International House
104 Bathurst Street, Sydney
Conservation Management Plan

Prepared for
G and J Drivas Pty Ltd

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EXECUTIVE SUMMARY

This Conservation Management Plan (CMP) for International House has been prepared by Tanner Kibble Denton Architects on behalf of G and R Drivas Pty Ltd, the owner of the building. The building is located at 102-108 Bathurst Street and 284-292 Pitt Street, Sydney (also known as 104 Bathurst Street).

The building was originally constructed as the factory, showroom and offices of bicycle manufacturer Bennett & Wood. The building was completed in two principal stages. The first stage – comprising a seven-storey brick building at the north-east corner of Pitt and Bathurst Streets (No. 284-292 Pitt Street) – was completed in 1908 to the design of architect Henry Wilshire. The second stage – comprising an L-shaped extension constructed of brick and concrete-encased steel with frontages to both Pitt and Bathurst Streets – was completed in 1926 to the design of architects Spain & Cosh. The north-west section fronting Pitt Street (at No. 280-282) was later subdivided from the remainder of the site and is not part of International House.

International House is a place of high cultural significance. The building derives historical significance from its original bicycle manufacturing use and through associations with the architects responsible for its design. The original 1908 section of the building has aesthetic significance as a restrained and representative example of the Federation Warehouse Style. The 1926 addition has aesthetic significance as a representative of the inter-war Commercial Palazzo style.

International House is included as a heritage item in Schedule 5 of the City of Sydney 2012 Local Environmental Plan (identified as former Speedwell House, Item No. I1939).

G & J Drivas Pty Ltd proposes to redevelop the property including refurbishment of the building’s interior for commercial use and the construction of additional levels of commercial floor space. This document has been prepared to guide the future conservation, management and interpretation of the heritage significance of the building.

This CMP establishes that the main objectives for the conservation, ongoing use and future development of International House are to:

- retain and conserve those qualities, features and elements that make a significant contribution to the heritage significance of the place;
- facilitate the sympathetic refurbishment of the building in a manner commensurate with its heritage status to ensure its ongoing use;
- accommodate future development of the site in an appropriate manner to ensure the heritage significance of the place is retained, and in recognition of its historic and aesthetic significance.

Conservation management policies and more detailed guidelines have been provided to guide conservation actions and proposals for change at section 6. Policies relating in particular to the refurbishment, adaptive reuse and redevelopment of International House are provided at section 6.5.
INTRODUCTION

1.1 Purpose of the report

This Conservation Management Plan (CMP) for International House at 102-108 Bathurst Street and 284-292 Pitt Street, Sydney, (also known as 104 Bathurst Street) has been prepared by Tanner Kibble Denton Architects on behalf of the owner of the building, of G & J Drivas Pty Ltd.

Completed in two stages in 1908 and 1926, the building was originally constructed as the factory, showroom and offices of bicycle manufacturer Bennett & Wood. The building is identified as a heritage item in the City of Sydney 2012 Local Environmental Plan.

G & J Drivas Pty Ltd proposes to refurbish and redevelop the property for commercial use. This CMP has been prepared to guide the future conservation, management and interpretation of the heritage significance of the building.

1.2 Report methodology and structure

This CMP has been prepared in accordance with the guidelines outlined in The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013. The Burra Charter is widely acknowledged as the principal guiding document to conservation work and practices of places of cultural significance. The Burra Charter has been adopted widely as the standard for best practice in the conservation of heritage places in Australia.

The content and format of the CMP also follows the guidelines for the preparation of significance assessments and conservation policy provided by the Heritage Branch, NSW Department of Planning. It is also consistent with the methodology set out in The Conservation Plan (seventh edition, 2013), prepared by JS Kerr and published by Australia ICOMOS.

The CMP comprises the following sections:

- **Executive Summary**, which concisely describes the outcomes and findings of the CMP;
- **Section 1 Introduction** (this section) provides the key background information relevant to the preparation of this CMP;
- **Section 2 Historical Overview** provides a summary history of the site and development of the buildings;
- **Section 3 Analysis of Physical Evidence** provides a summary of the analysis of the physical evidence of the site to determine the extent and integrity of original fabric and the nature of subsequent changes;
- **Section 4 Assessment of Heritage Significance** provides a statement of heritage significance for the site. This section also identifies the varying levels of significance for individual elements within the site and recommends a heritage curtilage;
- **Section 5 Information for Conservation Policy** sets out the heritage management context for the site including client requirements and a discussion of any heritage opportunities and constraints that might apply;
- **Section 6 Conservation Policy** sets out the recommended policies and actions for the effective management of the heritage significance of the site into the future, and policies to guide the future development of the property; and,
- **Appendices** include selective supplementary material referred to in this CMP including existing heritage listings.
1.3 Study area

