the first phase of building (c. 1790) and whose exact location is not known, may also potentially be present on site. These buildings were constructed soon after, and in direct association with, the first Government House, and represent the earliest known government and administration buildings to be constructed in the colony. As such, the archaeological remains of these building, if identified, are considered to be of state significance.

- Few buildings of a comparable age and/or social and historical significance have survived within Sydney. Those that have, including Cadman's Cottage, Elizabeth Farm, Hyde Park Barracks, The Mint, Vaucluse House and Rouse Hill House and Farm, are considered to be of state significance. Any structural remains associated with the earlier phase of occupation (c.1789 - mid-1800s) would be considered to be rare, and therefore able to contribute knowledge that very few other sites in Sydney and wider New South Wales can.

- General descriptions of these buildings, including their use and appearance, are available from other resources including early newspaper articles, letters, paintings and photographs. However, the historical record is incomplete, and it is likely that archaeological remains associated with these structures would contribute knowledge that is not readily available from other resources. This may include information pertaining to the precise locations of earlier buildings, as well as their layout, method of construction and overall design.

- Structural remains associated with these buildings are considered to be of state significance, if present. Knowledge gleaned from archaeological features/elements is therefore considered to be relevant to general questions regarding the history of Sydney and New South Wales.

- It has been assessed that there is a *high degree of archaeological potential* for sub-surface structural elements associated with both the Lands and Education Buildings to be present on site. This may include footings (likely to be of sandstone construction) and general building services such as original piping systems, which may be of cast-iron, terracotta or lead construction. In addition to this, other archaeological features such as original paving and plinth bollards associated with an early carriage loop, and the "moat" structure are known to be present at the site of the Lands Building. These features were also identified during the visual inspection of the building.

- As the exact location of unidentified sub-surface structural elements and/or features is not known, the archaeological resource has the potential to provide a unique insight into the construction, design techniques and features, and early functioning of the Buildings.

As part of this review of the research potential for the site, it is considered that the assessment of research potential is very much focused on 'structural' remains and does not recognize the potential significance of environmental information or 'relics' to contribute to our understanding of sites.

In refining the development impacts, the research potential of cultural deposits will need to be further considered as part of the preparation of the research design - in order to ensure that cultural deposits are not discarded as being less significant than the structures themselves. Cultural deposits can form an extremely significant archaeological resource and require a research framework that ensures the resource is adequately recorded, if found on site. It is unclear why this type of resource was generally assessed as being common and unable to contribute in a meaningful way.

It is agreed, however, that cultural deposits associated with unstratified fill have very little to no research value as they are no longer in their original context. They can however, help to date when sites were cleared and capped with fill, and help to identify where the fill may have been brought in from.

7.4. Revised Archaeological Significance

The archaeological significance for the study area has been revised in light of the comparative analysis of other relevant historical archaeological sites in Sydney, as well as the nature of potential structural and cultural remains that may exist on site and the historical periods to which they may belong. The revised archaeological significance assessment presented here is in relation to each of the three phases of use of the study area, and has been assessed in accordance with the 'NSW Heritage Criteria for Assessing Significance related to Archaeological Sites and Relics'.[68] This

[68] NSW Heritage Branch 2009, *Assessing Significance for Historical Archaeological Site and 'Relics'*: p11

archaeological significance assessment supersedes the previous archaeological significance assessment presented in Urbis 2014.

7.4.1. Historical Archaeological Research Potential (current NSW Heritage Criterion E)

Archaeological evidence from Phase 1 use of the site—Establishment of the colony (1788-1810)—may survive in the form of sub-surface structural remains of early buildings known to have been erected on site, (including the original Commissary, Judge-Advocate, Chaplain, and Surveyor-General's residences), as well as in the form of archaeological evidence, such as wells, rubbish dumps and cesspit, produced as a result of day to day on-site activities. Potential cultural deposits that could be recovered from such features include household and work-place refuse, building debris (e.g. fragments of items include serving ware, alcohol bottles, smoking pipes, meat cuts, pieces of timber, nails etc.) and other remnant site-specific evidence. There is also the potential for isolated pockets of remnant soil profiles to exist within the study area.

Whilst the potential for remnant soil profiles to exist within the study area is likely to be low due to the site topography and level of site disturbances over time, should they be present, they have the potential to yield palaeobotanical evidence associated with the early occupation and use of the site, including providing evidence of the types of plants that present on the site prior to and during the earliest phases of settlement, as well as information pertaining to the gardens and farming activities that occurred on site post-1788. Should such evidence be present, this information would have research potential at a **State** level.

Buildings from the initial phase of occupation of the study area, as well as associated evidence for on-site activities and cultural deposits, represent some of the earliest purpose-built convict structures associated with the governance of the colony and the provision of housing and offices for civil officers, and would have research potential at a **State** level, as few examples from buildings from this period have survived.

Archaeological evidence associated with the second phase of occupation at the site (Phase 2—Macquarie-era buildings and road/sewer development, 1810-1876) may include structural remains of Macquarie-era buildings such as the Judge-Advocate's, Colonial Secretary's (c1810-1915) and Surveyor General's residences and offices, as well as associated outbuildings and remnant fabric associated with the construction and use of the buildings.

Sub-structural remains from Phase 2 may reveal or confirm the suspected locations of the Macquarie-era buildings. Additionally, if found in context (and particularly if stratified for example in wells, rubbish dumps or cesspits), cultural deposits from this period could provide extensive scientific evidence about how the site was used, what types of activities were located where, and information unable to be obtained from any other resources. Therefore, archaeological evidence relating to Phase 2 occupation and use of the study area would have research potential at a **State** level.

Sub-surface structural features associated with Phase 3 (Lands and Education Buildings (1876-1893 and 1912-Present) occupation of the study area, such as footings or underground service networks, would form part of the extant State heritage listings. The locations of these features could have the potential to inform on unknown factors of the development of these buildings such as construction techniques, design elements, and early functioning of the buildings. Therefore, archaeological evidence from Phase 3 use of the site would be considered to have **State** significance with regards to research potential.

7.4.2. Association with Individuals, Events or Groups of Historical Importance (current NSW Heritage Criteria A, B & D)

The use of the study area during both Phase 1 (1788-1810) and Phase 2 (1810-1876) centered around the administrative centre of Sydney, and was consistently occupied by buildings resided in, or used as offices by, the earliest civil officers of the Sydney colony (and their families). In turn, the close physical proximity of these early administrative buildings to first Government House, as well as associated function, closely links any structural remains present with the early Governors of NSW, notably, Governor Macquarie. Cultural remains associated with these two early phases of occupation of the site, particularly if stratified, have the potential to reveal much about activities and lifeways of the civil officers and their families in the heart of the first colony.

Therefore, any structural remains and/or cultural remains (particularly if stratified), would be of **State** significance with regards to specific individuals (e.g. the early Surveyor General, Colonial Secretary, Chaplain, Judge Advocate etc), as well as the general group of early administrators and governors of the colony.

Phase 3 (1876–Present) use of the site for the Lands and Education Buildings is inextricably linked with the government departments that have occupied them, namely the Department of Lands, the Department of Education (previously the Department of Public Instruction), and the Department of Agriculture. The extant buildings (and potential associated sub-surface structures and archaeological relics) are also associated with specific notable architects such as George McRae, James Barnet, Walter Vernon, John Young, and Waine & Baldwin. In addition, the Education building has historical associations with Directors of Education including Peter Board and Harold Wyndham, both of whom were responsible for major reforms in NSW education.

Therefore, any archaeological remains associated with Phase 3 of the use of the study area would have historical associative significance at a **State** level.

7.4.3. Aesthetic or Technical Significance (current NSW Heritage Criterion C)

Potential archaeological evidence from Phase 1 and 2 of occupation at the site could consist of structural remains and associated 'relics' from the use of the site for the early administrative buildings for the colony of Sydney (from 1792-1876). In particular, there are very few surviving buildings from the Phase 1 (1788-1810) era of Sydney construction, a timeframe in construction which was predominantly undertaken by convicts under strict government control.

Any evidence of former buildings, particularly as it relates to building methods and information pertaining to previously unknown buildings and their surrounds (e.g. the nature of the first buildings on site from 1792-1810) has the potential to be of **State** significance for their ability to contribute to our understanding of the construction methods employed during the earliest colonial occupation of Australia.

Cultural deposits, when found in a stratified environment, can assist with our understanding of particular site formation processes and nature of use and activities undertaken at a site. Should these deposits be present within the study area from either Phase 1 or 2, they may allow for further research and/or use in interpretative displays. These potential artefacts would therefore provide an opportunity for a tangible connection with the history of this site, and the first government of Australia through physical evidence. Therefore, cultural deposits from Phases 1 and 2 if present, would also meet the threshold for **State** level of aesthetic/technical significance.

Phase 3 use of the study area relates predominantly to the extant Lands and Education buildings, which are considered to be highly aesthetically significant, as forming part of an important and cohesive group of 19th and 20th Century government administration buildings along Bridge Street and the surrounding area.

Therefore, any sub-surface structural remains associated with the construction and development of these State heritage registered buildings, would also have **State** significance on an aesthetic level.

7.4.4. Ability to Demonstrate the Past through Archaeological Remains (current NSW Heritage Criteria A, C, F & G)

Archaeological evidence associated with Phase 1 (1788-1810) of the study area such as sub-surface structural remains or cultural deposits associated with the first officer's residences constructed on site in association with the first government house and early administration of the colony, would be rare, as few examples of buildings from this period have survived.

These early buildings housed some of the most important officers of the early colony and their families, and therefore any remaining structures, as well as cultural deposits, would represent a specific socio-economic status of early Sydney. Artefacts from this period, particularly if recovered from a stratified context, would represent a rare resource that could contribute information that could not be acquired from other sources, as well as provide an opportunity for public interpretation of the lives and functionality of the earliest colonial government officials.

Therefore, any archaeological evidence relating to Phase 1 occupation of the site would be of **State** significance for its ability to demonstrate the early period of colonial administration and life in early Sydney.

Phase 2 (1810-1876) use of the site would potentially provide archaeological evidence in terms of the structural remains of the Macquarie-era administrative buildings (and associated outbuildings, yards and gardens), as well as cultural deposits associated with the lives and activities of the colonial officers of this period.

As for Phase 1 use of the site, archaeological evidence for Phase 2 would represent a rare example of evidence of specific colonial activities undertaken by the officers, both administrative, as well as personal, and where present would present a unique opportunity for tangible connection with the past through public interpretative displays, particularly of any recovered artefacts (in context). Additionally, Phase 2 use of the site continues an extended and continuous period of use of the site for NSW government and administrative purposes. Archaeological evidence from Phase 2 use of the site would also be of **State** significance for its ability to demonstrate the past.

Archaeological evidence associated with Phase 3 (1876-Present) use of the study area would be associated with the construction and use of the Lands and Education Buildings, such as sub-surface service networks or features. The extant buildings are considered to be rare in their ability to demonstrate innovative building design features and large scale construction for their respective periods. Rare construction innovations include features such as the subterranean 'moat' around the Lands Building. Therefore, any unknown sub-surface features associated with these rare architectural examples would also be of **State** significance.

7.5. Statement of Significance

Three phases of historical use of the study area have been identified: Phase 1—Establishment of the Colony (1788-1810); Phase 2—Macquarie Era Buildings and road/sewer development (1810-1876); and Phase 3—Lands and Education Buildings (1876-Present). These three historical phases all have the potential to provide rare, tangible physical evidence for the nature and location of significant, early structures, as well as cultural deposits which may have the ability to demonstrate and interpret the daily lives of early convicts, colonial officers and their families, the day to day workings of the administration of the early Sydney colony, as well as its progression through the history of the Sydney colony.

The potential archaeological structural remains, and cultural deposits from all three phases of occupation may provide excellent opportunities for public interpretation that can provide a tangible link between the current city of Sydney and its occupants, continuously back through to the original colonial settlement which was founded on the back of convict labour.

All potential archaeological structures and stratified deposits from the three phases of use of the study area have the potential to be of **State Significance,** depending on their nature, extent and level of intactness**.**

8.0 Proposed Archaeological Impacts

This AA has been prepared to assess, mitigate and manage the impact to any potential archaeological resources contained within the subject site, and more broadly, any impacts to relics that may be unexpectedly discovered during the construction works.

The proposed development impacts are those that will impact below the ground surface, and therefore risk disturbing any potential archaeology (either Aboriginal or historical) that may be present (as discussed above).

8.1. Proposed Development Impacts - Archaeology

The proposed development impacts, specific to potential archaeological resources, are predominantly related to the excavation of a basement underneath the Education Building (including removal of the current ground fabric and concrete slab). The three level basement will contain the majority of the plant systems, back of house functions for the whole of the hotel, as well as guest facilities, the ballroom and meeting spaces.

The proposed development also includes the excavation of a subterranean tunnel link between the Education Building and the Lands Building. Excavation beneath the Lands Building will be limited to back of house lifts, escape stair and services riser to connect with the subterranean link for the provision of access to the Education Building.

Project demolition plans, demonstrating the proposed areas of excavation as relevant to the archaeological impacts are presented in Figure 20 to Figure 25.

A summary of the specific impacts involving ground disturbances and excavation for the proposed development includes:

- excavation of three basement levels under the southern part of the Education Building, to a depth of RL 0.77 (i.e. approximately 12m below current ground level);
- excavation of a basement retaining wall, set approximately 2m inside the inside façade of the Education Building, in order to allow a zone around the assumed footings of the Education Building;
- partial removal of the concrete slab and existing asphalt fabric of the Education building Lower Ground floor (in order to allow for further subsurface excavation);
- excavation of a subterranean tunnel link at Basement 3 level (i.e. RL 0.77, approximately 12m below current ground level) to connect the Lands and Education Buildings; and
- excavation below the Lands Building, limited to back of house lifts, escape stair and services riser, to connect with the subterranean link, at Lower Ground Level.

The proposed RL depths for each level of proposed excavation beneath the Education building is as follows:

- Lower Ground *(Existing)*: RL 12.93 (current ground surface)
- Basement 1: RL 8.4 (c. 4m below current ground surface)
- Basement 2: RL 4.9 (c. 8m below current ground surface)
- Basement 3: RL 0.77 (c. 12m below current ground surface)

Due to the contours of the slope, the ground floors of the Lands and Education buildings currently exist at differing levels, where the existing Lower Ground of the Education building corresponds approximately with the Ground Level of the Lands building. Currently, elevations of the base of the buildings at the site range from approximately RL17 in the southeast of the site at the southeastern corner of the Education Building (with the current lower ground level of the Education Building at approximately RL13), to approximately RL9 at the northwest corner of the Lands Building (i.e. a difference of approximately 8m between the top of the slope and the bottom of the slope across the site).

Sandstone bedrock is generally encountered in this area of the Sydney CBD quite close to the current ground surface, depending on prior development, land disturbance and geographical positioning (within 0.3m – 2metres). Archaeology, if present, would only be expected to occur between the current ground surface, and within the top levels of the sandstone bedrock. Therefore, while excavation for installation of the basement levels is proposed to continue to 12m below the current ground surface, archaeology, if found, would likely only be present to < 4 metres below ground. Proposed geotechnical investigations will soon be able to confirm the depth below ground at which sandstone occur within the study area.

The initial stage of demolition that has the potential to impact on archaeology under the Education building, will be the removal of the concrete slab and existing built fabric within the current Lower Ground of the Education building (as per the demolition footprint shown in Figure 22). Following the removal of the existing ground surface, excavation for Basement 1 will commence, with the proposed excavation footprint as per Figure 23. Excavation for Basement 1 will be to a depth of approximately 4m below the current ground surface under the Education building.

The initial stage of demolition that has the potential to impact on archaeology under the Lands building, will be the removal of limited areas of concrete/existing built fabric within the current Lower Ground of the Lands building (as per Figure 23). Following the removal of these isolated areas of concrete removal, discrete areas of excavation will commence for installation of the lift shafts, escape stair and services riser (which will eventually connect with the subterranean tunnel at c.7m below current ground surface). The footprint for the initial stage of proposed excavation under the Lands building is presented in Figure 23.

Any proposed development excavation/demolition below c.4m (i.e. excavation for Basement 2, Basement 3, and the subterranean tunnel link) will be within the deep sandstone bedrock, and is therefore, considered not likely to impact on archaeology, as it will be below the level at which archaeology is reasonably predicted to occur within this site type. The demolition plans for Basement 2 and Basement 3 have been presented in Figure 24 and Figure 25 for information purposes, however the wider footprint of excavation in these areas will not have the potential to impact on archaeology.

It should be noted that the footprint of the proposed basement area (under the Education Building), as assessed here, is slightly larger than necessarily required in order to construct the basement. A larger area than necessary for the back of house function and associated plant equipment has been allocated, in order to allow a small degree of flexibility during site works. It has been designed this way so that the additional space could accommodate a slight adjustment of site works in order to retain a sample of significant archaeology within the southern section of the Education Building, where considered feasible and practical if found. Whilst it may not be possible due to either the location of level of intactness of the significant resource that may be found, it is nevertheless part of the design intent.

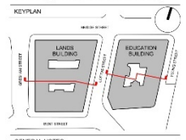
The subterranean link will be tunneled from the lowest level of the basement excavation under the Education Building, to connect with the minimal excavation required to connect the lift shafts, escape stairs and tunnel opening beneath the Lands Building. As described in Section 5.2 of this report, a section of the Bennelong SWC occurs beneath Loftus Street. The Bennelong SWC is expected to be within the first 3m below Loftus Street, and therefore, mechanical tunneling through bedrock for the subterranean tunnel at 7m below the street level, will take place at least 4m lower than the depth at which we would expect the drain to occur. Therefore, tunneling for the subterranean link between the two buildings is not expected to have any impact on the Bennelong SWC.

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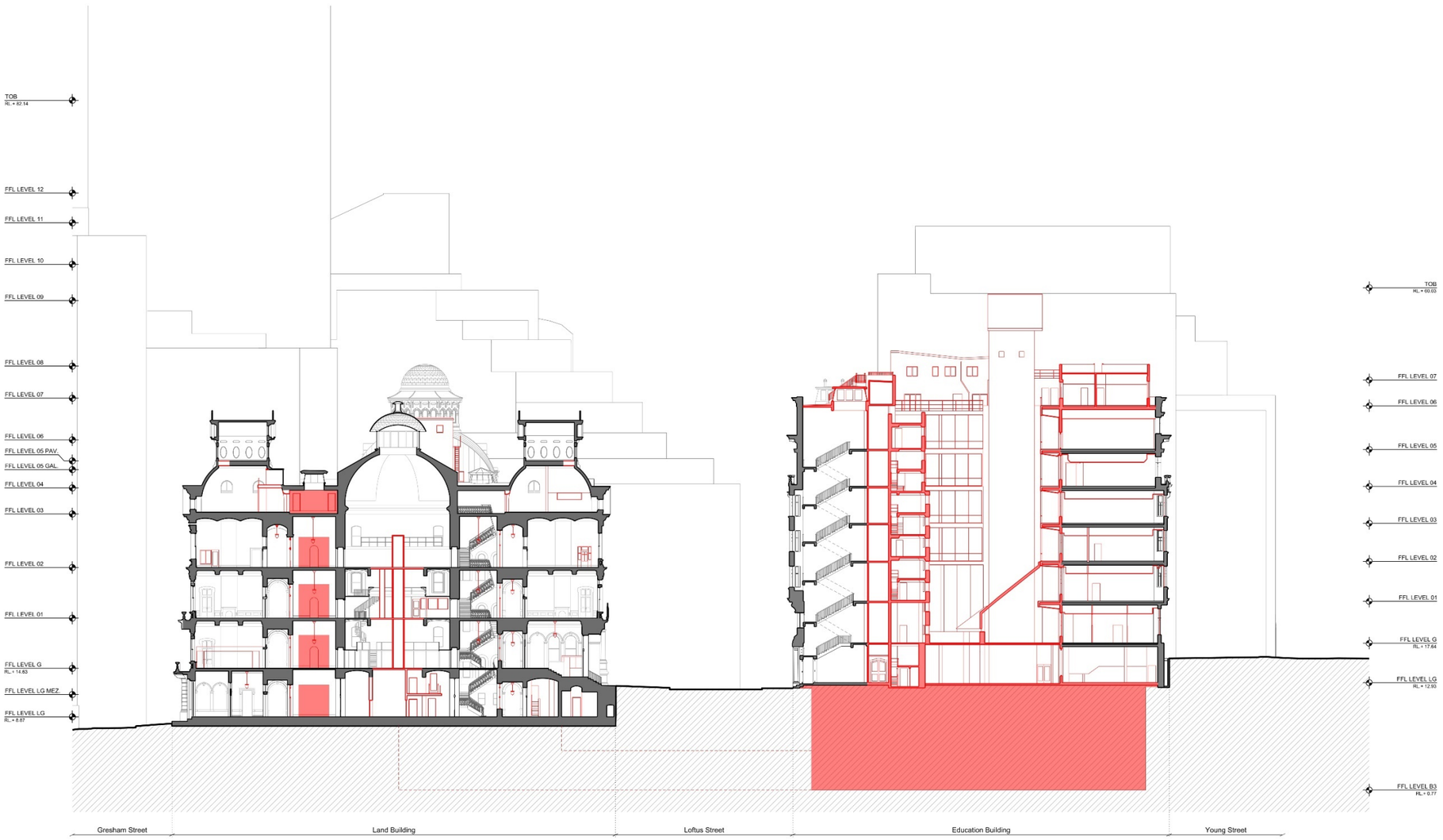
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01 Lands Building - Demolition Section looking North
1:200

02 Education Building - Demolition Section looking North
1:200

1:200

0 2m 4m 6m 8m 10m 15m 20m

ISSUE	DESCRIPTION	DATE
03	For Development Application	14.10.16
02	For Development Application	11.10.16
01	For Development Application	06.10.16
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PROJECT NUMBER 1166

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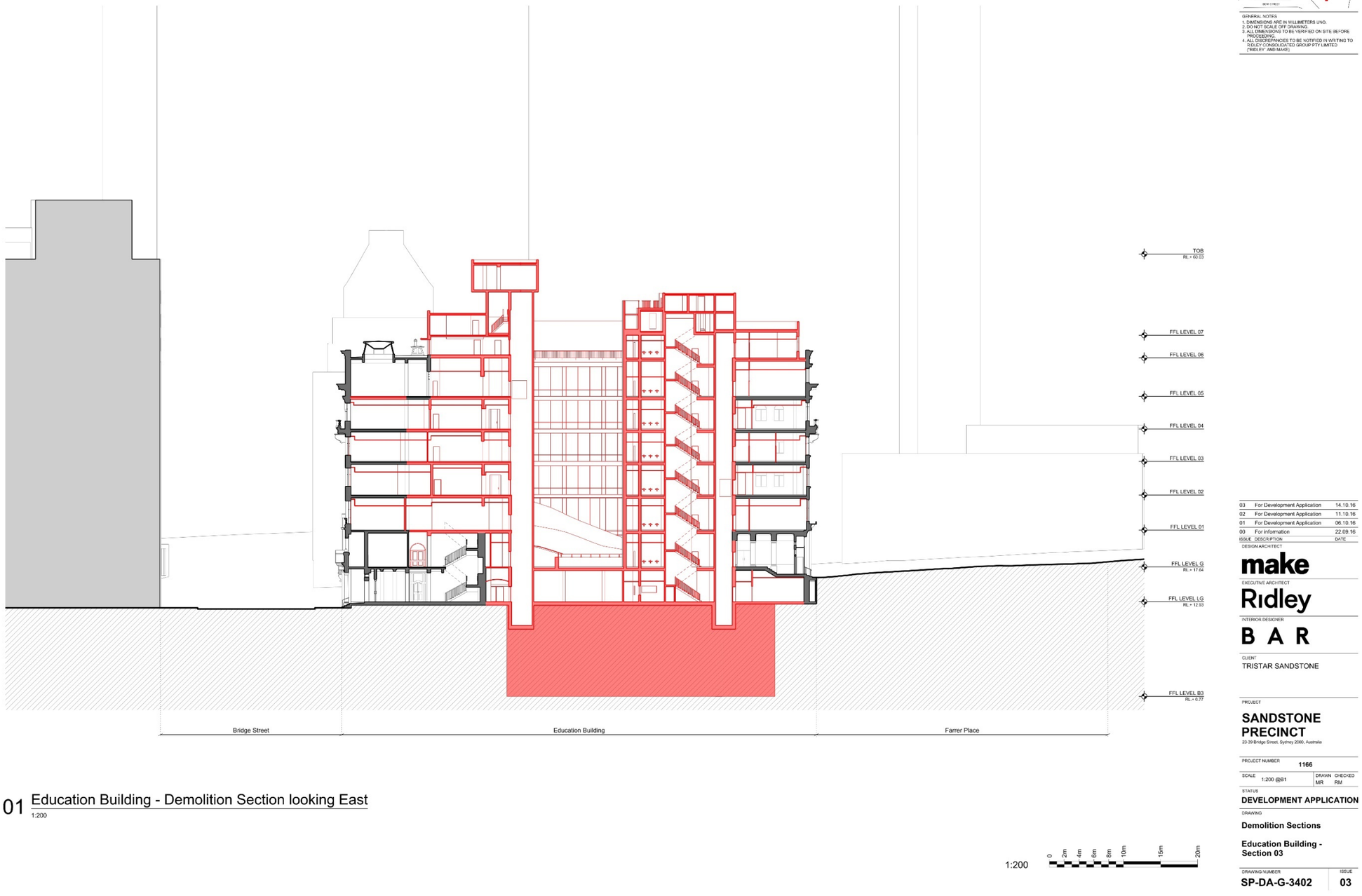
STATUS
DEVELOPMENT APPLICATION

DRAWING
Demolition Sections

Lands and Education Building - Section 01

DRAWING NUMBER **SP-DA-G-3400** | ISSUE **03**

Figure 20: Basement Demolition, North Facing Section, Drawing SP-DA-G-3400 (Source: Make & Ridley, 14.10.16)

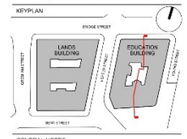


01 Education Building - Demolition Section looking East
1:200

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DRAWING
Demolition Sections
Education Building - Section 03
DRAWING NUMBER **SP-DA-G-3402**
ISSUE **03**

Figure 21: Education Building- East Facing Demolition Section, Drawing SP-DA-G-3402 (Source: Make & Ridley, 14.10.16)

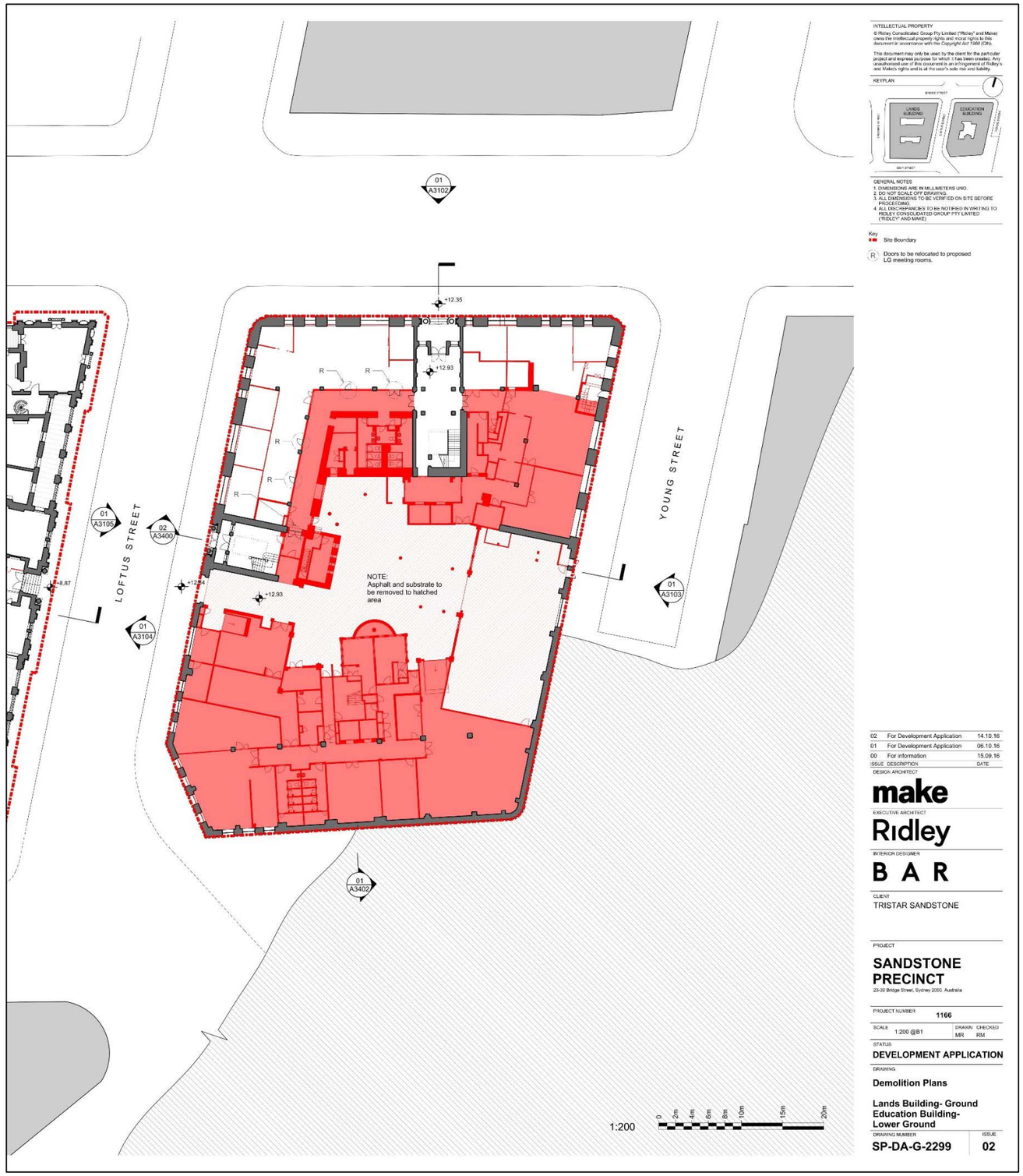


Figure 22: Demolition Plan for the Education Building–Lower Ground (Source: Make & Ridley, Drawing SP-DA-G-2299, 14.10.16, as modified by Curio)



