

Attachment C

**Conservation Management Plan
Corporation Building, 181-187 Hay
Street, Haymarket**

CONSERVATION MANAGEMENT PLAN

CORPORATION BUILDING

**181-187 HAY STREET,
HAYMARKET**

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EXECUTIVE SUMMARY

This Conservation Management Plan (CMP) was prepared for the City of Sydney Council to manage the significant elements of the Corporation Building at 181-187 Hay Street, Haymarket. The purpose of this CMP is to guide the conservation and management of the significant elements of the site. It is also intended to assist the property owners to manage maintenance and new works to the site. The CMP provides a careful analysis of the site in terms of heritage significance and context. Based on this analysis, conservation policies appropriate to the subject site have been provided.

What is the heritage significance of the site?

The subject site is listed as an item of state heritage significance and is listed on the Sydney Local Environmental Plan 2012 and the NSW State Heritage Register.

The Corporation Building located at 181-187 Hay Street, Haymarket, has significance at state level for its aesthetic, rarity, and representative values and at a local level for its historical, associative, social and research potential values.

The Corporation Building has aesthetic significance as an excellent intact example of the Federation Anglo-Dutch style. The building's intricate detailing including fine brickwork, sandstone and terracotta, styled and decorative motifs and overall intact form, provides a rare, fine, representative example of the Federation Anglo-Dutch style. Designed by George McRae in 1891, while working as City Architect and completed in 1894, the Corporation Building is associated with the McRae's early architectural works.

The Corporation Building has historic significance for its associations with the development of Sydney's Haymarket from the early nineteenth century when it was part of the early Government Paddock. The site was first developed by Council for market purposes with the construction of the Old Corporations Store in 1867. The site was again developed, in tandem with the major development of the Belmore Markets, in the 1890s, with the development and completion of the Corporation Building in 1894. The site has thus been the location of commercial activity, particularly for market related purposes, since the mid-nineteenth century. Along with the Capitol Theatre, Haymarket Library and Palace Hotel, the Corporation Building is representative of a significant period of development within the Haymarket precinct and contributes to the precincts character and scale. It is also representative of the late nineteenth century commercial and public buildings restored during the 1980s and 1990s for their heritage values with the Haymarket precinct.

The Corporation Building has social significance at a local level for its association with Sydney's diverse social and ethnic mix, including Sydney's Asian and European communities, who frequented the building for market related purposes, shops and restaurants, including Cyril's Fine Food (1954-2015) one of Sydney's first continental deli's. As part of the Haymarket precinct, the Corporation Building has been associated with Sydney's Asian community. Since 2000 it has provided a space for cultural/community use for the Centre of Contemporary Asian Art.

The site has some research potential for sub-surface deposits associated with the Hay Street Sewer and the Old Corporation Stores, which with further research and investigation may reveal further information.

How should the site be conserved?

Sections 7 and 8 of this CMP provide an overview of heritage opportunities and constraints specific to the property, as well as conservation policies and guidelines to assist in the management of the site's heritage values. The property is of high significance, and any proposed modifications to it must take into consideration identified significance and must have regard for the total resource.

Change should also be considered with a goal of conserving and enhancing the identified heritage values of the subject property, wherever possible. The minimum standards of maintenance and repair under Section 118 of the *Heritage Act 1977*, and as specified in Section 6.2.2 of this report, must be adhered to in order to ensure the long-term conservation of the Corporation Building.

When undertaking works to the site, assessment under relevant legislation (Section 6) should consider whether the works are likely to impact on the site's heritage significance and/or nominated significant fabric, as identified in this CMP. Reference should be made to the site's statement of heritage significance (Section 5.2) and schedule of significant elements (Section 5.6). A heritage impact statement or archaeological assessment should be prepared by a suitably qualified consultant in accordance with guidelines of the NSW Office of Environment and Heritage (formerly Heritage Office).

To assist the property owners in managing the heritage significance of the subject property, as well as its functional requirements, schedules of conservation and maintenance works (Section 9) are provided. These schedules should be adopted and implemented.

1. INTRODUCTION

1.1. BRIEF

Urbis has been engaged by City of Sydney Council to prepare the following Conservation Management Plan (CMP) for the Corporation Building, located at 181-187 Hay Street, Haymarket, as part of a Heritage Floor Space Application.

The purpose of this CMP is to assess the significance of the Corporation Building and submit to the City of Sydney Council as part of an application for Heritage Floor Space. The CMP provides a careful analysis of why the item is significant, policies on how to retain its significance, and conservation strategies to ensure its long-term viability.

1.2. SITE LOCATION

The subject site, known as the Corporation Building, is located at 181-187 Hay Street, Haymarket (Figure 1). The subject site is located on the southern side of Hay Street at the southern end of the Sydney CBD, near the area known as Chinatown. The subject site is located within a block bound by Hay Street to the north, Parker Street to the east, Barlow Street to the south, and Parker Lane to the west.

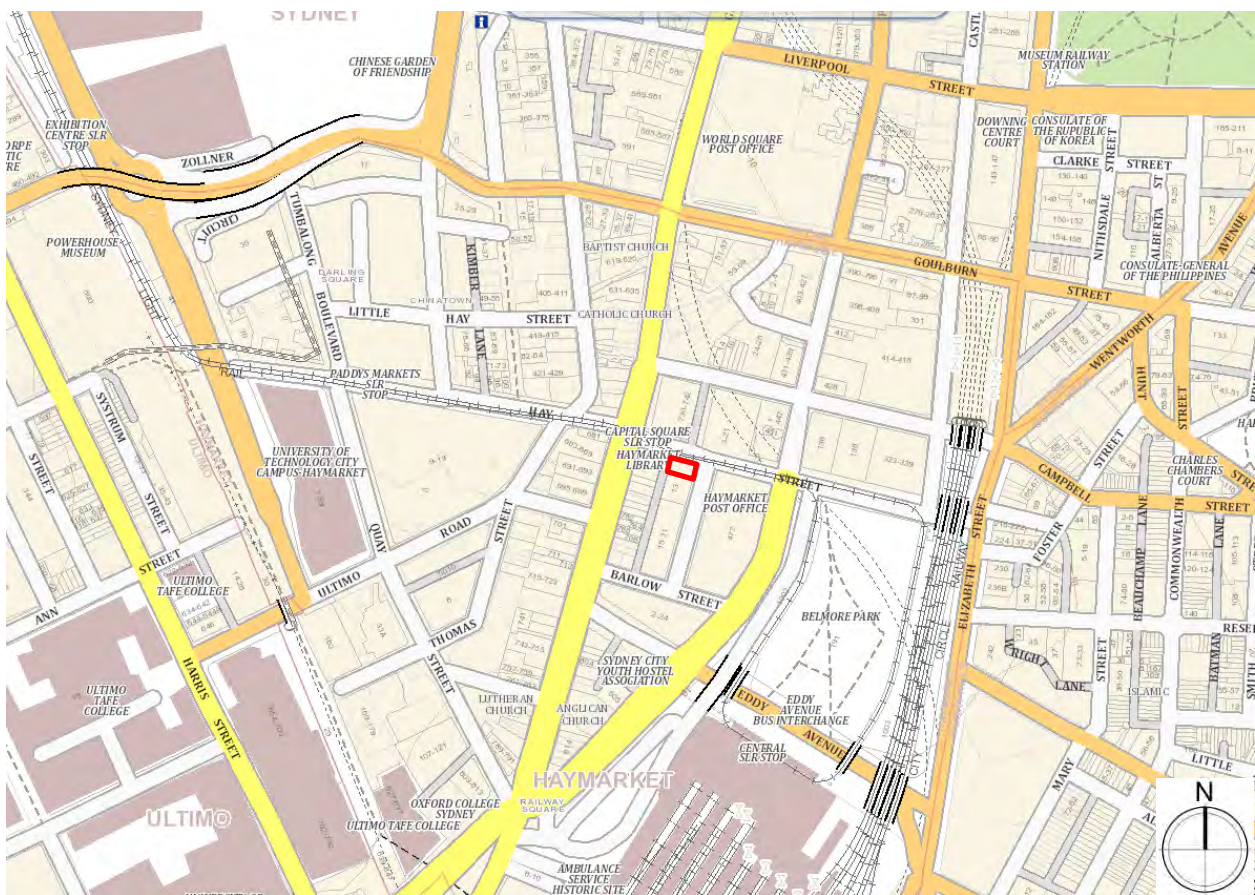


Figure 1 – Location Plan with the Corporation Building outlined in red.

Source: SIX Maps 2018

1.3. METHODOLOGY

This Conservation Management Plan has been prepared in accordance with the *NSW Heritage Manual* (1996), the *Australia ICOMOS Burra Charter* (revised 2013) and *The Conservation Plan* by James Semple Kerr (2000).

This Conservation Management Plan has been prepared with reference to the below reports:

- Howard Tanner & Associated Pty Ltd, Conservation Study of The Corporation Building, 181-187 Hay Street, Sydney (1990)

The report is structured as follows:

Table 1 – Report Structure

Section	Subsection
1. Introduction	Project brief, methodology, limitation, author identification and acknowledgements
2. Site Description	Site location, asset and site description, use and operation, curtilage and condition assessment
3. Historical Overview	Historical overview of the heritage item and relevant historical themes
4. Comparative Analysis	Comparative assessment of the buildings considering the works of George McRae, examples of the same period and style, and type of building
5. Heritage Significance	Assessment and statement of heritage significance, identification of significant elements and archaeological potential
6. Heritage Listings and Statutory Obligations	Statutory heritage listings, obligations under relevant legislation
7. Opportunities & Constraints	Constraints and obligations as part of the process for developing conservation policies
8. Conservation Policies	Policies to manage the items significance and implementation strategies for the policies
9. Cyclical Maintenance Plan	Cyclical Maintenance Plan for guidance for the ongoing maintenance to maintain the condition of the building
10. Bibliography	Bibliography of all references referred to throughout report
Appendices	Appendix A Burra Charter Appendix B Standard Exemptions for Works Requiring Heritage Council Approval Appendix C – Minimum Standards of Maintenance and Repair Appendix D Heritage Inventory Listing – “Corporation Building” Including Interior Appendix E – State Heritage Register – Municipal Building Appendix F – Condition Assessment Appendix G – AHIMS Search

1.4. LIMITATIONS AND EXCLUSIONS

This report notes the potential for original fabric and finishes that were not able to be investigated as part of the brief for the provision of the CMP, for example original foundations, roof cavities or floor structures, or areas not provided access too. This report follows two site inspections conducted on 11 and 24 October 2018. All inspections of the Corporation Building were limited to general and non-invasive inspections. No access was provided to roof spaces or sub floors. The CMP makes recommendations with regard to the management of original fabric should this be recovered.

1.5. AUTHOR IDENTIFICATION & ACKNOWLEDGEMENTS

The following report has been prepared by Keira De Rosa (Heritage Consultant) and Leonie Masson (Senior Heritage Consultant – Historian). Lynette Gurr (Associate Director – Heritage) has reviewed and endorsed its content.

Unless otherwise stated, all drawings, illustrations and photographs are the work of Urbis.

The authors would like to thank the following people for their assistance with the compilation of this report:

- Scott Young, Property Strategy Manager, Development & Strategy, City of Sydney; and
- Tenants of the Corporation Building (4A Centre for Contemporary Asian Art, KareBear Gifts & Accessories, Glow Dentist and Kawa Ramen)

1.6. ABBREVIATIONS & DEFINITIONS

Common abbreviations and definitions used throughout the report are provided in the table below:

Table 2 – Abbreviations

Abbreviation	Definition
BCA	Building Code of Australia
CMP	Conservation Management Plan
EMP	Environmental Management Plan
LEP	Local Environmental Plan
HAMS	Heritage Asset Management Strategy
HFS	Heritage Floor Space
HMF	Heritage Management Framework
REF	Review of Environmental Factors
RNE	Register of the National Estate
S170R	Section 170 Heritage and Conservation Register (under the <i>Heritage Act 1977</i>)
SEPP	State Environmental Planning Policy
SHR	State Heritage Register of New South Wales (under the <i>Heritage Act 1977</i>)
TAMP	Total Asset Management Plan

Table 3 – Terms & Definitions

Abbreviation	Definition
Aboriginal object	A statutory term meaning 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
Aboriginal place	A statutory term meaning any place declared to be an Aboriginal place (under s.84 of the <i>National Parks and Wildlife Act 1974</i>) by the Minister administering the NPW Act, because the Minister is of the opinion that the place is or was of special significance with respect to Aboriginal culture; it may or may not contain Aboriginal objects
Archaeological assessment	A study undertaken to establish the archaeological significance (research potential) of a particular site and to identify appropriate management actions
Archaeological potential	The degree of physical evidence present at an archaeological site, usually assessed on the basis of physical evaluation and historical research
Archaeology	The study of past human cultures, behaviours and activities through the recording and excavation of archaeological sites and the analysis of physical evidence
Australia ICOMOS	The national committee of the International Council on Monuments and Sites
Burra Charter	Charter adopted by Australia ICOMOS, which establishes the nationally accepted principles for the conservation of places of cultural significance; Although <i>The Burra Charter</i> is not cited formally in an Act, it is nationally recognised as a document that shapes the policies of the Heritage Council of NSW
Conservation	All the processes of looking after an item so as to retain its cultural significance; it includes maintenance and may, according to circumstances, include preservation, restoration, reconstruction and adaptation, and will be commonly a combination of more than one of these
Conservation Management Plan	A document explaining the significance of a heritage item, including a heritage conservation area, and proposing policies to retain that significance; it can include guidelines for additional development or maintenance of the place
Conservation policy	A proposal to conserve a heritage item arising out of the opportunities and constraints presented by the statement of heritage significance and other considerations
Context	The specific character, quality, physical, historical and social characteristics of a building's setting; depending on the nature of the proposal, the context could be as small as a road or entire suburb
Curtilage	The geographical area that provides the physical context for an item, and which contributes to its heritage significance; land title boundaries do not necessarily coincide
Heritage and Conservation Registers	A register of heritage assets owned, occupied or controlled by a State agency, prepared in accordance with section 170 of the <i>Heritage Act 1977</i> .
Heritage assets	Items of heritage significance identified in a State Government Agency's Heritage and Conservation Register, including items of cultural and natural significance

Abbreviation	Definition
Heritage Asset Management Strategy	A strategy prepared by a State Government Agency to document how the principles and guidelines outlined in the <i>Management of Heritage Assets by NSW Government Agencies</i> will be implemented in the management of heritage assets
Heritage item	A landscape, place, building, structure, relic or other work of heritage significance
Heritage significance	Of aesthetic, historic, scientific, cultural, social, archaeological, natural or aesthetic value for past, present or future generations
Heritage value	Often used interchangeably with the term 'heritage significance'; there are four nature of significance values used in heritage assessments (historical, aesthetic, social and technical/research) and two comparative significance values (representative and rarity)
Integrity	A heritage item is said to have integrity if its assessment and statement of significance is supported by sound research and analysis, and its fabric and curtilage and still largely intact
Interpretation	Interpretation explains the heritage significance of a place to the users and the community; the need to interpret heritage significance is likely to drive the design of new elements and the layout or planning of the place
Maintenance	Continuous protective care of the fabric and setting of a place; to be distinguished from repair; repair involves restoration or reconstruction
Relics	Relic is defined under the <i>Heritage Act 1977</i> (NSW) as any deposit, object or material evidence which relates to the settlement of the area that comprises NSW, not being Aboriginal settlement, and is of state or local heritage significance
Scar trees	Scarred trees have scars where a section of bark was removed by Aboriginal people in order to make canoes, shields or baskets; footsteps were also cut into the tree trunk to gain access to possums or honey in tree tops; scar trees are different to carved trees
Setting	The area around a heritage place or item that contributes to its heritage significance, which may include views to and from the heritage item; the listing boundary or curtilage of a heritage place does not always include the whole of its setting
Shell middens	Term is referred to in Australia as an archaeological deposit in which shells are the predominant visible cultural items; shells are principally the remains of past meals; some middens also consist of bones, stone and other artefacts
Total Asset Management Policy	Total Asset Management is a NSW Government policy introduced to achieve better planning and management of the State's assets. Total Asset Management is the strategic management of physical assets to best support the delivery of agency services. It is part of a planning framework in which the Government's social, ecological and financial service outcomes are achieved by the most efficient means and within the resource limits of the community. It provides a structured and systematic resource allocation approach to infrastructure and physical asset management so that resources are aligned with the service objectives of State agencies. This approach achieves reduced costs and best value for money.

Abbreviation	Definition
Use	Means the functions of a place, as well, as the activities and the practices that may occur at the place; a compatible use respects the cultural significance of a place

2. SITE DESCRIPTION

2.1. SITE LOCATION

The subject site is located at 181-187 Hay Street, Haymarket, and is legally described as Lot 2 of Deposited Plan 1002966. The Corporation Building is located on the southern side of Hay Street at the southern end of the Sydney CBD, near the area known as Chinatown. The subject site is located on northern most lot of the block bound by Hay Street to the north, Parker Street to the east, Barlow Street to the south, and Parker Lane to the west. The subject site three primary frontages, the first to Hay Street on its northern boundary, the second to Parker Street on its eastern boundary and the third to Parker Lane on its western boundary. The location of the subject site is shown in Figure 2.



Figure 2 – Aerial location image showing the Corporation Building outlined in red.

Source: SIX Maps 2018

2.2. SITE SETTING

The Corporation Building is constructed to the lot boundaries. The building abuts the neighbouring site at 13 Parker Street, which is currently under construction for a multi-storey development. In immediate proximity to the site is the Capitol Theatre, Capitol Square and Palace Hotel to the north, to the east is a mixed-use multi-storey development on the opposite side of Parker Street and to the west, across Parker Lane, is the Haymarket Library, a three-storey Victorian building with Italianate/Palazzo and Free Gothic details. The light rail line runs directly in front of the building along Hay Street.

The Haymarket area, particularly along Hay, George and Sussex Streets, generally retains its historic fine-grained subdivision patterns, narrow frontages, informal public spaces and generally low scale building heights, typically around three storeys in height, which date to the late nineteenth and early twentieth century

when the area was used as markets. However, directly to the south and east of the Corporation Building is a mix of high density contemporary mixed-use developments which lie adjacent to Belmore Park and Central Station. The Corporation Building, in its immediate setting, is a modest in scale, but highly individualistic building which still retains its links to the historic development of Haymarket.



Figure 3 – Looking west along Hay Street from the subject site



Figure 4 – Looking east along Hay Street from the intersection of Hay and George Streets



Figure 5 – Looking south down Parker Lane



Figure 6 – Looking north along Parker Street



Figure 7 – Looking south-west from the intersection of Hay and Pitt Streets

2.3. VIEWS TO AND FROM THE SITE

The Corporation Building is located on the northern extent of the block bound by Hay Street, Parker Street, Parker Lane and Barlow Street. The most encompassing view of the Corporation Building is located to the northwest of the site on the northern side of Hay Street between George Street and Parker Lane (View 1, Figure 9). This view captures the primary elevation (north elevation) and secondary elevation (west elevation).

The second most encompassing view is from the north-west part of the intersection of Hay and George Streets (View 2 in Figure 10). The buildings located adjacent to the intersection of Hay and George Street are characterised by three storey built heritage items listed on the Sydney LEP 2012. The items include the Westpac Bank (671–675 George Street), Bank of China (681 George Street), Haymarket Library (744-744B George Street) and the Palace Hotel Complex (730–742 George Street). The Corporation Building is only visible from the intersection of George and Hay Street. No other significant views are identified from George Street.

The Corporation Building is also visible from the intersection of Hay and Pitt Street, from which views of the two primary elevations, north and east, can be appreciated (View 3, Figure 11). This view encompasses the Capitol Theatre on the northern side of the street and a modern mixed-use development on the southern side of the street. The use of red face brickwork of these buildings and the Corporation Building, links the buildings materially, creating a homogenous streetscape view from this vantage point.

Secondary views are evident from Parker Lane, looking north, which provides a limited oblique view of the secondary west elevation and the south elevation (View 4, Figure 12). From Parker Street, looking north, also provides a limited oblique view of the primary east elevation (View 5, Figure 13). Neither of these streets are main thoroughfares and primarily consist of the rear and service entrances to the building.

Views from both the ground and first floors of the Corporation Building to the surrounding Hay Street, Parker Street and Parker Lane streetscapes provide no more significant views than those which can be gained from the public domain surrounding the site. Due to the Corporation Building being built to the boundaries of the site, and with no significant outdoor spaces, no significant views from the building have been identified.

The Corporation Building also contributes to the significant Hay Street streetscape which comprises the Palace Hotel Complex (north-eastern corner of the intersection), the Haymarket Library and the Capitol Theatre (north side of Hay Street).

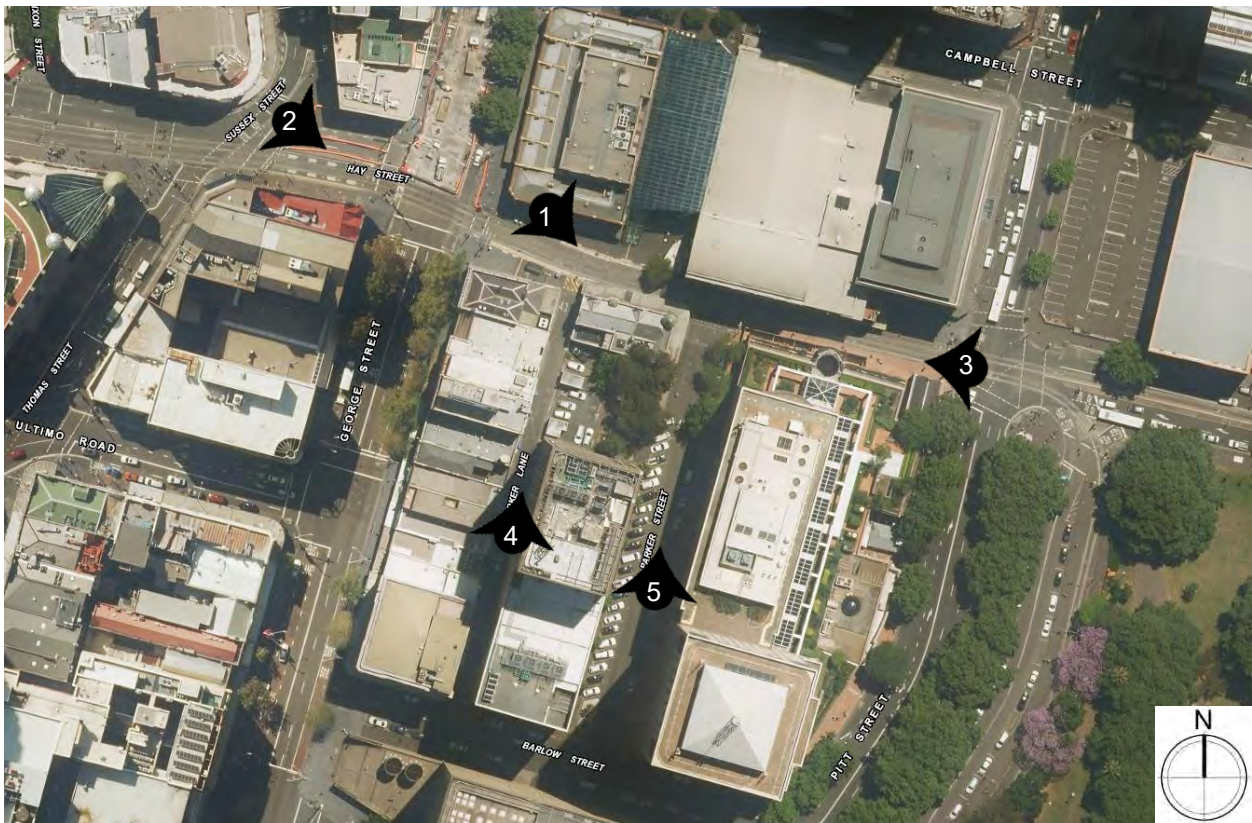


Figure 8 – Significant views map

Source: SIX Map 2018, with Urbis overlay



Figure 9 – View 1 - View south-east from the northern side of Hay Street (between George Street and Parker Lane)



Figure 10 – View 2 - View south-east from the north-western corner of George and Hay Street



Figure 11 – View 3 - View west from the intersection of Hay and Pitt Streets



Figure 12 – View 4 - View north along Parker Street



Figure 13 – View 5 - View north along Parker Lane

2.4. SITE ACCESS

The property offers a number of pedestrian access points directly from Hay Street, Parker Lane and Parker Street into each of the four tenancies on the ground and first floor, as identified in the following images.

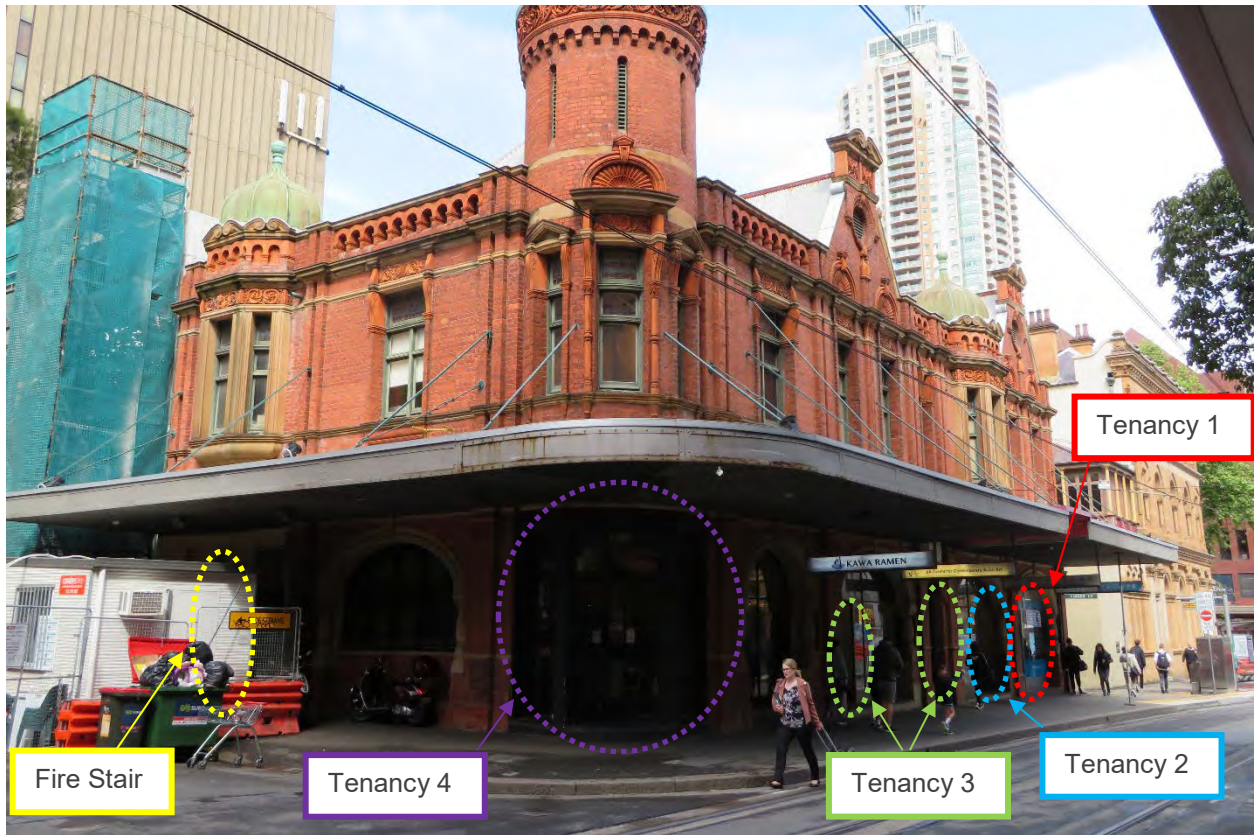


Figure 14 – Pedestrian access points into the Corporation Building from Hay Street and Parker Street



Figure 15 – Pedestrian access point into the Corporation Building from Parker Lane

2.5. CORPORATION BUILDING

2.5.1. External

The Corporation Building is an architecturally distinctive building within the Haymarket Area and is a rare example of a Federation Anglo-Dutch style commercial building with intricate detailing and richly textured elevations. Occupying a corner site, and with frontages to three streets (Hay Street, Parker Street and Parker Lane), the building has visual prominence in the area. The building is two storeys in height, the major corner of the building on Hay and Parker Streets is defined by a turret with conical roof. The building has a load-bearing brick structure on concrete foundations, with reinforced concrete and timber floors.

The building features three primary elevations to Hay Street (north), Parker Street (east) and Parker Lane (west). The portion of the southern elevation which abuts the development to the south at 13 Parker Street is constructed of brick and is rendered. The south-western portion of the building is only one storey in height and the first storey of the southern elevation features red face brickwork, with four window openings with reproduction windows. The three primary elevations, on the other hand, feature intricate terracotta, red face brickwork and sandstone detailing in the Federation Anglo-Dutch style.

The ground floor elevations have regularly expressed pilasters with either carved sandstone or moulded terracotta capitals divide these elevations into irregular bays. Three shopfronts are featured on the Hay Street elevation at ground floor, set within arched openings of sandstone with expressed keystones, with small sandstone columns supporting either side of the arch. Set within each of the arches are steel framed and glazed partitions with recessed doors. Set in between the shopfronts of Tenancy 2 and 3 is a double leaf door, with arched opening featuring moulded bricks with expressed keystone and scroll details. Above the door way is an inscribed marble plaque stating: "Erected by the Municipal Council of Sydney W.P. Manning Mayor 1893". A fourth arched opening, smaller in width than the three shopfronts, completes the openings of the Hay Street elevation at ground floor. A contemporary steel framed glazed window is set within the opening. At the corner of Hay and Parker Streets is the entrance to Tenancy 4. The original detailing of this corner entrance has been removed with simple rendered masonry structure finished in black paint. A set of contemporary steel framed doors with clear glazing provide access into the tenancy.

At the Parker Street (east) elevation is another arched opening similar in size to the arched window opening on Hay Street. Unlike the Hay Street elevation, this arch opening features a multi-paned timber framed fixed pane and casement window with pediment, with coloured and textured glass. The southern portion of the Parker Street façade, originally the access point to public lavatories, has been altered by the removal of original window and door openings. This portion of the ground floor elevation has been rendered and finished in a cream colour paint

The Parker Lane (west) elevation at ground floor only features one door opening, which is sealed shut. An early original window opening is infilled and painted in cream. Remnants of a historic painted sign is present on the brickwork of the elevation at ground floor.

A cantilevered metal awning, constructed in 1935 and supported by tie-rods, stretches around the Hay Street and Parker Street elevations. Remnants of the painted sign for 'Cyril's Fine Foods' is present on the western end of the awning. The section of awning on Hay Street, located directly above the marble foundation plaque, was modified as part of the conservation works in 2000, to incorporate clear glazed panels. Concealed behind the length of the awning is a sandstone cornice with dentil detailing which divides the ground floor elevation from the first floor.

The first floor primary elevations of the building are more elaborate than the ground floor. Oriel windows present on the Hay Street and Parker Street elevations, have terracotta, sandstone and brick details. Three Dutch gables with crowning pediments, also features terracotta, sandstone and brick details are located on the Hay Street and Parker Lane elevations. Each set of windows set below the Dutch gables feature blind terracotta arches with shell inspired decoration and expressed keystones. The majority of windows at the first floor feature terracotta tile friezes above and either moulded brick undersills or inset brick panels. All windows on the first floor are casement window constructed of timber and all feature hopper leadlight highlights. The highlights of each window features small squares of different coloured glass (red, orange, green, red and blue), with four red diamonds and a central clear circle of glass. The corner turret, at Hay and Parker Street, features unique curved windows with pediments and blind terracotta arches. The turret are arched arrow-slit windows with timber louvres, and immediately below the conical roof is a band of terracotta tile friezes.

The building features a gabled roof clad with corrugated zincalume sheeting, capping and flashing. A single zinc finial is featured at the end of the main ridge of the gabled roof. The two oriel windows have Ogee roofs

clad in Muntz Metal with zinc finials. The conical tower is clad with copper and also features a zinc finial. Two hipped skylights are located in the southern portions of the building. The first is located above the rear of Tenancy 1 and 2 and the second, smaller skylight is located above the stairwell in Tenancy 3. An inactive brick chimney is located to the north-east corner of the smaller sky light.

Externally, the building remains largely intact, apart from some alterations to the shopfronts, former lavatory entrances on Parker Street and Lane, and the addition of a new awning in 1935. The elevation above the awning is substantially intact. The roofs of the building have undergone some change, primarily due to the removal of one the three original skylights with the infill of a flat roof over the contemporary fire stairs and lift well.

The following images provide a visual overview of the exteriors of the building.



Figure 16 – Hay and Parker Street elevations of the Corporation Building



Figure 17 – Portion of south elevation, with hipped skylight



Figure 18 – South elevation as viewed from Parker Lane



Figure 19 – Hay Street elevation, east portion



Figure 20 – Hay Street elevation, west portion



Figure 21 – Hay Street ground floor shopfronts to Tenancy 1



Figure 22 – Parker Street elevation



Figure 23 – Original arched opening and window at Parker Street elevation.

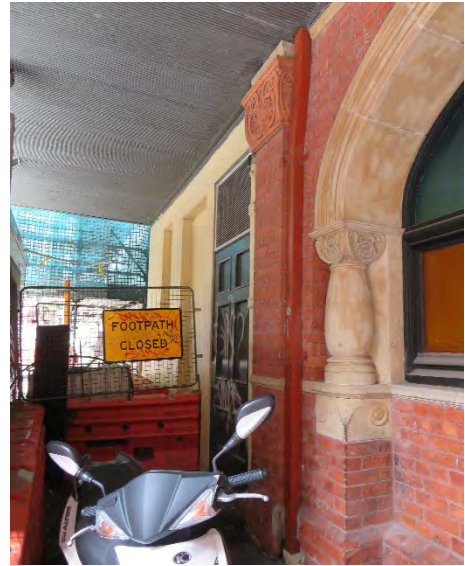


Figure 24 – Rendered portion of Parker Street elevation at ground floor.



Figure 25 – Altered ground floor corner entrance at Hay and Parker Street



Figure 26 – Modified awning above door at Hay Street



Figure 27 – Inscribed marble plaque above door at Hay Street



Figure 28 – Keystone detail of sandstone arch on Parker Street



Figure 29 – Terracotta capital at ground floor on Parker Street elevation



Figure 30 – Terracotta capital at ground floor on Hay Street elevation

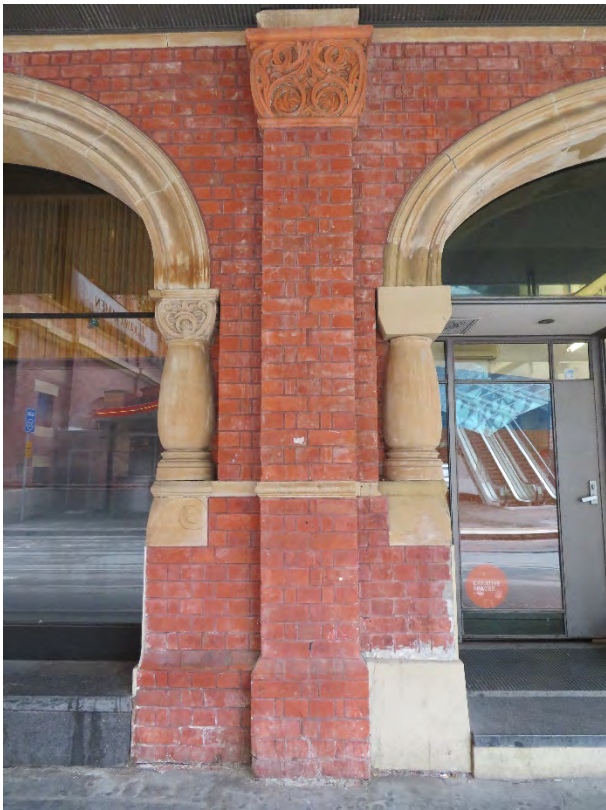


Figure 31 – Evidence of restoration work to block work stone of arch and rendered base



Figure 32 – Historic painted sign on Parker Lane elevation at ground floor



Figure 33 – Dutch gable at Parker Lane elevation



Figure 34 – Original entrance to lavatories on Parker Lane with early infilled window.

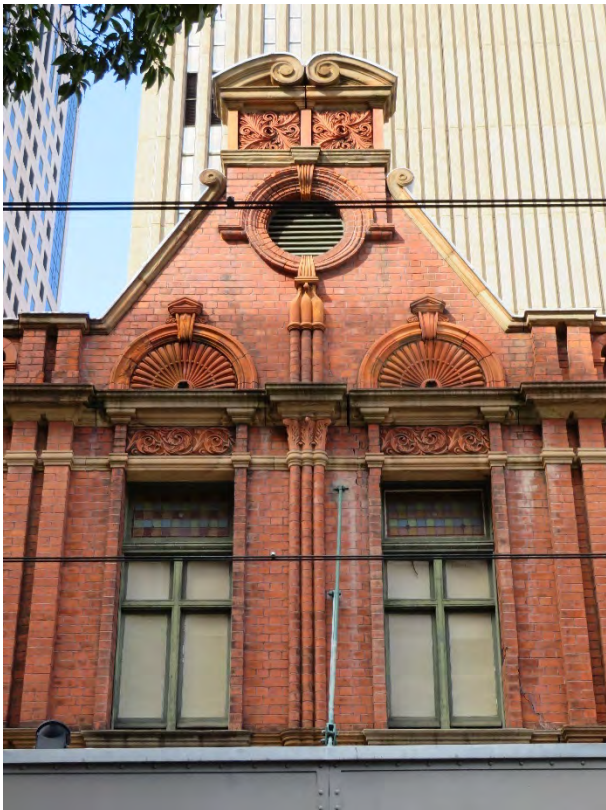


Figure 35 – Dutch gable above Tenancy 3 at Hay Street elevation

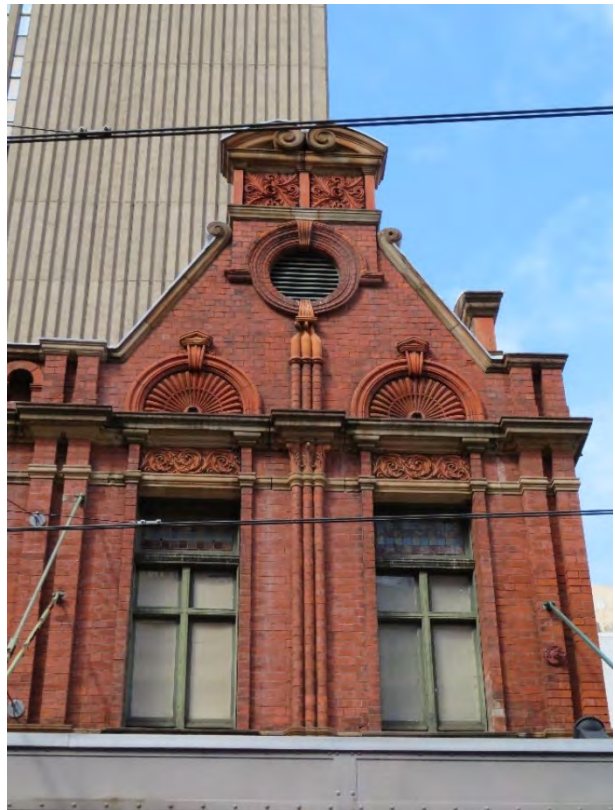


Figure 36 – Dutch Gable above Tenancy 1 at Hay Street elevation



Figure 37 – Oriel window at Hay Street elevation



Figure 38 – Oriel window at Parker Street elevation



Figure 39 – Corner turret with conical roof

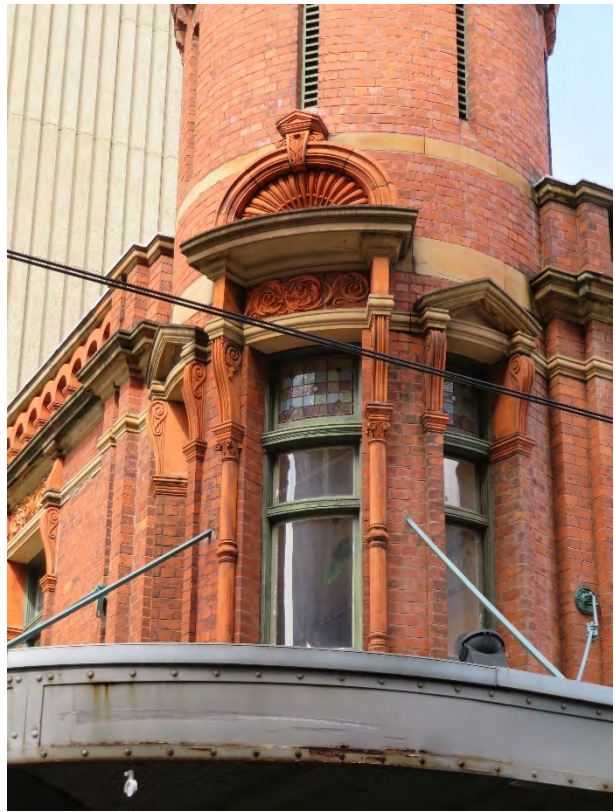


Figure 40 – Window opening and details of the turret



Figure 41 – Zinc finial on main ridge hipped roof



Figure 42 – 1935 awning viewed from Parker Lane, with faded 'Cyril's Fine Foods'

2.5.2. Internal

The internal spaces of the Corporation Building are set over two levels and have been highly modified since the building's completion in 1894, however, some portions of the original layout remain. All internal fit outs in each of tenancies at ground and first floor are contemporary, with only a limited number of original or early elements remaining. The ground floor of the Corporation Building is separated into four tenancies, each accessed directly from Hay Street. The division of the tenancies at ground floor correspond with the arched openings along Hay and Parker Street. Tenancy 3 also includes the whole of the first floor. The division of tenancies is displayed in the figures below.



Figure 43 – Ground Floor (top) and First Floor (bottom) existing plans, with tenancies identified. Note: not all existing lightweight partitions in each tenancy identified.

2.5.2.1. Tenancy 1

The most western tenancy, Tenancy 1, is currently a dental clinic, 'Glow Dentist'. The fitout was installed during 2017 and consists of a reception area, and a series of small rooms created by the erection of lightweight plasterboard walls. The ceilings are suspended plasterboard and the floors are covered with vinyl flooring. The only original element is the timber framed door opening, with reproduction door, located on the western wall of the tenancy, which is painted white on the interior and sealed shut. The skylight located over the south-western portion of the ground floor is not visible from within the tenancy due to the suspended plaster board ceiling.



Figure 44 – Entrance to Tenancy 1 off Hay Street



Figure 45 – Reception area in Tenancy 1



Figure 46 – Hallway at rear of Tenancy 1, underneath the skylight (covered)

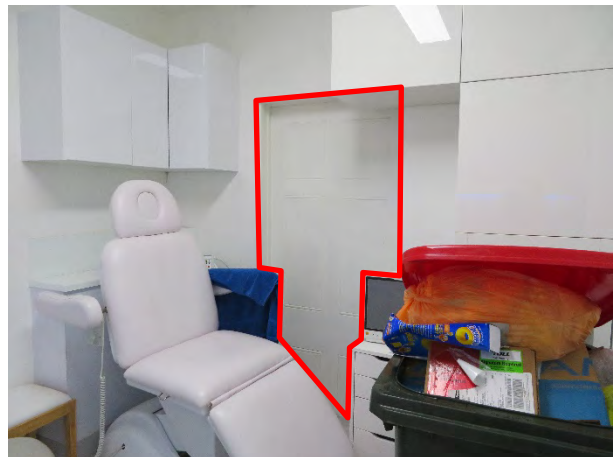


Figure 47 – Consulting room at south-western corner of tenancy, with original/early door painted white and sealed closed.



Figure 48 – Hallway in Tenancy 1, all contemporary fitout

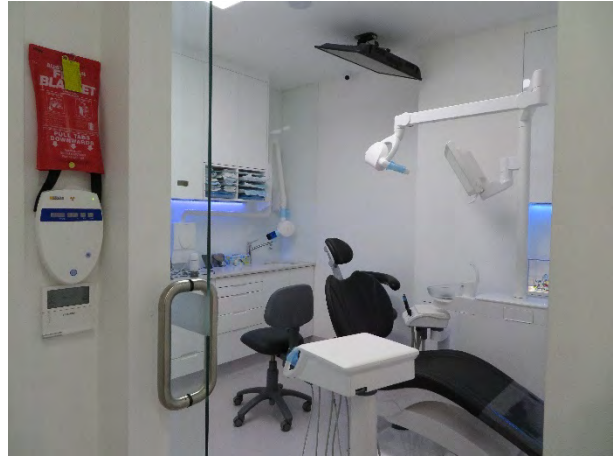


Figure 49 – Consulting room at south-eastern corner of Tenancy 1, all contemporary fitout

2.5.2.2. Tenancy 2

Tenancy 2 is the smallest of the tenancies in the building and is currently a gift shop, 'KareBear Gifts & Accessories'. The shop has a narrow storeroom at the rear, which is divided from the main shop space by a lightweight plasterboard wall. The ceilings are of suspended plasterboard. The floors within the shop feature exposed timber floorboards, while the floor of the storeroom at the rear is concrete. The rendered walls of the storeroom show evidence of recent cracking, likely due to the excavation and construction works at 13 Parker Street, located directly to the south of the subject site. No original/early elements, apart from the eastern and western walls exist within Tenancy 2.



Figure 50 – Entrance to Tenancy 2 off Hay Street



Figure 51 – Shop in Tenancy 2, looking out to Hay Street



Figure 52 – Shop in Tenancy 2, with suspended plasterboard ceiling.



Figure 53 – Shop in Tenancy 2, looking out to Hay Street

2.5.2.3. Tenancy 3

Tenancy 3 is the largest of the tenancies within the building and spans over a portion of the ground floor and all of the first floor. The tenancy has been occupied by 4A Centre for Contemporary Asian Art since the conservation works on the building were completed in 2000. The fitout of Tenancy 3 is contemporary and only retains a few original/early elements.

The tenancy is accessed through two doors located at ground floor off Hay Street. The first, the original opening to access the first floor offices, and the second through one of shopfronts set within arch opening. The ground floor of the tenancy consists of one large open gallery space, with reception and a small storage area located adjacent to the lift. The ceilings are suspended plasterboard and the floors feature contemporary timber floorboards. A contemporary U-shaped staircase, located in the same position as the original staircase, is located at the rear of the tenancy at ground floor, with an original lantern roof light located directly above. The lantern is timber framed internally and features zines louvres. The lift, lift motor room and storeroom are all contemporary additions to the ground floor. The storeroom has concrete floors and a suspended plasterboard ceiling.

The first floor is accessed via the contemporary metal and timber staircase and internal lift. The first floor consists of another open gallery space, office area, kitchen, bathrooms and storage areas. A contemporary fire stair is located in the south-east portion of the level, which leads down to the Parker Street. Plasterboard partition walls divide the open space of the northern portion of the first floor into the gallery, office and a large storage area. This space features suspended corrugated metal ceiling, and timber floorboards. The bathrooms and kitchen have suspended plasterboard ceilings, and tile and vinyl floors, respectively.

Tie rods, which support the exterior awning, run through the Hay Street elevations, through the open space of the first floor and through to the southern elevation. A steel support beam, also supporting the awning, is secured on the inside of the turret at the first floor, with two tie rods attached which pass through the turret wall and through to the awning. The original cast iron column located on the ground floor in Tenancy 4, passes into the office space of the first floor.



Figure 54 – Entrances to Tenancy 3 off Hay Street



Figure 55 – Ground floor of Tenancy 4



Figure 56 – Gallery space on ground floor of Tenancy 3



Figure 57 – Reception area on ground floor of Tenancy 3

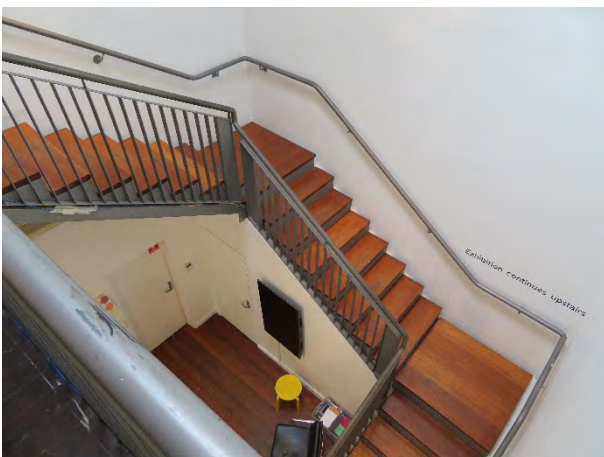


Figure 58 – Lantern rooflight located above the staircase

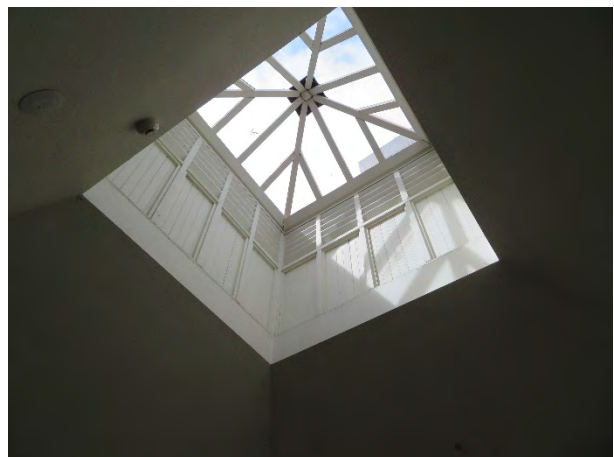


Figure 59 – Lantern rooflight located above the staircase



Figure 60 – Open gallery space in Tenancy 3, first floor

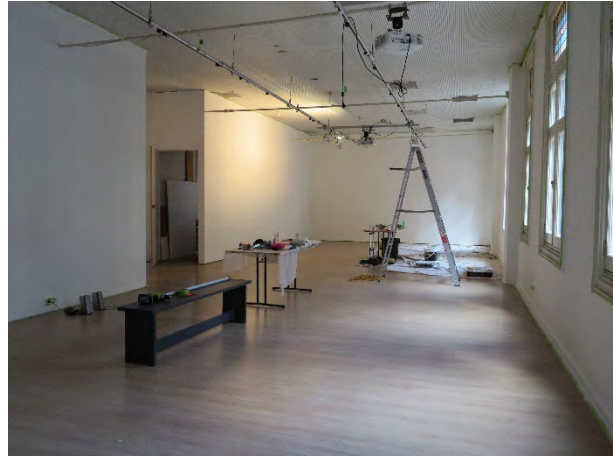


Figure 61 – Open gallery space in Tenancy 3, first floor



Figure 62 – Storeroom located in the south-western portion of Tenancy 3, first floor, with windows on southern elevation



Figure 63 – Storeroom located in the south-west portion of Tenancy 3, first floor, with windows Parker Lane and Hay Street elevations



Figure 64 – Landing on first floor of Tenancy 3 looking toward the office space and lift



Figure 65 – Kitchenette on first floor of Tenancy 3



Figure 66 – Office space on first floor of Tenancy 3, in north-east corner

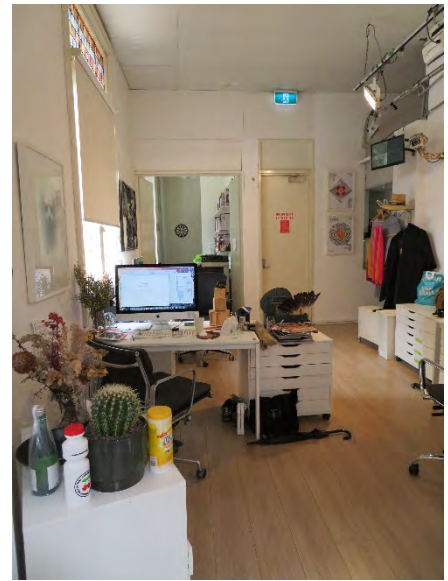


Figure 67 – Office space on first floor of Tenancy 3, south-eastern corner



Figure 68 – Steel beam and tie rods for awning support in turret on first floor of Tenancy 3

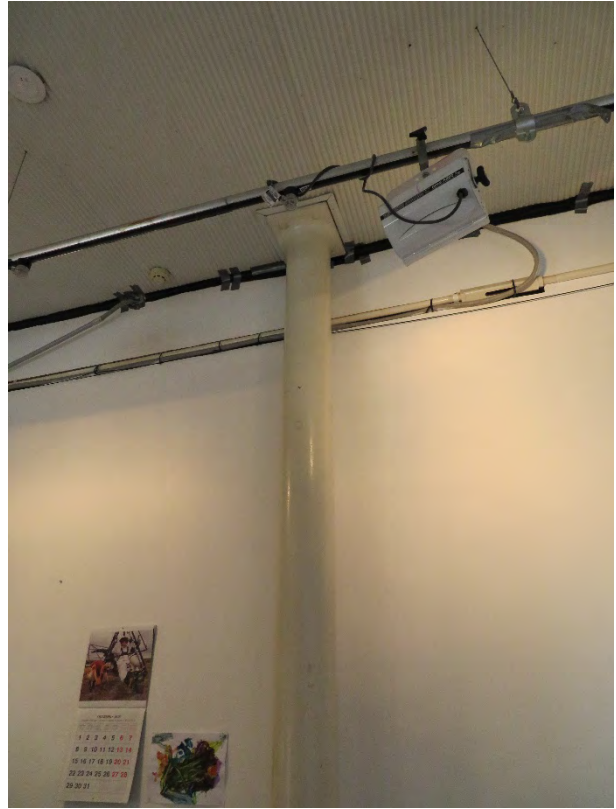


Figure 69 – Cast iron column in office space of first floor of Tenancy 3



Figure 70 – Corridor to bathrooms on first floor of Tenancy 1



Figure 71 – Disabled toilet entrance, located through storeroom.



Figure 72 – Concrete fire stair from first floor down to ground floor



Figure 73 – Disabled toilet entrance, located through storeroom.

2.5.2.4. Tenancy 4

Tenancy 4, currently a restaurant “Kawa Ramen”, is located at the corner of Hay and Parker Street and is accessed via the modified corner entrance of the turret. The tenancy is divided into a dining and kitchen area, with bathroom, cool room and storage area at the rear. The rendered brick walls, which divide the space at the rear of tenancy, are a combination of original/early fabric from the original lavatories, and contemporary fabric for the construction of the fire stairs. Other than some original walls, the only other original internal fabric is the cast iron column located within the dining area in the north-east corner of the tenancy. As with the other tenancies at ground floor the ceilings are suspended plasterboard, and the floors are covered with a tile finish.



Figure 74 – Entrance to Tenancy 3 at corner of Hay and Parker Street



Figure 75 – Dining area in Tenancy 4



Figure 76 – Kitchen area in Tenancy 4



Figure 77 – Interior of window on Parker Street elevation



Figure 78 – Cast iron column in dining area of Tenancy 4



Figure 79 – Rear of Tenancy 4, looking through to the cool room.

2.5.3. Condition Assessment

A separate document *Corporations Building Condition Assessment* (13 December 2018) by Mott Macdonald provides an analysis of the existing condition of the Corporation Building. This section provides a summary of the condition of the building as assessed in this report. Generally, the building was in a good to fair condition at the time of the inspection and it is noted that refurbishment works were undertaken in 2000, less than 20 years ago.

The following points summarise the existing condition of the Corporation Building:

- External masonry walls are in fair condition;
- Decorative terracotta tiles appear to be in good condition;
- Evidence of abrasion and impact damage to ground floor elevations, including past repairs and disused holes and fixing locations;
- Evidence of water damage around rainwater goods such as downpipes and joints in coping stones;
- Sandstone arches generally discoloured, may indicate deterioration;
- Some cracking noted in southern fire stair wall, but not structurally significant, possibly associated with the construction of the adjoining substation;
- Some damp noted in eastern wall of fire stair, may be due to defective rainwater goods;
- Awning and tie rods of awning appear to be in good condition, however the age and concealed nature of the structural elements of the awnings along with the risk of corrosion due to poor rainwater goods means that this type of awning may have suffered structural degradation that is not visible;
- Generally, the floors in the ground floor felt sound underfoot;
- The floors in the first floor felt sound underfoot, however several locations indicated sagging and decay in the floor;
- Evidence of water ingress through the roof; and
- Some downpipes may be blocked or under capacity.

Recommendations from this Condition Assessment have been incorporated into Section 8: Conservation Policies and Section 9: Cyclical Maintenance Plan.



Figure 80 – Damp issues on ground floor corner entrance.



Figure 81 – Discoloured sandstone arches



Figure 82 – Deteriorating sandstone cornice on western elevation (Parker Street)

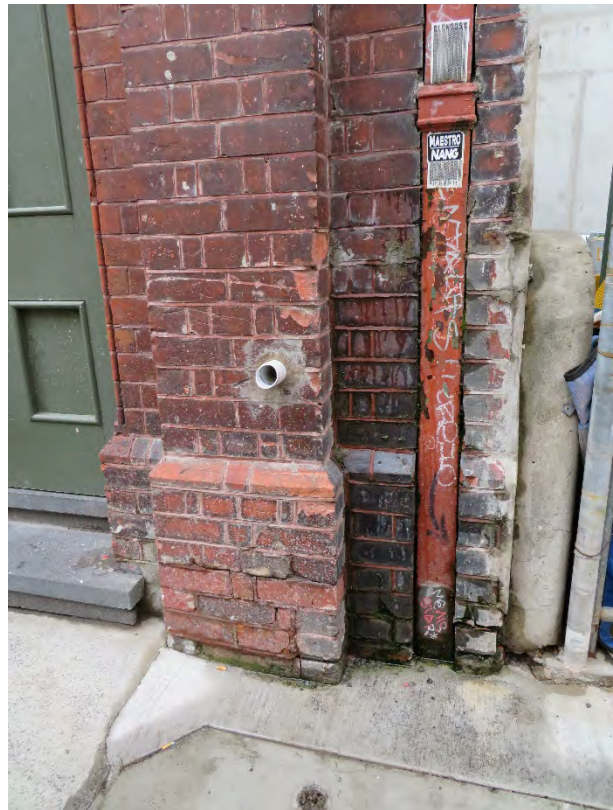


Figure 83 – Damp masonry on western elevation (Parker Lane)



Figure 84 – Water damage in disabled toilet on first floor



Figure 85 – Cracks in southern wall of fire stair

3. HISTORICAL OVERVIEW

3.1. HISTORICAL SOURCES

This Conservation Management Plan updates the *Conservation Study of The Corporation Building 181-187 Hay Street Sydney (also known as the Municipal Building)* prepared by Howard Tanner & Associates Pty Ltd (1990). New evidence, additional information and illustrations have been sourced from several repositories including:

- City of Sydney Archives;
- State Archives & Records;
- Sydney Water/Water NSW Historical Research Facility;
- State Library of NSW;
- NSW Land Registry Services; and
- National Library of Australia (Trove databases).

A complete Bibliography is contained in Section 10 of this report.

Sections 3.2.1 and 3.2.2 of the Historical Overview are drawn from two reports on the Capitol Theatre which provide a general history of the area, namely: Kate Blackmore (1989) *What is an atmospheric theatre? Capitol Theatre Historical report for Council of the City of Sydney*; and James Semple Kerr (1990) *The Haymarket and The Capitol: A conservation plan for the area bounded by George, Campbell, Pitt and Hay Streets, Sydney*. The authors of these publications are acknowledged with thanks. These sections have been supplemented with additional information and illustrations.

3.2. HISTORY OF THE PLACE

3.2.1. Indigenous History

There has been no research on the Aboriginal use of the vicinity. One of the few explicit historic references is provided by David Collins. In November 1796, he noted that "Bennillong" had complained to the Governor that the Aboriginals were assembling "in a considerable body near the Brickfields to lie in wait for him [Bennillong] and where, if possible, they intended to kill him".¹ According to Collins, this eventuality was averted by the governor's provision of an armed escort for "Bennillong" while he warned those assembled that they would be driven from the area if his life was taken.