International House is situated at 104 Bathurst Street, Sydney, on the north-eastern corner of the intersection of Bathurst and Pitt Streets (Figure 1). It is bounded to the north by the Lincoln Building and to the east by the site of 110-118 Bathurst Street, which is presently being redeveloped. Development at 104 Bathurst Street consists of a seven storey building with a basement level, the western section of which was completed in 1908 and the eastern section in 1926. The site of International House is identified as Lot 11 in Deposited Plan 1048658.

1 Site plan, not to scale.
Source: NearMap with TKD Architects overlay.
1.4 Definitions

Technical terms used in this CMP are defined in the Burra Charter and are outlined as follows:

Adaptation means modifying a place to suit proposed compatible uses.

Compatible use means a use which involves no change to the culturally significant fabric, changes which are substantially reversible, or changes which require a minimal impact.

Conservation means all the processes of looking after a place so as to retain its cultural significance. It includes maintenance and may according to circumstance include preservation, restoration, reconstruction and adaptation and will be commonly a combination of more than one of these.

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

Fabric means all the physical material of the place.

Heritage Curtilage means the area of land (including land covered by water) surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance.

Interpretation means all the ways of presenting the cultural significance of a place.

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

Natural significance means the importance of ecosystems, biological diversity and geodiversity for their existence value, or for present or future generations in terms of their scientific, social, aesthetic and life-support value—Australian Natural Heritage Charter.

Place means site, area, building or other work, group of buildings or other works together with associated contents and surrounds.

Preservation means maintaining the fabric of a place in its existing state and retarding deterioration.

Reconstruction means returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the fabric. This is not to be confused with either recreation or conjectural reconstruction, which are outside the scope of this Charter.

Restoration means returning the existing fabric of a place to a known earlier state by removing accretions or by re-assembling existing components without the introduction of new material.

Setting means the area around a place, which may include the visual catchment.

1.5 Abbreviations

Abbreviations used in the CMP include:

BCA Building Code of Australia
CMP Conservation Management Plan
CSA City of Sydney Archives
DCP Development Control Plan
FSR Floor Space Ratio
ICOMOS International Committee on Monuments and Sites
LEP Local Environmental Plan
SHR State Heritage Register
SLNSW State Library of NSW
TKD Tanner Kibble Denton
1.6 Previous CMPs

International House was the subject of the Conservation Management Plan: Heritage Transfer for International House, 284-292 Pitt Street, Sydney, prepared by Architectural Projects Pty Ltd. The final Amended report is dated 4 February 2002.

1.7 Author identification

This document was prepared by Dr Roy Lumby, Senior Heritage Specialist, and reviewed by Megan Jones, Principal, of Tanner Kibble Denton Architects.

1.8 Limitations

Inspection of the building interiors was restricted because of limited access to tenancy spaces. There was no intervention into wall and ceiling linings, which may conceal earlier fabric and finishes.

1.9 Acknowledgements

The authors gratefully acknowledge the assistance of the following in the preparation of this CMP:

- Susan Kennedy, Archivist, Data and Information Management, City of Sydney;
- Selena Shipway, Property Manager, Drivas Property Group.
2 HISTORICAL ANALYSIS

2.1 Introduction

The buildings associated with International House are situated on an amalgamation of several sites that took place during the first two decades of the twentieth century. The original late Federation era brick warehouse of 1908 is situated on an allotment comprised of 284-292 Pitt Street and 102-104 Bathurst Street. The building was consolidated with the construction of new buildings in the mid-1920s to the immediate north and east at 280-282 Pitt Street and 106-108 Bathurst Street.

2.2 Early site history

The original section of International House, the Federation era building on the corner of Pitt and Bathurst Streets, is situated on Allotment 19 of Section 17 of the City of Sydney. The allotment was formally granted to Charles Gordon on 12 July 1839. Gordon’s association with the allotment began some time prior to this, as his claim to it was advertised in December 1831. By 1845 development had taken place along the Pitt Street side of Section 17 but according to one map the section of Bathurst Street between Pitt and Castlereagh Streets was apparently still not formed and remained undeveloped. However, Council assessment records suggest some development may have in fact taken place. Whatever the situation, ten years later, this section of Bathurst Street had been completed and development had taken place along this section of Bathurst Street.