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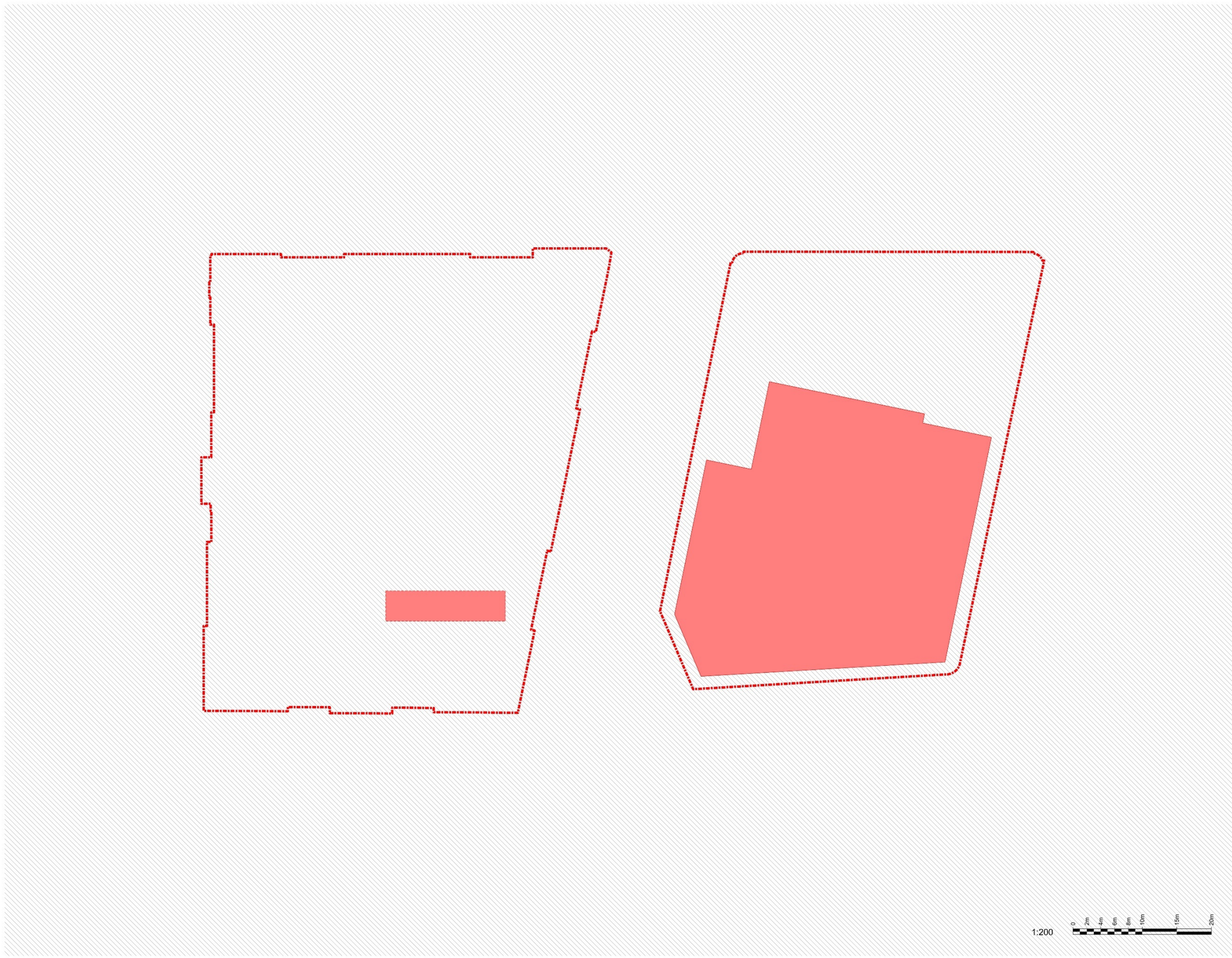
STATUS
DEVELOPMENT APPLICATION

DRAWING
Demolition Plans

Lands Building- Lower Ground Education Building- Basement Level 01

DRAWING NUMBER **SP-DA-G-2297** | ISSUE **01**

Figure 23:Demolition Plans—Lands Building: Lower Ground Floor, Education Building–Basement 1. (Source: Make & Ridley, Drawing SP-DA-G-2297 15.9.16)

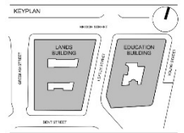


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Demolition Plans

Education Building- Basement Level 02

DRAWING NUMBER **SP-DA-G-2296** | ISSUE **01**

Figure 24:Demolition Plans—Lands building lift and services and Education Building - Basement 2 (c. 4-8m below current ground surface) (Source: Make & Ridley, Drawing SP-DA-G-2296 14.10.16)

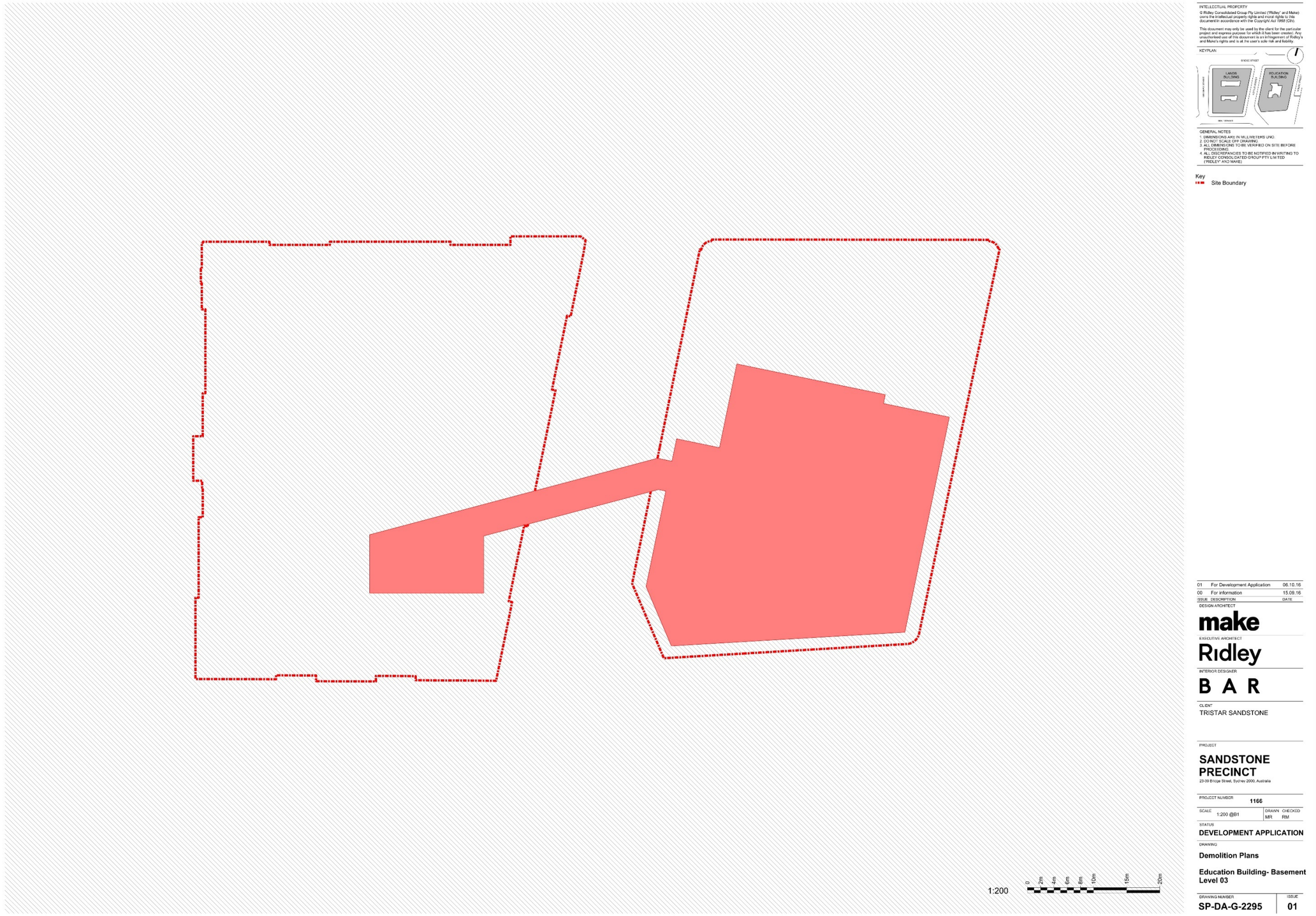


Figure 25: Demolition Plans—Basement 3 and Subterranean Link (c. 8-12m below current ground surface). (Source: Make & Ridley, Drawing SP-DA-G-2295 14.10.16)

8.2. Proposed Impact to Aboriginal Archaeological Resources

As discussed in Section 4.7, there is a low potential for an Aboriginal archaeological resource to be present within the study area. Should an unexpected Aboriginal archaeological resource prove to be present, it would likely be in a disturbed context, and potentially consist of Aboriginal stone artefacts and possibly shell middens. However, should Aboriginal archaeology be present within the study area, it would be of moderate to high cultural and social significance (depending on whether the archaeological deposit was located in situ or in a disturbed context). Therefore, while previous land use and disturbance (notably the development of the Lands and Education Buildings) suggests that there is a very low likelihood of Aboriginal archaeology to be present within the study are, any potential impact to this unlikely deposit would still require assessment.

Should an Aboriginal archaeological deposit be present within the study area, it would be within any remnant natural soil profiles, which may potentially exist in pockets across the study area. Previous archaeological excavations within the Sydney CBD have demonstrated the ability for isolated pockets of natural soil profiles to exist beneath modern development. Considering the consistent and intensive use of the study area since 1788 (i.e. as an administrative centre for Sydney, as well as the extensive development of the Lands and Education Buildings), as well as the geographical position of the site on northwest slope down to the Tank Stream and Circular Quay, it is likely that the study area has been subject to higher levels of ground disturbance than similar sites within the Sydney CBD.

Therefore, the potential for the proposed ground disturbance for the development to impact any Aboriginal archaeological resource (i.e. excavation for the 'Back of House' basement under the Education Building, and minimal excavation for connecting services under the Lands Building), would only be in areas where intact natural soil profiles remain.

8.3. Potential Impact to Historical Archaeological Resources

Potential historical archaeological resources that may be present within the study area have been assessed in Section 6.3, with regards to possible types of evidence that may be found, which phase of historical use of the site it may belong to (i.e. Phase 1, Phase 2 or Phase 3), and the potential for such evidence to survive. Therefore, the possible impact of the proposed development impacts to historical archaeology has also been assessed in relation to each historical phase as follows.

Any impact to the potential historical archaeological deposit under the Lands and Education buildings would be within development excavation for Basement 1 of the Education building, and the lift shafts/services riser for the Lands building i.e. from commencement of ground disturbance, to approximately 4m below the current ground surface across both buildings, noting that the ground surface slopes down towards the Lands building. Any deeper excavation proposed for the development will have little to no potential to encounter archaeological deposits as they extremely unlikely to occur deeper than 4m below the current ground surface.

Phase 1—Establishment of the Colony (1788–1810)

Potential archaeological evidence relating to Phase 1 use of the site would predominantly relate to the first permanent timber buildings and outbuildings associated with the first civil officers' of the colony, and has been assessed to have **moderate to high potential** to be present at the subject site.

While the exact locations of the original timber buildings from Phase 1 (Commissary, Judge-Advocate, Surveyor-General and Chaplain) are not known, historical plans suggest that the main structures may have been located in the north of the lots (Figure 9), with the gardens predominantly to the south. The potential for archaeological evidence relating to Phase 1 remaining within the subject site has previously been summarised as:

- **high potential** for fragmentary and ephemeral evidence of the 1792 structures, their gardens, fencelines and outbuildings to still exist within the north-western area of the site;
- **low-moderate potential** for evidence related to these buildings to be found in the more disturbed cut down sections in the south-east areas;
- **high potential** for palaeobotanical data relating to the pre-settlement environment of the subject site to be present within remnant soils (especially considering only small samples are required to recover this data);
- **high potential** for wells, cesspits, rubbish dumps and early infrastructure to survive; and
- **low potential** for evidence for post-contact interaction between Aboriginal and non-Aboriginal people.

Ground impacts from the proposed development are predominantly limited to the south eastern portion of the site (as shown in Figures 22 - 23). Due to the lack of historical plans from this phase of the site's development (c.1788-1810), there are no definitive plans that clearly show historical structural footprints to use as overlays in conjunction with the existing excavation plans.

Instead, Table 3 below summarises the potential historical archaeological evidence from Phase 1, in accordance with how likely this evidence would be encountered (considering the extent of development excavation) (Low/Moderate/High) and the impact of the development on this evidence if found (None/Partial/Full).

Table 3: Phase 1 (1788-1810) Historical Archaeology Impact Summary

Potential Archaeological Evidence	Archaeological Potential	Potential for Excavation to Encounter	Impact (if found)
1792 Structures (Fragmentary and Ephemeral Evidence)	Low-moderate	Low-Moderate	Partial
Palaeobotanical Data	High	Low-Moderate	Partial
Wells, cesspits, rubbish dumps, early infrastructure	High	Low-Moderate	Partial
Evidence for post-contact interaction	Low	Low	Partial

Phase 2—Macquarie-era Buildings and road/sewer development (1810-1876)

Potential archaeological evidence relating to the Phase 2 historical occupation of the subject site (1810-1876) would predominantly relate to the Macquarie-era officer's houses (i.e. Colonial-Secretary's residence, Judge-Advocate's residence, and Surveyor General's residence), and associated evidence. The subject site generally has **high potential** to contain archaeological evidence relating to this phase.

Historical plans are available for this phase of occupation of the subject site, and therefore, are able to be directly compared with the proposed excavation footprint to determine the potential impact to archaeology with greater accuracy than Phase 1.

The potential for archaeological evidence relating to Phase 2 remaining within the subject site can be summarised as:

- **high potential** for evidence (remnant fabric of the structure and associated materials) associated with the Judge-Advocate's residence beneath the Loftus Street vehicular entry to the Education building;
- **high potential** for evidence (remnant fabric of the structure and associated materials) associated with the Colonial Secretary's residence under the central atrium of the Education building;
- **high potential** for evidence associated with the Surveyor General's office in the southern area of the Lands building; and
- **high potential** for evidence of boundary walls, gardens and related landscaping elements associated with all three Macquarie-era structures (i.e. Surveyor General's Office, Judge-Advocate's residence and Colonial Secretary's residence).

The historical plans which depict the general location and structure of the Macquarie-era buildings compared with the footprint of the proposed excavation area, suggest that the following potential impacts may occur:

- the western edge of excavation beneath the Education building, while not directly associated with the documented location of the Judge-Advocate's residence, is in close proximity, and has a low potential to impact on the eastern side of this structure, including remnant fabric of the building itself, and any associated outbuildings, boundary walls, cesspits, rubbish dumps etc.;
- excavation for the basement under the Education building has a high potential to encounter structural remains associated with the Colonial Secretary's residence (where they may have survived the prior development at the site- i.e. development of the Education building);
- excavation for installation of lift shafts and service routes under the Lands building has the potential to encounter structural remains, associated outbuildings, boundary walls, cesspits, rubbish dumps etc., associated with the Surveyor General's office, however, due to the minimal and localised nature of excavation in this area, there is a low potential for excavation to encounter substantial historical archaeological deposits;
- all development excavation has the potential to encounter archaeological features such as wells, cesspits, rubbish dumps, etc., associated with all three Macquarie-era structures; and
- all development excavation has the potential to encounter archaeological features such as boundary walls, gardens and related landscaping elements associated with all three Macquarie-era structures.

Two stages of development demolition and excavation have the potential to impact historical archaeology from Phase 2, that is; the removal of the concrete slab and existing built fabric (both buildings), and excavation for Basement 1 (Education building)/lift shafts and services (Lands building). As these demolition/excavation footprints differ slightly, the areas of potential impact have been presented in Figure 26 (concrete slab) and Figure 27 (Basement 1 excavation).

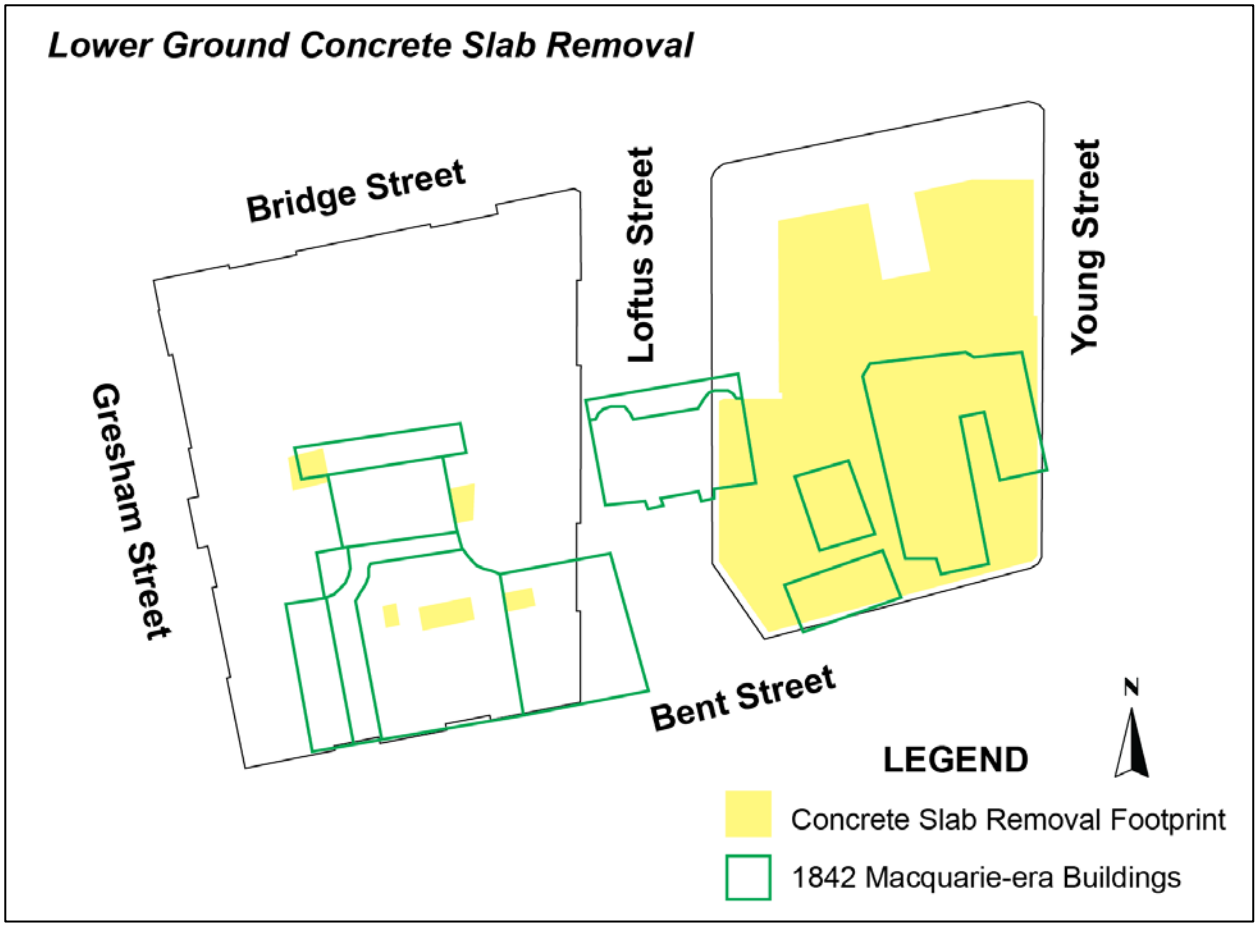


Figure 25: Lower Ground Concrete Slab Removal—Potential Impact: Phase 2 Historical Archaeology (Source: Curio 2016)

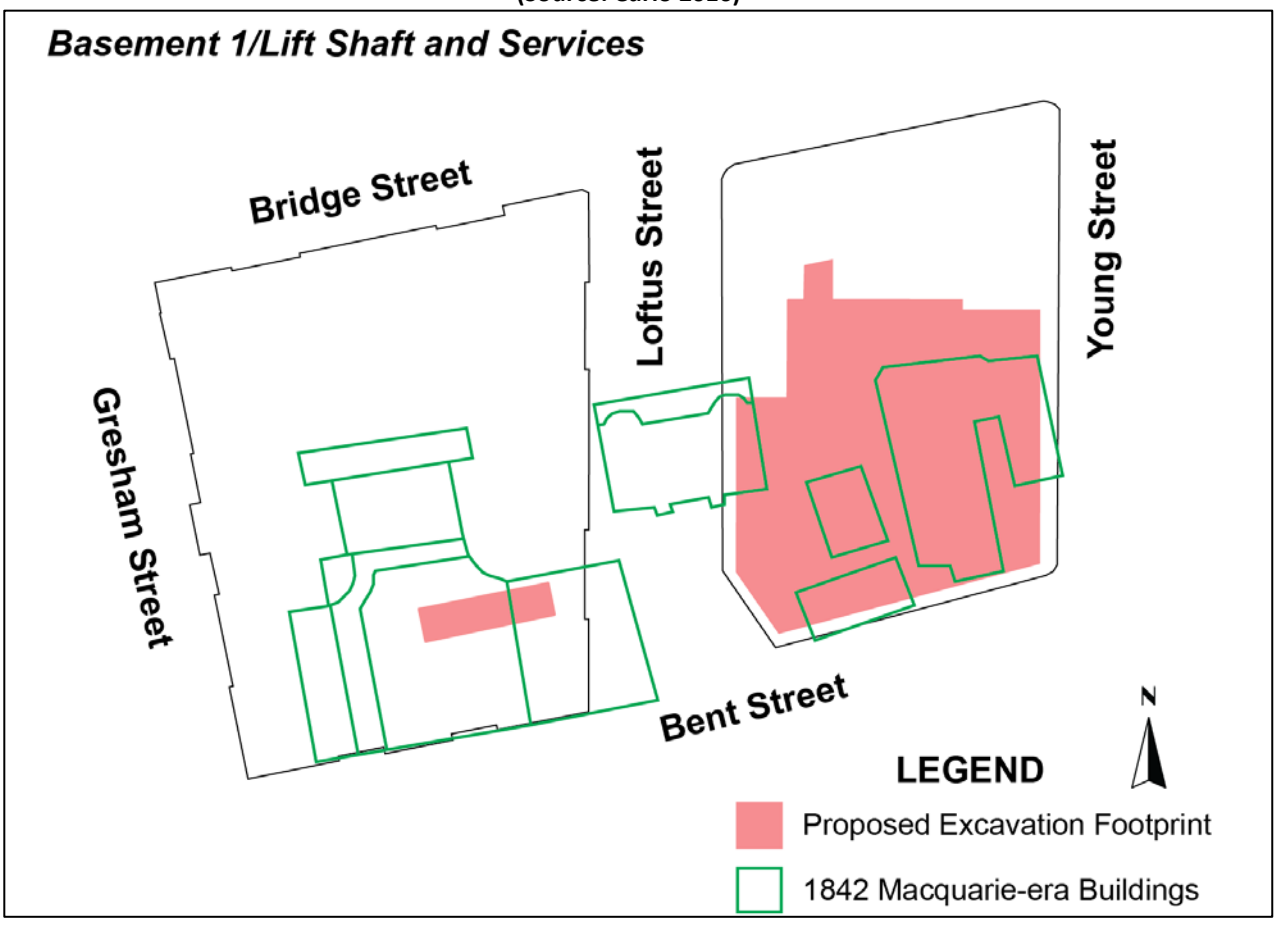


Figure 26: Basement 1/Lift Shafts and Services Excavation—Potential Impact: Phase 2 Historical Archaeology (Source: Curio 2016)

It should be noted that historical maps are generally known to be inaccurate, and therefore the assessment of the location of potential archaeological structures should be considered to be indicative, and not definitive. The potential impacts on Phase 2 historical archaeological deposits have been summarised in Table 4.

Table 4: Phase 2 (1810–1876) Historical Archaeology Impact Summary

Potential Archaeological Evidence	Archaeological Potential	Potential for Excavation to Encounter	Impact (if found)
Judge-Advocate's Residence (Structures)- *Loftus Street Vehicular Access*	High	High	Partial (Only eastern side)
Colonial Secretary's Residence (Structures)- *Education Building*	High	High	Likely Total
Surveyor General's Office (Structure)- *Southern area of Lands Building*	High	Low	Partial
Wells, cesspits, rubbish dumps, associated infrastructure	High	High	Partial
Boundary walls, gardens and related landscaping elements (all Macquarie-era buildings)	High	Moderate-High	Partial

Phase 3—Lands and Education Buildings (1876-1893 and 1912-1930)

Potential archaeological evidence within the subject site related to Phase 3 occupation is predominantly related to the construction and use of the Lands and Education buildings, and is considered to have **high potential** to be present.

Due to the staged nature of development of the Lands building, the Macquarie-era building (i.e. the Surveyor General's Office) was retained and extended in the south of the lot, while the northern part (Stage 1) of the Lands building was constructed. Therefore, archaeological evidence associated with this historical Phase of site use also includes any late 1800s extensions to the Surveyor General's Office, if they survive.

Therefore, the potential for archaeological evidence relating to Phase 3 remaining within the subject site can be summarised as:

- **high potential** for evidence of late 1800s extensions to the Surveyor General's Office under the Lands building (i.e. boundary walls, stables, offices, outbuildings etc);
- **high potential** for features (such as artefacts, rubbish dumps etc) associated with the Phase 3 use of the Colonial Secretary's office, although these would likely be location in conjunction with the Phase 2 relics and archaeological resource;
- **high potential** for evidence of the moat and its construction (not considered a 'relic' as it is a part of the existing fabric of the standing building, but still considered an archaeological resource);
- **high potential** for evidence of the former original carriageway and carriage loop, including paving and associated features, at the Gresham Street driveway of the Lands building (whilst

also not technically considered a 'relic' is still considered to be a significant archaeological resource);

- **high potential** for evidence of the construction, building footings, drainage features and other underground services associated with both the Lands and Education buildings;
- **high potential** for evidence of introduced land fill; and
- **moderate to high potential** for artefactual material contained within walls, fireplaces, floor space and other cavities within the existing buildings (not considered 'relics' as not located below ground, but still considered an archaeological resource).

Dove's 1880 map of Sydney provides a historical plan of the extensions to the Surveyor General's Office during the first stage of development of the Lands building (Figure 16), and has been considered alongside the proposed development impacts in order to more accurately determine the likelihood at the proposed development may impact the archaeological resource from this historical phase of site use. At the time of production of this plan, the Education building had not yet been constructed, and it appears that minimal physical alterations had been made to the Colonial Secretary's house.

Based on the excavation locations and depth for the proposed development (as described above) and in consideration of historical plans and development of the Lands and Education buildings between 1876 and 1930, the following potential impacts may occur:

- excavation for installation of lift shafts and service routes under the Lands building has the potential to encounter structural remains, associated outbuildings, boundary walls, cesspits, rubbish dumps etc associated with the the late 1800s extensions to the Surveyor General's office (used by the Department of Lands), however, due to the minimal and localised nature of excavation in this area, there is a low potential for excavation to encounter substantial historical archaeological deposits;
- as noted for Phase 2 impacts, excavation for the basement underneath the Education building has the high potential to encounter structural remains associated with the Colonial Secretary's residence, and therefore also has high potential to encounter materials associated with the Phase 3 use of the building, including rubbish dumps, relics, artefacts etc.;
- potential to encounter evidence of the construction, building footings, drainage features and other underground services associated with both the Lands and Education buildings during excavation, higher potential under the Education building than through the minimal excavation impacts under the Lands building; and
- general potential to encounter introduced land fill during development excavation.