Those assembled would have been the Guringai people who no doubt used the creek area for subsistence. However, because of its swampy character, it is unlikely that they camped there. Andrew Wilson suggests that, judging by the results of other archaeological excavations in Sydney, occupational remains are unlikely on the site.²

3.2.2. Brickfield Hill and The Haymarket, 1788-1888

The Haymarket site occupied the low swampy land at the southern foot of Brickfield Hill about a mile south of Sydney Cove. It was drained, somewhat inadequately, by a creek which rose in the Surry Hills to the south-east and crossed what is now Belmore Park to the alignment of Hay Street near the Capitol Theatre.

According to Assistant Surveyor Meehan's map of 1807, the creek passed under a small bridge on the track which connected the Sydney High (George) Street to Parramatta (Figure 86). This bridge was approximately on the present intersection of George and Hay Streets and, at the time, the sand and mud flats of Cockle Bay (Darling Harbour) extended right up to its western side. If this seems hard to credit, it must be remembered that the vicinity of the creek has been extensively filled and levelled.

¹ Collins, II, 5

² Blackmore, Capitol, Wilson, mdix



Figure 86 – Plan of the Town of Sydney in New South Wales by James Meehan Assistant Surveyor of Lands by Order of His Excellency Governor Bligh 31st October 1807. Photolithographed at the Government Printing Office Sydney, New South Wales. [1850-1899?]

Source: NLA, <http://nla.gov.au/nla.obj-229911438>

Meehan's map suggests that, before the bridge was built, the track turned south-east and followed the bank of the creek until a convenient crossing place was reached. The present frontage of Mick Simmons and the Hong Kong Bank on the corner of George and Campbell Streets, derives its splayed alignment from the 45 degree turn of the original track.

Europeans used the north bank of the creek right from the beginnings of settlement. In March 1788, Collins reported that "a gang of convicts was employed ... making bricks at a spot about a mile from the settlement, at the head of Long Cove" (Cockle Bay, later Darling Harbour). In addition, two acres of ground were marked off for "such officers as were willing to cultivate them". The agricultural result, if any, is unknown, but the industrial activity came to identify the place.³

The clay pits, kilns and convict huts were scattered over the area immediately north-east of the creek and on the lower slopes of what became known as Brickfield Hill. In July 1790, the unskilled convicts were employed in "forming a road from the town to the brick-kilns, for the greater ease and expedition in bringing bricks to the different buildings".⁴ By 1793, the bricks were conveyed by three brick carts, each drawn by twelve men under the direction of an overseer.⁵

In 1811, following the arrival of that orderly and entrepreneurial Scot, His Excellency Governor Lachlan Macquarie, Sydney was divided into five districts each with a watch-house and police-force:

³ Collins, I, 17

⁴ Collins, I, 103

⁵ Collins, I, 277-8

for the protection of the inhabitants from night robberies, and for the more effectually securing the peace and tranquillity of the town, and apprehending all disorderly and ill-disposed persons committing nightly depredations ...

As a necessary preparatory step to the proposed arrangements, His Excellency deems it expedient to give regular and permanent names to all the streets and ways ...

The principal street in the town, and leading through the middle of it from Dawes' Point to the place near the Brickfields, where it is intended to erect the first toll bar, being upwards of a mile in length, and hitherto known alternately by the names of High-street, Spring-row and Serjeant-Major's-row, is now named "George-street", in honour of our revered and gracious Sovereign.⁶

The boundaries of the 5th District, served by George Street, extended:

from Park-street and the burying-ground on the north to the southern extremity of the Brickfields on the south, and extending from Hyde Park and Surry Hills Farm on the east to Cockle Bay on the west.⁷

Thus, the future site of the Haymarket became the southernmost part of the 5th District.

His Excellency was not one to miss the opportunity of raising funds for "the ornament and regularity" of the town of Sydney and lost no time in commanding and directing:

that all bricks, pottery and other articles of whatever nature which may be sent from the Brickfields to Sydney, or from Sydney to the Brickfields, shall be passed through the turn-pike-gate, and pay the same toll as if going to or coming from Parramatta, and any article which may be sent to or from the Brickfields by any circuitous or different road from the public turnpike is to be seized, the cattle drawing or carrying them impounded for trespass, and the person so endeavouring to evade the regular toll to be severely fined and punished.⁸

The turnpike gate can be seen across George Street as a later addition to Meehan's 1807 map. It was not a popular measure and probably resulted in a variety of evasions including the transacting of business outside the town whenever possible. Such activities may have contributed in some measure to Macquarie's ultimate removal of the gate to its 1820 location further south to what is now Railway Square (Figure 87 and Figure 88). In any case, with the establishment of large barracks for convict carters with their bullocks, horses and carts where Eddy Avenue now joins Pitt Street, much of the traffic up Brickfield Hill involved government public works.

By June 1829, the area at the foot of Brickfield Hill was officially operating as a "New Cattle Market."⁹ Such use was probably little more than the legitimisation of a de facto situation. The terrain was swampy and unsuitable for other development and, as Michael Christie points out, it was the usual halting place before the steep ascent into the town. Moreover, on the northern side of the George Street Bridge lay the Peacock Inn, a watering hole for wagoners, while close by lay semi-permanent fresh water for stock. Cattle landed at the Market Wharf in Cockle Bay, formerly destined for the town market, were now driven down the alignment of Sussex Street round Brickfield Hill to "the flat area south of Campbell St".¹⁰

According to James Maclehole, the ascent of Brickfield Hill in 1837 was still steep, difficult and even dangerous. The following year, in a major undertaking, over a million cubic feet of material, much of it rock, was cut by convict labour from the upper parts of the hill and removed to the lower to create a gradually inclined plane, thus making it safe "for all kinds of drays, waggons and carriages".¹¹

⁶ HRNSW, VII, 427-8

⁷ Ibid., 479

⁸ HRNSW, VII, 594

⁹ *Sydney Gazette*, 16 June 1829

¹⁰ Michael Christie, *The Sydney Markets 1788-1988*

¹¹ James Maclehole, *Picture of Sydney and strangers' guide in NSW for 1839*, 69

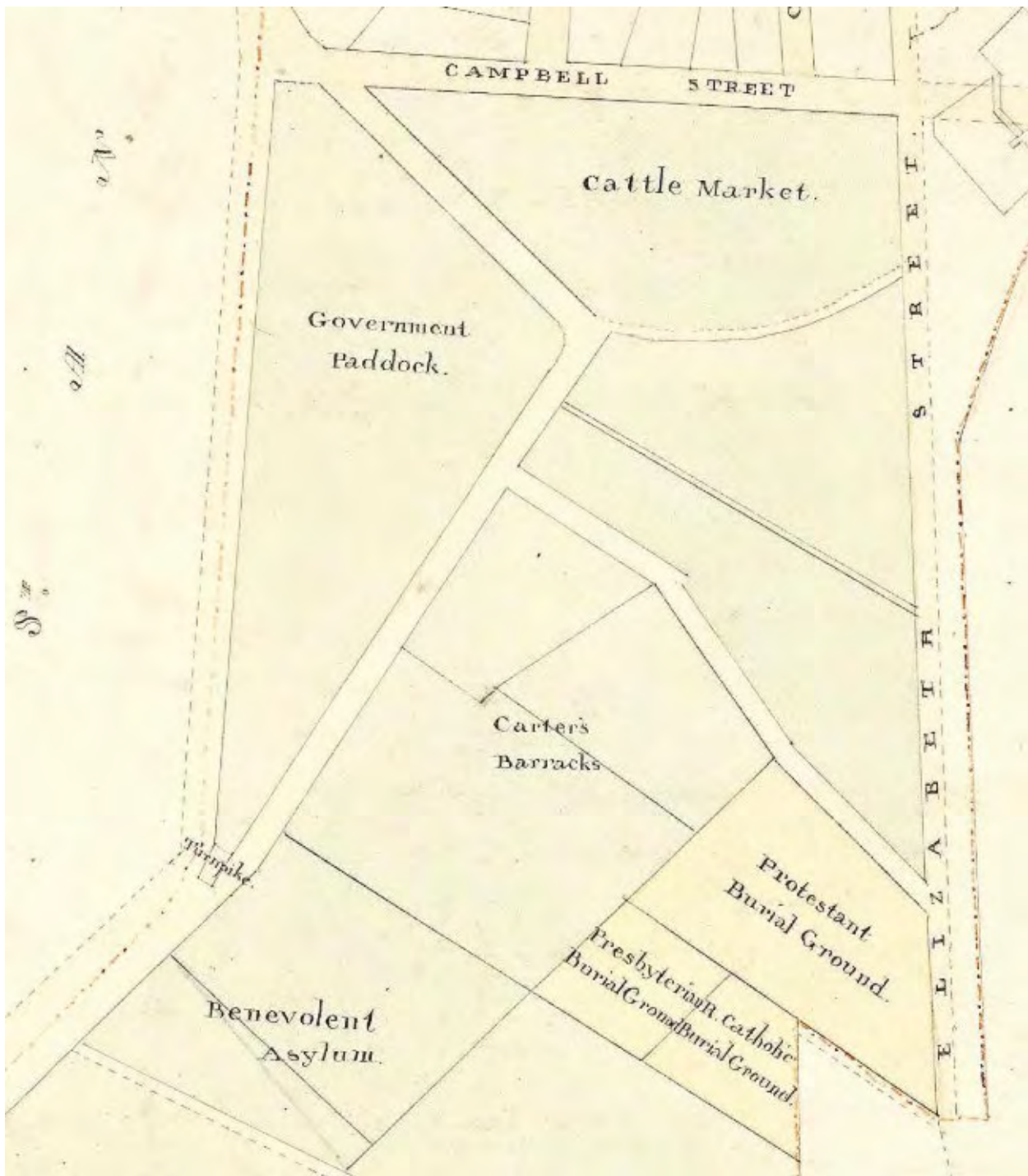


Figure 87 – Detail from Parish Saint Lawrence, pre-1840

Source: NSW LRS, PMapMN05, 14074101.jp2

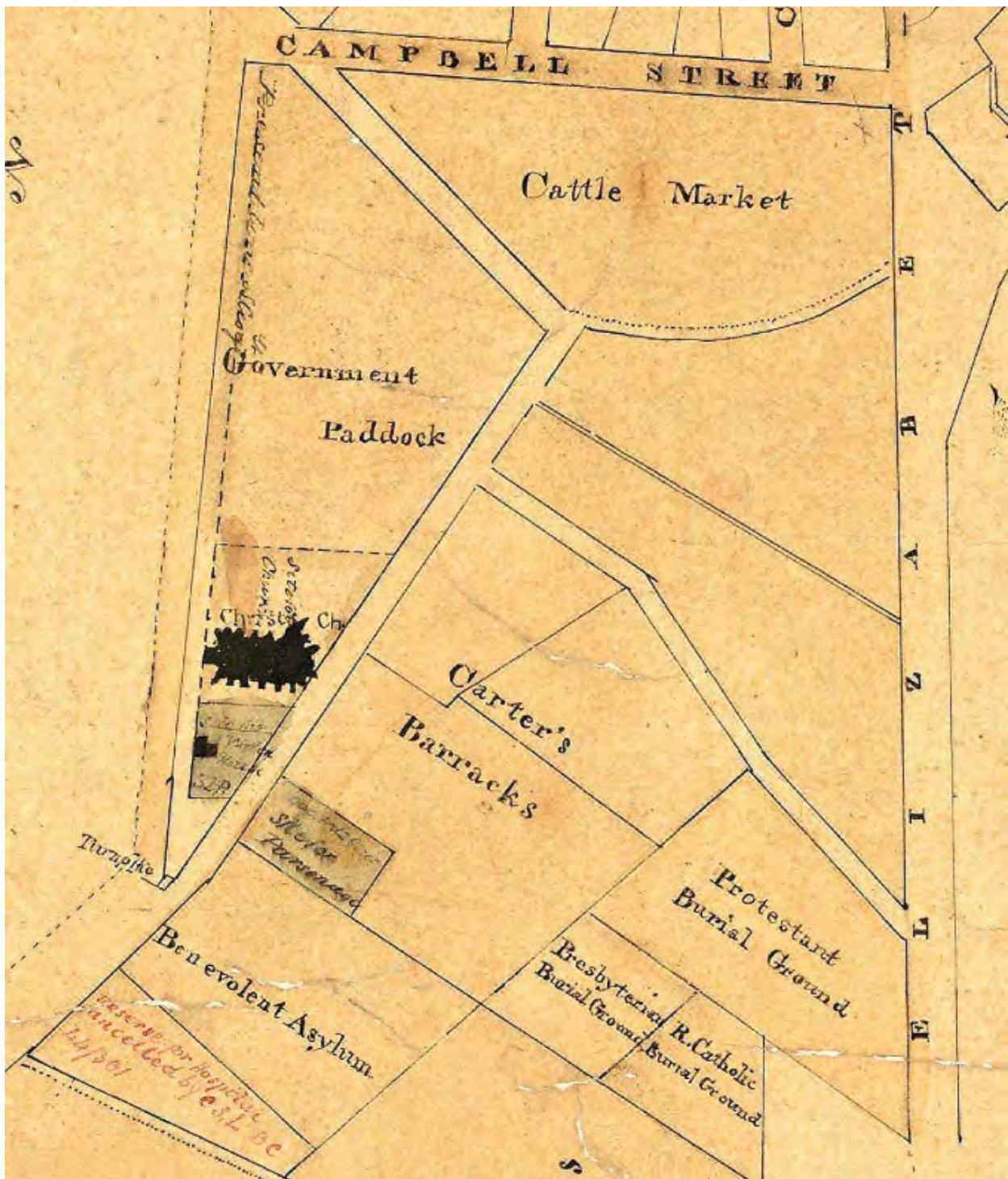


Figure 88 - Detail from Parish of Saint Lawrence, pre-1840

Source: NSW LRS, PMapMN05, 14074001.jp2

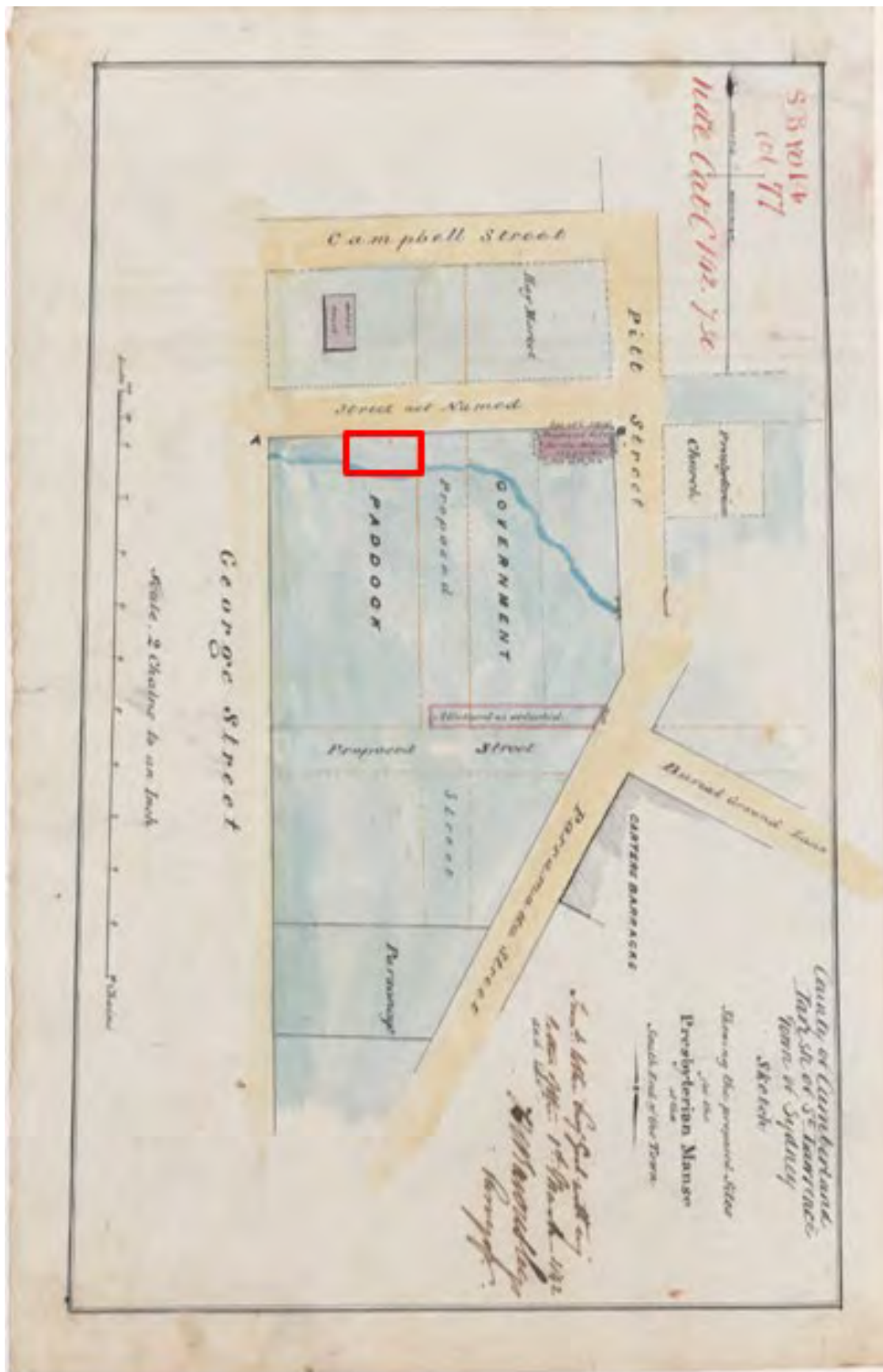


Figure 89 - County of Cumberland Parish of St Lawrence Town of Sydney Sketch showing the proposed site for the Presbyterian Manse at the south end of town, 1842. [Sketch book 4 folio 77]. The subject site is outlined in red thereon

Source: State Archives & Records, NRS13886[X756]_a110_000031

When Samuel Mossman and Thomas Banister climbed Brickfield Hill in 1852 they described it as "a wide and airy street with rows of two and three storeyed houses".¹² Earlier, as they approached Sydney Town along the Parramatta Road, Mossman and Banister noted:

Proceeding onward in this direction for about half a mile, you come to the Hay-market, passing on your way Christ Church and the Benevolent Asylum. All along the road through this suburb looks like the approach to an English market-town: the small green-grocers, with bundles of hay and straw at their doors; the dealers in odds and ends for country customers; the blacksmith's forge, with the horses waiting to be shod; and the snug roadside inns, where carriers and small settlers with dairy and farm produce put up, whom you may see sitting on side benches outside the doors, smoking their pipes and quaffing their tankards of ale; while the more noisy customers may be heard dancing inside to the sound of a fiddler. The most uproarious and extravagant frequenters of these tap-rooms, it will be readily supposed, are now the successful returned gold diggers ...

*The Hay-market [itself] is a large open space at the foot of Brickfield Hill, with a substantial market-house in the middle of it, surmounted by a turret-clock.*¹³

Woolcott & Clarke's 1854 map of the City of Sydney shows the layout of the area (Figure 90). The "substantial market-house" mentioned by Mossman and Banister was situated on the George Street frontage of the Haymarket and the cattle market was confined to the block bounded by Campbell, Castlereagh, Hay and Pitt Streets. The "market-house" with its shingle roof was demolished by William Watkins early in 1876 to make way for his new terrace.



Figure 90 – Detail from Woolcott & Clarke's Map of the City of Sydney with the environs of Balmain and Glebe, Chippendale, Redfern, Paddington & Co, 1854. Subject site outlined in red thereon as vacant land traversed by creek

Source: City of Sydney Archives, http://cdn.cityofsydney.nsw.gov.au/history/maps/1174/1174_001.pdf

As early as 1845, when the markets had been handed over to the City Council by deed of grant,¹⁴ the cattle market had both outgrown its site and been hemmed in by urban development. However, it was not until the completion of the Glebe Island abattoirs in the 1860s that the cattle market was redeveloped as a fruit and

¹² Mossman and Bannister, p205

¹³ Ibid., p204-5

¹⁴ Christie, *Sydney Markets*, p70-1

vegetable market. The three long sheds of the new market were opened on 14 May 1869¹⁵ and named after the then Governor of NSW, the Earl of Belmore. By 1872, the Belmore Markets had become the main Sydney outlet for fruit and vegetables.¹⁶

During the 1870s and 1880s, the open space of the Haymarket west of Pitt Street was known as Paddy's Market and had a variety of activities. Saturday nights were devoted to entertainment with buskers, jugglers, orators and hot sav and peanut stands.¹⁷ Phillip Wirth, in his speech on the opening of the Hippodrome in 1916, recalled that this was the exact site upon which the first Wirth Bros Circus had opened 36 years earlier.

The Handbook to the City of Sydney, published in 1879, furnished the following description of the locality of the eastern frontage of George Street, Haymarket:

*Crossing Liverpool and Goulburn Streets we arrive at the HAYMARKET SQUARE the property of the Corporation of Sydney. The hideous structure which formerly occupied this valuable frontage has been superseded by an elegant block of buildings, on a plot of land leased from the Council by the later Mr Watkins, for a term of twenty years, at a gross rental of £30,000. At the corner of Campbell Street is a branch of the Australian Joint Stock Bank, adjoining which is a branch Post, Telegraph and Money Order Office, and the corresponding corner of Hay-street, the 'Palace' Hotel, which several commodious business places intervening. At the next corner of the southern branch of the Commercial Bank, also built on leased Corporation ground. From thence to Christ Church are a number of elegant shops, including the premises of Hordern and Sons, with their palace show rooms, and the branch Savings' Bank, and the ever memorable Christ Church which has long held the name of the aristocratic Anglican place of worship, and is amongst the oldest display of architecture we have...*¹⁸

Three years later, the *Gibbs Shallard Guide to Sydney* noted that Hay Street had been extended westward to Pyrmont "over a region reclaimed at great expense from the waters of Darling Harbour and a branch of the Commercial Bank [of Sydney] of commendable architectural quality had been erected on the south-east corner of Hay and George Streets.

To the east, on the southern alignment of Hay Street and flanking the markets, were the Wesleyan Chapel, the Presbyterian Manse and, across Pitt Street, the Presbyterian Church. Opposite the eastern end of the markets in Castlereagh Street was St Francis Catholic Church. Campbell Street, however, remained "peopled principally by produce merchants, general dealers and publicans, who depended greatly upon the market trade."

3.2.3. Hay Street Creek and Sewer

At the time of European settlement, the subject site was bisected by a creek flowing into the tidal mudflats at the head of Cockle Bay (now Darling Harbour). This creek is depicted on numerous early plans of Sydney including the "proposed subdivision of part of the Government Paddock George Street South Sydney" (Figure 91), and "Sydney St Lawrence - Wesleyan Chapel and dwelling house near Hay and Parker Streets" (Figure 92). Despite being subdivided in the 1840s, the subject site (Lots 1 and 2 at the corner of George and Hay Street and Parker Lane) was clearly unsuitable for development and remained vacant land for the next two decades. The vacant allotments and the creek are clearly delineated in Woolcott & Clarke's Plan of the City of Sydney (Figure 90) and the City Detail Sheet in 1855 (Figure 93).

By 1860, the inhabitants of the area were fed up with frequent floods in the Haymarket and surrounding streets during heavy downpours:

*caused by the accumulation of water flowing from George, Pitt, Goulburn, Campbell and Devonshire Streets and Strawberry Hills into Hay Street, and the only outlet from thence being a small culvert of four feet wide by three feet deep.*¹⁹

The following year, following representations from influential residents of the locality, the Council voted to lay a ten-feet by six-feet inch sewer at Hay Street from Parker Street to Darling Harbour.²⁰ However,

¹⁵ *Tod & Cork, Dream Palaces*, I, p1

¹⁶ Christie, *Sydney Markets*, p71

¹⁷ *Tod & Cork, Dream Palaces*, I, p1

¹⁸ *Handbook to the City of Sydney*, 1879, p9

¹⁹ "Haymarket Floods", *Empire*, 5 May 1860, p8 and "Public meeting of householders in the vicinity of the Haymarket", *Sydney Morning Herald*, 7 April 1860, p7

²⁰ "Sydney Municipal Council", *Empire*, 11 June 1861, p4

construction of the sewer did not take place until 1862. In the intervening period, the Council voted to levy property owners the sum of £370 towards the formation of the sewerage works.²¹ The Hay Street sewer was completed substantially by June 1863:

*The stone tunnel to carry the sewer into Darling Harbour is now finished to the head of Hay-street, a length of thirteen hundred feet. The branch sewers are commenced, and the Corporation have voted money for construction a sewer from the bridge near Campbell-street to Hay-street, upon which the open water course across the Hay-market will be done away with.*²²

Coinciding with the completion of the Hay Street sewer, in October 1864, the Council applied to the Department of Lands "for a grant to the City for market purposes of the two allotments of land on the south side of Hay Street between George Street and Parker Street through which the water course passes."²³ Secretary Wilson requested additional information on the proposal and queried the unsuitability of the area of land for ordinary market purposes owing to its size. In May 1865, Secretary Robinson informed the Council that the Government approved of the dedication of the two allotments "to market or other public purposes".²⁴ Following a delay of eight years, the said allotments (including the subject site) were vested in the City Council in 1873 for Public Recreation in accordance with the City Leasing and Improving Act.

The *City Properties Leasing and Improving Act 1873* reads as follows:

WHEREAS doubts exist as to the power of the Municipal Council of the City of Sydney to grant leases of or improve the various properties in the City of Sydney held by the said Council and it is expedient to remove such doubts Be it therefore enacted by the Queen's Most Excellent Majesty by and with the advice and consent of the Legislative Council and Legislative Assembly of New South Wales in Parliament assembled and by the authority of the same as follows:

1. It shall be lawful for the Municipal Council of the City of Sydney to grant from time to time leases of the whole or any part of the various properties in the City of Sydney described in the Schedules hereto held by the said Council and to improve the said properties as the said Council may direct Provided that the said properties shall be let by public competition by way of auction or tender and no lease shall be granted for any term exceeding twenty-one years and that a reasonable yearly rent be reserved to the Council during the currency of the lease Provided further that the allotment described in Schedule Two may be let for any period not exceeding ninety-nine years.

2. This Act may be styled and cited as "The City Properties Leasing and Improving Act."

The Act was assented to on 26 March 1873.

²¹ "Municipal Council", *Sydney Morning Herald*, 3 February 1862, p3

²² "City Improvements", *Sydney Morning Herald*, 20 June 1863, p6

²³ City of Sydney Archives, 26_71_077.pdf

²⁴ "Sydney Municipal Council", *Sydney Morning Herald*, 9 May 1865, p5

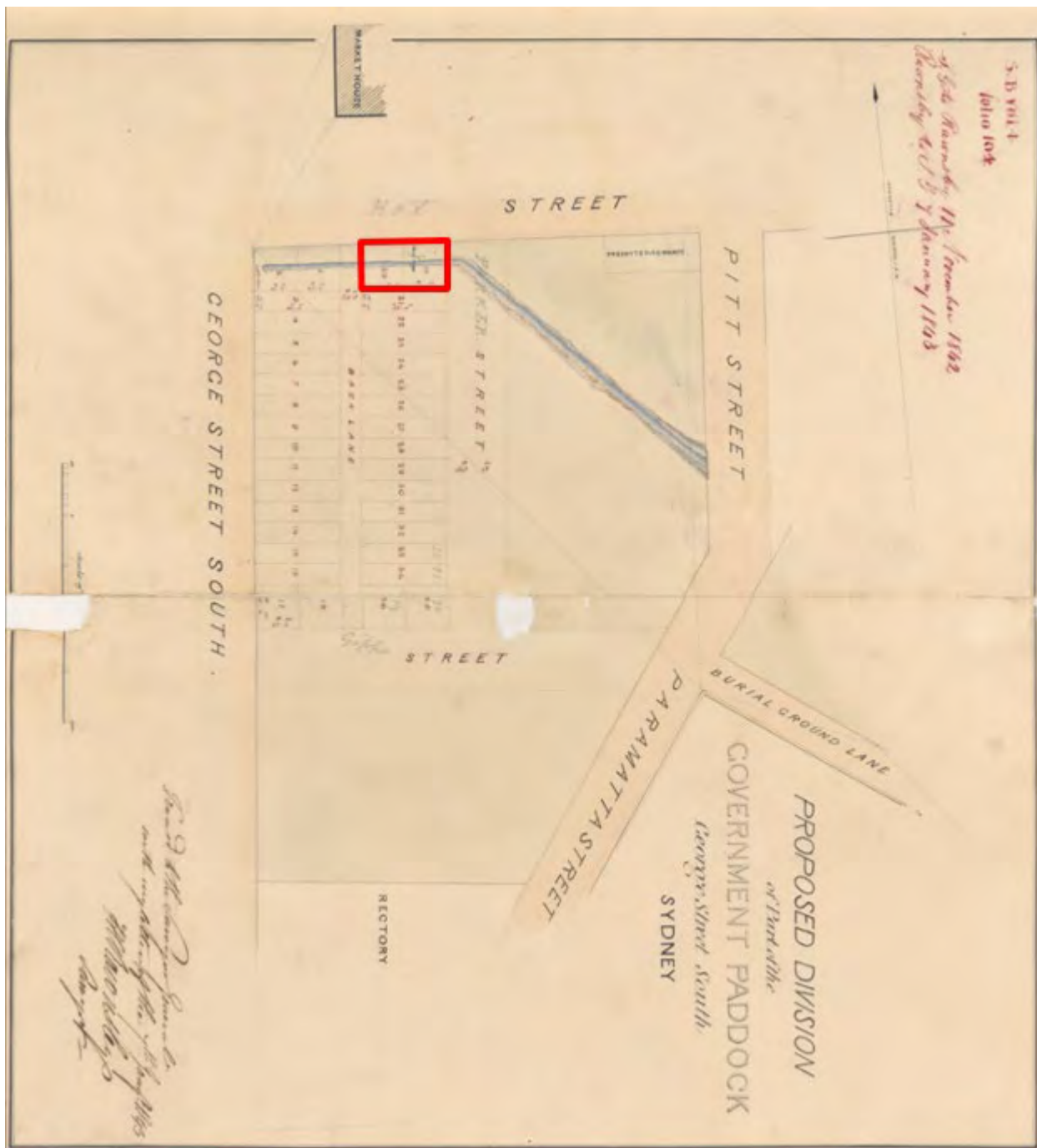


Figure 91 - Proposed division of part of the Government Paddock George Street South Sydney [Sketch book 4 folio 104], 7 January 1843. The subject site is shown in red

Source: State Archives & Records, Digital ID: NRS13886[X756]_a110_000082



Figure 92 - Sydney St Lawrence - Wesleyan Chapel and dwelling house near Hay and Parker Streets [Sketch book 4 folio 202], 23 September 1845. The subject site is shown in red

Source: State Archives & Records, Digital ID: NRS13886[X758]_a110_000064



Figure 93 - Extract from City Detail Sheets Map 23, 1855. The subject site is shown in red

Source: City of Sydney Archives, http://cdn.cityofsydney.nsw.gov.au/history/maps/502/502_023.pdf

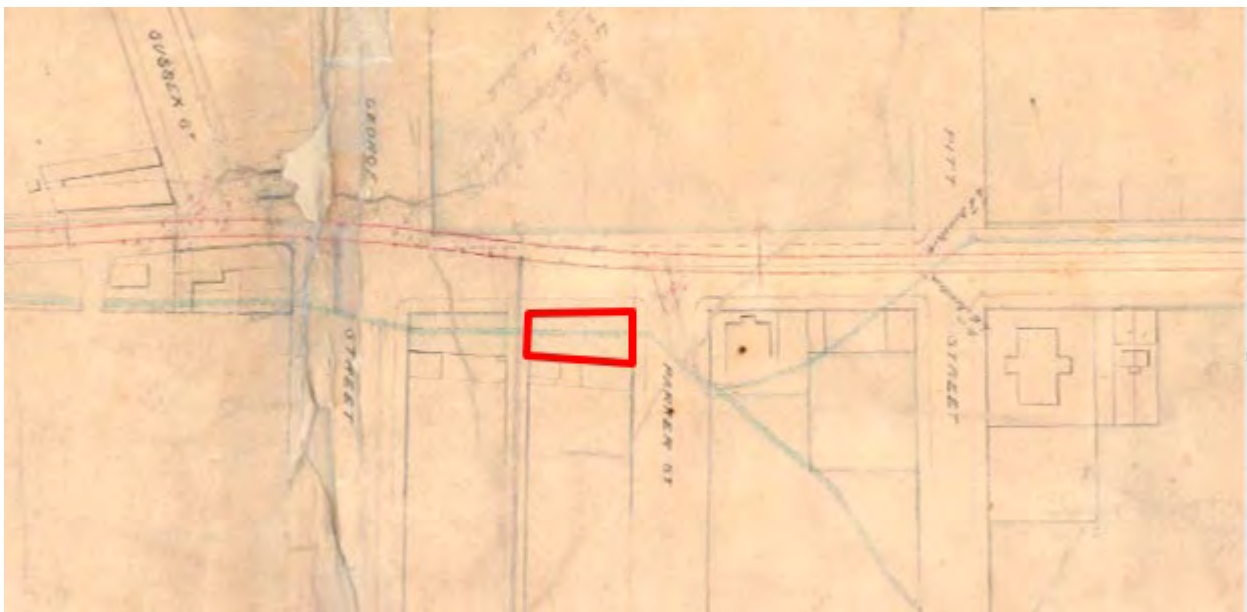


Figure 94 – Detail from Sydney Sewerage Works Hay Street Sewer, Section No. 3, Contract Drawing, Sydney 6 October 1862. Subject site outlined in red thereon as vacant land bisected by creek

Source: Sydney Water Historical Research Archive, OCP67 (002).pdf

3.2.4. Old Corporation Stores

In October 1866, the City Council invited tenders for the building of stores in Hay Street.²⁵ Later the same month, T C Clancy successfully tendered for the construction of the store building in stone at a cost of £880.²⁶ The building was completed by July 1867 as the Council invited tenders for the lease of the “Corporation Stores, Nos. 3 and 5, on the south side of Hay-street, for a term of three or five years”.²⁷ Simultaneously, the Council invited tenders for “pitch paving the floors of the three Corporation Stores recently erected in Hay-street”.²⁸ It is not known who tendered successfully for the three stores. Nor are there any surviving plans or photographs of this building.

In November 1868, the Council, on the recommendation of the Improvement Committee, invited tenders for the erection of a verandah in front of the Corporation Stores. The successful tenderer was Robert Hope.²⁹ For unknown reasons, Hope did not proceed with this work, whereupon the Council awarded the construction of the awning to A Stoddart for the sum of £99 15s.³⁰

One of the long-time occupants of the Corporation Stores was Mark Isaacs, a wholesale and retail grocer. In January 1875, Mark Issacs and Simon Israel tendered for a lease of the store situated on the corner of Parker and Hay Streets at a yearly rent of £40 and expressed his willingness to take the shop for one of three years. He also requested Council undertake repairs to the window and door fastenings.³¹ His tender was successful as in December 1876, Israel and Isaacs tendered once more to lease the shop for a term of 3 or 5 years as “we have occupied this store for the last 2 years”.³² Figure 95 comprises a July 1879 advertisement for Mark Isaac’s shop in the Corporation Stores.

On H Percy Dove’s “New and Complete Wharf, Street and Building Plan Directory of the City” (Figure 96) Isaac is named as the occupant of the three shops numbered 16, 17 and 18, while “Moodie glass-ware” is named in shop number 15. This plan indicates the entire building is a single storey structure constructed in stone as denoted by the colour pink.

In May 1883, Mark Isaacs entered into partnership with David Davis as wholesale and retail grocers at the Corporation Stores under the style “Isaacs & Davis”.³³

The Council carried out repairs to the Corporation Stores in January 1885, including: reglazing of shopfront windows; new ceiling of felting; temporary repairs to floor; gas piping; walls cleansed and whitewashed; two skylight windows; repainting of fronts and verandahs of the four shops; east and west elevations whitewashed; and “partition, pay office and sundry fittings and shelves fixed up in the shop and repairs to old counter”.³⁴ Later the same year, the building was slightly damaged by fire with repairs costing £20. At the end of the year, the City Architect reported unfavourably on the condition of the building which “at present require a thorough overhauling and general repairs, as they are in a very dirty and dilapidated condition”. At the same time, he could not recommend adding two or more storeys to the building owing to doubts the foundations could bear the extra weight on the walls.

Isaacs and Davis, principal tenants of the Corporation Stores, renewed their lease in late 1885 as they had occupied the premises for a long time.

*As the premises are somewhat in want of repair of course we shall be glad to do it at our own cost we may mention that if you think our rent should be increased why then we must submit such increased we will leave in your hands as we feel confident you will deal leniently with us taking into consideration the time we have had the premises and that we shall have to lay out a large sum of money to repair the same.*³⁵

²⁵ “To builders and contractors”, *Sydney Morning Herald*, 10 October 1866, p1

²⁶ “Tenders”, *Sydney Morning Herald*, 23 October 1866, p9

²⁷ “Lease of Corporation Stores, Haymarket”, *Sydney Morning Herald*, 16 July 1867, p1

²⁸ “To contractors, stonemasons, etc”, *Sydney Morning Herald*, 31 July 1867, p1

²⁹ “Tenders”, *Sydney Morning Herald*, 27 November 1868, p2

³⁰ “City Municipal Council”, *Sydney Morning Herald*, 22 December 1868, p3

³¹ Correspondence 25 January 1875, Mark Isaacs and Simon Israel to City Council, City of Sydney Archives, 26_131_073

³² Correspondence 18 December 1876, Messrs Israel & Isaacs to City Council, City of Sydney Archives, 26_142_795

³³ *New South Wales Government Gazette*, 29 May 1883, p2980

³⁴ Correspondence 15 January 1885, City Architect’s Office, City of Sydney Archives, 26_209_0143

³⁵ Correspondence 1 October 1885, Isaacs & Davis to City Council, City of Sydney Archives, 26_207_1565

Mark Isaacs sought permission in 1887 to remove a few courses of stone masonry within the arched openings in the Corporation Stores building to increase natural light and ventilation in that portion of the building as shown in Figure 97.³⁶ The City Architect promptly approved the application.

H A Y M A R K E T A R C A D E.
CORPORATION STORES,
HAY-STREET,
H A Y M A R K E T.

The cry is still they come, in spite of all. 20 per Cent. cheaper than any other house in the town.

THE ONLY SHOP IN THE CITY
 where you can obtain good
TEA, TEA, TEA,
 at 1s per lb.

PRICE LIST.

Moir's Scotch Marmalade, 3 tins for 1s 10d	Best Jams, only 7d per tin
Currants, 3lb for 1s	Assorted Sauces, 6d per bottle
Raisins, 3lb for 1s	Full-weight Sperma, 3lb for 2s
Fresh Herrings, 3 tins for 1s 6d	Dates, only 2d per lb by the mat
Salmon, 3 tins 1s 9d	Best Oysters, 3 tins for 1s
Sardines, 3 tins for 1s 3d	Salt, 9lb for 6d
Large Sardines, 4 tins for 2s 6d	Knife Polish, 2d per tin
Anchovies, 6d per bottle	Day and Martin's Blacking, 3d per doz
Salt Herrings, 6d per doz	Wax Matches, 4d per doz
Ling Fish, prime, only 4d per lb	Best Tobacco, 3 plugs for 1s
Best Flour, 5s 6d per bag 50lb	Kerosene, 7s 4-gallon tin
Spanish Olives, 3s per keg	Cheese, 3lb for 1s
Salad and Castor Oils, 6d per bottle	Colman's Mustard, 6d per tin
Golden Syrup, 2d per lb	Vinegar, 6d per quart
Pickles, 6d per bottle	Garden Honey, 6d per lb
	Muscadel Raisins, 6d per lb.

The LARGEST, CHEAPEST, and BEST ASSORTED STOCK in the CITY.

NOTE THE ADDRESS, AND BE SURE AND MAKE NO MISTAKE—
MARK ISAACS,
Corporation Stores,
HAY-STREET, HAYMARKET,
 Next to Hordern's Show Palace.

No charge for packing or cases. Goods delivered free. N.B. Closed every Thursday evening at 6 o'clock.

Figure 95 – Corporation Stores, Hay Street advertisement for Mark Isaacs

Source: *Evening News*, 8 July 1879, p4

³⁶ Correspondence 17 October 1887, Mark Isaacs to City Council, City of Sydney Archives, 26_179_1860

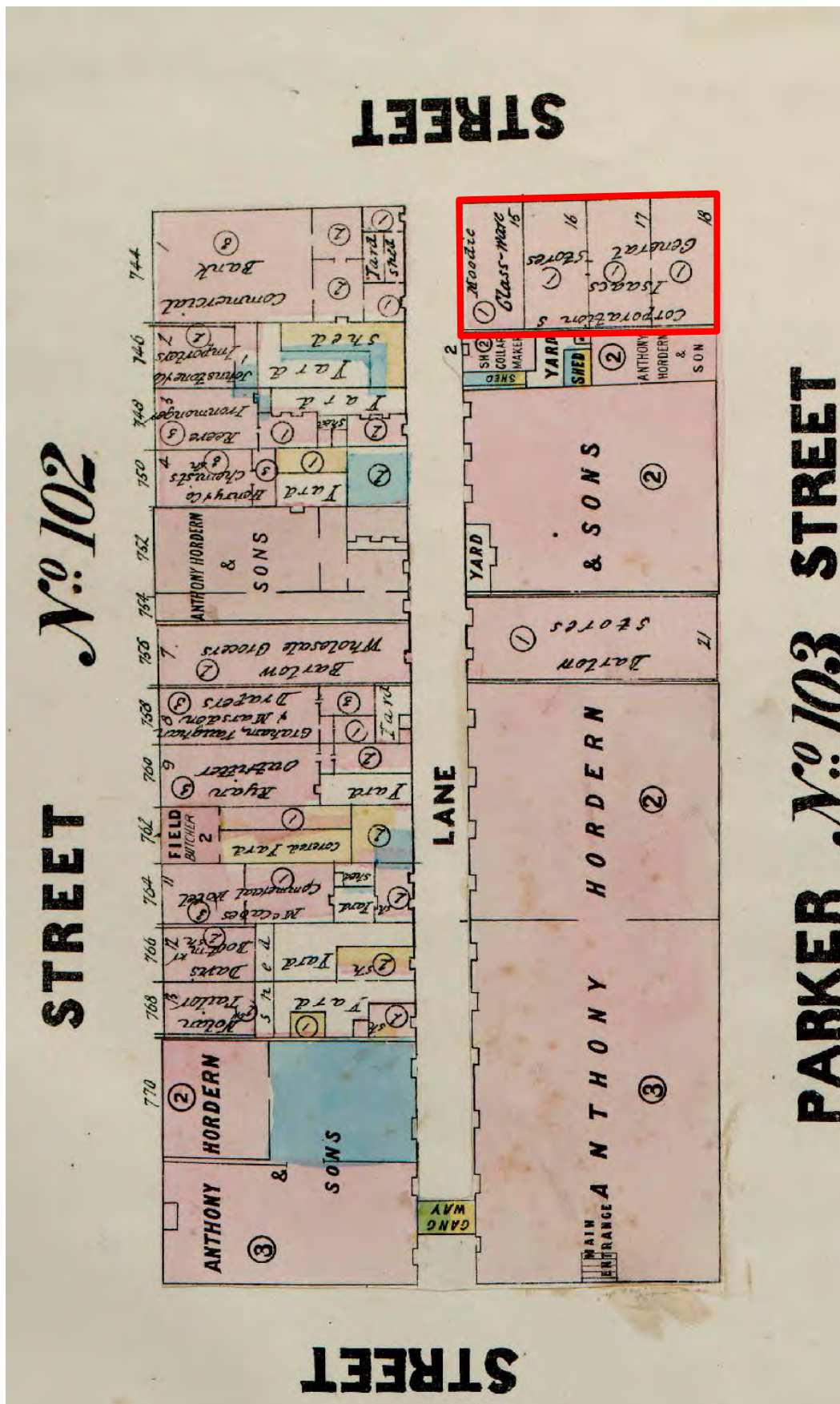


Figure 96 – Detail from Plans of Sydney / executed by H. Percy Dove, Sheet 42, 1880. Subject site shown in red
Source: City of Sydney Archives, http://cdn.cityofsydney.nsw.gov.au/history/maps/150/150_043.pdf

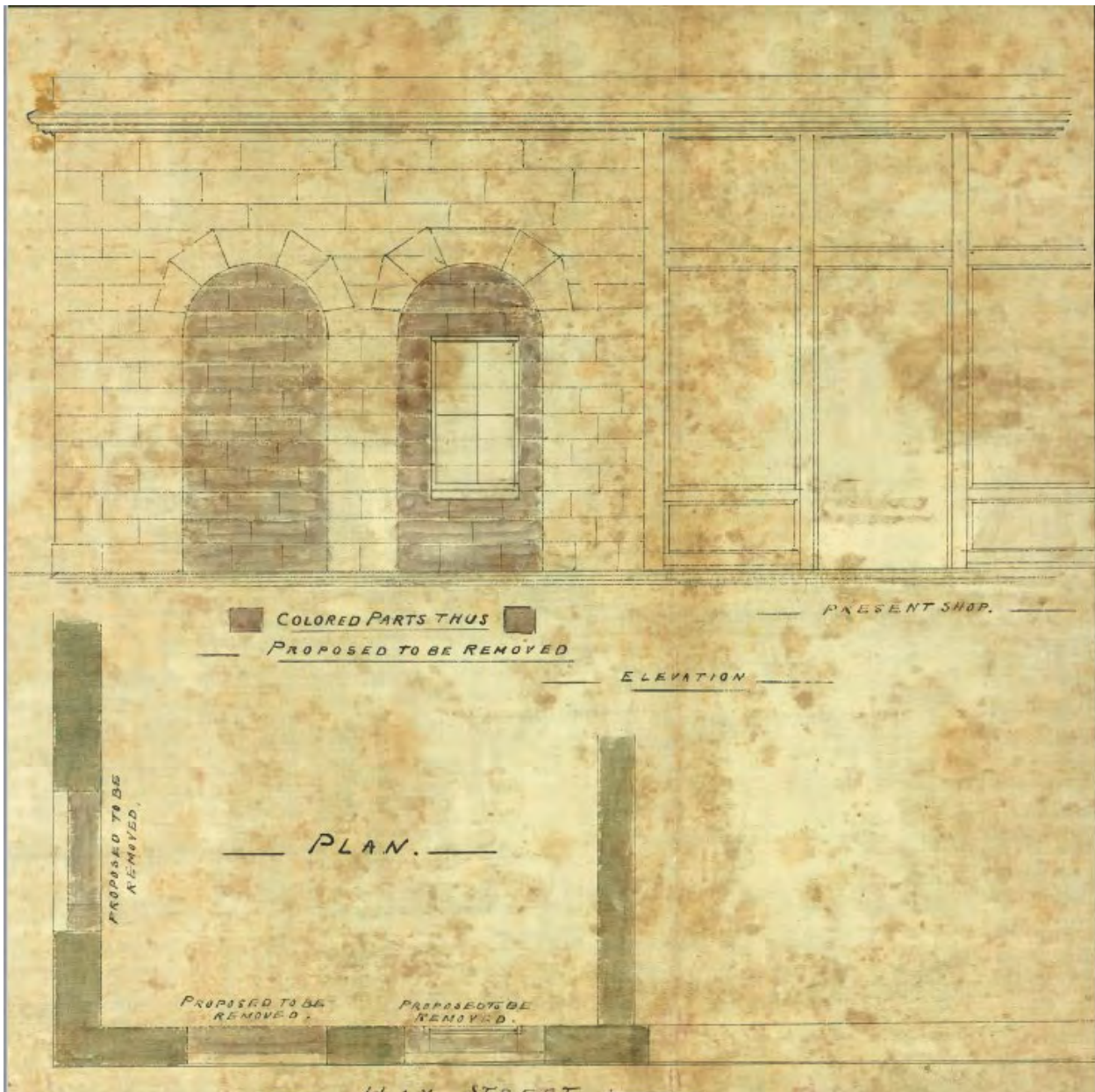


Figure 97 – Plan of proposed alterations stone masonry apertures, Corporation Building, October 1887

Source: Correspondence 17 October 1887, Mark Isaacs to City Council, City of Sydney Archives, 26_179_1860

By the late 1880s, the Corporation Stores was in a very dilapidated state. The western end of the building (181 Hay Street) was damaged by fire in June 1889. At this date, the premises were occupied by the City Produce Company as a hay, corn and general produce store. The Council Architect, George McRae, estimated the cost to repair the buildings at £500, matching the insurance value of the stores.

Evidently, the building was approaching its use by date with rising maintenance/repair costs and inadequate amenities. In 1891, the Council instructed the City Architect's Office to prepare sketch plans for proposed new buildings to be erected on the site of the Old Corporation Stores in Hay and Parker Streets, "suitable to the improving condition of the locality". At the same time, McRae designed a single storey building for the Paddy's Market site directly opposite (New Belmore Markets), replacing a more elaborate design by his predecessor, Thomas Sapsford.

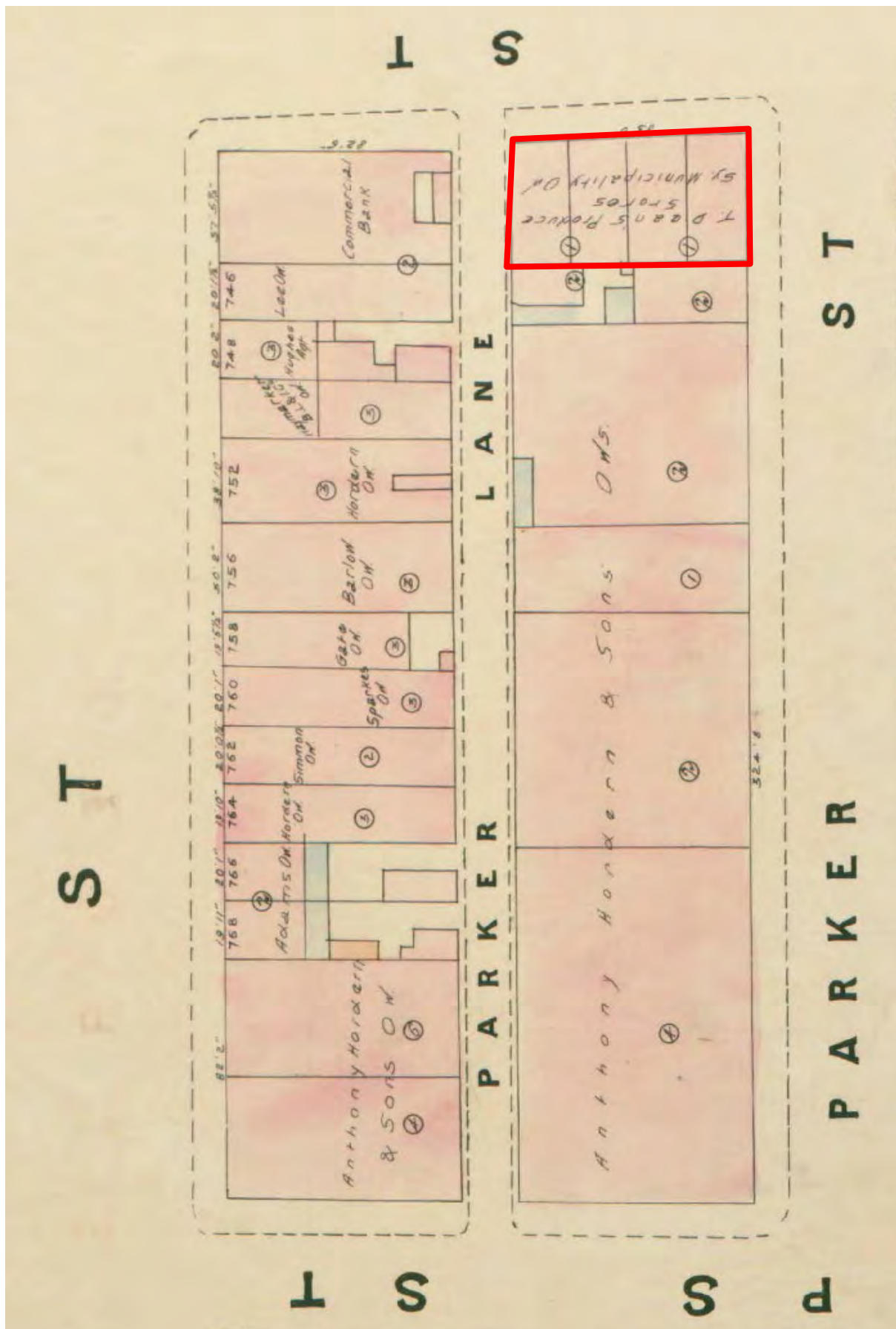


Figure 98 – Detail from Rygate & West's Plans of Sydney, Sheet 42, c.1888-1890. Subject site outlined in red

Source: City of Sydney Archives, http://cdn.cityofsydney.nsw.gov.au/history/maps/1171/1171_042.pdf

3.2.5. New Corporation Building

In November 1891, George McRae presented to Council a sketch plan for the new Corporation Building accompanied by the following comments:

As will be seen from the ground floor the lavatories, water closets and urinals are placed at the rear entering from Parker and Gipps Streets.

Ten water closets and a long range of urinals have been provided for the men and eight water closets for the women with lavatories etc, and also a caretaker and waiting room for the women.

The latrines are well ventilated being kept only one storey in height.

The corner shop could be fitted up as a coffee and refreshment room, with a side room entering from the women's waiting room; the remainder of the front facing Hay Street to be occupied by three shops 24ft 6in long x 17ft wide.

The first floor I would propose to be occupied as small offices in connection with the markets and also as exchange or reading room for the same,

The cost would not exceed the sum of three thousand five hundred pounds £3,500.³⁷

The final design of the new building was approved by Council in May the following year (Figure 99, Figure 100 and Figure 101). According to the Town Clerk's report of 1892:

The dilapidated structure known as the Old Corporation Stores at the Haymarket is to be removed and give place to a building which will unite in character with the markets adjacent. The intention is to construct a number of small stores, and furnish good general lavatory accommodation. The plans are prepared and arrangements so far advanced, that the works will be in course of progress within a brief period. The shops and offices are to be of a size readily appreciated by tenants generally, and the lavatory accommodation will be such as to be furnish a boon to the district.

After a delay of several months, in January 1893 the Council invited tenders "for the erection and completion of Shops, Lavatories, etc, in Hay-street, Haymarket".³⁸ They awarded the contract one month later to Daniel Innes for the sum of £4,575.³⁹ Soon after excavation commenced on site, the builder ran into difficulties owing to the location of the "old creek having run through the site, which has been filled in with street refuse and other rubbish from 10 to 12 feet deep". McRae reported to the Council in March on the need to increase the depth of the foundations of the new Corporation Building at a cost of about £130.⁴⁰ The Council approved the additional expense and progress on construction at the site continued apace. The Town Clerk reported in 1893 that by the end of the year, work had progressed rapidly such that the men's and women's conveniences were opened to the public.

With the building nearing completion, McRae provided the Council with a list of the shops and offices with suggested rental rates. Upon opening, the building comprised four shops on the ground floor: corner shop to be used as a coffee and refreshment room with kitchen and cooking range, measuring 24ft x 21ft; and three stores fronting Hay Street measuring 24 x 26 ft. The first floor contained ten offices of varying dimensions.

The building was finally completed in 1894 and was featured in an illustrated article in *Australian Builders and Contractors News* on 13 January the same year (Figure 102, Figure 103, Figure 104 and Figure 105).

In March 1894, the Council invited tenders to rent the shops and offices on a weekly basis.⁴¹ Shops I, II, III and IV were respectively leased to H F Palser, W H McKeown Jr, James Slater and William Woods.⁴² McKeown, Slater and Woods were wholesale fruiterers while Palser ran the coffee shop/restaurant on the Hay and Parker Street corner. James Slater, one of the original tenants in the new building, occupied 1 and 2 New Corporation Stores until his death in 1911; he also had a stall in the Belmore Market opposite.⁴³ A succession of tenants occupied the first-floor offices and 3 and 4 Corporation Stores (ground floor shops).