Subdivision of the block bounded by Pitt, Bathurst, Castlereagh and Park Streets (Section 17) inscribed with the names of grantees. The allotments relating to the subject site are highlighted.


Development at Pitt and Bathurst Street in 1845, prior to the formation of Bathurst Street between Pitt and Castlereagh Streets (left); Development along Bathurst Street between Pitt and Castlereagh Streets, 1854. The approximate location of the subject site is indicated.

Source: CSA Historical Atlas of Sydney: City of Sydney (Shields), 1845; City of Sydney, 1854 (Wollcott & Clarke).

Footprint of development across the subject site, circa 1865

Photographs of the subject site taken circa 1873 (left) and 1886. The two storey building, containing a series of shops with dwellings on the first floor, is consistent with buildings constructed in Sydney during the 1840s.

Source: SLNSW

Gordon used the property to generate rental income, and it was occupied by a range of individuals and small businesses over the years. Following Gordon’s death in May 1862 the property passed to his daughter, Mrs Hephzibah Lesslie. After she died in November 1899 the executors of her estate subsequently sold it to Bennett & Wood Limited. The transfer of title took place on 29 May 1907.²

2.3 Bennett & Wood Limited

Bennett & Wood Limited was founded during the first half of the 1880s after amateur cyclist Charles Woolfield Bennett (circa 1860-1947) arrived in Australia from Coventry in 1883. From the age of 15 Bennett had been a highly successful amateur cyclist, taking part in and winning numerous races. Once in NSW he continued to successfully compete in races, achieving notable success as one of the outstanding cyclists of the 1880s.

Not long after arriving in NSW, Bennett set up in business as a bicycle and tricycle importer at 68 King Street, Sydney. In 1885 he entered into partnership with Charles Russell Wood, another prominent competitive cyclist, but in September 1887 Wood retired from the firm. This action left Bennett with all of its assets and liabilities. Bennett & Wood Limited applied for a trade mark for Speedwell bicycles and accessories in 1897. They appeared on the market later that year and became the company’s most popular bicycle. The success of the Speedwell bicycle quickly improved the fortunes of the company. Bennett visited England where he inspected various bicycle factories and following his return to Australia in November 1896 Bennett & Wood was floated into a limited company. In 1898 a branch was established in Melbourne and in 1902 a European branch based in Coventry.³

The rapid expansion of Bennett & Wood was amply demonstrated by frequent relocation to new premises and the construction of new buildings. The company relocated to the other side of King Street in 1886 then the following year moved to 116 Clarence Street. It traded in this location for a number of years before moving to 159 Clarence Street in 1891. Bennett & Wood constructed its first purpose-designed

² Old Systems Title Book 827 Number 976.
³ “Manufacturers of Bicycles”, Daily Telegraph, 13 July 1908, p.10.
premises at 397 George Street, designed by architects Ogden & Kemp, which was completed in 1896. A bicycle works and store remained in Clarence Street. This was followed by an imposing four storey building at 53-55 Market Street, which was designed by architect Henry A Wilshire and completed in 1900.4

Charles Woolfield Bennett.
Source: Referee, 17 December 1913.

Bennett & Wood’s 1896 premises at 397 George Street, which is still extant (left) and at 53-55 Market Street, which was demolished in the 1920s (right).

Source: Daily Telegraph, 2 January 1901.

During 1907 Henry Wilshire (refer to Appendix B) was engaged once more, this time to design a new building on Bennett & Wood’s recently acquired site at the intersection of Pitt and Bathurst Streets. Tenders for construction were invited during July 1907. The building was constructed by contractors Maston & Yates, work commencing around September 1907. The building took about a year to complete. Described as “a fine addition to the lofty buildings of the city”,

[The building is of seven stories [sic] and a basement; and in addition there is a flat roof ... the building rises to a height of 103 ft [31.39 metres] from the footpath. The total floor space amounts to nearly an acre and a quarter [about 0.5 hectares]. The elevations have been carried up in OK brickwork, and present a plain but substantial appearance. Above the parapets a large tank used in connection with the sprinkler installation, rises another 40ft [12.19 metres]. The basement is in one large compartment ... and will be for letting purposes. On the ground floor there are five shops, all of which have been let, and in addition Messrs. Bennett and Wood will have a shop ... fitted as a showroom and finished in the most modern style. The whole of the fittings, including the staircase, are in cedar, and fibrous plaster ceilings have been introduced.