Two stages of development demolition and excavation have the potential to impact historical archaeology from Phase 2, that is; the removal of the concrete slab and existing built fabric (both buildings), and excavation for Basement 1 (Education building)/lift shafts and services (Lands building). As these demolition/excavation footprints differ slightly, the areas of potential impact have been presented in Figure 28 (concrete slab) and Figure 29 (Basement 1/lift shafts and services excavation).

It is important to note that there are no proposed impacts within the Lands building underground 'moat' (Figure 30). The potential impacts on Phase 3 potential historical archaeological deposits have been summarised in Table 5.

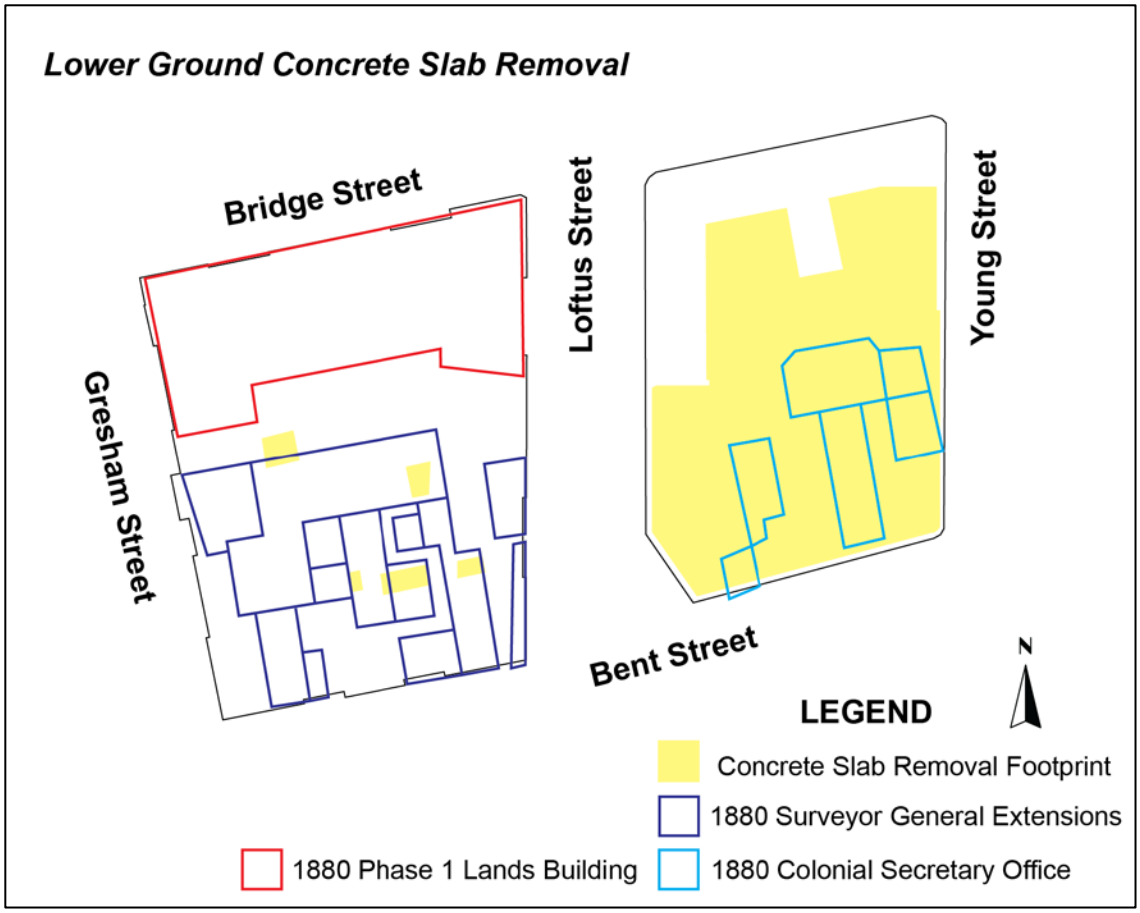


Figure 27: Lower Ground Concrete Slab Removal—Potential Impact: Phase 3 Historical Archaeology–1880s (Dove's Plan)

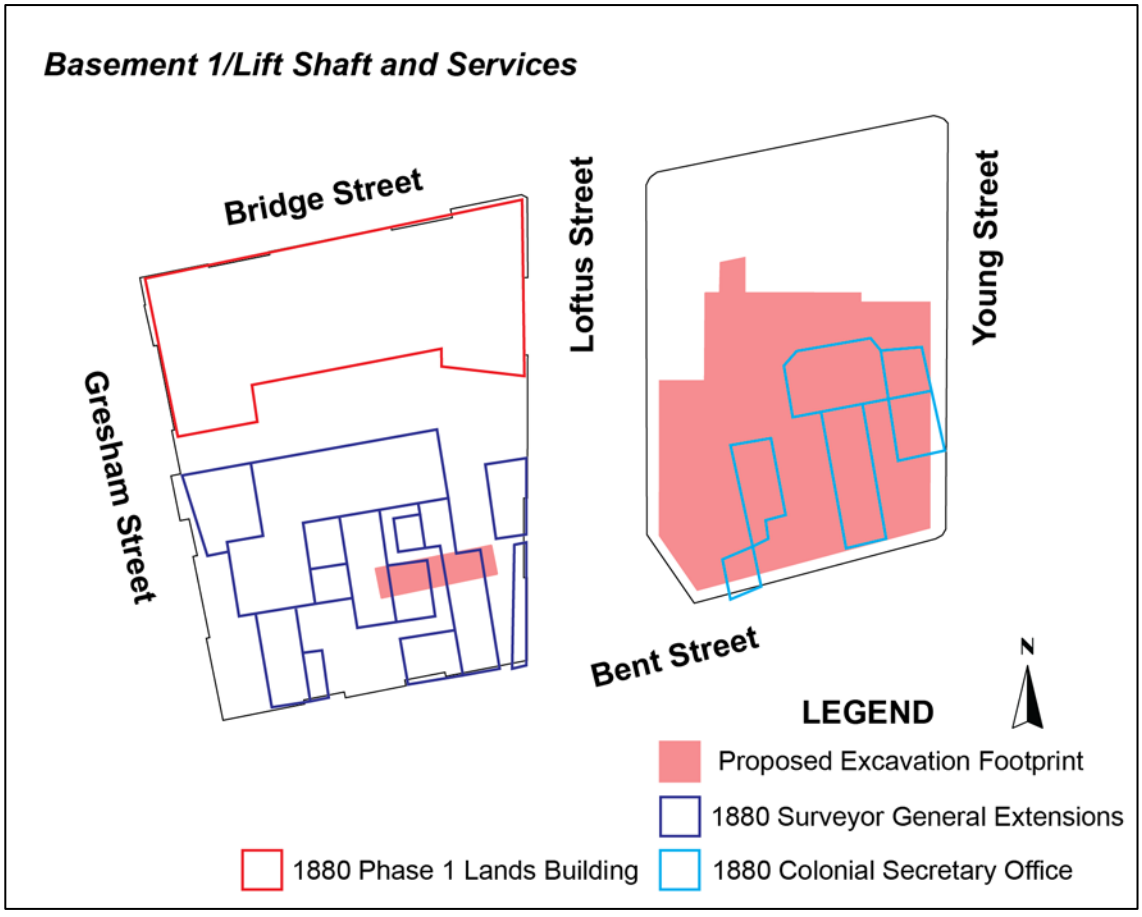


Figure 28: Basement 1/Lift Shafts and Services Excavation—Potential Impact: Phase 3 Historical Archaeology (Source: Curio 2016)

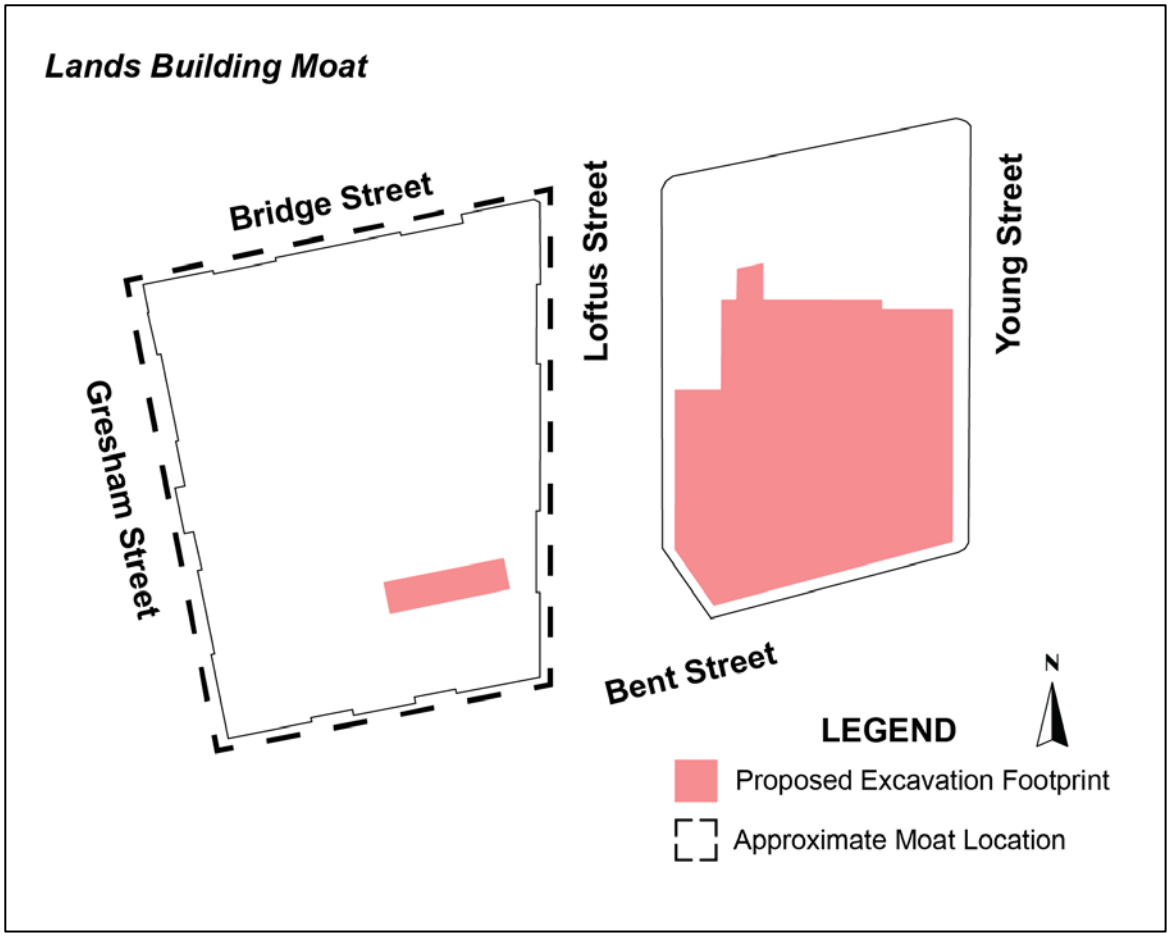


Figure 29: Potential Impact on Lands Building Moat (Source: Curio 2016)

Table 5: Phase 3 (1876–1893 and 1912-1930) Historical Archaeology Impact Summary

Potential Archaeological Evidence	Archaeological Potential	Potential for Excavation to Encounter	Impact (if found)
1880s extensions to the Surveyor General's Office under the Lands building (i.e. boundary walls, stables, offices, outbuildings etc)	High	Moderate	Partial
Features, relics, artefacts associated with the use of the Colonial Secretary's Office during Phase 3 occupation of the site	High	High	Likely Total
Moat and its construction	High	Nil	N/A
Former original carriageway and carriage loop (including paving and associated features) (Gresham St, Lands building)	High	Nil	N/A
Evidence of construction of, building footings, drainage features and other underground services associated with both the Lands and Education buildings	High	Moderate	Partial

Potential Archaeological Evidence	Archaeological Potential	Potential for Excavation to Encounter	Impact (if found)
Introduced land fill	High	Moderate	Low
Artefactual material contained within walls, fireplaces, floor space and other cavities within the existing buildings (not 'relics')	Moderate to High	*Ground Excavation will not encounter. Demolition of internal walls has a low-moderate potential to encounter.*	Low

9.0 Mitigation Measures

The potential archaeological impacts that are proposed to occur as part of the redevelopment of the 'Sandstone Precinct' have been carefully considered as part of the Stage 2 SSD process. The proposed redevelopment of the site has been designed to balance the need to conserve State significant, highly intact building fabric with the need to conserve as much of the potential State significant archaeological resource as possible.

Pontiac Land Group, MAKE Architects, GBA Heritage and Curio Projects have worked in very close collaboration since the commencement of the Stage 2 DA process to develop an outcome that will deliver an outstanding world class luxury hotel that respects the significance of the archaeological resource and as part of the Stage 2 process, has resulted in a greatly improved outcome for the archaeology, where it will now be conserved in part (throughout most of the Lands Building site), explored in part (Education Building) and interpreted within the final redevelopment of the site. The following sub-sections provide the detailed mitigative response to the proposed archaeological impacts.

9.1. Conservation of Built Heritage Fabric

The Stage 1 SSD consent for the site granted approval for the full excavation of land below the Lands Building and the Education Building, and across the rest of the entirety of the development site. The approval was granted on the understanding that any impacts on potential State significant archaeology, as a result of the full site excavation, would be fully and adequately mitigated as part of the Stage 2 SSD process.

The excavation was approved to provide flexibility within the below-ground levels of the site for a variety of key uses, which include the:

- redistribution of services and plant from the building roofscapes to below-ground;
- provision of new space for the back of house facilities;
- Provision of new spaces for guest facilities such as conference spaces, a ballroom and meeting rooms;
- provision of carparking (if required); and
- provision of a subterranean pedestrian link between the Lands Building and the Education Building, below Loftus Street.

In particular, the excavation for the subterranean link was approved to allow for a pedestrian linkage between the two buildings, below Loftus Street, to minimise and/or avoid the need for major new entries through the highly significant street facades of the two buildings.

The relocation of the plant to below-ground was approved in order to achieve a far superior aesthetic outcome for the external fabric and appearance of both buildings than the visual impact of the existing rooftop plant rooms and services. Without the basement excavation proposed, it would not be possible to remove the plant from the roofscapes, as approved in the Stage 1 SSD. The removal of the rooftop plant and services allows for significant views to and from the buildings to be fully appreciated and provides for public access to spaces that have never been previously accessible.

There is the need to provide a new space for the ballroom within the redevelopment of the site that does not have a severe impact on known fabric of State heritage significance. The below-ground excavation will allow for the construction of the ballroom without requiring any major, irreversible intervention into exceptionally significant built fabric and spaces within either the Lands Building or the Education Building. This is an extremely positive heritage outcome that can only be achieved through the excavation proposed below the Education Building.

In conclusion, the basement excavation is considered to be necessary component of the development because it facilitates the minimization of the physical and visual intervention into heritage fabric of both the Lands and Education Buildings. Without the basement levels proposed for the Education Building, alternate, direct impacts to existing built heritage fabric of exceptional and high significance would be required in order to accommodate the removal of the plant and services from the roofscapes of both buildings, new guest facilities and back of house functions.

9.2. Conservation of Archaeological Resources (Insitu)

The bid to reduce the proposed excavation impacts, from that which was approved as part of the Stage 1 SSD, has been part of a very, detailed and deliberate ongoing design process throughout the whole of the Stage 2 SSD development program.

One of the primary drivers for the reduction in excavation has been to enable the conservation of as much of the potential archaeological resource as possible for future research and interpretative opportunities. This approach has resulted in the excavation impacts generally being limited to one major area of deep excavation within the Education Building, and only minor, discrete excavation impacts proposed within the Lands Building. This limited excavation leaves more than half of the site undisturbed and unexcavated whilst still allowing for the key objectives of the Stage 1 SSD to be met – which is to provide below-ground facilities in order to conserve more building fabric.

As a result, potential archaeological resources will be conserved insitu (undisturbed) across more than half of the 'Sandstone Precinct', which is a major archaeological conservation outcome, especially when the allowable excavation approved as part of the Stage 1 SSD was for the whole of the site. This outcome shows the intent of the team involved in the delivery of the project to ensure that the conservation outcomes for potential archaeological resources will be maximised as much as possible, throughout the duration of the project.

It was considered most appropriate to consolidate the key impacts associated with the reallocation of the plant and services; construction of a new ballroom; back of house facilities, etc., into one location (below the Education Building), where possible, in order to minimise the level of disturbance required to archaeological resources within the 'Sandstone Precinct'.

The key area of impact is generally within the central and southern zone of the Education Building. This location was initially chosen because it is within an area that is most likely to have been subject to some historic cutting down (if any historic cutting down of the site has occurred) and is the most functional location and/or access point for the new grand ballroom space, subterranean pedestrian link, back of house facilities; and new plant room and services.

Another key determining factor in the decision to locate the basement excavation below the Education Building rather than the Lands Building, related to the ability of either building to sustain excavation for a three-level basement. The age and structural system of the Lands Building was determined, by the project's structural engineers to be at a much higher risk of damage, and less able to cope with deep excavation, than the Education Building. Therefore, it was determined that there was far less risk to excavate below the Education Building, in terms of fabric protection.

In order to allow for some flexibility within the site works program, the proposed excavation footprint within the Education Building has been expanded, slightly, compared to that which is required, so that there is the possibility to explore the partial insitu retention of archaeological remains, if found. Due to the extent of excavation required, it will not allow for full, insitu retention of significant archaeological features (most likely associated with the former Colonial Secretary's Building), if found, but there may be some opportunity, where practical, to retain a small sample, or partial section of significant archaeology, if exposed. This would be determined in consultation with

key stakeholders, including the client, the archaeological team, DPE and the NSW Heritage Division, should the opportunity arise.

9.3. Archaeological Research Potential

The proposed adaptive reuse of the 'Sandstone Precinct' has been designed to have the least impact possible on significant built heritage fabric, as well as the least impact possible on potentially significant archaeological resources, if found.

As previously discussed, whilst the Stage 2 SSD has successfully reduced the proposed impacts, there is still an unavoidable requirement for excavation within the central and southern zone of the Education Building; and in small, discrete locations within the Lands Building in order to facilitate the redevelopment of the whole of the site and in order to reduce potential impacts to intact, built heritage fabric of exceptional significance (at a State level).

The resultant excavation impacts to potential archaeological fabric of State significance can, however, be positively offset through archaeological investigation and interpretation of significant archaeology, if found. The potential archaeological resource meets with all of the key research-related criteria, as defined in the *Assessing Significance for Historical Archaeological Sites and 'Relics'*[69] guidelines issued by the NSW Heritage Division, and as discussed in Section 7.0 of this report. As a result, it has been demonstrated, that the overall significance of the place can be enhanced through the targeted archaeological excavation proposed in the Education Building, as well as the more discrete, minor areas of excavation in the Lands Building.

The excavation provides a rare opportunity for archaeologists to undertaken a thorough archaeological investigation of one consolidated area of the site, as well as other smaller, discrete areas (whilst leaving the bulk of the remaining site area undisturbed), in a highly significant area of the city that has the potential to contain rare, State significant historical archaeological remains associated with three key phases of occupation, dating back to at least 1788.

The three phases of historical use of the study area have been identified as:

- Phase 1—Establishment of the Colony (1788-1810);
- Phase 2—Macquarie Era Buildings and road/sewer development (1810-1876); and
- Phase 3—Lands and Education Buildings (1876-Present).

Careful, focused archaeological investigation of the locations proposed to be excavated has the potential to provide tangible physical evidence related to significant, undocumented colonial structures, as well as significant cultural deposits that have not previously been investigated. This type of evidence and information is unable to be obtained through any other resource and would contribute significantly to our understanding of the use of the site over time.

Such evidence, if found, has the ability to demonstrate and interpret the daily lives of early convicts, colonial officers and their families; the day to day workings of the administration of the early Sydney colony; as well as its progression through the history of the Sydney colony.

This type of archaeological site is not routinely documented or well-represented in contemporary heritage interpretations, as the opportunity to examine such a rare site type is uncommon. Therefore, the need to undertake the partial excavation of a site such as this, provides an extremely rare opportunity to investigate and then interpret a small 'snapshot' of the evidence that exists within a cultural landscape that was irreversibly changed as a result of the arrival of non-Aboriginal people and the establishment of the first colony in Australia.

[69] NSW Heritage Branch 2009, *Assessing Significance for Historical Archaeological Site and 'Relics'*: p11

Archaeological research at the site has the potential to contribute significant new information to the datasets and knowledge that only exist as a result of archaeological investigations that were previously carried out at closely associated sites, such as the Young Street excavations and the First Government House Site. As these sites have demonstrated, tangible evidence pertaining to early colonial life, when adequately researched, recorded and interpreted can provide an invaluable resource, for current and future generations, that is unable to be acquired in any other way.

It is considered that the limited excavation program, if undertaken in accordance with an approved Research Design and Excavation Methodology (to be prepared prior to construction on site) will contribute significantly to our understanding Sydney's earliest colonial development, and possibly, pre-European environment, in a way that no other resource can.

9.3.1. Interpretation of Archaeological Resources

The potential archaeological structural remains, and cultural deposits from all three phases of occupation may provide excellent opportunities for public interpretation that can provide a rare tangible link between the current city of Sydney and its occupants, continuously back through to the original colonial settlement which was founded on the back of convict labour.

The proposal to use interpretative elements within the new development to represent the significant history and archaeological resource of the site (if found) will ensure that the historical, archaeological and social significance of the site is captured for current audiences, and future generations within a contemporary interpretative context.

There are a variety of options to consider with respect to the interpretation of archaeological relics, ranging from insitu retention and possible display (as discussion in subsection 9.2) through to 3d scanning (such as at the Opera House site – Lime Kilns and Fort Denison), artefact displays within public areas of the new hotel, digital apps, art installations and references within landscaping and paving treatments, where relevant. The contemporary opportunities, including the digital media options now available for the interpretation of archaeological resources, will allow for a multitude of interpretative options to be considered before being tailored specifically to the type of archaeology found, within the context of the broader heritage interpretation strategy proposed for the hotel and its surrounds.

The interpretation plans prepared for the 'Sandstone Precinct' as part of the Stage 2 SSD application and CMPs for the sites include specific guidelines and polices for the development of suitable interpretation of archaeological resources, if found. In particular, the CMP Archaeological Policies for the Lands Building and the Education Building state that:

Where an archaeological investigation yields significant evidence either in the form of new information and/or the discovery of significant relics, onsite interpretation of the archaeological program is to be undertaken within suitable publicly accessible locations on site. Consideration should be given to in situ retention of significant structural remains, where practical, as part of the interpretative options for the site.[70]

[70] GBA Heritage, October 2016. *Conservation Management Plan, The Education Building, 35-39 Bridge Street, Sydney.* Report prepared for Pontiac Land Group and GBA Heritage, October 2016. *Conservation Management Plan, The Lands Building, 23-33 Bridge Street, Sydney.* Report prepared for Pontiac Land Group.

The Interpretation Strategies also state that:

The site has the potential to contain archaeological resources (such as personal items, domestic wares, building remains, palaeobotanical evidence), that if discovered would form the basis of a more detailed archaeological interpretation strategy that would be prepared upon conclusion of the archaeological program.[71]

The final interpretative outcomes for the site would be determined in consultation with the key stakeholders, including the RAPs, relevant consent authorities and other relevant agencies, such as the Museum of Sydney, as required.

9.4. Unexpected Archaeological Resources

While the discovery of an Aboriginal archaeological deposit is not expected within the subject site, in the unlikely event that natural soil profiles with the potential to retain Aboriginal archaeological deposits are encountered during site works, the document entitled '*Aboriginal Cultural Heritage Methodology and Methodology for Unexpected Aboriginal Archaeology*' (Appendix C) has been prepared in consultation with the Registered Aboriginal Parties (RAPs) for the project and would be implemented. It includes the need to stop work and notify OEH of the discovery of an unexpected Aboriginal object or place.

Whilst, this report has considered the potential for a broad range of undocumented archaeological relics to be discovered on site, should any unexpected historical archaeological relics be discovered during the works program, then works will cease in the immediate area within close vicinity of the potential archaeological find, and the area will be cordoned off. The project historical archaeologist will be contacted for advice, prior to the removal of any potential relics. The methodology for recording and/or removal of any unexpected archaeological relics will be discussed with the NSW Heritage Division and the client, prior to works recommencing in the immediate vicinity of the discovery.

[71] GBA Heritage, 2016 *Interpretation Strategy: The Lands Building, 23-33 Bridge Street, Sydney* and GBA Heritage, 2016 *Interpretation Strategy: The Education Building, 35-39 Bridge Street, Sydney.*

10.0 Conclusions and Recommendations

10.1. Aboriginal Archaeology Conclusions

Based on the above assessment of environmental and archaeological context, as well as in consideration of the historical background for the site, previous land use and disturbance, and in the current statutory context (SSD development) for the entire development envelope, the following conclusions and recommendations are made regarding the management of Aboriginal archaeology within the Sandstone Precinct.

- The study area does not contain any previously registered Aboriginal sites.
- The study area is located in close proximity to the original foreshore of Sydney Cove, and the Tank stream.
- The study area would have been a focus for Aboriginal occupation prior to the establishment of the Sydney colony in 1788.
- The study area was a focus for the earliest government of Sydney colony, and was in close proximity to known sites of early contact and interaction between Aboriginal people and the first European colonists.
- There is a low potential for intact Aboriginal archaeological deposits to be present within the study area.
- There is a low to moderate potential for disturbed Aboriginal archaeological deposits to be present within the study area.
- Should intact Aboriginal archaeology be present within the study area, it would be of high significance.
- Should Aboriginal objects be present in a disturbed context within the study area, they would likely be of moderate scientific significance, but possibly of higher social or cultural significance to the local Aboriginal community.

Therefore, the study area has been assessed to have a ***low level of potential*** for Aboriginal archaeological deposits that would be of ***high scientific significance***.

10.2. Aboriginal Archaeological Recommendations

1. Aboriginal community consultation has been undertaken in accordance with OEH guidelines for this project, in order to seek information regarding the social and cultural values of the study area. Full details of the Aboriginal community consultation process are provided in Appendix B.
2. While the development is exempt from the requirement to seek an AHIP in accordance with the NPW Act due to its status as an SSD project, an Aboriginal Archaeological Impact Assessment (contained within this report) has been prepared, and methodology for unexpected Aboriginal archaeology has been developed, specific to the Stage 2 DA physical impacts, in order to guide the management and possible investigation (where required) of potential Aboriginal heritage within the study area.
3. While the discovery of an Aboriginal archaeological deposit is not expected within the subject site, in the unlikely event that natural soil profiles with the potential to retain Aboriginal archaeological deposits are encountered during site works, the document entitled '*Aboriginal Cultural Heritage Methodology and Methodology for Unexpected Aboriginal Archaeology*' (Appendix C) should be referred to for subsequent management and excavation methodologies.
4. In order to maintain best practice methodologies for any subsequent Aboriginal cultural heritage investigation and assessment within the study area, the following guidelines should continue to be adhered to:

- *Aboriginal cultural heritage consultation requirements for proponents 2010. Part 6 National Parks and Wildlife Act 1974* (April 2010);
- *Code of Practice for the Archaeological Investigation of Aboriginal Objects in New South Wales* (September 2010); and
- *Guide to Investigating, Assessing, and Reporting on Aboriginal cultural heritage in NSW* (April 2011).

10.3. Historical Archaeology Conclusions

The reassessment of the potential for significant historical archaeological resources to be present within the subject site is based on a thorough reassessment of the history of the site since 1788, including a reconsideration of how the patterns of previous land use, including land clearance, several phases of construction, demolition and redevelopment are likely to have influenced the archaeological record. A comparative analysis of similar site types located within close vicinity of the subject site has also provided an invaluable context for understanding the potential survival of historical archaeological resources at the subject site.

The following conclusions and recommendations are made regarding the management of historical archaeology within the Sandstone Precinct.

It is concluded that:

- Whilst the provisions of the Heritage Act are no longer strictly applicable (due to the project being designated SSD) there is still a need to archaeologically investigate, record and remove 'relics' of local and State significance in accordance with an approved historical archaeological research design and excavation methodology that complies with NSW State Government heritage policies and guidelines. The actual requirement to obtain a Section 60 permit is the only stage in the process that does not need to be adhered to, but the overall archaeological requirements and expectations for management of archaeological resources remain the same.
- The subject site has the potential to contain **State significant archaeological relics** associated with all phases of development at the site, including archaeological relics associated with Phase 1- Establishment of the Colony (1788 – 1810), Phase 2 – Macquarie Era (1810-1876) and Phase 3 – Lands and Education Buildings (1876 – 1893).
- It is likely that the historical archaeological resource will have been subjected to various levels of disturbances across many areas of the site, with the more intact archaeological resources likely to remain in the northern sections of the site fronting Bridge Street.
- The Bennelong Stormwater Channel no. 29 runs below Loftus Street, and along Gresham and Young Street. It is of State significance and will need to be protected during any works program.
- The Lands Building is surrounded by a subterranean moat that is located around the exterior of the building. This moat forms part of the state significant fabric of the building and will need to be protected during the works program.
- Cutting down of the site in the southern sections of the site is likely to have impacted on the archaeological resource. However, deep features, such as wells are still likely to remain insitu.
- Should previously undisturbed relics associated with Phase 1 of the site's history – the establishment of the colony be found during the redevelopment of the site, they would likely be considered to be rare -depending on their extent, nature and level of intactness.
- Should intact archaeological resources associated with any of the three key phases of the site's history be found, they would contribute to our understanding of the site and should form the basis of a comprehensive interpretation strategy to be implemented on site.