³⁷ Correspondence 19 November 1891, City Architect's Office, City of Sydney Archives 26_254_2160.pdf

³⁸ "To Builders", *Sydney Morning Herald*, 5 January 1893, p1

³⁹ "Municipal Councils Sydney", *Sydney Morning Herald*, 1 February 1893, p3; City of Sydney Archives, CRS 65/2103

⁴⁰ Correspondence 24 March 1893, City Architect's Office, City of Sydney Archives 26_265_624.pdf

⁴¹ "Municipal Notices", *Australian Star*, 9 March 1894, p8

⁴² Tenders for Shops Hay & Parker Street, 19 March 1894, City of Sydney Archives, 26_272_497.pdf

⁴³ "Jottings", *Nepean Times*, 3 December 1910, p7

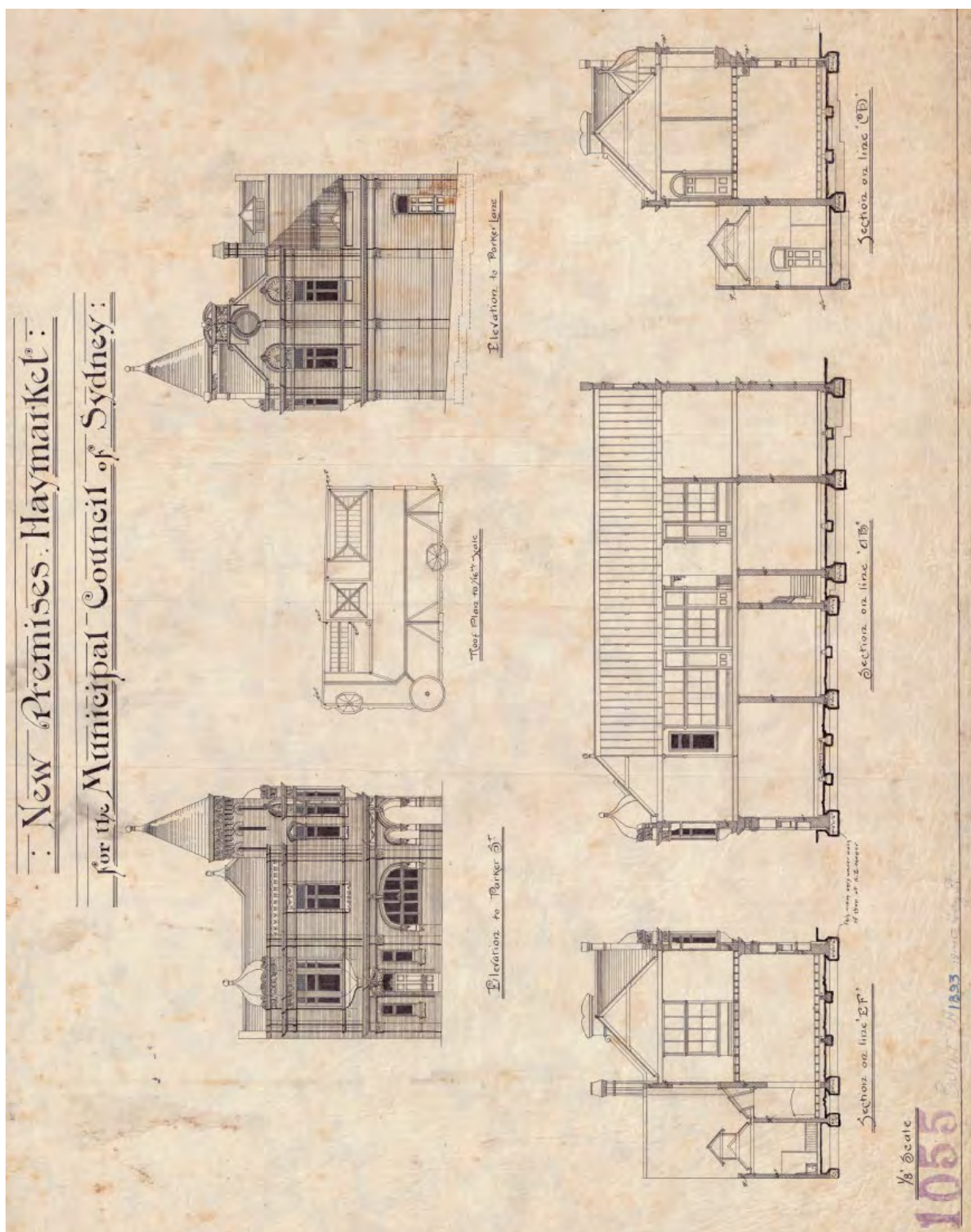


Figure 99 – New Premises Haymarket for the Municipal Council of Sydney, c.1892

Source: City of Sydney Archives, T1055

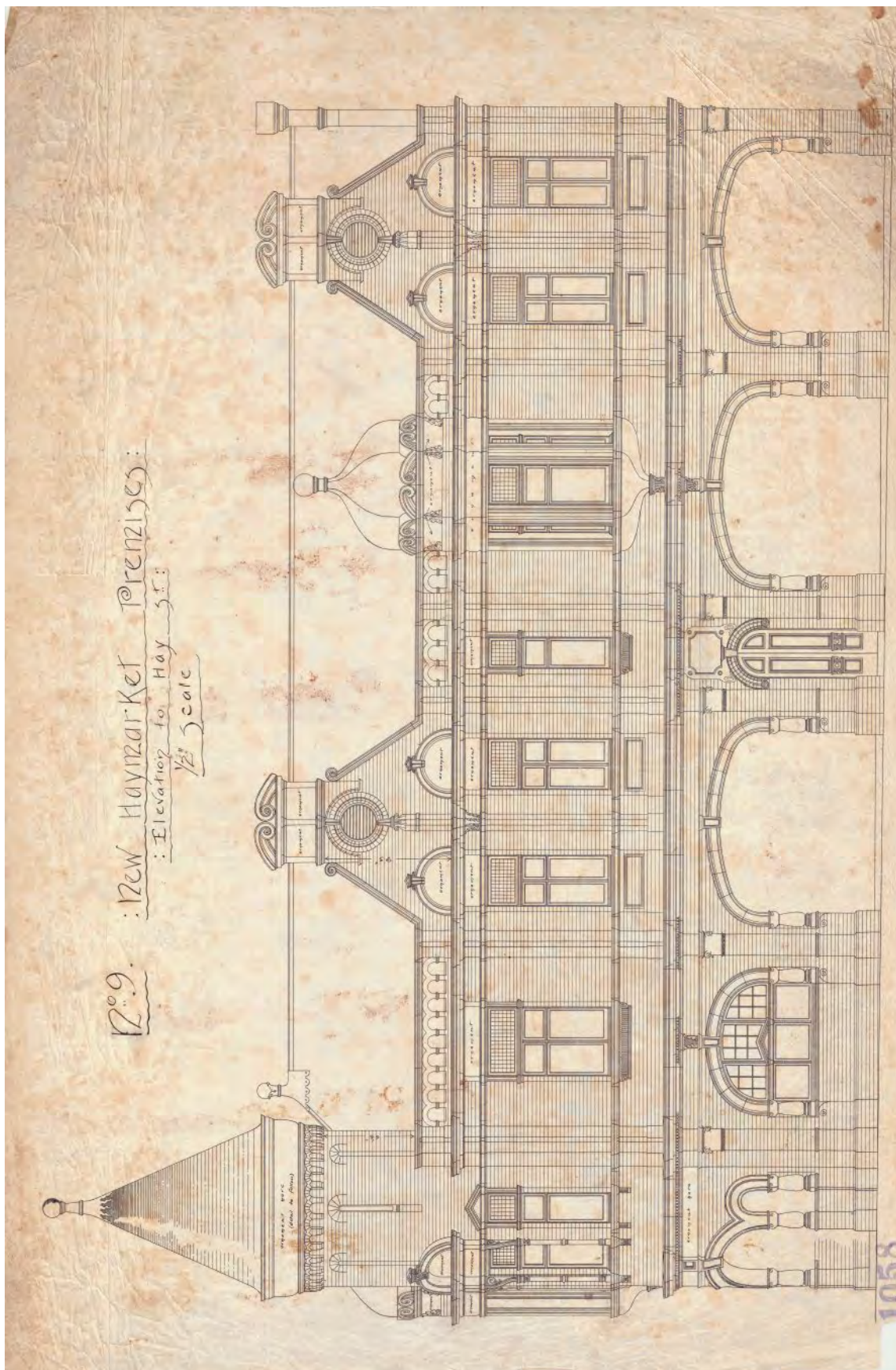


Figure 100 – New Haymarket Premises: Elevation to Hay St 1/2 inch scale

Source: City of Sydney Archives, T1058

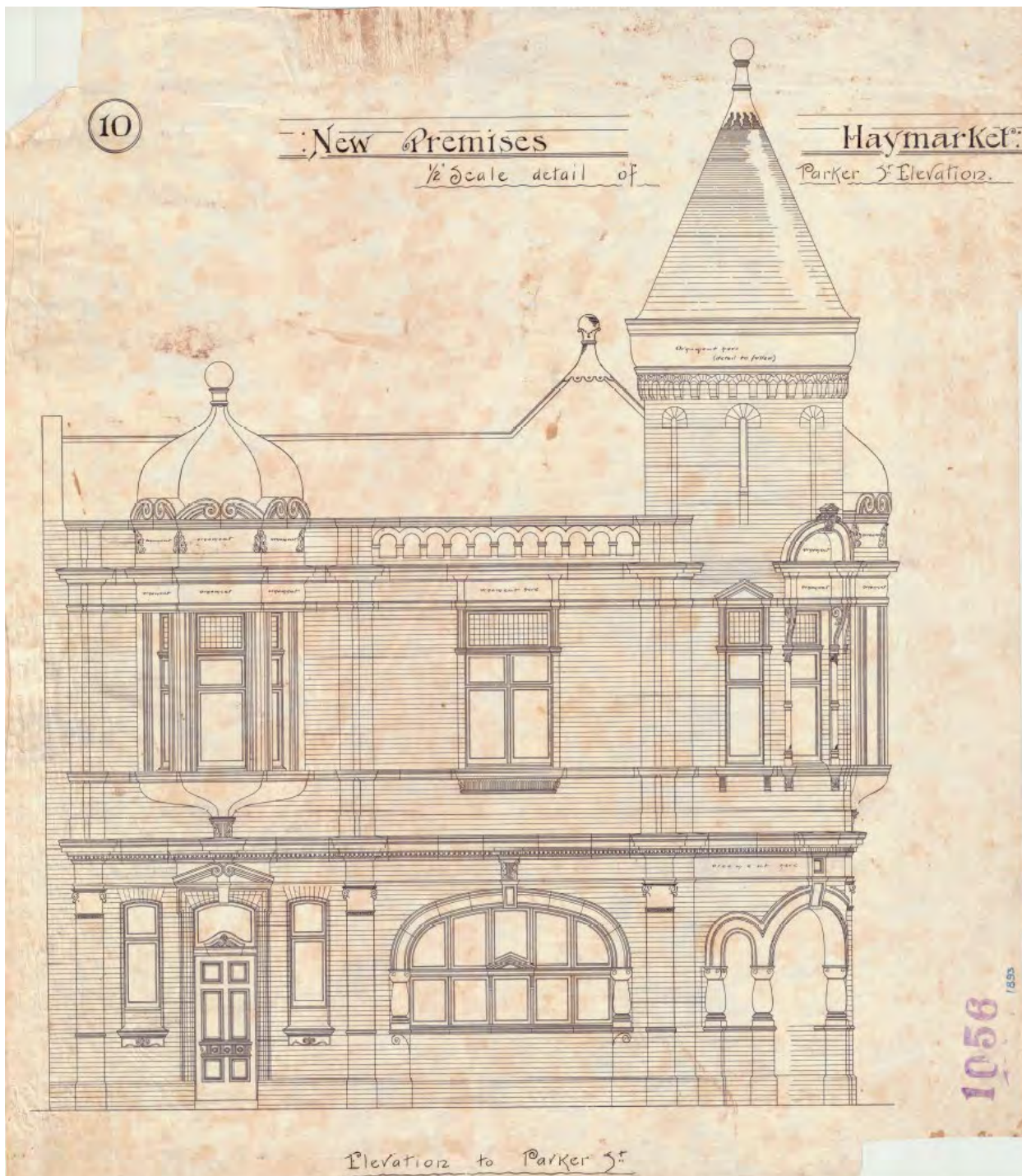


Figure 101 – New Premises Haymarket: ½ inch scale detail of Parker St elevation

Source: City of Sydney Archives, T1056

Later in the same year (1884), Council instructed George McRae to design an iron awning over the footway around the Corporation Stores “for the protection of produce, and other reasons”.⁴⁴ They accordingly approved the design and invited tenders for same. The contract was awarded to George Fletcher & Son of Oxford Street, Sydney for the sum of £196.⁴⁵ This original awning is visible in several views of the building including Figure 106 dated to c.1900.

⁴⁴ Town Clerks Report 1893, p9

⁴⁵ “Municipal Councils Sydney”, *Sydney Morning Herald*, 31 October 1894, p3; and Contracts Item Number 65/2160 Container 38, City of Sydney Archives

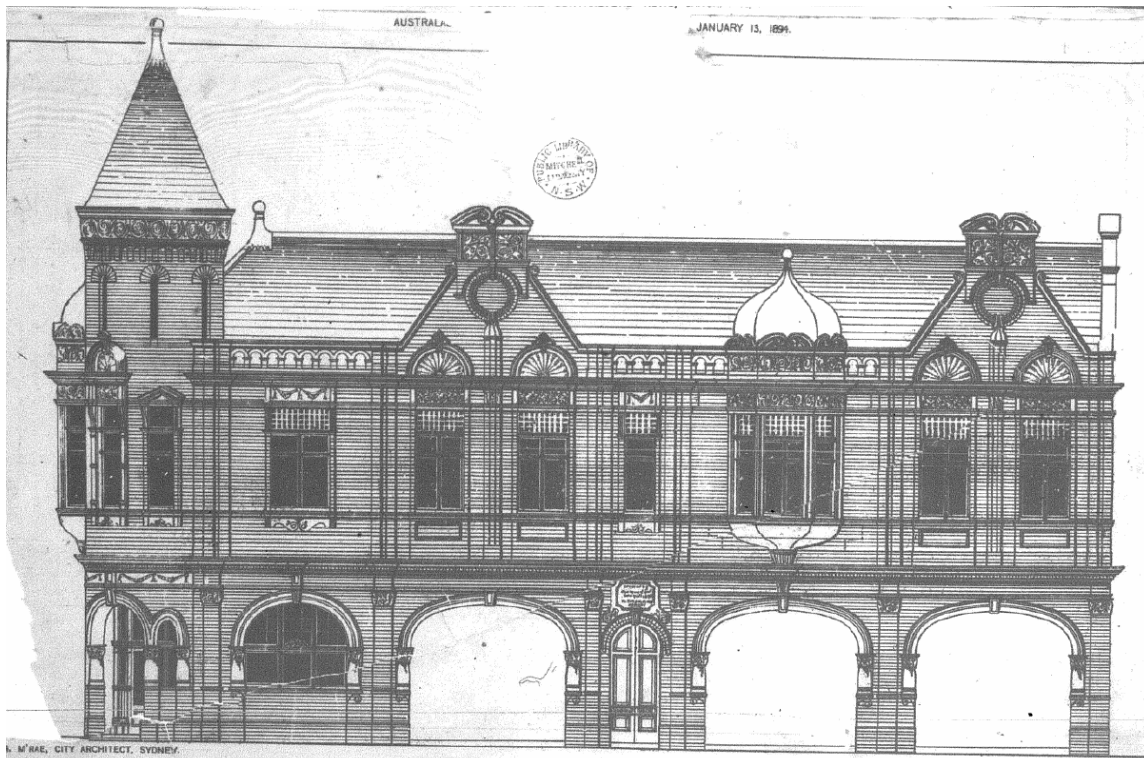


Figure 102 - New Premises Haymarket, for the Municipal Council, Sydney: elevation to Hay Street / G McRae, City Architect

Source: *Australasian Builders and Contractors News*, 13 January 1894

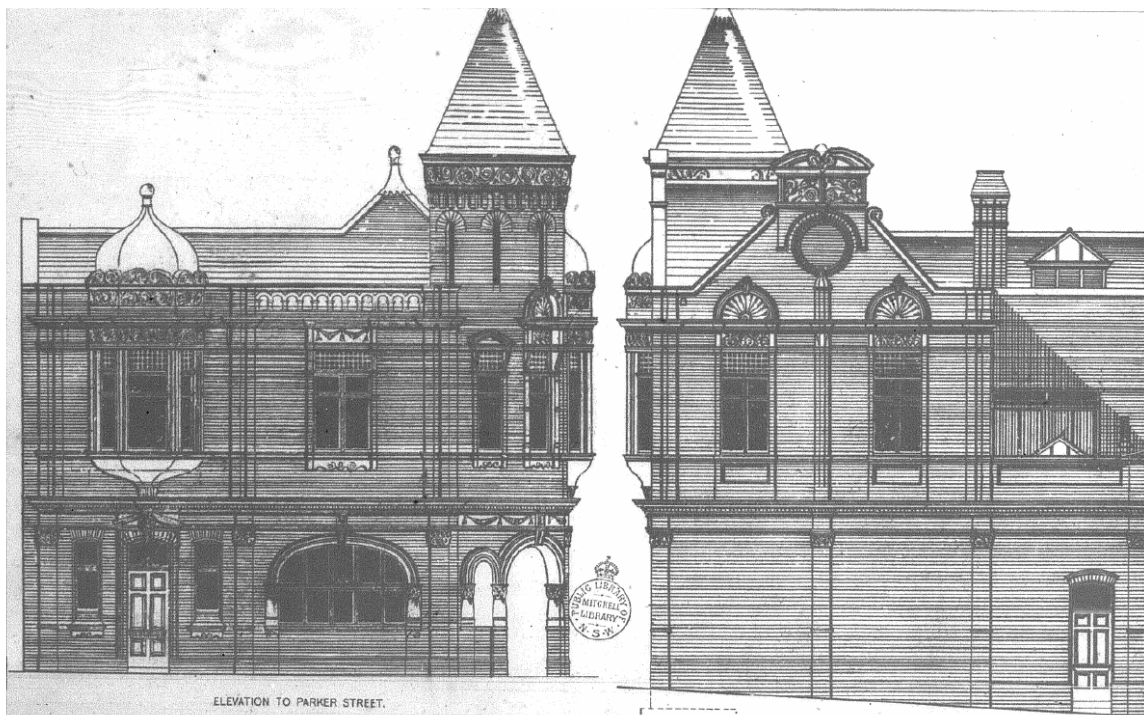


Figure 103 – New Premises Haymarket, for the Municipal Council, Sydney: elevation to Parker Street and Parker Lane / G McRae, City Architect

Source: *Australasian Builders and Contractors News*, 13 January 1894

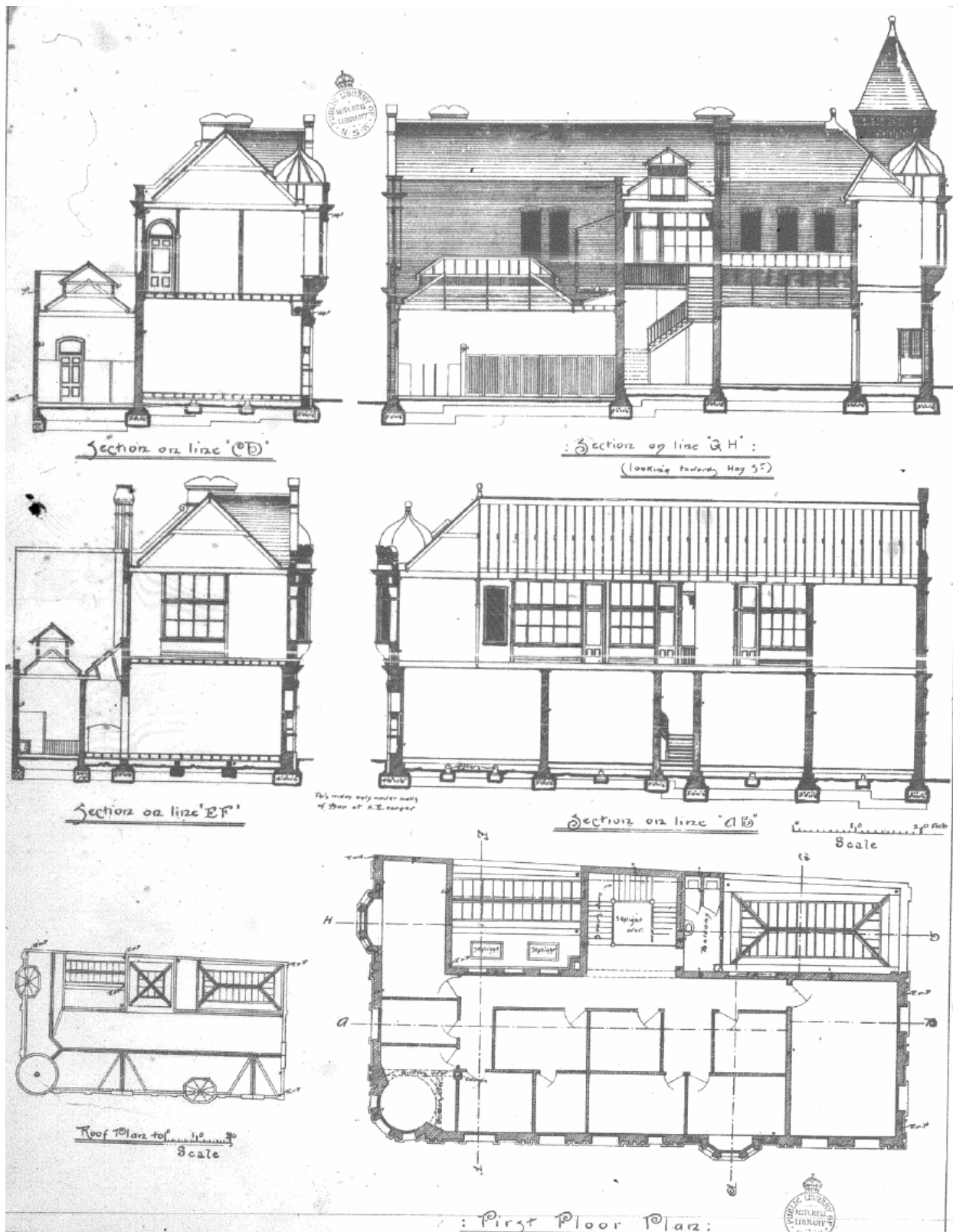


Figure 104 – New Premises Haymarket, for the Municipal Council, Sydney: sections and first floor plan / G McRae, City Architect

Source: *Australasian Builders and Contractors News*, 13 January 1894

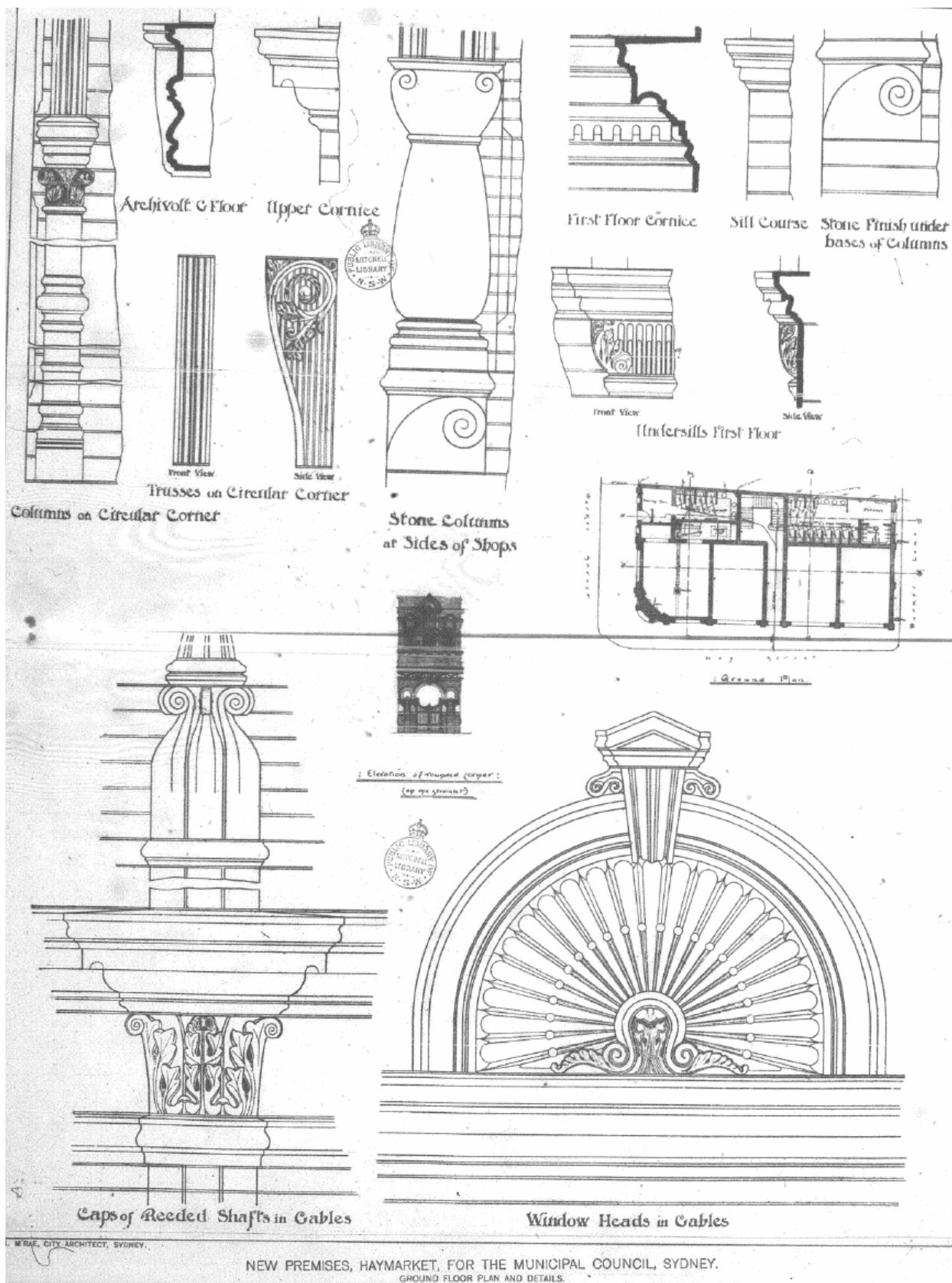


Figure 105 – New Premises Haymarket, for the Municipal Council, Sydney: ground plan, elevation of rounded corner and decorative details / G McRae, City Architect

Source: *Australasian Builders and Contractors News*, 13 January 1894



Figure 106 – Kerry Photo Sydney, George Street at Haymarket, c.1900. Corporation Building outlined in red
 Source: MAAS Archives, 129196

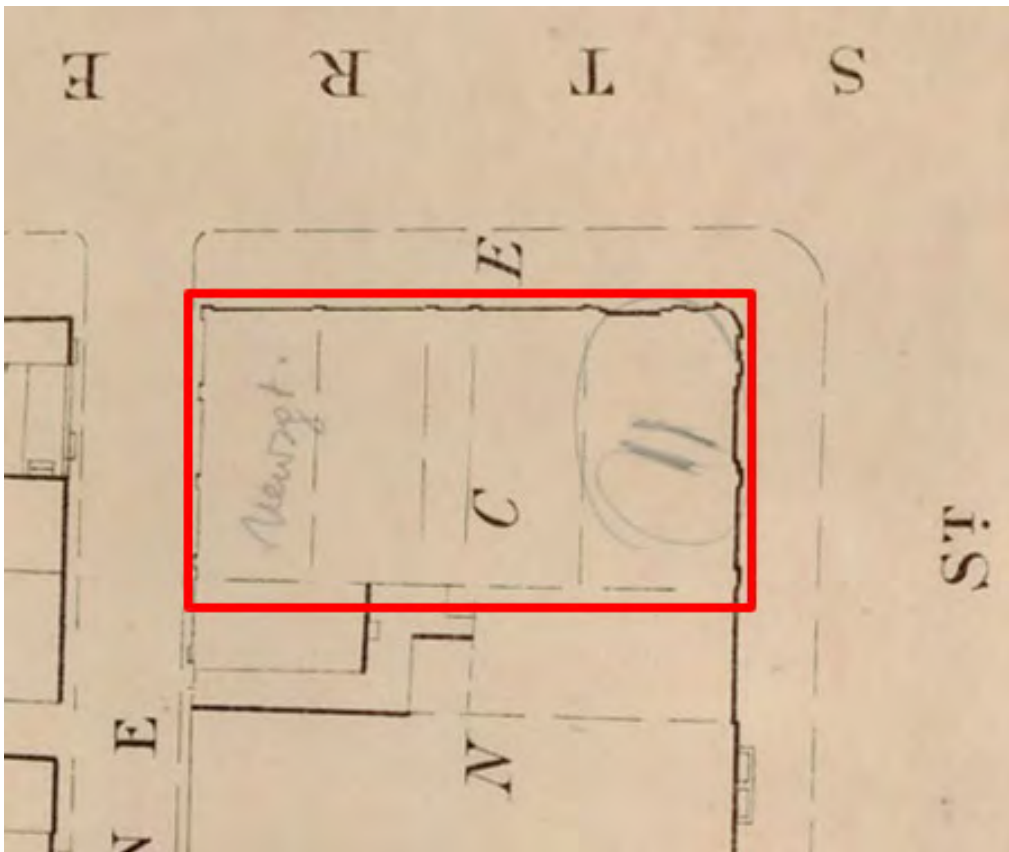


Figure 107 – Extract from Detail Survey City of Sydney O², 1895. Subject site outlined in red
 Source: SLNSW, a1367562h

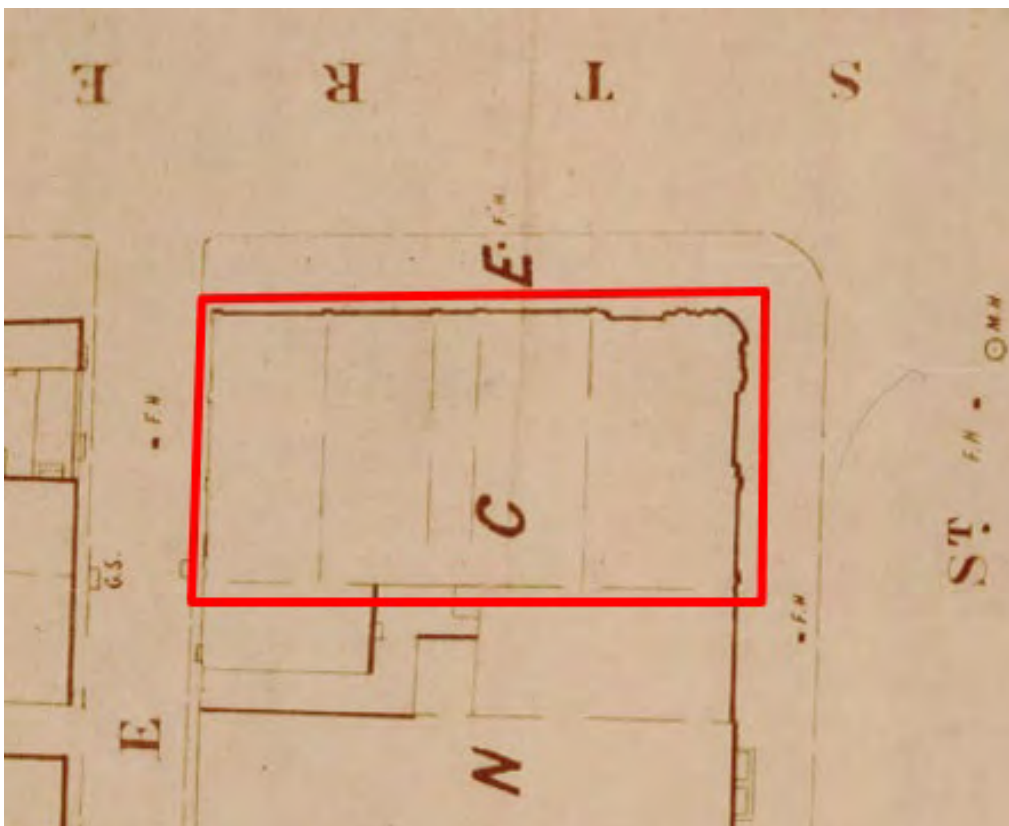


Figure 108 – Extract from Detail Survey City of Sydney Sheet O², revised edition 1901. Subject site outlined in red
 Source: SLNSW, a1367560h

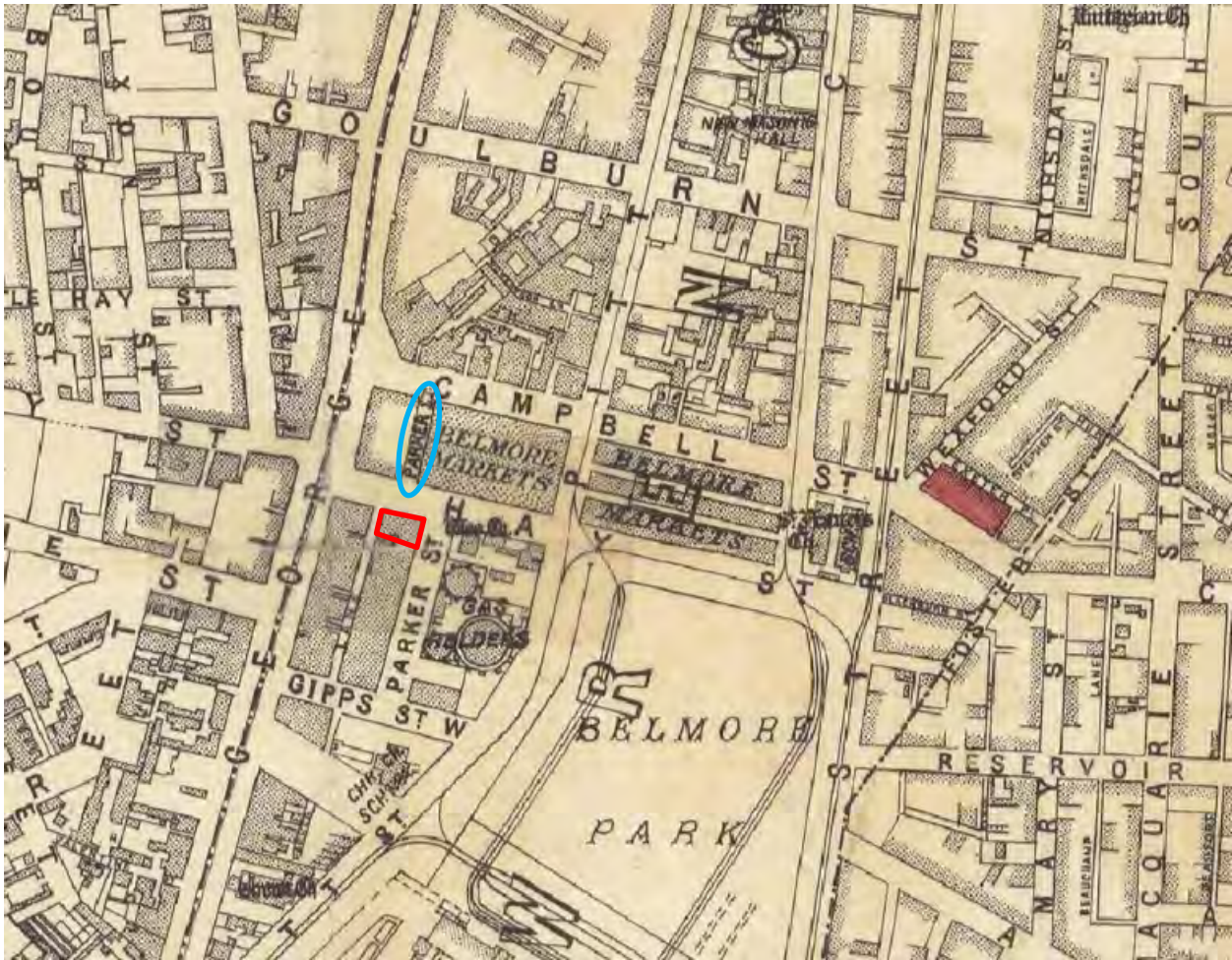


Figure 109 – Extract from map of City of Sydney, 1903, with the subject site outlined in red. The extension of Parker Street to the rear of the Palace Hotel is circled in blue.

Source: City of Sydney Archives, <http://atlas.cityofsydney.nsw.gov.au/maps/city-of-sydney-1903/city-of-sydney-1903-single-sheet/>

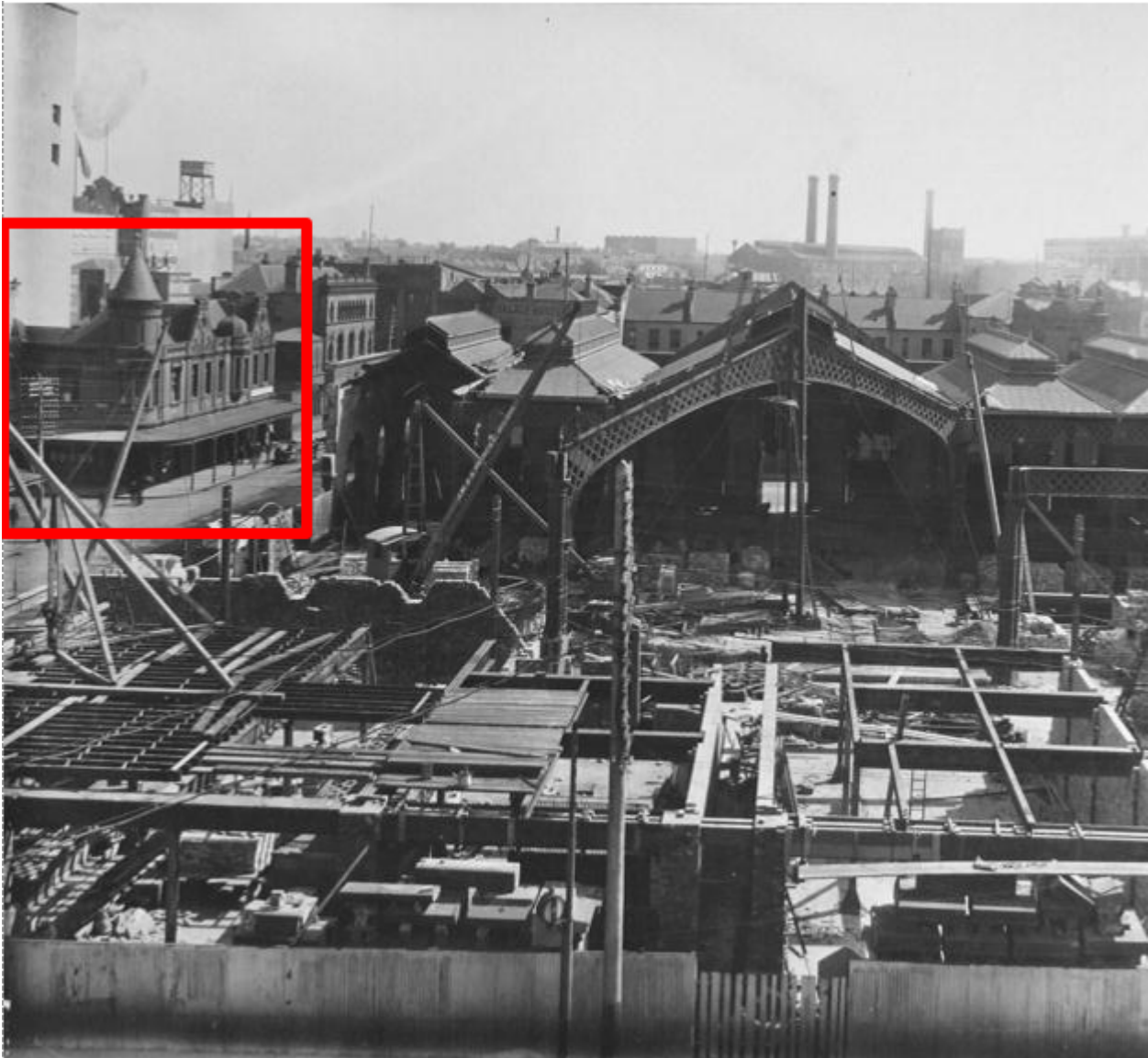


Figure 110 – View from Pitt Street showing rebuilding on site of Old and New Belmore markets, 27 August 1913. Corporation Building outlined in red at top left

Source: NSCA CRS 51/3430



Figure 111 – View towards corner of Hay and Parker Streets showing rebuilding of Old and New Belmore markets, 1 October 1913. Corporation Building outlined in red

Source: NSCA CRS 51/3435

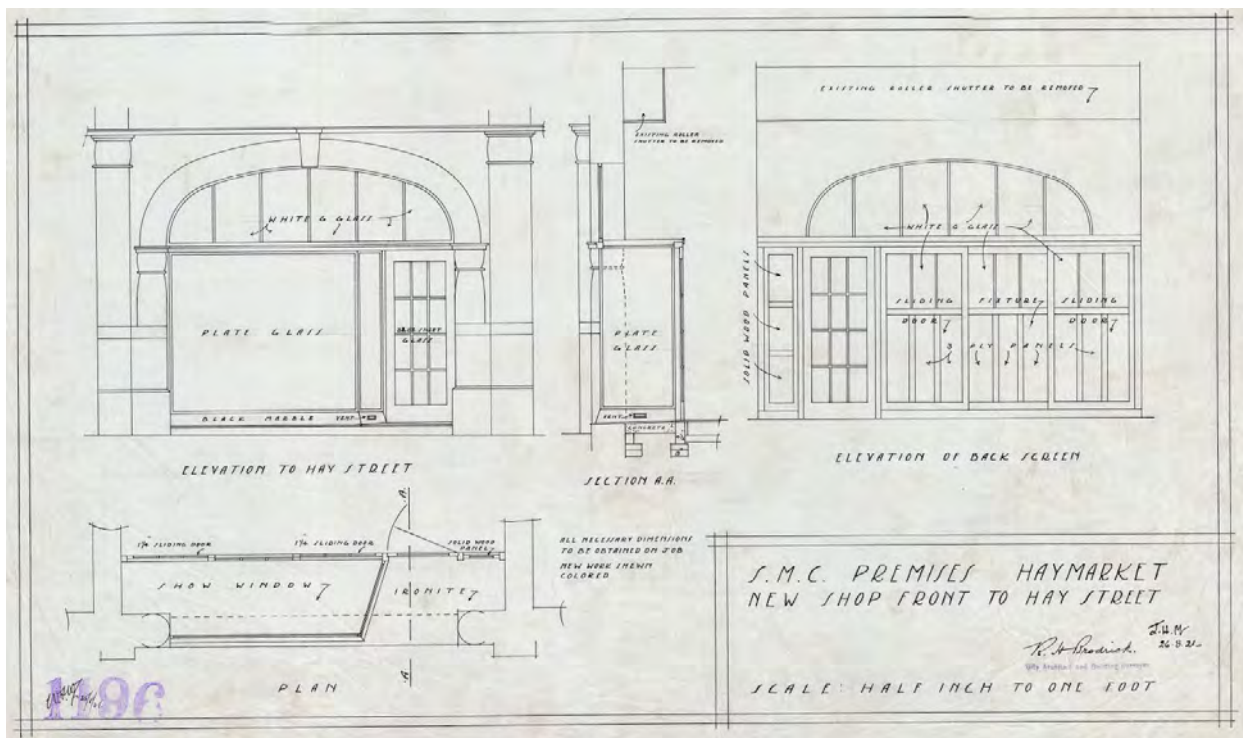


Figure 112 – S.M.C. Premises Haymarket, new shop front to Hay Street, August 1921. Most likely 183 Hay Street (Tenancy 2)

Source: City of Sydney Archives, 783/2` container 32433



Figure 113 – Traffic in Hay Street, 5.30 pm, October 1923. Corporation Building at far right

Source: SLNSW, d1_17776h.jpg



Source: City of Sydney Archives, 0536/27 container 16831



Figure 115 – Sam Hood / View looking south along Parker Street to Hay Street showing Capitol Theatre Advertisement on façade of AMICO House, 1928. Corporation Building directly below advertisement

Source: SLNSW, Digital order no: a301078h

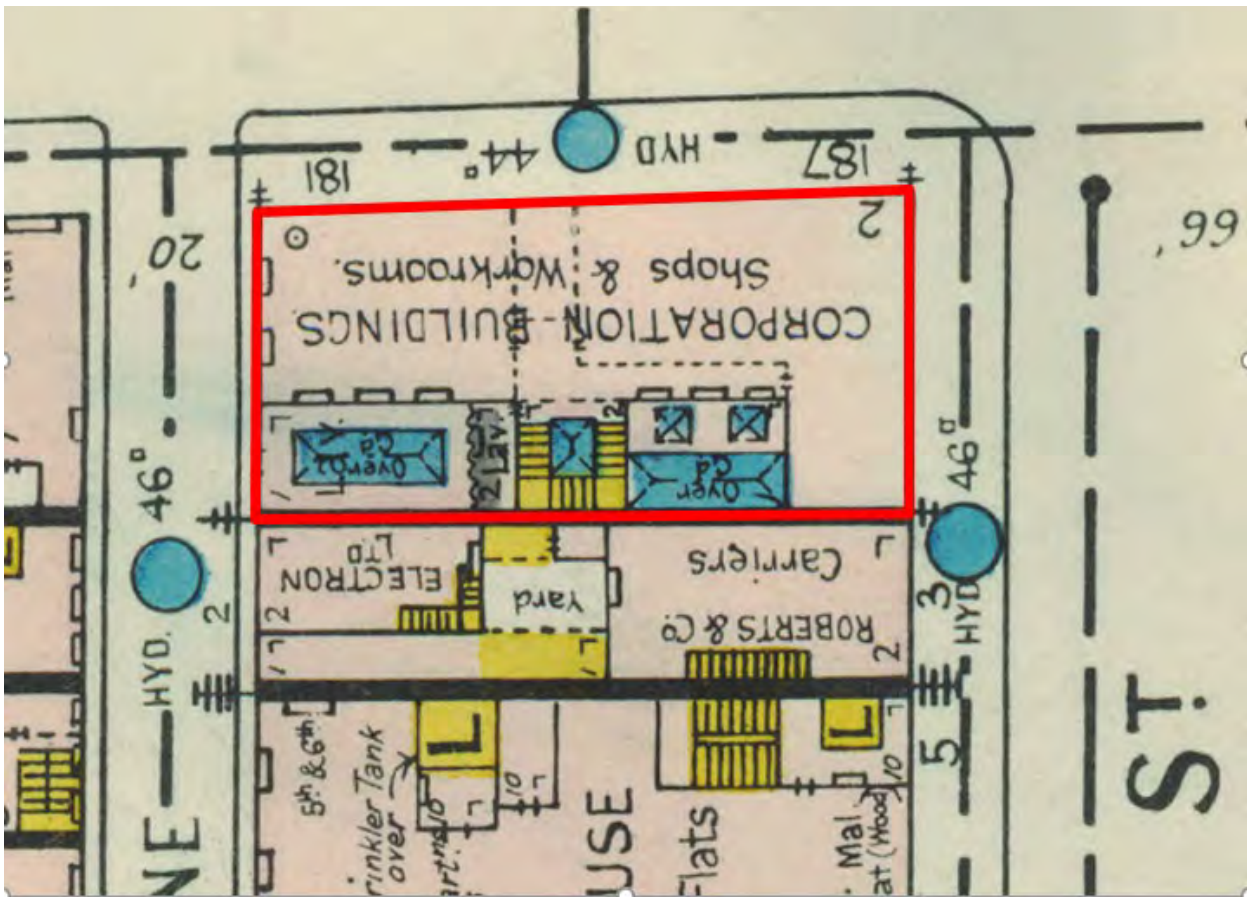


Figure 116 – Detail from “Fire Underwriters Association of N.S Wales Detail Survey Maps”, Haymarket Block No. 184, c.1926. Subject site is outlined in red thereon

Source: SLNSW, a1358102h.jpg

In the 1920s, the shop fronts were installed in the Corporation Building as the market function was no longer relevant – the New Belmore Markets having closed and new markets built in Hay Street west of George Street. Figure 112 comprises a working drawing in the City Council’s architect office of a new shopfront in 1921. Likewise, F Lanyon Clark lodged plans in June 1927 for “proposed recasting of shop front” to 187 Hay Street (Figure 114).

The colonnaded cast iron awning was replaced in 1935 with a new cantilever awning. The plans were prepared in-house in the Council architects branch (Figure 120). Notably, the metal ceiling under the awning featured a decorative geometric design, Wunderlich Limited Design No M715, as shown in drawings dated 15 June 1936 (Figure 121).

Further alterations to the building took place in the 1950s. In 1954, Czech immigrant Cyril Vincenc lodged an application to use part of the premises as a delicatessen and smallgoods shop, necessitating some minor shopfront and internal alterations. He continued to trade at 181 Hay Street as Cyrils Fine Foods until late 2015.

The surviving original fabric of the building remained largely unaltered until the early 1980s. In the intervening period, the various shops and office spaces were let to a succession of tenants. Seemingly, there was little physical change to the building during this period apart from maintenance and repair work as there are few references on the Council Building Cards.



Figure 117 – Sam Hood / Amico House, The A.M. & I Company Ltd, c.1928. Corporation Building in foreground

Source: SLNSW, Digital order no: hood_07407h (1).jpg



Figure 118 – Hall & Co / Amico House, Nos 752-746 George Street, Haymarket, 1920. Corporation Building in lower right. View in Parker Street from Hay Street

Source: SLNSW, Digital order no: hall_35119h.jpg



Figure 119 – Hall & Co. / A.M. & I. Co. Ltd., indent merchants, A.M.I.C.O. House, nos. 5-11 Parker Street, Sydney, c.1920-30. Corporation Building in foreground

Source: SLNSW, Digital order no: hall_38411

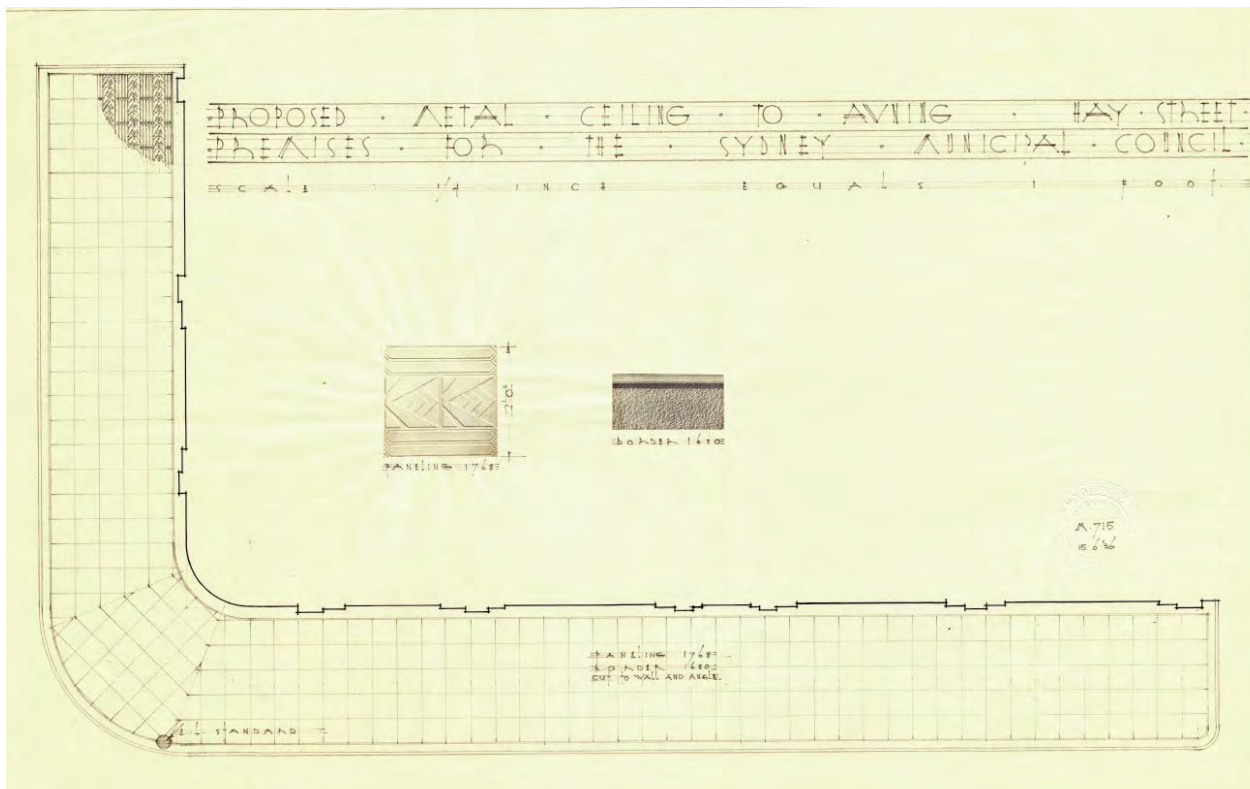


Figure 121 – Proposed metal ceiling to awning Hay Street for the Sydney Municipal Council, 15 June 1936

Source: City of Sydney Archives, 1333_01.pdf

Any surviving original fabric of the building remained largely unaltered until the early 1980s. The first floor was damaged in a fire in 1979, including the original timber framed slate roof. Hence in the second half of 1980, the Council undertook to repair the timber frame and replace the slate with corrugated iron sheeting. Other alterations took place during these fire reinstatement works. In the following years, there were further alterations to interiors and shopfronts resulting from changes of use of the spaces on the ground and first floors.

In 1990, the Don King Chinese Restaurant occupied part of the ground floor and all of the first floor. The Council approved extensive alterations to accommodate this restaurant use in 1982. At this date, the original central stairs were demolished due to fire damage. An application for large neon signage atop the building was refused on heritage grounds. The ground floor shop tenancies are visible in several photographs of the Corporation Building such as Figure 122, Figure 123 and Figure 124.



Figure 122 – 181 Hay Street, Haymarket, April 1984

Source: City of Sydney Archives, CS 422_1_722



Figure 123 – 181-187 Hay Street, April 1984

Source: City of Sydney Archives, CRS 422_1_727



Figure 124 – Roadworks outside Corporation Building, 12 March 1988

Source: City of Sydney Archives, CRS 422_4_328 (left) and CRS 422_4_237 (right)



Figure 125 – View of Corporation Building, c.1989

Source: City of Sydney Archivers, CRS 1035_5034.jpg

During the 1990s, the City of Sydney restored the buildings located on the block bound by Hay, George, Campbell and Pitt Streets, which included the Capitol Theatre and the Palace Hotel. The consolidation of the block also resulted in the closing and incorporation of Parker Street into the development. On this former section of Parker Street, Capitol Square was developed, housing a combination of business, retailing, hospitality, restaurant, recreation and special functions facilities. With the construction of Capitol Square, views from the former Parker Street were thus restricted and views from Campbell Street through Parker Street were lost.

In 1990, the Council commissioned Howard Tanner and Associates to prepare a conservation study of the Corporation Building. A quantity surveyor's report estimated heritage conservation works to cost \$1,330,000. Following a delay of several years, in late 1997, the Council reconsidered heritage restoration of the Corporation Building. Philip Bennett, Manager Property Strategy, advised the Council that should it wish to undertake restoration works to the building as advised by Howard Tanner and Associates, "Council should

seek a more secure form of tenure than that which currently exists”.⁴⁶ He stated in his memorandum to the Lord Mayor, that Council had outlaid \$30,700 in essential repairs and maintenance the year before, but \$2.75 million was the estimated cost of a complete heritage restoration of the building, and that was the minimum figure and did not include internal fitouts. He believed that without a more secure form of tenure, undertaking such a high investment in the building was an “unacceptable risk”.

In accordance with Bennett’s advice, in 1998, the Council formerly resolved to compulsorily acquire the Corporation Building from the Crown and accordingly approached the Minister for Lands and Water Conservation. At this date, the tenants of the building were Wynmore Services Pty Ltd (trading as Bodhi Restaurant), Helen Lan (Chinese store), Cyril Vincenc (trading as Cyril’s Delicatessen), and N & B Maratos (milk bar).

The subject site remained Crown Land until April 1999, when the Sydney City Council compulsorily acquired 181-187 Hay Street in accordance with the provisions of the *Land Acquisition (Compensation) Act 1991*. The Council simultaneously lodged Resumption Application (PA 80072) “affecting land NOT under the provisions of the *Real Property Act 1900*”. The subject site was thereafter described as Lot 2 DP 1002966.

In conjunction with the refurbishment works, in 2000, GML prepared a sandstone schedule of works for the Corporation Building in accordance with Condition of Consent 6(f) for the refurbishment works “to return the stonework to a state of satisfactory appearance, structural soundness and effective weathertightness”. Later in the same year, GML carried out an archival recording for the timber roller shutter which was duly removed from the building.

The heritage restoration works, included the partial restoration of the exterior and the adaptive reuse of the building to accommodate retail at ground level and a community space at first floor level. The building works were carried out by Buildcorp Australia Pty Ltd for the City of Sydney Council, under the supervision of Melocco and Moore Architects. Prior to completion of the works, the Council selected the Asian Australian Artists Association (AAAA) through an Expression of Interest to utilise the first floor and part of the ground floor for cultural and community purposes. The remainder of the ground floor was to be commercially leased to offset the operating costs of the building. In October 2000, the AAAA leased Shop Three and First Floor of the Corporation Building. The opening exhibition in the ASIA Australian Arts Centre was titled “My Chinatown” which attracted much media and public attention and community support. A further \$114,000 was outlaid by the Council for installation of airconditioning and roof repairs. The Council also gave two contributions to the AAAA to assist with fitout and furnishing of the ground and first floor areas.

The refurbishment and adaptive reuse of the Corporation Building was featured in *Architecture Australia* in September 2002. The author of this article, Andrew Nimmo wrote:

It may not be apparent at first glance, but a significant amount of work has been undertaken on this building. It is not work that is highly visible, though comparative before and after photographs certainly illustrate a significant change. This is a project which shows that architects have a role to play in the everyday works that make up the bulk of what is built around us.

A minor project by the notable Victorian Architect George McCrae, (best known for the Queen Victoria Building), the Corporation Building was completed in 1885 and formed part of the Haymarket precinct of warehouses and markets. It originally housed a public toilet, and at various times it has been used as workshops, retail outlets and a restaurant.

Architects Melocco & Moore were commissioned by the City of Sydney Council to undertake the refurbishment and adaptive reuse of the building. This was one of the last of the Living City Projects from the City of Sydney - a series of highly successful schemes managed by the City Projects arm of council under the stewardship of director Bill Tsaklos and mayor Frank Sartor. The brief from City Projects seems to have been fairly loose, but the budget was generous enough to allow a serious restoration of the building to be completed.

While various alterations, additions and paint jobs had kept the building functionally and economically active over the years, the base building fabric had suffered through the type of neglect and disinterest that was common with buildings of this type through most of the twentieth century.

This was until quite recently a pretty dingy and dodgy part of town. Out of the main action and bright lights of Chinatown, it is located on the compressed section of Hay Street, wedged between busy

⁴⁶ Memo 22 August 1997, Philip Bennett to Councilor Frank Sartor, City of Sydney Archives D02.01612

George and Pitt streets. This location is probably what saved the building from demolition and redevelopment many years ago.

It is only since the refurbishment of the adjacent Capitol Theatre that anyone other than the Chinese community has shown an interest in this area. Most Sydneysiders would only know the Corporation Building as the location of Cyril's Delicatessen, one of the first continental delis in Sydney and justly famous for its selection of Russian and Polish produce. From a heritage perspective, the cultural heritage of Cyril's, with his 45-year unbroken lease, is probably as significant as the architectural heritage of the building. In fact much of the work was programmed around Cyril's, ensuring that he could continue trading throughout construction and then move directly into the shop next door when it was ready for occupation.

The restoration works have been completed correctly and thoroughly. Layers of external paint have been carefully removed from the beautiful terracotta coloured bricks and the joints have been repointed.

More stripping of paint revealed the building's plaque, which was partly concealed under the awning. Crumbling sandstone was either replaced or built up with ground sandstone in an epoxy-bonded matrix. Parapets were newly capped with soft lead to protect the walls underneath.

Careless and insensitive additions were removed and more appropriate works inserted. The simple and elegant steel framed shopfronts recall the 1920s shops in their profile and indented entry, but they meet the sandstone arch in a more sympathetic manner. Internally the architects have installed a new central stair and a lift to provide access for all, and the fire stair has been rearranged in a more sensible fashion.

The heritage consultants, Godden Mackay Logan, recommended the removal of the awning as this was not an original feature. That it has remained and been refurbished (principally because of cost reasons) is perhaps a victory for pedestrian amenity over heritage orthodoxy. It also shows that the approach to adaptively reusing this building has not been precious and didactic, rather it responds to the notion that a building should be allowed to react to changing contexts. A glazed cut in the awning was made to emphasise the point of entry to the first floor and to reveal the whole of the building plaque. This cut allows the full elevation to be viewed in at least one location, and is a minor consolation to the heritage consultants desire to remove the awning entirely.

Melocco & Moore have had to approach the building reuse with flexibility in mind, as there was no definite program that might frame an architectural response, other than historical. Apart from Cyril's, the only clue to the use of the building, especially the second level, was that it would become some form of cultural or community facility for the Chinatown/Haymarket precinct. This was confirmed during the construction process when the Asia-Australia Arts Centre decided to move in. They tenant the first floor as a single large gallery space, along with ancillary office space, staff amenities and toilets. A smaller gallery occupies one of the retail slots at street level and is linked sideways to the central entry. The remainder of the ground floor has been reopened as small retail outlets.

The Chinese cultural aspect of the project prompted the architects to employ Howard Choy to review the Feng Shui performance of the building design and to advise on possible remedies. While this cultural sensitivity should be applauded, one wonders what would have happened had the recommendations of the Feng Shui consultant clashed with the objectives of sound architectural design. How does an architect, especially one with a European background, judge the merits of Feng Shui.

There is currently a lot of debate about the benefits of Feng Shui, as it has become for some another extension of "New Age" metaphysical principles. Described as "a kind of architectural acupuncture" on one of the many North American websites dedicated to authentic Feng Shui, the same site also poked fun at the likes of Donald Trump gaining advice on which way to hang his doors. Fortunately for the Corporation Building, resolving the two energies of chi and sha has not had a negative influence on the completed design. In fact, Phil Moore described most of the Feng Shui recommendations as sound and sensible.

Melocco & Moore have accepted that the appropriate response to this building is to be modest. This project does not show off the design skills of the architects. It will not turn heads or jump out of the pages of this magazine. The project was an exercise in gentle removal and urban repair, because sometimes that is an appropriate architectural response.