The firm have the use of the whole of the upper floors. On the first floor the offices, together with strong rooms, have been placed. They are all in cedar, and present a finished appearance. The remainder of the floors are being devoted to workshops and a general factory. The flat roof is to

be used by the employees of the firm as a recreation reserve; and at one corner of the roof a
dining-room has been built, with a cooking galley attached. The building has been made as near
fireproof as possible. The basement and first floors are carried on steel stanchions and steel
girders encased in concrete. The staircase is in reinforced concrete, and the heads of windows
are also in reinforced concrete, or what is known as the Kahn system. The architect has paid
special attention to the provision for lighting. A sprinkler installation runs throughout the building.
Two electric goods elevators have been placed in position …

Basement plan submitted after the original consent for
construction, showing steel
columns, locations of stairs
and lavatories, and
proposed light areas along
Bathurst and Pitt Streets.
Source: CSA Town Clerk’s
Correspondence Folders:
Item 1907/1575.

“Buildings and Works”, Sydney Morning Herald, 1 September 1908, p.10. The Kahn system was a patented
system of concrete reinforcement.
Each level of the building was devoted to different uses. The basement was for “general purposes”, the ground floor used for bicycle and motor showrooms, and a loading bay. The first floor housed general offices and the wholesale city order department, the second floor was devoted to assembling, packing and despatch, and the third floor to distribution and the indent department. The bulk store was located on the fourth floor, while manufacturing took place on the fifth floor. The sixth floor was devoted to repairs, as well as the enamelling, plating and finishing departments.7

2.4 Lincoln House

Only a few years after moving into their imposing new headquarters, Bennett & Wood consolidated along Pitt Street and Bathurst Street by acquiring adjoining properties at 280-282 Pitt Street and 106-108 Bathurst Street.

2.4.1 280-282 Pitt Street

The garage and workshops at 280-282 Pitt Street purchased by Bennett & Wood in 1914 were located on Allotment 18 of Section 17, formally granted to Thomas and John Maher in June 1842. However, from 1831 if not before Allotment 18 was associated with Thomas Marr (possibly Maher). In October 1843 the property was sold to publican Robert White Moore. After Moore died in November 1870 it came under the jurisdiction of the executors of his estate. A single storey brick house with a shingled roof is understood to have occupied the site.

7 “New City Warehouse”, Daily Telegraph, 14 July 1908, p.4.
Over time the site was leased by various individuals and occupied by a succession of tenants. From the beginning of the 1850s to 1879 it was home to cabinet maker John Jordan, who also used part of the property as a workshop and furniture shop. In 1880 the site was taken over by ironmonger John Macintosh, who arrived in Sydney from Scotland in 1839. Macintosh was an alderman of the Municipal Council of Sydney between 1861 and 1877, the member for East Sydney in the Legislative Assembly from 1861 until 1877 and a Member of the Legislative Council between 1882 and 1911. Moore converted the site into an iron foundry. It was the nucleus of his iron and hardware business, which became one of the largest hardware suppliers in NSW. By the second half of the 1880s Macintosh’s business was too large for the site and so sublet the site to other business concerns. Around 1892 the property was leased to J C Howard, engineers, agricultural implement and general machinery importers, then from 1905 to Fauvel Bros & Maillard, importers and retailers of motor cars. In 1908 Motories Ltd established their garage and sale room at 280 Pitt Street but in 1913 they were replaced by motor engineers and auctioneers Mitchell & Mitchell, who operated there until early 1920.² 282 Pitt Street was also occupied by a succession of tenants.

Façade of 280 Pitt Street during Fauvel Bros & Maillard’s tenure.
Source: Punch, 6 April 1905.

In the interim, the executors of Moore’s estate sold 280-282 Pitt Street to Bennett & Wood and the transfer of title took place on 17 September 1914. The firm did not occupy the premises until after they were vacated by Mitchell & Mitchell.9