10.4. Historical Archaeological Recommendations

The development impacts should aim to minimise ground disturbance and excavation impacts to ensure that potential State Significant archaeological resource are preserved, where possible, as part of the redevelopment of the site.

1. Prior to commencement of excavation on site, an Archaeological Research Design and Excavation Methodology will be required to be prepared and submitted to the NSW Heritage Division and DPE for approval.
2. An Archaeological Interpretation Strategy that provides detailed interpretative options for significant archaeological resources, once found, will be required to be prepared prior to the issuance of the occupation certificate. (NB. An overarching Heritage Interpretation Strategy, which includes provisions for archaeology, has been prepared for the Sandstone Precinct by GBA. Following archaeological investigation, an Interpretation Strategy specific to the archaeological resource (if found) for the site would be prepared).
3. Due to the potential significance of the site, the archaeological investigation in areas proposed to be excavated, should be managed by an Excavation Director that meets the State Significant Excavation Director Criteria issued by the NSW Heritage Division.
4. Should unexpected, potential historical archaeological 'relics', skeletal remains or Aboriginal objects be discovered during the works program, then works must cease in the immediate area and the project archaeologist contacted for advice.
5. Depending on the nature, extent and significance of the find, further consultation with the NSW Heritage Division and/or OEH and archaeological investigation may be required, prior to works recommencing on site.

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APPENDIX A: AHIMS SEARCH RESULTS

APPENDIX B: DETAILS OF ABORIGINAL COMMUNITY CONSULTATION

APPENDIX C: ABORIGINAL CULTURAL HERITAGE METHODOLOGY AND METHODOLOGY FOR UNEXPECTED ABORIGINAL ARCHAEOLOGY

Details of Aboriginal Community Consultation

Sandstone Precinct, Bridge St, Sydney



Prepared by Curio Projects
October 2016

Curio Projects Pty Ltd Tel:0412737196 email:natalie.vinton@curioprojects.com.au ABN:7913918403

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1.0 Introduction

Curio Projects undertook a process of Aboriginal community consultation for the Sandstone Precinct project (23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), the road and public reserves at Gresham Street, Loftus Street and Farrer Place, Sydney), in accordance with best practice OEH guidelines, *Aboriginal Cultural Heritage Consultation Requirements for Proponents 2010* (Consultation Guidelines).

As stated by the OEH, 'consultation with Aboriginal people is necessary to understand their views and concerns about the proposed project but also to understand the cultural values present in the area that may be harmed'.[1] Consultation also recognises that:

> *Aboriginal cultural heritage has social/cultural, historic, aesthetic and scientific (archaeological) significance.*
>
> *Aboriginal people are the primary determinants of the cultural significance of their heritage.*
>
> *The involvement of Aboriginal people should occur early in the assessment process. This is necessary to ensure their cultural values and concerns are taken fully into account and their decision-making structures are able to function effectively.*

The objectives of Aboriginal community consultation, as stated by the OEH are as follows:

The objective of community consultation is to ensure that Aboriginal people have the opportunity to improve assessment outcomes by:

- *providing relevant information about the cultural significance and values of the Aboriginal object(s) and/or place(s)*
- *influencing the design of the method to assess cultural and scientific significance of Aboriginal object(s) and/or place(s)*
- *actively contributing to the development of cultural heritage management options and recommendations for any Aboriginal object(s) and/or place(s) within the proposed project area*
- *commenting on draft assessment reports before they are submitted by the proponent to DECCW.* [2]

This short report documents the Aboriginal community consultation process as undertaken for the project, generally in accordance with the OEH guidelines.

[1] DECCW (Now OEH) 2010, *Aboriginal cultural heritage consultation requirements for proponents 2010*, p. 7
[2] DECCW (Now OEH) 2010, *Aboriginal cultural heritage consultation requirements for proponents 2010*

2.0 Stage 1—Notification of Project Proposal and Registration of Interest

Stage 1 of the OEH Consultation Guidelines is the notification of project proposal and registration of interest. The aim of this stage of the consultation process is 'to identify, notify and register Aboriginal people who hold cultural knowledge relevant to determining the cultural significance of Aboriginal objects and/or places in the area of the proposed project.'[3]

This stage includes the following steps:

1.1 Compilation of a list of Aboriginal stakeholders

Proponents are responsible for ascertaining, from reasonable sources of information, the names of Aboriginal people who may hold cultural knowledge relevant to determining the significance of Aboriginal objects and/or places. Reasonable sources of information could include (a) to (g) below. Proponents must compile a list of Aboriginal people who may have an interest for the proposed project area and hold knowledge relevant to determining the cultural significance of Aboriginal objects and/or places by writing to:

(a) the relevant OEH regional office

(b) the relevant Local Aboriginal Land Council(s)

(c) the Registrar, Aboriginal Land Rights Act 1983 for a list of Aboriginal owners

(d) the National Native Title Tribunal for a list of registered native title claimants, native title holders and registered Indigenous Land Use Agreements

(e) Native Title Services Corporation Limited (NTSCORP Limited)

(f) the relevant local council(s)

(g) the relevant catchment management authorities for contact details of any established Aboriginal reference group.

1.2 Newspaper Advertisement

The proponent must also place a notice in the local newspaper circulating in the general location of the proposed project explaining the project and its exact location. (There must be a minimum of 14 days from the date the letter was sent or notice published in the newspaper to register an interest.)

1.3 Aboriginal notification of the proposed project and an offer to be involved in the consultation

Proponents must write to the Aboriginal people whose names were obtained in steps 1 and 2 and the relevant Local Aboriginal Land Council(s) to notify them of the proposed project.

1.4 Identification of Registered Aboriginal Parties (RAPs)

Stages 1.1–Stage 1.4

A newspaper advertisement was placed in the Central Courier local paper on 3 August 2016 (Figure 1), inviting registration of local Aboriginal people who hold cultural knowledge relevant to determining the

[3] DECCW (OEH) 2010: p. 10

significance of the Sandstone Precinct project area. 14 days was given to register an interest (i.e. 17 August 2016).



On behalf of
Pontiac Land Group
(the proponent)

Curio Projects (heritage consultants) seek registration from local Aboriginal groups and people with respect to a proposed development.

The project site is known as the Sandstone Precinct, and consists of 23-33 Bridge Street, Sydney (Lands Building), 35-39 Bridge Street, Sydney (Education Building), as well as road and public reserve(s) at Gresham Street, Loftus Street, and Farrer Place, Sydney and is situated within the City of Sydney LGA.

The proposed project entails the redevelopment of the site as a luxury hotel. Pontiac Land Group will sensitively adapt these iconic buildings with world-leading architecture and design and position this as one of the finest hotels in the world. The development will rejuvenate the Sandstone Precinct as a destination and a focal point of interest for the city of Sydney.

This project will be approved as a State Significant Development (SSD 7484) in accordance with Section 78A(8A) of the Environmental Planning and Assessment Act 1979, and therefore will be exempt from the requirements for an Aboriginal Heritage Impact Permit (AHIP) in accordance with Section 90 of the NSW Parks and Wildlife Act 1974.

Curio Projects invite local Aboriginal people who hold cultural knowledge relevant to determining the significance of Aboriginal object(s) and/or places in the area of the Sandstone Precinct, to register an interest in a process of community consultation.

Please forward registrations to Curio Projects no later than 17 August 2016, via phone, email or mail to:

Sam Cooling, Curio Projects
Level 1/24-26 Botany Road, Alexandria NSW 2015
sam.cooling@curioprojects.com.au
0402 522 789

FIGURE 1: NEWSPAPER ADVERTISEMENT, CENTRAL COURIER, 3 AUGUST 2016

Table 1 details the statutory bodies who were contacted via emailed letter on 3 August 2016, requesting a list of any relevant Aboriginal people/groups who should be consulted with respect to this project, as well as any response received. Approximately 14 days was allowed response.

TABLE 1: STAGE 1.1—STATUTORY BODIES

Body/Group	Contact	Date Sent	Date Reply	Comment
Office of Environment and Heritage	Ms Susan Harrison	3 August 2016	9 August 2016	List of Aboriginal stakeholders
The Registrar, *Aboriginal Lands Rights Act*	Ms Tabatha Dantoine	3 August 2016	9 August 2016	No registered Aboriginal Owners pursuant to Division 3 of the Aboriginal Land Rights Act 1983 (NSW)
National Native Title Tribunal (NNTT)	Enquiries	3 August 2016	3 August 2016	No Indigenous Land Use Agreements, Scheduled or Registered Native Title Claims or Determined Claims over Sydney LGA.
Metropolitan LALC	Mr Jay Daley	3 August 2016	24 August 2016	Registration of interest in project
City of Sydney	N/A	3 August 2016	No response	
Native Title Services Corporation (NTC Corp)	N/A	3 August 2016	No response	
Local Land Services, Greater Sydney	Ms Margaret Bottrell	3 August 2016	4 August 2016	Recommend contact OEH

Following the correspondence from the statutory bodies, a list of names was compiled and all Aboriginal people were sent a letter on 19 August 2016, via email or registered post, inviting their registration in the project (Stage 1.3).

Stage 1.5—Registered Aboriginal Parties (RAPs)

Table 2 provides the list of the ten Registered Aboriginal Parties (RAPs) as identified through the Aboriginal consultation process for the Sandstone Precinct project.

TABLE 2: REGISTERED ABORIGINAL PARTIES

Organisation/Person	Contact	Date Registered	Notes/Comment
Darug Land Observation (DLO)	Mr Gordon & Jamie Workman	11 August 2016 (Email)	Registration
Darug Aboriginal Cultural Heritage Assessments (DACHA)	Mr Gordon Morton/Ms Celestine Everingham	11 August 2016 (Phone Call)	Registration
Gundangarra Tribal Technical Services (GTTS)	Mr Christopher Payne	22 August 2016 (Phone Call)	Suggested if Aboriginal archaeology is required, signs could be put around site re: Aboriginal land
Metropolitan Local Aboriginal Land Council (MLALC)	Mr Jay Daley	24 August 2016 (Email)	Registration
Murramarang	Ms Roxanne Smith	31 August 2016 (Email)	Registration
Gulaga	Ms Wendy Smith	31 August 2016 (Email)	Registration
Biamanga	Seli Storer	31 August 2016 (Email)	Registration
Goobah	Mr Basil Smith	31 August 2016 (Email)	Registration
Cullendulla	Mr Corey Smith	31 August 2016 (Email)	Registration
Tocomwall	Mr Scott Franks	21 September 2016 (Phone Call)	Registration

3.0 Stage 2—Presentation of Information about the Proposed Project

Stage 2 of the OEH Consultation Guidelines is presentation of information about the proposed project, and aims 'to provide registered Aboriginal parties with information about the scope of the proposed project and the proposed cultural heritage assessment process.'

Stage 2 provides the opportunity for:

a. *the proponent to present the proposal, outline project details relevant to the nature, scope, methodology, and environmental and other impacts*
b. *the proponent to outline the impact assessment process including the input points into the investigation and assessment activities*
c. *the proponent to specify critical timelines and milestones for the completion of assessment activities and delivery of reports*
d. *the proponent and registered Aboriginal parties to clearly define agreed roles, functions and responsibilities*
e. *the registered Aboriginal parties to identify, raise and discuss their cultural concerns, perspectives and assessment requirements (if any).*

The results of the Stage 2 presentation of information to project RAPs should be documented by the proponent.

A document entitled *Aboriginal Cultural Heritage Methodology and Methodology for Unexpected Aboriginal Archaeology*, was provided to all project RAPs, either by email or post, on 28 September 2016. This document provided general project information (consistent with Stage 2 of the Consultation Guidelines), the proposed methodology for cultural heritage assessment (Stage 3), and a proposed methodology for unexpected Aboriginal archaeology at the subject site.

4.0 Stage 3—Gathering Information about Cultural Significance

Stage 3 of the Consultation Guidelines is to gather information about cultural significance. The aim of this stage is:

To facilitate a process whereby registered Aboriginal parties can:

a. *contribute to culturally appropriate information gathering and the research methodology*
b. *provide information that will enable the cultural significance of Aboriginal objects and/or places on the proposed project area to be determined*
c. *have input into the development of any cultural heritage management options.*

Due to the nature of the project (i.e. the redevelopment of existing buildings in the Sydney CBD with minimal ground disturbance), a decision was made to contact all RAPs via phone or email, rather than have an in person meeting, to discuss the nature of the project and provide an opportunity for all RAPs to ask any questions etc.

Sam Cooling of Curio Projects, contacted all RAPs, by phone where a phone number had been provided, or via email where a phone number was not available. Details of this communication are provided in Table 3, including any comments or items discussed.

TABLE 3: PRESENTATION OF INFORMATION, INITIAL PROJECT DISCUSSION

RAP	Contact	Date/Method	Comments/Discussion
Tocomwall	Mr Scott Franks	21 September 2016 (Phone)	Familiar with type of site and project methodology, happy to be in touch if natural soils are reached. Send through methodology document and will provide comment.
Gundangarra Tribal Technical Services	Mr Chris Payne	26 September 2016 (Phone)	Happy with methodology if there is low chance of Aboriginal archaeology being unearthed, happy to proceed on proposed basis, please send through methodology document via post.
Murramarang	Ms Roxanne Smith	27 September 2016 (Email)	Sam Cooling sent an email summarising base methodology and project impacts, requesting phone number to discuss project. No response received.
Cullendulla	Mr Corey Smith	27 September 2016 (Email)	Sam Cooling sent an email summarising base methodology and project impacts, requesting phone number to discuss project. No response received.
Biamanga	Seli Storer	27 September 2016 (Email)	Sam Cooling sent an email summarising base methodology and project impacts, requesting phone number to discuss project. No response received.
Goobah	Mr Basil Smith	27 September 2016 (Email)	Sam Cooling sent an email summarising base methodology and project impacts, requesting phone number to discuss project. No response received.

RAP	Contact	Date/Method	Comments/Discussion
Gulaga	Ms Wendy Smith	27 September 2016 (Email)	Sam Cooling sent an email summarising base methodology and project impacts, requesting phone number to discuss project. No response received.
MLALC	Mr Jay Daley	27 September 2016 (Email)	Sam Cooling sent an email summarising base methodology and project impacts, requesting phone number to discuss project. Also called MLALC to speak with Mr Daley, was asked to send an email. No response received.
DACHA	Mr Gordon Morton	27 September 2016 (Phone)	Gordon is familiar with site type and methodology approach (Wynyard Walk, 200 George Street), happy to be in contact further. Send through project methodology document.
DLO	Mr Gordon Workman	27 September 2016 (Phone)	Gordon is familiar with methodology approach and happy for us to get in contact if anything is found. Noted that artefacts were found from Sydney Light Rail excavation, but acknowledges that it is a different site and different works. Send through methodology document.

All RAPs were provided with the document *Aboriginal Cultural Heritage Methodology and Methodology for Unexpected Aboriginal Archaeology* on 28 September 2016. RAPs were asked to provide comment and/or response within two weeks (i.e. 12 October 2016). Only two responses were received regarding the above document, which are detailed in Table 4.

TABLE 4: RESPONSE TO METHODOLOGY DOCUMENT

RAP	Contact	Date Reply	Responses/Comment
Tocomwall	Mr Scott Franks	28 September 2016 (Email)	'I have read and understood the document you have sent me regarding Sandstone Precinct- Project, I agree in part with your methodology but must advise that Tocomwall was engaged with GML on the Wynyard walk project, on that project everyone had formed every a similiar assumptions that you have for this project. At the Wynyard project intact soils and Artefacts were located. Based on our experience and knowledge of this particular area I would like to make the following recommendations. • If the use of a geomorphologist is required, I suggest one that is on site, and that this person be sourced from Tocomwall Pty Ltd, Tocomwall has a geomorphologist on staff that is familiar with that area • The area is known to Tocomwall as having an extremely large camp site on it before settlement, the area is also a well known ceremonial site'

RAP	Contact	Date Reply	Responses/Comment
		Response 6 October 2016- Sam Cooling (Phone)	*Sam Cooling called Scott to discuss his recommendations. Noted that we are aware of the registered site to which he refers and it has been reference in the Archaeological Assessment in association with First Government House.* *Discussed Wynyard Walk, that the site and impacts are very different, and that Wynyard Walk was actually anticipated to have potential Aboriginal archaeology from the start.* *Explained the design of the basement excavation for the development has been located in the area that would have been cut down the most at the site, in an effort to avoid as much potential archaeology as possible through the development.*
DACHA	Ms Celestine Everingham	6 October 2016 (Phone)	Celestine rang to confirm receipt of the methodology document. Noted that she is aware of the internal courtyard of the Education building, which is likely to have less ground impact than the rest of the building, Sam agreed. Celestine confirmed happy with approach, keep informed as project proceeds.
DLO	Mr Jamie Workman and Mr Gordon Workman	10 October 2016 (Email)	"Darug Land Observations Pty Ltd has reviewed the Aboriginal Cultural Heritage Assessment Report, and supports the methodology. In relation to the long-term storage of recovered artefacts, if any, Darug Land Observations Pty Ltd strongly believes that the recovered artefacts should be re-buried on Country (the study area). Darug Land Observations Pty Ltd would like to receive a copy of the Section 90 Aboriginal Heritage Impact Permit (AHIP). Furthermore, Darug Land Observations Pty Ltd would be involved in the monitoring of the topsoil removal and all other form of works to be carried out on the site."
		Response 10 October 2016- Sam Cooling (Email)	*DLO's request for any recovered artefacts to be reburied on Country has been noted in this methodology document.* *As stated in the methodology document, this project has been approved as a State Significant Development (SSD) and therefore does not require an AHIP.* *We will be in contact regarding any requirement for site works as it may progress through the development.*

Stage 4 of the OEH Consultation Guidelines usually relates to the review of the draft cultural heritage assessment report by project RAPs. However, this only applies when a Section 90 AHIP is required for a project, and therefore does not apply to the current project. However, the project RAPs have been

provided the proposed methodology for unexpected Aboriginal archaeology (as detailed above) for their review and comment, and will continued to be involved in all relevant future stages of the project regarding Aboriginal archaeology or Aboriginal cultural heritage.

Aboriginal Cultural Heritage Methodology and Methodology for Unexpected Aboriginal Archaeology

Sandstone Precinct, Bridge St, Sydney



Prepared by Curio Projects
January 2017 (Revision following OEH Comment)

Curio Projects Pty Ltd Tel:0412737196 email:natalie.vinton@curioprojects.com.au ABN:7913918403

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Executive Summary

Curio Projects has been commissioned by Pontiac Land Group (PLG) to undertake Aboriginal community consultation for proposed works within 'The Sandstone Precinct' which includes 23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), the road and public reserves at Gresham Street, Loftus Street and Farrer Place, Sydney (the site).

PLG will sensitively adapt these iconic buildings with world-leading architecture and design and position this as a world class luxury hotel. The development will rejuvenate the Sandstone Precinct as a destination and a focal point of interest for the city of Sydney.

This report provides project details as relevant to the Aboriginal cultural heritage assessment undertaken for the project, including Aboriginal community consultation, presentation of project information, proposed cultural heritage methodology and procedure for managing any unexpected Aboriginal archaeological deposits at the site during development works.

This report constitutes Stage 2.1 (Presentation of project information to Registered Aboriginal Parties) and Stage 3.1 (Presentation of proposed methodology for the cultural heritage assessment) of Office of Environment and Heritage (OEH) guidelines *Aboriginal cultural heritage consultation requirements for proponents 2010*.

As this development is approved as a State Significant Development (SSD 6751), the requirement of the *NSW Parks and Wildlife Act 1974* for a Section 90 Aboriginal Heritage Impact Permit (AHIP) to be sought prior to any impact to Aboriginal sites or objects, legally does not apply. However, Aboriginal objects, sites and places are still afforded statutory protection under the NPW Act, and will be adequately addressed in accordance with current standards and guidelines. While Aboriginal objects are unexpected, a procedure will be developed to be followed in the unlikely event that Aboriginal archaeological deposits are found to exist within the study area.

Curio Projects undertook a reassessment of the Aboriginal archaeological context and potential for the Sandstone Precinct in February 2016. This assessment took the form of an Aboriginal Heritage Due Diligence Assessment, in accordance with the OEH (formerly DECCW) Due Diligence Code of Practice in order to ensure the quality of assessment through adoption of current best practice heritage guidelines. This assessment concluded that:

- there is *low potential* for intact Aboriginal archaeological deposits at the study area;
- there is *low to moderate potential* for Aboriginal objects and archaeological deposits to be present at the study area in a disturbed context, where previous development has not completely removed soils;
- should intact Aboriginal archaeological deposits be present at the study area, these would be of *high significance*, for their research potential, rarity, and potential significance to the Aboriginal community (to be confirmed through Aboriginal community consultation); and
- should Aboriginal objects be present within the study area in a disturbed context, these objects would be of *moderate to high significance*, for their research potential, rarity, and potential significance to the Aboriginal community (to be confirmed through consequent Aboriginal community consultation).

In addition, a historical archaeological deposit associated with the historical use of the study area as the administrative centre of Sydney since 1788 has the potential to be present within the study area, and therefore would also overly any natural soil profiles, should they be present.

The discovery of an Aboriginal archaeological deposit is not expected within the study area. However, in the unlikely event that natural soil profiles with the potential to retain Aboriginal archaeological deposits are encountered, a methodology to address any unexpected Aboriginal archaeology has been developed. This is in order to mitigate and address any potential impact to unexpected Aboriginal archaeological deposits, to avoid causing unnecessary delay to the development, to provide a clear process as to how this unexpected resource would be addressed and investigated, as well as how to inform and involve the Registered Aboriginal Parties (RAPs) in this process if it is required.

1.0 Introduction

Curio Projects has been commissioned by Pontiac Land Group (PLG) to undertake Aboriginal community consultation for proposed works within 'The Sandstone Precinct' which includes 23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), the road and public reserves at Gresham Street, Loftus Street and Farrer Place, Sydney (the site).

PLG has been selected by Government Property NSW to be the preferred purchaser of the long-term lease on two iconic buildings in the heart of Sydney. PLG will sensitively adapt these iconic buildings with world-leading architecture and design and position this as a world class luxury hotel. The development will rejuvenate the Sandstone Precinct as a destination and a focal point of interest for the city of Sydney.

The site benefits from Stage 1 Concept Plan Approval (CPA) SSD 6751 granted by the NSW Department of Planning and Environment (DPE) on the 25 August 2015. The Department of Planning and Environment (DPE) issued development approval for the Stage 1 Concept Proposal for tourist and visitor accommodation, retail premises and function centre uses—including a maximum above and below ground building envelope at 23-33 Bridge Street and 35-39 Bridge Street, Sydney.

The Stage 1 CPA includes:

- Use of the buildings for predominantly hotel accommodation;
- Concept approval for a three storey addition on top of the Education Building;
- a potential link between the two buildings under Loftus Street; and
- potential hotel-related support services under the buildings, and under Farrer Place and Gresham Street.[1]

1.1. The Purpose of this Report

This report provides project details as relevant to the Aboriginal cultural heritage assessment undertaken for the project, including Aboriginal community consultation, presentation of project information, proposed cultural heritage methodology and procedure for managing any unexpected Aboriginal archaeological deposits at the site during development works.

This report constitutes Stage 2.1 (Presentation of project information to Registered Aboriginal Parties) and Stage 3.1 (Presentation of proposed methodology for the cultural heritage assessment) of Office of Environment and Heritage (OEH) guidelines *Aboriginal cultural heritage consultation requirements for proponents 2010*.

1.2. Site Identification

The subject site, known as 'The Sandstone Precinct' comprises a total area of 9,370m^2 and is located in the northern end of the Sydney Central Business District (CBD). The site is located adjacent to the former First Government House Site (now Museum of Sydney) and is within close walking distance to Circular Quay, the Royal Botanic Gardens, the NSW State Library, Sydney Opera House, The Rocks and Martin Place. The site location is shown in Figure 1 and Figure 2.

The specific property descriptions are as follows:

- Land's Building, 23-33 Bridge Street, Sydney (Lot 1877 DP 877000)—3,350m^2

[1] Department of Planning and Environment, Press Release, 28 August 2015. *Sandstone Precinct concept plan approved*. Available at: <http://www.planning.nsw.gov.au/News/2015/Sandstone-Precinct-concept-plan-approved>

- Education Building, 35-39 Bridge Street, Sydney (Lot 56 DP 729620)—2,795m^2
- Road and Public Reserves—Gresham Street, Loftus Street and Farrer Place—3,220m^2



FIGURE 1: STUDY AREA (OUTLINED IN RED) IN ITS WIDER CONTEXT (SOURCE: GOOGLE EARTH PRO WITH CURIO ADDITIONS 2016)

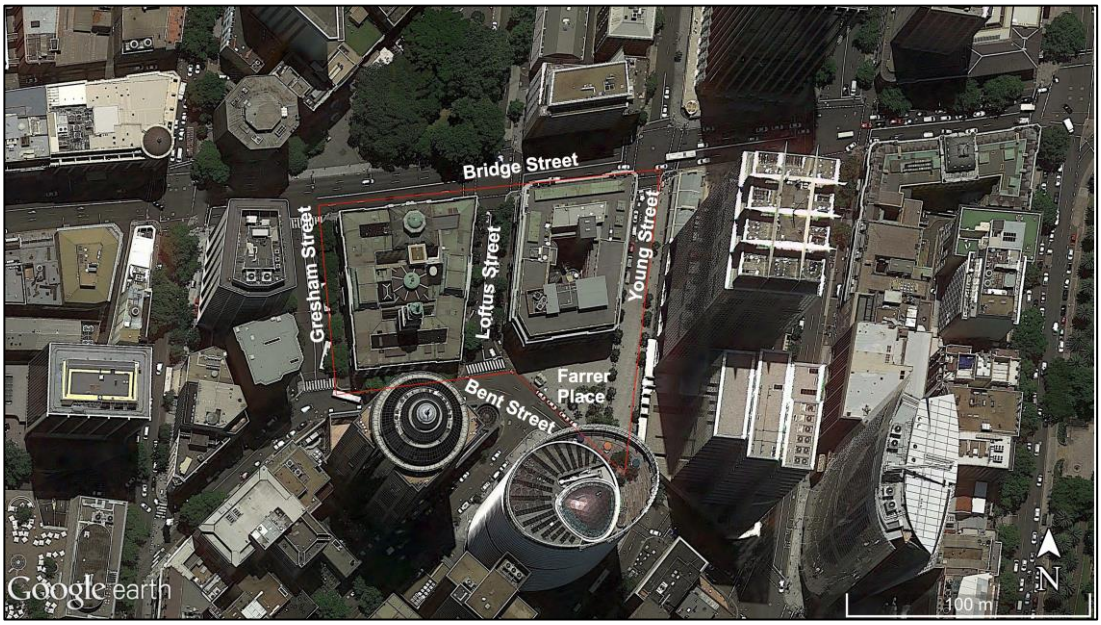


FIGURE 2: STUDY AREA (OUTLINED IN RED) IN IMMEDIATE LOCAL CONTEXT (SOURCE: GOOGLE EARTH PRO WITH CURIO ADDITIONS 2016)

1.3. Authorship

This report has been prepared by Sam Cooling, Senior Archaeologist, and reviewed by Natalie Vinton, Heritage Specialist and Director, of Curio Projects Pty Ltd.

2.0 Statutory Context

Aboriginal cultural heritage is governed in NSW by two principal pieces of legislation:

- *National Parks and Wildlife Act 1974 (NSW) (NPW Act);* and
- *Environmental Planning and Assessment Act 1979 (NSW) (EPA Act).*

2.1. NSW Parks and Wildlife Act 1974

The NSW Parks and Wildlife Act 1974 (NPW Act), administered by the OEH, is the primary legislation that provides statutory protection for all 'Aboriginal objects' (Part 6, Section 90) and 'Aboriginal places' (Part 6, Section 84) within NSW.

An Aboriginal object is defined through the NPW Act as:

> *"any deposit, object or material evidence (not being a handicraft made for sale) relating to the Aboriginal habitation of the area that comprises New South Wales, being habitation before or concurrent with (or both) the occupation of that area by persons of non-Aboriginal extraction, and includes Aboriginal remains."*

The NPW Act provides the definition of 'harm' to Aboriginal objects and places as:

> *"...any act or omission that:*
>
> *(a) destroys, defaces or damages the object or place, or*
>
> *(b) in relation to an object-moves the object from the land on which it had been situated, or*
>
> *(c) is specified by the regulations, or*
>
> *(d) causes or permits the object or place to be harmed in a manner referred to in paragraph (a), (b) or (c), "*[2]

The NPW Act also establishes penalties for 'harm' to Aboriginal objects and declared Aboriginal places, as well as defences and exemptions for harm. One of the main defences against the harming of Aboriginal objects and cultural material is to seek an Aboriginal Heritage Impact Permit (AHIP) under Section 90 of the NPW Act, under which disturbance to Aboriginal objects could be undertaken, in accordance with the requirements of an approved AHIP.