Figure 126 – Two views of building shrouded in scaffolding during restoration works, 12 March 2000

Source: City of Sydney Archives, Mark Stevens Collection, 48837 (left) and 48838 (right)



Figure 127 – Demolition Plan of elevations dated May 1999 prior to the restoration works

Source: City of Sydney

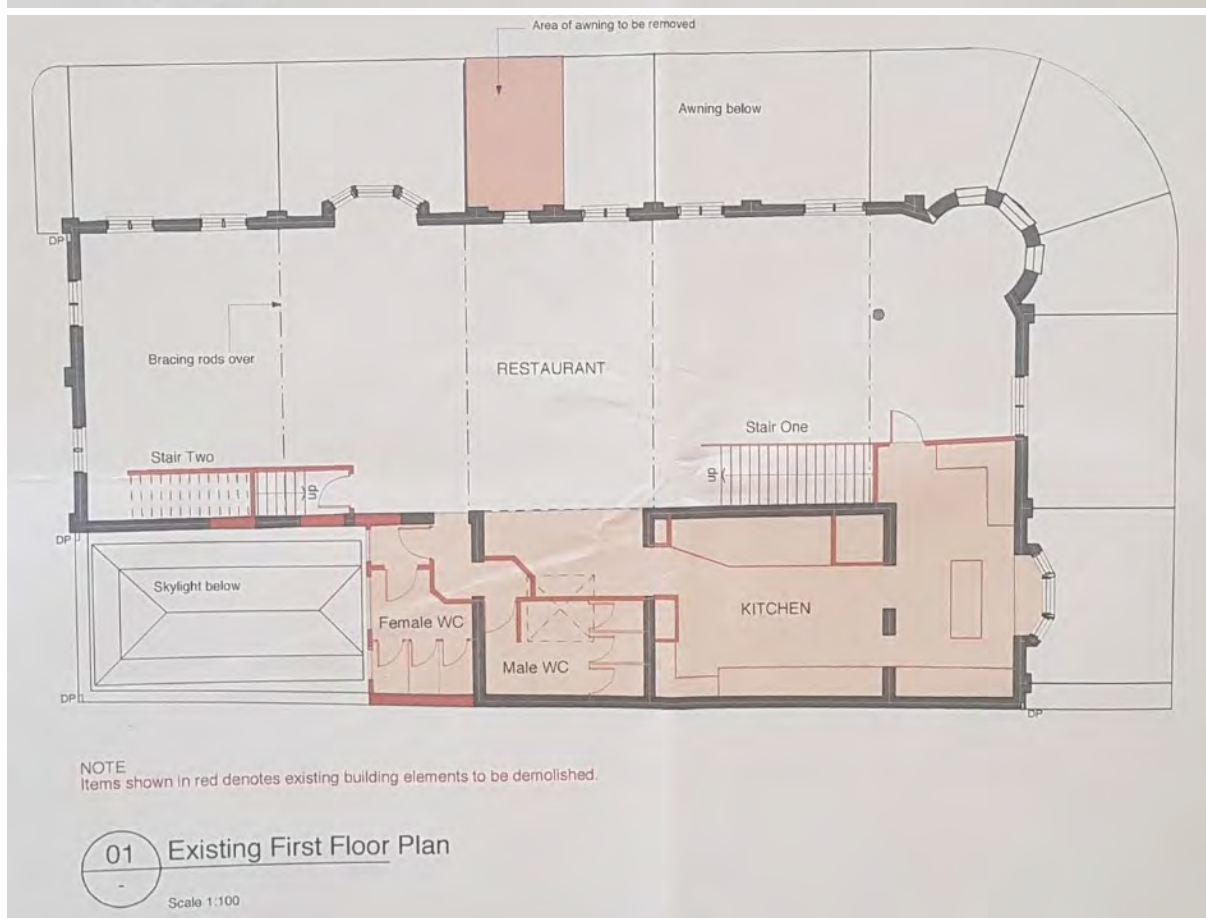
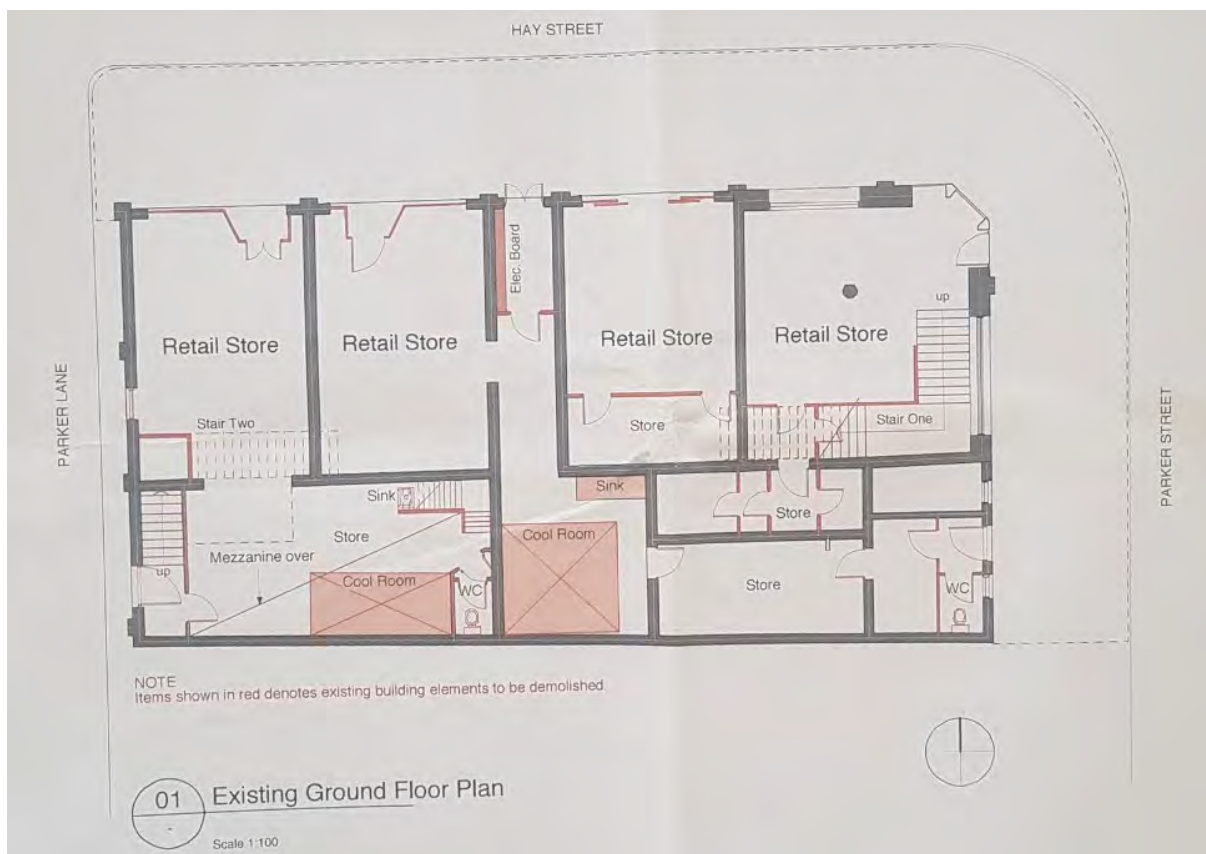


Figure 128 – Demolition plans of ground floor (top) and first floor (bottom), prior to the restoration works, May 1999
Source: City of Sydney

3.3. GEORGE MCRAE (1858-1923), CITY ARCHITECT

George McRae was born in Edinburgh in 1858, where, after completing his schooling, he was apprenticed to Messrs. George Beattie and Sons, architects. After several years in private practice, he decided to emigrate to Australia. McRae arrived in Sydney in 1884, as a young architect. Soon after arrival, he was appointed as principal assistant to the City Architect, TH Sapsford. McRae was soon appointed as City Architect and City Building Surveyor in 1889, a position he held until 1897.

One of Sapsford's major projects at the time was the second stage of the Sydney Town Hall, which was completed in 1888. McRae spent much time with Sapsford on this project and saw it through to completion. McRae was directly responsible for the design and erection of the Eastern Fish Market in Woolloomooloo, the Queen Victoria Building and the Fruit and Vegetable Market Building in Belmore Street.

In 1897, McRae was appointed principal assistant architect in the Public Works Department of New South Wales. In 1912, he succeeded WL Vernon as Government Architect, a position he held until his death in 1923. In this position, he participated in the design and construction of many prominent public buildings including the old Fisher Library building, the southern cloister of the Quadrangle, the Anderson Stuart Medical School at the University of Sydney (c.1907 and c.1910), the Parcels Post Office at Railway Square (1912-13), the Department of Education Building (1912-14), Manly and South Steyne Surf Pavilions, part of the Jenolan Caves House (1914), Taronga Park Zoo (1915), Central Railway Station and the old Treasury Building in Bridge Street (1916-19).⁴⁷ Some of these building are shown at Figure 130, Figure 131, Figure 132 and Figure 133)



Figure 129 – Portrait of George McRae

Source: City of Sydney Archives, SRC 15120 (originally CRS80/7)



Figure 130 – Parcels Post Office, Railway Square, 1967

Source: City of Sydney Archives, NSCA CRS 48/6206

⁴⁷ Stenning, Nicholas & Eve 1977, "George McRae", Undergraduate Thesis, Sydney University



Figure 131 – The newly completed Queen Victoria Market Building (name of building upon completion), viewed northwest from the corner of Drutt Street, York Street and George Street, prior to the installation of the awning, 1898

Source: City of Sydney Archives, SRC10843. Originally CRS 80/248



Figure 132 – Eastern Fish Market, Woolloomooloo, c.1870

Source: State Library of NSW, reproduced in John Shaw, *The Queen Victoria Building 1898-1986*, 1987



Figure 133 – Public Instruction Office (Education Department), Bridge Street, May 1915

Source: State Library of NSW, d1_16210h (1).jpg

3.4. HISTORICAL TIMELINE

The following table contains a chronology of significant events in the history of the site and the subject building as summarised from Section 3.2, and building/development application information drawn from the City of Sydney Planning Street Cards (1929-1994). Details only gathered from the planning street cards generally do not include details of the works undertaken. Where this occurs, the alterations or additions are marked as 'details unknown'.

The development of the site can be generally separated into five phases of development, as follows:

- | | |
|---|----------------|
| 1. Haymarket and the Old Corporation Stores | 1788 - 1891 |
| 2. New Corporation Building | 1891 - 1920 |
| 3. Inter War Alterations and Additions | 1921 - 1953 |
| 4. Post War & Late 20th Century Alterations and Additions | 1954 - 1998 |
| 5. Conservation and Restoration | 1999 - Present |

Table 4 – Historical Timeline

Date	Event
Phase 1: Haymarket and the Old Corporation Stores	
1862	Commence construction of Hay Street Sewer, running from the corner of Hay and Parker Streets to Darling Harbour.
1864	Completion of Hay Street Sewer Council applies for grant of two lots on southern side of Hay Street, between George and Parker Streets, for market purposes
1865	Council informed that two lots dedicated to council for "market or other purposes" (not gazetted)
1866	Council invites tenders to build stores in Hay Street and awarded to TC Clancy for the construction of a store building in stone.
1867	Clancy completed single storey stone store building in July Council invites tenders for lease of Corporation Stores Nos 3 and 5 Council invites tenders for pitch paving floors of building (successful tenderer is unclear)
1868	Council invites tender to erect verandah in front of the Corporation Stores, awarded to Robert Hope, then to A Stoddart.
1873	Two lots vested in Council for "public recreation" in accordance with the <i>City Properties Leasing and Improvement Act</i> (assented to 26 March)
1885	Repairs to Corporation Building including reglazing, floor repairs, whitewashing and general repairs to shops Minor fire damage City Architect reported that the building was in disrepair

Date	Event
1887	Removal of a few stone courses within arched opening to Isaacs shop
1889	Western end of Corporation Stores damaged by fire (June)
Phase 2: New Corporation Building	
1891	Council instructs City Architect to prepare sketch plan for new building on site
1892	Council approves George McRae's plans (May)
1893	Tender invited to build new Corporation Stores (awarded to Daniel Innes)
1894	<p>New Corporation Building completed, with four shops on ground floor and ten offices at first floor</p> <p>Council invites tenders to lease shops and offices therein</p> <p>Council instructs George McRae to design iron awning over footpath</p> <p>Tenders invited to erect awning and awarded to George Fletcher & Son</p>
Phase 3: Inter-War Alterations and Additions	
1921	New shop front added to tenancy (2, or 3) with new glazing and sliding ply panel doors and timer roller shutter removed
1923	Alts to shop front (details unknown)
1927	Alterations to shop front of Tenancy 4, including extension of shop window on Hay Street and alterations to corner entrance at Hay and Parker Streets
1928	Lavatories (details unknown)
1935	Early awning replaced with a new cantileaver awning including under awning metal ceiling by Wunderlich
1945	Reinstate shop after removal of air raid shelter
1946	<p>Stairway</p> <p>Air-conditioning</p>

Date	Event
1947	Storage platform on ground floor
1953	Structural support for vertical sign
Phase 4: Post War & Late 20th Century Alterations and Additions	
1954	Premises used as delicatessen and smallgoods shop – Cyril Vincenc
1955	Proposal to use premises as general offices and showroom accommodation (189/191 Hay St & 4 Parker St) – AGL Premises used for the purpose of a knitwear factory
1955	Alts to shop front (details unknown)
1957	Alts to shop front (details unknown)
1958	Alts to entrance Fire escape stairs installed
1979	First floor damaged by fire, including original timber framed slate roof
1980	Repairs to timber frame of roof and replacement of slate with corrugated iron sheeting and other alterations
1981	Alts and new shop front to No. 185 Change of use of newsagents shop to coffee shop + alts to ground floor
1982	Erection of sign for Don King Restaurant (refused) Ground and first floors used as a restaurant including extensive internal alterations and additions including demolition of original lavatories off Parker Street and corresponding skylight (approved) Original central stairs demolished due to previous fire damage.
1983	Alts to ground floor for Don King Restaurant (approved) – DA 1253/8/82
1986	Sale of natural foods, souvenirs and mixed business + signage Use as a Chinese grocery shop
1987	Alts to shop front (details unknown)

Date	Event
1994	Alts to first floor for New Don King Restaurant (approved) - DA 1392/94
Phase 5: Conservation and Restoration	
1999	Sydney City Council compulsorily acquires site from Crown Land Alts and adds (restoration) of entire building
2000-2002	Conservation works undertaken to whole of building including the partial restoration of the exterior and adaptive reuse of the building to accommodate retail at ground floor and community space at first floor Remaining timber roller shutter removed
2006	New restaurant fitout ground floor (Retail 4) Council assigns lease of part of ground floor and first floor to Asian Australian Artists Association for gallery/community use- Opening of Asia Australia Arts gallery
2015	Cyril Vincenc closes Cyril's Fine Foods after 50 years at this location

3.5. ARCHAEOLOGY AND CULTURAL HERITAGE

3.5.1. Historical Archaeology

Historical archaeology is the study of the past using physical evidence in conjunction with historical sources. It focuses on the objects used by people in the past and the places where they lived and worked. It can tell us about the way things were made and used and how people lived their daily lives. Archaeology is not just about objects and remains, it is also about landscapes and links between sites.

Archaeological Potential is defined as:

The degree of physical evidence present on an archaeological site, usually assessed on the basis of physical evaluation and historical research. Common units for describing archaeological potential are:

- *known archaeological features/sites (high archaeological potential);*
- *potential archaeological features/sites (medium archaeological potential);*
- *no archaeological features/sites (low archaeological potential).⁴⁸*

3.5.2. Historical Archaeological Potential

The site is identified as being an 'Area of Archaeological Potential (AAP) in the City of Sydney, *The Central Sydney Archaeological Zoning Plan* (1997). This archaeological potential is generally described as:

An allotment of land or feature that has been identified in the field survey as being an area of high archaeological potential due to limited physical disturbance (usually due to the most recent building development). This category includes both above and below ground archaeological features such as remnant structures, significant fabric of extant buildings / structures, as well as below ground sites. Most areas identified will contain sites of former occupations / activity and buildings. These sites may be known through historic documentation (not undertaken as part of this project), or may become evident during the fieldwork. An example of the latter is within currently vacant allotments (generally development sites and car parks), where the shadows or outlines of the most recently demolished structures are evident on the walls of adjoining buildings.

The earliest recorded feature on the subject site was a creek running in an east-west direction. The site at that time was part of a government paddock. The creek flowed into the tidal mudflats at the head of Cockle Bay (now Darling Harbour).⁴⁹

The subject site was subdivided in the 1840s, however, the subject lots (Lots 1 and 2) remained vacant for the next two decades (refer Woolcott & Clarke's 1854 map at Figure 135 which shows no other development on the subject site). In 1864, the Hay Street sewer was constructed through the site and remains under the site today.

The subject site was vested to the City Council in 1873 for "market or other public purposes"⁵⁰.

In 1866, the City Council tendered for the building of stores in Hay Street at the subject site. In July 1867 the construction of the Old Corporations Stores was completed consisting of a single storey stone building incorporating four stores. No plans or photographs of the extent of the building have been located, and it is unclear how the site was disturbed for its construction.

The Old Corporations Stores remained on the subject site until 1893, at which time it was demolished to make way for the construction of the Corporation Building. It was reported during the excavation on the site that the builder ran into difficulties owing to the location of the "old creek having run through the site, which has been filled in with street refuse and other rubbish from 10 to 12 [feet] deep". This resulted in McRae needing to increase the depth of the foundations for the new Corporation Building. However, the increase in the depth of the foundations is unknown.

⁴⁸ Department of Urban Affairs and Planning 1996)

⁴⁹ County of Cumberland Parish of St Lawrence Town of Sydney Sketch shewing the proposed site for the Presbyterian Manse at the south end of town, 1842. [Sketch book 4 folio 77].

⁵⁰ "Sydney Municipal Council", Sydney Morning Herald, 9 May 1865, p5

Given there is no basement to the building and the earlier fabric of the Old Corporations Stores was of stone construction, there is some potential for the foundations of the earlier walls to be extant. However, it is likely that the excavation needed for the construction of the Corporation Building in 1893 may have removed the remains of the Old Corporations Stores.

Overall, the site's potential for sub-surface deposits is considered to be low for previous structures on the site. The Hay Street sewer is extant and still runs below the building on the subject site. The construction of the existing Corporation Building has likely removed potential for structural remains of the previous Old Corporations Store. There is minimal potential for much deeper sub surface structure, such as wells, due to the location of the Hay Street sewer, and the construction undertaken on the site since the mid-nineteenth century. However, there is no evidence that such a structure existed, nor cisterns associated with the Old Corporations Store. Notwithstanding, further research and investigation is deemed necessary to reveal further information about the archaeological and research potential of the site.



Figure 134 - County of Cumberland Parish of St Lawrence Town of Sydney Sketch showing the proposed site for the Presbyterian Manse at the south end of town, 1842. [Sketch book 4 folio 77]. The subject site is outlined in red thereon

Source: State Archives & Records, NRS13886[X756]_a110_000031

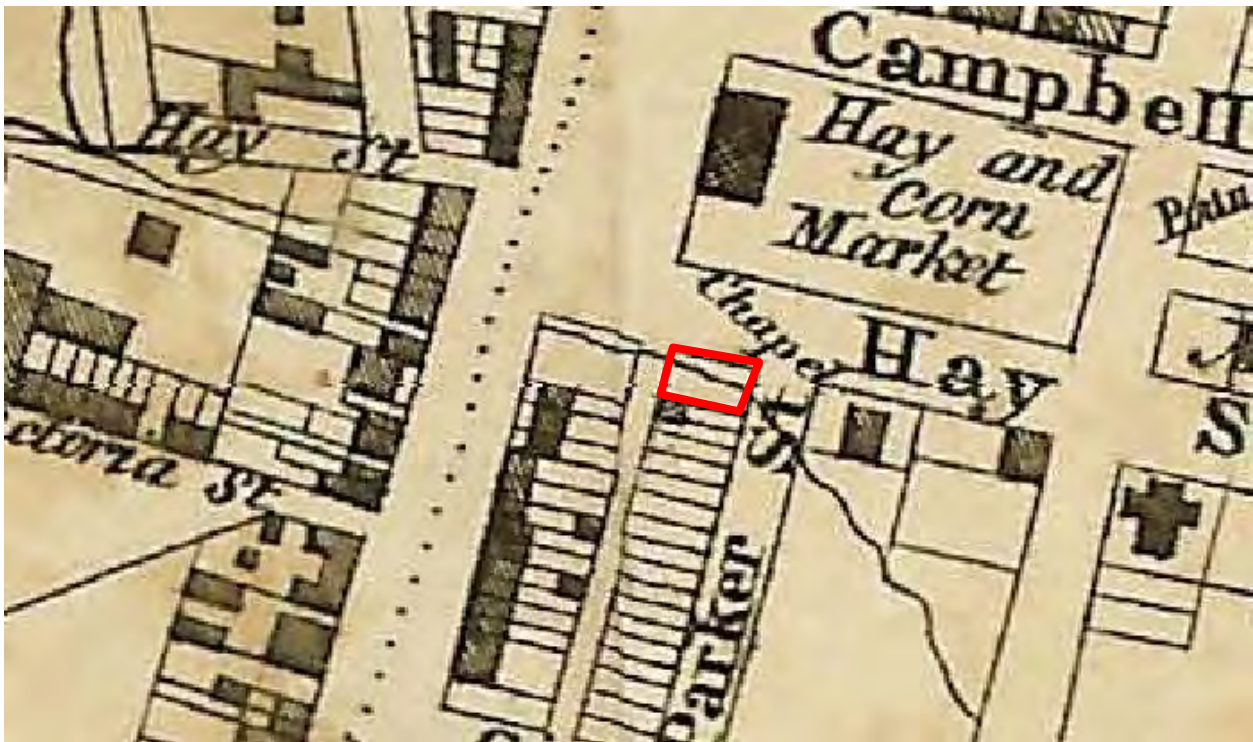


Figure 135 - Detail from Woolcott & Clarke's Map of the City of Sydney with the environs of Balmain and Glebe, Chippendale, Redfern, Paddington & Co, 1854. Subject site outlined in red thereon as vacant land traversed by creek
Source: City of Sydney Archives, http://cdn.cityofsydney.nsw.gov.au/history/maps/1174/1174_001.pdf

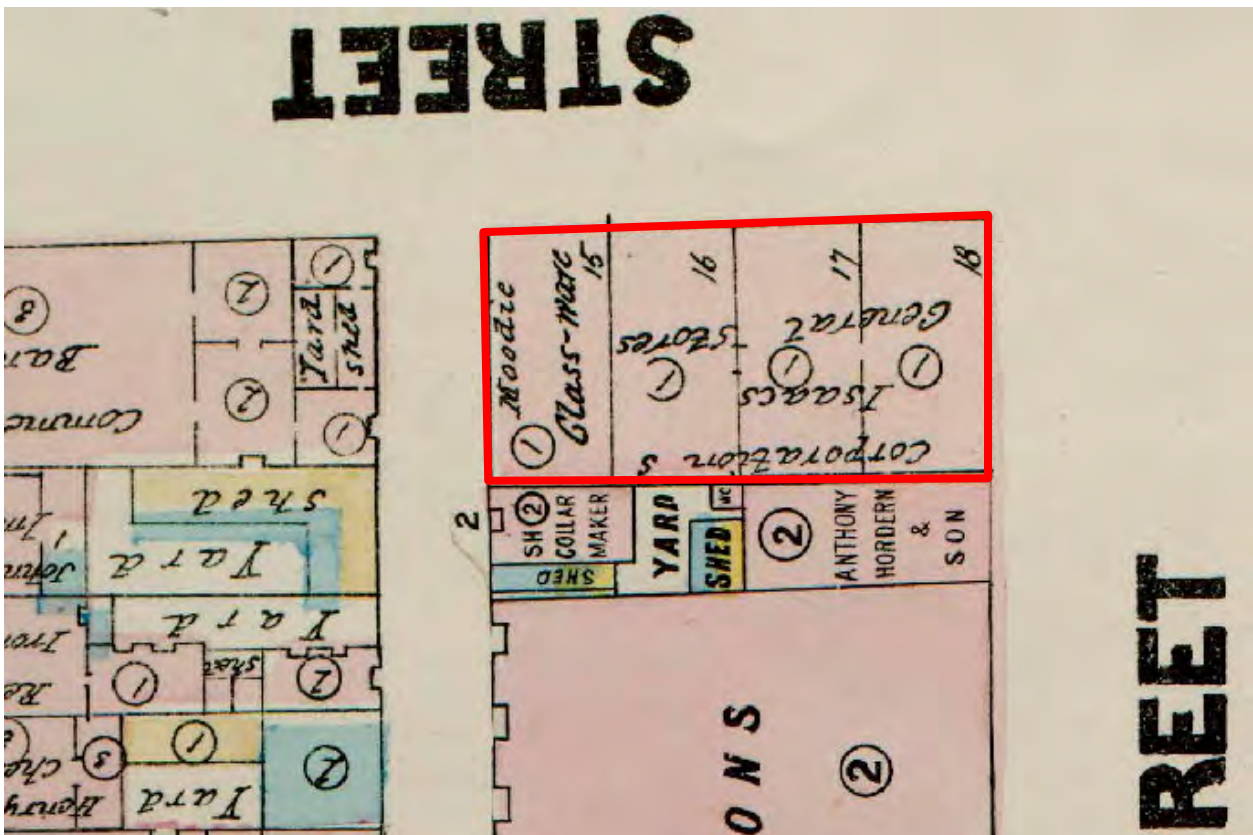


Figure 136 - Detail from Plans of Sydney / executed by H. Percy Dove, Sheet 42, 1880. Subject site shown in red
Source: City of Sydney Archives, http://cdn.cityofsydney.nsw.gov.au/history/maps/150/150_043.pdf

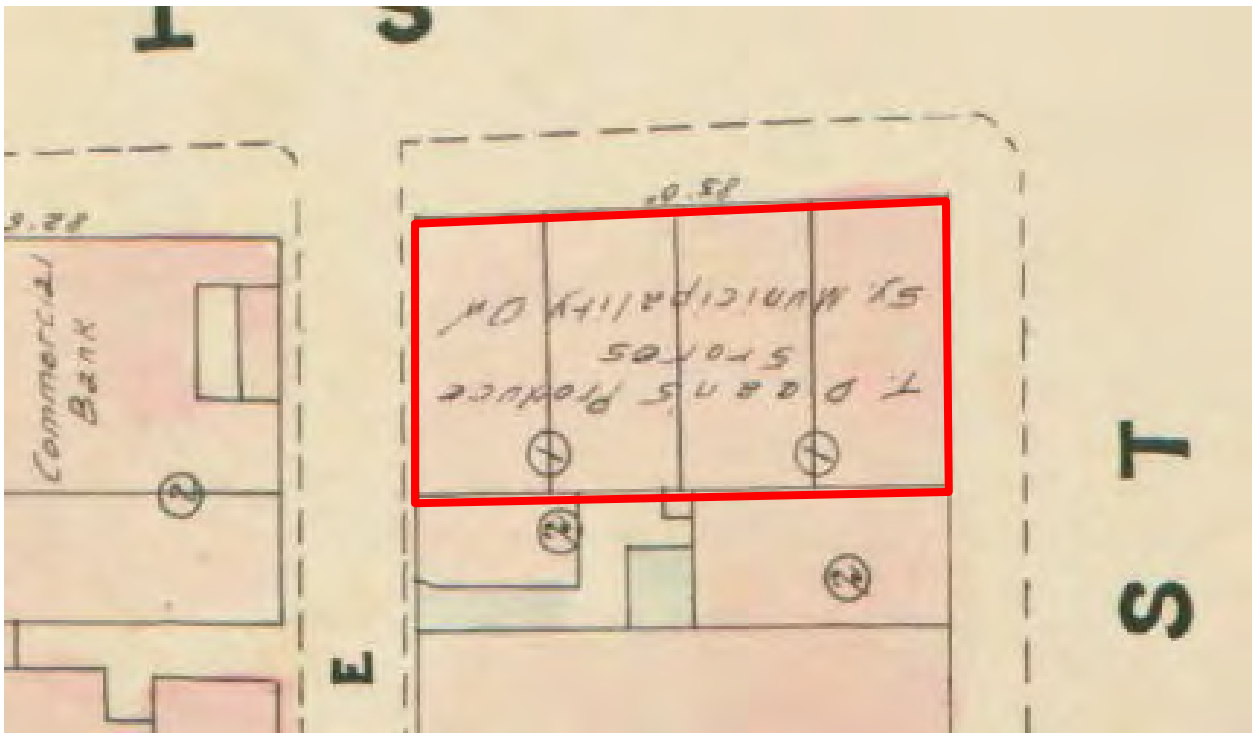


Figure 137 – Detail from Rygate & West's Plans of Sydney, Sheet 42, c.1888-1890. Subject site outlined in red
 Source: City of Sydney Archives, http://cdn.cityofsydney.nsw.gov.au/history/maps/1171/1171_042.pdf

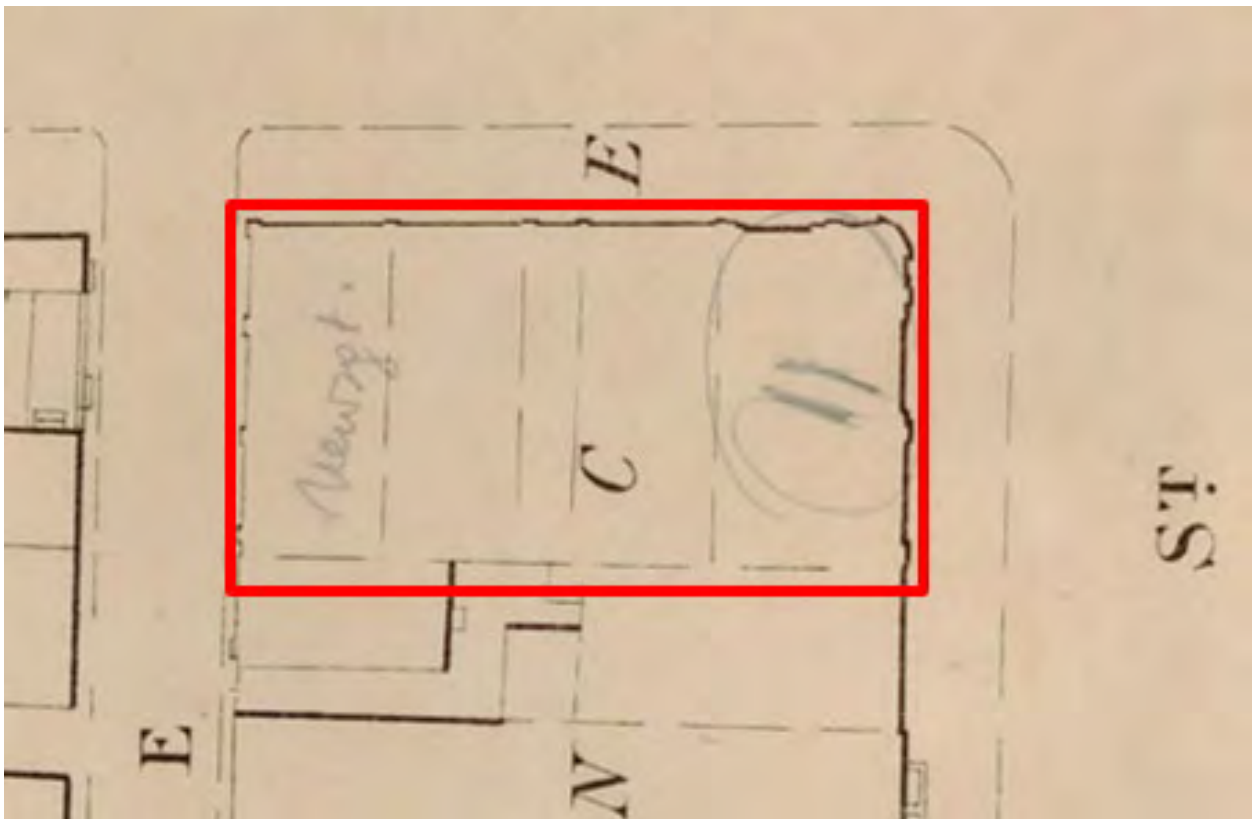


Figure 138 – Extract from Detail Survey City of Sydney O², 1895. Subject site outlined in red
 Source: SLNSW, a1367562h

3.5.3. Aboriginal Cultural Heritage

Aboriginal cultural heritage consists of places and items that are of significance to Aboriginal people because of their traditions, observances, lore, customs, beliefs and history. It provides evidence of the lives and existence of Aboriginal people before European settlement through to the present. Aboriginal cultural heritage is dynamic and may comprise physical (tangible) or non-physical (intangible) elements. It includes things made and used in traditional societies, such as stone tools, art sites and ceremonial or burial grounds. It also includes more contemporary and/or historical elements such as old mission buildings, massacre sites and cemeteries.

Aboriginal cultural heritage also relates to the connection and sense of belonging that people have with the landscape and each other. It recognises that Aboriginal people understand cultural heritage and cultural practices as being part of both the past and the present and that cultural heritage is kept alive and strong by being part of everyday life.

Cultural heritage is not confined to sites, it also includes peoples' memories, storylines, ceremonies, language and 'ways of doing things' that continue to enrich local knowledge about the cultural landscape. It involves teaching and educating younger generations. It is also about learning and looking after cultural traditions and places and passing on knowledge. It is enduring but also changing. It is ancient but also new.

Aboriginal cultural knowledge provides crucial links between the past and present and, therefore, represents an essential part of the identities of Aboriginal people and all Australians.

The traditional owners of the land are the Gadigal people.

An AHIMS (Aboriginal Heritage Information Management System) search was conducted for the subject property on 15 November 2018. The AHIMS search was conducted with a buffer of 50 meters. It shows the following:

- There are no Aboriginal sites recorded in or near the location
- There are no Aboriginal places declared in or near the location.

While no Aboriginal sites or Aboriginal places are identified in or near the subject site, the site is mapped historically as having a creek line through it (Hay Street Creek). This is a landscape feature that suggests potential Aboriginal archaeological sensitivity. However, any Aboriginal archaeological deposits are likely to have been destroyed during construction of the Hay Street Sewer, the Old Corporations Stores and the Corporation Building.

3.6. HISTORICAL THEMES

Historical themes can be used to understand the context of a place, such as what influences have shaped that place over time. The Heritage Council of NSW established 35 historical themes relevant to the State of New South Wales. These themes correlate with National and Local historical themes.

Historical themes at each level that are relevant to the place are provided in Table 5.

Table 5 – Historical Themes

Australian theme	NSW theme	Local theme	Discussion
3. Economy-Developing local, regional and national economies	Commerce	Activities relating to buying, selling and exchanging goods and services	The Corporation Building lies on part of the early Government Paddock in conjunction with the hay, corn and cattle market. Following the completion of the Hay Street sewer in 1864, Council applied to Department of Lands for the granting of the two lots of the subject site for market or other public purposes. With the construction of the Old Corporation Stores on the site in 1867, and its replacement by the Corporation Building in 1894 to support the recently constructed Belmore Markets, the site has been the location of commercial activity

Australian theme	NSW theme	Local theme	Discussion
			either for market related purposes or shops since the early nineteenth century.
4. Building settlements, towns and cities	Utilities	Activities associated with the provision of services, especially on a communal basis	The subject site lies on top of the Hay Street Sewer, constructed between 1862 and 1864. The ten-feet by six-feet sewer runs from the corner of Parker and Hay Streets to Darling Harbours.
7. Governing	Government and Administration	Activities associated with the governance of local areas, regions, the State and the nation, and the administration of public programs – includes both principled and corrupt activities.	The subject site formed part of an early Government Paddock in conjunction with the hay, corn and cattle markets. In 1873, two lots were vested in Council for “public recreation” in accordance with the <i>City Properties Leasing and Improvement Act</i> . The Council resumed the property in 1999 and has owned the site since that time.
8. Developing Australia’s cultural life	Creative endeavour	Activities associated with the production and performance of literary, artistic, architectural and other imaginative, interpretive or inventive works; and/or associated with the production and expression of cultural phenomena; and/or environments that have inspired such creative activities.	<p>The Corporation Building was designed by George McRae in 1891 and was completed in 1894. At the time McRae was the City Architect. George McRae served as the principal architect in the Public Works Department of New South Wales from 1897 to 1912, when he succeeded Walter Liberty Vernon as Government Architect, a position he held until his death in 1923.</p> <p>McRae is renowned for his large body of works comprising public and commercial building during the late nineteenth and early twentieth centuries in the Sydney metropolitan area, including the Queen Victoria Building, Parcels Post Office, Department of Education Building, Taronga Park Zoo, Central Railway Station and the old Treasury Building.</p>

4. COMPARATIVE ANALYSIS

The following comparative analysis identifies a number of buildings that are contemporary to the Corporation Building and share some of the key stylistic elements of the Federation Anglo-Dutch style. This section also examines other works by George McRae during the later eighteenth and early twentieth centuries and comparable market and associated buildings within the Sydney metropolitan area.

4.1. GEORGE MCRAE



As described in Section 3.3, George McRae at the time of designing the Corporation Building, was the City Architect. Prior to the Corporation Building, McRae had designed both the Eastern Fish Market in Woollomooloo in 1872 (now demolished) and the Belmore Fruit and Vegetable Markets in 1893, which was dismantled, and portions of the facade reassembled in the creation of the Hippodrome (now Capitol Theatre) in 1916. Both buildings were quite restrained in their design, except for their clock towers. Both featured predominantly face brick construction with stone and terracotta detailing. Terracotta detailing was used at the Belmore Market, which was adorned with ornamental apples, oranges, lemons, figs and other local fruit. The facades of the Belmore Market, designed by McRae are still present in the form of the Capitol Theatre, with the exterior terracotta details present. The Eastern Markets also featured terracotta details on external elevations, with expressed pilasters and Corinthian capitals.

Whilst still working as the City Architect, McRae designed the Queen Victoria Building in 1893. The Queen Victoria Building is regarded as the most important of McRae's works. Four designs were originally presented for the Queen Victoria Building, including amongst them a Queen Anne style version, which was similar in style to the Corporation Building, with red face brickwork, terracotta and stone dressing presenting a picturesque result. Despite the Romanesque version of the building being chosen and built, the alternate options presented by McRae showed the diverse styles he could work within.

During McRae's time as principal assistant architect in the Public Works Department of New South Wales (1897-1912) and as Government Architect (1912-1923), McRae participated in the design and construction of a number of significant buildings throughout the Sydney Metropolitan area, including the Parcels Post Office (1912), the Department of Education Building (1912-1925), the old Treasury Building (1919), the north and south gates of the Taronga Park Zoo including Indian Elephant House (1916), the old Treasury Building (1919) and Central Railway Station Terminal Building (1921).

Each of these examples of his work vary substantially from the style and scale of the Corporation Building. Designed during the early part of McRae's career, the Corporation Building was designed to complement the newly completed Belmore Markets, designed by McRae during his time as City Architect. However, the restrained design at the Belmore Markets was not repeated in the modest scale Corporation Building. The highly decorative Anglo-Dutch and Queen Anne architectural styles were instead employed. Red face brickwork with stone and decorative terracotta details were employed, in a similar style to works at Belmore Markets and the Eastern Markets. However, the extent of external detailing of the Corporation Building in comparison is lavish. The Corporation Building is a unique example of McRae's work within his architectural career.

Table 6 – Comparative Analysis – George McRae Works

Eastern Fish Market, Woolloomooloo	
Address	Block bounded by Forbes, Bourke and Plunkett Street, Sydney
Date Established	1872 (Demolished)
Architect/s	George McRae
Heritage Listing	N/A
 <p>Source: Alice Writ Large, http://alicewritlarge.blogspot.com/2013/02/</p>	
Description/Statement of Significance	
<p><i>The former Eastern Fish Markets located in Woolloomooloo was established on the corners of Forbes, Bourke and Plunkett Street in 1872. The fish market was upgraded in 1893 but did not last long in its original location and was move to what is now known as Paddy's Market (originally the Sydney Municipal Markets) in 1914.</i></p>	
Belmore Markets	
Address	Belmore Street
Date Established	1893 (now incorporated into the existing Capitol Theatre)
Architect/s	George McRae
Heritage Listing	N/A
 <p>Source: Capitol Theatre website, https://www.capitoltheatre.com.au/content/Belmore%20Markets%20(1884-1917).jpg.ashx?scale=both&width=800</p>	
Description/Statement of Significance	
<p><i>The Old Belmore Produce Market was in operation from 1869 at Campbell Street. In the 1890's the New Belmore Markets was opened replacing the old markets. The New Belmore Market was also designed by the prominent architect, George McRae, in 1892-3. The building was refurbished as Capitol Theatre. The now demolished site is significant for the historical development of produce markets during the late 19th century in Sydney.</i></p>	

Queen Victoria Building

Address	429-481 George Street, Sydney
Date Established	1893-1898
Architect/s	George McRae
Heritage Listing	<p>Listed under the Sydney LEP 2012 (item no. I1707)</p> <p>Listed on the NSW SHR (item no. 01814).</p> <p>Listed on the National Trust of Australia Register – Town Hall Group</p>



Source: Urbis, 2018

Statement of Significance (Extract)

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.

Department of Education Building

Address	35-39 Bridge Street, Sydney
Date Established	1912-25 (northern side) 1928-20 (southern side)
Architect/s	George McRae (north) John Reid & Son (south)
Heritage Listing	Listed under Sydney LEP 2012 (Item no. I1684) Listed on the NSW SHR (item no. 000726).



Source: 'Exterior of Department of Education Building', <https://www.governmentnews.com.au/sydneys-lands-and-education-buildings-to-become-luxury-hotel/>;

Description/Statement of Significance

The Education Department Building is significant for its historical, social, architectural and townscape values. It is a physical manifestation of the importance to NSW of education and agriculture in the early years of the century. It is a fine example of Edwardian institutional architecture, featuring ornate sandstone carvings and classical details of high quality and craftsmanship, an innovative internal steel framed structure that allowed for flexible use of floor space, and well detailed major public spaces (entrances, stairs and top floor gallery). The building has a pivotal visual role in Bridge Street and the surrounding precinct, forming part of a government administrative enclave with the Department of Lands and Chief Secretary's buildings.

Former Parcels Post Office

Address	2 Lee Street, Sydney
Date Established	1912
Architect/s	George McRae, Walter Liberty Vernon and Gorrie McLeish Blair
Heritage Listing	Listed under Sydney LEP 2012 (item no. I855)



Source: Wikimedia Commons, https://commons.wikimedia.org/wiki/File:Former_Parcels_Post_Office.jpg ;

Description/Statement of Significance

Parcels Post Office is a six storey concrete encased steel structure institutional building constructed in the Federation Academic Classical style and occupies a prominent position within Railway Square. The building has high historic significance as the only purpose built building of its type and scale which reflects the importance of the rail location, the Postmasters General Office and the Government Architect's Office in shaping the city at that time. The building has high aesthetic significance as an outstanding example of an institutional building with outstanding potential to be restored/reconstructed, and which continues to form a significant contribution to the Railway Square precinct and city town planning.

Taronga Park Zoo – Lower & Upper Entrance and the Indian Elephant House

Address	Bradley's Head Road, Taronga Zoo, Mosman
Date Established	1916
Architect/s	George McRae
Heritage Listing	Listed under Mosman LEP 2012 (Item no. I34)



Source: Taronga Zoo, Upper Entrance, <https://sydney-city.blogspot.com/2013/05/mosman-taronga-zoo.html>

Description/Statement of Significance

A major social facility and entertainment and recreational venue for Sydney, with international prominence. Recognised as the leading Australian zoo facility. It contains some remarkable and unusual structures, many of them deliberately exotic or grand in their presentation. It demonstrates present and past zoological practices, both for the exhibits and the manner in which they are displayed. It remains a prominent landscape feature in Sydney Harbour.

Old Treasury Building

Address	117-119 Macquarie Street, Sydney
Date Established	1851-1919
Architect/s	Mortimer Lewis (1851) George McRae (1919)
Heritage Listing	Listed under Sydney LEP 2012 (item no. I1871) Listed on the State Heritage Register (item 00355).



Source: Urbis, 2017

Description/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.

Central Railway Station – Terminal Building

Address	Railway Square, Sydney
Date Established	1921
Architect/s	George McRae (drew up plans for state two of development, being the terminal building and clock tower)
Heritage Listing	<p>Listed under Sydney LEP 2012 (item no. 1824)</p> <p>Listed on the NSW State Heritage Register (item no. 01255)</p> <p>Listed under s.170 on the NSW State Agency Heritage Register under the Heritage Act .</p>



Source: Sydney Architecture, 'Central Railway Station', <http://www.sydneymarchitecture.com/cbd/cbd7-003.htm>;

Description/Statement of Significance

Central Station is the largest railway station and transport interchange in NSW and is of State significance for its historical, aesthetic, technical values and for its research potential. With its grand sandstone edifices and approaches it is a well known landmark in Sydney.

The site contains the original Sydney Railway Company grant on which the first Sydney Station and yards were opened, in 1855, and so represents over 150 years of railway operations in the same place, making it the oldest and the longest continuously operated yard in Australia. The Sydney Terminal precinct has a high level of historic significance associated with its early government and institutional uses, as well as being the site of Sydney's second major burial ground, the Devonshire Street cemetery. Archaeological evidence of the government and institutional uses is rare and has high research potential.


4.2. FEDERATION ANGLO-DUTCH BUILDINGS

The Federation Anglo-Dutch style developed during the mid to late nineteenth century in Britain. The style derived influence from the domestic architecture of England in the late seventeenth and early eighteenth centuries. Typically utilised in buildings of a modest scale in urban contexts the style featured elegant architecture of fine brickwork with sandstone and terracotta detailing, Dutch gables and reimagined classical and renaissance detailing. The roofline of building of this style are typically lively, with gables, turrets, towers, chimneys and domes scattering over the roof tops.⁵¹

Relatively few examples of the Federation-Anglo Dutch style were built in Sydney, due to the economic depression of the 1890s when the style had reached its peak. Of those constructed in Sydney, relatively few examples of the style remain due to being demolished in preference for larger developments. Those remaining examples are characterised by the plain delicate, attenuated ornament of brick and terracotta with stone or rendered trim. Facades are generally 'busy' due to the numerous small detailed elements. Examples of this style of building are provided in Table 7.

The Corporation Building is an excellent example of the Federation Anglo-Dutch style. It's intricate detailing including fine brickwork, sandstone and terracotta, unusual motifs and overall intact form, provides a rare and fine example of the urban Anglo-Dutch style. In comparison with other examples within the Sydney metropolitan area and the state, the Corporation Building features much finer detailed work and more elaborate Dutch gables and roofline.

Table 7 – Comparative analysis – Federation Anglo-Dutch Buildings

Newtown Post Office		 <p>Source: Fivex, http://www.fivex.com.au/portfolio-item/sydney_newtown/</p>
Address	292 King Street, Newtown	
Date Established	1891-97	
Architect/s	Walter Liberty Vernon	
Heritage Listing	Listed under Sydney LEP 2012 (Item no. I1008).	
Statement of Significance		
<p><i>The former Newtown Post Office has local historic and aesthetic significance. The site was the location of a Post Office from the 1850s until 2013. The construction of the extant building in 1893, dates from the key period of development for King Street and Newtown as a direct result of the subdivision, growth of the area and the development of King Street as a major commercial strip during the late 19th century. The building is a fine example of the Federation Anglo-Dutch style applied in an inner city context which, with its tall clock tower, is a prominent element within the streetscape. It was one of the earliest buildings in the career of NSW Government Architect Walter Liberty Vernon, and marks a change from the classical style of architecture of his predecessor, James Barnet.</i></p>		

⁵¹ Apperly, R., Irving, R. and Reynolds, P. (eds) 2002, *A Pictorial Guide to Identifying Australian Architecture: Styles and Terms from 1788 to the Present*, Angus and Robertson, Pymble.

Railway Institute

Address	101 Chalmers Street, Surry Hills
Date Established	1891
Architect/s	Henry Robinson (1891) Walter Liberty Vernon (1898)
Heritage Listing	Listed under Sydney LEP 2012 (Item no. I1472)



Source: NSW Office of Environment & Heritage, 'Newtown Post Office including interior', <https://www.environment.nsw.gov.au/-/heritageapp/HeritageItemImage.aspx?ID=2420855#ad-image-1>

Statement of Significance

The Railways Institute Building has aesthetic significance as a fine example of the Federation Anglo-Dutch style being richly detailed with moulded bricks to form the sills, string courses and parapets. It is significant as it contains important evidence about New South Wales building technology at the turn of the century. It has historic significance as a design of Henry Robinson and W L Vernon, and is a significant visual element of the streetscape and of the Prince Alfred Park and Central Station precinct. It has association with a variety of historically important persons. It has social significance as the first Railways Institute built in Australia, founded for the education and entertainment of railway employees, and has continued in use by railway staff for over 100 years. There are few examples of Institutes of this period that provided such a high level of facilities for the benefit of employees. It remains an important symbol of solidarity for the workers in the railway industry. It is significant as a fine and largely intact example of the style as used in an institutional building.

Air Force Club (Wood Chambers)

Address	129 Scott Street, Newcastle
Date Established	1892
Architect/s	Frederick Menkens
Heritage Listing	Listed under Newcastle LEP 2012 (Item no. 1457)



Source: NSW Office of Environment & Heritage,
<https://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=2170219#ad-image-1;>

Statement of Significance

The Air Force Club is of outstanding aesthetic significance at a state and possibly national level as the finest example of the Anglo Dutch style of architecture, designed by Frederick Menkens, one of the key practitioners of the style in Newcastle and an architect of national importance. It is one of few examples of this style remaining in Australia and its modest scale, yet elaborate detailing, including the Baroque ornamentation of the monumental parapet and oriel windows, which recall Menkens' hanseatic influences, add to its rarity and aesthetic appeal. The building also has a high degree of historical significance as it is associated with a number of key phases in Newcastle's commercial, social and cultural history, represented in its role as commercial premises built in the era of mercantile prosperity of the early 1890s; then as a centre for cultural pursuits associated with Newcastle's emergence as a prosperous, cosmopolitan city in the 1920s; and particularly its role as a recreational facility for servicemen during World War 2. The Air Force Club was also part of a significant phase in the architectural history of Newcastle and is one of a number of buildings commissioned by commercial clients and designed by newly emerging private architects which helped to shape the character of much of Newcastle's commercial architecture. The building makes a distinctive contribution to the Newcastle CBD and to the architectural heritage of the state and nation. Its role as a servicemen's club during World War 2 also links it to a key phase in Newcastle's, NSW's and Australia's social history and articulates an important aspect of life associated with the War on the homefront. The interiors are of significance. The NSW Heritage Council Listing Committee did not proceed with a listing to the State Heritage Register when it considered the nomination at the meeting on 7 May 2008.

Santa Sabina Convent and Grounds

Address	90-98 The Boulevard, Strathfield
Date Established	1894
Architect/s	Sheerin and Hennessy Architectural Firm
Heritage Listing	Listed under the Burwood LEP 2012 (Item no. I205)



Source: Santa Sabina Convent and Grounds, https://sydney-city.blogspot.com/2015/10/strathfield-santa-sabina-college_12.html;

Statement of Significance

This complex of well maintained imposing buildings are set in attractive spacious grounds and are of state significance for their architectural quality and as a municipal landmark.

Balmain Hospital – Main Building

Address	37 Booth Street, Balmain
Date Established	1880
Architect/s	EJ Bowen
Heritage Listing	Listed under Leichhardt LEP 2013 (Item no. I138)



Source: Balmain Hospital, <https://www.electives.net/hospital/3745/preview>

Statement of Significance

The Balmain Hospital (Administration Building, Evans Ward and Victoria Ward) is historically significant as it was one of the earliest cottage hospital developments in Sydney and the cottage hospital development in medical care was a highly significant component of welfare. The adaptation from middle class domestic housing to servicing the needs of an increasingly working class population provides an important example of the evolving social profile of the area. The Balmain Hospital represents an ongoing activity of that local community. Its establishment in 1885 was as a result of community initiatives and it is a facility which still has meaning and is greatly valued by a large part of the community in the peninsula area and beyond. The Evans Ward, Victoria Ward and Administration Building between them display fine architectural qualities. The physical fabric is capable of demonstrating the full range of development from residential to medical.


4.3. MARKETS AND ASSOCIATED USES

The Corporation Building was originally constructed to support the New Belmore Markets located on the opposite side of Hay Street on the site of existing Capitol Theatre. A number of market related buildings were constructed around the block bound by Hay, George, Campbell and Pitt Streets during the late nineteenth century to support the New Belmore Markets, however a limited number of these buildings remain. Of the building which remain from this time include the Haymarket Library, The Palace Hotel, the Capitol Theatre (former New Belmore Markets) and a group of terrace houses on Campbell Street.

Following the relocation of the markets from the New Belmore Markets to the existing location of the Paddy's Markets in the early twentieth century, the use of the Belmore Markets at Hay and Pitt Street ceased to be of use, and new market buildings were development west of Hay Street, in the location of the existing Paddy's Markets.

The Corporation Building remains as one of the few market related buildings associated with the New Belmore Market from the late nineteenth century and further contributes to the late nineteenth and early twentieth century buildings built within the Haymarket precinct for market purposes.

Table 8 – Comparative analysis – Markets and Associated Uses

Capitol Theatre/Manning Building	
Address	3-15 Campbell Street, Sydney
Date Established	1893-1927
Architect/s	Henry White John Eberson
Heritage Listing	Listed under Sydney LEP 2012 (Item no. 1826) Listed on the State Heritage Register (item 00391)
 <p>Source: Google Street View, July 2017</p>	
Statement of Significance	
<p><i>The Capitol is the only atmospheric theatre to survive substantially intact in Australia. The structural fabric of the Capitol Theatre has a remarkable history of adaptation, reconstruction and restoration to accommodate changing uses. First, as the new Belmore Markets in 1892-93; then as a permanent circus venue (Hippodrome) for Wirth Bros and an office and shopping block in 1913-16; finally in the conversion of the Hippodrome to an atmospheric theatre for Union Theatres Ltd in 1927-28.</i></p>	

Haymarket Library

Address	744-744B George Street, Haymarket
Date Established	1875
Architect/s	Mansfield Bros.
Heritage Listing	Listed under Sydney LEP 2012 (Item no. 1827)



Source: NSW Office of Environmental & Heritage.
 'Former "Haymarket Chambers" including interior,
<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2424216>

Statement of Significance

The Haymarket Library incorporates a rare blend of Italianate and Gothic styles that are well proportioned and exhibit fine craftsmanship in stonework and window joinery. It is considered of regional significance for this fine stone crafting and eclectic detailing. It is an important contributor to the townscape character of the Haymarket precinct.

The construction of the former CBC Bank not only reflects the general redevelopment of the city during the later decades of the nineteenth century, but also illustrates the separateness of this portion of the city from the CBD at that time. Its conversion in the 1920s is illustrative of the emerging importance of the area at that time as retail precinct.

Palace Hotel Complex Pubs, Shops and Interiors

Address	730-742 George Street, Haymarket
Date Established	1876-1877
Architect/s	John Hennessy
Heritage Listing	Listed under Sydney LEP 2012 (Item no. 1839)



Source: ETB Travel News,
<http://www.etbtravelnews.global/wp-content/uploads/2017/10/Palace-Hotel-Sydney-Haymarket.jpg>

Statement of Significance

The Palace Hotel complex is a good example of the Victorian Italianate style designed to address each corner on George Street with a subtle increase in scale and 45 degree chamfer. The complex makes a major contribution to the historic townscape precinct centred on the Capitol Theatre. Full street block

developments of the Victorian period are now rare in the CBD and even the later street block developments of the Housing Trust from 1909 only survive at Millers Point. The CB Hotel, a private development at 405-427 Pitt Street, is a more flamboyant example which dates from 1905, reflecting the beginning of a period during the late nineteenth/early twentieth century, in which the city was massively redeveloped. The original tenants are illustrative of the separation of this part of the city (having separate bank branches from the main branch) as well as its market character (in the Palace Hotel.) The facades of the building remain almost intact and provide a rare example of a full street block redevelopment of the 1870s. The intact interior fabric of the bar area including highly decorative timber columns with pressed metal ceilings above is now aesthetically rare.

Terrace Groups Including Interiors

Address	12-20 Campbell Street, Haymarket
Date Established	1884-1892
Architect/s	Unknown
Heritage Listing	Listed under Sydney LEP 2012 (Item no. 1839)



Source: Google Street View, 2017

Statement of Significance

The terrace buildings on 12-22 Campbell Street are closely associated with the foundation of early markets and intense commercial activities in central Sydney. The existing buildings were constructed in different dates in late Victorian period, but the commercial use of the sites likely dates from the 1850s. The buildings present varied details and finishes which demonstrate the progressive evolution of commercial premises in Haymarket. Building no. 12 and 16 are of Victorian Italianate style and no. 14 and 18-22 are of Federation Free Classic style. Though the ground level shopfronts have been altered, the upper level facades remain intact. These buildings, as a remaining group of commercial terraces on Campbell Street make an important contribution to the townscape of Haymarket.

Former Market Stores

Address	35-39 Ultimo Road, Haymarket
Date Established	1910
Architect/s	George McRae
Heritage Listing	Listed under the Sydney LEP 2012 (item no. 1867)



Source: NSW Office of Environment & Heritage, 'Corn Exchange 2009, SHFA'
<https://www.realcommercial.com.au/property-retail-nsw-haymarket-500079571>

Statement of Significance

The building is significant as a very fine freestanding former market building, now adapted for commercial and retail use. It is significant for the quality of the building, design and detailing, and its streetscape value, particularly in relation to the other market buildings. It is a rare surviving intact market building providing physical evidence of the major market activity that took place in the area in the early part of the century and of the community that associated with the markets. The building is a significant individual building designed by City Architect George McRae and is part of a very significant streetscape extending from George Street to the Darling Harbour railway bridge.

Market City (façade – former Paddys Market)

Address	Haymarket, Darling Harbour
Date Established	1910
Architect/s	R.H. Broderick
Heritage Listing	Listed under s.170 on the NSW State Agency Heritage Register under the Heritage Act.



Source: Property NSW, 'Market City',
<https://bit.ly/2I4xLKy>

Statement of Significance (Extract)

Market City ("Paddy's Market") and site is considered to be of heritage significance for its historical and social values. The site and facades of the buildings are also significant for their contribution to the Sydney Markets Group and the Haymarket Conservation Area, both listed in the National Estate. The site is significant in the evolution and pattern of the history of NSW. Paddy's Markets stands on early reclaimed

land and was part of Surgeon John Harris's Ultimo Estate. The precinct is significant as an area of early industrialisation, with some of the first steam machinery in Australia installed in mills previously on the site. The buildings have been associated with markets in Sydney since 1840 and are associated with the Queen Victoria Building in a larger network of markets in the Sydney area. The area continues its historic busy market like atmosphere of social significance to the Sydney community. They are also associated with Sydney's Chinatown and is an important cultural centre which demonstrates the growth of the Chinese community in Sydney from about 1870. Note: This listing is solely intended for the preservation of the surviving form and fabric of the original 1909-10 building and is not intended to cover the post-1990s development of the site.

5. HERITAGE SIGNIFICANCE

Before making decisions to change a heritage item, an item within a heritage conservation area, or an item located in proximity to a heritage listed item, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise the heritage values of a place, why it is important and why a statutory listing was made to protect these values.

5.1. BUILT HERITAGE SIGNIFICANCE ASSESSMENT

The Heritage Council of NSW has developed a set of seven (7) criteria for assessing heritage significance, which can be used to make decisions about the heritage value of a place or item. The following assessment of heritage significance has been prepared in accordance with the NSW Office of Environment and Heritage 'Assessing Heritage Significance' guidelines.