2.4.2 106-108 Bathurst Street

106-108 Bathurst Street occupied part of Allotment 20 of Section 17 formally granted to Charles Smith on 1 January 1840. According to Council assessment records, there were two houses owned by Smith on Bathurst Street by 1845, both occupied by tenants. Smith sold what was to become 106-108 Bathurst Street to pawnbroker John Crofton Molloy during August 1858. Molloy improved the value of his new property in due course by erecting “extensive stores ... of brick and cement dressings, with handsome front highly enriched, and the interior fitted up in the first style.”11 The three storey commercial building, known as Molloy’s Buildings, was completed around October 1867 and a part of it was occupied by Molloy’s business. John Molloy died in August 1885 and the building passed to his widow Mary Ann. In August 1886 she sold the property to William Edward Sparke, a wine and spirit merchant who was known for his philanthropy. At this time Molloy’s Buildings housed the Emu Inn and an adjoining shop.12 Sparke died towards the end of July 1905.13 Molloy’s Buildings were inherited by wine and spirit merchant Wallace John Carson, who transferred the property’s title to Bennett & Wood on 1 September 1916.14 Bennett & Wood does not appear to have occupied the building.
Molloy’s Buildings just prior to demolition. The end of the verandah surrounding the ground floor of Bennett & Wood’s building can be seen at left. The photograph was taken on 8 January 1925.
Source: City of Sydney Archives NSCA CRS 51/1141.

2.4.3 The construction of Lincoln House

Bennett & Wood engaged well-known Sydney architects Spain & Cosh (refer to Appendix B) to design their new building, which, in keeping with the site footprint, was completed as an L-shaped office building folding around the existing headquarters on the corner. It was not the architects’ only commission for Bennett & Wood at this period – another was a service station addressing both Wentworth Avenue and Commonwealth Streets. Spain & Cosh accepted the tender of building contractors Beat Bros for the construction of the building around the beginning of December 1924. It was completed in the middle of 1926. Architectural drawings describing the building (refer to Appendix C) indicate it was constructed with steel columns encased in concrete and reinforced concrete floor slabs supported off reinforced concrete beams. The building included a basement, retailing spaces on the ground floor, six levels of tenant space and a caretaker’s flat on the roof of the eastern side of the Bathurst Street section. Some internal modifications were undertaken to the 1908 building.

The verandah on the 1908 building was probably replaced at this time, as an application for a new awning was lodged with the City Council in 1926.

The new building (along with Bennett & Wood’s earlier building) was briefly known as Speedwell House but the name of the north western section facing Pitt Street was changed to Lincoln Building in 1926. Apart from the basement, which was occupied by Bennett & Wood, in June 1926 the building was leased to two men, Albert Ellidson and Andrew McGee. Around the same time as the lease was created

16 CSA Building Application CRS 533, Building Application 613/26.
17 Old Systems Title Book 1448 Number 325.
Ellisdon and McGee acquired “as a going concern the Lincoln Records Company, including the American Agency for Lincoln Records.”\(^{18}\) Lincoln Records produced inexpensive recordings of popular music, and was installed on the building’s third floor. The rest of the building was tenanted. One tenant of note was Universal Film Manufacturing Co, which occupied the fourth, fifth and sixth floors. For a brief while parts of the building were occupied by Lincoln’s Bargain Stores and Cheapley’s Ltd, auctioneers who were invested with a dubious reputation. Arthur Ellisdon had an extensive interest in both concerns,\(^{19}\) which were liquidated in 1930. Lincoln Records was also liquidated at this time\(^ {20}\) but through the building’s name continues to be associated with the place.

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\(^{18}\) “Company News”, Sydney Morning Herald, 10 April 1926, p.17.

\(^{19}\) “Big Crash”, Truth, 1 December 1929, p.1.

\(^{20}\) Government Gazette of the State of New South Wales, 3 January 1930, p.42.

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Advertisement placed in the Sydney Morning Herald for 16 June 1926 publicising space for rent in the Lincoln Building.
2.5 Later history

Lincoln House was enlarged by the addition of three storeys, designed by Spain & Cosh. Drawings describing the works that are held by the City of Sydney are dated 25 November 1940. The additions were approved by Council on 4 November 1941. Notwithstanding increasing restrictions on building during wartime, the additions were completed before the middle of 1943. The external appearance of Lincoln House was maintained in the new works.

A perspective image prepared for Bennett & Wood indicates that it was intended to further enlarge the buildings. The drawing indicates the intention to rebuild or extend and modify the facades of the 1908 building and also construct additional floors to the south-east building, in order to present a unified appearance for the entire structure on Pitt Street and Bathurst Street (refer Figure 15).