2.2. OEH Guidelines

In order to best implement and administer the protection afforded to Aboriginal objects and places as through the NPW Act, and EP&A Act, the OEH have prepared a series of best practice statutory guidelines with regards to Aboriginal heritage. These guidelines are designed to assist developers, landowners and archaeologists to better understand their statutory obligations with regards to Aboriginal heritage in NSW, and implement best practice policies into their investigation of Aboriginal heritage values and archaeology in relation to their land and/or development. These guidelines include:

- *Due Diligence Code of Practice for the Protection of Aboriginal Objects in NSW.*[3]
- *Guide to Investigating, assessing and reporting on Aboriginal Cultural Heritage in NSW.*[4]

[2] NPW Act 1974
[3] DECCW 2010, *Due Diligence Code of Practice for the Investigation of Aboriginal Objects in New South Wales*.
[4] OEH 2011, *Guide to Investigating, assessing and reporting on Aboriginal cultural heritage in NSW.*

- *Code of Practice for the Archaeological Investigation of Aboriginal Objects in New South Wales*.[5]
- *Aboriginal Cultural Heritage Consultation Requirements for Proponents 2010*.[6]
- *Aboriginal Heritage Impact Permits, a Guide for Applicants.*[7]

2.3. Environmental Planning and Assessment Act 1979

The EP&A Act is an 'Act to institute a system of environmental planning and assessment for the state of NSW' (EP&A Act)[8]. Dependent upon which Part of the EP&A Act a project is to be assessed under, differing requirements and protocols for the assessment of associated Aboriginal cultural heritage may apply.

Part 4, Division 4.1 of the EP&A Act identifies and defines State Significant Development projects (SSD) as those declared under Section 89C of the EP&A Act. SSD and State Significant Infrastructure projects (SSI), replace 'Concept Plan' project approvals, in accordance with Part 3A of this Act, which was repealed in 2011.

Where a project is assessed to be an SSD, the process of development approval differs, with certain approvals and legislation no longer applicable to the project. Of relevance to the assessment of Aboriginal heritage for a development, the requirement for an AHIP in accordance with Section 90 of the NPW Act is removed for SSD projects (EP&A Act, Section 89J).

2.4. Current DA Approval and Requirements

On 25th August, 2015, the proposed development project was determined to be a State Significant Development (SSD 6751) in accordance with Section 89E of the EP&A Act.

The main condition of this SSD determination as relevant to Aboriginal heritage is:

> *'B6. Future Development Applications involving excavation shall include a detailed Aboriginal and historical archaeological assessment which includes an assessment of the urban archaeological site, impact assessment, proposed mitigation measures and proposed preservation processes. This shall be undertaken in close consultation with the local Aboriginal community group'*[9]

As this development is SSD, the requirement of the NPW Act for a Section 90 AHIP to be sought prior to any impact to Aboriginal sites or objects, legally does not apply. However, Aboriginal objects, sites and places are still afforded statutory protection under the NPW Act, and are required to be adequately address in accordance with current standards and guidelines. While Aboriginal objects are unexpected, a procedure will be developed to be followed in the unlikely event that Aboriginal archaeological deposits are found to exist within the study area.

This current report functions as part of the above quoted condition, as part of the Aboriginal consultation process undertaken for this project.

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[5] DECCW 2010, *Code of Practice for the Archaeological Investigation of Aboriginal Objects in New South Wales*.
[6] DECCW 2010, *Aboriginal Cultural Heritage Consultation Requirements for Proponents 2010*.
[7] OEH 2011, *Aboriginal Heritage Impact Permits, a Guide for Applicants*.
[8] http://www.austlii.edu.au/au/legis/nsw/consol_act/epaaa1979389/longtitle.html
[9] SSD 6571, p 5 Issued 24 August 2015

3.0 Archaeological Context

An archaeological assessment report was prepared for the site, including an assessment of potential Aboriginal archaeology for the study area, by Urbis in November 2014.[10] The Urbis report stated that:

> *"It has been assessed that there is a low degree of archaeological potential for Aboriginal archaeological deposits to be present on site. If present, any potential archaeological deposits are likely to be highly disturbed. Irrespective of this, any Aboriginal archaeological material, if identified, must be recorded, reported to the Office of Environment and Heritage (OEH) and registered on the AHIMS.*
>
> *…Aboriginal archaeological deposits are relatively rare within inner Sydney and the Sydney CBD specifically. If identified, Aboriginal archaeological remains within the subject site would be considered to provide a rare and highly valuable contribution to the archaeological record."*[11]

In summary, the Urbis report concluded that Aboriginal archaeology within the study area would:

1. have a low degree of potential to be present intact;
2. if present, have a high degree of rarity and scientific significance, with the ability to contribute in a meaningful way to the Aboriginal archaeological record and our understanding of use of the landscape of the Sydney CBD by Aboriginal people;
3. require the preparation of an Aboriginal archaeological assessment specific to proposed site works (i.e. subsequent DA applications); and
4. possibly require an AHIP prior to ground impacts.

Curio Projects undertook a reassessment of the Aboriginal archaeological context and potential for the Sandstone Precinct in February 2016. This assessment took the form of an Aboriginal Heritage Due Diligence Assessment, in accordance with the OEH (formerly DECCW) Due Diligence Code of Practice in order to ensure the quality of assessment through adoption of current best practice heritage guidelines. The Curio Projects Aboriginal archaeological assessment reassessed the environmental context, Aboriginal archeological context and archaeological potential of the study area, in light of current development plans, DA, and in the context of the determination of this project as a SSD since the 2014 report. As noted in the statutory context above, the status of this project as an SSD means that it is legally exempt from the requirement to seek an AHIP from the OEH.

The results of the Curio Projects Aboriginal Heritage Due Diligence Assessment are summarised below.

3.1. Summary of Environmental Context for Aboriginal Occupation

The study area would have provided a rich resource zone to Aboriginal people, with proximity to fresh water of the Tank Stream and its estuary, as well as Sydney Cove, and the associated floral and faunal resources sustained by these environments and the sandy soils. The landscape positioning and vantage point over Sydney Cove would have been impressive and intensely utilised by Aboriginal people. Selection of the location of the study area and surrounds by Governor Phillip as the initial seat of

[10] Urbis 2014, *Archaeological Assessment—'Sandstone Precinct': 23-33 Bridge Street (Lands Building), 35-39 Bridge Street (Education Building), and road and public reserves at Gresham Street, Loftus Street, and Farrer Place, Sydney*. (Report to Government Property NSW.

[11] Urbis 2014, 48

government and colonial management in 1788, provides further evidence to the landscape of the study area as a convenient, resourceful and desirable location for human occupation.

Aboriginal archaeology, if present within the study area, would be present either within natural soil profiles, possibly mixed into historical fill from previous land disturbance, or possibly located within layers of historic archaeology at the site due to post-1788 contact between the local Aboriginal people and the colonists.

Gymea soils are generally shallow (20-100cm), dependent on the landform on which they are located, and due to their sandy nature, are susceptible to sheet erosion when disturbed. This propensity for erosion and disturbance of soils within the study area indicate a low to moderate likelihood for natural soil profiles to be intact. However, a small possibility does still exist for natural soils (in which Aboriginal objects may have been deposited) to be intact, or disturbed but still present, at the study area location.

The current building alignment (i.e. the levels of the Lands and Education Buildings) generally corresponds with the natural slope of the landform on which the study area is located. It is possible that this may indicate a lower level of ground modification and ground disturbance has taken place through the construction of the Lands and Education buildings and previous Macquarie-era buildings at the study area, and may suggest the possibility that natural soil profiles may be present in isolated locations at the study area.

3.2. Summary of Archaeological Context

An extensive search of the Aboriginal Heritage Information Management System (AHIMS) database was undertaken on 22nd January 2016, and returned 25 results within approximately 2km of the study area. No registered sites were located within the current study area. The AHIMS results included six different site types, some in combination with each other. These sites are summarised in Table 1. The general location of each of these registered sites in proximity to the study area is depicted in Figure 3. The most common site type registered in the area are 'PAD' sites, followed by 'Artefact' sites, and 'Artefact in combination with Shell Midden' sites.

A review of previous archaeological work in the Sydney CBD was undertaken for the Due Diligence Assessment, and nearby sites were noted to include:

- ***First Government House (Museum of Sydney) (AHIMS #45-5-2299)***. Located immediately to the east of the current study area. Unmarked Aboriginal burials were reported to be located at the First Government House site. The site in now occupied by the Museum of Sydney, after it was excavated in 1983 as part of the redevelopment of the area. No Aboriginal burials were located as a result of this excavation, however physical evidence for the use of the area by Aboriginal people was encountered at the site in the form of contact period Aboriginal artefacts that appeared to have been manufactured from dark green bottle glass.[12]
- ***Sydney Conservatorium of Music.*** The current site of the Sydney Conservatorium of Music is located on the site of the former stables for first government house. Historical excavation of the former stables was undertaken in 1998, during which, some Aboriginal stone artefacts were uncovered. While the archaeologists concluded that it was likely that the Aboriginal stone artefacts had in fact been relocated to the site through the movement of soil and 'fill' material

[12] H Proudfoot, A Bickford, B Egloff and R Stocks, 1991. *Australia's First Government House* (North Sydney; Allen & Unwin)

during the early colonial period, the presence of the artefacts provided physical evidence for the ubiquitous use of the surrounding landscape by Aboriginal people.[13]

- ***Darling Quarter.*** Comber Consultants undertook a series of Aboriginal archaeological excavations in 2008 and 2009 for the redevelopment of Darling Quarter, Darling Harbour. The site was located along the original foreshore of Cockle Bay (Darling Harbour), and excavation identified the remains of a shell midden, including ten Aboriginal stone artefacts on an exposed area of bedrock.[14]
- ***200 George Street, Sydney (#45-5-3081).*** The 200 George Street site was identified as having a high potential for historical archaeological relics and a low to moderate potential for Aboriginal objects to be present, mainly due to its location on the banks of an intertidal zone of the Tank Stream. Due to the location of the site in an urban, developed environment, as well as the potential presence of Aboriginal artefacts in conjunction with the historical archaeology, a two staged excavation methodology was undertaken, which involved the commencement of Aboriginal archaeological test excavation at the site, if and when natural soil profiles were uncovered through the course of the historical excavation. However, few areas of remnant natural soil profiles were identified across the site, and no Aboriginal objects were recovered from the excavation of these soils. Geomorphological investigation of the site determined that the stepped sandstone and highly organic estuarine environment would likely have been unsuitable for Aboriginal people, or not suitable for the preservation of archaeological signature relating to possible Aboriginal activity.[15]
- ***Wynyard Walk.*** GML Heritage undertook Aboriginal archaeological excavation of the Wynyard Walk, West Portal site in 2014. While disturbance at the site was considered likely, previous excavations in close proximity to the site such as the neighbouring KENS site, had illustrated that soil profiles capable of bearing archaeological deposits could be preserved in the area. Similar to 200 George Street, the Aboriginal archaeological excavation of this site required a two-staged approach due to the nature of the site below previous development and in association with the historical archaeology at the site. The post excavation report is still in preparation, however Aboriginal stone artefacts were indeed recovered in association with the historical archaeology present at the site, as well as within surviving natural soil profiles.

While the extent of development across the Sydney CBD has been great since 1788, evidence for surviving Aboriginal archaeological sites, demonstrates that many sites still survive within the vicinity of the study area. As investigation of sites within the CBD is triggered only by extensive development, it is clear that the possibility remains for many Aboriginal archaeological deposits to remain partially or wholly intact beneath the skyscrapers and historical buildings of Sydney.

The extent to which these sites survive clearly varies (i.e. 200 George Street no longer demonstrated an Aboriginal archaeological signature, while Wynyard Walk and Darling Quarter both retained evidence to contribute to the archaeological record), however these sites are still significant for their ability to add to our understanding of Aboriginal use of the Sydney landscape, as well as often providing a tangible

[13] Attenbrow, V. 2012 *Sydney's Aboriginal Past. Investigating the Archaeological and Historical Records* (Sydney, UNSW Press)
[14] Comber Consultants 2012, *Darling Quarter (formerly Darling Walk), Darling Harbour. Aboriginal Archaeological Excavation Report.* Prepared for Casey + Lowe on behalf of Lend Lease.
[15] GML Heritage 2014, *200 George Street Post Excavation Report, Volume 2.* Prepared for Mirvac.

link through the artefactual record to assist local Aboriginal people of Sydney to connect to their culture and past.

TABLE 1: AHIMS SITES

Site Type	Number of Sites	Percentage of Sites (%)
Aboriginal Burial (Aboriginal Ceremony and Dreaming)	1	4%
Art (Pigment or Engraved)	3	12%
Artefact	4	16%
Artefact and Shell Midden	4	16%
Artefact, Shell Midden and Aboriginal Ceremony and Dreaming	1	4%
Artefact and Potential Archaeological Deposit (PAD)	1	4%
Potential Archaeological Deposit (PAD)	10	40%
Shell Midden	1	4%
TOTAL	***25***	***100%***



FIGURE 3: AHIMS SITES. CURRENT STUDY AREA IS SHOWN IN RED. (SOURCE: GOOGLEEARTH PRO WITH CURIO PROJECTS ADDITIONS 2016)

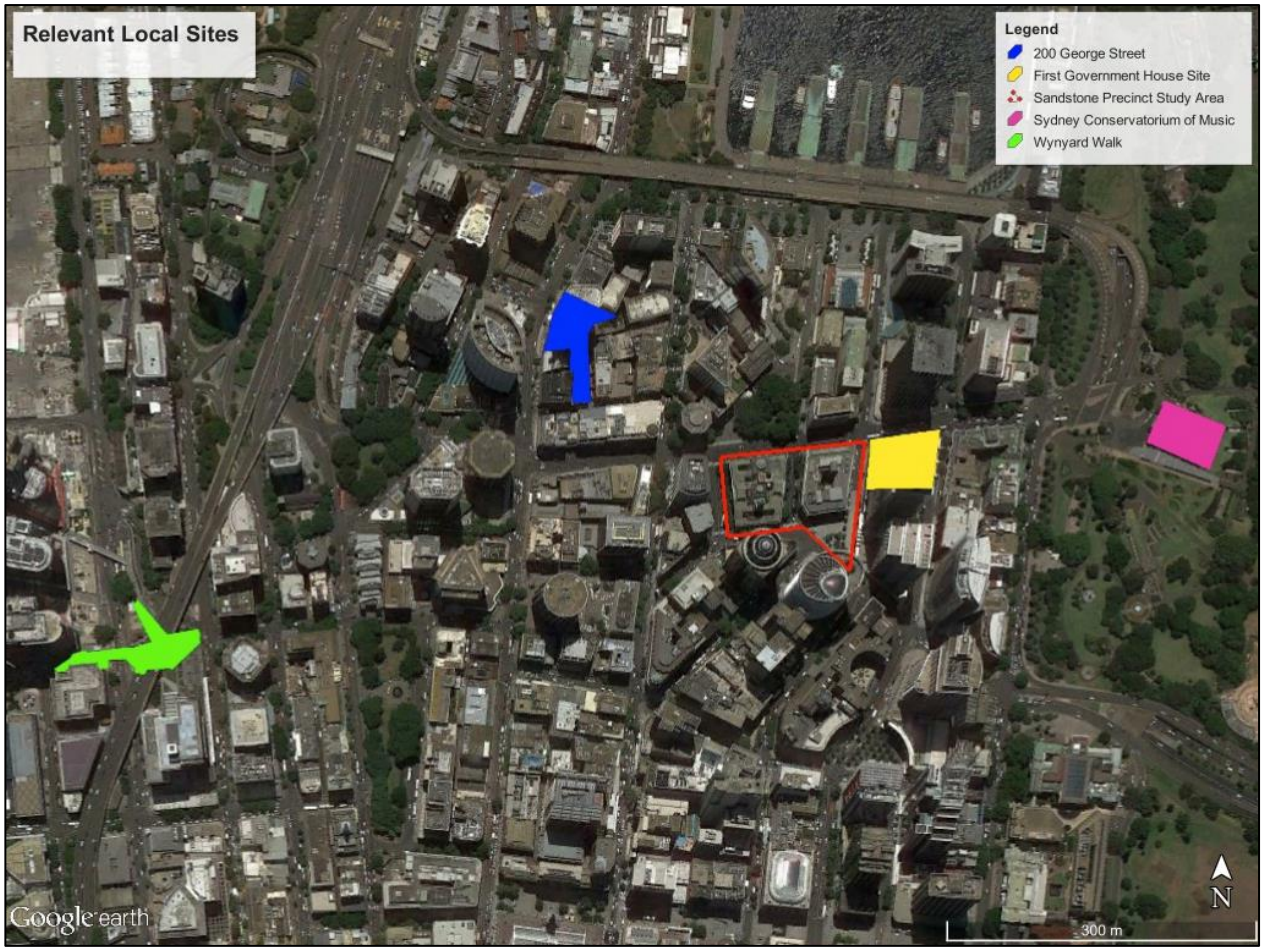


FIGURE 4: RELEVANT LOCAL ARCHAEOLOGICAL WORK. STUDY AREA OUTLINED IN RED. NOTE THAT DARLING QUARTER (NOT PICTURED) IS LOCATED APPROX. 1.3KM TO THE SOUTH WEST OF THE CURRENT STUDY AREA. (SOURCE: GOOGLEEARTHPRO WITH CURIO ADDITIONS 2016).

3.3. Summary of Aboriginal Archaeological Potential

Aboriginal archaeological deposits have the potential to be present either within remnant pockets of natural soil profiles, or in a disturbed context within layers of historical archaeology. Previous development works that have involved excavation or piling to bedrock would have removed all potential for Aboriginal archaeological deposits to be present in those locations, however in all other locations where excavation to bedrock has not occurred Aboriginal archaeological potential still exists, albeit at varying degrees depending on activities undertaken.

The potential for the presence of Aboriginal archaeological evidence within the study area is summarised as follows:

- there is *low potential* for intact Aboriginal archaeological deposits at the study area;
- there is *low to moderate potential* for Aboriginal objects and archaeological deposits to be present at the study area in a disturbed context, where previous development has not completely removed soils;
- should intact Aboriginal archaeological deposits be present at the study area, these would be of *high significance*, for their research potential, rarity, and potential significance to the Aboriginal community (to be confirmed through Aboriginal community consultation); and
- should Aboriginal objects be present within the study area in a disturbed context, these objects would be of *moderate to high significance*, for their research potential, rarity, and potential

significance to the Aboriginal community (to be confirmed through consequent Aboriginal community consultation).

3.4. Historical Archaeological Context

As part of the Stage 2 Development Application submission, an assessment of the subject site's historical archaeological potential was undertaken by Curio Projects. A brief summary of the history of the site since 1788 has been presented below, summarised from Curio Projects 2016, *Sandstone Precinct—Archaeological Assessment*.

3.4.1. Brief Historical Overview

The subject site is located immediately west of the site of the first permanent Government House, construction of which commenced just months after arrival of Governor Phillip and the First Fleet into Sydney Cove. On 29 January 1788, the portable house of Governor Arthur Phillip was erected just to the east of the subject site, with the first Government House (first permanent building to be erected in the colony) completed in the same location by 1789. It remained in use as the colony's Government House until 1845.

In 1792, a row of permanent residences and gardens for the Colony's civil officers were established across the subject site, including the Commissary, Judge-Advocate, Surveyor-General, and Chaplain. The present configuration of Bridge Street, Bligh Street, O'Connell Street and Bent Street were already established by the early 1800s (and subsequently renamed to their current street names in 1810 by Governor Macquarie). For at least the first 40 years of settlement, the colony of New South Wales was administered from this site and its surrounding area early - as a natural response to the location of the administrative buildings.

In the early 1800s, Governor Macquarie undertook a major public works program within the subject site and surrounding area, which included the gradual demolition of the civil officer's residences within the subject site and their replacement with more significant administrative offices.

The construction of various new buildings, in and around the subject site, commenced between 1810-1817. The Colonial-Secretary's residence, the Judge-Advocate's residence, and the Surveyor General's residence were all constructed within the curtilage of the subject site. At the same time (1810-1812), a new guard house for the first Government House was constructed immediately to the east of the study area (below current Young St). The general layout of these Macquarie era buildings within the current study area are shown in Figure 5.

By the mid-1800s, the Sydney public works program had intensified and the area surrounding the subject site was reconfigured. The new guardhouse was dismantled, with its materials sold, and the first Government House site was demolished. Within the subject site, itself, the Judge-Advocate's house was demolished for the construction of Loftus Street (c.1845). The Colonial Secretary's Office, along with several associated outbuildings survived these changes and were surrounded by the new streets, including Loftus, Gresham and Young Streets. They were enclosed within a new boundary wall and survived, with modifications and extensions for several decades.

Construction of the Lands Building (within the subject site) was undertaken in two stages, commencing in 1876, and completed by 1893, which required the demolition of numerous Macquarie-era buildings, including the Surveyor-General's Office. A drainage 'moat' was also constructed beneath the footpath surrounding the Lands Building.

The Education Building was also constructed in two stages, with the northern stage completed by 1915, and demolition of Colonial-Secretary's Office undertaken in 1916 to make way for the second stage of the Education building. The Education Building was completed by 1930.

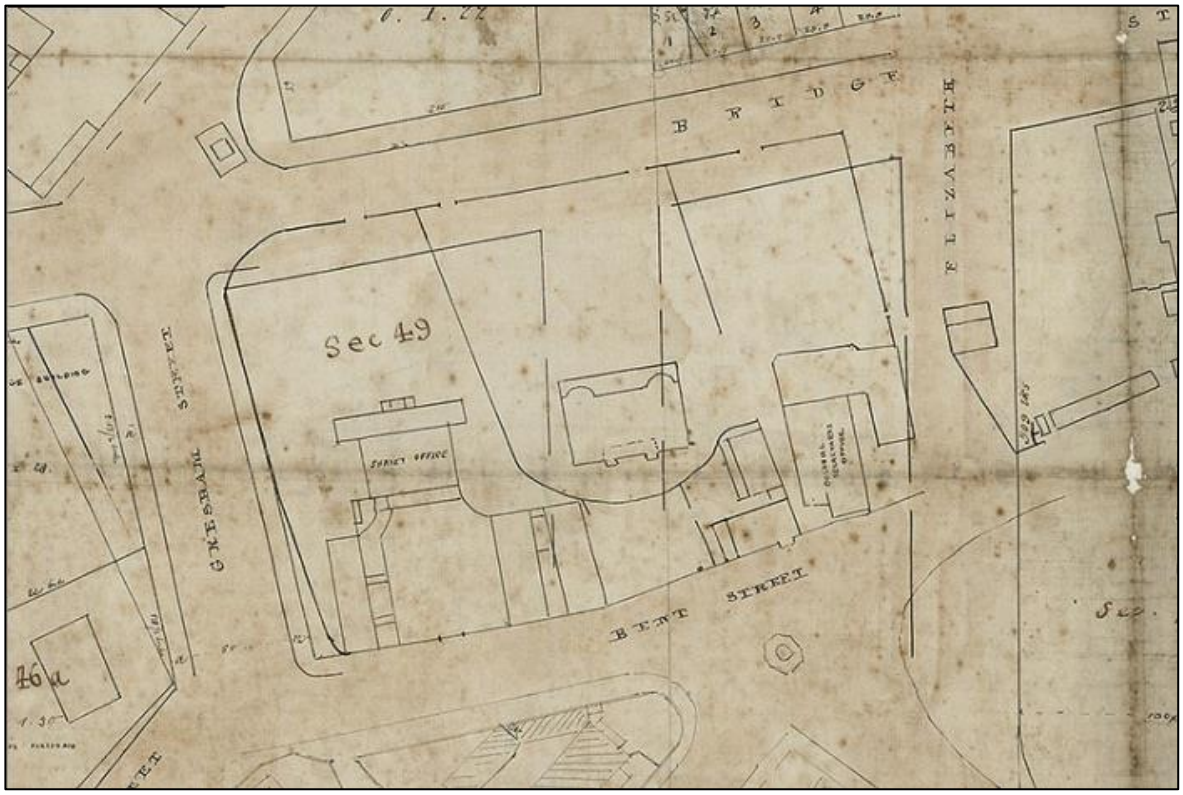


FIGURE 5: TRACING OF A MAP SHOWING PART OF SYDNEY, 1842(?). (SOURCE: STATE LIBRARY OF NSW. CALL NO. Z/M2 811.1722/1842/1. DIGITAL ORDER NO. C015100001)

3.4.2. Historical Archaeological Potential

Relevant to the historical archaeological potential of the study area, the Curio Projects 2016 report concluded that the subject site has the potential to contain State significant historical archaeological relics associated with all phases of development at the site.

Therefore, prior to mechanical bulk excavation commencing at the site, historical archaeological excavation must take place within the study area in order to minimise and mitigate any impact of the development on the potential historical archaeological resource. An Archaeological Research Design for historical archaeological excavation is currently being prepared for the study area.

4.0 Aboriginal Community Consultation

While the current project is approved as an SSD, and legally does not require an AHIP in accordance with the NPW Act, Aboriginal community consultation for this project has generally been undertaken in accordance with the OEH's guidelines *Aboriginal cultural heritage consultation requirements for proponents 2010*.

As stated by the OEH:

The objective of community consultation is to ensure that Aboriginal people have the opportunity to improve assessment outcomes by:

- *providing relevant information about the cultural significance and values of the Aboriginal object(s) and/or place(s)*
- *influencing the design of the method to assess cultural and scientific significance of Aboriginal object(s) and/or place(s)*
- *actively contributing to the development of cultural heritage management options and recommendations for any Aboriginal object(s) and/or place(s) within the proposed project area*
- *commenting on draft assessment reports before they are submitted by the proponent to DECCW.* [16]

4.1. Registered Aboriginal Parties

After following the Stage One requirements for Aboriginal community consultation (as per OEH guidelines listed above), ten Registered Aboriginal Parties (RAPs) were identified for this project. All RAPs have been contacted regarding the project.

This document constitutes Stage 2.1 and Stage 3.1 of the OEH guidelines, that is 'Presentation of information about the proposed project', and presentation of 'the proposed methodology for the cultural heritage assessment to the RAPs for comment'. This document also presents the proposed methodology for managing unexpected Aboriginal archaeological deposits for the project, for review and comment by the RAPs.

All RAPs have been provided with a copy of this document for their information, review, and comment.

[16] DECCW (Now OEH) 2010, *Aboriginal cultural heritage consultation requirements for proponents 2010*

5.0 Development Impacts

The proposed development of the study area by PLG into a world class luxury hotel mainly involves the adaptive reuse of the Lands and Education Buildings, and does not include the complete demolition of either building. As such, ground impacts for the development will be limited in nature (i.e. only discrete areas within the site will be subject to ground disturbance or excavation in order to make additions to make the development viable in its current form).

The main ground impacts proposed through the development include some excavation beneath the Education Building for the installation of a ballroom, plant, as well as housekeeping and laundry spaces. The exact locations and depths of these ground disturbances are currently in the process of being finalised and will be updated for the archaeological assessment once known.

Therefore, any unexpected Aboriginal archaeological deposits will only have the potential to be encountered and potentially disturbed within areas of the site that will be subject to ground disturbance.

6.0 Unexpected Aboriginal Archaeological Deposits

6.1. Introduction

The Aboriginal Due Diligence assessment for the subject site determined that there is a **low** potential for intact Aboriginal archaeological deposits to be present at the site, and a **low to moderate** potential for Aboriginal objects and archaeological deposits to be present at the study area in a disturbed context, where previous development has not completely removed soils.

When this is considered in the context of the development impacts (i.e. limited areas of ground disturbance, mainly restricted to underneath the Education Building), the likelihood of encountering Aboriginal archaeological deposits through the course of the current development, is very low.

The discovery of an Aboriginal archaeological deposit is not expected within the study area. However, in the unlikely event that natural soil profiles with the potential to retain Aboriginal archaeological deposits are encountered, a methodology to address any unexpected Aboriginal archaeology has been developed. This is in order to mitigate and address any potential impact to unexpected Aboriginal archaeological deposits, to avoid causing unnecessary delay to the development, to provide a clear process as to how this unexpected resource would be addressed and investigated, as well as how to inform and involve the Registered Aboriginal Parties (RAPs) in this process if it is required.

6.2. Proposed Methodology for Unexpected Aboriginal Archaeology

The following methodology for Aboriginal archaeological excavation within the study area would follow on from Stage 1 historical archaeological excavation (Historical Archaeological Research Design in preparation), and would only commence if remnant soil profiles, with the potential to yield Aboriginal archaeological deposits, were to be unexpectedly found through the historical archaeological excavation program.