Table 9 – Assessment of Heritage Significance

Criteria	Significance Assessment
<p>A – Historical Significance</p> <p><i>An item is important in the course or pattern of the local area's cultural or natural history.</i></p>	<p>The site of the Corporation Building is representative of the development of Sydney's Haymarket from the early nineteenth century when it was part of the early Government Paddock. The site was first developed by Council for market purposes with the construction of the Old Corporations Store in 1867. The site was again developed, in tandem with the major development of the Belmore Markets, in the 1890s, with the development and completion of the Corporation Building in 1894. The Corporation Building included shops, offices and public lavatories to support the market New Belmore Market District. The site has thus been the location of commercial activity either for market related purposes or shops since the early nineteenth century.</p> <p>Designed by the George McRae in 1891 during the early years of his career as City Architect, the Corporation Building is an excellent intact early example of the Federation Anglo-Dutch style commercial architecture and an important work of McRae.</p> <p>The Corporation Building has historic significance at a local level.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> shows evidence of a significant human activity <input type="checkbox"/> is associated with a significant activity or historical phase <input checked="" type="checkbox"/> maintains or shows the continuity of a historical process or activity <input checked="" type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> has incidental or unsubstantiated connections with historically important activities or processes <input type="checkbox"/> provides evidence of activities or processes that are of dubious historical importance <input type="checkbox"/> has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/>

Criteria	Significance Assessment
<p>B – Associative Significance</p> <p><i>An item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history.</i></p>	<p>The Corporation Building has associations with George McRae, who designed the building in 1891 during his time as the City Architect (1889-1897). He was later Government Architect (1912-1923). McRae is renowned for his large body of work comprising of public and commercial building during the late nineteenth and early twentieth centuries in the Sydney metropolitan area including the Queen Victoria Building (1893), Parcels Post Office (1912), Department of Education Building (1912-1925), Central Railway Station (1921) and the old Treasury Building (1919). The Corporation Building is a unique, early and important work of George McRae.</p> <p>The Corporation Building has associative significance at a local level.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> • shows evidence of a significant human occupation <input type="checkbox"/> • is associated with a significant event, person, or group of persons <input checked="" type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> • has incidental or unsubstantiated connections with historically important people or events <input type="checkbox"/> • provides evidence of people or events that are of dubious historical importance <input type="checkbox"/> • has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/>
<p>C – Aesthetic Significance</p> <p><i>An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.</i></p>	<p>The Corporation Building is an excellent example of the Federation Anglo-Dutch style, with largely intact exteriors. Despite the interiors being removed, the buildings intricate exterior detailing including fine face brickwork, sandstone and terracotta, classical/gothic decorative motifs and overall intact form, provides a rare and fine example of the Federation Anglo-Dutch style. In comparison with other examples within the Sydney metropolitan area and the state, the Corporation Building features much finer detailed work and more elaborate Dutch gables and roofline.</p> <p>Despite the building undergoing a series of substantial changes internally, the exterior of the building has remained largely intact, particularly above the awning. Paired with the conservation and reconstruction works undertaken in 2000, the Corporation Building retains the majority of the original detailed brick, sandstone and terracotta works designed by George McRae. The picturesque roofline punctuated by the turret, ogee roofs and Dutch gables elevates the modest scale (two storey) of the building enabling it to contribute to its surroundings and the Haymarket precinct.</p>

Criteria	Significance Assessment
	<p>The Corporation Building lies within a significant historic precinct of Haymarket and contributes to the consistent character and scale of the Capitol Theatre, Haymarket Library and Palace Hotel, which collectively reflect the period of growth and prosperity of the area.</p> <p>The Corporation Building has aesthetic significance at a state level.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> shows or is associated with, creative or technical innovation or achievement <input type="checkbox"/> is the inspiration for a creative or technical innovation or achievement <input type="checkbox"/> is aesthetically distinctive <input checked="" type="checkbox"/> has landmark qualities <input checked="" type="checkbox"/> exemplifies a particular taste, style or technology <input checked="" type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> is not a major work by an important designer or artist <input type="checkbox"/> has lost its design or technical integrity <input type="checkbox"/> its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded <input type="checkbox"/> has only a loose association with a creative or technical achievement <input type="checkbox"/>
<p>D – Social Significance</p> <p><i>An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.</i></p>	<p>The Corporation Building has social significance at a local level for its association with the market use of the Haymarket precinct and its diverse social and ethnic mix, including Sydney's Asian and European communities, such as Cyril's Fine Foods.</p> <p>Cyril's Fine Food was located in the Corporation Building from 1954 to 2015 and was one of the first continental delis in Sydney, famous for its Russian and Polish produce. Reference to Cyril's Fine Food is limited to the faded painted sign on the awning of the building.</p> <p>The Corporation Building has associations with the Asian community due to the Haymarket precinct's association with Sydney's Asian communities since the early 1900s. Some Asian shops and restaurants have existed within the building since the early 1900s, including War Loong & Co (c1906) and the Don King Restaurant (1980s – 1990s). Following the restoration works undertaken in 2000, part of the building was designated for cultural/community use and has since been the location of the Centre of Contemporary Asian Art.</p> <p>It is likely that the local community have some social associations with Corporation Building. Further study is needed to be undertaken to determine the social significance to the local community.</p>

Criteria	Significance Assessment
	The Corporation Building has social significance at a local level.
<u>Guidelines for Inclusion</u> <ul style="list-style-type: none"> is important for its associations with an identifiable group <input type="checkbox"/> is important to a community's sense of place <input checked="" type="checkbox"/> 	<u>Guidelines for Exclusion</u> <ul style="list-style-type: none"> is only important to the community for amenity reasons <input type="checkbox"/> is retained only in preference to a proposed alternative <input type="checkbox"/>
E – Research Potential <i>An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.</i>	<p>The site has been identified as an area of archaeological potential. The site's potential for sub-surface deposits is considered to be low for evidence of previous structures. The Hay Street sewer is extant and still runs below the building on the subject site. The construction of the existing Corporation Building possibly removed the potential for structural remains of the previous Old Corporations Store. There is minimal potential for deeper sub-surface structures due to the location of the Hay Street sewer, and the construction undertaken on the site since the mid-nineteenth century. Notwithstanding, further research and investigation is deemed necessary to reveal further information about the archaeological and research potential of the site.</p> <p>The largely intact exterior of the Corporation Building provides some research potential into the construction techniques of the late nineteenth century building, particularly the decorative terracotta work.</p> <p>The Corporation Building has research potential at a local level.</p>
<u>Guidelines for Inclusion</u> <ul style="list-style-type: none"> has the potential to yield new or further substantial scientific and/or archaeological information <input type="checkbox"/> is an important benchmark or reference site or type <input type="checkbox"/> provides evidence of past human cultures that is unavailable elsewhere <input type="checkbox"/> 	<u>Guidelines for Exclusion</u> <ul style="list-style-type: none"> the knowledge gained would be irrelevant to research on science, human history or culture <input type="checkbox"/> has little archaeological or research potential <input type="checkbox"/> only contains information that is readily available from other resources or archaeological sites <input type="checkbox"/>
F – Rarity <i>An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.</i>	<p>The Corporation Building is rare example of a finely executed modest scale Federation Anglo-Dutch style commercial building, with largely intact exteriors. It is a fine example of only a few remaining Federation Anglo-Dutch style buildings within Sydney and the state.</p> <p>The Corporation Building rare at a state level.</p>

Criteria	Significance Assessment
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> provides evidence of a defunct custom, way of life or process <input type="checkbox"/> demonstrates a process, custom or other human activity that is in danger of being lost <input type="checkbox"/> shows unusually accurate evidence of a significant human activity <input type="checkbox"/> is the only example of its type <input type="checkbox"/> demonstrates designs or techniques of exceptional interest <input checked="" type="checkbox"/> shows rare evidence of a significant human activity important to a community <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> is not rare <input type="checkbox"/> is numerous but under threat <input type="checkbox"/>
<p>G – Representative</p> <p><i>An item is important in demonstrating the principal characteristics of a class of NSWs (or the local area's):</i></p> <ul style="list-style-type: none"> cultural or natural places; or cultural or natural environments. 	<p>The Corporation Building is an excellent representative example of a modest scale Federation Anglo-Dutch style commercial building designed by George McRae during his early career as City Architect.</p> <p>It is representative of the buildings developed during the late nineteenth century within the Haymarket precinct for market purposes.</p> <p>The Corporation Building is also representative of a significant period of development within the Haymarket precinct including the Haymarket Library, Capitol Theatre and the Palace Hotel.</p> <p>It is representative of a group of late nineteenth century commercial and public buildings restored during the 1980s and 1990s for their heritage values.</p> <p>The Corporation Building has representative value at a state and local level.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> is a fine example of its type <input checked="" type="checkbox"/> has the principal characteristics of an important class or group of items <input checked="" type="checkbox"/> has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity <input type="checkbox"/> is a significant variation to a class of items <input checked="" type="checkbox"/> is part of a group which collectively illustrates a representative type <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> is a poor example of its type <input type="checkbox"/> does not include or has lost the range of characteristics of a type <input type="checkbox"/> does not represent well the characteristics that make up a significant variation of a type <input type="checkbox"/>

Criteria	Significance Assessment
<ul style="list-style-type: none"> is outstanding because of its setting, condition or size <input checked="" type="checkbox"/> is outstanding because of its integrity or the esteem in which it is held <input type="checkbox"/> 	

5.2. STATEMENT OF SIGNIFICANCE

5.2.1. Statement of Significance – Sydney LEP 2012

The following Statement of Significance has been sourced from the State Heritage Inventory listing for the Corporation Building under the Sydney LEP 2012:

The Corporation building is within a recognised Heritage Streetscape. The building is of historic, aesthetic and social significance as a rare surviving example of a small scale, flamboyant Federation Anglo-Dutch style building, characterised by intricate brick detailing and stylised design motifs. With the Haymarket Chambers, Capitol Theatre and Palace Hotel it forms a significant historic precinct of Victorian and Edwardian buildings of consistent character and scale, reflecting the period's growth and prosperity in relation to the markets, the railway terminus and nearby large scale retail centres such as Anthony Hordern and Company. With the Capitol Theatre, the Corporation Building is a surviving element of the Belmore Market Precinct and a very fine example of market architecture from the late Victorian period.

The building is an early and important work of the City Architect, George McRae, who designed a number of buildings throughout the city including the Queen Victoria Building.⁵²

5.2.2. Statement of Significance

The Corporation Building located at 181-187 Hay Street, Haymarket, has significance at state level for its aesthetic, rarity, and representative values and at a local level for its historical, associative, social and research potential values.

The Corporation Building has aesthetic significance as an excellent intact example of the Federation Anglo-Dutch style. The building's intricate detailing including fine brickwork, sandstone and terracotta, styled and decorative motifs and overall intact form, provides a rare, fine, representative example of the Federation Anglo-Dutch style. Designed by George McRae in 1891, while working as City Architect and completed in 1894, the Corporation Building is associated with the McRae's early architectural works.

The Corporation Building has historic significance for its associations with the development of Sydney's Haymarket from the early nineteenth century when it was part of the early Government Paddock. The site was first developed by Council for market purposes with the construction of the Old Corporations Store in 1867. The site was again developed, in tandem with the major development of the Belmore Markets, in the 1890s, with the development and completion of the Corporation Building in 1894. The site has thus been the location of commercial activity, particularly for market related purposes, since the mid-nineteenth century. Along with the Capitol Theatre, Haymarket Library and Palace Hotel, the Corporation Building is representative of a significant period of development within the Haymarket precinct and contributes to the precincts character and scale. It is also representative of the late nineteenth century commercial and public buildings restored during the 1980s and 1990s for their heritage values with the Haymarket precinct.

The Corporation Building has social significance at a local level for its association with Sydney's diverse social and ethnic mix, including Sydney's Asian and European communities, who frequented the building for market related purposes, shops and restaurants, including Cyril's Fine Food (1954-2015) one of Sydney's first continental deli's. As part of the Haymarket precinct, the Corporation Building has been associated with Sydney's Asian community. Since 2000 it has provided a space for cultural/community use for the Centre of Contemporary Asian Art.

⁵² State Heritage Inventory form for "Corporation Building" Including Interior, Sydney LEP 2012 listing <https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2424226>

The site has some research potential for sub-surface deposits associated with the Hay Street Sewer and the Old Corporation Stores, which with further research and investigation may reveal further information.

5.3. SIGNIFICANT VIEWS & VISTAS

Significant views to and from the Corporation Building have been identified previously in Section 2.3. The below table (Table 10) and reference map (Figure 139) provides a summary of the views to the Corporation Building. Significant views from the subject site have been considered. However, given the lack of outdoor space or outward looking significant spaces comprised within the subject site, no significant views from the building have been identified.

Prior to the development of Capitol Square on the former location of the northern section of Parker Street during the late 1990s, significant views to the Corporation Building from the former Parker Street and Campbell Street were restricted and lost, respectively.

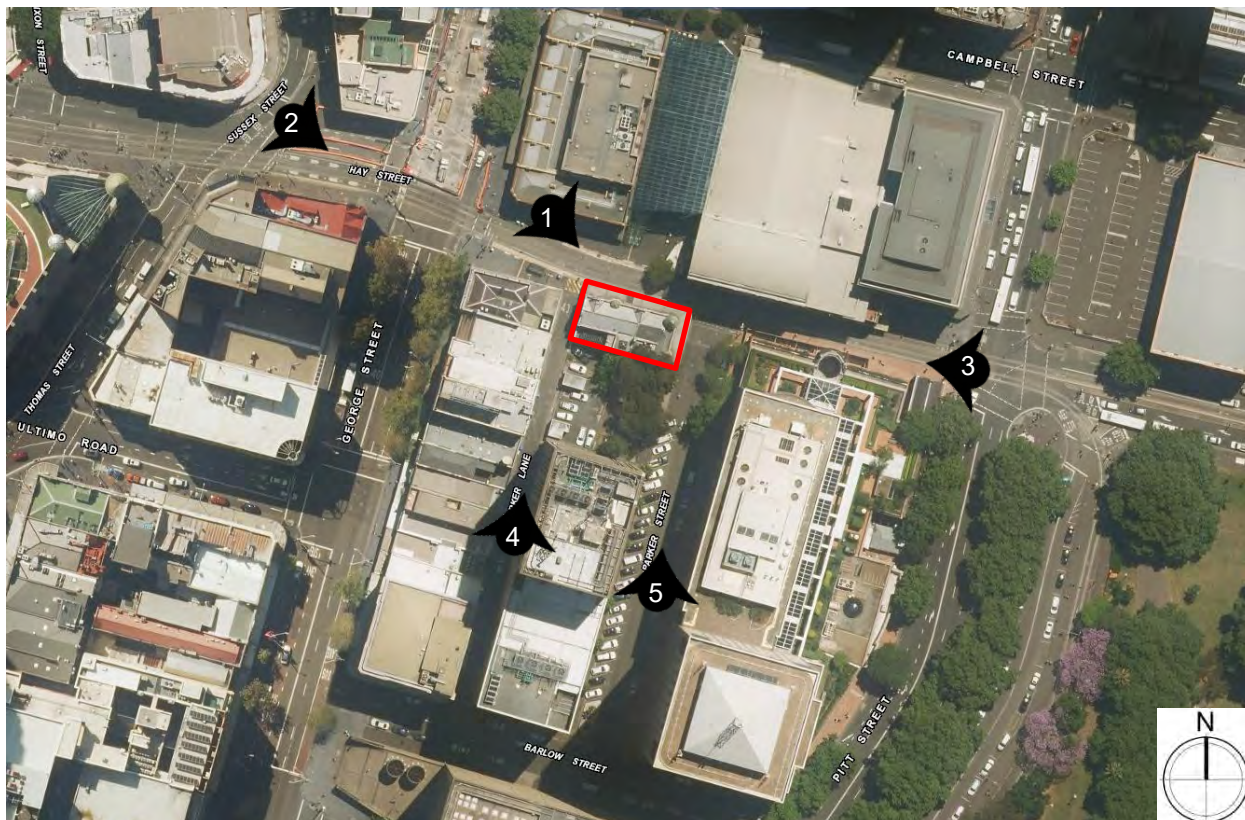







Figure 139 – Significant views map, with Corporation Building outlined in red

Source: SIX Map 2018, with Urbis overlay

Table 10 – Significant view to the subject site

View No	Direction/Location	Significance	Image
1	View south-east from the northern side of Hay Street (between George Street and Parker Lane)	High	 <p>Figure 140 – View 1 – South-East</p>
2	View south-east from the north-western corner of George and Hay Street	High	 <p>Figure 141 – View 2 – South-East</p>
3	View west from the intersection of Hay and Pitt Streets	High	 <p>Figure 142 – View 3 – West</p>

View No	Direction/Location	Significance	Image
4	View north along Parker Street	Moderate	 <p>Figure 143 – View 4 – North</p>
5	View north along Parker Lane	Moderate	 <p>Figure 144 – View 5 – North</p>

5.4. ARCHAEOLOGY AND CULTURAL HERITAGE

The site may have historical archaeological potential, or it may be a place of Aboriginal cultural heritage as discussed in the following subsections.

5.4.1. Historical Archaeology

As discussed in Section 3.5, the site is identified as being an 'Area of Archaeological Potential (AAP)' in the City of Sydney, *The Central Sydney Archaeological Zoning Plan* (1997). However, overall, the site's potential for sub-surface deposits is considered to be low for previous structures on the site. The Hay Street sewer is extant and still runs below the building on the subject site. The construction of the existing Corporation Building has likely removed potential for structural remains of the previous Old Corporations Store. There is minimal potential for much deeper sub surface structure, such as wells, due to the location of the Hay Street sewer, and the construction undertaken on the site since the mid-nineteenth century. However, there is no evidence that such a structure existed, nor cisterns associated with the Old Corporations Store. Notwithstanding, further research and investigation is deemed necessary to reveal further information about the archaeological and research potential of the site.

5.4.2. Aboriginal Cultural Heritage

As discussed in Section 3.5, the site does not have any Aboriginal site or Aboriginal places identified in or near the subject site, however, the site is mapped historically as having a creek line through it (Hay Street Creek). This is a landscape feature that suggests potential Aboriginal archaeological sensitivity. However, any Aboriginal archaeological deposits are likely to have been destroyed during construction of the Hay Street Sewer, the Old Corporations Stores and the Corporation Building.

5.5. LEVELS & GRADINGS

The Heritage Council of NSW recognises four (4) levels of heritage significance in NSW: Local, State, National and World. The level indicates the context in which a heritage place is important (for example, local heritage significance means the place is important to the local area or region). Heritage places that are rare, exceptional or outstanding beyond the local area or region may be of state or national significance.

In most cases, the level of heritage significance for a place has a corresponding statutory heritage listing and responsible authority for conserving them.

Different components of a place may contribute in different ways to its heritage value. The gradings of significance adopted for this CMP are based on those definitions as developed by the Heritage Council of NSW. Urbis has included an additional grading “Neutral”, which is included below:

Table 11 – Gradings of Significance

Grading	Justification	Status
Exceptional	Rare or outstanding element directly contributing to an item's local and State significance.	Fulfils criteria for local or State listing
High	High degree of original fabric. Demonstrates a key element of the item's 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 items heritage significance.	Does not fulfil criteria for local or state listing
Neutral	Elements do not add or detract from the site's overall heritage significance; change allowed	Does not fulfil criteria for local or state listing

Each element's significance has been graded having specific regard to its contribution to the overall significance of the place, its period of construction and its condition. We have identified the corresponding time period and condition status for the elements as follows:

Table 12 – Phase Key

Phase	Description	Date Range
Phase 1	Haymarket and the Old Corporation Stores	1788 - 1891
Phase 2	New Corporation Building	1891 - 1920
Phase 3	Inter War Alterations and Additions	1921 - 1953
Phase 4	Post War & Late 20th Century Alterations and Additions	1954 - 1998
Phase 5	Conservation and Restoration	1999 - Present

5.6. DIAGRAMS OF SIGNIFICANT ELEMENTS

The following plans identify and grade the significant elements of the Corporation Building. Please note the following diagrams of significant elements are to be read in conjunction with the Schedule of Significant Elements provide in Section 5.7. Grading of elements in the following diagrams also refer to the overall shape, form and spaces and do not rank the significance of fabric.

SIGNIFICANCE
RANKING

Ground Floor

PARKER LANE

HAY STREET

AWNING OVER

PARKER STREET



Grading refers to the significance of the overall form, and space. For significance ranking of fabric, refer to the Schedule of Elements in Section 5.7.
Note: Not all tenancy fitouts indicated

SIGNIFICANCE RANKING

First Floor

Grading refers to the significance of the overall form, and space. For significance ranking of fabric, refer to the Schedule of Elements in Section 5.7.

Note: Not all tenancy fitouts indicated

Key

Exceptional

High

Moderate

Little

Neutral

Intrusive

HAY STREET



PARKER STREET

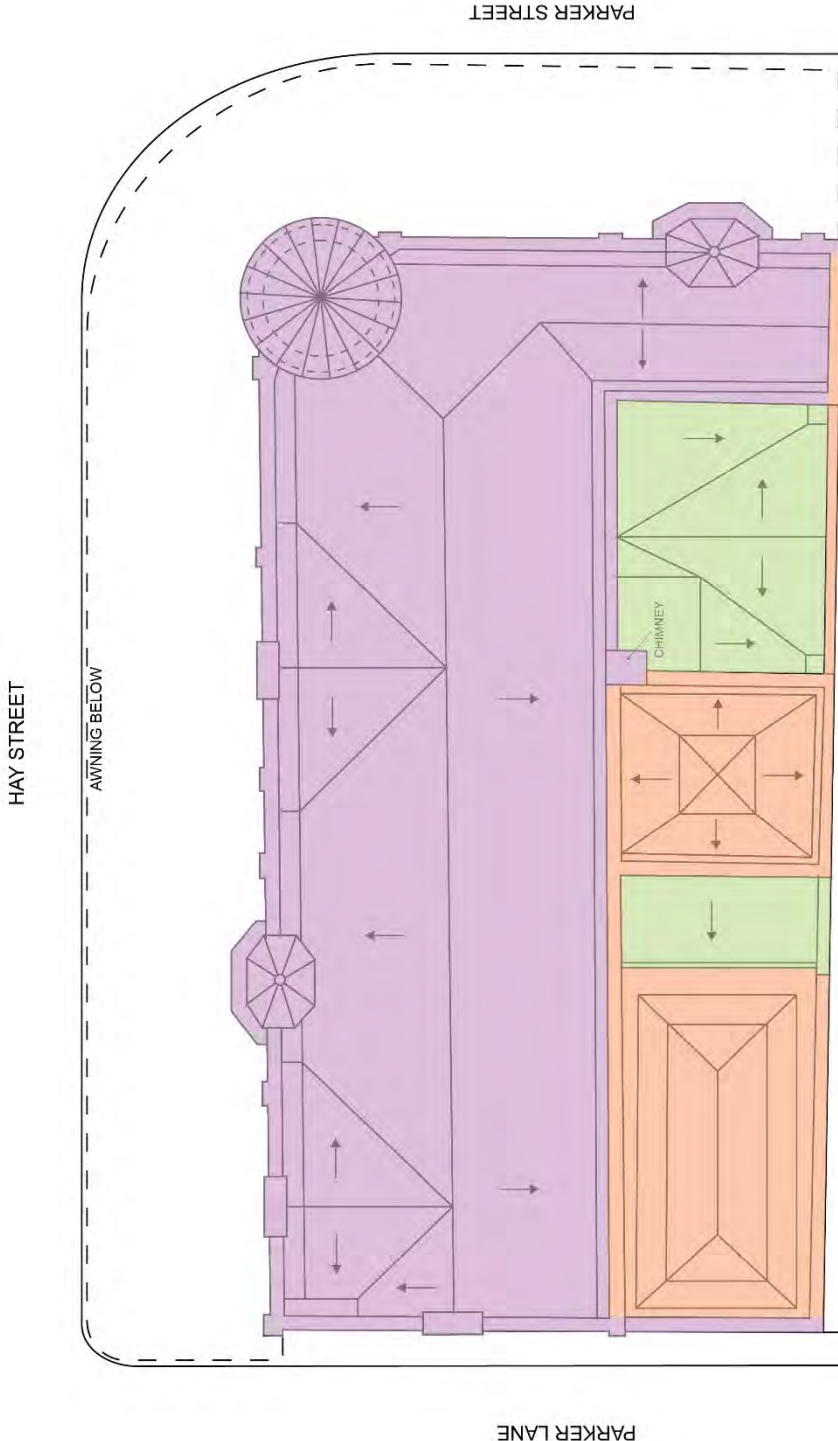
PARKER LANE

SIGNIFICANCE RANKING

Roof Plan

Grading refers to the significance of the overall form, and space. For significance ranking of fabric, refer to the Schedule of Elements in Section 5.7.

- Key**
- Exceptional
 - High
 - Moderate
 - Little
 - Neutral
 - Intrusive



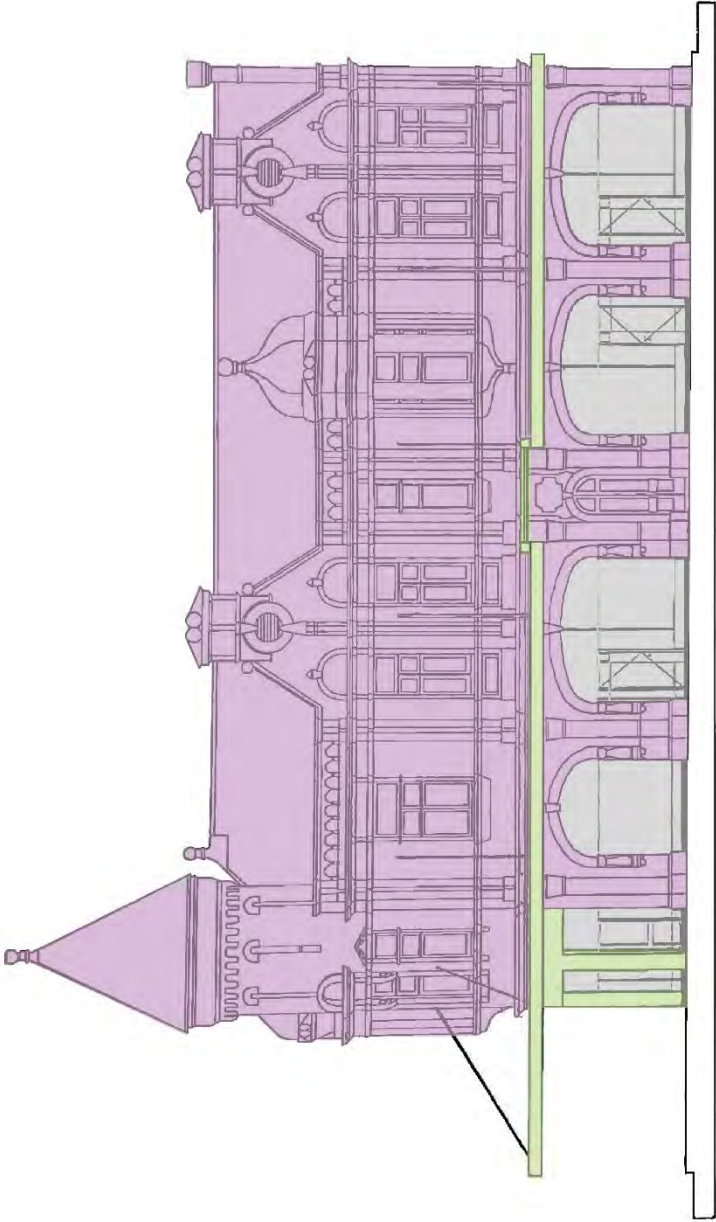
SIGNIFICANCE
RANKING

Hay Street
Elevation

Grading refers to the
significance of the
overall form, and space.
For significance ranking
of fabric, refer to the
Schedule of Elements in
Section 5.7.

Key

Exceptional
High
Moderate
Little
Neutral
Intrusive



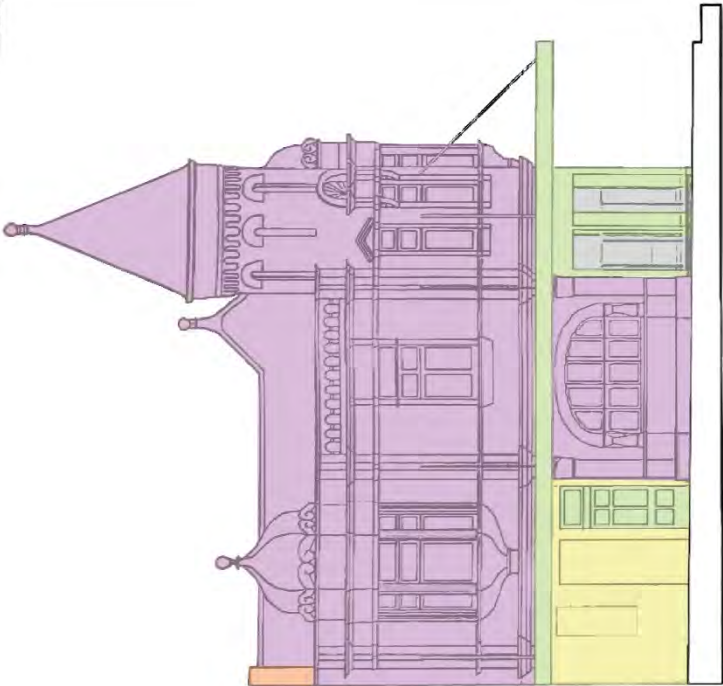
Hay Street (North) Elevation

SIGNIFICANCE RANKING

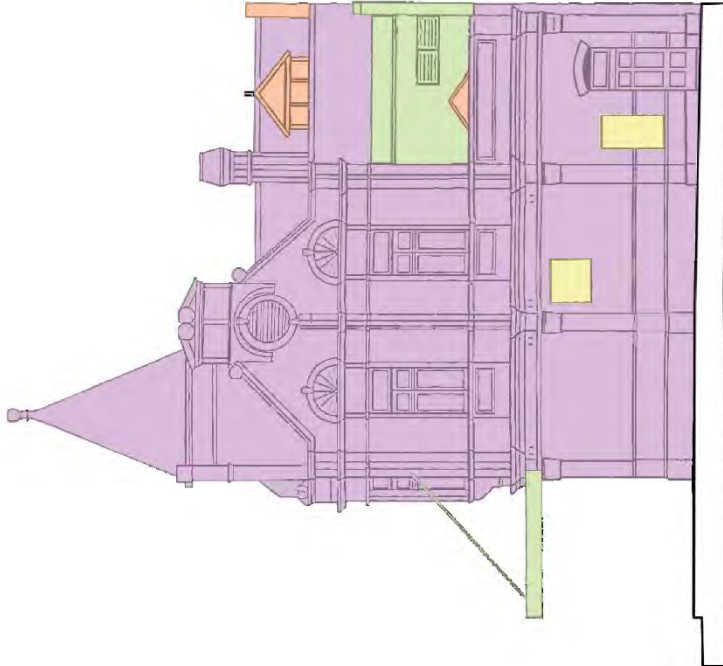
Parker Lane & Parker Street Elevations

Grading refers to the significance of the overall form, and space. For significance ranking of fabric, refer to the Schedule of Elements in Section 5.7.

- Key**
- Exceptional
 - High
 - Moderate
 - Little
 - Neutral
 - Intrusive



Parker Street (East) Elevation



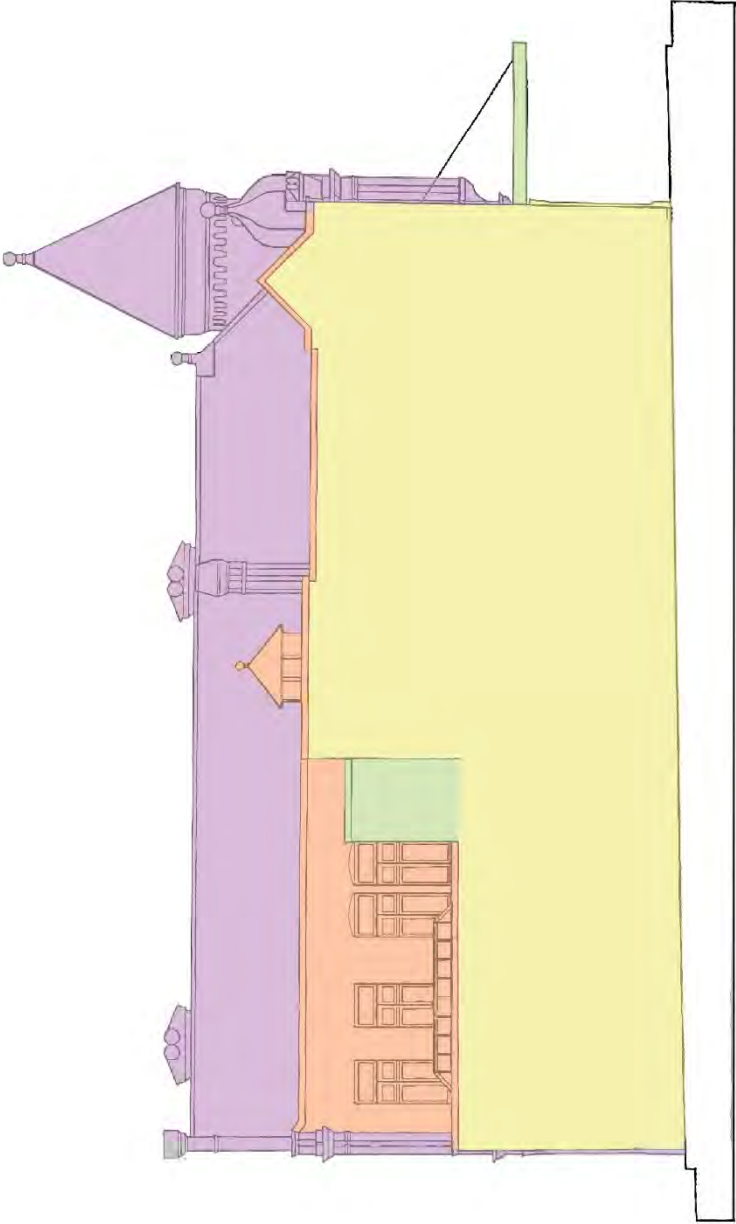
Parker Lane (West) Elevation

**SIGNIFICANCE
RANKING**

South Elevation

*Grading refers to the
significance of the
overall form, and space.
For significance ranking
of fabric, refer to the
Schedule of Elements in
Section 5.7.*

- Key**
- Exceptional
 - High
 - Moderate
 - Little
 - Neutral
 - Intrusive



South Elevation

5.7. SCHEDULE OF SIGNIFICANT ELEMENTS

Various elements of the place have been graded below in relation to their contribution to the overall heritage significance of the place. Elements include buildings, structures and other elements located within the curtilage of the place.

Table 13 – Schedule of Significant Elements

Element	Description	Phase	Grading
General			
Overall form and configuration			
Principal form	General form of the original building including principal elevations and roofscape	2	Exceptional
Flat roof (south-east corner)	First floor addition replacing former skylights over original public lavatories	5	Little
Roof			
Form	Overall form of gable, ogee (oriel windows) and conical (turret) roofs	2	Exceptional
	Skylight forms (reconstructed)	3-5	High
Structure	Timber structure (repaired)	2 & 4	Moderate
Cladding/Materials	Gable Roof – Zinalume sheeting and ridge capping (originally slate)	5	Moderate
	Gable Roof – Zinc finial	2	High
	Ogee Roofs – Muntz Metal & Zinc Finials	2/3?	High
	Conical Roofs - Copper (originally slate)	4	Moderate
	Skylights – Glazing, louvres and framing (reconstructed)	5	Moderate
	Roof membrane to first floor infill addition	5	Little
West, North and East Elevations generally	Original elevation form and details	2	Exceptional
	Rendered and modified portion of ground floor of east elevation (existing fire stair exit)	2 and 5	Moderate/ Little
South Elevation	First floor original elevation form and details	2	High
	Rendered portions of elevation with original brickwork	2 and 5	Moderate/ Little
	Later additions/WC	5	Little

Element	Description	Phase	Grading
External Fabric			
Brick			
West, North and East Elevations	Original red face brickwork and moulded details including inverted castellations and pilasters	2	Exceptional
Southern elevation	Replacement bricks (matching original)	3-5	Moderate
	Repairs	3-5	Neutral
	Original red face brickwork (exposed)	2	High
	Original commons brickwork to first floor southern elevation wall (surrounding skylight)	2	Moderate
	Later render on brick	5	Neutral
	Replacement red face brickwork (matching original)	3-5	Moderate
	Repairs to brickwork	3-5	Neutral
Sandstone	All sandstone elements including coping (excluding on south elevation), pediments, cornices, window heads, window mullions, window sills, string courses, mouldings, arches, keystones and pilasters	2	Exceptional
	Sandstone coping on South Elevation	5	High
	Replacement stone	5	Moderate
	Epoxy and cement render patching	2	Neutral
Terracotta	All terracotta details, including column capitals, trusses, freizes, window heads, readed shafts and undersills	2	Exceptional
	Later terracotta vents	3-5	Moderate
Brick Chimney	Original (capped and fireplaces removed)	2	Exceptional
Awning	Iron awning including original tie rods (1935)	3	Moderate
	Skylight over main door	5	Little
	'Cyril's Fine Foods' painted sign on Parker Lane	4	Moderate
	Suspended signs	5	Neutral
Windows			
West, North and East Elevations, First Floor	Original timber framed casement and hopper windows	2	High

Element	Description	Phase	Grading
East Elevation, Ground Floor	Original leadlight multi-coloured glazing in highlights	2	High
	Replaced clear glazed panels	3-5	Moderate
	Arched timber framed window with pediment and glazed colour panes	2	High
		5	
South Elevation, First Floor	Reconstructed timber framed windows with clear glazing to casement windows and hopper leadlight highlights		Moderate
Doors	Original double-leaf timber doors at Hay Street	2	High
	Reconstructed timber door at fire stair exit on Parker Street	5	Neutral
	Reconstruction timber door with highlight at Parker Lane	5	Moderate
Shop Fronts (north elevation)	Metal framed and glass shop fronts to all tenancies at ground floor	5	Neutral
Turret Corner (ground floor)	Modified ground floor of turret, with rendered brick structure	3-4	Little
Foundation Plaque	Marble foundation plaque with inscription 'Erected by the Municipal Council of Sydney W.P. Manning 19 Mayor 93'	2	High
Painted Sign	Historic painted advertisement on Parker Lane elevation	3/4	Moderate
Infilled Openings	Original and early infilled openings (rendered) located on Parker Street and Lane elevations	2/3 filled in 5	Moderate
Lead Weatherings	Secured on sandstone coping	5	Neutral
Tie rod Fixings	Early tie rod fixings remaining from early awning located on Hay Street (north) and Parker Street (east) elevation	2	Moderate
Down pipes	Original/ early down pipes	2	Moderate
	Later metal downpipes	3-5	Neutral
	Modifications to brick/sandstone to accommodate down pipes	3-5	Intrusive

Element	Description	Phase	Grading
Internal Fabric			
Internal Walls	Original brick rendered walls	2	Moderate
	Later brick rendered walls	3-5	Neutral
	Plasterboard partition walls	4-5	Neutral
Tenancy fitouts	All contemporary fitouts in Tenancy 1, 2, 3 and 4	5	Neutral
Awning tie rods	Awning tie rods which run through the first floor including steel support beam in turret	3	Little
Cast Iron Column	Original cast iron columns located in north-east corner of ground and first floor	2	High
Main Stair	Stair located at rear Tenancy 3 in location of original staircase	5	Moderate (location) Neutral (fabric)
Fire Stair	Concrete fire stair at south-east corner of building	5	Little
Lift Core	Later lift core and lift	5	Little
Floors			
Structure	Remaining original/early floor structure	2	Moderate
Finishes	All contemporary floor finishes including timber floorboards, tiles, vinyl, concrete	5	Neutral
Ceilings	All contemporary ceilings finishes including suspended plasterboard and corrugated metal sheeting	5	Neutral
Bathrooms	Bathrooms including fittings, fixtures and finishes	5	Neutral
Views			
Refer to Section 5.3			

6. HERITAGE LISTINGS & STATUTORY OBLIGATIONS

6.1. HERITAGE LISTINGS

6.1.1. General Heritage Listings

The following heritage listing apply to the subject site.

Table 14 – Heritage Listings

Type of Listing	Name of Item	Assessed Level of Significance
STATUTORY LISTINGS		
World Heritage List under the World Heritage Convention (places of outstanding universal value)	Not applicable	
National Heritage List under the <i>Environment Protection and Biodiversity Conservation Act 1999</i> (natural and cultural places of outstanding heritage value to the nation)	Not applicable	
Indigenous Heritage under the <i>Aboriginal Cultural Heritage Act 2003</i> (places that hold great meaning and significance to Indigenous people)	Not applicable	
Commonwealth Heritage List under the <i>Environment Protection and Biodiversity Conservation Act 1999</i> (natural, Indigenous and historic heritage places on Commonwealth lands and waters or under Australian Government control)	Not applicable	
State Heritage Register (SHR) under the <i>Heritage Act 1977</i> (items of state significance)	Municipal Building Item No 00693	State
Sydney Local Environmental Plan 2012 Schedule 5 Environmental Heritage, Part 1 Heritage items	“Corporation Building” including interior Item No I854*	State
Movable Cultural Heritage	Not applicable	

Type of Listing	Name of Item	Assessed Level of Significance
under the <i>Protection of Movable Cultural Heritage Act 1986</i> (objects that people create/collect that forms an important part of Australia's nation's identity)		
Register of the National Estate (not operational) under the <i>Environment Protection and Biodiversity Conservation Act 1999</i> (items of local, state or national significance)	Corporation Building Place ID 1813 Place File No 1/12/036/0026 Registered 21/03/1978	Historic
NON-STATUTORY LISTINGS		
Haymarket/Chinatown Special Character Area under the Sydney Development Control Plan 2012	Yes, within the special character area	
National Trust of Australia (items of local, state or national significance)	Corporation, Formerly Municipal, Building ID 6304	
Institution of Engineers Australia (no official register but informal list of buildings that have heritage value)	Not applicable.	

State Heritage Register – Curtilage

The State Heritage Register (SHR) curtilage is shown in Figure 145. The extent of the existing SHR curtilage is limited to the lot boundary of the site.

Sydney LEP 2012 Heritage Map

The Corporation Building as listed under the Sydney LEP 2012 is shown in Figure 146.

The Corporation Building is also located within the Haymarket/Chinatown Special Character Area, as indicated in the Sydney LEP 2012, Section 2.1.3.

Heritage Council of New South Wales

PLAN

Under the Heritage Act, 1977

Description: *Crown Land bounded by Parker Lane, Hay Street, Parker Street and Lot 32, D.P. 192296 Sydney "The Municipal Building"*

Municipality: *City of Sydney*

Locality: *Sydney*


Parish of *St Leonards*

County of *Cumberland*

Scale *1:400*



COMPILED FROM INFORMATION IN	FILE REFERENCE	PLAN APPROVED	PLAN NUMBER
<i>S84/676</i> BY <i>J.V.</i> DATE <i>19-6-84</i>	<i>H.C.33055</i>	<i>Chris Galt</i> for SECRETARY, HERITAGE COUNCIL	<i>H.C. 1743</i>

THIS IS THE PLAN REFERRED TO IN ~~INTERIM~~ PERMANENT CONSERVATION ORDER No. *697*
N S W. GOVERNMENT GAZETTE No. *60* OF *11TH* AUGUST, *1969*
SUBJECT LAND SHOWN THIS 

FORM H2

Figure 145 – Existing State Heritage Register NSW Curtilage for the 'Municipal Building'.

Source: State Heritage Register Inventory form for 'Municipal Building',
<https://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=5045561#ad-image-9>

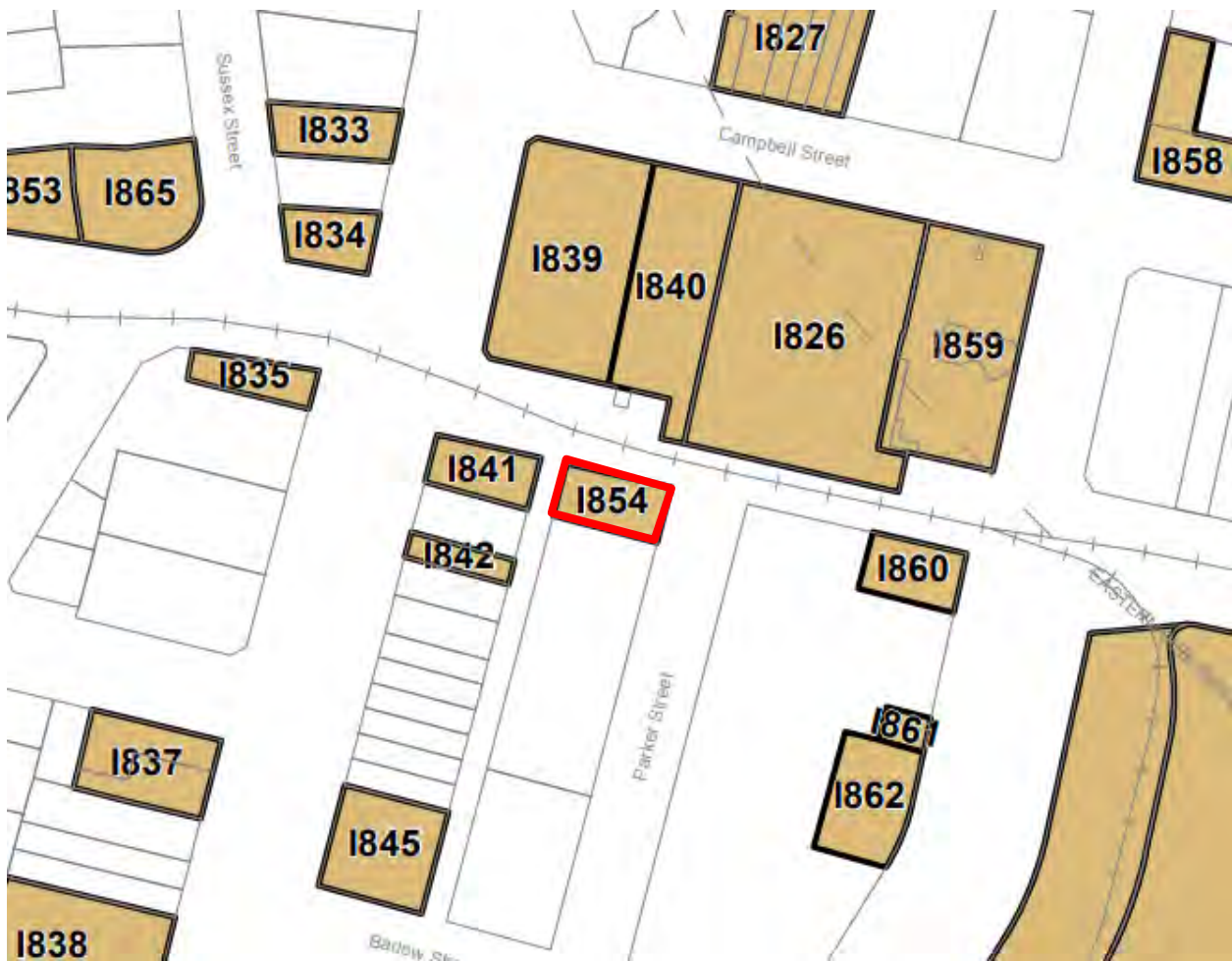


Figure 146 – Extract from the Sydney LEP Heritage Map showing the subject site outlined in red.

Source: Sydney LEP 2012, Heritage Map – Sheet HER_015



Figure 147 – Haymarket/Chinatown Special Character Area, with the location of the Corporation Building outlined in blue

Source: Sydney LEP 2012, 2.1.3 Haymarket/Chinatown Special Character Area

6.2. STATUTORY OBLIGATIONS

Works to the Corporation Building may require particular approvals depending on the nature of proposed works. Key commonwealth, state and local legislation, plans, policies and programs and committees affecting the management of the place are described below. This Section should be referred to in addition to other management plans for the site.

6.2.1. Commonwealth Government Legislation & Policies

Environmental Protection and Biodiversity Conservation Act 1999

The *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) is the Australian Government's environment and heritage legislation. This act is triggered by developments or actions that will have a significant impact on matters of National environmental significance, including world heritage areas, Commonwealth marine areas, nationally threatened species and communities and migratory birds. The EPBC Act includes a process for assessment of proposed actions that have, or are likely to have, a significant impact on matters of national environmental significance. These actions require approval from the Commonwealth Minister, Environment and Heritage.

The Register of the National Estate (RNE) was previously a statutory heritage register under the EPBC Act. The RNE is a list of natural, Indigenous and historic heritage places throughout Australia. It was established under the *Australian Heritage Commission Act 1975* and in 2004 the responsibility for maintaining the Register shifted to the Australian Heritage Council under the *Australian Heritage Council Act 2003* (AHC Act).

Following amendments to the AHC Act the RNE was frozen in February 2007, which means that no new places can be added or removed. It continued as a statutory register until February 2012. The RNE is maintained on a non-statutory basis as a publicly available archive.

A new national heritage system was established in January 2004 under the EPBC Act. This led to the introduction of the National Heritage List, which recognises and protects places of outstanding heritage to the Nation, and the Commonwealth Heritage List, which includes Commonwealth owned or leased places of significant heritage value.

The Corporation Building is not listed on the National and/or Commonwealth Heritage Lists.

National Construction Code / Building Code of Australia

The National Construction Code (NCC), incorporating the Building Code of Australia (BCA) is a national set of building regulations with some state-specific variations. The performance requirements of the BCA are mandatory, although the introductory sections of the Code make clear that not all requirements will apply to a given case. The Code also includes 'deemed-to-satisfy' requirements which are accepted as meeting the performance requirements. However, the Code also makes provision for alternative solutions to meet the performance requirements, subject to satisfactory verification.

Under the *Environmental Planning and Assessment (EP&A) Regulation 2000*, all new building work must be carried out in accordance with the BCA. In the case of an existing building, there is generally no requirement to comply with the BCA unless works are being carried out. However, where works (in particular alterations or additions) are proposed to the place, the building will need to comply on completion with the relevant [performance] requirements of the Building Code of Australia (EP&A Act Regulation Clause 145). In addition, where an existing building has a change of use, the structural capacity and fire safety of the building must be appropriate for the new use, while for a building which undergoes alterations without a change of use, the structural capacity and fire safety of the building must not be reduced by the work (EP&A Act Regulation Clause 143).

In certain circumstances, exemption can be obtained from the requirements of the BCA under Clause 187 of the EP&A Regulation. Because in most cases there will be an acceptable alternative solution to satisfy the performance requirements of the BCA, applications for exemption are sought comparatively rarely. If such an application is contemplated, it should be sought at development application stage. The Fire, Access and Services Advisory Panel of the Heritage Council of NSW may be able to assist in resolving conflicts between heritage and regulatory requirements.

6.2.2. State Government Legislation & Policies

Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (EPA Act) governs strategic planning and development assessment processes undertaken by State and Local Government in NSW. Development approval for works may be required under Part 3A, Part 4 or Part 5 of the Act.

It is necessary in most cases to submit a development application to the relevant Local Council for permission to erect or alter a building, demolish a building, or change the use of an existing building. This does not apply to a building proposal defined as an 'Exempt Development'. Six categories of development are defined by the new legislation: Exempt Development, Complying Development, Local Development, Integrated Development, Designated Development and State Significant Development.

Approval is required under this Act for alterations and additions to the Corporation Building. A Review of Environmental Factors (REF) is prepared in most instances to address relevant approvals and consultation requirements under the EPA Act. Independent heritage advice or assessment may be required if works are likely to impact on the overall heritage significance of the place or elements identified in this report as being of exceptional or high significance. A heritage impact statement is generally required to accompany development applications for works to a heritage item, to assess the likely impact of the works on the heritage significance of the item.

Heritage Act 1977

The *Heritage Act* is administered by the NSW Office of Environment and Heritage. The purpose of the *Heritage Act* is to ensure cultural heritage in NSW is adequately identified and conserved. Items of significance to the State of NSW are listed on the NSW State Heritage Register (SHR) under the Act.

The Corporation Building is listed as a heritage item of state significance on the SHR.

Minimum Standards of Maintenance and Repair

Under section 118 of the *Heritage Act*, the agency has the power to impose minimum standards with respect to the maintenance and repair of buildings, works and relics that are listed on the State Heritage Register or within a precinct that is listed on that Register. The minimum standards include:

- Yearly Inspections by a suitably qualified person;
- Provision of Weather Protection;
- Fire Protection (and additional fire protection for unoccupied buildings);

- Security (and additional security for unoccupied buildings);
- Essential maintenance and repair; and
- The preparation of a Conservation Management Plan.

An endorsed Conservation Plan can impose additional standards of maintenance and repair.

Historical Archaeology

In New South Wales, historical archaeological sites are protected under the *Heritage Act*. 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.'

Amendments to the *Heritage Act* made in 2009 have changed the definition of an archaeological 'relic' under the Act. A relic is now an archaeological deposit, resource or feature that has heritage significance at a local or State level. The definition is no longer based on age. 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 *Heritage Act* requires that historical archaeological sites and 'relics' are managed in accordance with permits issued by the Heritage Council of NSW. The consent of the Heritage Council is required before any archaeological 'relics' are disturbed. An archaeological site is an area which contains one or more archaeological 'relics'.

Permits to Excavate or Disturb Land

Under the *Heritage Act* (as amended), an application needs to be made to the NSW Heritage Council in the event that it is proposed to disturb or excavate any land in NSW that is likely to contain archaeological remains.

As the Corporation Building is listed on the State Heritage Register, under the *Heritage Act 1977*, a Section 60 application would be required for works to the building. A Section 140 application is required to obtain a permit to excavate.

Archaeological Exceptions/Exemptions

In some circumstances a full excavation permit as listed above may not be required when excavating land in NSW. Usually this is where works are only minor in nature, and will have minimal impact on the heritage significance of the place.

In such instances, an application for an exemption under s57 of the *Heritage Act 1977* may be appropriate. This is to be determined by a suitably qualified archaeologist, and will depend upon the nature, scale and location of the works proposed.

Section 170 Heritage and Conservation Register

Under Section 170 of the Act, all government instrumentalities are required to establish and maintain a Heritage and Conservation Register that details each item of environmental heritage that the agency owns or occupies. The Register should include cultural and natural heritage places. This Register comprises individual inventory entries for each item or place that has been identified to be of heritage significance.

The Corporation Building is not listed as a heritage item on a Section 170 Register.

National Parks and Wildlife Act 1974

The *National Parks and Wildlife Act 1974* (NSW) (the 'NPW Act') is the primary piece of legislation for the protection of Aboriginal cultural heritage in New South Wales. The Office of Environment and Heritage (OEH) administers the NPW Act. The NPW Act provides statutory protection for Aboriginal objects by making it illegal to harm Aboriginal objects and Aboriginal places, and by providing two tiers of offence against which individuals or corporations who harm Aboriginal objects or Aboriginal places can be prosecuted. The NPW Act defines Aboriginal objects and Aboriginal places:

Aboriginal object means 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.

Aboriginal place means any place declared to be an Aboriginal place under Section 84. The highest tier offences are reserved for knowledgeable harm of Aboriginal objects or knowledgeable desecration of Aboriginal places. Second tier offences are strict liability offences—that is, offences regardless of whether or not the offender knows they are harming an Aboriginal object or desecrating an Aboriginal place—against which defences may be established under the National Parks and Wildlife Regulation 2009 (NSW) (the ‘NPW Regulation’).

Section 87 of the NPW Act establishes defences against prosecution under Section 86 (1), (2) or (4). The defences are as follows:

- An Aboriginal Heritage Impact Permit (AHIP) authorising the harm (s87(1)); and
- Exercising due diligence to establish Aboriginal objects will not be harmed (s87(2)).

Due diligence may be achieved by compliance with requirements set out in the National Parks and Wildlife Regulation 2009 (the NPW Regulation) or a code of practice adopted or prescribed by the NPW Regulation (s87(3)).

State Environmental Planning Policies

State environmental planning policies (SEPPs) deal with issues to the state and people of New South Wales. Various SEPPs may apply to development at the Corporation Building.

6.2.3. Local Government Legislation & Policies

Sydney Local Environmental Plan 2012

A Local Environmental Plan (LEP) is the principal legal document for controlling development and guiding planning decisions made by Council. Sydney Local Environmental Plan 2012 (Sydney LEP 2012) commenced on 14 December 2012 and is the current local environmental plan. Schedule 5 Environmental heritage of the planning instrument lists heritage items and heritage conservation areas within the local government area.

The Corporation Building is listed as a heritage item under Schedule 5 of the Sydney LEP 2012.

The LEP requires consent for certain types of development (including development affecting heritage items) and the consent authority, in considering any proposed development, must have regard to the relevant aims, strategies and principles contained in this plan. Heritage provisions for the City of Sydney Council area are incorporated under Part 5 Miscellaneous Provisions, *Clause 5.10 Heritage Conservation* of the instrument. Sub-clause (2) details consent required for certain development as outlined below:

Development consent is required for any of the following:

(2) Requirement for consent

(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):

(i) a heritage item,

(ii) an Aboriginal object,

(iii) a building, work, relic or tree within a heritage conservation area,

(b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,

(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,

(d) disturbing or excavating an Aboriginal place of heritage significance,

(e) erecting a building on land:

(i) on which a heritage item is located or that is within a heritage conservation area, or

(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,

(f) subdividing land:

(i) on which a heritage item is located or that is within a heritage conservation area, or

(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.

Heritage Floor Space

Clause 6.10 of the Sydney LEP 2012 allows Council to award heritage floor space in order to provide an incentive for the conservation and on-going maintenance of heritage buildings within Central Sydney.

In accordance with Clause 6.10(2), Council may award heritage floor space in respect of a person if the following provisions are met:

(2) Creation of heritage floor space

The Council may record in the register an amount of heritage floor space in respect of a person if:

(a) the person is the owner or the nominee of the owner of a building that is a heritage item shown marked “” in Schedule 5 (a heritage building), and*

(b) the heritage building is on land in Zone B8 Metropolitan Centre, and

(c) conservation works have been carried out on the heritage building and have been completed in accordance with a heritage conservation management plan approved for the building by the consent authority, and

(d) a covenant is registered that prevents development that increases the total gross floor area of all buildings on the site on which the heritage building is located or that increases the height of the heritage building, and

(e) an amount of heritage floor space has not been recorded in the previous 25 years (under this clause or under a similar scheme in force before the commencement of this Plan) in respect of the heritage building, and

(f) no other building has utilised floor space that was available to it only because, at the time the floor space was utilised, the building was on a site that included the heritage building or that included part of the site occupied by the heritage building.

The Corporation Building is listed as Item No: I854* in Schedule 5 of the SLEP 2012 and is also located in the B8 Metropolitan Centre Zone. The Corporation Building satisfies the requirements and is eligible to be awarded HSF.

Sydney Development Control Plan 2012

A Development Control Plan (DCP) is a non-statutory document that supports the LEP with more detailed planning and design guidelines.

The purpose of the Development Control Plan (DCP) is to supplement the Sydney Local Environmental Plan (LEP) 2012 and provide more detailed provisions to guide development. The DCP has been made in accordance with Section 74C of the *Environmental Planning & Assessment Act 1979* and must be read in conjunction with the provisions of Sydney LEP 2012.

Heritage item provisions are predominantly considered in the general provisions of the DCP in section 3, and specifically section 3.9 Heritage (although this is not exhaustive). The DCP acknowledges that heritage conservation does not preclude change but rather responds to different constraints and opportunities. The DCP aims to ensure that the significant elements of the past are appropriately managed and respected by new development, with the underlying principles being that:

- Change should be based on an understanding of heritage significance; and
- The level of change should respect the heritage significance of the item or area.

The intention of these provisions is to ensure that decisions about change are made with due regard to heritage significance, and that opportunities to improve the understanding and appreciation of this significance are taken.

In summary, where new works or uses are proposed to the building, specific provision within the DCP should be considered including but not limited to the provisions for heritage items in Section 3.9.1-3.9.5.

This report lists the provisions at the time of preparing this report and reference should be made to the current instrument in conjunction with any proposed works.

Special Character Area - “Haymarket/Chinatown Special Character Area” (2.1.3)

Section 2.1 of the DCP provides a number of “Special Character Areas” within Central Sydney. The Corporation Building is located within the “Haymarket/Chinatown Special Character Area” identified in the DCP Section 2 Locality Statements 2.1.3. The special character statement and principles for the management of the area is as follows:

Principles:

(a) Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles.

(b) Retain and enhance the urban character and scale of the Haymarket locality by requiring new buildings to:

i. be built to the street alignment;

ii. have street frontage heights consistent with the prevailing form of heritage items in this Special Character Area; and

iii. have building setbacks above those street frontage heights.

(c) Maintain a high level of daylight access to the street by restricting building height and bulk.

(d) Recognise and enhance the diversity of uses in the area.

(e) Maintain and reinforce permeability within the area and the intricacy of the urban fabric by retaining the existing significant lanes, original street pattern, special corner treatment, small allotments and narrow frontages, and encouraging through site links.

(f) Reinforce the distinct topography of the area by maintaining the layering of development when viewed from Darling Harbour with the City’s higher buildings in the background.

(g) New development is to maintain and enhance vistas within the area to Darling Harbour.

(h) New development is to maintain and enhance vistas east along Valentine Street to Christ Church St. Lawrence at 814A George Street, Haymarket.

(i) Maintain and enhance the existing vista to the Anglican Church of St Laurence along Valentine Street.