Bennett & Wood continued to manufacture bicycles in the Pitt and Bathurst Street building after World War II but as production increased more space was required. Charles Bennett died in November 1947 but this did not prevent construction of a new large factory at Redfern, which began manufacture at the beginning of 1950. However, by the late 1950s Bennett and Wood had become predominantly a motor trade distribution firm. The company had seen the growth in motor vehicle use as the means to further develop the business.
Portion of an envelope especially printed for Bennett & Wood with an idealised version of a unified building at Pitt and Bathurst Street. The envelope is postmarked 8 February 1950

280-292 Pitt Street viewed from the south, 1954.
After occupying the site at the intersection of Pitt and Bathurst Streets for 53 years, Bennett & Wood moved into its new headquarters in Joynton Avenue, Zetland, on 7 August 1961.\textsuperscript{21} Their old headquarters were quickly sold. Just over two weeks later, on 23 August, the title to the buildings was transferred to Inprodel Proprietary Limited.\textsuperscript{22} Inprodel was associated with prominent businessman and developer Leon Fink. Inprodel initiated refurbishment of the building documented by Melbourne architect David Moore. In general terms the works consisted of altering the ground floor of 284-292 Pitt Street (International House) to form nine individual shops and a loading area to serve the entire building, and to use the upper levels for offices, showrooms, warehouse and light industrial purposes.\textsuperscript{23} Over the following years there was a succession of internal modifications to the building as tenancies changed.

17 Plan describing the refurbishment of the third to sixth floors of 104 Bathurst Street and Lincoln House initiated by Inprodel.
Source: CSA Series 34 Town Clerk’s Department Correspondence Files DA 2610/1961.

\textsuperscript{21} Bennett & Wood was to be taken over by LNC Industries in 1976.
\textsuperscript{22} Certificate of Title Volume 1209 Folio 202.
\textsuperscript{23} CSA Series 34 Town Clerk’s Department Correspondence Files DA 2610/1961.
Both the Lincoln Building and International House changed hands during the 1990s. The Lincoln Building was purchased by the Uniting Church in Australia Property Trust around the middle of the decade\textsuperscript{24} and then in March 1996 was sold to the Sydney Mechanics’ School of Arts. The School of Arts renovated the building and subsequently moved into it.\textsuperscript{25} International House was acquired by G and J Drivas Pty Limited at this time.

Modifications to the interiors and ground floor exterior were documented by the architectural firm of Angelo Candelapas & Associates and carried out during 2000. New lavatories and stairs were installed throughout the building at this time and the ground floor entry foyer, which had been former in the early 1960s, was refurbished. Part of the lightwell on the northern side of the building was infilled by a new escape stair.

\textsuperscript{24} Certificate of Title 1/535299 dated 9 May 1995
\textsuperscript{25} https://dictionaryofsydney.org/entry/lincoln_house, accessed 28 February 2018.
3  ANALYSIS OF PHYSICAL EVIDENCE

3.1  International House - exterior

The exterior of International House clearly expresses the building’s two different periods of construction. The external appearance of the original 1908 section of the building is close to being an exemplar of the Federation Warehouse style:

Utilitarian character, single-minded and bold. Affinities with Romanesque architecture … but with little or no Romanesque detailing. Quasi structural expression in façade.”26

The building’s load bearing brickwork and composite steel and timber internal structure is also characteristic of these buildings. As with many of the buildings in the Federation Warehouse style in Central Sydney well executed brickwork is offset by the sparing use of sandstone at windows and for cornices. The façades are modulated by recessed bays of wide paired windows separated by emphatic vertical piers that terminate in arches at the top. The recessed bays are “framed” by flush finished bays containing a pair of single windows, which also frame the recessed semi-circular bay at the corner of the building. Heads and sills are expressed as distinct elements – lintels are of reinforced concrete and have been painted while sills are of sandstone. A mild Romanesque reference is inferred by the arched window heads at the fifth floor, enhanced by courses of bricks laid as voussoirs. This section of International House has timber framed double hung windows with slender vertical central glazing bars in the sashes, which are apparently original.

Deterioration of the sandstone cornice below the sixth floor windows is evident, which is more pronounced on the Pitt Street façade.

The section of International House at 106-108 Bathurst Street, which was built during the 1920s, has a façade that demonstrates many of the characteristics of the Inter War Commercial Palazzo style. Above the awning that protects ground floor shopfronts the façade has three distinct sections: the first and second floors form a base for the repetitive upper levels of the building, which are capped by a bold cornice at parapet level. The first floor of the façade is clad with coursed sandstone punctuated by window openings while the second floor is distinguished by arched window openings surrounded by sandstone architraves and broken scrolled pediments. Spandrels beneath these windows are embellished with balusters. The steel framed double hung windows in these openings consist of large panes of glass surrounded by a narrow margin of glazing. Steel framed windows to other office levels consist of a central awning sash between narrow fixed sashes.