In the unexpected event that suspected remnant soil profiles are encountered within the study area, excavation in the immediate vicinity will be paused, and a geomorphologist will be consulted to assess the geomorphological nature of the soils, in order to confirm whether the soils are in fact remnant natural profiles. If soils are confirmed to be natural, the Archaeologist/Aboriginal Excavation Director, Sam Cooling, will investigate the nature of the soils. Should any Aboriginal stone artefacts be encountered, excavation will immediately cease in the area, and the project RAPs will be contacted.

If an Aboriginal archaeological deposit is identified, this will be subject to archaeological investigation by the Excavation Director, with assistance from the project RAPs. Archaeological investigation would proceed in the way of open area expansion in the area of the identified Aboriginal archaeological deposit, until the edges of the archaeological deposit had been reached (within the area of the development impact).

Excavation would be undertaken by hand, generally in 10cm spit depths, in provenanced 1m squares subdivided into 50cm x 50cm quadrants. Precise archaeological techniques to be applied (including spit depth, and area of expansion etc) would be determined by the Excavation Director in the field, in consultation with the project RAPs, to allow excavation techniques to be flexible to the nature of the unexpected find.

The AA has determined that Aboriginal artefacts are not expected to be present within the study area in high enough densities to trigger the need for a comprehensive Research Design specific to Aboriginal archaeology. Current industry standard for expansion and investigation of an Aboriginal archaeological

deposit is generally 4 artefacts/m^2. However, in order to ensure any unexpected Aboriginal archaeology of the subject site is investigated in an appropriate manner, it is proposed that a trigger point of an encountered density of 3 artefacts/m^2 would apply to this site.

If greater than 3 artefacts/ m^2 are unexpectedly discovered, then work would cease in the immediate area so that the RAPs, OEH and DoPE could be consulted, and the preparation of a detailed Aboriginal Research Design, including research questions specific to the Aboriginal occupation and use of the subject land and how this compares with other sites in the region could be prepared, prior to works recommencing in the affected area.

All deposits excavated would be individually sieved and any archaeological material recovered, retained by provenance. All information regarding the excavation of the Aboriginal archaeological deposit would be recorded by the Excavation Director throughout the excavation including provenance (square), soil profiles, spit depth, final open area depth, excavator, and any observations made during excavation. A photographic record would be kept of all open area excavation squares, and scale-drawn records of stratigraphy/soil profiles would be made where applicable. A running field count of any Aboriginal stone artefacts recovered would be kept throughout the excavation. The Excavation Director would undertake basic analysis and recording of recovered stone artefacts on site.

Stone artefact recording of any unexpected Aboriginal stone artefacts would follow the requirements detailed through the Code of Practice, and in accordance with current accepted academic texts for stone artefact analysis and recording in southeast Australia (i.e. Holdaway and Stern 2004).

Any unexpected Aboriginal artefacts would be temporarily stored at the Curio Projects office (Level 1/24-26 Botany Road, Alexandria, NSW), in a locked box.

There are several options when it comes to the long-term management and curation of Aboriginal stone objects, once recovered from excavations. The suitability of each option depends on a number of factors including the nature of the development, the significance and extent of the deposit, and the wishes of the Aboriginal community. Long term management strategies for any Aboriginal objects would be discussed with project RAPs and the developer, upon the conclusion of any required excavation work.

Following the completion of any Aboriginal archaeological investigation at the subject site, detailed post excavation reporting and analysis of the results of excavation would be undertaken. Results would be compiled in a detailed report, suitable for submission to the OEH.

The discovery of any potential skeletal remains would be in accordance with the approved OEH protocol for the discovery of human remains which is stated as:

> *If any suspected human remains are discovered and/or harmed the proponent must:*
>
> *a) Not further harm these remains;*
>
> *b) Immediately cease all work at the particular location;*
>
> *c) Secure the area so as to avoid further harm to the remains;*
>
> *d) Notify the local police and OEH's Environment Line on 131 555 as soon as practicable and provide any available details of the remains and their location; and*

e) *Not recommence any work at the particular location unless authorised in writing by OEH.*[17]

Interpretation of any Aboriginal archaeological deposit found within the study area would be addressed through consultation with the project RAPs as part of the wider Interpretation Plan for the Sandstone Precinct site, following completion of the archaeological investigation.

[17] Letter from OEH to NSW Department of Planning and Environment, dated 14 December 2016 (OEH Ref DOC16/581, SSD 7484/SSD 6751 MOD2)

MOVABLE HERITAGE REVIEW

of the former

DEPARTMENT OF EDUCATION BUILDING

35 BRIDGE STREET, SYDNEY



Prepared by Margaret Betteridge, Heritage Consultant,
on behalf of BETTERIDGE CONSULTING P/L for Property NSW
June 2016

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EXECUTIVE SUMMMARY

The transfer of ownership of the NSW State heritage listed Department of Education building, 35-39 Bridge Street, Sydney required a review of the movable heritage retained within the building. These items have significant associations with the Department of Education and past and present staff.

The following summary recommendations (outlined in full in Section 7 of this report) are proposed for guiding the future management of those items:

Recommendation 1

The Department of Education should be required to develop a Movable Heritage Register and a Movable Heritage Management Plan which is informed by the significance of items it holds and identifies management strategies for the care and safekeeping of State assets in any future location, in consultation with the Department's Heritage Officer.

Recommendation 2

Items identified for retention in the Bridge Street building should be managed with a caveat which upholds the requirements under the Heritage Act NSW. The NSW Government should work with the new owners of the building through a Memorandum of Understanding to ensure the safekeeping of those items of movable heritage.

Recommendation 3

The Soldier-Teacher Memorials should be retained by the Department of Education and relocated to ensure they remain within the community of people who will continue to foster their 'living memory' for future generations of public school employees.

Recommendation 4

The William Wilkins Memorial Art Collection should be retained by the Department of Education and continued to be displayed in departmental premises.

Recommendation 5

Items of furniture in Bridge Street having strong associations with the Department of Education (and its predecessor) and considered important in departmental history should be retained by the Department.

Recommendation 6

Furniture original to the building from its inception in 1915 should be subject to a movable heritage strategy which ensures that the pieces are clearly identified as a suite belonging to the former Director-General's Boardroom, despite the fact that they have been separated. Should future opportunities arise where the pieces can

be reunited and the furniture re-instated for continuing use in the building (or maintained and used when relevant), consideration should be given, and a process established, whereby they can be returned to the 35 Bridge Street building.

Recommendation 7

Items of furniture associated with the Department of Public Instruction phase and used by successive ministers holding that portfolio (and its successor) should be retained by the Department of Education. These items could be considered for offer to the Schoolhouse Museum should they be unable to be retained in new departmental premises.

Recommendation 8

Archival material held by the Department and unable to be managed through a movable heritage policy or strategy should be reviewed by expert staff at the State Library of NSW and/or State Records and managed by the Department of Education according to their recommendations.

Recommendation 9

An Interpretation Plan should be developed to identify opportunities to interpret the significance of the Department of Education's movable heritage.

1.0 INTRODUCTION - REVIEW OF MOVABLE HERITAGE IN THE DEPARTMENT OF EDUCATION BUILDING, 35 BRIDGE STREET, SYDNEY

Scope of Report

This report was commissioned in April 2016 by Property NSW to inform the future management of government assets in the Department of Education building in Bridge Street, Sydney. The brief was to undertake a survey by physical inspection of extant movable heritage in the building, to identify the significance of those items and to propose strategies for their future management, in consultation with stakeholders. Part of the historical research has included a survey of documentary and photographic records and a review of the Conservation Management Plan prepared by City Plan Heritage and endorsed by the Heritage Council of NSW in 2015.

The movable heritage in the Department of Education includes remnant furniture archives, memorabilia, and contemporary artworks. Of particular interest are the Soldier-Teacher Memorials.

Limitations

No inventory of contents was located during the course of this review and photographs of the interior of the building from 1915 which might have assisted in understanding the date and significance of furniture and memorials were not forthcoming.

The survey for this report identified a small number of movable items associated with work activities of the Department of Education over the course of their occupation of the building since 1915.

Acknowledgements

The assistance of Mr Shane Cridland, Heritage Officer, Planning and Demography, Asset Management Directorate, Department of Education in assisting to locate and record items, and provide information is acknowledged. Janet Pether from the NSW Teachers Federation kindly provided a copy of Tom Spencer's book, *Soldier-Teacher War Memorials* (2001) which gave useful background information. Contact was established with Ken Stevenson, Secretary/Treasurer, Teachers RSL Sub-Branch, who provided valuable information about the history, significance and use of the Soldier-Teacher Memorials in various locations.

2.0 HISTORICAL OVERVIEW

The Department of Education building, bounded by Bridge, Loftus, Bent and Young Streets, Sydney was completed in 1915. It occupies a portion of land which housed an earlier building occupied by the department's predecessor, the Department of Public Instruction.



Figure 1: The Colonial Secretary's former offices on the Loftus Street site, housed the Department of Public Instruction until new premises were constructed for the Colonial Secretary in 1881. Part of this site became the new Department of Education building in Bridge Street was completed in 1915. Photograph by Charles Pickering, 1872, NSW government printer, Mitchell Library, SLNSW SPF/246 a089246.

Construction of the new building commenced in 1912, with the laying of the foundation stone by the Hon A C Carmichael, Minister of Public Instruction. The Federation Free Classical style building was completed to the design of government architect, George McRae, in 1915 and with its new headquarters, came a name change for the organisation to Department of Education. The department has occupied the building almost continuously since then, briefly moving out between 1990 and 1996.



Figure 2: Laying the foundation stone for the new Department of Education offices in Bridge Street, SLNSW dl_34857



Figure 3: Ceremonial trowel and key relating to the construction and opening of the Bridge Street building. These items have been transferred to the Schoolhouse Museum at Ryde, managed by the Department of Education. Photo provided by Shane Cridland 2016



Figure 4: Department of Education, Bridge Street, Sydney, 2016.Photo: M Betteridge 2016

The building has been the Department's flagship central city landmark since 1915 and the headquarters have functioned, as designed, as the state-wide administrative centre for the Department, with offices for the minister, departmental head, inspectors and their support, records, medical and social welfare staff, and a library and an art gallery.

For employees of the Department of Education, Bridge Street long represented their head office. As former Director-General of Education, Ken Boston, explained:

> You came through the front door in Bridge Street to apply for a job as a teacher. This was where you were interviewed. For many, it was where you had a medical examination. It was where you sent applications for vacancies or transfers. It was where you applied for promotion, or appealed against non-promotion. For many women, it was where you admitted to matrimony, and quite outrageously lost permanency as a teacher. For every one of those names on the honour boards, there was a manila folder or a box file somewhere in the building stuffed full of their personal details: name, qualifications, contact details, next of kin, school placements, inspectors' reports, salary details, leave records, place on the promotion list, and so on. You were paid from there and were sent documents and publications from there; the School Magazine was posted from there; when necessary, you went there to complain.[1]

Over time, the devolution of administration to regional offices has diminished the centralisation of services in Bridge Street and the impending relocation of the Department, likely to be out of the Sydney CBD, will sever the ties completely.

[1] Speech delivered by Ken Boston to the Teachers RSL Sub-Branch at Parliament House, Sydney on the occasion of the Branch's 70th anniversary, 22 August 2014

3. REVIEW OF MOVABLE HERITAGE

3.1 Historical furniture

A review of the CMP and a physical inspection of the building identified a small number of remnant items of furniture of varying styles and dates. In most cases, the items have lost their contextual association. The following discussion attempts to document their origin and association.





Figures 5 and 6: Interior of the former Public Instruction building, showing the style of interior furnishing of offices before the construction of the new building in Bridge Street. SLNSW dl_16997 and dl_16998





Figures 7 and 8: Two items of late Victorian furniture which remain in the Department of Education building are likely to have been associated with the Department of Public Instruction. The coat and hat stand is inscribed 1881 and is similar to 1880s examples in the Chief Secretary's and Lands Department buildings. Photo M Betteridge 2016



Figure 9: A late 19th century cedar double pedestal desk, currently in storage on Level 7, known as the 'Ministerial desk', last used by The Hon John Acquilina MLA and Minister for Education and Training (1995 and 2001) before the ministerial offices relocated to Governor Phillip Tower.

The 'Ministerial desk' is likely to have been associated with the Department of Public Instruction building (Loftus Street) and ordered for the first Minister, The Hon. John Robertson, Minister for Public Instruction (1 May 1880 to 10 November 1881). It has been suggested that it may have been associated with Sir Henry Parkes around 1866 when Sir Henry Parkes was chairman of the Council of Education in which case it might have been located in the old Colonial Secretary's Office (the forerunner of the current building). Further historical research and examination of the desk would be required to clarify this assertion.

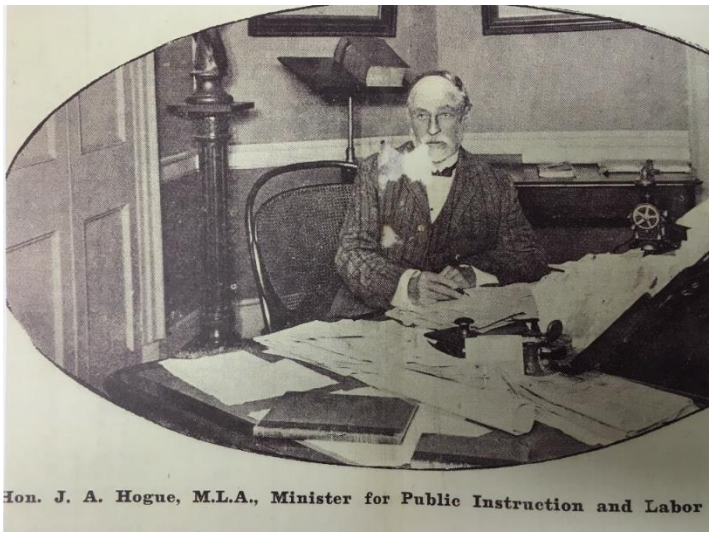


Figure 10: In this image, reproduced in the Town and Country Journal, 27 April, 1910, the Minister for Public Instruction and Labour is shown seated at a cedar desk with a similar moulded edge and leather insert to the desk in Figure 9. This may be the same desk.

Early interior views of the Bridge Street building illustrate furniture which appear to be late Victorian in style, heavy in execution and darkly stained. It is possible that some of this furniture was transferred, with staff, from the old offices – perhaps with some created for the new building in the traditional late Victorian style and new Edwardian furniture. The table in Figure 11 has turned legs and is more consistent in style with Victorian furniture than the more severe lines of Edwardian furniture, apparent in Figure 12.





Figures 11 and 12: Interior of the Department of Education, 1916 showing furniture, including a late Victorian table with turned legs (left) and Edwardian X-framed chairs (right) SLNSW GPO 1-13494

The tender for the supply of furniture for the Bridge Street building has so far not been located. It is possible that some of it was made by E J Forbes, who was a contractor to the Department of Education at the time. In early 1913, the department successfully negotiated to acquire EJ Forbes' fully equipped factory to overcome the problem of supply for fitting out schools. Prior to this, furniture for schools had been made first by the Sabroan boys on Cockatoo Island, and later under external contract to cabinetmakers and joiners, including E J Forbes. Workers in government employ at Cockatoo Island were relocated to Drummoyne and may have been involved in the supply of furniture for head office.

The survey of extant furniture identified a few pieces which are likely to be associated with the 1915 fitout. Information provided by the Department's heritage officer, Shane Cridland, sheds some light on some pieces of original furniture from the 1915 fitout. Part of a suite of furniture used by the Director-General of Education and recorded as having been made of Australian silky oak and manufactured by Anthony Hordens & Sons. These items were first used by the then Director of Education, Mr Peter Board, and last used by Sir Harold Wyndham, Director of Education, who retired in 1968. In 1969, the items were donated to Vaucluse House, subsequently returned to the Department by the Historic Houses Trust in 2005. The last recorded location of this furniture was in the offices of the Sydney region branch of the Department of Education, Mary Ann Street, Ultimo. A large bookcase, probably

ensuite with this furniture, remains in the Boardroom in Bridge Street with a cabinet of the same era; the current chairs and table in that room being modern, probably acquired circa 1990s





Figures 13 and 14: The suite of furniture includes a boardroom table with removable top (one piece), three bases, 11 Members Chairs, one Chairpersons swivel chair, one arm chair and a side table. In 1936, a fold down extension to the boardroom table was made and in 1953 it was refurbished to remove burns and scratches from the table top. It is very likely that the large bookcase which remains in the Conference Room is also part of this suite. Photos provided by Shane Cridland 2016

3.2 Memorabilia

Over time, the Department of Education gathered a collection of artefacts relating to the history of school education in NSW which was housed in Bridge Street and used for exhibitions. Almost all of this material was relocated to the Schoolhouse Museum at Ryde where it is now presented to school groups. The collection includes items exhibited by students in the art gallery, the ceremonial trowel used for the laying of the foundation stone of the Bridge Street building in 1912 and the ceremonial key to the opening of the building in 1915.



Figure 15: The only remaining material on display in Bridge Street is an illuminated manuscript and information relating to George Kilminster, Chief Clerk, Department of Education who retired in 1916 after 45 years of service. Photo M Betteridge 2016



Figure 16: Showcase and contents relocated to the Schoolhouse Museum, Ryde. Photo provided by Shane Cridland 2016



Figure 17: Items relocated to the Hunter/Central Coast region, Department of Education. Photo provided by Shane Cridland 2016

3.3 The Department of Education art gallery

The provision of an art gallery in the new Department of Education building in 1915 was the government's response to the need to provide a venue for exhibitions for its public school students and for community organisations, particularly arts and crafts societies which flourished in Sydney in the early 20th century. The large space, top lit by opaque-glazed roof lanterns and with high sided walls with hanging rails, was designed with input from leading members of Sydney's art community and could be accessed from the Loftus Street entrance via the lift and stairs. Located on the 6th floor, (now Level 7), spatial flexibility enabled the large area to be partitioned into two rooms, one 29 metres by 10.5 metres, the other 11 metres by 13.5 metres,

The Education Department Art Gallery opened in October 1915. The first external group to exhibit there was the Royal Art Society of New South Wales whose cramped premises in Pitt Street were less than adequate for public exhibitions of their members' work, many of whom were aspiring artists. Despite some initial rivalry, the Society of Artists successfully relocated their exhibitions to the new gallery in 1918.

In 1939, an article in the Australian Art Annual published by Sydney Ure Smith noted that:

The Department of Education has a gallery in which the various art societies may arrange to hold exhibitions from time to time – exhibitions which have proved very beneficial in advancing the interests of the societies and bringing the work of members before the public…The principal annual exhibitions of the NSW Art





Figures 18,19 and 20: The Shepherd of Knockalong, 1933 by Hilda Rix Nicholas (left) which featured in an Exhibition by women artists of Australia, held in the Education Department's Art Gallery, Sydney, 12 – 25 July 1934 Photo: Deutscher and Hackett Imp Fine Art + Aboriginal Art December 2015. This painting was illustrated in a review of a large exhibition of the work of female artists held at the NSW Education Department in July 1934, which appeared in the Australian Women's Weekly; Flower Piece 1933 by Elioth Gruner (centre) Society of Artists' Annual Exhibition, Education Department's Art Gallery, Sydney, 7 September - 5 October 1934, and the First Exhibition of the Australian Academy of Art, Education Department's Art Gallery, Sydney, 8 -19 April 1938. Photo: Sotheby's Australia Australian Art 3 sale, April 2010. Another artwork, now in a major public collection (AGNSW), was The Sisters by Hugh Ramsay

(right) which featured in an Exhibition of Australian art (1923), in the Education Department Gallery [Loftus Street], Sydney, June 1923. Photo: AGNSW



Figure 21: Education Department Art Gallery, George Lambert Exhibition, 1930. Photo: Arthur Ernest Foster SLNSW a6947013

For some 5 decades until the 1960s, exhibitions of the work of members of the Australian Painter-Etchers Society, the Australian Watercolour Institute, the Contemporary Art Society, the Royal Art Society of NSW, the Society of Arts and Crafts, the Society of Artists, Photographic Society of NSW and the Society of Women Artists were regular annual fixtures. Solo and group exhibitions of artworks by prominent Australian artists, including Penleigh Boyd, Hilda Rix Nicholas, George Lambert, Julian Ashton, Arthur Streeton, James R Jackson and Tony Tuckson also featured in the art gallery's program. Some of the works exhibited in the gallery are now in major public and private collections in Australia, including the Art Gallery of NSW and the National Gallery of Australia. The standard of works accepted for exhibition was such that in 1945, Dr Roland Pope, a Sydney-based ophthalmologist and one-time cricketer for Australia. He had a notable collection of Australian art and literature exhibited a collection of oil paintings, watercolours, prints and rare books which he presented to the Newcastle School of Arts for the City of Newcastle and which became the foundation for the Newcastle Art Gallery and Newcastle Region Library.




Figures 22 and 23: School pupils exhibiting examples of handcrafts in the art gallery, October 1916 SLNSW GPO 1-31510 and DI_31512

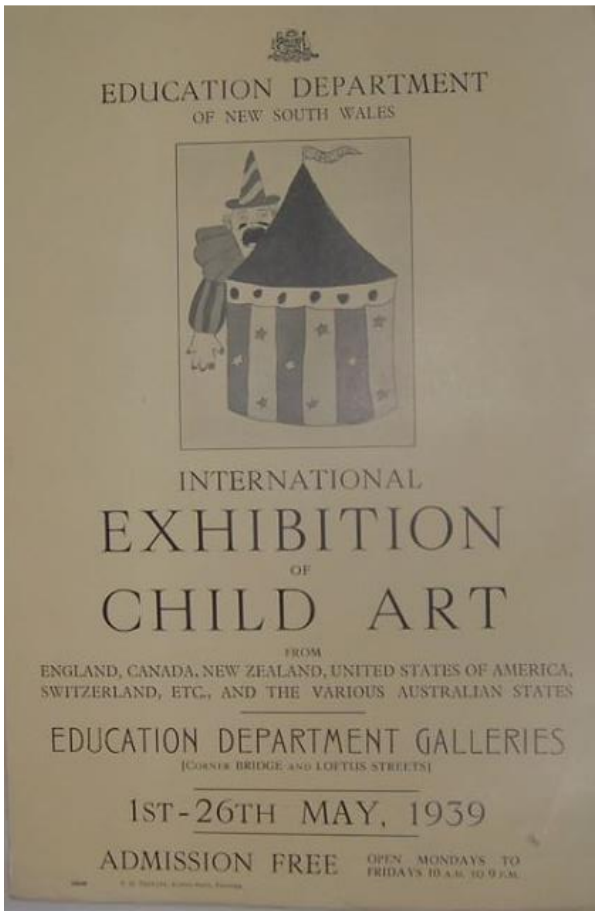


Figure 24; Poster from an International Exhibition of Child Art held in the Education Department Galleries in 1939. Photo: Department of Education



Figure 25: Visiting group of British school children attending an exhibition of art in the art gallery 1943, GPO 1-29081 ML SLNSW

From its inception, the gallery space was also made available to school children and specialist art and technical schools for exhibitions of student work – and examples of needlework of this period is now on display at the Schoolhouse Museum of Public Education, Ryde. Perhaps as a career initiative for students, for example, the Public Library Exhibition of Technical, Commercial and Trade Literature was held in conjunction with relevant businesses in July, 1919. The gallery was also the venue for charitable organisations for events and exhibitions, including for an exhibition of modern posters collected by C. Lloyd Jones held in May 1918, in aid of the Citizens' "War Chest" Fund and an art exhibition, conducted by the Men's Auxiliary of the Kindergarten Union of N.S.W. in 1944. The gallery hosted an art competition exhibition for Australia's 150th anniversary celebrations, 1788-1938, in February 1938 and the department's long relationship with the Royal Australian Historical Society was recognised with an exhibition of historical objects from the Society's collection for the Commonwealth of Australia 1901-1951 Jubilee celebrations, officially opened by His Excellency the Governor of N.S.W., Lt.-Gen. Sir John Northcott, K.C.M.G., C.B., M.V.O, in June 1951.

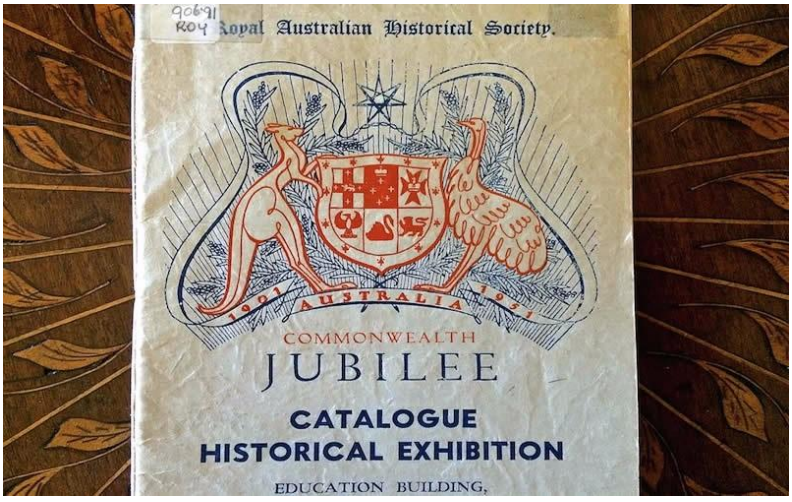


Figure 26: Catalogue from the Commonwealth Jubilee Exhibition, 1951 RAHS

In 1958, the Department of Education claimed the western gallery space as an assembly and meeting room, reducing the available exhibition space for external groups to the larger room and prompting complaints from the societies, including then president of the Society of Artists, Lloyd Rees, about the lack of space for their exhibitions and while they threatened to relocate to alternative venues they continued to use the art gallery until 1969 when declining society membership saw the demise of many of the original exhibiting organisations – or their relocation to fashionable galleries like the Blaxland Galleries in Farmers department store and David Jones Art Gallery. Attempts around 1966-67 to reclaim the space surrendered for assembly and meeting use appear to have been unsuccessful and the last of the art societies to hold their exhibitions in the space was the Australian Watercolour Institute for their annual exhibition in August 1969.

3.4 The William Wilkins Memorial Art Collection

The acquisition of student artwork by the department appears to have started in a minor way in the 1950s, a practice which was significantly augmented from 1974 with selected works from student submissions associated with assessments for the Higher School Certificate. In 1984, the Director-General of Education, Douglas Swan approved a proposal to consolidate the collection and to name the art gallery the William Wilkins Art Gallery for the display of the William Wilkins Memorial Art Collection, honouring the noted former teacher, civil servant and education reformer who became the first under-secretary in the new Department of Public Instruction following the passing of the *Public Instruction Act*, 1880. Wilkins had worked tirelessly for 3 decades to improve public education in NSW, condemning schooling under the dual boards of National and Denominational education, advocating the establishment of a unified, co-ordinated system of state schools, supervised by professional district inspectors, and recommending the extension of the pupil-teacher training system and the improvement of school buildings. His ideas, influenced by European theories on education were radical for their time:

> *The educator who is not on fire with the interest of his subject can but half teach. He must glow and he must kindle. The pupil must catch fire. The cold, impassive, dry, lifeless teacher may have his own reward in pay ... He will not find it in interest awakened or minds quickened." These were unusual ideas for the mid-nineteenth century, especially for a colonial public servant.*



Figure 27: William Wilkins 1827-1892[2]

Artworks from the William Wilkins Memorial Art Collection was displayed for the first time in the art gallery for Education Week in 1984 and items from this collection used to furnish the walls of the offices in the Bridge Street building. Despite the prominence of this collection, no mention of the art gallery was made in the departmental history published in 1989. The following year, the NSW government resolved to relocate the department in order to redevelop the building and the

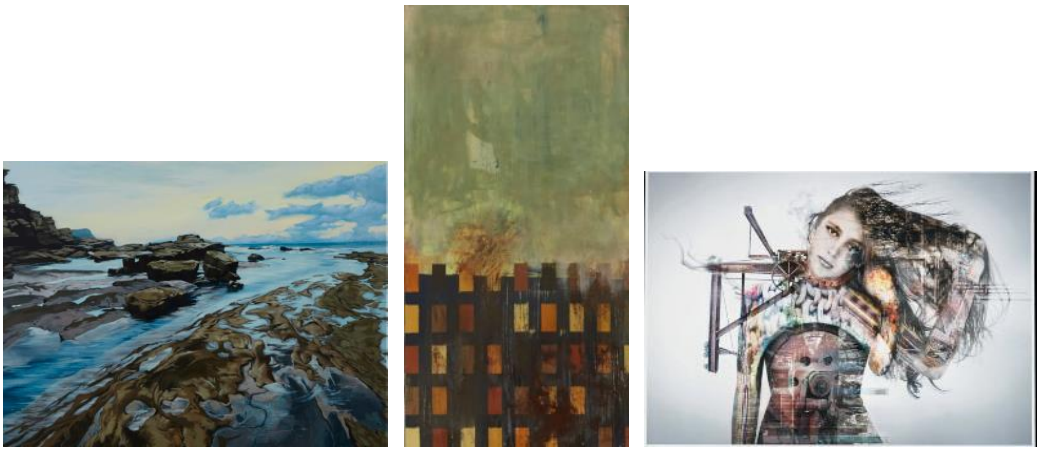
[2] https://www.artsunit.nsw.edu.au/visual-arts/william-wilkins-memorial-art-collection/wilkins-collection

William Wilkins Memorial Art Gallery and the Department's war memorials were moved to the Fanny Cohen Hall on Observatory Hill.