(j) Facilitate the activation of Douglass Street & Douglass Lane and Eagar Street Lane for increased public use.

Section 5.1.9 Award and Allocation of Heritage Floor Space

Section 5.1.9 of the *Sydney Development Control Plan 2012* (SDCP 2012) relate to the 'Award and allocation of heritage floor space'. The award and allocation procedures include (amongst others):

"the ability for the owner of a heritage building, subject to meeting certain criteria, to be awarded development potential known as Heritage Floor Space after completing conservation works to that building;"

The award of HFS is restricted to buildings that are listed in their entirety as heritage items in Schedule 5 of the Sydney LEP 2012.

6.2.4. Approvals and Consent – Types of Applications

Approvals for Works

Approvals and consent for works are required from the City of Sydney and the NSW Heritage Council

Council of City of Sydney

Approval is required from the City of Sydney for any proposed works to state listed heritage items. Part 3 Exempt and Complying development under the Sydney LEP 2012, does not apply to State listed heritage items under the LEP 2012.

NSW Heritage Council

Approvals are required for works to State listed heritage items, except where exemption apply for maintenance or minor works as per the NSW Heritage Division Guidelines.

Types of Applications

Integrated Development

Under the *Environmental Planning and Assessment Act*, the process of Integrated Development requires applicants to use the following process for SHR listed properties:

- The City of Sydney will refer the application to the NSW Heritage Division (and other State agencies if required).
- If approval is granted by the NSW Heritage Division, this approval will be included in the City of Sydney development consent conditions.

This section only applies to works where development consent of the City of Sydney and Heritage Council approval is required.

City of Sydney Council

The following provisions from Clause 5.10 of the LEP 2015 dictate the necessity for consent for works from City of Sydney Council.

(1) Objectives

The objectives of this clause are as follows:

- (a) to conserve the environmental heritage of the City of Sydney,*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*
- (c) to conserve archaeological sites,*
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.*

(2) Requirement for Consent

Development consent is required for any of the following:

- (a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):*
 - (i) a heritage item,*

- (ii) an Aboriginal object,
- (iii) a building, work, relic or tree within a heritage conservation area,
- (b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,
- (c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,
- (d) disturbing or excavating an Aboriginal place of heritage significance,
- (e) erecting a building on land:
 - (i) on which a heritage item is located or that is within a heritage conservation area, or
 - (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,
- (f) subdividing land:
 - (i) on which a heritage item is located or that is within a heritage conservation area, or
 - (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.

(3) When consent not required

However, development consent under this clause is not required if:

- (a) the applicant has notified the consent authority of the proposed development and the consent authority has advised the applicant in writing before any work is carried out that it is satisfied that the proposed development:
 - (i) is of a minor nature or is for the maintenance of the heritage item, Aboriginal object, Aboriginal place of heritage significance or archaeological site or a building, work, relic, tree or place within the heritage conservation area, and
 - (ii) would not adversely affect the heritage significance of the heritage item, Aboriginal object, Aboriginal place, archaeological site or heritage conservation area.

NSW Heritage Council

Prior to commencement of any works, assessment of works is to be completed. All work falls into one of the three below categories:

- Exempt and requiring no notification to the Director, Heritage Division (repairs and maintenance).
- Exempt and requiring exemption application to be submitted to the Director, Heritage Division (minor works).
- Requiring a Section 60 application to be submitted to the Heritage Council (major works).

Any major works proposed for SHR items need to be assessed and approved by the Heritage Council via a Section 60 application to ensure that the heritage significance of the item will not be adversely affected.

However, if the works are only minor in nature and will have minimal impact on the heritage significance of the place, the Heritage Act allows the Minister for Heritage, on the recommendation of the Heritage Council, to grant exemptions for certain activities which would otherwise require approval under Section 57 (2) of the *NSW Heritage Act*. Advice by a suitably qualified heritage consultant may be required to determine if the works are 'minor'.

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

- Standard Exemptions for all items on the State Heritage Register as outlined in Appendix B. Typical activities that are exempted include building maintenance, minor repairs, alterations to certain interiors or areas and change of use.

- Site Specific Exemptions. No Site Specific Exemptions have been granted for the Corporation Building.

6.3. MANAGEMENT PLANS & GUIDELINES

The Sydney LEP and DCP 2012 require the preparation of a recent Conservation Management Plan before applications for major change are considered or lodged for statutory approval. This Conservation Management Plan sets out policy recommendations to conserve the significant values associated with the subject site.

In addition to a CMP most heritage legislation requires the preparation on a statement of heritage impact to accompany development applications and notifications associated with exempted works. Policies have also been included in this document concerning heritage impact statements.

This Conservation Management Plan revises the previously prepared report for the site:

- Howard Tanner & Associates Pty Ltd, *Conservation Study of The Corporation Building 181-187 Hay Street Sydney (also known as the Municipal Building) (1990).*

7. OPPORTUNITIES & CONSTRAINTS

7.1. INTRODUCTION

The conservation planning process established by *The Burra Charter* of Australia ICOMOS guidelines (refer Article 6 which defines *The Burra Charter Process*) requires that relevant constraints be identified as part of the process for developing conservation policies for places of significance. These constraints include:

- Obligations arising from the cultural significance of the place;
- Physical constraints of the place, including environmental factors and the physical condition of the fabric;
- Relevant statutory and non-statutory controls;
- Owner's needs, resources and other external constraints; and
- Obligations involved in undertaking research, maintaining records and communicating the heritage values of the place.

The assessment of the following specific constraints and opportunities will result in appropriate policies for the Corporation Building.

7.2. OBLIGATIONS ARISING FROM STATUTORY AND NON-STATUTORY REQUIREMENTS

Approvals for works to the site may be required under the EP&A Act or the *Heritage Act* as outlined above in Section 6. This section should be referred to prior to undertaking any works. Any future proposed changes to the site must be undertaken in accordance with the relevant planning legislation, the Heritage Division provisions, the best practice principles of *The Burra Charter* and with reference to the provisions of this CMP.

As the Corporation Building is listed on the SHR it is required to be maintained in accordance with the *Minimum Standards of Maintenance and Repair* under Section 118 of the *Heritage Act 1977* and the *Heritage Regulation 2012*.

Where new works are proposed, compliance with the Building Code of Australia / National Construction Code and Australian Standard AS1428 (Universal Access) may also be required as outlined in Section 6.2. Any strategies or solutions to ensure that components of the subject Corporation Building comply with the BCA/ NCC or AS1428 should be driven by the cultural significance of the place. Where necessary, alternative solutions and performance based outcomes should be pursued to ensure the intent of the code is met without adversely impacting on significant fabric. Professional advice should always be obtained. Due to the complex nature of heritage sites, 'deemed to comply' design solution approved by BCA or access consultants may be used to satisfy the intent of the Standard.

7.3. THE BURRA CHARTER

The Burra Charter (the Australia ICOMOS Charter for the Conservation of Place of Cultural Significance) contains principles on conservation of significant places. *The Burra Charter* provides nationally accepted principles for the conservation of places of cultural significance. *The Burra Charter* has been included in Appendix A for reference.

The *ICOMOS Burra Charter 2013* adopted by Australia ICOMOS, establishes the nationally accepted principles for the conservation of places of cultural significance. Although *The Burra Charter* is not cited formally in an Act, it is nationally recognised as a document that shapes the policies of the Heritage Council of NSW. The document provides the underlying methodology by which works to heritage items of all levels of significance are undertaken and provides the guidelines for the management of heritage items. The Corporation Building is of demonstrated cultural significance, and therefore, procedures for managing changes and activities at the site should be in accordance with the recognised conservation methodology of *The Burra Charter*.

A copy of *The Burra Charter* is attached at Appendix A, and is available via the following link:
<http://australia.icomos.org/wp-content/uploads/The-Burra-Charter-2013-Adopted-31.10.2013.pdf>



Figure 148 - *The Burra Charter Process* (flow chart showing the steps in planning for and managing a place of cultural significance, with Key articles relevant to each step shown in the boxes)

Source: *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, 2013.

7.4. OBLIGATIONS ARISING FROM HERITAGE SIGNIFICANCE

This CMP provides an analysis of the significance of the subject building in its present form. It has been determined that the building is significant at state level for its aesthetic, rarity, and representative values and at a local level for its historical, associative, social and research potential values (refer Section 5.1).

This places an obligation on the owners, occupiers and users of the building and any other stakeholders responsible for, or involved in, the maintenance and management of the building to conserve this identified significance. This includes the building façades and form, nominated internal and external fabric, individual spaces, elements and structures of the building as identified in Section 5.6 and 5.7.

Any future proposed changes to the building must be undertaken in accordance with the Sydney LEP and DCP 2012, *The Burra Charter* and with reference to the provisions of this CMP and further should seek to retrieve lost elements and restore the buildings previous significance and character. The significance of the site is summarised above in Section 5.2.

Specific policies for the treatment of the fabric have been set out below in Section 8. However, general constraints in relation to the elements, fabric and spaces of heritage significance include:

- The Statement of Significance embodies the core heritage values of the building and all future decisions and works to the building must be guided by the Statement of Significance and the identified significant spaces, fabric and building elements identified in this CMP, together with any additional detailed research and assessment. The significance is defined in Section 5.2 of this report with a Schedule of Significant Elements provided in Section 5.7. Fabric and spaces of moderate or higher significance should generally be retained and conserved and with consideration for policies herein.
- Management and maintenance of the asset should aim to conserve its heritage significance to the greatest extent feasible whilst facilitating appropriate ongoing use.
- Works should be undertaken in accordance with the principles of the *Australia ICOMOS Burra Charter*.
- The contribution that the building makes to the George Street and Hay Street streetscapes should be retained and conserved.
- The buildings current envelope and significant character as a 19th century Italianate/Palazzo commercial building should be retained and conserved. No removal of fabric which contributes to the overall form of the building or its character should occur.
- Works to achieve compliance or environmental performance standards should be carefully considered in conjunction with heritage advice.

7.5. OBLIGATIONS ARISING FROM THE CONDITION AND INTEGRITY OF FABRIC AND PHYSICAL EVIDENCE

The separate document *Corporations Building Condition Assessment* (13 December 2018) by Mott Macdonald provides a brief analysis of the condition of the building in its present form. It has been determined that in general terms, the significant fabric and structure are in a fair to good condition.

Based on the existing condition of the Corporation Building, the following works are recommended to be carried out:

- Consult a stonemason to assess the condition of discoloured and degraded sandstone in the facade;
- Repoint between coping stones and install flashing over coping stones to protect sandstone and bricks from shed rainwater.
- Carry out opening up works as needed to allow inspection of first floor and ground floor framing. Removal of ceiling linings or floor boards may be necessary if existing hatches do not allow sufficient access for inspections.
- Carry out inspection of awning framing and fixings to base building.

- Engage a roofer to inspect the roof structure and advise on how to achieve water tightness. Reroofing of the building may be required.
- Inspect and test all rainwater goods, replace, repair or unblock where necessary.
- Test all inground storm water to ensure that storm water can get away from the building. Replace, repair or unblock as needed.

General constraints and opportunities in relation to condition of the fabric include:

- The process for conservation should be informed by the relative condition of the fabric, the level of documentary and historical evidence associated with the fabric and significance gradings.
- Conservation of the building fabric should be managed in accordance with the conservation policies in Section 8.
- Management and maintenance of the asset should aim to conserve its heritage significance to the greatest extent feasible. Works should be sympathetic to highly significant fabric and repairs should be undertaken over replacement, if possible. Where required works to significance fabric should be undertaken as a priority and in situ in preference to removal and reinstatement.
- Impact on highly significant fabric should be considered and the appropriate approvals sought.
- Any repair, conservation or reconstruction works to significant elements or facades should be undertaken with appropriate supervision by a suitably qualified heritage consultant /architect and/ or relevant materials specialist/s or conservator.
- Owners, occupiers and stakeholders responsible for and involved in the maintenance and management of the building should be aware of the identified significance and aim to conserve and enhance this significance as well as identified significant internal and external fabric and spaces.
- Works to achieve compliance or environmental performance standards should be carefully considered in conjunction with heritage advice.

7.6. OWNER REQUIREMENTS

Urbis has been engaged by City of Sydney to prepare this following Conservation Management Plan (CMP) for the Corporation Building as part of a Heritage Floor Space Application. As part of this CMP Urbis has confirmed that a number of conservation and reconstruction works were undertaken in the 2000s.

This CMP has also been prepared to guide any future change to this building. The City of Sydney has not indicated that the use of the Corporation Building will change in the near future.

8. CONSERVATION POLICIES

8.1. WHAT IS A CONSERVATION POLICY?

A conservation policy explains the principles to be followed to retain, conserve, restore or reveal the heritage significance of a place, and how that significance can be enhanced and maintained. This relies on a full understanding of the significance of the place, and a review of the constraints and opportunities arising from that significance.

8.2. ADOPTION, IMPLEMENTATION & REVIEW

8.2.1. Adoption of Conservation Management Plan

Guidelines

- This CMP should be adopted by present and future owners and used as a guide for the management, conservation and maintenance of the place.
- If ownership of the property is transferred, a copy of the CMP should be provided to the new owner. Copies of the completed CMP should also be provided to any lessees of the place.
- All persons responsible for the management and maintenance of the place should be familiar with the significance of the place and the conservation policies in this CMP.
- Conservation works undertaken in accordance with the CMP should only be undertaken in consultation with experienced heritage and conservation professionals.

Policy

- Policy 1. This conservation management plan should be adopted by present and future owners and occupants of the place, and used as a guide for management and conservation, and in conjunction with any proposals for future development or adaptive re-use of the place.
- Policy 2. A copy of this conservation management plan should be provided with the sale of the place and retained on-site at all times, for the use by those responsible for the management and conservation of the place.
- Policy 3. A copy of the CMP should be submitted to the City of Sydney Council and to the NSW Office of Environment and Heritage (OEH) Heritage Division for reference purposes and should be used to assist in the assessment of development applications.
- Policy 4. The policies in this CMP are not to be read in isolation but rather in conjunction and as part of a comprehensive guide to the conservation management of the building.

8.2.2. Statutory Obligations

Background

Various legislation applies to the management of the site (refer to Section 6). The Corporation Building is listed as an item of state heritage significance. Approvals required for the works to the heritage item and exemptions may be required for maintenance or minor works (with notifications and approval required in writing). Approval may also be required for works in the vicinity of the site.

Any works to the property should comply with appropriate legislation, policies and guidelines, as amended from time to time, including but not limited to, the *Heritage Act 1977*, the Building Code of Australia (including the National Construction Code), the *Australia ICOMOS Burra Charter* (revised 2013) and relevant environmental planning documentation of the City of Sydney LEP and DCP as outlined in Section 6 of this document.

Guidelines

- Approval is required for development works to the heritage item from the City of Sydney and the Office of Environment and Heritage (OEH). Reference should be made to this CMP and the requirements set out in the Sydney LEP 2012 to determine the appropriate approvals required for any proposed works.

- Future proposed changes to the building need to be undertaken in accordance with the relevant LEP and DCP. A heritage impact statement may be required to assess any works to the place.
- Any works to make the place comply with National Construction Code (NCC) requirements should be guided by the heritage significance of the place.
- Any works to the place for Building Code of Australia (BCA) / National Construction Code (NCC) compliance purposes may require a heritage impact statement in accordance with the NSW OEH Heritage Division guidelines, and deemed-to-comply solutions may be appropriate. Works should be cognisant of the significance of the place.

Policy

- Policy 5. Any future proposed changes to the site need to be assessed in accordance with the relevant provisions of the Sydney Local Environment Plan and Development Control Plan, the policies of this Conservation Management Plan, and the *NSW Heritage Act 1977*. An archaeological assessment may be required to assess any subsurface works to the site.
- Policy 6. This CMP should be submitted to the City of Sydney Council and NSW OEH Heritage Division as part of any application for new development proposals. Where appropriate or requested, it should be accompanied by a heritage impact statement that assesses the specific impacts of the proposal against relevant legislation and policies in this CMP.

8.2.3. Review of Conservation Management Plan

Background

This CMP should be subject to periodic review to ensure that the document remains relevant to ongoing change and use of the place and statutory compliance and to incorporate updated information.

Guidelines

- This CMP should be reviewed and updated every 5-10 years, or alternatively in conjunction with any major adaptive re-use or development proposal, to remain relevant to ongoing change and use of the place, and statutory compliance. Prior to the review, if substantial change in the management or use of the place is proposed that is not covered by policies in this CMP, then the policy section should be reviewed. Irrespective of the requirement to review the document every 5-10 years, the CMP should remain as a valid basis for on-going heritage management until such reviews are completed.
- Reviews of the CMP should be based on *The Burra Charter* and other guidelines by the NSW OEH Heritage Division. Reviews should also take into account any other relevant legislation, planning frameworks and widely recognised conservation practices and procedures.
- Reviews should be undertaken by experienced conservation practitioners in conjunction with relevant ownership and management representatives.

Policy

- Policy 7. This CMP should be reviewed and updated every 5-10 years to remain relevant to ongoing change and use of the place, and statutory compliance or if substantial alterations and additions are proposed.
- Policy 8. The current NSW State Heritage Register inventory should be updated to reflect the Historical Overview (Section 3) and Statement of Significance (Section 5.2.2) in this CMP.

8.3. MANAGING HERITAGE SIGNIFICANCE

8.3.1. Statement of Cultural Significance

Background

The Statement of Significance included at Section 5.2.2 embodies the core heritage values of the place. All future decisions and works to the property must be guided by the statement of cultural significance and the identified significant spaces, fabric, views, landscape and built elements identified in this CMP, together with any additional detailed research and assessment.

The Corporation Building has significance at state level for its aesthetic, rarity, and representative values and at a local level for its historical, associative, social and research potential values. Various built components

contribute in different ways to the overall significance of the Corporation Building, and the degree of change considered appropriate dependent on the element's assessed level and grading of significance. Elements with a higher grade of significance (ie. Exceptional and High) will have greater constraints for change.

Guidelines

- Owners, occupiers and stakeholders responsible for and involved in the maintenance and management of the place should be aware of the identified significance, and aim to conserve and enhance this significance as well as identified significant internal and external fabric and spaces.

Policy

Policy 9. The Statement of Significance set out in this report is to be accepted as the basis for future conservation of the fabric and values of the place (Section 5.2.2). All future works to the place should be cognisant of the significant built elements, fabric, spaces, views and archaeological resource identified in this CMP, together with any additional detailed research and assessment.

Policy 10. Elements of **exceptional** significance are rare or outstanding elements that directly contribute to the place's overall heritage significance; they retain a high degree of integrity and intactness in fabric or use; any change is to be minimal and retain significant values or fabric

Elements of **high** significance have a high degree of original fabric; they demonstrate a key aspect of the place's overall heritage significance and must be retained and conserved; retention should be considered in-situ; minor change is allowed so long as significant values and fabric are retained and conserved.

Elements of **moderate** significance have been altered or modified or do not demonstrate a key aspect of the significance of the place; they contribute to the place's overall heritage significance however change is allowed so long as it does not adversely affect values and fabric of exceptional or high significance.

Elements of **little** significance do not substantially add to the significance of the place in a positive way, though neither do they detract from its overall significance. Elements of little significance may also reflect fabric that is reproduction or may have been substantially altered or modified or may reflect non-significant phases of development. Changes are allowed so long as it does not adversely affect values and fabric of exceptional or high significance.

Elements identified as **neutral** do not contribute or detract from significance. The attribution of 'neutral' typically applies to introduced new or utilitarian fabric that does not relate to a significant historical period or use. Changes are allowed so long as they do not impact on associated fabric of higher significance.

Intrusive elements are damaging to the place's overall heritage significance; they should be considered for removal or alteration.

Policy 11. A suitably qualified heritage consultant/architect should be engaged to guide and provide advice on any proposed works to the building.

Policy 12. All repair, conservation and reconstruction works to significant elements must be undertaken with appropriate supervision by a suitably qualified heritage specialist or relevant materials specialist or conservator, with reference to historical documentation, and in accordance with any relevant legislative or statutory constraints.

Policy 13. Unless otherwise stated in these policies, surviving original and early elements and fabric identified as exceptional or high must be retained intact, and conserved.

Policy 14. Elements of exceptional or high significance must not be obstructed by new works, structures or services where possible, and they must be clearly visible and interpreted as part of any new works.

Policy 15. Where elements of exceptional or high significance have been damaged, they are to be repaired with sympathetic materials in preference to replacement. Significant elements should be repaired in-situ wherever possible.

Policy 16. If changes to elements of exceptional or high significance are required, they should be carefully considered and the approach should be one of minimal intervention; as much as necessary, as little as possible.

- Policy 17. Intervention for purposes other than conservation of the fabric is to occur in areas of lower rather than higher significance.
- Policy 18. Any elements of significance proposed for demolition, removal or alteration, should be subject to archival photographic recording, copies of which should be retained on site and provided to the relevant consent authorities (the local Council and the NSW OEH Heritage Division). This should include photography and / or measured drawings as deemed necessary. Archival recordings should be undertaken in accordance with the NSW OEH Heritage Division's Guidelines for '*Photographic Recording of Heritage Items Using Film or Digital Capture*'.

8.3.2. Best Practice Heritage Management (The Burra Charter)

Background

Article 3 of *The Burra Charter* (revised 2013) indicates that conservation is based on a respect for the existing fabric of a place and should therefore involve the least possible physical intervention to prevent distortion of the evidence provided by the fabric. One of the key objectives, therefore, of contemporary conservation practice is to retain as much of the significant original fabric as possible, in order to preserve the essential integrity of the heritage resource.

Guidelines

- Management of the Corporation Building place should generally follow the principles and conservation methodology of the *ICOMOS Burra Charter* (revised 2013). The document provides the methodology under which works to significant places should be undertaken, and provides the guidelines for the management of heritage significance.
- All personnel engaged in works with the potential to have an impact on the heritage values of the place should generally have proven experience and qualifications in the relevant field of heritage conservation. This includes both professionals and tradespeople.
- Fabric of exceptional and high significance must be retained, conserved and maintained in accordance with *The Burra Charter*.

Policy

- Policy 19. The future conservation and management of the place should be carried out in accordance with the principles of *The Burra Charter*. *The Burra Charter* advocates a cautious approach to change: *do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained*.
- Policy 20. All contractors, consultants and project managers engaged to work on the place should have appropriate conservation skills, experience and techniques appropriate to the trade, fabric or services, and should work within the guidelines of this CMP.
- Policy 21. A heritage impact statement and / or archaeological assessment should be prepared for all proposals for new development within the property. Where relevant, the HIS and/or archaeological assessment should assess impacts on the setting, views, built elements and potential archaeological resource as appropriate.

8.4. USE

Background

The ongoing use of the Corporation Building is vital to the retention of heritage significance and maintenance of the item. Ongoing sustainable and viable uses would encourage and facilitate the conservation and maintenance of the Corporation Building, and new uses should be considered with a goal to conserve and enhance the identified heritage values of the property whilst providing for those uses. Uses that require substantial changes, alteration or intervention are not appropriate.

Guidelines

- It is preferable that the use of the site remain for retail/restaurant/commercial and community use. It is also appropriate for the first floor of the building to be used for office space, as per the original design.

Policy

- Policy 22. Any proposed use of the Corporation Building should be compatible with the nature and significance of the building. Uses which require an unacceptable degree of intervention for upgrading to legislative compliance would not be acceptable.
- Policy 23. Any future adaptation of the interior to suit new uses should be reversible and should not involve alterations to exceptional or highly significant fabric such as the buildings elevations and roof form, fabric or features, and original doors and windows as identified in Section 5.6 and 5.7.
- Policy 24. New and future uses should respect the original division of spaces at ground floor (ie. four distinct retail spaces, entrance to first floor and lavatories at rear). The spaces at ground floor may be joined through the addition of new openings, however, original interior walls must not be removed wholesale.
- Policy 25. Where new internal fit-outs are undertaken, it is preferable that existing intrusive fabric, or fabric that obscures significant fabric are removed where possible. New works should aim to maximise exposure of original fabric and features.
- Policy 26. Uses should enhance the appreciation of the site's heritage values and significance, ensure the conservation of the identified significant building elements, fabric and context, and accommodate the activities, services and fittings which are essential to the use without damaging significant elements and fabric.
- Policy 27. New services required (eg. fire safety provisions, lift, air conditioning, toilets etc) for a new use should not cause damage, destroy or compromise the buildings or any interior spaces, element and fabric of significance.
- Policy 28. Services associated with any proposed food and beverages uses (for example kitchens and bathrooms) should be restricted to the areas of the former lavatories at ground floor and area of the filled in skylight at first floor and later addition. This does not preclude the installation of reversible stand-alone fit-out, which can be demonstrated to have little intervention and impact on significant fabric.
- Policy 29. The Corporation Building should continue to be used in manner that allows for the continued interpretation of the history of the site as market related, retail/restaurant, commercial and community use.

8.5. MANAGING CHANGE: ALTERATIONS, ADAPTATION & NEW WORK

8.5.1. Managing Change: Basis of Approach

Background

Any proposed modifications to the Corporation Building must take into consideration the identified significance and must have regard to the total resource. New works should not only ensure that the significance is not further eroded, but consider opportunities to reinstate and interpret lost elements and character.

Guidelines

- Article 15, 22 and 27 of *The Burra Charter* establish the principles and processes for managing significance in the event of change and new work. The impact of proposed changes, should be assessed with reference to the statement of significance and policy for managing change. Existing fabric, use, associations and meanings should be adequately recorded prior to making any change. New work should respect and enhance, rather than distort or obscure, significance. Changes which reduce significance should be reversible. Articles 16 to 21 inclusive, establish the conservation processes to significant fabric and spaces, whether it be maintenance, preservation, restoration, reconstruction or adaptation. Refer to Appendix A for a copy of *The Burra Charter*.
- Any major works to the building, particularly to the exterior, should be based upon the results of investigation including further physical analysis. The results of such investigations and analysis, along with changes made to the building, need to be recorded and added to the existing archive on the place or incorporated into a report as appropriate.

Policy

Use of The Burra Charter

- Policy 30. The future conservation and development of the place should be carried out in accordance with the principles of the *Australia ICOMOS Burra Charter (The Burra Charter)*.
- Policy 31. While recognising the need for change, the approach to exceptional and high significant fabric should be a cautious approach, one of minimal intervention. New work should respect and enhance significance, rather than distort or obscure significance. Changes which reduce significance should be reversible (*The Burra Charter* Article 3).
- Policy 32. Intervention for purposes other than the conservation of building fabric should occur in areas of lower significance.

Further investigation and recording

- Policy 33. Any major works to the building need to be based on the results of further investigation including:
- Further physical analysis to determine the extent of original or early fabric and finishes, remaining covered over;
 - Further physical analysis to identify original fabric, including but not limited to, windows, doors, ceilings and floor structures;
 - Further physical analysis and identification of reconstructed fabric suitable for required intervention in preference to original components; and
 - Any relevant condition assessments.
- Policy 34. The results of further analysis and all new evidence uncovered during works to the place should be recorded to provide an on-going resource for reconstruction, repair and maintenance, and added to the existing archive on the place or incorporated into a report or addendum to this Conservation Management Plan, as appropriate.
- Policy 35. Reconstruction is appropriate only where there is sufficient evidence to reproduce an earlier state of the fabric. Reconstruction should be identifiable on close inspection or through additional interpretation and include date stamping where appropriate (*The Burra Charter* Article 20).

Recording future changes

- Policy 36. All changes to the building should be carefully recorded in report format and/or incorporated as an addendum to this Conservation Management Plan as appropriate.

8.5.2. Exterior Alterations and Additions

Guidelines

- Section 5.6 and 5.7 of this report set out the gradings of significance of the exterior elements and fabric that should form the basis of the approach for all works.
- The original external envelope of the Corporation Building is to be retained, conserved and interpreted. The original character of the Corporation Building as a market building within the Haymarket area is to be retained and conserved through conservation works and exposure of significant fabric.
- Unsympathetic alterations and additions, that dominate the heritage character of the building, or obscure the principal elevations, are discouraged. Removal of intrusive fabric (as identified in the CMP) is encouraged.
- Proposed alteration should consider the impact upon heritage items in the vicinity, including the Capitol Theatre, Capitol Square, Palace Hotel and Haymarket Library (see Figure 146), as well as the Haymarket/Chinatown Special Character Area and the general streetscape.
- Modifications to the building may be subject to approval under the *Sydney LEP 2012* and the *Heritage Act 1977* and may be subject to undertaking a formal heritage impact statement in accordance with the Office of Environment and Heritage Guidelines.

Policy

General

- Policy 37. The form, scale and general configuration of the building should be retained. There should be no vertical extensions (additional floor space) to the building due to the significance of the roofscape and form.
- Policy 38. New works should enhance the interpretation of the significant former use of the building, and its character through conservation works, exposure of significant fabric and through interpretative design. New works should not diminish the interpretation of the association with the former market-related use.

Elevations

- Policy 39. The form, scale, general configuration and principal elevations (Hay Street, Parker Street and Parker Lane) of the place should be retained and conserved.
- Policy 40. The primary elevations of the Corporation Building, particularly at the first floor level, are highly intact. There should be no further openings to the original elevations graded as exceptional or high significance unless reinstating original and early openings.
- Policy 41. Any alterations and additions are to be designed and constructed in a way that conserves, maintains and interprets the property. This will require detailed consideration of the location, form, height and scale, colours and material proposed. Works should minimise impact on the existing place and building fabric in terms of its significance, fabric changes and use.
- Policy 42. If changes are proposed to fabric of exceptional or high significance, they are to be minimal and carefully considered.
- Policy 43. The awning tie fixings on the Hay Street and Parker Street elevations which remain from the c1884 awning are of moderate significance. The preference is to retain them in situ rather than remove and patch brickwork.
- Policy 44. Installation of security bars/shutters is not permissible on the exterior of the primary elevations due to the potential to physically and visually impact upon fabric of exceptional and high significance.

Roofs

- Policy 45. The roof form of the Corporation Building, which are ranked of exceptional or high significance, should be retained and conserved.
- Policy 46. New works to the roofs are to:
- Ensure new roof covering and the roof plumbing eg. flashings, guttering and rainwater heads and downpipes, are adequately designed and maintained to effectively dispose of water;
 - Ensure the pattern of new downpipes and rainwater heads are based on physical or documentary evidence including patterns typical of the relevant period; and
 - Ensure materiality of replacement roof fabric is sympathetic incorporating like-for-like replacement where required.
- Policy 47. There should not be any vertical additions (additional floor space) to the Corporation Building.
- Policy 48. The form and location of the two skylights must be retained. The framing and glazing of the two skylights may be replaced, however, any replacement fabric should match the original design of the skylights and use materials to match the original, as determined through documentary evidence. The original zinc finials which once adorned the skylights should be reinstated.
- Policy 49. The framing and glazing of the two skylights may be replaced, however, any replacement fabric must match the original design of the skylights and should use material materials to match the original, as determined through documentary evidence.

Shopfronts

- Policy 50. The existing shopfronts installed in c2000 may be replaced if required, provided that the replacement shopfronts are primarily glazed, utilise high quality materials, and interpret the original shopfronts.
- Policy 51. Shopfronts must not be replaced piecemeal. The shopfronts should match in design and materiality to ensure consistency across the ground floor elevation at Hay Street.

Awning

- Policy 52. It is possible to remove the 1935 awning. If the existing 1935 awning is required to be removed, it is permissible, provided that:
- Cyril's Fine Food sign is salvaged and reinterpreted on the site;
 - The associated tie rods are removed from the exterior of the facades and brickwork repaired appropriately. The tie rods on the interior may be retained or removed, provided their removal does not cause significant damage to significant fabric and structure;
 - The foundation plaque may remain exposed; and
 - Any significant fabric currently hidden behind the awning (ie. sandstone cornice and brickwork) is to be repaired, reinstated and conserved.
- Policy 53. A new awning may be installed. The c1884 awning may be reinstated and should be based on documentary and physical evidence. Alternatively, a new awning may be installed, provided it is of high architectural quality, does not obscure significant elements of the elevations, is reversible and will not substantially impact significant fabric. If tie rods are required for any new awning, the existing tie rods should be reused or existing penetrations of the existing tie rods utilised. New fixings for any awning are to be kept to a minimum.

Services (Exterior)

- Policy 54. New services should be sympathetically located to mitigate heritage impacts.
- Policy 55. Reuse existing service runs where possible to minimise intervention into significant fabric.
- Policy 56. New services are not to be chased into significant fabric (ie. brickwork, sandstone and terracotta). New services are to be surface mounted, where required.
- Policy 57. Any required new roof plant should be minimal and located in the existing position in the south-eastern portion of the building. Any works should not adversely impact on the elevations and should not be visible from the public domain.

Signage and Lighting

- Policy 58. In association with any new use for the building, a signage strategy should be developed that respects the significance of the building and complies with relevant City of Sydney signage policies and/or guidelines.
- Policy 59. New signage must not be affixed to the primary elevations.
- Policy 60. Signage to the exterior is to be limited to the glazing of the contemporary shopfronts, and to under awning signage.
- Policy 61. If any of the existing under awning signage is required to be replaced, the new under awning signage should match the existing, or all under awning signage must be replaced and must match.
- Policy 62. Lighting strategies should consider the City of Sydney lighting policy. External lighting should be inconspicuous and sympathetic to the heritage character of the elevations and reuse existing/original services, where possible. The qualities of the primary elevations should be emphasised through a unified lighting strategy.

Paint Schemes and Finishes

- Policy 63. Existing unpainted surfaces of exceptional and high significance should remain unpainted; new finishes should be avoided.
- Policy 64. New colour schemes for the external timber joinery should be consistent with the City of Sydney guidelines for external colour schemes and should consider investigation of original finishes through paint scraped (where possible).

8.5.3. Interior Alterations and Additions

Guidelines

- Section 5.6 and 5.7 of this report provides a schedule of significant interior elements and fabric that should form the basis of approach for all works.
- Internally, the significant elements include original walls, doors and windows and cast-iron columns.
- There is potential for original fabric and finishes within previously altered areas. Any substantial development proposal should entail a comprehensive investigation of the interior of the building to identify and recover significant fabric whilst sympathetically adapting the building. Where new works are proposed, the character of the interiors should be retrieved and remnant significant elements retained, conserved and preferably exposed.
- Modifications to the building may be subject to approvals under the *Sydney LEP 2012* and *Heritage Act 1977* and may be subject to undertaking a formal heritage impact statement in accordance with the Office of Environment and Heritage Guidelines (refer to Section 6.2.4).

General

- Policy 65. New work is to:
- Enhance the character of the interiors through the exposure of significant original interior fabric and spaces; and
 - Retrieve/conservate the original configuration of the building.
- Policy 66. Intrusive elements as identified in this CMP and neutral elements that obscure highly significant fabric should preferably be removed to expose original fabric and structure, where these elements survive.
- Policy 67. The original internal walls at ground floor and first floor (shown as moderate significance) should be retained. This does not preclude sympathetically designed new openings. Where possible, new openings should utilise existing openings.
- Policy 68. The internal spaces at ground floor may be reconfigured within the spaces defined by the original walls (these currently divide the tenancies). This division of spaces at ground floor should be retained, however this does not preclude the addition of new openings between the tenancies.
- Policy 69. Any new opening proposed to original internal walls should retain either a bulkhead and/or nibs to ensure that an opening is read as a new intervention.
- Policy 70. The cast iron columns in Tenancy 4 (ground floor) and Tenancy 3 (first floor) must be retained. The capital of the column at ground floor, which is covered by an existing fitout, should be exposed, where possible.
- Policy 71. The first floor may be divided by lightweight partitions, provided they do not conflict with exterior window and door openings.

Staircase

- Policy 72. The location of the U-shaped staircase and the spatial quality should be retained. The existing contemporary stairs may be replaced; however, any new staircase should be placed in the same position as the original staircase.

Skylights (interior)

- Policy 73. The skylight located in the south-western portion of the building is an element of high significance and should be exposed from the interior.
- Policy 74. The skylight above the staircase is an element of high significance must remain exposed and visible from the interior.

Services

- Policy 75. The upgrading of services within the building is to comply with the following approach:
- Minimise impact on significant fabric, by maximising the exposure of heritage fabric and minimising penetration and fixings through heritage fabric, utilising existing penetrations where feasible;
 - New services including sprinkler values, electrical rooms, plant, ductwork, distribution boards, fire panels, electrical boards etc. should be located in areas of lesser significance, in areas that are not visible or that have been previously modified or in the area of existing services (including stairs, lift core, lift motor room and/ or WCs) where possible;
 - Not conflict with window and door openings;
 - Be complimentary to the interiors; and
 - Minimise the extent of servicing required by enhancing natural ventilation and natural light.
- Policy 76. The lift core, lift motor room and fire stair have little heritage significance, they may be upgraded as required, subject to the policies in this CMP.

8.5.4. Compliance with Building Regulations

Guidelines

- New works must not be detrimental to heritage significance. It is to comply with the Building Code of Australia, unless the heritage significance is negatively impacted. The matter should be professionally determined under performance standards and advice of a heritage consultant should be sought.
- Any modification to significant fabric or spaces in the building for BCA compliance is to be carefully considered and may be subject to undertaking a formal Heritage Impact Statement in accordance with the NSW Heritage Manual.

Policy

- Policy 77. New services are not to be located on the Hay Street (north), Parker Street (east) and Parker Lane (west) elevation facades.
- Policy 78. New services are not to be chased into significant fabric. Surface mount, if required.

Disability Access

The Commonwealth Disability Discrimination Act (DDA) makes it unlawful to discriminate against people on the grounds of their disability. Section 23 of the Act requires non-discriminatory access to premises which the public or a section of the public is entitled or allowed to use.

- Policy 79. Changes to facilitate disabled access may be acceptable if they are designed and implemented to effect areas of less significance rather than those of higher significance. Options to create reasonable access should conscientiously investigated and demonstrated.

Fire Separation

The National Construction Code (NCC), incorporating the *Building Code of Australia (BCA)* is a national set of building regulations with some state-specific variations. The performance requirements of the BCA are mandatory, although the introductory sections of the Code make clear that not all requirements will apply to a given case. The Code also includes 'deemed-to-satisfy' requirements which are accepted as meeting the performance requirements. However, the Code also makes provision for alternative solutions to meet the performance requirements, subject to satisfactory verification.

Under the *Environmental Planning and Assessment (EP&A) Regulation 2000*, all new building work must be carried out in accordance with the Building Code of Australia. In the case of an existing building, there is generally no requirement to comply with the BCA unless works are being carried out. However, where works (in particular alterations or additions) are proposed to the place, the building will need to comply on completion with the relevant [performance] requirements of the *Building Code of Australia* (EP&A Act Regulation Clause 145). In addition, where an existing building has a change of use, the structural capacity and fire safety of the building must be appropriate for the new use, while for a building which undergoes alterations without a change of use, the structural capacity and fire safety of the building must not be reduced by the work (EP&A Act Regulation Clause 143).

In certain circumstances, exemption can be obtained from the requirements of the BCA under Clause 187 of the EP&A Regulation. Because in most cases there will be an acceptable alternative solution to satisfy the performance requirements of the BCA, applications for exemption are sought rarely. If such an application is contemplated, it should be sought at development application stage. The Fire, Access and Services Advisory Panel of the Heritage Council of NSW may be able to assist in resolving conflicts between heritage and regulatory requirements. The building is not to be used for any purpose for which compliance with building regulations would adversely affect its significance. This policy is not intended to rule out, for example, the sympathetic installation of fire safety equipment to enable a building to continue to be use..

Compliance with building regulations is to be achieved using their objectives and performance requirements rather than deemed-to-satisfy provisions. The Building Code of Australia permits alternatives to its deemed-to-satisfy requirements provided that these can be demonstrated to achieve at least the same level of compliance with its performance requirements.

Policy 80. Changes to achieve fire safety may be acceptable provided they are planned to occur in areas of lower heritage significance in preference to higher significance.

8.6. CONSERVATION & MAINTENANCE

Background

The conservation and maintenance of fabric is essential in retaining significance. Conservation and maintenance is to aim to conserve and enhance the identified heritage values of the asset wherever possible. Change should also be considered with a goal of conserving and enhancing the identified heritage values of the asset, wherever possible, while accommodating its continued and ongoing use.

The Corporation Building is currently in fair to good condition and currently requires minor repair and maintenance works to resolve existing issues, particularly water ingress. Regular maintenance and scheduled conservation works are required to be implemented to conserve the heritage significance and identified significant fabric of the place. Ongoing maintenance should be undertaken in accordance with a cyclical maintenance plan.

Guidelines

- Maintenance should aim to conserve and enhance the identified heritage values of the place.
- Fabric identified as having exceptional and high significance is to have priority works undertaken when required. Impact on significant fabric is to be considered and the appropriate approvals sought.
- Maintenance work should be prioritised according to the heritage significance and vulnerability to deterioration of individual elements and fabric.
- Management and maintenance of the place should aim to conserve its heritage significance to the greatest extent feasible. Works are to be sympathetic to fabric assessed as having exceptional and high significance. Repairs are to be undertaken instead of replacement, where possible.
- The minimum standards of maintenance and repair under Section 118 of the *Heritage Act 1977* and as specified in the *Heritage Regulations 2012*, must be applied to the place to ensure its long-term conservation. The minimum standards refer to weatherproofing, fire protection, security and essential maintenance, to ensure that the significance of the place is retained.
- A Cyclical Maintenance Plan has been prepared in Section 9 of this report to guide the conservation of fabric at the site. The plan should be adopted as minimum requirement for maintenance works. It is noted that this schedule will require to be supplemented by further physical investigation into the fabric to identify further required works and latent conditions.

- Any repair, conservation or reconstruction works to significant elements or facades are to be undertaken with appropriate supervision by a suitably qualified heritage consultant /architect and/ or relevant materials specialist/s or conservator and with reference to historical documentation.
- Maintenance works to the buildings should be undertaken on a regular basis to avoid the need for substantive conservation works.

Policy

- Policy 81. Maintenance works and minor repairs must be undertaken in compliance with the minimum standards of maintenance and repair under Section 118 of the *Heritage Act 1977* as specified in the *Heritage Regulations 2012*, and the Standard Exemptions under Section 57(2) of the *Heritage Act 1977*. Advice of a heritage consultant should be sought to establish what constitutes minor work for Standard Exemptions.
- Policy 82. The Cyclical Maintenance Plan (Section 9) should be adopted and implemented as part of the ongoing management and maintenance of the property.
- Policy 83. Any reconstruction or restoration works should be based on historical documentation rather than speculation.
- Policy 84. Materials used for repair and reconstruction should preferably be traditional materials used in the construction of the place. Missing or damaged fabric will be replaced observing the 'like for like' principle. For example, replace with similar fabric (e.g. timber with timber) or replace with new fabric of similar appearance, or replace with different fabric of similar profile and dimensions (whilst remaining apparent as new work).

Skills and experience

- Policy 85. A suitably qualified heritage consultant/architect should be engaged to guide and provide advice on any proposed works to the building.
- Policy 86. Professional and trade skills with heritage experience appropriate to the site or building's fabric and significance is to be employed to carry out maintenance and works. This is essential to ensure protection of heritage fabric and values as well as optimal use of funding to carry out works.

Masonry, Terracotta and Sandstone

- Policy 87. Retain and maintain all original and reconstructed sandstone, terracotta, masonry and face brickwork. Unpainted sandstone, masonry, terracotta and face brickwork must remain unpainted.
- Policy 88. Where repairs are required to sandstone elements, repair rather than replace, where possible. If new stone is required, use a durable stone of similar colour and texture. Do not use sealants on sandstone that prevent the stone from breathing.
- Policy 89. Where brick repairs are required, repair rather than replace, where possible. Any new bricks must match the same size, shape and colour.
- Policy 90. Where repairs are required to terracotta elements, repair rather than replace, where possible. If terracotta details are required, the new terracotta details must catch the form, shape and colour of the original. Terracotta detailing which has been replaced should be dated stamped and recorded for easy identification.
- Policy 91. Retain original mortar and pointing where possible, where replacement or repairs to mortar are required;
- Do not rake joints unless absolutely necessary; retain as much original pointing as possible.
 - Do not widen existing masonry joints under any circumstances.
 - Mortar is to match in appearance including colour and joint profile, strength and composition as the original adjacent.
 - Where previous cement mortar or other inappropriate repairs have been made these should be removed and replaced with lime-rich mortar and new in accordance with the above.

Doors and windows

- Policy 92. Original and reproduction doors and windows are to be retained and repaired in preference to removal and/or replacement. Where replacement is unavoidable, any completely new elements should be date stamped.
- Policy 93. Repaint timber windows and/or doors in accordance with Section 9.
- Policy 94. Where repairs to any leadlight multi-coloured glazing is required, repair rather than replace, where possible. Any new glazing or glazing bars must match the size, shape, colour, pattern and detailing of the original.

Roofing

- Policy 95. Retain the roof forms and repair copper, Muntz metal and Zincolume cladding as required.
- Policy 96. The copper roof of the turret may be either replaced with copper sheeting to match the existing, or be replaced with slates, as per the original design.
- Policy 97. The cladding of the gable roof may be either replaced with Zincolume to match the existing, or be replaced with slates, as per the original design or be consistent with traditional colours used in that period.
- Policy 98. If slates are to be reinstated on the gable roof and/or turret, the chosen slate should match the original/early slates, based on documentary evidence.
- Policy 99. The Muntz metal of the ogee roofs, where required to be replaced, must match the existing material and finish of the existing.
- Policy 100. Replace gutters, downpipes and rainwater heads using profiles and sizes to match the original where required by condition and based on documentary and on-site evidence.
- Policy 101. Where downpipes are required to be removed, any previous modifications to brickwork or sandstone must be repaired, or new down pipes located in the existing position.
- Policy 102. New downpipes and rainwater heads must not require intervention into fabric of exceptional or high heritage significance (ie. sections of brickwork or sandstone cut out)

Floors

- Policy 103. Do not sand existing timber floors with commercial sanders or use unskilled tradespeople. Refinish with light hand sanding where required. Over sanding unnecessarily thins boards and reduces their life. Any replacement flooring should match the profile of the original timber and use the same species.

8.7. CURTILAGE, SETTING & VIEWS

Background

The Corporation Building is of identified local and State significance under the *NSW Heritage Act 1977*, and a heritage item under Schedule 5 of the Sydney LEP 2012. The defined heritage curtilage of the Corporation Building aligns with the lot boundaries of the site.

The Corporation Building plays a significant role in the appreciation of the streetscape values of Hay Street and the Haymarket area. Located at the northern extent of the block bound by Hay Street, Parker Street, Parker Lane and Barlow Street, the Corporation Building is visible from Hay, George, Pitt and Parker Street and Parker Lane.

No future works should be undertaken either at the place, or surrounding the place, which would have a substantial and detrimental impact on its relationship with the streetscape, Haymarket area and views from Hay, George, Pitt and Parker Streets and Parker Lane.

Policy

- Policy 104. The significant facades, overall form and landmark quality of the Corporation Building should be respected and retained.

- Policy 105. The significant visual and associative relationship between the Corporation Building, the streetscape, the Haymarket area and Hay, George, Pitt and Parker Streets and Parker Lane should be retained, conserved and interpreted.
- Policy 106. Proposed alterations to the Corporation Building should consider the potential impact on heritage items in the vicinity and the character of the streetscape.
- Policy 107. All works to the Corporation Building should enhance the setting of the site.
- Policy 108. Development in the vicinity of the Corporation Building should enhance the setting of the site.
- Policy 109. New development should not detract from, or obscure, the significant elevations and overall form of the building. Any proximate redevelopment should be of an appropriate scale to enhance rather than dominate the setting.
- Policy 110. The existing curtilage of the Corporation Building should be retained.
- Policy 111. The following significant views should be conserved (refer to Figure 149):
- View 1: View south-east from the northern side of Hay Street (between George Street and Parker Lane);
 - View 2: View south-east from the north-western corner of George and Hay Street;
 - View 3: View west from the intersection of Hay and Pitt Streets;
 - View 4: View north along Parker Street; and
 - View 5: View north along Parker Lane.

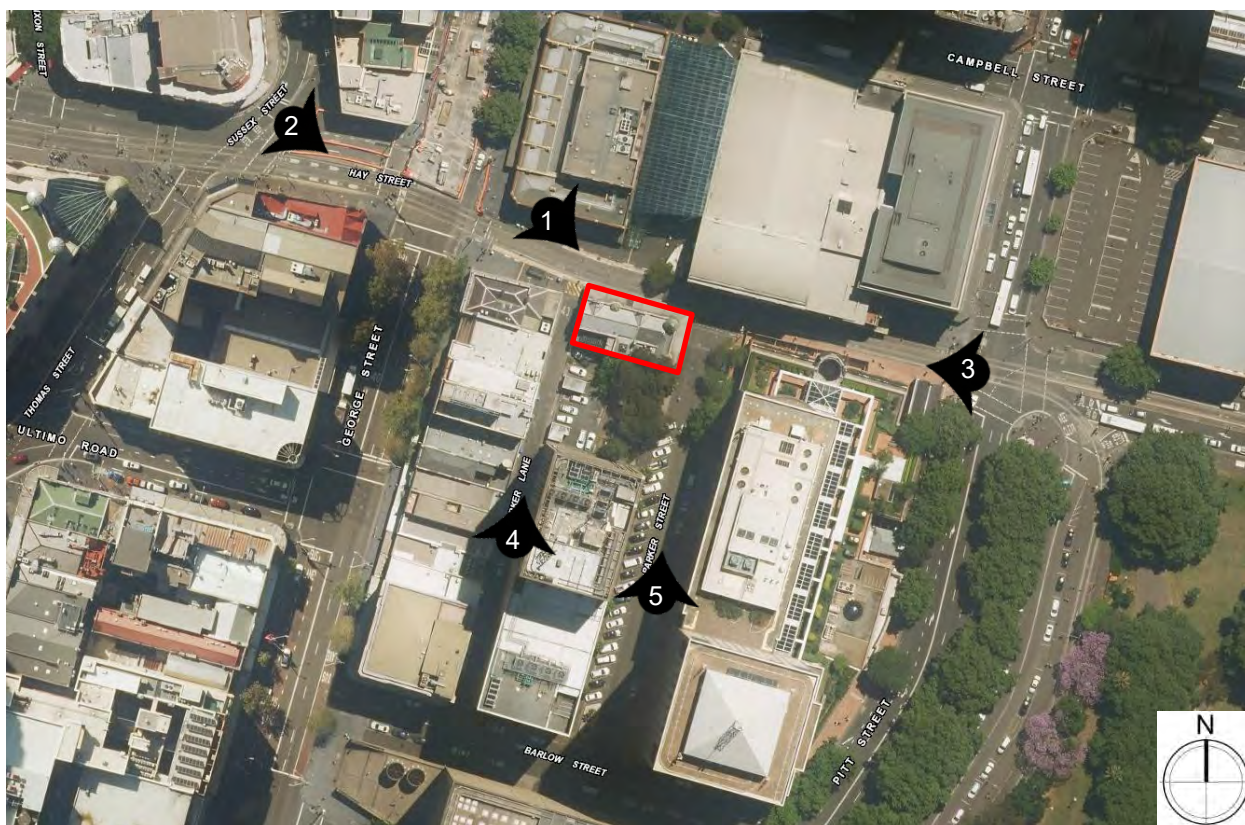


Figure 149 – Significant views map, with Corporation Building outlined in red

Source: SIX Map 2018, with Urbis overlay

8.8. ARCHAEOLOGICAL INVESTIGATION AND MANAGEMENT

Background

The site is identified as being an 'Area of Archaeological Potential (AAP) in the City of Sydney, *The Central Sydney Archaeological Zoning Plan* (1997). However, overall, the site's potential for sub-surface deposits is considered to be low for previous structures on the site. The Hay Street sewer is extant and still runs below the building on the subject site. The construction of the existing Corporation Building has likely removed potential for structural remains of the previous Old Corporations Store. There is minimal potential for much deeper sub surface structure, such as wells, due to the location of the Hay Street sewer, and the construction undertaken on the site since the mid-nineteenth century. However, there is no evidence that such a structure existed, nor cisterns associated with the Old Corporations Store. Notwithstanding, further research and investigation is deemed necessary to reveal further information about the archaeological and research potential of the site.

The site does not have any Aboriginal site or Aboriginal places identified in or near the subject site. However, the site is mapped historically as having a creek line through it (Hay Street Creek). This is a landscape feature that suggests potential Aboriginal archaeological sensitivity. However, any Aboriginal archaeological deposits are likely to have been destroyed during construction of the Hay Street Sewer, the Old Corporations Stores and the Corporation Building.

Policy

- Policy 112.* If any Aboriginal remains were discovered during works, works should immediately cease, and the National Parks and Wildlife Service of the Office of the Environment and Heritage should be contact for further advice, as required under Section 91 of the *National Parks and Wildlife Act 1974*.
- Policy 113.* In the event that unexpected archaeological material was encountered during works, it would be necessary to stop all work in the immediate vicinity of the identified deposits. The NSW Heritage Council should be notified, and a qualified archaeologist should be engaged to assess the significance of the material and recommend whether further investigation and/or permit application(s) are required.
- Policy 114.* If objects are found and suspected to be Aboriginal archaeological material, works in the vicinity of the find should cease, and OEH to be notified of the find, in accordance with s87A of the NPW Act. A suitably qualified archaeologist may be required to assess and record the find.
- Policy 115.* In the unlikely event that human remains are identified in any future works, all site works must cease and NSW Police and OEH notified. Works must not recommence until directed by the Police.

8.9. INTERPRETATION & FURTHER INVESTIGATION

Background

Interpretation is an essential part of the conservation process. A variety of methods may be used to interpret the significant values and associations of the property and identified in the Analysis of Significance section of the CMP. Methods of interpretation may include conserving original features and fabric, reconstructing missing or damaged elements based on documentary and/or archaeological evidence, introducing interpretative devices (such as discreet labelling), the use of historic photographs, preserving evidence of original finished and fabric (eg. a cleaned patch of original wall colour), facilitating access for specialist study and/or presentation in publications and websites.

The heritage values of the building should be interpreted for public education and understanding. The history, as outlined in Section 3 and the significant features, as identified in Sections 5.6 and 5.7, should form the basis of this interpretation. Limited low-key, robust and largely self-guided interpretation would be most appropriate and may include, but is not limited to, signage. Currently there is not heritage interpretation at the site. The original foundation plaque, however, provides the building with a historic marker noting the date of opening.

Guidelines

- Interpretation should be consistent with the NSW Heritage Manual, the NSW Heritage Division's *Interpreting Heritage Places and Items: Guidelines* (August 2005) and the NSW Heritage Council's *Heritage Interpretation Policy* (endorsed by the Heritage Council August 2005).

Policy

- Policy 116. A Heritage Interpretation Plan for the Corporation Building has been prepared as an addendum to this CMP and should be implemented as soon as practical.
- Policy 117. Interpretation of the subject site should be included as part of any future development. Interpretation of the subject site should consider the original construction of and occupation of the site for its market related use in tandem with New Belmore Markets, and the development of the site into retail/restaurant and community use in the twentieth and early twenty-first centuries.
- Policy 118. Limited low-key, robust and largely self-guided interpretation would be most appropriate and may include (but is not limited to) signage. Currently, there is not heritage interpretation at the site.
- Policy 119. Preservation, restoration and reconstruction of key significant and fabric are the preferred method of meaningfully interpreting important attributes and associations of the place. Where adaptation is part of the conservation work, measures should be incorporated to show the location, character and/or role of removed or altered elements, where appropriate.
- Policy 120. The highest form of interpretation is the retention and conservation of significant fabric, spaces and relationships and accordingly significant elements should be retained, exposed and interpreted.
- Policy 121. Appropriate measures to interpret the history and significance of the site as a whole should be incorporated into any new work. Interpretation measures may include physical site elements which reflect past features as well as more formal means such as historic photographs and historical accounts.

8.10. IMPLEMENTATION STRATEGIES

The following table lists strategies for implementing the conservation policies for the place. The strategies have been cross-referenced to conservation policies above and prioritised as follows:

- high priority works should be undertaken within the next 12 months;
- medium priority works should be undertaken within the next two to four years, and
- low priority works should be undertaken within the next five years.

Table 15 – Implementation strategies for conservation policies

Strategy	Conservation Policy	Priority
Adopt CMP to guide management of the place	Policy 1	High - From finalisation of report and approval by City of Sydney
Implement the cyclical maintenance plan	Policy 82	High - Ongoing and regular process
Provide copies of the CMP to the consent authorities	Policy 3	Upon finalisation of CMP
Prepare and implement Heritage Interpretation Strategy	Policy 116	High – prepared in tandem with CMP Medium – implementation

Strategy	Conservation Policy	Priority
Undertake CMP review	Policy 7	As required/within 5-10 years or subsequent to major adaptive reuse or development proposal
Heritage advice should be obtained from appropriately qualified and experienced conservation consultants for decisions affecting the significant fabric of the site	Policy 11	High - ongoing

9. CYCLICAL MAINTENANCE PLAN

9.1. INTRODUCTION

This Cyclical Maintenance Plan was prepared to provide guidance for the ongoing maintenance and management of heritage fabric at the property. Minimum standards of maintenance and repair under Section 118 of the *Heritage Act 1977* and as specified in the *Heritage Regulations 2012*, must be applied to the subject site to ensure its long-term conservation, particularly in relation to neighbouring properties and the overall maintenance standards of the conservation area/precinct. The minimum standards refer to water tightness, fire protection, security and essential maintenance, to ensure that the good condition of the property is maintained. It is also intended to protect the neighbouring heritage listed properties from any damage or adverse impacts associated with a lack of adequate maintenance at the subject site.

This Cyclical Maintenance Plan outlines the following information:

- Current condition and immediate works;
- Required ongoing maintenance; and
- Monitoring and maintenance requirements and recording.

To prepare this maintenance plan a building survey was carried out internally and externally by Mott MacDonald on 13 December 2018 to identify the current condition. Refer to Appendix F for the condition assessment. Maintenance defects that are identified as existing as backlogged are outlined under the schedule as existing.

The following schedule of maintenance works (Table 16 – Immediate Conservation Works and Table 18 – Cyclical Maintenance Plan) should be incorporated into maintenance actions as part of property management. Frequency of inspection may need to be adjusted if the rate of decay is accelerated due to adverse weather conditions.

9.2. MAINTENANCE MANAGEMENT

This Cyclical Maintenance Plan should inform an ongoing plan of maintenance for the place which should be implemented by the City of Sydney Council to maintain the condition of the building.

The responsibilities of a nominated manager are outlined as below:

- Ensure the continuous protective care of the Corporation Building is carried out in accordance with the cyclical maintenance plan;
- Ensuring responsible and competent trades people experienced in heritage work and traditional materials and methods carry out maintenance on the site;
- Maintaining an up to date trade persons register;
- Ensuring all maintenance work carried out, including description of the work, date of completion, estimated and actual cost, contractor and warranties have been properly recorded in a “Maintenance Log Book”;
- Recording reported defects, emergency corrective maintenance and expenses;
- Ensuring all periodic inspection surveys have been done in accordance to the Maintenance Plan;
- Ensuring all work to be carried out does not detrimentally affect the significant fabric of the subject building (significant elements have been identified in Section 5.7 of this CMP);
- Programming and coordinating maintenance work involving a number of interrelated works to be carried out in appropriate order and working hours;
- Ensuring maintenance works to be carried out do not disturb and/or conflict with the requirements of the occupants and the users of the building. Note that some work may need to be carried out “out of hours”;

- Ensuring documentation (e.g. drawings and samples of workmanship, materials or components) of the maintenance and repair works, as appropriate for the job, have been done by specialists where necessary; and
- Maintaining samples for future identification and usage as reference.