Shopfronts at ground floor level reflect modifications undertaken around 2000. However, the awning that shelters them has retained its original fascia and decorative pressed metal soffit linings. The suspension rod anchors on the façade of 106-108 Bathurst Street have the form of lions’ heads.

At roof level the original staff dining room on the 1908 building and the caretaker’s flat on the 1926 building, shown as separate structures on early architectural drawings by Spain & Cosh, have been linked together. The form and fabric of the linking section suggests it was built during the interwar period and may have even formed part of the 1920s works.

International House viewed from the south-east (left) and south-west (right) along Bathurst Street.

Decorative detailing on the first and second floors of the façade associated with the 1926 section of International House includes the distinctive broken pediments above the arch-headed windows.
21 Sandstone elements in the facades of the 1908 building include cornices below the sixth floor windows and window sills. The arch headed windows at the fifth floor have finely laid brick voussoirs in arches (left). Brickwork above window openings in other parts of the building are supported by reinforced concrete lintels or shallow arches above single window openings (right).

22 Other decorative elements in the façade of the 1926 section include the bold bracketed cornice (left) and stone window sills and lintels embellished with rhetorical voussoirs (right).
Decorative awning suspension rod anchor on the façade of the 1926 section of International House.

Shopfronts from the 2000 refurbishment on Bathurst Street. The awning soffit lining appears to be original.
Lift motor room at roof level. Part of the staff dining room can be seen to its right (left); looking across the roof to the south-west (right).

Linking structure between the early staff dining room and caretaker’s flat. The escape stair and balustrade wall across the lightwell can be seen on the right side of the right-hand photograph. The steel-framed windows and hipped tiled roof with rams’ horn finials at either end of the ridge are characteristic of the interwar period, probably the 1920s.

3.2 Interior

There is little original fabric evident in the interior of International House. The building has been subjected to successive modifications over the years, which has included the removal of original stairs and lifts and installation of new stairs and lifts. Currently the building houses a variety of tenants. There is a karaoke bar in the basement and retailing tenancies at ground floor level. Upper levels are planned around a core of lavatories and lifts, behind which is the escape stair. A central passage provides access to these plus the tenancy spaces on each level. A lightwell is situated on the northern side of the building. Comparison of its original and present configuration suggests that part of it was used to accommodate a new escape stair.

Original finishes and structure have been left exposed in some tenancies located in the 1908 building. This includes timber floor boards, structural timber posts and fibrous plaster ceiling linings on the first floor. This has a simple motif consisting of squares and circles, each in its own panel. There are at least two other pressed metal patterns concealed above some tenancies and concealed by false ceilings on the first and second floors. Some simple ceiling linings with battens above upper levels of the 1908 building. The soffits of floor slabs form the original ceilings in the 1926 section.
This and other original ceiling linings may be concealed above the false ceilings that have been installed throughout the building.

Remnants of partitons with fluted glazing.

Remnant of decorative mouldings in the ground floor level escape passage to Pitt Street on the northern side of the building.

Stairs and escape passage at ground floor level on the northern side of the building.
29  Main entrance lobby to International House. This space was extensively refurbished in 2000.

30  Original ceiling lining, structural timbers and flooring in a tenancy on the first floor of the 1908 building.

31  Interior of tenancy area on an upper level of the 1908 building (left); detail of window joinery associated with the 1908 building (right).
32 Typical common area associated with commercial tenancies on office levels (left); typical male toilet on office levels (right).

33 Commercial tenancy spaces in former staff dining/caretaker’s flat at roof level.
34 Part of roof level commercial tenancy (left); early fabric in this part of the building includes this threshold and timber flooring (right).

35 Lift motor room.

3.3 Urban context

The urban context of International House has changed radically since the building was first completed. Of the buildings in its immediate vicinity that were extant when it was constructed or were contemporary with it, only the three storey Victorian era commercial building at 131-135 Bathurst Street and the façade of the former YMCA Building at 325 Pitt Street, completed in 1908, remain. To its south, along Pitt Street are several buildings constructed during the interwar period – the Edinburgh Castle Hotel (1930), Metro Hotel (former Pacific House, 1930), Druids House (an earlier building modified in 1926) and the former headquarters of the Metropolitan Water Sewerage and Drainage Board (1939; now Primus Hotel). 131-135 Bathurst Street, the Metro Hotel and Druids House are to be demolished for a construction site for the Sydney Metro Pitt Street station.
The immediate context of International House is largely that of residential development undertaken since the 1990s. Construction is underway on the 235 metre high Greenland Centre to its south, while recently completed apartment buildings are situated to its south-east along Bathurst Street. The context is described in the following photographs.
37 International House in the context of Bathurst Street viewed from the west (left) and east (right).