In 1994, the Sydney firm of Ancher Mortlock and Woolley was commissioned to devise a scheme to refurbish the building within the heritage constraints imposed by its Permanent [Heritage] Conservation Order (gazetted by the NSW government on 22 June 1990). The new plan significantly modernised the interiors and overcome circulation problems imposed by the 1920s dual departmental occupancy. The former art gallery, which continues to retain its naming association with William Wilkins, was configured as a multi-purpose meeting, seminar and conference room and artworks from the William Wilkins Memorial Art Collection lent for display around its walls.

The William Wilkins Memorial Art Collection is currently administered by the Arts Unit of the Department of Education. The Unit acquires around 10 artworks annually from the ARTEXPRESS, annual showcase of student works and their accompanying statements submitted for assessment for the HSC used as loans for working environments of many government departments Arts Unit manages

In 2015 the department celebrated a milestone with the publication of a catalogue '*The Wilkins Collection – Celebrating 40 years of New South Wales Higher School Certificate Visual Arts'*, launched by renowned NSW artists Jasper Knight.



Figures 28, 29 and 30: Higher School Certificate artwork kin the Wilkins Collection Summer Serenity (graphic design), 2014 by William Jia Hao Huang. Sydney Technical High School; Hidden Beneath (painting) 2014 Gorges Auiter, Bankstown Senior College; Subsumed (photomedia) 2014 Alexia Psaltis, Hunter School of Performing Arts.

Equally important to the works are the artist's statements about their work, displayed with the artwork, an example of which is reproduced below:

> Gorges Auiter's Student statement:
> *My artwork comments on environmental issues associated with renovation. Until the 1980s many houses in Australia were built with asbestos due to its low cost and ease in installation. Hidden Beneath invites the audience to question and reflect on risks associated with removal of this hazardous and even fatal product. Using layers and manipulation of surface texture the work communicates the fear of what may be*

hidden below the surface. Through sanding one can see the fissures beneath, the tears that erupt through the seemingly once perfect surface, hinting at the threat to inhabitants' health, wellbeing and comfort.

3.5 Soldier-Teacher Memorials

The idea to commemorate the contribution of the 284 teachers who had enlisted for war service at the outbreak of World War I on an honour roll was proposed in November 1915 along with a memorial to those who had fallen and a valedictory dinner for those soldier-teachers about to leave. While the Department of Education proposed to pay for the honour roll, the Council of the Teachers Association established a committee to raise funds to pay for a bronze memorial to fallen soldier-teachers. A separate honour roll was erected to commemorate student teachers, located in their training college, Hereford House, Glebe.

The War Precautions Act (1916) prohibited the erection of permanent monuments costing more than £25, the NSW State War Council urging people to make do with honour boards until the war was won. While the Department of Education accepted responsibility for the cost of the honour roll for enlisted staff and commissioned its Drummoyne workshops to manufacture it, it felt the Teachers Association should raise funds for the memorial to the fallen. To do this, it canvassed schools across the state, raising just in excess of £287.



Figure 31: Department of Education furniture factory, Drummoyne, purchased in 1913 and possibly the source of furniture for the new building in 1915. It produced school furniture including desks, chairs, kindergarten furniture, tables book presses work benches and forms (bench seats). The World War I honour roll was produced in this factory. SLNSW dl_17007.

By late 1920, the timber honour roll had been erected in the Loftus Street vestibule. The timber honour board, inscribed in gilt lettering with the names of 284 teachers,

was made by the staff at the Department's furniture factory at Drummoyne – but by the time it was completed, over 700 teachers had enlisted.

The installation of the bronze memorial was delayed while a funding shortfall was sorted out. Manufactured by Messrs Castle and Sons at their foundry in Newtown, the memorial, inscribed with 158 names of fallen soldier-teachers was installed in the Bridge Street foyer of the building. Photographs of the memorial were taken for distribution to next of kin and for presentation to the Teachers' Federation (not located).



Figure 32: Timber honour roll commemorating Public School Teachers, made in the Drummoyne factory, 1921. Photo M Betteridge 2016

The unveiling and dedication of both memorials was conducted on 24 September 1921 in King's Hall, Hunter Street by HE Sir Walter Davidson, Governor of NSW and the Right Rev Dr Long, Bishop of Bathurst. Because of the large number of people attending the event, the dedication was before photographs of the memorials as the spaces in the two foyers of the Department were too small.



Figure 33: Bronze World War I honour roll Photo M Betteridge 2016



Figure 34: Detail of World War I honour roll, made by Castle and Sons, Newtown. Photo M Betteridge 2016

In his speech, the Governor referred to the future:

> 'The memorials on the walls of the Department and upon the walls of the future home of teachers, their institute, would ever remind the future generations of the obligations of posterity to those who won for them the freedom they inherit'.



Figure 35: Department of Education, Brother Officers honour roll, World War I. Photo M Betteridge 2016

No one could foresee that the world would face another, even more deadly conflict after the Great War, but soldier-teachers and departmental staff were among the Australian contingent who served in World War II. Following the end of World War II, the Teachers Federation Council and members of the Teachers Sub-Branch of the Returned Soldier Sailor Imperial League of Australia (now Returned Services League) met in 1949t o establish a committee to organise fund-raising and memorials with the names of teachers who had died in World War II, to be erected in the head offices of the Department of Education and the Teachers Federation. The first meeting of the Soldier-Teachers Memorial Committee was held at Bridge Street on 30 May 1949. By the end of the year, their State-wide appeal through schools had raised around £920 which the committee determined would be allocated towards a bas-relief or sculpture which could be affixed to a wall in Federation House (the headquarters for the Teachers Federation) in Phillip Street and a Book of Remembrance. A plaque was to be commissioned for the Department.

The selection of sculptor and medallist and former Royal Navy serviceman, Paul Beadle, to create the bas-relief for Federation House was made in conjunction with the Art Gallery of New South Wales. The Book of Remembrance seemed an appropriate solution to recording the very lengthy roll of honour required but compiling an accurate list of names took considerable time to resolve.

In 1951, Messrs Powell and Hohnen were commissioned to produce a bronze honour roll in memory of the fallen, for Bridge Street. This plaque was installed in the Bridge Street vestibule on 11 November 1955 by HE the Governor of NSW, Sir John Northcott.



Figure 36: World War II honour roll, Bridge Street foyer

Eight days later, the Queensland maple bas-relief by Paul Beadle was unveiled in Federation House by the Minister of Education. It remains with the NSW Teachers Federation, but has been relocated several times, first from Federation House to new offices in Sussex Street, then to Surry Hills and a further move is anticipated.

The Book of Remembrance was not finally completed until 1963, when it was placed in the Federation's Library and the Librarian entrusted with the task of turning a single page each day. It remained there until the Federation relocated from Phillip Street to Sussex Street when it was transferred to the Department of Education in Bridge Street, the Federation noting' it had difficulty associated with the daily servicing of the book'.



Figure 37: Book of Remembrance, originally located in Federation House, now displayed at Bridge Street. Photo M Betteridge 2016

Little is known of the history behind the erection of the Brother Officers World War II honour roll above the Book of Remembrance or the bronze plaque below.



Figure 38: Brother Officers (Non Teaching Staff) honour roll, World War I. Photo M Betteridge 2016



Figure 39: Non Teaching Staff honour roll, World War II. Photo M Betteridge 2016

In 1997, at the suggestion of Teachers Federation president, Phil Cross, the Department organised the erection of a new honour roll to commemorate Departmental officers who served abroad with the armed forces, post-World War II. Their service in conflicts in Vietnam, New Guinea, Malaya, Korea, Japan and Crete is recorded. It was unveiled on 24 September 1997.



Figure 40: Post World War II honour roll. Photo M Betteridge 2016

In 2001, a new honour roll was installed in Bridge Street to correct a misunderstanding that an honour roll in the Farrer Place foyer, assumed to have commemorated staff from the Department of Education, was in fact a memorial to staff of the Department of Agriculture. The new honour roll commemorates over 2,532 soldier-teachers (over 23% of the Department's workforce at the time).



Figure 41: World War II honour roll, unveiled in Bridge Street in 2001. Photo M Betteridge 2016

For almost 100 years, the Department of Education has occupied the Bridge Street building. In 1988-89, the NSW government decided to relocate the Department and offer the building for sale. The Department moved out in 1990 and the honour rolls

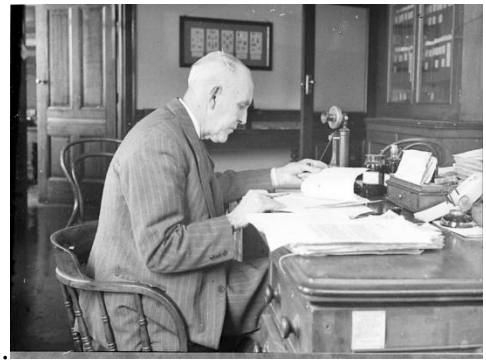
were removed and relocated to the Fanny Cohen Hall at the former Fort Street Girls' High School. The decision to sell the Bridge Street building was rescinded in 1996 following extensive public opposition and vigils, and the Department returned to Bridge Street. The NSW Teachers Federation and the Teachers RSL Sub-Branch were actively involved with the Department of Education in the reinstallation of the honour rolls for Anzac Day of that year. They have remained in situ in the Bridge Street vestibule and around the atrium walls on Level 2 since then.

3.6 Legacy of the Department of Agriculture

The survey of movable heritage also canvassed the legacy of the Department of Agriculture's association with the building to ensure that there was no remnant evidence of their occupation. The reason for this is that the Department of Education now occupies the building that was constructed for the Department of Agriculture on the Loftus Street site, adjacent to the Department of Agriculture. In 1987, the Department of Agriculture moved out and their building was taken over by the Department of Education for additional space. During the mid-1990s refurbishment a conversion was made to link the two buildings for the sole use of the Department of Education.

The background history to this was that in 1929, plans to construct new offices for the Department of Agriculture, adjoining the Department of Education were announced. Although designed by a different architect, John Reid and Son, the building was consistent in its style and execution with the Education building. In addition to offices, the building housed laboratories for scientific investigation associated with NSW agricultural research. Few images could be located of interiors but those which could, illustrated furniture used by departmental officers, an example of which is shown in Figure 11. It too appears to be consistent with government issue, traditional in style and perhaps recycled from earlier offices. The departure of most of the Department of Agriculture to the new State Office Block in Bent Street in 1967 released space for the Department of Education to expand. Furniture from this part of the building has not survived in situ.

As previously mentioned, a large World War II Honour Roll, located in Farrer Place (entry) and previously thought to have belonged to the Department of Education, was in fact the property of the Department of Agriculture. It was returned to them in 1996.

Figures 42 and 43: Façade of the Department of Agriculture, c1950s SLNSW GPO 2-10619 (left); interior of an office in the building, c.1930s SLNSW Hood _29995

All that remains to record the Department of Agriculture's occupation of their part of the building is external signage, a plaque commemorating the erection of the building for the Department of Agriculture in 1929-30 and four polished brass directory boards. These were mentioned in the Sydney Morning Herald, 30 January 1929 "Directories of the latest and best type will be fixed on the ground floor, also on all other floors".





Figures 44 and 45: Plaque (left) and directory boards (right) in the Loftus Street foyer. Photo M Betteridge 2016

4.0 COMPARATIVE ANALYSIS

The heritage furniture remaining in the Department of Education in Bridge Street has been so depleted that the few remnant items remaining have lost their associations and groupings which would enable worthwhile comparative analysis of their significance. The Department is however, the only remaining authority of the same name and portfolio interests to reside in its original Bridge Street government department building.

The collection of student artworks, known as the William Wilkins Memorial Art Collection is unique as the only State-owned collection of Higher School Certificate student artwork. It has no comparable comparison and a review of collections at tertiary institutions was unable to validate their relevance for this survey.

However, the war memorial honour rolls provide an interesting comparison with similar examples commissioned by government departments. Some of these have moved with their departments and continued to be honoured and respected. Some have remained in buildings with which they were associated, but time and the changing role/name/function of the original authorities has diminished their importance and relevance.

Public servants were among the highest number of enlistments for World War I, responding to recruitment drives and encouraged by politicians who asked for every man to do his duty for Australia and fight for King and country. The Department of Education recorded their enlistments for overseas in the period 1914-1918 as 755 teachers and 109 officers, of whom 171 died on active service (including 153 teachers). That so many teachers left their roles as education providers to Australia's children and went to fight demonstrates their fierce loyalty and pride in their country. It wasn't long before the toll of their sacrifice became apparent.

The first honour roll to be erected in NSW in World War I is understood to have been in Balmain on a drinking fountain located in the middle of Darling Street. As the loss of human life grew, the need to commemorate the names of fathers, brothers, uncles, sons and friends in places where communities met. Here, the physical presence of names of enlisted, wounded and fallen. would be a constant reminder of the sacrifice they had made.

NSW public schools were central to the war effort, engaging in patriotic fundraising, providing a hub for recruiting committees and school grounds for rifle club drill purposes. Schools were also among the first to erect rolls of honour. The July 1915 issue of the *Public Instruction Gazette* suggested local parents and citizens might

> *be pleased to provide a Roll of Honour, to be placed on the wall of the school from which any Teacher or old-time Pupil has gone to war, with their names engraved thereon." The article suggested that the boards could be made of varnished wood by manual training students in the school wherever possible*.

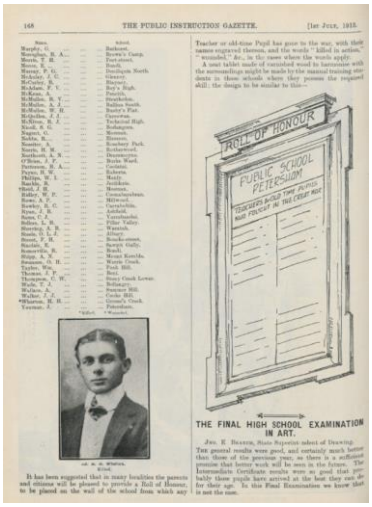


Figure 46: Example of honour roll design, published in the Education Gazette, 1 July 1915, p168

Memorials in other government departments took many forms, from simple framed parchment documents to stained and varnished honour rolls to elaborate bronze or marble honour rolls.

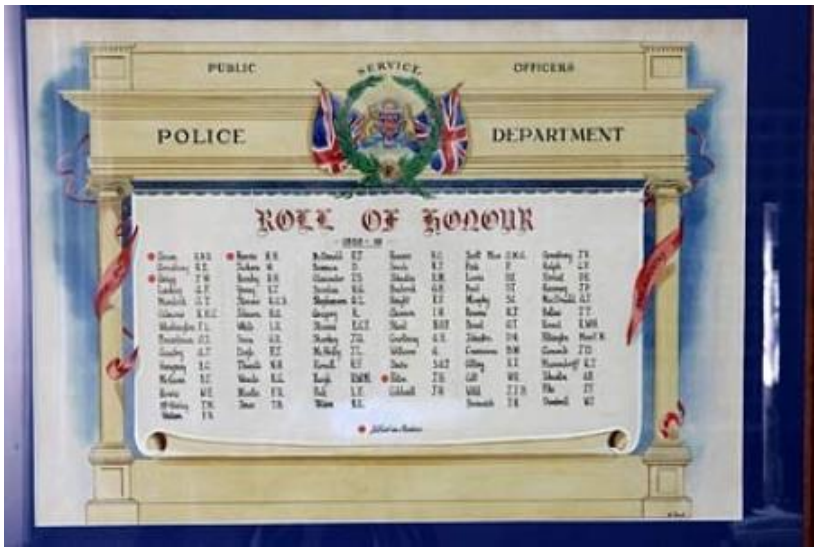


Figure 47: NSW Police Department Honour Roll, World War I, now located in the Sydney Police Centre. Photo War Memorial Register (online



Figure 48: NSW Parliament House, Sydney Honour Roll, World War I. Photo Monument Australia (accessed online)

The Department of Education like many government departments, local councils, institutions, schools, hospitals, churches, community organisations and businesses responded to the loss of life of their staff in World War I with the erection of war memorials. A review of memorials recorded by Monument Australia and War Memorials Register (both online resources) identified a number of memorials relating to NSW government departments.



Figure 49: Bronze World War I honour roll, currently located in the Lands Department building, Bridge Street. Photo M Betteridge 2013





Figures 50 and 51: Honour rolls to staff of the Metropolitan Water Sewerage and Drainage Board, Photos Monument Australia (online)





Figures 52 and 53: The NSW Police Force relocated from Central Police Station in Liverpool to the Sydney Police Centre in 1987 and installed their World War I and II honour rolls in the foyer of their new building in Goulburn Street. Photos War Memorial Register (online)



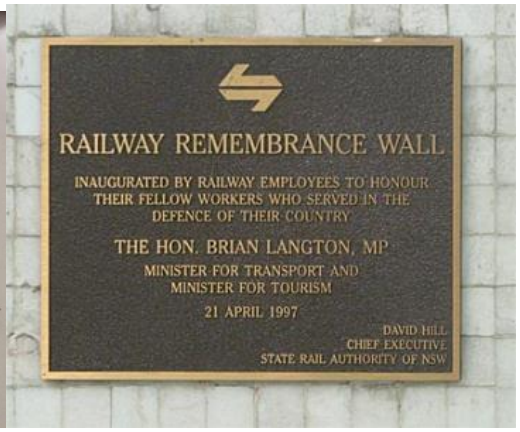


Figures 54 and 55: World War 1 and World War II memorials in the King Street foyer of the Supreme Court of New South Wale. Photos Monument Australia (online)



Figure 56: The NSW Fire Service maintains their large World War I Honour Board commemorating 315 members of the NSW Fire Brigades Service in the foyer of their headquarters in Castlereagh Street, Sydney. Photo War Memorial Register (online)





Figures 57 and 58: In 1987, the State Rail Authority re-dedicated its collection of 18 plaques and war memorial Honour Rolls, installing them along a wall at Central Station. Photos War Memorial Register (online)





Figures 59 and 60: In the conversion of the former General Post Office in Martin Place, Sydney to the Westin Hotel in 1999, the large marble Honour Roll and Book of Remembrance were retained in situ. There was sensitivity to their removal, particularly due to their close proximity to the Cenotaph where the traditional Anzac Dawn Service is held each year. Photos Monument Australia (online)

Many government departments, local councils, organisations and communities have had to relocate war memorials as a consequence of change. The NSW Teachers Federation itself has faced this same dilemma, when forced to address its memorials. In 1963, the Book of Remembrance which stood in the Library of Federation House, was relocated to Bridge Street. The Paul Beadle bas-relief has moved with the NSW Teachers Federation on 2 moves and may be subject to another.

The important outcome of moving memorials is to ensure that the memorials are respected, accessible, relevant and secure. Severing the ties which destroy their associations and ability to communicate as living memorials should always be

avoided. Their best chance at long term preservation, conservation and interpretation is to strengthen their ties to the people and organisations which safeguard their memories. Some criticism of the difficulty in accessing the memorials (apart from the formal Anzac Day service) in Bridge Street was expressed during consultation.

Not all war memorials have been respectfully treated. The Museum of Contemporary Art Australia (MCA) took possession of the Maritime Services Board building at Circular Quay in 1989 and the war memorial designed by Lyndon Dadswell and installed in the foyer in 1952 in the foyer now lies hidden underneath a multi-panelled painting by Imants Tillers called 'Pure Beauty'.

5.0 DISCUSSION OF THE SIGNIFICANCE OF THE SOLDIER-TEACHER MEMORIALS

The history of the Soldier-Teacher Memorials highlights the collaboration between the Department of Education and the NSW Teachers Federation (formerly the Teachers Association) and the Teachers RSL Sub-Branch. Together, they have ensured that the names of staff across NSW associated with public education live on in their memorialisation, active commemoration and research.

The war memorials have been the subject of extensive research, documented in a publication, published in 2001 - Soldier-Teacher War Memorials by the late Tom Spencer, a former treasurer of the Teachers RSL Sub-Branch. All of the names inscribed on the memorials have been recorded.

The Teachers RSL Sub-Branch celebrated their 70th anniversary in 2014. Each Anzac Day, their members organise a ceremony in the Bridge Street building at the Soldier-Teacher Memorials before participating in the march. Originally, the soldier-teachers used to gather outside the building for the annual Anzac Day march but at the invitation of then Director-General of the Department, Ken Boston, the returned soldiers began holding their commemoration in the building. The service starts in the atrium on Level 2 at 7am and school students participate. One student conducts the service as MC, the NSW Public Schools Junior Singers are invited to sing and a high school student plays the Last Post. The Ode is recited and wreaths laid before the honour rolls.

In 2014, the Department of Education launched the New South Wales Department of Education Record of Service in Two World Wars, written by Thomas White, a digital resource of biographical details of every NSW public school teachers and departmental officers who had enlisted in both world wars. The posthumous completion of this massive undertaking. Tom, a long-time employee with a distinguished career with the Department, had commenced his research in 1951 and completed it in 1958, but it remained unpublished until after his death. [3]

[3] http://www.dec.nsw.gov.au/about-us/news-at-det/news/nsw-public-school-educators-in-wwi-wwii

The decision by the NSW Government in 2015 to sell the Department of Education drew criticism from the NSW Teachers Federation, concerned about the fate of the Soldier-Teacher Memorials

> *We owe it to the thousands of teachers who went to war for their country … that they remain prominently grouped in public space in a heritage part of the building; that they remain open to the public; and that provision is made for the Teachers RSL Branch to hold an Anzac Day Service in the presence of the memorials, with the necessary seating capacity, musical accompaniment, audio facilities and morning tea, Mr Boston said*. [4]

With plans to redevelop the building as a hotel, announced in 2016, the future of the soldier-teacher memorials is under consideration. Perhaps Mr Boston foresaw a time when this might eventuate. At the unveiling of the unveiling of the World War II soldier-teacher honour roll, he noted:

> *The board shows you a most noble generation that has earned our undying respect and gratitude, and it has been a great privilege to play a role in putting their names on the board, an honour board which will, in fact, last forever. Long after this building has gone or been turned into something else, all the honour boards of course will persist. They will be taken and kept and treasured and the names of those teachers, 2,532 of them, 23 percent of our workforce, will last forever*. [5]

5.1 Assessment of Significance and Ranking

The Department of Education is listed on the NSW State Heritage Register (Listing number 00726, gazetted on 2 April 1999.6 With the recent sale of the building and the decision to relocate the Department of Education, it is necessary to assess the significance of the items of movable heritage to inform decisions about their future.

The Conservation Management Plan, prepared by City Plan and endorsed by the NSW Heritage Council in 2015 includes a policy for movable heritage (p194):

> *It is desirable that items of furniture and other movable heritage identified in Section 6.0 should be retained and conserved in situ.*[6]

The movable heritage has been assessed on the basis of its significance on the basis of its significance to the Bridge Street building and to its association with the Department of Education. It is recognised that the long history of occupation by the Department in the building might render items significant for retention in situ.

[4] https://www.nswtf.org.au/news/2015/03/12/valued-anzac-tradition-could-be-lost-bridge-st.html
[5] Tom Spencer, Soldier Teacher Memorials. (2001), p 59
[6] http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045558 accessed May 2016

However, the practicality of their management by a third party and the loss of direct association with the Department must be a consideration in recommendations for their long term care, Ensuring an outcome for the future of movable heritage which maintains their living history and associations where they can continue to maintain their function should be balanced with interpretation where they cannot be retained in situ.

Assessing the significance of movable heritage follows the same criteria developed as an outcome of the seminal work by J S Kerr (The Conservation Plan, 2000).

Grading	Justification	Status
Exceptional	Rare or outstanding item of local or State significance. High degree of intactness. Item can be interpreted relatively easily.	Fulfils criteria for local or State listing
High	High degree of original fabric. Demonstrates a key element of the item's significance. Alterations do not detract from significance.	Fulfils criteria for local or State listing
Moderate	Altered or modified elements. Elements with little heritage value but which contribute to the overall significance of the item.	Fulfils criteria for local or State listing.
Little	Alterations detract from significance. Difficult to interpret.	Does not fulfil criteria for local or State listing.
Intrusive	Damaging to the item's heritage significance.	Does not fulfil criteria for. local or State listing

Each item inspected for this inventory of movable heritage has been assessed for its significance against the criteria above and that significance ranking is recorded on the inventory record.

5.2 Significance of movable heritage in the Department of Education building

No items of movable heritage have been identified in the listing for the Department of Education Building on the NSW State Heritage Register. However, some of the movable heritage associated with the Department of Education at 35 Bridge Street, Sydney is significant as evidence of the occupation of the building almost continuously, since its opening in 1915 and as legacy items from the earlier occupation in a previous building as the Department of Public Instruction. The Soldier-Teacher Memorials have exceptional significance to the community, particularly people in the public school system in NSW.

The Department of Education has the second largest grouping of Honour Rolls in its offices, after Sydney Trains which has 20 memorials and plaques on display in the public concourse (suburban trains). The Department of Education has oversight of the recognition of the importance of conflict as a study of nation-building through the NSW school syllabus and as custodian of its own war memorials, sets a standard for public schools throughout NSW which themselves hold honour boards and war memorials.

The Soldier-Teacher Memorials are tangible evidence of the commitment by the Department, the NSW Teachers Federation and the Teachers RSL Sub-Branch to recognise and preserve the contribution of staff associated with the NSW public school system to Australia's war efforts in overseas conflicts between 1914-1918 and 1939-1945 and post-World War II. The commitment by the 3 organisations to ensure that the memorials document all staff and are conserved, maintained and displayed demonstrates the high esteem with which they are regarded by the education community.

These memorials are central to the commemoration of former staff of the Department of Education on Anzac Day each year. The commitment of historians to compile biographical information about the people behind the names inscribed has added significantly to the community's understanding of the contribution of public school educators and non-=teaching staff to overseas conflict.

Remnant items of furniture associated with the original fitout of the Bridge Street are significant for their association with the building, but their significance has been minimised by the lack of contextual groupings.

Archival material, including the site record register and memorabilia associated with the Department of Education are of exceptional significant as State records relating to places and people associated with the Department of Education.

The William Wilkins Memorial Art Collection is significant as a collection of artworks produced by senior school students for Higher School Certificate examination and judged annually by authorities to represent excellence in creativity and endeavour in the field of art.

6.0 INTERPRETATION STRATEGY

The relocation of the Department of Education from Bridge Street will sever the long history of that NSW government department, including the former ministerial presence, in that building. Interpretation of the significance of the building, a major architectural landmark in the streetscape, and its social significance to generations of employees as former Director-General Ken Boston noted on page 7 of this report, will be required.

An Interpretation Plan will be required which addresses the requirements associated with the conversion of the building for new uses. Using the thematic framework adopted by the NSW Heritage Council, the key interpretive theme will concentrate on the education system in NSW and its administration.

Interpretation should be provided in the art gallery to highlight the role that public facility and the historical associations with pre-eminent art societies, student work and more recently, the William Wilkins Memorial Art Collection.

Interpretation which demonstrates how the building was occupied, by whom and the functions it housed will also be required. Any movable items identified through consultation to remain in situ will require interpretation.

The relocation of the Soldier-Teacher Memorials should also be explained in the context of their continuing use as living memorials.

7.0 RECOMMENDATIONS FOR FUTURE MANAGEMENT

The Department of Education currently does not have a Movable Heritage Plan to assist with the management of departmental assets of heritage significance. Mindful of this and the impending relocation of the Department, the following key recommendations are proposed for the future management of the movable heritage currently located in the Department of Education, Bridge Street. Individual recommendations have been proposed in Part 2 on the individual inventory records.

Recommendation 1

The Department of Education be required to develop a Movable Heritage Register and a Movable Heritage Management Plan which is informed by the significance of items it holds and identifies the management strategies for the care and safekeeping of State assets in any future location. The Department of Education should review existing collection policies to ensure consistency with the Heritage Asset Management Plan and Conservation Management Plan. The Department's Heritage Officer should manage the movable heritage in accordance with the Movable Heritage Management Plan. This Plan should address specifically the war memorials, the furniture, currently in use off-site and the archival material.

Recommendation 2

Items identified for retention in the Bridge Street building should be managed with a caveat which upholds the requirements under the Heritage Act NSW. The NSW Government should work with the new owners of the building through a Memorandum of Understanding to ensure the safekeeping of those items of movable heritage which remain in the public and the provision of public access when required for the purposes of future research. The Department of Education and GPNSW should continue educate asset custodians and users about the heritage value and sound management of the assets they are responsible.

Recommendation 3

The Soldier-Teacher Memorials should be retained by the Department of Education and relocated to ensure they remain within the community of people who will continue to foster their 'living memory' for future generations of public school employees.

Recommendation 4

The William Wilkins Memorial Art Collection should be retained by the Department of Education and be displayed where the objectives and legacies of the Higher School Certificate art syllabus can be appreciated, enjoyed and respected.