9.3. CURRENT CONDITION AND IMMEDIATE WORKS

The Corporation Building is currently in a fair to good condition and currently requires minor repair and maintenance works to resolve existing issues, particularly water ingress. A separate document *Corporation Building Condition Assessment* (13 December 2018) by Mott MacDonald provides an analysis of the existing condition of the Corporation Building and recommends that the following works should be carried out immediately:

- Consult a stonemason to assess the condition of discoloured and degraded sandstone in the façade.
- Point between coping stones and install flashing over coping stones to protect sandstone and bricks from shed rainwater.
- Carry out opening up works as needed to allow inspection of first floor and ground floor framing. Removal of ceiling linings or floor boards may be necessary if existing hatches do not allow sufficient access for inspections.
- Carry out inspection of awning framing and fixings to base building.
- Engage a roofer to inspect the full roof structure and advise on how to achieve water tightness. Full reroofing of the building may be required.
- Inspect and test all rainwater goods, replace, repair or unblock where necessary.
- Test all inground storm water to ensure that storm water can get away from the building. Replace, repair or unblock as needed.

The above-mentioned works are summarised below and are to be undertaken as part of the Building Remediation program.

Table 16 – Immediate Conservation Works

Proposed Work	Timeframe	Comment
Consult a stonemason to assess the condition of discoloured and degraded sandstone in the façade.	Within 18 months of the HFS award	To be undertaken as part of planned Building Remediation Program.
Point between coping stones and install flashing over coping stones to protect sandstone and bricks from shed rainwater.	Within 18 months of the HFS award	To be undertaken as part of planned Building Remediation Program.
Carry out opening up works as needed to allow inspection of first floor and ground floor framing. Removal of ceiling linings or floor boards may be necessary if existing hatches do not allow sufficient access for inspections.	Within 18 months of the HFS award	To be undertaken as part of planned Building Remediation Program.
Carry out inspection of awning framing and fixings to base building.	Within 18 months of the HFS award	To be undertaken as part of planned Building Remediation Program.
Engage a roofer to inspect the full roof structure and advise on how to achieve water tightness. Full reroofing of the building may be required.	Within 18 months of the HFS award	To be undertaken as part of planned Building Remediation Program.

Proposed Work	Timeframe	Comment
Inspect and test all rainwater goods, replace, repair or unblock where necessary.	Within 18 months of the HFS award	To be undertaken as part of planned Building Remediation Program.
Inspect all inground storm water to ensure that storm water can get away from the building. Replace, repair or unblock as needed.	Within 18 months of the HFS award	To be undertaken as part of planned Building Remediation Program.

9.4. FUTURE EMERGENCY MAINTENANCE AND REPAIRS

Emergency maintenance and repairs due to accidental, unforeseen or storm damage should be repaired as soon as possible to prevent further damage or degradation to the item. Any short-term emergency, temporary or short term repairs should be reversible and not damage or remove significant fabric.

Table 17 – Emergency Maintenance and Repairs

Item	Frequency
Blocked or broken stormwater or sewer lines	Repair as they occur as soon as possible
Clearing of blocked gutters or downpipes	Repair as they occur as soon as possible
Broken water supply lines	Repair as they occur as soon as possible
Damaged or defective light fittings	Repair as they occur as soon as possible
Vandalism that allows access to the building	Repair immediately with temporary measure eg screw fixed ply sheeting to broken window.
Storm damage to external fabric	Repair as they occur as soon as possible
Breaking of defective security including locks latches and alarms	Repair as they occur as soon as possible

9.5. MAINTENANCE GUIDELINES

Avoid the following:

Roofing

- Walking on roof sheeting.
- Combining dissimilar metals (eg. Copper surfaces draining onto galvanised roof sheeting, gutters or downpipes).
- Replacing original roof coverings, unless approved by Heritage Architect.
- Cement mortar repairs.
- Hosing leaves into downpipes.
- Placing ladders or leaning objects onto soft copper or stainless-steel gutters or ridges.
- Replacing roofing in part with roofing of alternate material, design or colour.
- If replacing 100% of roof, advice must be sought from heritage consultant on suitable replacement, as existing may be detracting.

Masonry (brickwork, stone and terracotta)

- Covering wall vents and damp-proof courses with garden beds, soil or structure.
- Applying anti-graffiti or protective coatings to stonework unless specifically tested and approved for stone and approved by a heritage architect or consultant.
- Inappropriate cleaning including, water jets or pressure washers, wire brushes or chemical detergents that may damage masonry or mortar.

Joinery

- Replacing original hardware unless necessary and preferably approved by heritage architect or consultant.
- Removing original hardware, keep in place and install new adjacent.
- Installing or replacing hardware with new not in keeping with the building.
- Installing one way or different coloured glass when replacing glazing.
- Replacing original joinery, patch repair where required.
- Using difference timber species to repair joinery where possible.

Paint

- Painting surfaces not previously painted such as face brick, stone works and terracotta details.
- Using inappropriate colours.
- Stripping paint surfaces back to substrate without heritage advice (evidence of existing colour schemes must be retained).

Table 18 – Cyclical Maintenance Plan

Item	Frequency			10 Years	Further Comments
	12 Months	2 Years	5 Years		
External					
General Cleaning		Clean external painted masonry surfaces (including painted surfaces). Clean down with water to remove built up dust and pollutants. Do not use acid or abrasive blasting. Use only low-medium pressure water (maximum 100psi) and weak surfactants. Clean other surfaces (e.g. painted timber): Blowvac, vacuum, brush down only or use low pressure water only.			
Generally Pest Control		Termite inspection and report by suitably qualified pest inspector. Complete any recommendations in report.			

Item	Frequency				Further Comments
	12 Months	2 Years	5 Years	10 Years	
Paint Generally External	<p>Inspection, condition & repair/maintenance report by appropriate personnel.</p> <p>Inspection including: flaking or chalking that may indicate damp.</p> <p>Repairs as required in report.</p>		<p>Previously painted surfaces. Prepare and paint in approved colours.</p>	<p>Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report.</p> <p>Complete unscheduled maintenance and conservation repairs as required in report.</p>	
Timber joinery External Window details, doors etc.	<p>Inspection, condition & repair/maintenance report by appropriate personnel.</p> <p>Inspection including: rotting, damage, loose or damaged mouldings, parting beads and stop beads, binding sashes, weather tight door fit, cracked or broken glass, weathered sills, decay, broken sash cords, hardware and locks are in working order. Repairs as required in report.</p>		<p>Previously painted surfaces. Prepare and paint in approved colours</p>	<p>Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report.</p> <p>Complete unscheduled maintenance and conservation repairs as required in report.</p>	

Item	Frequency				Further Comments
	12 Months	2 Years	5 Years	10 Years	
Masonry (brickwork, stone and terracotta) Walls, sills, parapets, chimneys, footings	<p>Inspection, condition & repair/maintenance report by appropriate personnel.</p> <p>Inspection including; vegetation growth, cracking, delamination, crumbling, missing or flaking pointing, evidence of surface salt, damp proof courses and water egress and shedding.</p> <p>Repairs as required in report.</p>		<p>If previously painted: Prepare and paint in approved colours</p>	<p>Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report.</p> <p>Complete unscheduled maintenance and conservation repairs as required in report.</p>	
Rainwater goods Gutters, rainwater heads, downpipes, support bracket etc.	<p>Inspection, condition & repair/maintenance report by appropriate personnel.</p> <p>Gutter and downpipes: Inspect gutters and downpipes clear any debris and ensure they are free flowing.</p> <p>Check brackets are all secure, and are draining effectively.</p> <p>Repairs as required in report.</p>	<p>Inspection, condition & repair/maintenance report by appropriate personnel.</p> <p>Inspection including; damage, weathering, deterioration, corrosion, blockages, water ingress, fall of gutters, brackets downpipes, sumps and rainwater heads.</p>	<p>If previously painted: Prepare and paint in approved colours</p>	<p>Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report.</p> <p>Complete unscheduled maintenance and conservation repairs as required in report.</p>	

Item	Frequency			Further Comments
	12 Months	2 Years	5 Years	
Roofing Corrugated iron and metal Roof sheeting, ridge capping, roof lanterns, vents, fixings etc.		Inspection, condition & repair/maintenance report by appropriate personnel. Inspection including; Damage, weathering, rust stains around fixings, deterioration, corrosion, dissimilar metals, capping Repairs as required in report.	Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.	
Roofing Membrane		Inspection, condition & repair/maintenance report by appropriate personnel. Inspection including; Damage, weathering, rust stains around fixings, deterioration, corrosion, dissimilar metals, capping Repairs as required in report.	Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.	

Item	Frequency			Further Comments
	12 Months	2 Years	5 Years	
Roofing Flashings and cappings. Over, & under flashings,			Inspection, condition & repair/maintenance report by appropriate personnel. Inspection including: Loose, raised, lifted, slipped deteriorated lifting and missing flashings. Also check bedding is secure/ Check for dissimilar metals. Repairs as required in report.	Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.
Eaves		Inspection, condition & repair/maintenance report by appropriate personnel. Inspect for holes from old service pipes where birds can nest, and for surface stains to fascia and soffit that indicate roof or valley and gutter failure. Check for ventilation holes. Identify any wasp or hornet nests for removal. Repairs as required in report.		Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.

Item	Frequency				Further Comments
	12 Months	2 Years	5 Years	10 Years	
Security	Inspect walls, roof and other building elements, doors, windows and other closures, glazing, locking and latching mechanisms. Inspect electronic surveillance and alarm systems and any other security components Repair and secure as required.				
Internal					
Paint Generally		<p>Inspection, condition & repair/maintenance report by appropriate personnel.</p> <p>Inspection including; flaking or chalking that may indicate damp.</p> <p>Repairs as required in report.</p>		<p>Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report.</p> <p>Previously painted surfaces. Prepare and paint in approved colours</p>	

Item	Frequency				Further Comments
	12 Months	2 Years	5 Years	10 Years	
Walls		<p>Inspection, condition & repair/maintenance report by appropriate personnel.</p> <p>Inspection including; checking for cracks indicating structural movement (if substantial structural engineer to inspect)</p> <p>Repair to match existing as required.</p>	<p>Inspection, condition & repair/maintenance report by appropriate personnel.</p> <p>Inspection including; plaster and tiled surfaces and finishes for cracking, drummy and failing plaster, evidence of rising or falling damp</p> <p>Repair to match existing as required.</p>	<p>Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report.</p> <p>Complete unscheduled maintenance and conservation repairs as required in report.</p> <p>Previously painted surfaces. Prepare and paint in approved colours</p>	

Item	Frequency		
	12 Months	2 Years	5 Years
Timber joinery Internal Windows, doors, balustrades, handrails, wall and ceiling cladding etc.		Inspection, condition & repair/maintenance report by appropriate personnel. Repairs as required in report. Inspection including; rotting, damage, loose or damaged mouldings, parting beads and stop beads, binding sashes, weather tight door fit, cracked or broken glass, weathered sills, decay, broken sash cords, hardware and locks are in working order.	Inspect condition of surface finish for defective or failing finish. If repainting or refinishing is required within the next five years schedule. Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report. If previously painted, prepare and paint in approved colours. Alternate finishes: Inspect for condition and refinish if required.
Ceilings	Inspection, condition & repair/maintenance report by appropriate personnel. Inspection including; checking for cracks indicating structural roof movement, sagging ceilings and water damage (if substantial structural engineer to inspect) Repair to match existing as required.		Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report. Prepare and paint in approved colours
			Further Comments

Item	Frequency				Further Comments
	12 Months	2 Years	5 Years	10 Years	
Timber Structure			Inspection, condition & repair/maintenance report by appropriate personnel. Inspection including; Sub-floor, walls and roof structure for termites, dry rot, wet rot, ant caps, unapproved penetrations, sagging and subsidence. Termite & Pest Inspection and Report by Specialist	Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.	
Ventilation					
Sub Floor		Check sub floor ventilation is clear of obstructions and debris and functioning correctly. Check sub floor for signs of damp and sub floor walls for signs of rising damp.		Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.	

Item	Frequency		
	12 Months	2 Years	5 Years
	10 Years		Further Comments
Walls Internal and external		Check wall vents are functioning free from obstructions paint build up and operating correctly if mechanical.	Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.
Roof space and eaves		Check vents are functioning free from obstructions paint build up and operating correctly if mechanical.	Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.

Item	Frequency				Further Comments
	12 Months	2 Years	5 Years	10 Years	
Services					
Services Fire services	Inspection, condition & repair/maintenance report by appropriate personnel.			Detailed inspection by Heritage Consultant / Architect with appropriate personnel and fire consultant and prepare repair and maintenance report.	
	Inspection including; fire services and fixtures including sprinkler and hydrant line, exits signs, smoke detectors and controls, fire control room, fire doors etc. in accordance with Australian Standards and regulations. Repair or upgrade as required in report.			Complete unscheduled maintenance and conservation repairs as required in report.	
Services Stormwater, water and sewage	Inspection, condition & repair/maintenance report by appropriate personnel. Inspection including; dish drains and sumps for blockages, internal and external taps for leaks and drips. Repairs as required in report.			Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.	

Item	Frequency				Further Comments
	12 Months	2 Years	5 Years	10 Years	
Services Electricity	Inspection, condition & repair/maintenance report by appropriate personnel. Inspection including: all electrical appliances and systems are in safe working order approved by a qualified electrician. Repairs as required in report.			Detailed inspection by Heritage Consultant / Architect with appropriate personnel and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.	
Services Air Con	Inspection, condition & repair/maintenance report by appropriate personnel and air conditioning contractor. Repairs as required in report			Detailed inspection by Heritage Consultant / Architect with appropriate personnel and air conditioning specialist and prepare repair and maintenance report. Complete unscheduled maintenance and conservation repairs as required in report.	

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APPENDIX A THE BURRA CHARTER

THE BURRA CHARTER

The Australia ICOMOS Charter for
Places of Cultural Significance

2013



Australia ICOMOS Incorporated
International Council on Monuments and Sites

ICOMOS

ICOMOS (International Council on Monuments and Sites) is a non-governmental professional organisation formed in 1965, with headquarters in Paris. ICOMOS is primarily concerned with the philosophy, terminology, methodology and techniques of cultural heritage conservation. It is closely linked to UNESCO, particularly in its role under the World Heritage Convention 1972 as UNESCO's principal adviser on cultural matters related to World Heritage. The 11,000 members of ICOMOS include architects, town planners, demographers, archaeologists, geographers, historians, conservators, anthropologists, scientists, engineers and heritage administrators. Members in the 103 countries belonging to ICOMOS are formed into National Committees and participate in a range of conservation projects, research work, intercultural exchanges and cooperative activities. ICOMOS also has 27 International Scientific Committees that focus on particular aspects of the conservation field. ICOMOS members meet triennially in a General Assembly.

Australia ICOMOS

The Australian National Committee of ICOMOS (Australia ICOMOS) was formed in 1976. It elects an Executive Committee of 15 members, which is responsible for carrying out national programs and participating in decisions of ICOMOS as an international organisation. It provides expert advice as required by ICOMOS, especially in its relationship with the World Heritage Committee. Australia ICOMOS acts as a national and international link between public authorities, institutions and individuals involved in the study and conservation of all places of cultural significance. Australia ICOMOS members participate in a range of conservation activities including site visits, training, conferences and meetings.

Revision of the Burra Charter

The Burra Charter was first adopted in 1979 at the historic South Australian mining town of Burra. Minor revisions were made in 1981 and 1988, with more substantial changes in 1999.

Following a review this version was adopted by Australia ICOMOS in October 2013.

The review process included replacement of the 1988 Guidelines to the Burra Charter with Practice Notes which are available at: australia.icomos.org

Australia ICOMOS documents are periodically reviewed and we welcome any comments.

Citing the Burra Charter

The full reference is *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. Initial textual references should be in the form of the *Australia ICOMOS Burra Charter, 2013* and later references in the short form (*Burra Charter*).

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The Burra Charter consists of the Preamble, Articles, Explanatory Notes and the flow chart.

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Cover photograph by Ian Stapleton.

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The Burra Charter

(The Australia ICOMOS Charter for Places of Cultural Significance, 2013)

Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988, 26 November 1999 and 31 October 2013.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent.

The Charter consists of:

- Definitions Article 1
- Conservation Principles Articles 2–13
- Conservation Processes Articles 14–25
- Conservation Practices Articles 26–34
- The Burra Charter Process flow chart.

The key concepts are included in the Conservation Principles section and these are further developed in the Conservation Processes and Conservation Practice sections. The flow chart explains the Burra Charter Process (Article 6) and is an integral part of

the Charter. Explanatory Notes also form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained, in a series of Australia ICOMOS Practice Notes, in *The Illustrated Burra Charter*, and in other guiding documents available from the Australia ICOMOS web site: australia.icomos.org.

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, Indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the *Australian Natural Heritage Charter*, *Ask First: a guide to respecting Indigenous heritage places and values* and *Significance 2.0: a guide to assessing the significance of collections*.

National and international charters and other doctrine may be relevant. See australia.icomos.org.

Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

Article 1. Definitions

For the purposes of this Charter:

- 1.1 *Place* means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.
- 1.2 *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, *records*, *related places* and *related objects*.

Places may have a range of values for different individuals or groups.
- 1.3 *Fabric* means all the physical material of the *place* including elements, fixtures, contents and objects.
- 1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.
- 1.5 *Maintenance* means the continuous protective care of a *place*, and its *setting*.

Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.
- 1.6 *Preservation* means maintaining a *place* in its existing state and retarding deterioration.
- 1.7 *Restoration* means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.
- 1.8 *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.
- 1.9 *Adaptation* means changing a *place* to suit the existing *use* or a proposed use.
- 1.10 *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.

Place has a broad scope and includes natural and cultural features. Place can be large or small: for example, a memorial, a tree, an individual building or group of buildings, the location of an historical event, an urban area or town, a cultural landscape, a garden, an industrial plant, a shipwreck, a site with in situ remains, a stone arrangement, a road or travel route, a community meeting place, a site with spiritual or religious connections.

The term cultural significance is synonymous with cultural heritage significance and cultural heritage value.

Cultural significance may change over time and with use.

Understanding of cultural significance may change as a result of new information.

Fabric includes building interiors and sub-surface remains, as well as excavated material.

Natural elements of a place may also constitute fabric. For example the rocks that signify a Dreaming place.

Fabric may define spaces and views and these may be part of the significance of the place.

See also Article 14.

Examples of protective care include:

- maintenance — regular inspection and cleaning of a place, e.g. mowing and pruning in a garden;
- repair involving restoration — returning dislodged or relocated fabric to its original location e.g. loose roof gutters on a building or displaced rocks in a stone bora ring;
- repair involving reconstruction — replacing decayed fabric with new fabric

It is recognised that all places and their elements change over time at varying rates.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

Use includes for example cultural practices commonly associated with Indigenous peoples such as ceremonies, hunting and fishing, and fulfillment of traditional obligations. Exercising a right of access may be a use.

Articles

- 1.11 *Compatible use* means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.
- 1.12 *Setting* means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.
- 1.13 *Related place* means a *place* that contributes to the *cultural significance* of another place.
- 1.14 *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the place.
- 1.15 *Associations* mean the connections that exist between people and a *place*.
- 1.16 *Meanings* denote what a *place* signifies, indicates, evokes or expresses to people.
- 1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a *place*.

Conservation Principles

Article 2. Conservation and management

- 2.1 *Places of cultural significance* should be conserved.
- 2.2 The aim of *conservation* is to retain the *cultural significance* of a *place*.
- 2.3 *Conservation* is an integral part of good management of *places of cultural significance*.
- 2.4 *Places of cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

Article 3. Cautious approach

- 3.1 *Conservation* is based on a respect for the existing *fabric, use, associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.
- 3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.

Article 4. Knowledge, skills and techniques

- 4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.

Explanatory Notes

Setting may include: structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible.

Objects at a place are encompassed by the definition of place, and may or may not contribute to its cultural significance.

Associations may include social or spiritual values and cultural responsibilities for a place.

Meanings generally relate to intangible dimensions such as symbolic qualities and memories.

Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

Articles

- 4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

Article 5. Values

- 5.1 *Conservation* of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.

- 5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

Article 6. Burra Charter Process

- 6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.
- 6.2 Policy for managing a *place* must be based on an understanding of its *cultural significance*.
- 6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.
- 6.4 In developing an effective policy, different ways to retain *cultural significance* and address other factors may need to be explored.
- 6.5 Changes in circumstances, or new information or perspectives, may require reiteration of part or all of the Burra Charter Process.

Article 7. Use

- 7.1 Where the *use* of a *place* is of *cultural significance* it should be retained.
- 7.2 A *place* should have a *compatible use*.

Explanatory Notes

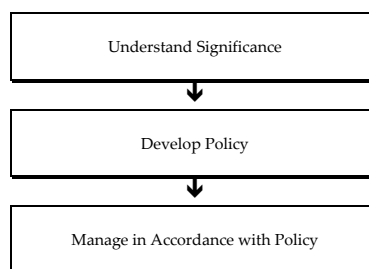
The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biodiversity and geodiversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value.

In some cultures, natural and cultural values are indivisible.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

The Burra Charter Process, or sequence of investigations, decisions and actions, is illustrated below and in more detail in the accompanying flow chart which forms part of the Charter.



Options considered may include a range of uses and changes (e.g. adaptation) to a place.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of activities and practices which contribute to the cultural significance of the place.

Articles

Article 8. Setting

Conservation requires the retention of an appropriate *setting*. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the *cultural significance* of the *place*.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

Article 9. Location

9.1 The physical location of a *place* is part of its *cultural significance*.

A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.

9.2 Some buildings, works or other elements of *places* were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other elements do not have significant links with their present location, removal may be appropriate.

9.3 If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place* of *cultural significance*.

Article 10. Contents

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

Article 11. Related places and objects

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

Article 12. Participation

Conservation, *interpretation* and management of a *place* should provide for the participation of people for whom the place has significant *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

Article 13. Co-existence of cultural values

Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.

Explanatory Notes

Setting is explained in Article 1.12.

For example, the repatriation (returning) of an object or element to a place may be important to Indigenous cultures, and may be essential to the retention of its cultural significance.

Article 28 covers the circumstances where significant fabric might be disturbed, for example, during archaeological excavation.

Article 33 deals with significant fabric that has been removed from a place.

For some places, conflicting cultural values may affect policy development and management decisions. In Article 13, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

Conservation Processes

Article 14. Conservation processes

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance*, *preservation*, *restoration*, *reconstruction*, *adaptation* and *interpretation*; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that *related places* and *related objects* make to the *cultural significance* of a *place*.

Article 15. Change

15.1 Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* and its *use* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

15.2 Changes which reduce *cultural significance* should be reversible, and be reversed when circumstances permit.

15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

Article 16. Maintenance

Maintenance is fundamental to *conservation*. Maintenance should be undertaken where *fabric* is of *cultural significance* and its maintenance is necessary to retain that *cultural significance*.

Article 17. Preservation

Preservation is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance*, or where insufficient evidence is available to allow other *conservation* processes to be carried out.

Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.

When change is being considered, including for a temporary use, a range of options should be explored to seek the option which minimises any reduction to its cultural significance.

It may be appropriate to change a place where this reflects a change in cultural meanings or practices at the place, but the significance of the place should always be respected.

Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.

Maintaining a place may be important to the fulfilment of traditional laws and customs in some Indigenous communities and other cultural groups.

Preservation protects fabric without obscuring evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered; or
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Articles

Article 18. Restoration and reconstruction

Restoration and reconstruction should reveal culturally significant aspects of the *place*.

Article 19. Restoration

Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

Article 20. Reconstruction

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In some cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

Article 21. Adaptation

21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.

21.2 *Adaptation* should involve minimal change to significant *fabric*, achieved only after considering alternatives.

Article 22. New work

22.1 New work such as additions or other changes to the *place* may be acceptable where it respects and does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the *cultural significance* of the *place*.

Article 23. Retaining or reintroducing use

Retaining, modifying or reintroducing a significant *use* may be appropriate and preferred forms of *conservation*.

Article 24. Retaining associations and meanings

24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

24.2 Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

Explanatory Notes

Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree stumps following fire, flood or storm). The requirement for sufficient evidence to reproduce an earlier state still applies.

Adaptation may involve additions to the place, the introduction of new services, or a new use, or changes to safeguard the place. Adaptation of a place for a new use is often referred to as 'adaptive re-use' and should be consistent with Article 7.2.

New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided.

New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.

These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use, activity or practice may involve substantial new work.

For many places associations will be linked to aspects of use, including activities and practices.

Some associations and meanings may not be apparent and will require research.

Article 25. Interpretation

The *cultural significance* of many *places* is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and engagement, and be culturally appropriate.

Conservation Practice

Article 26. Applying the Burra Charter Process

26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.

26.3 Groups and individuals with *associations* with the *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

26.4 Statements of *cultural significance* and policy for the *place* should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.

Article 27. Managing change

27.1 The impact of proposed changes, including incremental changes, on the *cultural significance* of a *place* should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.

27.2 Existing *fabric*, *use*, *associations* and *meanings* should be adequately recorded before and after any changes are made to the *place*.

Article 28. Disturbance of fabric

28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

In some circumstances any form of interpretation may be culturally inappropriate.

The results of studies should be kept up to date, regularly reviewed and revised as necessary.

Policy should address all relevant issues, e.g. use, interpretation, management and change.

A management plan is a useful document for recording the Burra Charter Process, i.e. the steps in planning for and managing a place of cultural significance (Article 6.1 and flow chart). Such plans are often called conservation management plans and sometimes have other names.

The management plan may deal with other matters related to the management of the place.

Monitor actions taken in case there are also unintended consequences.

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29. Responsibility

The organisations and individuals responsible for management and decisions should be named and specific responsibility taken for each decision.

Article 30. Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article 31. Keeping a log

New evidence may come to light while implementing policy or a plan for a *place*. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.

New decisions should respect and have minimal impact on the cultural significance of the place.

Article 32. Records

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article 33. Removed fabric

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article 34. Resources

Adequate resources should be provided for *conservation*.

The best conservation often involves the least work and can be inexpensive.

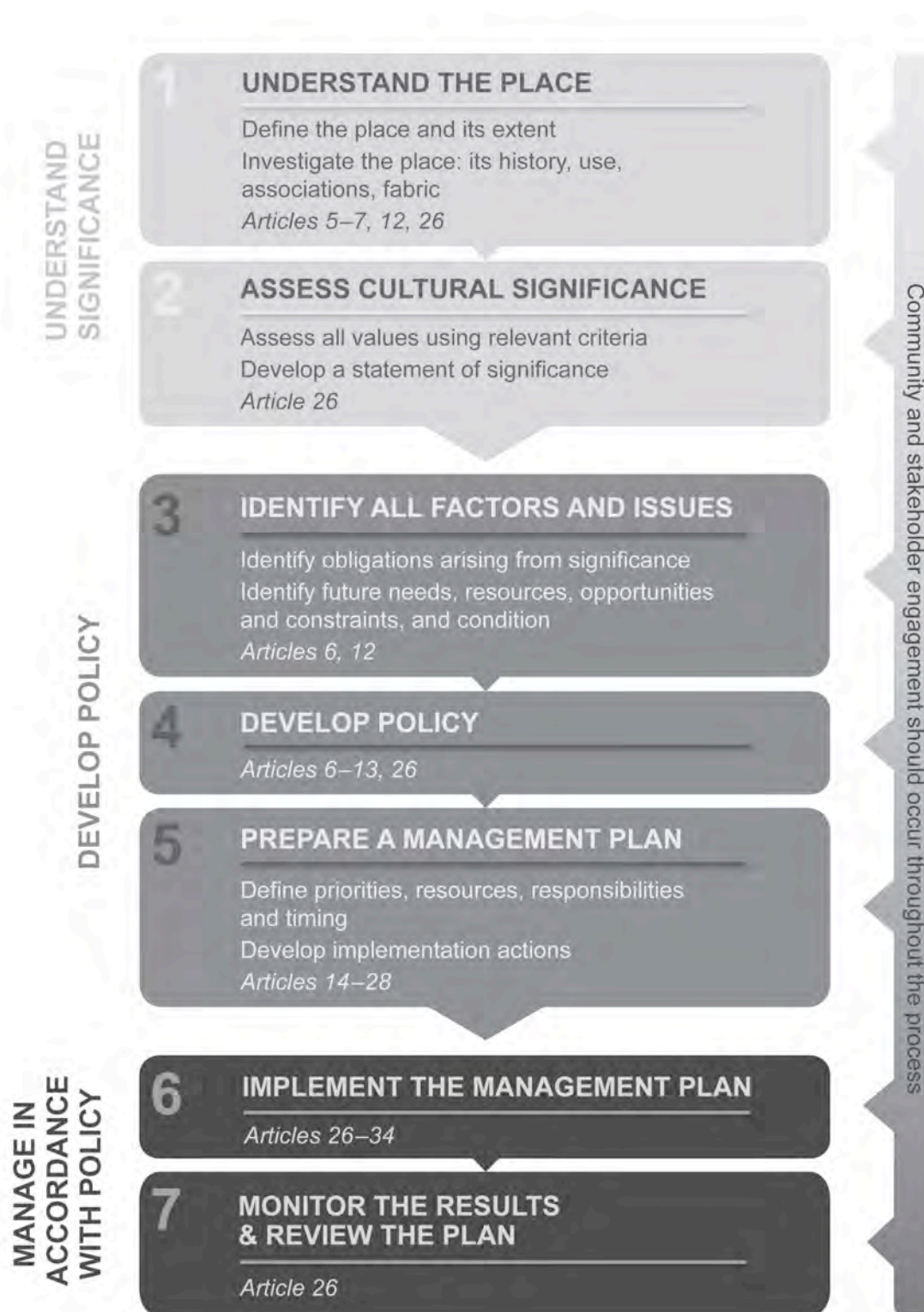
Words in italics are defined in Article 1.

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 6 summarises the Burra Charter Process.



APPENDIX B STANDARD EXEMPTIONS FOR WORKS REQUIRING HERITAGE COUNCIL APPROVAL

HERITAGE INFORMATION SERIES

STANDARD EXEMPTIONS FOR WORKS REQUIRING HERITAGE COUNCIL APPROVAL

Heritage Council



of New South Wales

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INTRODUCTION

In NSW important items of our environmental heritage are listed on the State Heritage Register. Any changes to those items should respect and retain those qualities and characteristics that make the heritage place special.

Any major works proposed for **State Heritage Register items** therefore need to be assessed and approved by the Heritage Council to ensure that the heritage significance of the item will not be adversely affected.

However, the assessment process can waste the time and resources of both the owner and the Heritage Council if the works are only minor in nature and will have minimal impact on the heritage significance of the place. The Heritage Act allows the Minister for Planning, on the recommendation of the Heritage Council, **to grant exemptions for certain activities** which 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.
2. **site specific exemptions** for a particular heritage item can be approved by the Minister on the recommendation of the Heritage Council.

These guidelines have been prepared to inform owners and managers of heritage items listed on the State Heritage Register about the standard exemptions. They also explain how to develop site specific exemptions for a heritage item.

The State Heritage Register

Heritage places and items of particular importance to the people of New South Wales are listed on the State Heritage Register. The Register was created in April 1999 by amendments to the *Heritage Act 1977*.

The key to listing on the State Heritage Register is the level of significance. Only those heritage items which are of **state significance in NSW** are listed on the State Heritage Register.

To check whether an item is listed on the register, check the online heritage database on the homepage of the Heritage Branch, Department of Planning:

www.heritage.nsw.gov.au

This online database lists all statutorily protected items in NSW. It may be accessed from the homepage, via the Listings tab, then Heritage databases.

WHY HAVE STANDARD EXEMPTIONS?

The standard exemptions apply to all items listed on the State Heritage Register. These exemptions came into force on 5 September, 2008. They replace all previous standard exemptions.

The current exemptions replace those gazetted on 4 April 2006 and as amended 28 April 2006. They relate to a broad range of minor development and will result in a more streamlined approval process.

The purpose of the standard exemptions is to clarify for owners, the Heritage Branch and local councils what kind of maintenance and minor works can be undertaken without needing Heritage Council approval. This ensures that owners are not required to make unnecessary applications for minor maintenance and repair.

The Heritage Council has prepared guidelines to help owners and managers to interpret and apply the standard exemptions. Those guidelines were first published in 2004 and have been incorporated into this document.

HOW WILL EXEMPTIONS ALREADY IN PLACE BE AFFECTED BY THE NEW STANDARD EXEMPTIONS?

1. **Standard Exemptions:** The new standard exemptions replace all existing standard exemptions.
2. **Site Specific Exemptions:** Some heritage items have site specific exemptions for works other than those in the standard list. Site specific exemptions will continue to remain in force.

WHAT OTHER APPROVALS ARE NECESSARY TO DO WORK ON A HERITAGE ITEM?

The exemptions only reduce the need to obtain approval from the Heritage Council, under section 60 of the Heritage Act, to carry out works to a heritage item listed on the State Heritage Register. You should check with your local council for information on additional development and building approvals, and with the Heritage Branch for other approvals which may be required under the Heritage Act, such as an Excavation Permit.

HOW TO RELATE THE STANDARD EXEMPTION CLAUSES TO YOUR HERITAGE ITEM

The standard exemption clauses can be grouped under two headings:

- maintenance and repairs;
- alterations.

Clauses have been kept as concise as possible to avoid ambiguities. The terminology used is consistent with the Australia ICOMOS *Burra Charter*. Australia ICOMOS is the Australian Chapter of International Council on Monuments and Sites, a UNESCO-affiliated international organisation of conservation specialists. The *Burra Charter* is a nationally accepted standard for assessing and managing change to heritage items.

Before you develop firm proposals for changes to the heritage item, take the following actions:

- [1.] Check the boundaries of the item to which the State Heritage Register listing applies;
- [2.] Check the exemptions which apply to your heritage item;
- [3.] Read these explanatory notes to ensure that the work you propose is exempted, and check if prior Heritage Council notification and endorsement is required before the works are commenced;
- [4.] If the work is not exempted, apply to the Heritage Council for approval under section 60 of the Heritage Act;
- [5.] Check with the local council concerning other approvals that may be required;
- [6.] Check with the Heritage Branch if the work you propose involves the disturbance of relics more than 50 years old.

SCHEDULE OF STANDARD EXEMPTIONS

HERITAGE ACT, 1977

NOTICE OF ORDER UNDER SECTION 57(2) OF THE HERITAGE ACT, 1977

I, the Minister for Planning, pursuant to subsection 57(2) of the Heritage Act 1977, on the recommendation of the Heritage Council of New South Wales, do by this Order:

- 1. revoke the Schedule of Exemptions to subsection 57(1) of the Heritage Act made under subsection 57(2) and published in the Government Gazette on 22 February 2008; and**
- 2. grant standard exemptions from subsection 57(1) of the Heritage Act 1977, described in the Schedule attached.**

FRANK SARTOR
Minister for Planning
Sydney, 11 July 2008

SCHEDULE OF EXEMPTIONS TO SUBSECTION 57(1) OF THE

HERITAGE ACT 1977

MADE UNDER SUBSECTION 57(2)

GENERAL CONDITIONS

1. These general conditions apply to all of the following Exemptions.
2. Anything done pursuant to the following Exemptions must be carried out in accordance with relevant Guidelines issued by the Heritage Branch including *“The Maintenance of Heritage Assets: A Practical Guide” 1998, “Movable Heritage Principles” 2000 and “The Heritage Council Policy on Managing Change to Heritage Items”*.
3. The following Standard Exemptions do not apply to anything affecting objects, places, items or sites of heritage significance to Aboriginal people or which affect traditional access by Aboriginal people.
4. The Director, and Managers employed by the Heritage Branch,- Department of Planning; the Executive Director, Tenant and Asset Management Services, employed by the Sydney Harbour Foreshore Authority; the Executive Director Culture & Heritage employed by the Department of Environment and Climate Change and the General Manager, Sustainability employed by the Sydney Water Corporation may perform any of the functions of the Director-General of the Department of Planning (Director-General) under these exemptions.

The authorisation to the Executive Director, Tenant and Asset Management Services of the Sydney Harbour Foreshore Authority is restricted to land for which it is the delegated approval body under section 169 of the Heritage Act, and the preparation and submission of information required to demonstrate that compliance with the criteria contained in these exemptions is satisfied, must not be carried out by the Executive Director, Tenant and Asset Management Services.

The authorisation to the Executive Director Culture & Heritage of the Department of Environment and Climate Change is restricted to land for which it is the delegated approval body under section 169 of the Heritage Act, and the preparation and submission of information required to demonstrate that compliance with the criteria contained in these exemptions is satisfied, must not be carried out by the Executive Director Culture & Heritage.

The authorisation to the General Manager, Sustainability employed by the Sydney Water Corporation is restricted to land for which it is the delegated approval body under section 169 of the Heritage Act, and the preparation and submission of information required to demonstrate that compliance with the criteria contained in these exemptions is

satisfied, must not be carried out by the General Manager, Sustainability.

- 5. In these Exemptions, words shall be given the same meaning as in the *Heritage Act 1977* (“the Act”) unless the contrary intention appears from the context of the exemption.**
- 6. Anything done pursuant to the following Exemptions must be specified, supervised and carried out by people with knowledge, skills and experience appropriate to the work.**

Guidelines

In addition to the above guidelines listed in paragraph two, the Heritage Council adopted further guidelines on 7 April 2004 (revised 2009) for use in interpreting and applying the standard exemptions.

If it is unclear whether proposed development satisfies the requirements of these exemptions, an application will be required under section 60 of the Heritage Act.

STANDARD EXEMPTION 1: MAINTENANCE AND CLEANING

1. The following maintenance and cleaning does not require approval under subsection 57(1) of the Act:

- (a) the maintenance of an item to retain its condition or operation without the removal of or damage to the existing fabric or the introduction of new materials;
- (b) cleaning including the removal of surface deposits, organic growths or graffiti by the use of low pressure water (less than 100 psi at the surface being cleaned) and neutral detergents and mild brushing and scrubbing.

NOTE 1: Traditional finishes such as oils and waxes must continue to be used for timber surfaces rather than modern alternative protective coatings such as polyurethane or acrylic which may seal the surface and can cause damage.

NOTE 2: Surface patina which has developed on the fabric may be an important part of the item's significance and if so needs to be preserved during maintenance and cleaning.

Guidelines

Maintenance is distinguished from repairs, restoration and reconstruction as it does not involve the removal of or damage to existing fabric or the introduction of new materials. It is a continuing process of protective care. Typical maintenance activity includes:

- *the removal of vegetation and litter from gutters and drainage systems;*
- *resecuring and tightening fixings of loose elements of building fabric;*
- *lubricating equipment and services which have moving parts;*
- *the application of protective coatings such as limewash, polish, oils and waxes to surfaces which have previously had such coatings applied; and*
- *cleaning by the removal of surface deposits using methods other than aggressive mechanical or chemical techniques such as high pressure, high temperature or strong solvents which may affect the substrate.*

This standard exemption applies to the maintenance of all types of heritage items including buildings, works, landscapes, cemeteries and movable heritage. Reference should be made to other relevant standard exemptions (#12, 14 and 17) for particular types of items.

STANDARD EXEMPTION 2: REPAIRS

1. 1. Repair to an item which is of the type described in (a) or (b) below does not require approval under subsection 57(1) of the Act:

- (a) the replacement of services such as cabling, plumbing, wiring and fire services that uses existing service routes, cavities or voids or replaces existing surface mounted services and does not involve damage to or the removal of significant fabric;
- (b) the repair (such as refixing and patching) or the replacement of missing, damaged or deteriorated fabric that is beyond further maintenance, which matches the existing fabric in appearance, material and method of affixing and does not involve damage to or the removal of significant fabric.

NOTE 1: Repairs must be based on the principle of doing as little as possible and only as much as is necessary to retain and protect the element. Therefore replacement must only occur as a last resort where the major part of an element has decayed beyond further maintenance.

NOTE 2: Any new materials used for repair must not exacerbate the decay of existing fabric due to chemical incompatibility, obscure existing fabric or limit access to existing fabric for future maintenance.

NOTE 3: Repair must maximise protection and retention of fabric and include the conservation of existing detailing, such as vents, capping, chimneys, carving, decoration or glazing.

Guidelines

This standard exemption is not intended to allow the cumulative replacement of large amounts or a high proportion of the fabric of an item. If replacement of large amounts of fabric is necessary, an application will be required to be submitted under s. 60 of the Heritage Act. If there is uncertainty about whether the proposed extent of repair is exempt from approval, advice should be sought from the Heritage Branch, Department of Planning.

Repairs should have detailed specifications and carried out by licensed tradespeople with experience in the conservation of heritage buildings. It is essential that the composition of elements of the fabric such renders, mortars, timber species and metal types remain the same to assist with matching appearance and avoiding chemical incompatibility.

Repair may involve reconstruction which means returning an item to a known earlier state. This may involve the use of new or recycled materials.

Reconstruction must satisfy a four-part test to qualify for exemption from approval:

- 1. The nature of the earlier state being reconstructed must be known. Where there is conjecture about the earlier state of the fabric or where it is proposed to change the appearance, material or method of fixing of the fabric an application under s.60 of the Heritage Act will be required.*
- 2. The replacement fabric must be matching in appearance and method of fixing. The use of salvaged or recycled fabric can be a valuable resource in matching appearance in preference to the use of new fabric which may appear obtrusive. However the damage to other heritage buildings by the salvaging of fabric for reuse is unacceptable. Salvaged materials must be judiciously sourced so as not to encourage secondary damage to other heritage resources. The use of artificial ageing techniques to assist the matching of new with original fabric is only advocated where there is an obtrusive mismatch of materials which negatively impacts on the heritage significance of the item. Ideally, new and original fabric should be subtly discernable on close examination to assist interpretation of the history of change to the building.*
- 3. The fabric being replaced must be beyond further maintenance. The replacement of fabric may only occur where fabric is missing or it is so damaged or deteriorated that it is beyond further maintenance. In many cases the judgement about the level of deterioration and the effectiveness of further maintenance will require the advice of a person who is suitably experienced in similar heritage conservation projects. If it is unclear that the fabric is beyond further maintenance, its replacement will require the submission of an application under s. 60 of the Heritage Act.*
- 4. Significant fabric must not be damaged or removed. In all cases of repair, the damage or removal of significant fabric is not permitted without approval. Significant fabric is that which contributes to the heritage significance of the item. The identification of the level of significance of fabric will usually require the advice of a person who is suitably experienced in similar heritage conservation projects. The damage or removal of significant fabric will require the submission of an application under s. 60 of the Heritage Act.*

New material used in repairs should where possible be date stamped in a location which is not conspicuous but is legible on close examination. Archival recording of removed and replacement fabric is advocated and should be used in interpretive displays where practicable.

STANDARD EXEMPTION 3: PAINTING

1. Painting does not require approval under subsection 57(1) of the Act if the painting:
 - (a) does not involve the disturbance or removal of earlier paint layers other than that which has failed by chalking, flaking, peeling or blistering;
 - (b) involves over-coating with an appropriate surface as an isolating layer to provide a means of protection for significant earlier layers or to provide a stable basis for repainting; and
 - (c) employs the same colour scheme and paint type as an earlier scheme if they are appropriate to the substrate and do not endanger the survival of earlier paint layers.
2. Painting which employs a different colour scheme and paint type from an earlier scheme does not require approval under subsection 57(1) of the Act, provided that:
 - (a) the Director-General is satisfied that the proposed colour scheme, paint type, details of surface preparation and paint removal will not adversely affect the heritage significance of the item; and
 - (b) the person proposing to undertake the painting has received a notice advising that the Director-General is satisfied.
3. A person proposing to undertake repainting of the kind described in paragraph 2 must write to the Director-General and describe the proposed colour scheme, paint type, details of surface preparation and paint removal involved in the repainting. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 2(a) the Director-General shall notify the applicant.

NOTE: Preference should be given to the re-establishment of historically significant paint schemes of the item that are appropriate to the significance of the building.

Guidelines

Painting of surfaces which have not previously been painted such as face brickwork, stone, concrete or galvanised iron is likely to adversely affect the heritage significance of the item and is not exempt from approval under this standard exemption. Likewise, the stripping of paint coatings which were intended to be protective may expose the substrate to damage and cause the loss of the historical record and significance of the building. In cases where surface preparation has revealed significant historic paint layers, repainting should facilitate the interpretation of the evolution of the building by displaying appropriately located sample patches of historic paint schemes. This

information should also be examined if it is proposed to recreate earlier finishes or paint schemes.

Paint removal of failed layers to achieve a stable base for repainting is exempt from approval but intervention should be minimised to avoid the loss of the significant historical record. Where old paint layers are sound they should be left undisturbed. The removal of paint with a high content of lead or other hazardous materials requires considerable care and use of experienced tradespeople as its disturbance can create health hazards. If the removal of such paint layers will adversely affect the heritage significance of the item, an application will be required under section 60 of the Heritage Act.

Reference should be made to The Maintenance Series, NSW Heritage Branch, particularly Information Sheets 6.2 Removing Paint from Old Buildings, 7.2 Paint Finishes and 7.3 Basic Limewash which are available online at www.heritage.nsw.gov.au.

STANDARD EXEMPTION 4: EXCAVATION

- 1. Excavation or disturbance of land of the kind specified below does not require approval under subsection 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a), (b) or (c) have been met and the person proposing to undertake the excavation or disturbance of land has received a notice advising that the Director-General is satisfied that:**
 - (a) an archaeological assessment, zoning plan or management plan has been prepared in accordance with Guidelines published by the Heritage Council of NSW which indicates that any relics in the land are unlikely to have State or local heritage significance; or**
 - (b) the excavation or disturbance of land will have a minor impact on archaeological relics including the testing of land to verify the existence of relics without destroying or removing them; or**
 - (c) a statement describing the proposed excavation demonstrates that evidence relating to the history or nature of the site, such as its level of disturbance, indicates that the site has little or no archaeological research potential.**
- 2. Excavation or disturbance of land of the kind specified below does not require approval under subsection 57(1) of the Act:**
 - (a) the excavation or disturbance of land is for the purpose of exposing underground utility services infrastructure which occurs within an existing service trench and will not affect any other relics;**
 - (b) the excavation or disturbance of land is to carry out inspections or emergency maintenance or repair on underground utility services and due care is taken to avoid effects on any other relics;**
 - (c) the excavation or disturbance of land is to maintain, repair, or replace underground utility services to buildings which will not affect any other relics;**
 - (d) the excavation or disturbance of land is to maintain or repair the foundations of an existing building which will not affect any associated relics;**
 - (e) the excavation or disturbance of land is to expose survey marks for use in conducting a land survey**
- 3. A person proposing to excavate or disturb land in the manner described in paragraph 1 must write to the Director-General and describe the proposed excavation or disturbance of land and set out why it satisfies the criteria set out in paragraph 1. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1 (a), (b) or (c) the Director-General shall notify the applicant.**

NOTE 1: Any excavation with the potential to affect Aboriginal objects must be referred to the Director-General of the Department of Environment and Climate Change.

NOTE 2: If any Aboriginal objects are discovered on the site, excavation or disturbance is to cease and the Department of Environment and Climate Change is to be informed in accordance with section 91 of the National Parks and Wildlife Act, 1974.

NOTE 3: This exemption does not allow the removal of State significant relics.

NOTE 4: Where substantial intact archaeological relics of State or local significance, not identified in the archaeological assessment, zoning plan, management plan or statement required by this exemption, are unexpectedly discovered during excavation, work must cease in the affected area and the Heritage Council must be notified in writing in accordance with section 146 of the Act. Depending on the nature of the discovery, additional assessment and possibly an excavation permit may be required prior to the recommencement of excavation in the affected area.

NOTE 5: Archaeological research potential of a site is the extent to which further study of relics which are likely to be found is expected to contribute to improved knowledge about NSW history which is not demonstrated by other sites or archaeological resources.

STANDARD EXEMPTION 5: RESTORATION

- 1. Restoration of an item by returning significant fabric to a known earlier location without the introduction of new material does not require approval under subsection 57(1) of the Act.**
- 2. The following restoration does not require approval under subsection 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) have been met and the person proposing to undertake the restoration has received a notice advising that the Director-General is satisfied:**
 - (a) the restoration of an item without the introduction of new material (except for fixings) to reveal a known earlier configuration by removing accretions or reassembling existing components which does not adversely affect the heritage significance of the item.**
- 3. A person proposing to undertake restoration of the kind described in paragraph 2 must write to the Director-General and set out why there is a need for restoration to be undertaken and the proposed material and method of restoration. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 2(a), the Director-General shall notify the applicant.**

Guidelines

Restoration in accordance with clause 1 of this standard exemption does not involve the removal of fabric and only relates to the return of fabric which has been removed to storage or has been dislodged from its original location.

STANDARD EXEMPTION 6: DEVELOPMENT ENDORSED BY THE HERITAGE COUNCIL OR DIRECTOR-GENERAL

1. Minor development specifically identified as exempt development which does not materially impact on heritage significance, by a conservation policy or strategy within a conservation management plan which has been endorsed by the Heritage Council of NSW or by a conservation management strategy endorsed by the Director-General does not require approval under subsection 57(1) of the Act.
2. A person proposing to do anything of the kind described in paragraph 1 must write to the Director-General and describe the proposed development. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1, the Director-General shall notify the applicant.

Guidelines

This standard exemption does not exempt development that is consistent with a conservation policy or strategy contained in an endorsed conservation management plan or interim conservation management strategy other than development that is specifically identified as exempt development in that conservation plan or strategy.

STANDARD EXEMPTION 7: MINOR ACTIVITIES WITH LITTLE OR NO ADVERSE IMPACT ON HERITAGE SIGNIFICANCE

1. Anything which in the opinion of the Director-General is of a minor nature and will have little or no adverse impact on the heritage significance of the item does not require approval under subsection 57(1) of the Act.
2. A person proposing to do anything of the kind described in paragraph 1 must write to the Director-General and describe the proposed activity. If the Director-General is satisfied that the proposed activity meets the criteria set out in paragraph 1, the Director-General shall notify the applicant.

Guidelines

This standard exemption has the potential to relate to a wide range of minor development. In determining whether a proposed development is minor the Director may have regard to the context of the particular heritage item such as its size and setting. For instance a development may be considered to be minor in the context of Prospect Reservoir's 1200ha curtilage whereas a similar proposal affecting an item on a smaller site may not be considered to be minor.

In order to assess whether a proposal has an adverse affect on heritage significance it is necessary to submit a clear and concise statement of the item's heritage significance and an assessment of whether a proposal impacts on that significance.

STANDARD EXEMPTION 8: NON-SIGNIFICANT FABRIC

1. The following development does not require approval under subsection 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) have been met and the person proposing to undertake the development has received a notice advising that the Director-General is satisfied:
 - (a) the alteration of a building involving the construction or installation of new fabric or services or the removal of building fabric which will not adversely affect the heritage significance of the item.
2. A person proposing to do anything of the kind described in paragraph 1 must write to the Director-General and describe the proposed development. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1(a), the Director-General shall notify the applicant.

Guidelines

In order to assess the level of significance of fabric it is necessary to submit a clear and concise statement of the item's heritage significance and to grade the fabric of the place in accordance with its association with or impact on that significance. It may not always be concluded that more recent fabric is of less or no heritage significance.

STANDARD EXEMPTION 9: CHANGE OF USE

1. The change of use of an item or its curtilage or the commencement of an additional or temporary use does not require approval under subsection 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) and (b) have been met and the person proposing to undertake the change of use has received a notice advising that the Director-General is satisfied:
 - (a) the use does not involve the alteration of the fabric, layout or setting of the item or the carrying out of development other than that permitted by other standard or site specific exemptions; and
 - (b) the use does not involve the cessation of the primary use for which the building was erected, a later significant use or the loss of significant associations with the item by current users;
2. A person proposing to change the use of an item or its curtilage or to commence an additional or temporary use of an item or its curtilage in the manner described in paragraph 1 must write to the Director-General and describe the changes proposed. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1(a) and (b), the Director-General shall notify the applicant.

Guidelines

For the purposes of this standard exemption any change of use which is inconsistent with specific conditions of any previous approval or consent such as hours of operation or nature of conduct of an activity requires approval under section 57(1) or the modification of an approval under section 65A of the Heritage Act.

STANDARD EXEMPTION 10: NEW BUILDINGS

1. Subdivision under the *Strata Scheme (Freehold Development) Act* or *Strata Scheme (Leasehold Development) Act* of the interior of a building that has been constructed since the listing of the item on the State Heritage Register or the publication of an interim heritage order in the Gazette which applies to the land does not require approval under subsection 57(1) of the Act.
2. Alteration to the interior of a building which has been constructed since the listing of the item on the State Heritage Register or the publication of an interim heritage order in the Gazette which applies to the land does not require approval under subsection 57(1) of the Act.

Guidelines

Subdivision to which clause 1 of this standard exemption applies must not subdivide the curtilage of the exterior of a building other than approved car spaces. A strata plan which otherwise proposes the subdivision of the curtilage of a heritage item requires approval under section 57(1) of the Heritage Act.

For the purposes of clause 2 of this standard exemption, alterations to the interior of a building:

- *do not include internal alterations to additions to buildings which existed prior to the listing of the site on the State Heritage Register or publication of the interim heritage order;*
- *must not affect the external appearance of the building such as by balcony enclosure or window screening; and*
- *must not be inconsistent with any specific conditions of a previous approval.*

Such alterations require approval under section 57(1) of the Heritage Act.

STANDARD EXEMPTION 11: TEMPORARY STRUCTURES

- 1. The erection of temporary structures does not require approval under subsection 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) and (b) have been met and the person proposing to erect the structure has received a notice advising that the Director-General is satisfied:**
 - (a) the structure will be erected within and used for a maximum period of 4 weeks after which it will be removed within a period of 2 days and not erected again within a period of 6 months; and**
 - (b) the structure is not to be located where it could damage or endanger significant fabric including landscape or archaeological features of its curtilage or obstruct significant views of and from heritage items.**
- 2. A person proposing to erect a structure of the kind described in paragraph 1 must write to the Director-General and set out the nature of the structure, the use for the structure and how long it will remain in place and the next occasion on which it is anticipated that the structure will be erected. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraphs 1(a) and 1(b) the Director-General shall notify the applicant.**

Guidelines

The cumulative impact of the multiple use of this standard exemption will be considered by the Director in the assessment of the simultaneous construction of a number of temporary structures or a succession of temporary structures which may have a prolonged adverse impact on heritage significance of the item.

STANDARD EXEMPTION 12: LANDSCAPE MAINTENANCE

1. **Landscape maintenance which is of the type described below does not require approval under subsection 57(1) of the Act:**
 - (a) **weeding, watering, mowing, top-dressing, pest control and fertilizing necessary for the continued health of plants, without damage or major alterations to layout, contours, plant species or other significant landscape features;**
 - (b) **pruning (to control size, improve shape, flowering or fruiting and the removal of diseased, dead or dangerous material), not exceeding 10% of the canopy of a tree within a period of 2 years;**
 - (c) **pruning (to control size, improve shape, flowering or fruiting and the removal of diseased, dead or dangerous material) between 10% and 30% of the canopy of a tree within a period of 2 years;**
 - (d) **removal of dead or dying trees which are to be replaced by trees of the same species in the same location; or**
 - (e) **tree surgery by a qualified arborist, horticulturist or tree surgeon necessary for the health of those plants.**
2. **A person proposing to undertake landscape maintenance in the manner described in paragraph 1(b) 1(c) or 1(d) must write to the Director-General and describe the maintenance proposed and provide certification by a qualified or experienced arborist, horticulturist or tree surgeon that the maintenance is necessary for the tree's health or for public safety. If the Director-General is satisfied that the proposed maintenance meets these criteria, the Director-General shall notify the applicant.**

NOTE 1: In relation to cemeteries, landscape features include monuments, grave markers, grave surrounds, fencing, path edging and the like.

NOTE 2: Other standard exemptions may apply to landscape maintenance such as #4 Excavation and #6 Development endorsed by the Heritage Council; and #7 Minor works with no adverse heritage impact.

Guidelines

Landscape features and gardens can be of heritage significance in their own right. They are often vital to the curtilage of a heritage item and fundamental to the setting of other (eg; built or archaeological) heritage items and important to the appreciation of their heritage significance. Landscape setting is by its nature evolving and often requires more regular maintenance than other elements of heritage fabric. Horticultural advice may be required to ensure a regime of maintenance appropriate to the retention of the heritage significance of a place.

General advice about landscape maintenance is provided by The Maintenance of Heritage Assets: A Practical Guide Information Sheet 9.1 Heritage Gardens and Grounds, printed versions available from the Heritage Branch, Department of Planning.

General advice about heritage gardens is also available on the Heritage Branch website at: http://www.heritage.nsw.gov.au/06_subnav_10.htm and at: www.gardenhistorysociety.org.au.

STANDARD EXEMPTION 13: SIGNAGE

- 1. The erection of signage which is of the types described in (a) or (b) below does not require approval under subsection 57(1) of the Act:**
 - (a) temporary signage which is located behind or on the glass surface of a shop window which is not internally illuminated or flashing and is to be removed within eight weeks; or**
 - (b) a real estate sign indicating that the place is for auction, sale or letting and related particulars and which is removed within 10 days of the sale or letting of the place;**
- 2. The erection of signage which is of the types described in (a) or (b) below does not require approval under subsection 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) and (b) respectively have been met and the person proposing to erect it has received a notice advising that the Director-General is satisfied:**
 - (a) the erection of non-illuminated signage for the sole purpose of providing information to assist in the interpretation of the heritage significance of the item and which will not adversely affect significant fabric including landscape or archaeological features of its curtilage or obstruct significant views of and from heritage items; or**
 - (b) signage which is in the form of a flag or banner associated with a building used for a purpose which requires such form of promotion such as a theatre or gallery, which is displayed for a maximum period of eight weeks and which will not adversely affect significant fabric including landscape or archaeological features of its curtilage;**
- 3. A person proposing to erect signage of the kind described in paragraph 2 must write to the Director-General and describe the nature and purpose of the advertising or signage. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 2(a) or 2(b), the Director-General shall notify the applicant.**
- 4. Signage of the kind described in paragraphs 1 and 2 must:**
 - (a) not conceal or involve the removal of signage which has an integral relationship with the significance of the item;**
 - (b) be located and be of a suitable size so as not to obscure or damage significant fabric of the item;**
 - (c) be able to be later removed without causing damage to the significant fabric of the item; and**
 - (d) reuse existing fixing points or insert fixings within existing joints without damage to adjacent masonry.**

Guidelines

In addition to the requirements of clause 4 of the standard exemptions, signage may be controlled by development control plans or signage policies prepared by the relevant local council. The operation of the standard exemptions do not affect the requirements for consent by local councils or the need to satisfy any signage policies which may have been adopted by them.

Additional forms of signage not addressed by this standard exemption may not require approval under section 57(1) of the Heritage Act if they satisfy the requirements of other standard exemptions such as Standard Exemption 7 (Minor Activities with no Adverse Impact on Heritage Significance) or Standard Exemption 8 (Non-significant Fabric).

Signage in accordance with clause 2(a) of the standard exemption for the purpose of assisting the interpretation of heritage significance:

- requires approval under section 57(1) of the Heritage Act if additional information is provided which is unrelated to heritage interpretation such as commercial promotion or sponsorship; and*
- must be in accordance with Interpreting Heritage Places and Items published by the Heritage Council and available online.*

STANDARD EXEMPTION 14: BURIAL SITES AND CEMETERIES

1. Development on land within a burial site or cemetery which is of the type described in (a), (b) or (c) below does not require approval under subsection 57(1) of the Act:
 - (a) the creation of a new grave;
 - (b) the erection of monuments or grave markers in a place of consistent character, including materials, size and form, which will not be in conflict with the character of the place; or
 - (c) an excavation or disturbance of land for the purpose of carrying out conservation or repair of monuments or grave markers;

provided that there will be no disturbance to human remains, to relics in the form of grave goods, associated landscape features or to a place of Aboriginal heritage significance.
2. A person proposing to carry out development in the manner described in paragraph 1(b) or (c) must write to the Director-General and describe the development proposed. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1, the Director-General shall notify the applicant.
3. This exemption does not apply to the erection of above-ground chambers, columbaria or vaults, or the designation of additional areas to be used as a burial place.

NOTE 1: Other standard exemptions apply to the maintenance, cleaning and repair of burial sites and cemeteries.

Guidelines

In addition to burial remains and artefacts, above ground cemetery elements may include headstones, footstones and other burial markers or monuments and associated elements such as grave kerbing, iron grave railings, grave furniture, enclosures and plantings. It is important that cemeteries listed on the State Heritage Register have a conservation policy or conservation management plan endorsed by the Heritage Council and that it records the history and significant fabric of the place with policies for conservation, relocation and the erection of new monuments and grave markers.

Additional advice about the management of heritage cemeteries is provided in:

- Cemeteries: Guidelines for their Care and Conservation, *Heritage Council of NSW and Department of Planning, 1992;*
- Skeletal Remains, *NSW Heritage Council, 1998;*
- Guidelines for Cemetery Conservation, *National Trust of Australia (NSW), 2002.*

STANDARD EXEMPTION 15: COMPLIANCE WITH MINIMUM STANDARDS AND ORDERS

1. Development which is required for the purpose of compliance with the minimum standards set out in Part 3 of the *Heritage Regulation 1999* or an order issued under either:
 - (a) section 120 of the *Heritage Act 1977* regarding minimum standards of maintenance and repair; or
 - (b) section 121S of the *Environmental Planning and Assessment Act 1979* regarding an order which is consistent with a submission by the Heritage Council under subsection 121S(6) of that Act;does not require approval under subsection 57(1) of the Act.

Guidelines

This standard exemption is intended to facilitate and expedite compliance with orders and minimum standards of maintenance and repair.

The Minimum Standards of Maintenance and Repair replaced the “wilful neglect” provisions of the Heritage Act in 1999. The minimum standards are contained in Part 3 of the Heritage Regulation 2005 and are reproduced in the Heritage Information Series published by the Heritage Branch, Department of Planning. The minimum standards only apply to items listed on the State Heritage Register and relate to:

- *weather protection;*
- *fire prevention and protection;*
- *security; and*
- *essential maintenance and repair to prevent serious or irreparable damage.*

Maintenance and repair which exceed the minimum standards in the Regulation may be exempt from approval under other standard exemptions (refer to #1 and #2).

Orders under s.121S(6) of the EP&A Act are those given by a council or other consent authority in relation to an item listed on the State Heritage Register, land to which an interim heritage order applies or a heritage item listed under an environmental planning instrument. Orders must not be given in relation to items listed on the State Heritage Register or land to which an interim heritage order relates unless the consent authority has given notice of it to the Heritage Council and considered any submission made by it.

STANDARD EXEMPTION 16: SAFETY AND SECURITY

1. The following development does not require approval under subsection 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) or (b) have been met and the person proposing to undertake the development has received a notice advising that the Director-General is satisfied:
 - (a) the erection of temporary security fencing, scaffolding, hoardings or surveillance systems to prevent unauthorised access or secure public safety which will not adversely affect significant fabric of the item including landscape or archaeological features of its curtilage; or
 - (b) development, including emergency stabilisation, necessary to secure safety where a building or work or part of a building or work has been irreparably damaged or destabilised and poses a safety risk to its users or the public.
2. A person proposing to undertake development of the kind described in paragraph 1 must write to the Director-General and describe the development and, if it is of the kind set out in 1(b), provide certification from a structural engineer having experience with heritage items confirming the necessity for the development with regard to the criteria set out in 1(b) and any adverse impact on significant fabric. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1(a) or (b), the Director-General shall notify the applicant.

Guidelines

Development exempt under this standard exemption must be for the temporary or emergency securing of safety for users or the public. Permanent upgrading of site or building security may be exempt under other standard exemptions such as #7 (Minor Activities with little or no Adverse Impact on Heritage Significance) or #8 (Non-significant Fabric). Development described in 1(b) of this exemption is intended to apply in circumstances where there has been damage caused by a sudden change in circumstances of the building such as a catastrophic event, rather than safety risks which may arise from ongoing neglect of maintenance.

Emergency maintenance and repairs such as required following a storm event may be exempt under other standard exemptions such as #1 (Maintenance and Cleaning) and #2 (Repairs). More intrusive means of upgrading security which may damage significant fabric will require the submission of an application under section 60 of the Heritage Act.

Development in accordance with this exemption must be undertaken with minimal intervention to significant fabric.

STANDARD EXEMPTION 17: MOVABLE HERITAGE ITEMS

1. The temporary relocation of movable heritage items, including contents, fixtures and objects, to ensure their security, maintenance and preservation, for conservation or exhibition, to ensure health or safety, the need for a controlled environment for those heritage items, or to protect the place, and which are to be returned to their present location within six months, does not require approval under subsection 57(1) of the Act.
2. A person proposing to relocate a movable heritage item as set out in paragraph 1 must advise the Director-General in writing of the proposed location and the reasons for its relocation. If the Director-General is satisfied that the temporary relocation meets the criteria set out in paragraph 1 the Director-General shall notify the applicant.

Guidelines

Movable heritage items or objects which are listed on the State Heritage Register must be specifically referred to in the gazetted listing. Unless specifically listed, the movable content of buildings such as furniture, paintings and other decoration is not movable heritage for the purposes of the Heritage Act which triggers approval requirements to “move, damage or destroy it”.

The permanent relocation of an item of movable heritage such as listed ships or railway rolling stock will require the submission of an application under section 60 of the Heritage Act.

Additional advice regarding movable heritage is provided by:

- *Objects in Their Place: An Introduction to Movable Heritage, NSW Heritage Council, 1999; and*
- *Movable Heritage Principles, NSW Heritage Council and Ministry for the Arts, 1999.*

END

**APPENDIX C MINIMUM STANDARDS OF MAINTENANCE
AND REPAIR**

HERITAGE INFORMATION SERIES

MINIMUM STANDARDS OF MAINTENANCE AND REPAIR



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Front cover graphics:

Aboriginal hand stencils, South Coast. *Photograph courtesy of National Parks and Wildlife Service*

Interior of Belltrees shearing shed, built near Scone in NSW in 1879 by architect J. Horbury Hunt.

Artefacts from the site of first Government House Archaeology Collection. *Photograph courtesy of Museum of Sydney on the site of first Government House*

Grose Valley, Blue Mountains, NSW. *Photograph courtesy of NSW National Parks and Wildlife Service*

Back cover graphics:

Australia Square, Sydney

Entrance to the central temple, Sze Yup Temple, Glebe. *Photograph by Karl Zhao*

Lands Department Building, Sydney

The bow of iron steamer, *Merimbula*, wrecked near Currarong in 1928. *Photograph by David Nutley*

Snowy Mountains Scheme. *Photograph courtesy of the Snowy Mountains Hydro-electric Authority*

St Mark's Anglican Church, Darling Point, Sydney. *Photograph by Stuart Humphreys*

Belltrees Shearing Shed, near Scone, NSW.

Detail from the crypt floor of St Mary's Cathedral, Sydney. *Photograph courtesy of St Mary's Cathedral*

MINIMUM STANDARDS FOR MAINTENANCE AND REPAIR

Major amendments to the Heritage Act 1977 passed both houses of State Parliament and came into effect on 2 April 1999. The changes are the result of substantial review of the NSW heritage system.

One of the changes in policy reflected in the new legislation is the establishment of Minimum Standards. Since the original Heritage Act was passed in 1977 the “wilful neglect” provisions had been ineffective in preventing the deterioration of heritage items. In the twenty years of its operation there were no successful prosecutions under this section of the Act.

The section has therefore been deleted and replaced. Owners of items listed on the **State Heritage Register** are now required to ensure that heritage significance is maintained. Owners are required to achieve minimum standards of maintenance and repair.

The standards are set out in the Regulation, and relate to:

- weatherproofing;
- fire protection;
- security; and
- essential maintenance.

These are minimum standards to ensure that heritage significance is maintained. They do not require owners to undertake restoration works, but where works are needed owners may be eligible to apply for financial assistance through the Heritage Incentives Program.

Where these standards are not met and the heritage significance of the item is in jeopardy the Heritage Council will now have the power to order repairs after consultation with the owner.

As a last resort, if negotiations have failed and the owner does not comply with the order, the Heritage Council can arrange for the works to be carried out and charge the expenses to the owner. The Minister may consent to the Heritage Council's prosecution of the owner for failure to comply with an order under this section of the Act.

A copy of the *Heritage Amendment Regulation 1999*, extracted from the New South Wales Government Gazette No.27, 1999, pages 1 – 9, is included for your information.

What is the State Heritage Register?

Heritage places and items of particular importance to the people of New South Wales are listed on the State Heritage Register. The Register was created in April 1999 by amendments to the *Heritage Act 1977*.

The key to listing on the State Heritage Register is the level of significance. Only those heritage items which are of **state significance in NSW** are listed on the State Heritage Register.

The Register replaces the old system of permanent conservation orders as a means of listing items of state significance

The Register forms part of the State Heritage Inventory, an electronic database of all protected heritage items in New South Wales. To check whether an item is listed on the Register, consult the **State Heritage Inventory** on the internet through the Heritage Office home page: **www.heritage.nsw.gov.au**

Heritage Amendment Regulation 1999

under the

Heritage Act 1977

His Excellency the Governor, with the advice of the Executive Council, has made **the following Regulation under** the *Heritage Act 1977*.

CRAIG KNOWLES, M.P.,
Minister for Urban Affairs and Planning

Explanatory note

The object of this Regulation is to impose minimum standards with respect to the maintenance and repair of buildings, works and relics that are listed on the State Heritage Register or within a precinct that is listed on that Register.

This Regulation is made under the *Heritage Act 1977*, including sections 118 (as substituted by the *Heritage Amendment Act 1998*) and 165 (the general regulation-making power).

Clause 1 Heritage Amendment Regulation 1999

Heritage Amendment Regulation 1999

1 Name of Regulation

This Regulation is the *Heritage Amendment Regulation 1999*.

2 Commencement

This Regulation commences on 2 April 1999.

3 Amendment of Heritage Regulation 1993

The *Heritage Regulation 1993* is amended as set out in Schedule 1.

4 Notes

The explanatory note does not form part of this Regulation.

Heritage Amendment Regulation 1999

Amendments

Schedule 1

Schedule 1 Amendments

(Clause 3)

[1] Part 1, heading

Insert before clause 1:

Part 1 Preliminary**[2] Clause 3 Interpretation**

Insert at the end of clause 3:

(3) Notes in the text of this Regulation do not form part of this Regulation.

[31] Part 2, heading

Insert before clause 4:

Part 2 Fees and forms**[4] Part 3**

Insert after clause 9:

Part 3 Minimum standards of maintenance and repair**9A Minimum standards imposed**

Pursuant to section 118 of the Act, the standards set out in this Part are imposed as minimum standards with respect to the maintenance and repair of a building, work or relic that is listed or within a precinct that is listed on the State Heritage Register.

Note. Section 119 of the Act requires the owner of the building, work or relic to ensure that it is maintained and repaired to standards that are not less than the minimum standards imposed by this Part. Nothing in this Part affects any requirement for the approval under Part 4 of the Act of any aspect of maintenance or repair.

Heritage Amendment Regulation 1999**Schedule 1****Amendments****9B Inspection**

- (1) The building, work or relic, and its curtilage or site, must be inspected to identify maintenance and repairs that are needed to ensure compliance with section 119 of the Act in respect of the standards set out in clauses 9C-9H.
- (2) The inspection must be carried out at least once every 12 months in the case of the standards set out in clauses 9C-9G and at least once every 3 years in the case of the standards set out in clause 9H.

Note. The maintenance and repair requirements of section 119 of the Act are ongoing and are not limited to matters identified by an inspection carried out for the purposes of this clause.

- (3) The inspection is to be carried out by a person with expertise and experience appropriate to the nature of the item concerned.
- (4) In the case of a relic kept in a repository or as part of a collection, the inspection is to extend to the conditions under which the relic is kept.
- (5) In the case of a relic that is attached to or forms part of land, the inspection is to include an assessment of the stability of the site of the relic.

9C Weather protection

- (1) The following systems or components, if present, must be maintained and repaired (including by being cleaned and secured) when and to the standard necessary to ensure a reasonable level of protection for the building, work or relic, and its curtilage or site, against damage or deterioration due to weather:
 - (a) surface and sub-surface drainage systems,
 - (b) roof drainage systems, including gutters, rainwater heads, downpipes and stormwater drainage systems,
 - (c) water storages, dams, ponds, retention basins, watercourses, batters, levee banks, sea-walls and other flood and erosion mitigation measures,

Heritage Amendment Regulation 1999

Amendments Schedule 1

- (d) roofs, walls, doors and windows (including the glass components of doors and windows) and other components intended to exclude sun, rain, wind, hail, snow or other weather elements, including their security against the effects of high winds;
 - (e) systems or components which might be at risk of damage or dislodgment by high winds, including damage by falling trees and branches, tidal inundation or wave action;
 - (f) systems and components such as damp proof courses, flashings, ventilation systems and other measures intended to prevent the ingress of water or dampness or to reduce its effects;
 - (g) lightning conductors;
 - (h) any other system or component designed to protect the building, work or relic or its curtilage or site against damage or deterioration due to weather.
- (2) Doors and windows of a building may, as an alternative to being repaired, be boarded up, but only:
- (a) if the building is unoccupied, or
 - (b) as a short term measure pending repair.
- (3) If an opening to a building is designed or intended to have a door, window or other closure in place and does not have the door, window or other closure in place, the opening must be boarded up.

9D Fire protection

- (1) Vegetation, rubbish and any other material that could create a fire hazard for the building, work or relic is to be removed and not permitted to accumulate.

Note. Vegetation and other items can be of heritage significance, and their removal may require the approval of the Heritage Council or the local council.

Heritage Amendment Regulation 1999

Schedule 1 Amendments

- (2) The following systems or components, if present, must be maintained and repaired when and to the standard necessary to ensure a reasonable level of protection for the building, work or relic against damage or destruction by fire:
- (a) lightning conductors,
 - (b) fire detection and control systems, including smoke and heat detectors and fire sprinkler systems and including associated alarm and communication systems,
 - (c) stores of inflammable materials or rubbish,
 - (d) building services such as electricity, gas and heating systems,
 - (e) any other system or component designed to protect the building, work or relic from damage or destruction by fire.

9E Additional fire protection for unoccupied buildings

- (1) The following additional fire protection measures must be taken for the protection of a building that is to be unoccupied for a continuous period of 60 days or more:
- (a) heating or gas services must be shut down, gas or oil supply to those services must be turned off at the mains or other point of connection to supply, and portable gas or oil storages must be removed,
 - (b) permanent or temporary smoke detection systems must be installed with associated communication systems connected to the Fire Brigade and, if the building will be unoccupied for a period of 6 months or more, provided with a permanent power supply.
- (2) This clause does not apply to any outbuilding within the curtilage or site of a building unless the outbuilding has been constructed or adapted for use as a dwelling.
- (3) The use of a building for storage of goods or materials does not constitute occupation of the building for the purposes of this clause if the building ordinarily has another use or is a building of a kind not ordinarily used for storage.

Heritage Amendment Regulation 1999

Amendments Schedule 1

9F Security

- (1) Fencing or surveillance systems appropriate to the nature and location of the building, work or relic must be installed to secure it and its site and prevent vandalism.
- (2) The following systems or components, if present, must be maintained and repaired when and to the standard necessary to ensure a reasonable level of security for the building, work or relic:
 - (a) boundary and internal fences and gates, **including associated locking mechanisms**,
 - (b) in the case of a building, the walls, roof and other building elements, doors, windows and other closures, including glazing and associated locking and latching mechanisms,
 - (c) any electronic surveillance or alarm system installed on the site,
 - (d) any other system or component designed to ensure the security of the building, work or relic.
- (3) Doors and windows of a building may, as an alternative to being repaired, be boarded up, but only:
 - (a) if the building is unoccupied, or
 - (b) as a short term measure pending repair.
- (4) If an opening to a building is designed or intended to have a door, window or other closure in place and does not have the door, window or other closure in place, the opening must be boarded up.

9G Additional security measures for unoccupied buildings

- (1) The following additional security measures must be taken for the protection of a building that is to be unoccupied for a continuous period of 60 days or more:
 - (a) if an electronic surveillance or alarm-system is installed, the system must be connected to a Police Station or a commercial security provider,

Heritage Amendment Regulation 1999

Schedule 1 Amendments

- (b) if no electronic surveillance or alarm system is installed, arrangements must be in place for regular surveillance of the building, work or relic, as appropriate to its nature and location.
- (2) This clause does not apply to any outbuilding within the curtilage or site of a building unless the outbuilding has been constructed or adapted for use as a dwelling.
- (3) The use of a building for storage of goods or materials does not constitute occupation of the building for the purposes of this clause if the building ordinarily has **another use or is a building of a kind** not ordinarily used for storage.

9H Essential maintenance and repair

- (1) Essential maintenance and repair of a building, work or relic (being maintenance and repair necessary to prevent serious or irreparable damage or deterioration) must be carried out whenever necessary.
- (2) Essential maintenance and repair includes:
 - (a) the taking of measures (Including inspection) to control pests such as termites, rodents, birds and other vermin, and
 - (b) the taking of measures to maintain a stable environment for in-situ archaeological relics.
- (3) The requirement for essential maintenance and repair extends to (but is not limited to) the following:
 - (a) foundations, footings and supporting structure of any building, work or relic,
 - (b) structural elements such as walls, columns, beams, floors, roofs and roof structures, and verandah or balcony structures,
 - (c) exterior and interior finishes and details,
 - (d) systems and components (such as ventilators or ventilation systems) intended to reduce or prevent damage due to dampness,

Heritage Amendment Regulation 1999

Amendments Schedule 1

- (e) fixtures, fittings and moveable objects attached to the building, work or relic, or to its curtilage or site,
- (f) landscape elements on the site of and associated with the building, work or relic, including vegetation, garden walls, paths, fences, statuary, ornaments and the like.

9I Conservation management plans

- (1) A **conservation management plan** is a plan prepared by the owner of a building, work or relic for the conservation of the building, work or relic.
- (2) A conservation management plan endorsed by the Heritage Council for a building, work or relic may:
 - (a) provide that a standard set out in this Part does not apply to the building, work or relic (in which case the standard does not apply to it), or
 - (b) impose additional standards of maintenance and repair for the building, work or relic (in which case those standards are imposed as minimum standards with respect to the maintenance and repair of the building, work or relic, in addition to those set out in this Part).

[5] Part 4, heading

Insert before clause 10:

Part 4 Miscellaneous

APPENDIX D HERITAGE INVENTORY LISTING – “CORPORATION BUILDING” INCLUDING INTERIOR



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"Corporation Building" Including Interior

Item details

Name of item:	"Corporation Building" Including Interior
Other name/s:	Municipal Building
Type of item:	Built
Group/Collection:	Commercial
Category:	Commercial Office/Building
Location:	Lat: -33.8815414997419 Long: 151.204685356151
Primary address:	181-187 Hay Street, Haymarket, NSW 2000
Local govt. area:	Sydney

All addresses

Street Address	Suburb/town	LGA	Parish	County	Type
181-187 Hay Street	Haymarket	Sydney			Primary Address

Statement of significance:

The Corporation building is within a recognised Heritage Streetscape. The building is of historic, aesthetic and social significance as a rare surviving example of a small scale, flamboyant Federation Anglo-Dutch style building, characterised by intricate brick detailing and stylised design motifs. With the Haymarket Chambers, Capitol Theatre and Palace Hotel it forms a significant historic precinct of Victorian and Edwardian buildings of consistent character and scale, reflecting the period's growth and prosperity in relation to the markets, the railway terminus and nearby large scale retail centres such as Anthony Hordern and Company. With the Capitol Theatre, the Corporation Building is a surviving element of the Belmore Market Precinct and a very fine example of market architecture from the late Victorian period.

The building is an early and important work of the City Architect, George McRae, who designed a number of buildings throughout the city including the Queen Victoria Building.

Date significance updated: 06 Nov 06

Note: The State Heritage Inventory provides information about heritage items listed by local and State government agencies. The State Heritage Inventory is continually being updated by local and State agencies as new information becomes available. Read the [OEHS copyright and disclaimer](#).

Description

Designer/Maker: George McRae

Builder/Maker: Daniel McInnes

Construction years: 1893-1895

Physical description: 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 the 1920'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. Category:Individual Building. Style:Federation Anglo-Dutch. Storeys:2. Facade:Face Brick, sandstone, glazed terracotta tiles (cast iron columns originally carried tower). Side/Rear Walls:Face Brick, ceramic tiling, common brick (rear wall). Internal Walls:Plastered Brick. Roof Cladding:Corrugated Steel Sheetting, oriel domes clad in Muntz tiles, zinc finials. Internal Structure:Loadbearing Brick Walls, Cast Iron columns, Reinforced Concrete and Timber Floors. Floor:Reinf. conc. slabs (new), timber joists & boards. Roof:Timber frame. Ceilings:Suspended plasterboard (ground), ripple iron (first). Stairs:2 reinforced concrete stairs (not original). Lifts:None.

Physical condition and/or Archaeological potential: The original building was predominantly loadbearing brick and timber construction, but various alterations have changed internal materials with the introduction of reinforced concrete floors, concrete stairs and the removal of dividing walls on the upper level. Internal features of significance include: timber panelled encasement of the early roller shutter, internal detail of the skylight (now concealed), original cast iron columns. The building appears to have been damaged by fire in the 1970's which apparently affected the roof and internal finishes. Intrusive Elements:Post 1970's fitout and alterations generally.

Date condition updated:04 Jan 06

Modifications and dates: 1893-1895; the building was used for market administration and public toilet by City Council; in 2000 the building was renovated and used as a Chinese community centre;

Further information: High Significance:External form and façade, roof form, roof framing, skylights and roof lights. Medium Significance:Surviving internal original features including, cast iron column, roller shutter encasement, 1920's shopfronts. Low Significance:Awning 1935. Was a heritage item in 1989, and has remained so since. Streetscape:The Corporation Building is listed on the Heritage Streetscape Map in the Heritage LEP 2000.

Heritage Inventory sheets are often not comprehensive, and should be regarded as a general guide only. Inventory sheets are based on information available, and often do not include the social history of sites and buildings. Inventory sheets are constantly updated by the City as further information becomes available. An inventory sheet with little information may simply indicate that there has been no building work done to the item recently: it does not mean that items are not significant. Further research is always recommended as part of preparation of development proposals for heritage items, and is necessary in preparation of Heritage Impact Assessments and Conservation Management Plans, so that the significance of heritage items can be fully assessed prior to submitting development applications.

Current use: Retail

Former use: Government Office and Store

History

Historical notes:

The "Eora people" was the name given to the coastal Aborigines around Sydney. Central Sydney is therefore often referred to as "Eora Country". Within the City of Sydney local government area, the traditional owners are the Cadigal and Wangal bands of the Eora. There is no written record of the name of the language spoken and currently there are debates as whether the coastal peoples spoke a separate language "Eora" or whether this was actually a dialect of the Dharug language. Remnant bushland in places like Blackwattle Bay retain elements of traditional plant, bird and animal life, including fish and rock oysters.

With the invasion of the Sydney region, the Cadigal and Wangal people were decimated but there are descendants still living in Sydney today. All cities include many immigrants in their population. Aboriginal people from across the state have been attracted to suburbs such as Pyrmont, Balmain, Rozelle, Glebe and Redfern since the 1930s. Changes in government legislation in the 1960s provided freedom of movement enabling more Aboriginal people to choose to live in Sydney.

(Information sourced from Anita Heiss, "Aboriginal People and Place", Barani: Indigenous History of Sydney City <http://www.cityofsydney.nsw.gov.au/barani>)

In 1892 it was proposed that "the old Corporation stores at the Haymarket is to be removed and give place to a building which will unite in character the markets adjacent." Primarily the new building was to provide "good lavatory accommodation" to cater for increased market activity in the area as well as some small retail outlets and offices. Indications of this combined use are still evident. The building is one of the very few remaining public toilets built in this period.

The contract for the construction of the new building, designed by George McRae, was let on 16 February 1893 to Daniel McInnes. This was around the same time that the construction of the Queen Victoria Building, also by McRae, was commenced. The New Corporation building was completed in 1895. In 1913 the adjacent Belmore markets were converted to the "Hippodrome" (later Capitol Theatre) and the original terracotta features were relocated to the first floor. During the 1920's as the market use ceased, shop fronts were inserted into the openings in the facade of the Corporation building and in 1935 the original awning was replaced with the present structure. The early awning was colonnaded with cast iron supports and was constructed under a separate contract in 1894. Following a fire in 1974 the roof covering was replaced with metal sheeting and since that time numerous alterations have taken place to the interior and exterior including the demolition of the central stairs, the removal of first floor partitions. The corner of the building under the tower was removed and new stairs and concrete floors inserted.

.

Historic themes

Australian theme (abbrev)	New South Wales theme	Local theme
3. Economy-Developing local, regional and national economies	Commerce-Activities relating to buying, selling and exchanging goods and services	(none)-

Assessment of significance

SHR Criteria a) [Historical significance]

The Corporation Building is an important early example of Federation Anglo-Dutch style commercial architecture with moulded terracotta work and picturesque roof forms

recognised as part of the Belmore Market precinct that relates to the major development of the area for market use. It is an important early work of architect George McRae. Has historic significance locally.

SHR Criteria c)
[Aesthetic
significance]

Has aesthetic significance at a State level. Cultural:The Corporation Building has high aesthetic significance for its very fine facade design and detailing and the use of unusual design motifs. The major aesthetic significance is the overall intact form of the building and its excellent facade treatment as a rare example of urban Anglo-Dutch style.

SHR Criteria d)
[Social significance]

The Corporation Building, in association with the surrounding Capitol Theatre, Haymarket Chambers and Place Hotel form a heritage precinct of high significance demonstrating late Victorian and Edwardian character and scale related to the intense activity that would have taken place through the market use, the nearby railway terminus and the large scale retail developments such as Anthony Hordern and Company. Has social significance locally.The Corporation Building has high aesthetic significance for its very fine facade design and detailing and the use of unusual design motifs. The major aesthetic significance is the overall intact form of the building and its excellent facade treatment as a rare example of urban Anglo-Dutch style.


SHR Criteria f)
[Rarity]

The Corporation Building is a rare surviving small scale urban example of a very finely executed Anglo-Dutch style building. Is rare locally.

SHR Criteria g)
[Representativeness]

The Corporation Building is representative of the market precinct that existed in the Haymarket and which gave the area its primary character and is one of only two buildings to survive relatively intact (in external form) from that use. The other is the Travellers Rest Hotel in Ultimo Road.

**Assessment
criteria:**

Items are assessed against the  **State Heritage Register (SHR) Criteria** to determine the level of significance. Refer to the Listings below for the level of statutory protection.

Recommended management:

General: The building envelope, external form and the overall internal form of the building should be conserved in accordance with the existing conservation plan.

Exterior: The three street elevations and roof form of the building should be retained (reinstating the slate roofing when the opportunity arises). The early shopfronts, rear toilet block and facade detail should be retained. Unsympathetic shopfronts should be replaced with shopfronts that either reconstruct original detail or do not detract from the significant exterior fabric of the building. Tiling should be removed from the side elevation and the brickwork restored. The original form of the corner under the tower should be reinstated. The brickwork should be cleaned and conserved as complete face brick building. Intrusive elements including concrete stairs and recent finishes should be removed. The original awning design should be reinstated.

Interior: Significant interior elements including cast iron column, original ceilings, early timber floors, pressed metal and ripple iron ceilings, skylights and early finishes, should be retained. Original joinery throughout the building should also be retained.

The building should be retained and conserved. A Heritage Assessment and Heritage Impact Statement, or a Conservation Management Plan, should be prepared for the building prior to any major works being undertaken. There shall be no vertical additions to the building and no alterations to the façade of the building other than to reinstate original features. The principal room layout and planning configuration as well as significant internal original features including ceilings, cornices, joinery, flooring and fireplaces should be retained and conserved. Any additions and alterations should be confined to the rear in areas of less significance, should not be visibly prominent and shall be in accordance with the relevant planning controls.

Listings

Heritage Listing	Listing Title	Listing Number	Gazette Date	Gazette Number	Gazette Page

Local Environmental Plan	Sydney LEP 2012	I854	14 Dec 12		
Heritage study					

References, internet links & images

Type	Author	Year	Title	Internet Links
Written			Sydney City Council, Town Clerk's Report 1892 Conservation Plan, National Trust Listing, Title Deeds, Sands Directory, Historic Records of Sydney Buildings - E Balint	
Written	Anita Heiss		Aboriginal People and Place, Barani: Indigenous History of Sydney City	
Written	Godden Mackay Logan	2000	Heritage Impact Assessment	
Written	Godden Mackay Logan	1999	Heritage Assessment report	
Written	Howard Tanner	1990	Heritage Assessment	

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APPENDIX E STATE HERITAGE REGISTER – MUNICIPAL BUILDING



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Municipal Building

Item details

Name of item:	Municipal Building
Other name/s:	Corporation Building
Type of item:	Built
Group/Collection:	Government and Administration
Category:	Council Chambers
Location:	Lat: -33.8799838383 Long: 151.2058391600
Primary address:	181-187 Hay Street, Sydney, NSW 2000
Parish:	St Lawrence
County:	Cumberland
Local govt. area:	Sydney
Local Aboriginal Land Council:	Metropolitan

Property description

Lot/Volume Code	Lot/Volume Number	Section Number	Plan/Folio Code	Plan/Folio Number
LOT	2		DP	1002966

All addresses

Street Address	Suburb/town	LGA	Parish	County	Type
181-187 Hay Street	Sydney	Sydney	St Lawrence	Cumberland	Primary Address

Owner/s

Organisation Name	Owner Category	Date Ownership Updated
City of Sydney	Local Government	

Description

Construction years: 1893-

Procedures /Exemptions

Section of act	Description	Title	Comments	Action date
57(2)	Exemption to allow work	Heritage Act	<p>change of use + gen build maintenance</p> <p>Order Under Section 57(2) to exempt the following activities from Section 57(1):</p> <p>(1) Change of use; and</p> <p>(2) Routine maintenance of the building where maintenance means the continuous protective care of existing material without the introduction of new materials.</p>	Sep 2 1988
57(2)	Exemption to allow work	Heritage Act	<p>See File For Schedule</p> <p>Order Under Section 57(2) to exempt the following activities from Section 57(1):</p> <p>* The maintenance of any building or item on the site where maintenance means the continuous protective care of existing materials.</p> <p>* Change of use</p>	Aug 11 1989
57(2)	Exemption to allow work	Standard Exemptions	<p>SCHEDULE OF STANDARD EXEMPTIONS</p> <p>HERITAGE ACT 1977</p> <p>Notice of Order Under Section 57 (2) of the Heritage Act 1977</p> <p>I, the Minister for Planning, pursuant to subsection 57(2) of the Heritage Act 1977, on the recommendation of the Heritage Council of New South Wales, do by this Order:</p> <p>1. revoke the Schedule of Exemptions to subsection 57(1) of the Heritage Act made under subsection 57(2) and published in the Government Gazette on 22 February 2008; and</p> <p>2. grant standard exemptions from subsection 57(1) of the Heritage Act 1977, described in the Schedule attached.</p> <p>FRANK SARTOR</p> <p>Minister for Planning</p>	Sep 5 2008

Sydney, 11 July 2008

To view the schedule click on the Standard Exemptions for Works Requiring Heritage Council Approval link below.

 **Standard exemptions** for works requiring Heritage Council approval

Listings

Heritage Listing	Listing Title	Listing Number	Gazette Date	Gazette Number	Gazette Page
Heritage Act - State Heritage Register		00693	02 Apr 99	27	1546
Heritage Act - Permanent Conservation Order - former		00693	11 Aug 89	88	5531
Local Environmental Plan	CSH LEP 4		07 Apr 00		
Register of the National Estate			21 Mar 78		

References, internet links & images

None

Note: internet links may be to web pages, documents or images.



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APPENDIX F MOTT MCDONALD, CORPORATION BUILDING CONDITION ASSESSMENT (DECEMBER 2018)



Corporations Building Condition Assessment

13 December 2018

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Corporations Building Condition Assessment

13 December 2018

Issue and Revision Record

Revision	Date	Originator	Checker	Approver	Description
1	15/11/18	AN	ACB	AN	For CMP
2	13/12/18	AN	ACB	AN	For CMP. Update to comments regarding electricals

Document reference: 399302 | 1 | B

Information class: Standard

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1 Introduction

Mott MacDonald has been commissioned by Urbis to carry out a condition assessment of the Corporations Building located at the corner of Parker Street and Hay Street in Haymarket. The purpose of this report is to document the current state of the building, noting any relevant structural defects and whether they require further analysis, strengthening, or repair. Structural engineers Alison Naimo inspected the building on the 11th October 2018. It had been raining in the days prior to the inspection. The inspection was visual only and no access was provided to inspect the roof, ceiling or floor spaces. No access was provided to inspect Retail unit 1 located at the west end of the building on the Ground floor. No access was made to the lift shaft or lift motor room. No access was made to the tower in the north east corner of the building.

Originally built in 1893, the two storey Corporations building was refurbished in around 1999. The building consists of masonry walls, timber framed floors, a later addition lift and fire stair and a timber framed roof. The building has an awning to Hay and Parker street and a turret/tower at the corner of Hay and Parker Street. There are 4 commercial tenancies on the ground floor and one on the first floor. In the current configuration the first-floor tenant also occupies one of the central ground floor tenancies.

We understand the 1999 refurbishment included works to the façade, alterations to the awning over the Hay Street entry, construction of new open stair, kitchen, bathrooms on first floor, lift and fire stair and works to the large glass atrium.

From historic photographs we understand that the building originally had an awning supported by posts along the street front, this awning was replaced with a cantilevered awning with back stays by the 1950s. The date at which this alteration was made is not known. This awning appears to be the same awning that remains today.

2 Condition

External Masonry

Structurally, the external masonry walls of the building were in fair condition at the time of inspection. Generally, the masonry units are intact, mortar is intact and there is little visible cracking. The decorative terracotta tiles on the façade appear to be in good condition.

There was however evidence of abrasion and impact damage in multiple locations around the ground floor. In some instances, past repairs had been attempted. Past repairs include patching with white plaster/ putty

Evidence of water damage was also noted in several locations, generally water damage has occurred around rainwater goods such as downpipes and at joints in coping stones. In areas of water damage bricks are damp and discoloured and some mortar loss has occurred.

Disused holes and fixing locations are common on the external walls of the ground floor of the building. These are likely related to signage that has since been removed.

External stone arches are generally in good condition. Some minor cracking and opening up of joints was noted, however none of the defects noted are of structural significance. Past repairs and stone indent repairs were noted on the sandstone arches. These may have been carried out during the 1999 refurbishment.

Sandstone arches have generally suffered discolouration of the stone. This may indicate deterioration of the stone.

Several sandstone coping stones were noted to have suffered significant degradation and loss of architectural details. These defects are not structurally significant at this time.

A portion of the first-floor rear wall appears to be a later addition relating to the bathroom added during the 1999 refurbishment. Visual inspection of this wall from within the first floor found several horizontal cracks in this wall.

Internal masonry

All internally masonry walls are either rendered or covered by some other finishing.

Cracking was noted on internal walls in the first-floor meeting room. This cracking appears to be associated with guttering that penetrates the wall.

Cracking was noted in southern the fire stair wall. The pattern of cracking does not point to any particular cause; however we note that at the time of the inspection a large substation was under construction immediately south of the site. This cracking is not structurally significant at this time.

Damp was noted in the eastern wall of the fire stair. The cause of this damp is not clear however it may be related to defective rainwater goods.

No access was made to the lift shaft or motor room. No visible defects were noted on the external faces of the lift shaft wall.

Awnings

No access was made to inspect the framing of the awnings, the top surface of the awnings or the tie rods and their connections into the external masonry walls.

Visual inspection of the awnings from below and of tie rods from street level and internally did not identify any obvious defects. Tie rods appear to be in good condition, masonry in the vicinity of tie rods appears to be in good condition.

Awnings of this style, particularly those that have been retrofitted to a building, are a class of assets that need to be carefully managed in order to mitigate risk. The age and concealed nature of the structural elements of the awnings along with the risk of corrosion due to poor rainwater goods means that this type of awning may have suffered structural degradation that is not visible.

At this time the awning loads appear to be having no adverse impact on the building substrate. No cracking or deformation of the masonry was noted at tie locations.

No sagging of ceiling sheeting or discolouration was noted on the awning to indicate decay of the awning framing. However, given the water ingress issues in the building it is possible that the framing has suffered some corrosion. We would highly recommend that the awning framing and connections to the base building be inspected. This would require removal of either roof sheeting or ceilings.

Floors

No access was made to allow inspection of either the ground floor or first floor framing. Generally, the ground floors felt sound underfoot. The first floor also felt sound underfoot in most locations, however in several locations there were indications of sag and decay in the floor. This may be related to water ingress that the tenant advises is extensive and has been an issue for many years.

Given the history of water ingress we would recommend floor framing be inspected to determine if any decay has occurred and the extent of damage.

Roof

No access was made to allow inspection of the roof framing. Visual inspection from street level did not reveal any obvious sag in ridges.

During discussions with the tenant we were advised that the roof has had ongoing water ingress issues since at least 2000. The tenant also advised that the roof has had patch repairs in the past that have been unsuccessful.

Water damage noted in the building and soft spots in the floor framing support the tenant's anecdotal evidence of a persistent water ingress issue.

We were also advised by the tenant that on at least one occasion a tradesperson has suffered electrical shock while accessing the roof or roof space. We understand that this incident has been investigated by the City of Sydney and that it was determined to have been caused by static charge.

The timber framed atrium over the main stair appears to be in good condition.

Rainwater goods

Rainwater goods were observed to be in varying condition around the building. Some downpipes are embedded within the masonry, some penetrate through masonry walls and some are fixed to the face of the walls. There is evidence that some downpipes may be blocked or under capacity.

Poor rainwater goods can contribute to building degradation including fretting of brickwork, corrosion of steel elements and decay of timber. If water is not directed away from the building it can also cause ground softening and settlement issues. Given the observed condition of rainwater good and the anecdotal evidence of water ingress in the building, we recommend a full review of rainwater goods and repair or replacement where necessary.

3 Recommendations

We recommend the following works be carried out:

- Consult a stonemason to assess the condition of discoloured and degraded sandstone in the façade.
- Grout between coping stones and install flashing over coping stones to protect sandstone and bricks from shed rainwater.
- Carry out opening up works as needed to allow inspection of first floor and ground floor floor framing. Removal of ceiling linings or floor boards may be necessary if existing hatches do not allow sufficient access for inspections.
- Carry out inspection of awning framing and fixings to base building.
- Engage a roofer to inspect the full roof structure and advise on how to achieve water tightness. Full reroofing of the building may be required.
- Inspect and test all rainwater goods, replace, repair or unblock where necessary.
- Test all inground storm water to ensure that storm water can get away from the building. Replace, repair or unblock as needed.

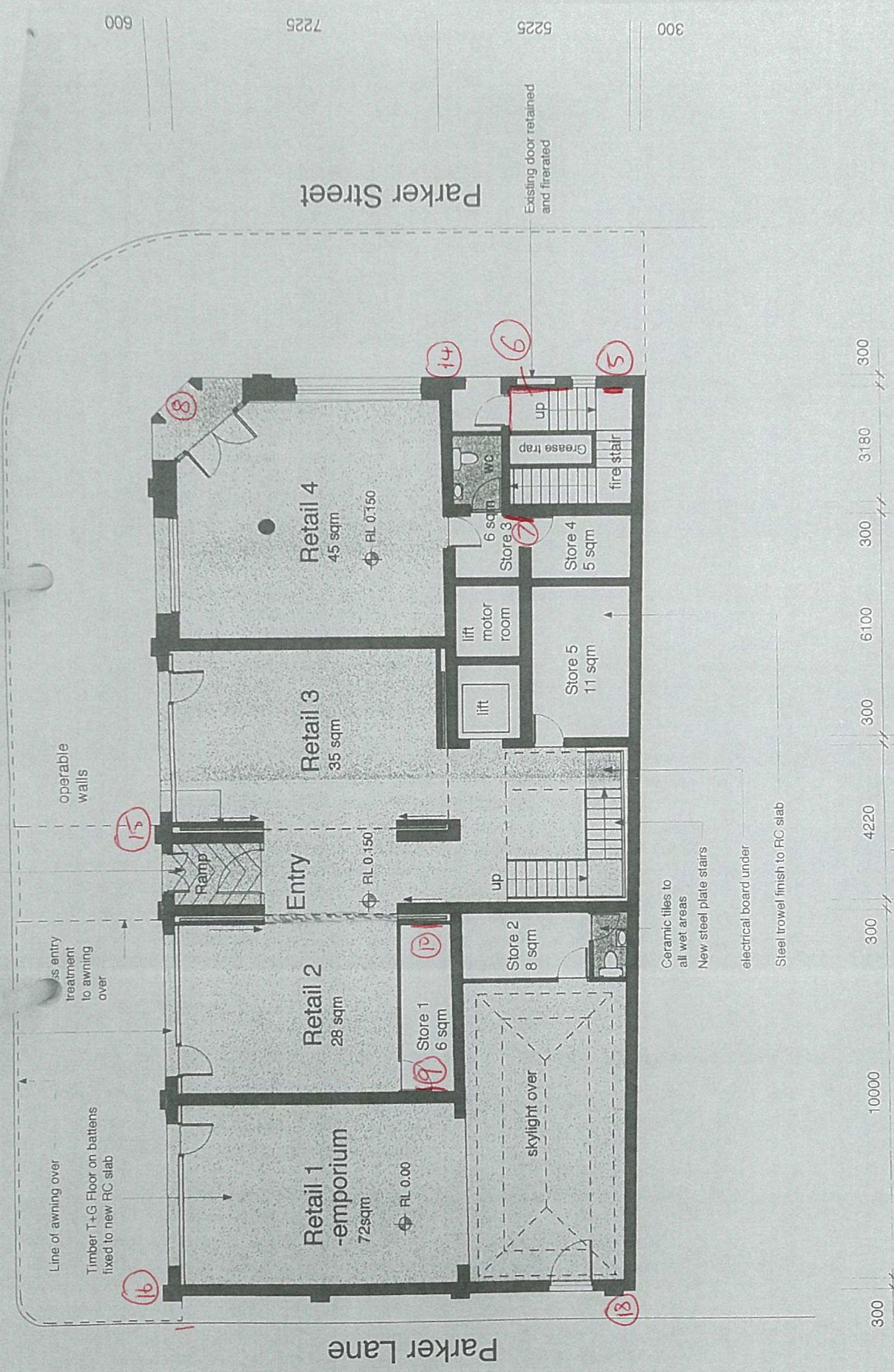
4 Schedule of Defects

The following schedule records specific defects noted during our site inspection. It is not an exhaustive list of all defects in the building.

Defect No.	Location	Defect	Action Required
1	First Floor	Decayed Floor Boards or joists	Carry out opening up works to inspect floor structure. Repair/ replace joists and boards as needed. Repair leaks in roof
2	First Floor	Water damage to ceiling	Repair leak in roof. Repair roof framing
3	Fire stair	Cracks in masonry. Not structurally significant at this time	monitor
4	First Floor	Cracks in masonry. Not structurally significant at this time	monitor
5	Fire stair	Damp. Not structurally significant at this time	Monitor. Test rainwater goods and repair/ replace as needed
6	Fire stair	Cracks in masonry. Not structurally significant at this time	monitor
7	Ground Floor	Cracks in masonry. Not structurally significant at this time	monitor
8	Ground Floor	Damp. Not structurally significant at this time	monitor
9	Ground Floor	Cracks in masonry. Not structurally significant at this time	monitor
10	Ground floor	Cracks in masonry. Not structurally significant at this time	monitor

11	First Floor	Water damage to masonry	Grout between coping stones. Install flashing to top of coping stones. Test rainwater goods and repair/ replace were needed
12	First Floor	Water damage to masonry	Grout between coping stones. Install flashing to top of coping stones. Test rainwater goods and repair/ replace were needed
13	First Floor	Water damage to masonry	Grout between coping stones. Install flashing to top of coping stones. Test rainwater goods and repair/ replace were needed
14	Ground Floor	Water damage to masonry	Test rainwater goods and repair/ replace were needed
15	Ground Floor	Previously repaired damage to masonry	-
16	Ground Floor	Impact damage to masonry	-
17	Ground Floor	Degraded coping stones	-
18	Ground Floor	Damp masonry	Test rainwater goods and repair/ replace were needed

Appendix A: Defect Reference Plan



01 Ground Floor Plan

Scale 1:100

FINISHES LEGEND

ST - Steel Trowel finish
 CT - Ceramic Tiles
 TB - Timber
 VS - Vinyl Sheeting

issue	revision	date
J	Planned freshhold to WC 2, CT finish	15.02.00
H	Construction Issue	24.11.99
G	Tender Issue	20.9.99
F	Tender Review	12.8.99
E	Preliminary Tender	28.7.99
D	Revised CC	28.6.99
C	40% tender	24.5.99
B	CC Submission	10.5.99
A	DA Submission	24.2.99

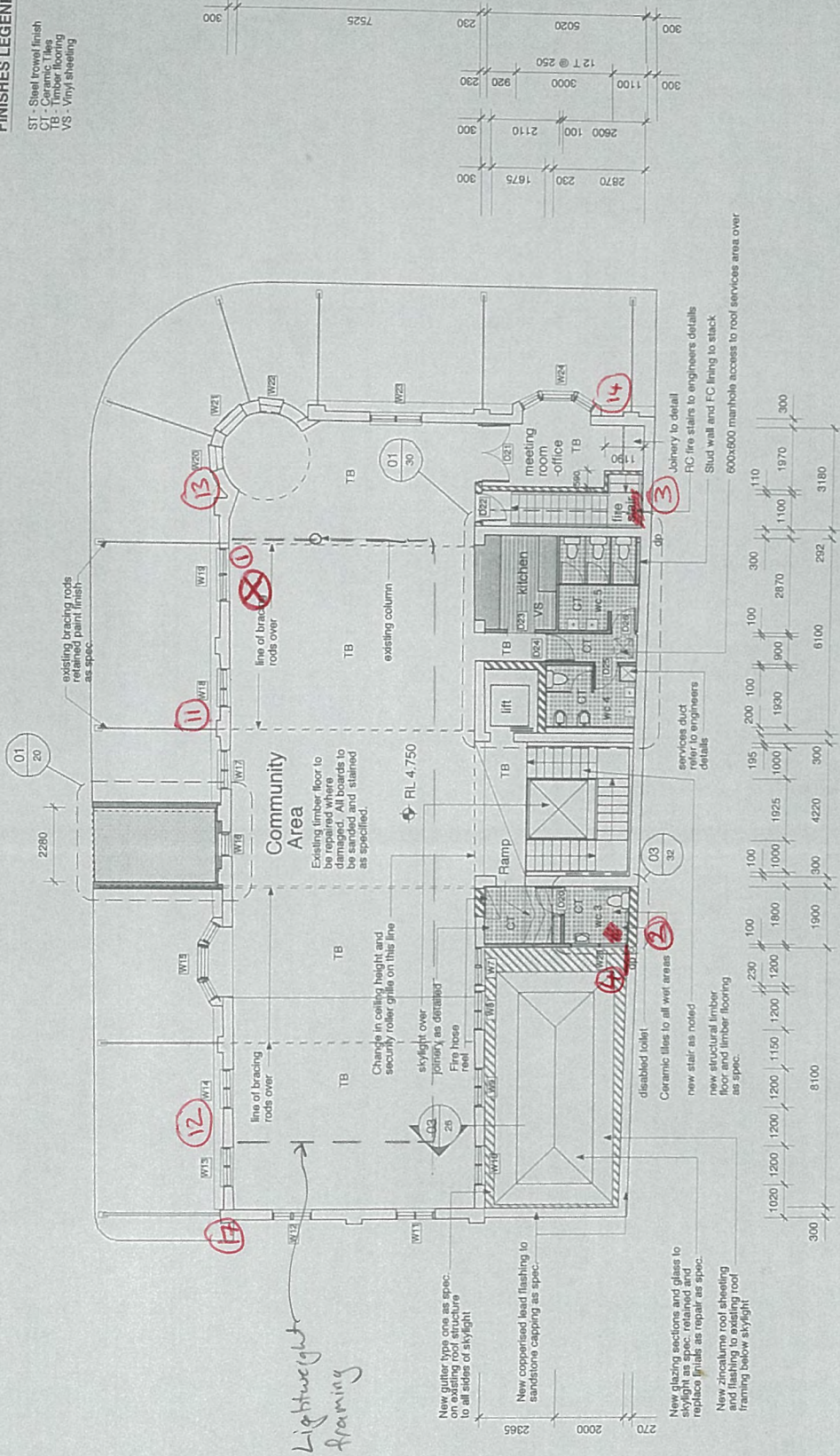
MELLOCCO & MOORE
 ARCHITECTS PTY LTD
 Level 5 122 Kippax Street Surry Hills NSW 2010
 email: architects@melloccoandmoore.com.au
 TELEPHONE 02 9212 6111 FACSIMILE 02 9212 2050

CITY OF SYDNEY
 project
CORPORATION BUILDING

drawn by
Proposed First Floor Plan

scale 1:100
 date September 1999

tender set



01 First Floor Plan

Scale 1:100

Appendix B: Photos



Figure 1 – Defect 1 - Water damage.



Figure 2 – Defect 3 – cracks in masonry



Figure 3 – Defect 4 – cracks in masonry



Figure 4 – Defect 5 - damp



Figure 5 - Defect 6 – Cracks in masonry



Figure 6 – Defect 7 – cracks in masonry



Figure 7 – Defect 8 - damp



Figure 8 – Defect 9 – Cracks in masonry



Figure 9 – Defect 10 – Cracks in masonry



Figure 10 – Defect 11 – water damage to masonry



Figure 11 – Defect 12 – water damage to masonry



Figure 12 – Defect 13 – water damage to masonry



Figure 13 – Defect 15 – previous repairs to masonry



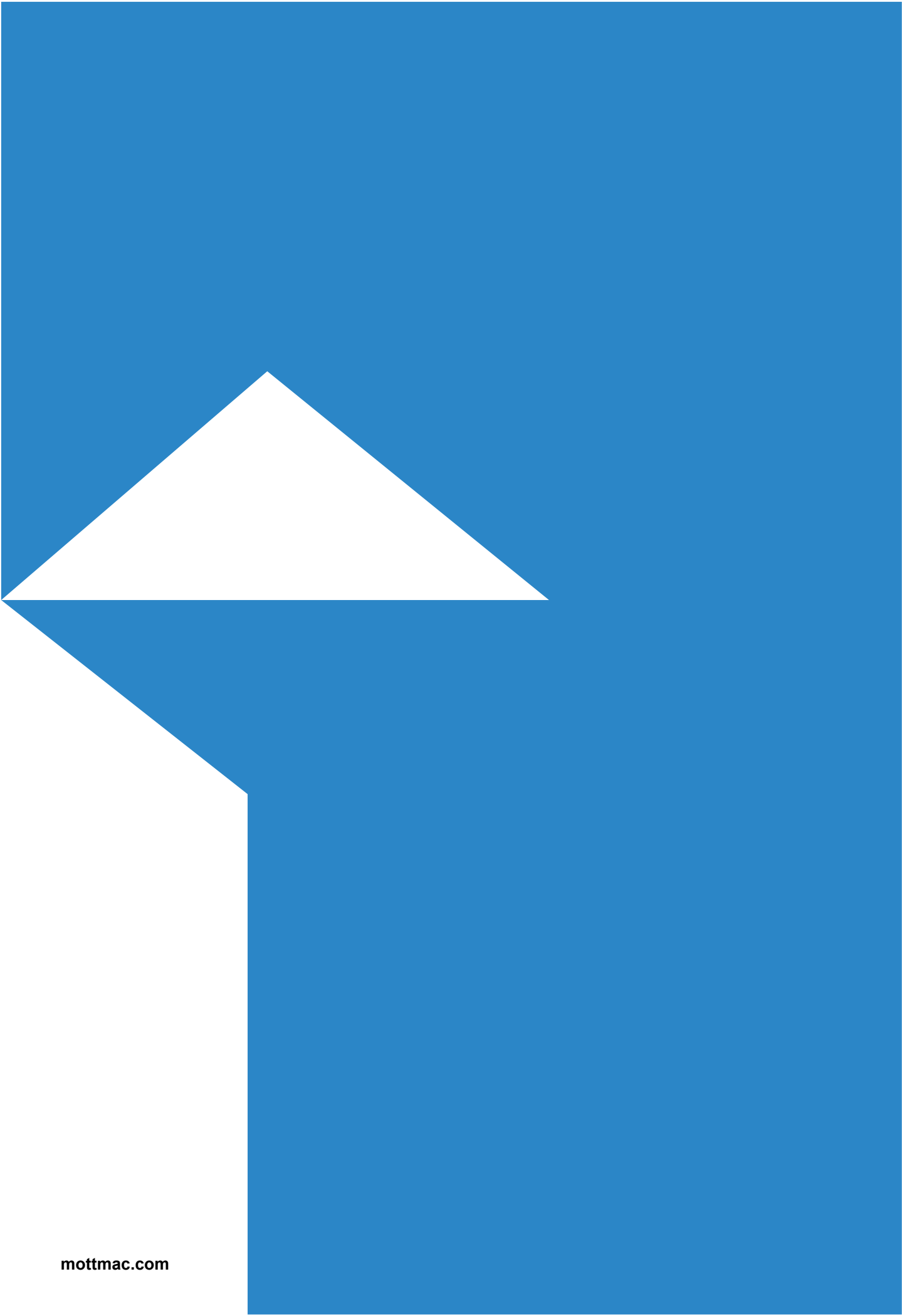
Figure 14 – Defect 16 – impact damage to maosnry



Figure 15 – Defect 17 – degraded coping stones



Figure 16 – Defect 18 – damp masonry



APPENDIX G AHIMS SEARCH

Urbis Pty Ltd - 201 Sussex St Sydney

Date: 15 November 2018

GPO 5278

sydney New South Wales 2001

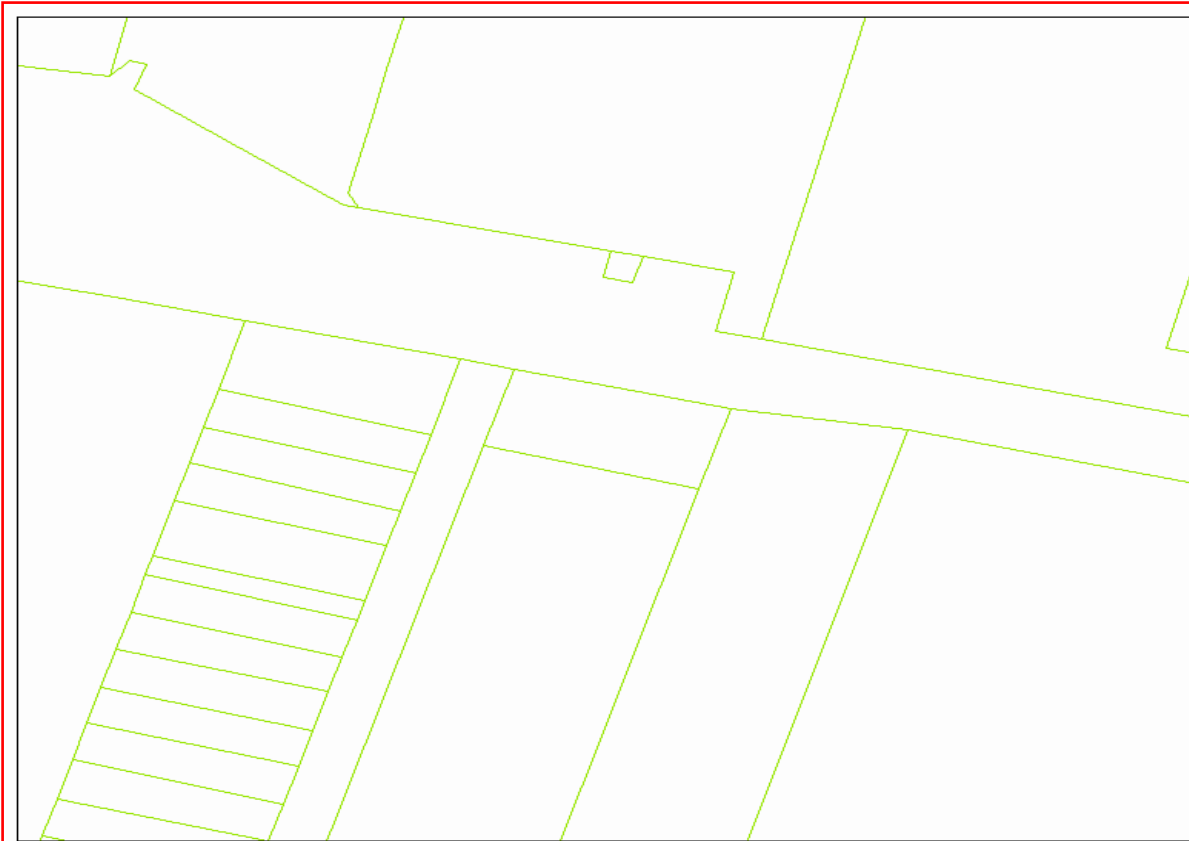
Attention: Karyn Virgin

Email: kvirgin@urbis.com.au

Dear Sir or Madam:

**AHIMS Web Service search for the following area at Lot : 2, DP:DP1002966 with a Buffer of 50 meters,
conducted by Karyn Virgin on 15 November 2018.**

The context area of your search is shown in the map below. Please note that the map does not accurately display the exact boundaries of the search as defined in the paragraph above. The map is to be used for general reference purposes only.



A search of the Office of the Environment and Heritage AHIMS Web Services (Aboriginal Heritage Information Management System) has shown that:

0	Aboriginal sites are recorded in or near the above location.
0	Aboriginal places have been declared in or near the above location. *

If your search shows Aboriginal sites or places what should you do?

- You must do an extensive search if AHIMS has shown that there are Aboriginal sites or places recorded in the search area.
- If you are checking AHIMS as a part of your due diligence, refer to the next steps of the Due Diligence Code of practice.
- You can get further information about Aboriginal places by looking at the gazettal notice that declared it. Aboriginal places gazetted after 2001 are available on the [NSW Government Gazette \(http://www.nsw.gov.au/gazette\)](http://www.nsw.gov.au/gazette) website. Gazettal notices published prior to 2001 can be obtained from Office of Environment and Heritage's Aboriginal Heritage Information Unit upon request

Important information about your AHIMS search

- The information derived from the AHIMS search is only to be used for the purpose for which it was requested. It is not to be made available to the public.
- AHIMS records information about Aboriginal sites that have been provided to Office of Environment and Heritage and Aboriginal places that have been declared by the Minister;
- Information recorded on AHIMS may vary in its accuracy and may not be up to date. Location details are recorded as grid references and it is important to note that there may be errors or omissions in these recordings,
- Some parts of New South Wales have not been investigated in detail and there may be fewer records of Aboriginal sites in those areas. These areas may contain Aboriginal sites which are not recorded on AHIMS.
- Aboriginal objects are protected under the National Parks and Wildlife Act 1974 even if they are not recorded as a site on AHIMS.
- This search can form part of your due diligence and remains valid for 12 months.

DISCLAIMER

This report is dated 13 August 2019 and incorporates information and events up to that date only and excludes any information arising, or event occurring, after that date which may affect the validity of Urbis Pty Ltd's (**Urbis**) opinion in this report. Urbis prepared this report on the instructions, and for the benefit only, of City of Sydney Council (**Instructing Party**) for the purpose of a conservation management plan (**Purpose**) and not for any other purpose or use. To the extent permitted by applicable law, Urbis expressly disclaims all liability, whether direct or indirect, to the Instructing Party which relies or purports to rely on this report for any purpose other than the Purpose, and to any other person which relies or purports to rely on this report for any purpose whatsoever (including the Purpose).

In preparing this report, Urbis was required to make judgements which may be affected by unforeseen future events, the likelihood and effects of which are not capable of precise assessment.

All surveys, forecasts, projections and recommendations contained in or associated with this report are made in good faith and on the basis of information supplied to Urbis at the date of this report, and upon which Urbis relied. Achievement of the projections and budgets set out in this report will depend, among other things, on the actions of others over which Urbis has no control.

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This report has been prepared with due care and diligence by Urbis and the statements and opinions given by Urbis in this report are given in good faith and in the reasonable belief that they are correct and not misleading, subject to the limitations above.