Recommendation 5

Items of furniture in Bridge Street having strong associations with the Department of Education (and its predecessor) and considered important in departmental history should be retained by the Department.

Recommendation 6

Furniture original to the building from its inception in 1915 should be subject to a movable heritage strategy which ensures that the pieces are clearly identified as a suite belonging to the former Director-General's Boardroom, despite the fact that they have been separated. Should future opportunities arise where the pieces can be reunited and the furniture re-instated for continuing use in the building (or maintained and used when relevant), consideration should be given, and a process established, whereby they can be returned to the 35 Bridge Street building.

Recommendation 7

Items of furniture associated with the Department of Public Instruction phase and used by successive ministers holding that portfolio (and its successor) should be retained by the Department of Education. These items could be considered for offer to the Schoolhouse Museum should they be unable to be retained in new departmental premises.

Recommendation 8

Archival material held by the Department and unable to be managed through a movable heritage policy or strategy should be reviewed by expert staff at the State Library of NSW and/or State Records and managed by the Department of Education according to their recommendations.

Recommendation 9

An Interpretation Plan should be developed to identify opportunities to interpret the significance of the Department of Education's movable heritage.

8.0 BIBLIOGRAPHY

City Plan Heritage (2015) Conservation Management Plan. Department of Education Building, 35-39 Bridge Street, Sydney

Tom Spencer (2001) Soldier-Teacher Memorials World War I – World War II – Post World War II. New South Wales Department of Education and Training.

PART 2

INVENTORY OF MOVABLE HERITAGE
DEPARTMENT OF EDUCATION
35 BRIDGE STREET, SYDNEY

WORLD WAR I MEMORIALS

Location Department of Education, Bridge Street, Sydney	**Room No** Level 2 Atrium
Title Honour roll	
Description Stained timber honour roll with moulded pediment, dedicated to the Teachers in Public Schools in NSW who served in the Great War 1914-1919, inscribed with the names of 284 teachers in gilt lettering. Made in the Department's furniture factory at Drummoyne.	
Date 1920	**Condition** Removed for conservation
Dimensions (W x D x H) Not sighted for this inventory	
Photograph  	
Significance Exceptional – erected to commemorate public school teachers associated with Department of Education for service in World War I	
Recommendation Department of Education to retain	

Location Department of Education, Bridge Street, Sydney	**Room No** Level 2 Atrium, Bridge Street
Title Honour roll	
Description Bronze memorial honour roll Public School Teachers, the radiating rays of a rising sun enclosing a crown, inscribed below 'In Memory of Public School Teachers of New South Wales who fell in the Great War 1914-1919 Erected by their Fellow Officers', above four panels on names raised in relief, and below, the words 'For God and Country' between two furled flags. Made by Messrs Castle and Sons, Newtown.	
Date 1921	**Condition** Excellent
Dimensions (W x D x H) 123 x 2.5 x 184cm	
Photograph 	
Significance Exceptional – erected to commemorate public school teachers from the Department of Education for service in World War I	
Recommendation Department of Education to retain	

Location	**Room No**
Department of Education, Bridge Street, Sydney	Level 2 Atrium, Bridge Street

Title
Honour roll

Description
Timber honour roll, 'In Honour of Our Brother Officers Who Have Gone Forward to Fight for the Empire, All Who Have Offered Their Lives and Some Have Given life in This Same Sacred Cause of Freedom', 13 timber panels below, 12 of which are inscribed in gilt with the names of men and women who served in World War I. The names are in order of their date of enlistment. Against some names are the occupations of the individual men and women. The honour roll is flanked by the Australian and New South Wales flags secured on wall-mounted bronze flag-holders. Above the Honour Board is the inscription 'For freedom's battle, once begun, bequeathed by bleeding sire to son, though baffled oft, is ever won. [Lord Byron, "The Giaour" (1813)]

Date	**Condition**
Early 1920s	Excellent

Dimensions (W x H)

317 x 104cm

Photograph





Detail of the inscriptions

Significance

Exceptional – erected to commemorate brother officers associated with Department of Education for service in World War I

Recommendation

Department of Education to retain

Location	**Room No**
Department of Education	Ground Floor, Bridge Street Vestibule

Title
Honour roll

Description
Red cedar memorial honour roll ' Hereford House Reunion Club 1914-1919', inscribed in gilt lettering with the names of teachers and trainees from Sydney Teachers College in four columns. The arch-headed top has a wooden cartouche with a painted coat of arms of Sydney Teachers College and the motto Lumen Siccum (Let there be light). The shaped base of the memorial is inscribed with a circular badge and the words unity, fellowship, progress and the initials STC around the edge and the initials HHRC (for Hereford House Reunion Club in the centre, flanked by gilt scrolls.

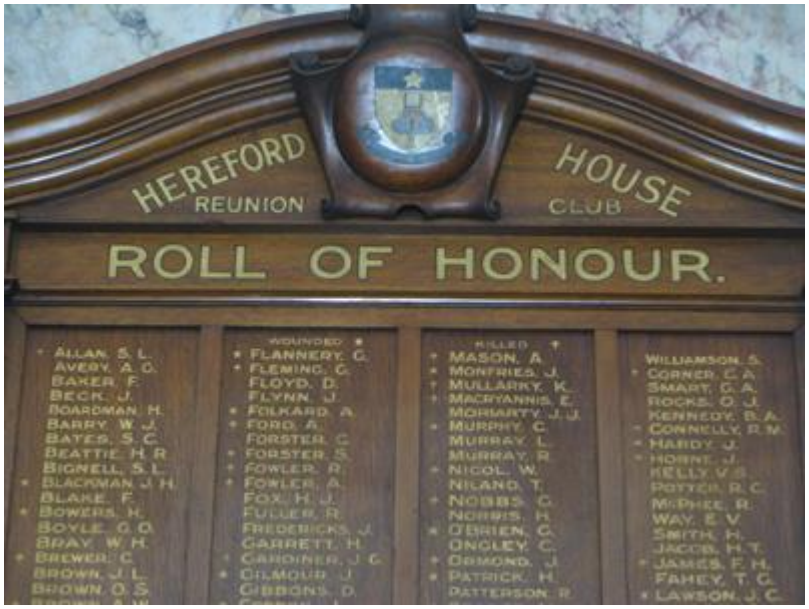
Date	**Condition**
Circa 1920	Excellent

Dimensions (W x D x H)

250 x 153cm

Photograph





Other information

This honour roll was made for Hereford House, the teacher training college in Glebe. Following its closure in 1924, the board was transferred to the Department of Education.

Significance

Exceptional – erected to commemorate public school teacher trainees from Hereford House, Glebe for service in World War I

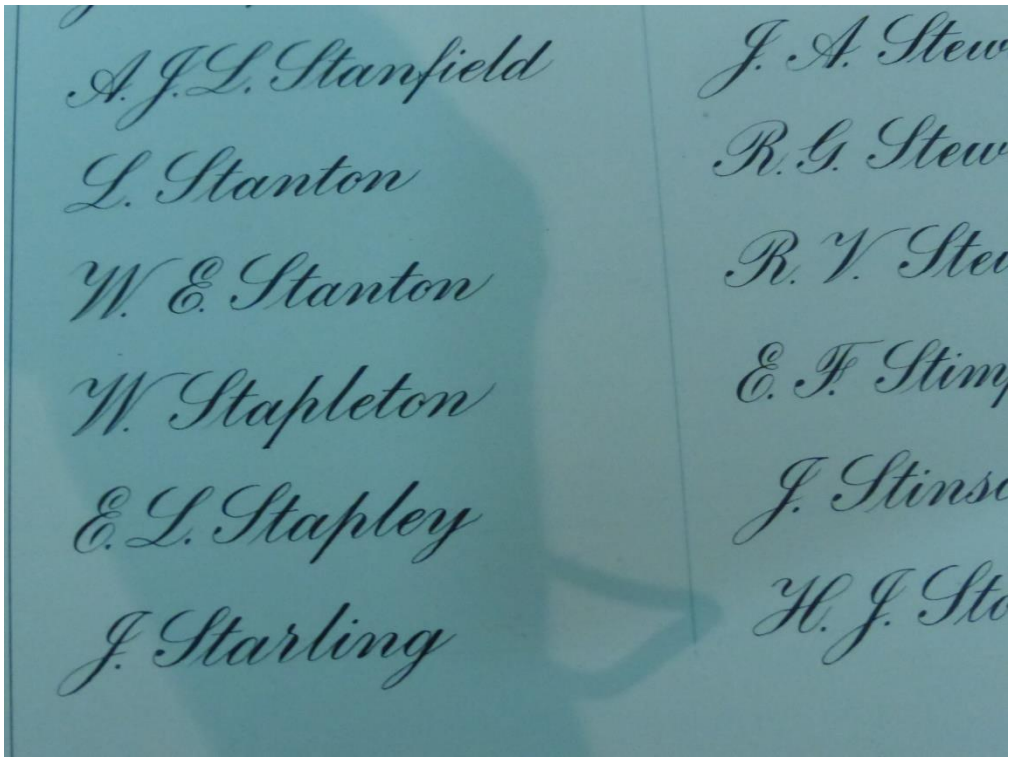
Recommendation

Department of Education to retain

WORLD WAR II

Location Department of Education	**Room No** Level 2, Bridge Street
Title Book of Remembrance	
Description Timber lectern display case with a wooden lamp holder supporting an electric light for the Flame of Remembrance fixed to the gallery back, inscription plaque below and a glazed door enclosing the Book of Remembrance. £40 was allocated to the cost of making the display case £200 pounds was allocated for the book, binding and the calligraphic inscription of names.	
Date Completed 1963	**Condition** Excellent
Dimensions (W x D x H) Lectern for the Book of Remembrance 91 x 68 x 113	
Photograph	





Inscriptions in the Book of Remembrance

Other information
The Book of Remembrance was transferred from Federation House c1955

Significance

Exceptional – erected to commemorate public school teachers from Department of Education for service in World War II

Recommendation

Department of Education to retain

Location Lands Department	**Room No** Level 2, Atrium, Bridge Street
Title Honour roll	
Description Stained timber honour roll, inscribed in gilt with the names 2,532 names of staff of the Department of Education, and a title board 'In Honour of Teachers and Trainees who served during 1939 – 1945' and below. 'lest we Forget'. Made by Wisemans Signs.	
Date 2007	**Condition** Excellent
Dimensions (W x D x H) 250 x 153cm	
Photograph  	
Significance Exceptional – erected to commemorate teachers and trainees of the Department of Education for service in World War II	
Recommendation Department of Education to retain	

Location Department of Education	**Room No** Ground Floor, Bridge Street Vestibule
Title Honour roll	
Description Bronze memorial honour roll, at the top in relief, a cross and laurel wreath, 'Lest We Forget' and 'In Memory of Teachers of the Department of Education Who gave Their Lives in the Service of Their Country and below 5 panels of names, above the inscription '1939-1945 'They Gave Their Lives That We May Live'	
Date 1955	**Condition** Excellent
Dimensions (W x D x H) 124 x 5 x 274cm	
Photograph  	
Significance Exceptional – erected to commemorate public school teachers from the Department of Education for service in World War II	
Recommendation Department of Education to retain	

Location Department of Education	**Room No** Level 2, Bridge Street
Title Honour roll	
Description Bronze memorial honour roll titled Second World War 1939-1945 and inscribed 'In Honour of the members of the Head Office and Painting and Repair Staff of the Department of Education who served in the Armed Forces and to Perpetuate the Memory of the Officers who Gave Their Lives and below, the names of 9 officers, and below 'Lest We Forget'.	
Date Circa late 1940s	**Condition** Excellent
Dimensions (W x D x H) 74 x 1 x 61.5cm	
Photograph  	
Significance Exceptional – erected to commemorate painting and repair staff from the Department of Education for service in World War II	
Recommendation Department of Education to retain	

Location Department of Education	**Room No** Level 2, Atrium, Bridge Street
Title Honour roll	
Description Timber honour roll, inscribed at the top 'In Honour of Non-Teaching Staff who Served 1939-1945, the names of staff inscribed in gilt in 4 columns, and below 'Lest We Forget'. Made by Wiseman Signs.	
Date Circa 1996	**Condition** Excellent
Dimensions (W x D x H) 91 x 5 x 204.5cm	
Photograph 	
Significance Exceptional – erected to commemorate non-teaching staff from the Department of Education for service in World War II	
Recommendation Department of Education to retain	

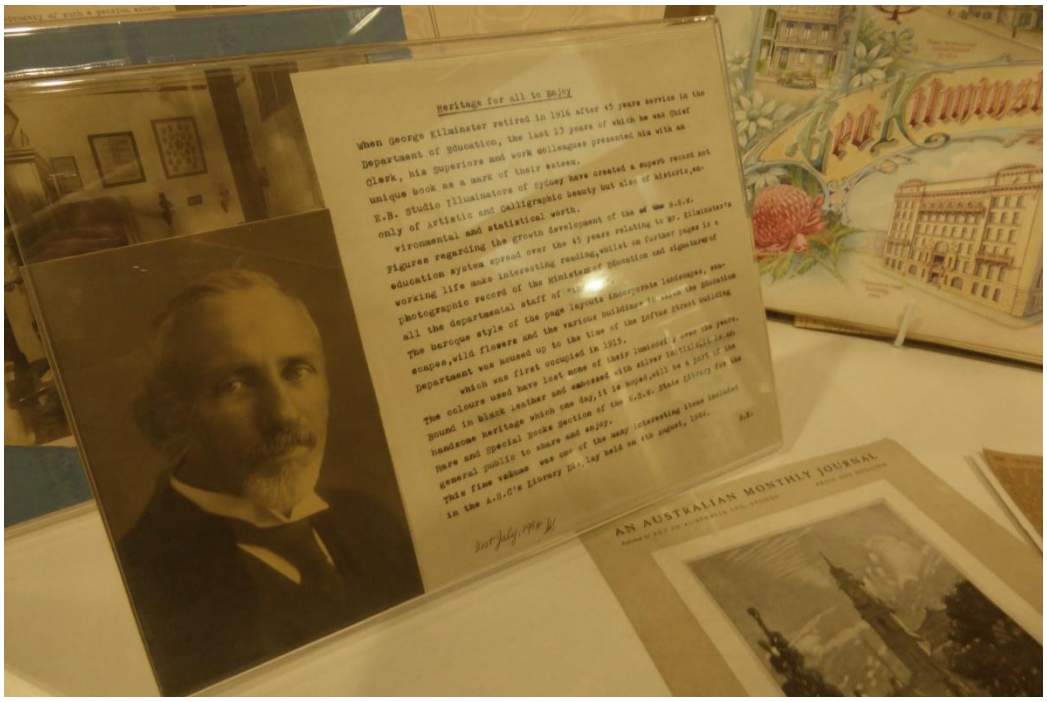
Location Department of Education	**Room No** Level 2 Atrium, Bridge Street
Title Honour roll	
Description Stained timber honour roll, tapering rectangular shape with title board above, inscribed New South Wales Department of School Education Officers Roll of Honour inscribed in gilt with the names of staff who served abroad post World War II, including 36 officers in Vietnam (1962-1973) and 12 officers who saw overseas service in New Guinea, Japan, Malaya, Cyprus and Korea between 1946 and 1971	
Date 1997	**Condition** Removed for conservation
Dimensions (W x D x H) Not measured	
Photograph  	
Significance Exceptional – erected to commemorate staff from the Department of Education for service in post-World War II conflicts	
Recommendation Department of Education to retain	

MEMORABILIA ASSOCIATED WITH MEMORIALS

Location Lands Department of Education	**Room No** Level 2, Atrium, Bridge Street
Title Portrait	
Description Framed portrait of Corporal Frederick Isaac Kilpatrick by Sharon Glover (signed and dated)	
Date 2015	**Condition** Good
Dimensions (W x D x H) 55.7 x 67cm	
Photograph 	
Other information The portrait by Sharon Glover, 2015 depicts 755 Corporal Frederick I Kilpatrick, New South Wales Lancers who was the first NSW teacher to be killed on active service, 16 January 1900 Slingersfonten Farm, South Africa	
Significance High – contemporary image which commemorates an officer of the Department. It should be retained with the memorials	
Recommendation Department of Education to retain	

Location Department of Education	**Room No** Level 2
Title Memorabilia	
Description Illuminated manuscript presented to George Kilminster, Chief Clerk, Department of Education in 1916. The manuscript is inscribed on the cover with his name and title, 3 buildings associated with public education in NSW, including the old Loftus Street building and the new Bridge Street building, and Australian native wildflowers. The item is supported with accompanying photographic material, newspaper articles and interpretation.	
Date 1916	**Condition** Good – the manuscript has faded and should be conserved and protected for archival storage
Dimensions (W x D x H) Not accessible for measuring	
Photograph	





Other information

EB Studios were located at 273 George Street Sydney, active late 19th/early 20th century.

Significance

Exceptional – the manuscript is an example of the work of E B Studios, Illuminators and documents in calligraphy and hand-drawn and coloured drawings, the chronology of the department's buildings to 1916 and a tribute to former staff member, George Kilminster

Recommendation

The illuminated manuscript is of such significance as a record of the early years of the Department of Education and should be preserved in the State Library of NSW. A comment to this effect is included in the label in the display case.

Location Department of Education	**Room No** Level 8
Title Sporting Awards	
Description Corporate trophies inscribed with team sport awards	
Date Contemporary, various dates	**Condition** Good
Dimensions (W x D x H) Various	
Photograph	



Significance Low – these items have low heritage significance, but are of personal significance to participants in the Department's sporting teams
Recommendation Department of Education to retain

ARCHIVES

Location Department of Education	**Room No** Level 4 Storeroom
Title Site register record cards	
Description Paper and card site register records, documenting survey information for public school sites in metropolitan and regional NSW	
Date From 19th century	**Condition** Fair
Dimensions (W x D x H) Not measured	
Photograph  	

Photograph



Significance

Exceptional – historical records of government school sites

Recommendation

These records should be scanned for continuing use and originals deposited with State Records NSW for permanent archiving

THE WILLIAM WILKINS MEMORIAL ART COLLECTION

Location Department of Education	**Room No** Level 7, Art Gallery, Bridge Street
Title Artwork	
Description Artworks produced by NSW school students	
Date Various	**Condition** Excellent
Dimensions (W x D x H) Various	
Photograph  	
Significance Exceptional – established in 1984, this collection has exceptional significance as a record of school student artwork but its significance relates to the Department rather than to the Bridge Street building.	
Recommendation Department of Education to retain	

Location Department of Education	**Room No** Level 5
Title Historical prints	
Description Framed historical prints relating to public education in NSW	
Date Various	**Condition** Good
Dimensions (W x D x H) Not measured	

Photograph



Significance

Low – these prints are reproductions of originals in public collections

Recommendation

Department of Education to retain

FURNITURE

Location Department of Education	**Room No** Level 2, Director General's Boardroom, Bridge Street
Title Bookcase	
Description Bookcase, the pediment with an arch-headed moulding, glazed leadlight doors below enclosing 4 fixed shelves and timber panelled doors below enclosing 1 shelf. The bookcase contains a collection of books.	
Date	**Condition** Excellent
Dimensions (W x D x H)	
Photograph 	



Significance

High – original furniture from 1915 fitout and ensuite with the original boardroom furniture

Recommendation

Retain with the suite of original boardroom furniture. Should the opportunity arise to reassemble this suite with the boardroom table, chairs and occasional table currently in use off-site – and the matching bookcase which remains in this room, it could be considered for retention in the Director-General's Boardroom. The books are significant for their association with the Department of Education and further consultation is required.

Location Department of Education	**Room No** Level 2, Director General's Boardroom, Bridge Street
Title Clock	
Description Octagon short drop wall clock, enamel face with Roman numerals, inscribed 'Seth Thomas'.	
Date Early 20th century	**Condition** Excellent
Dimensions (W x D x H) 59 x 59 x 41cm	
Photograph 	
Other information Seth Thomas clocks were standard issue to the railways, schools and government departmental offices.	
Significance High – this clock is likely to have been installed c1915	
Recommendation Consider retention in the Bridge Street building in consultation with the Department of Education. Provide interpretation to explain significance.	

Location Department of Education	**Room No** Level 2, Director General's Boardroom, Bridge Street
Title Cabinet	
Description rectangular, with two double wooden doors at each and a pair of glazed leadlight doors in the centre, below a solid wooden top, and supported on a plinth base. The contents are not original.	
Date Circa 1915	**Condition** Excellent
Dimensions (W x D x H) 250 x 70 x 77cm	
Photograph 	
Significance High - – original furniture from 1915 fitout.	
Recommendation Retain with the suite of original boardroom furniture. Should the opportunity arise to reassemble this suite with the boardroom table, chairs and occasional table currently in use off-site – and the matching bookcase which remains in this room, it could be considered for retention in the Director-General's Boardroom.	

Location Department of Education	**Room No** Level 2, Bridge Street
Title Bookcase	
Description Bookcase, the upper section with moulded top above a pair of arch-headed glazed doors enclosing 3 adjustable shelves and below, timber doors with moulded arch-headed panels.	
Date Early 20th century	**Condition** Excellent
Dimensions (W x D x H) 142 x 65 x 222cm	
Photograph 	
Significance High - one of the few remaining items of furniture made specifically for the Bridge Street building	
Recommendation Undertake further research, consider retention and re-use in Bridge Street building	

Location Department of Education	**Room No** Level 8, Bridge Street
Title Table	
Description Timber meeting table with leather inserts, the top supported on 6 rectangular legs	
Date Circa 1996	**Condition** Good
Dimensions (W x D x H) 266 x 122 x 74cm	
Photograph 	
Significance Low heritage significance – this table is part of a suite of furniture acquired for the Director-General's office in 1996. The other pieces, including filing cabinets, shelf units and a desk are no longer extant	
Recommendation Department of Education to determine future use	

Location Department of Education	**Room No** Level 8, Bridge Street
Title Coat and hat stand	
Description Cedar coat and hat stand, the shaped top having a central peg above an oval section with a central mirror and 3 pegs either side, descending to a shaped shelf with a cut-out for umbrellas supported on turned columns above a shelf with a lead-lined drip tray.	
Date Stamped 1881	**Condition** Excellent
Dimensions (W x D x H) 52 x 35 x 211cm	
Photograph 	



In a photograph displayed with George Kilminster memorabilia, a similar hat and coat stand can be seen. It can be assumed from the date stamp (1881) that this item was most likely transferred from the old Loftus Street building.

Significance

High – significant as an item from the Department of Public Instruction and for its association with Ministerial and Director-General's offices of the Department of Education.

Recommendation

This hat and coat stand was made for the Department of Public Instruction and is stamped 1881, the year the Department moved into the former Colonial Secretary's Office in Loftus Street. It pre-dates the Bridge Street building and should remain with the Department of Education. Should the Department of Education determine that it is no longer required for their new offices, it could remain in the Bridge Street building, with appropriate interpretation or be transferred to the Schoolhouse Museum.

Location Department of Education	**Room No** Level 8, Bridge Street
Title Sofa	
Description Cedar sofa, upholstered in brown vinyl, having a scroll shaped end and scroll backboard, both with buttoned upholstery, supported on four short turned wooden legs on brass castors	
Date Late 19th century	**Condition** Excellent
Dimensions (W x D x H) 203 x 57 x 70cm	
Photograph 	
Significance High – significant as an item from the Department of Public Instruction and for its association with Ministerial and Director-General's offices of the Department of Education.	
Recommendation The sofa is part of furniture transferred from the Department of Public Instruction's Loftus Street building to the Bridge Street building. It pre-dates the Bridge Street building and should remain with the Department of Education. Should the Department of Education determine that it is no longer required for their new offices, it could remain in the Bridge Street building, with appropriate interpretation or be transferred to the Schoolhouse Museum.	

Location Department of Education	**Room No** Level 8, Bridge Street
Title Coat and hat stand	
Description Cedar coat and hat stand, the shaped top having a central peg above an oval section with a central mirror and 3 pegs either side, descending to a shaped shelf with a cut-out for umbrellas supported on turned columns above a shelf with a lead-lined drip tray.	
Date Stamped 1881	**Condition** Excellent
Dimensions (W x D x H) 52 x 35 x 211cm	
Photograph 	

Other information



In a photograph displayed with George Kilminster memorabilia, a similar hat and coat stand can be seen. It can be assumed from the date stamp (1881) that this item was most likely transferred from the old Loftus Street building.

Significance

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Recommendation

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Location Department of Education	**Room No** Level 8 foyer, Bridge Street
Title Cabinet	
Description Timber cabinet with central section having glazed leadlight doors, flanked to a section of 5 drawers with rectangular timber handles, the whole supported on a plinth base.	
Date Early 20th century	**Condition** Good
Dimensions (W x D x H) 214 x 46.5 x 136cm	
Photograph 	
Significance Moderate – this cabinet may be original to Bridge Street but cannot be substantiated. It is difficult to assess its significance without any corresponding items. The item is empty and is unlikely to be required in the new premises.	
Recommendation For further investigation, Department of Education to be consulted on significance and future strategy	

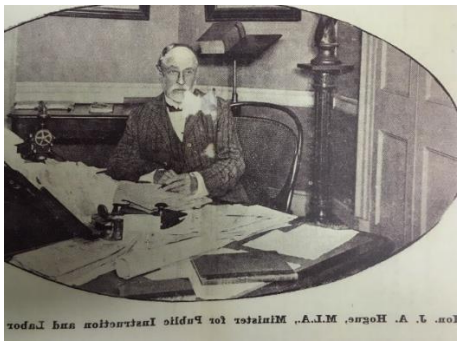
Location Department of Education	**Room No** Level 7 Storeroom
Title Desk	
Description Cedar twin pedestal partners desk, the bases with four drawers and brass handles and plates, the top with a gilt tooled leather insert and moulded edge.	
Date Circa 1880s-1890s	**Condition** Excellent
Dimensions (W x D x H) Not measured	
Photograph	





Other information

Possibly the desk illustrated in The Town and Country Journal April 27, 1910 when the Department was located in the Loftus Street building.



Significance

Exceptional – this desk was used by former Under Secretaries, Ministers and heads of the Department of Education in the Bridge Street building. It would appear to have been moved from the Loftus Street building and should retain its association with the Department of Education, rather than the Bridge Street building or be transferred to the Schoolhouse Museum.

Recommendation

For further investigation, Department of Education to be consulted on significance and future strategy.

Location	**Room No**
Department of Education	Leve 7 Storeroom

Title
Plaque

Description
Metal plaque within a timber frame, depicting a standing figure of Sir Henry Parkes in front of Sydney Boys' High School, the old Fort-street School, the Crown-street school, and a representation of the Centennial Park gates-symbolising education in NSW; prototype made for the 150th anniversary of public education in NSW.s

Date	**Condition**
1937	Excellent

Dimensions (W x D x H)

Not measured

Photograph



Other information

Mr. Percy Lindsay, a well known Sydney artist, has suggested to the Minister for Education (Mr. Drummond) that all schools might fittingly mark the 150th anniversary of the State next year by a recognition of the part played by Sir Henry Parkes in establishing the educational system. After consulting the Director of Education (Mr. Ross Thomas), Mr. Lindsay executed a brass tablet on which Sir Henry Parkes is depicted nu relief In a characteristic attitude. The background Incorporates impressions of the Sydney Boys' High School, the old Fort-street School, the Crown-street school, and a representation of the Centennial Park gates-symbols of Sir Henry Parkes's achievements for education, and for the provision of park areas for the colony. He has suggested to the Minister that copies of the tablet should be Installed In the schools with some appropriate ceremony by parents and citizens' associations. The tablet measures 21 inches by 15 Inches. Sir Henry Parkes Is depicted In full length, with his right arm uplifted and holding a scroll in his left hand. It is framed with Australian silky oak. The Minister will shortly consider Mr. Lindsay's suggestion, and It is expected that official approval of the scheme will be announced.
Sydney Morning Herald 7 May 1937, p10

Significance

Exceptional

Recommendation

The plaque is a rare and significant item relating directly to the Department of Education's association with Sir Henry Parkes. It should be transferred to a NSW State institution for safe-keeping (eg State Library of NSW; State Records NSW) or be transferred to the Schoolhouse Museum.

Location Department of Education	**Room No** Farrer Place Entrance
Title Directory boards (four)	
Description Brass framed directory boards, enclosed behind glass	
Date 1929	**Condition** Excellent
Dimensions (W x D x H) 133 x 4 x 291 cm	
Photograph	



Significance

Exceptional- original to the fitout in the Department of Agriculture building, now linked to the Department of Education building.

The boards were mentioned in the Sydney Morning Herald, 30 January 1929 "Directories of the latest and best type will be fixed on the ground floor, also on all other floors".

Recommendation

Retain in situ

Location Department of Education	**Room No** Farrer Place Entrance
Title Plaque	
Description Plaque commemorating the opening of the Department of Agriculture	
Date 1930	**Condition** Excellent
Dimensions (W x D x H) 52 cm diameter	
Photograph  	
Significance Exceptional- original to the fitout in the Department of Agriculture building, now linked to the Department of Education building	
Recommendation Retain in situ	

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