38 The Lincoln Building and International House viewed from the north (left) and the south – the Metro Hotel and Druids House are in the foreground (right).
Development to the south of International House on Bathurst Street (left); the Edinburgh Castle Hotel, on the south-eastern corner of Pitt and Bathurst Streets (right). The Metro Hotel is situated to its immediate south.

The former YMCA Building at 325 Pitt Street is contemporary with the 1908 section of International House.
The former headquarters of the Metropolitan Water Sewerage and Drainage Board building (now Primus Hotel) is located to the south-west of International House.
4 ASSESSMENT OF HERITAGE SIGNIFICANCE

4.1 Introduction

The concept of “cultural significance” embraces the values of places or items to the community, which cannot be expressed in financial terms alone. Assessment of cultural significance endeavours to establish why a place or item is considered important and valued by the community. Significance, therefore, is embodied in the fabric of the place, including the setting, the records associated with the place and the response that the place evokes in the community.

4.2 Previous assessments

4.2.1 State Heritage Inventory

The following statements of heritage significance have been extracted from the State Heritage Inventory database entries for the Lincoln Building, which includes 106-108 Bathurst Street, and the former Speedwell Building (International House):

Lincoln Building

The Lincoln Building is an L shaped ten storey building of Inter War Commercial Palazzo Style with facades facing Pitt Street and Bathurst Street. The Lincoln Building, together with the 1908 corner building ‘Speedwell House’, has historic significance for its former long association with the firm of Bennett & Wood. It is an important building in the professional work of the noted architectural partnership of Spain and Cosh. The building is aesthetically significant as an excellent example of a highly intact original commercial exterior with outstanding potential, due to its degree of integrity, to continue in its original state. The building is well resolved in its detailing in its exterior and is particularly noted for its use of classical imagery. The L shaped building plan, is with Culwulla, unusual and one of only two in the city with facades fronting two streets.

Former Speedwell Building

Former ‘Speedwell House’ has historical significance as the home for over 50 years of Bennett and Wood, a well-known Sydney supplier of motor cycles and parts which is still in business today. It has aesthetic significance as a good and restrained example of the Federation warehouse style, largely intact externally, which achieves prominence because of its corner location, and exhibits the typical curved corner with timber windows curved in plan. Although the curved corner element including its timber windows is intact (unlike other city buildings such as the former Danchen House, Inventory No 2424121), International House is overall less significant than other similar examples such as the Farmers and Graziers Woolstores (Inventory No 6518).

4.3 Comparative analysis

4.3.1 Federation warehouses

The demand for warehousing following the depression that gripped the nation during the 1890s and the easing of drought conditions which endured between 1895 and 1903 led to the redevelopment of the western side of Sydney as a warehouse precinct, along with Pyrmont and Ultimo. Warehouses and industrial buildings were also constructed along Wentworth Avenue and in Surry Hills during the second decade of the twentieth century.
Characteristically the buildings erected during the late 1890s and the 1900s were constructed with load bearing brick walls and an internal structure of timber posts and beams with floors strengthened in many cases by herringbone strutting. This allowed relatively large areas of flexible open floor space. Outstanding examples of this form of construction are to be found in the major woolstores constructed in Pyrmont and Ultimo. Here “all the woolstores exhibit variations on post and beam construction techniques for their internal structures, the use of hardwood timber being taken to its ultimate extent, well after the advent of metal structural elements.”

During the first two decades of the twentieth century multi-storey buildings in central Sydney were being constructed with steel frames and reinforced concrete floors. However, this was this was by no means the case with warehouse and manufacturing buildings under construction on the edges of the city centre or suburbs on its immediate periphery. For instance, many of these buildings along Wentworth Avenue, constructed between 1906 and 1911 and in Surry Hills were constructed with load bearing brick external walls and internal structure of timber posts and flooring. The structure of the 1908 section of International House consists of load-bearing external brick walls and a composite internal structural system - a traditional timber post and beam system above the ground floor and concrete encased steel in the basement and ground floor level.

The former Ford Sherington building in Kippax Street, Surry Hills (1912) was used for many uses for the manufacture of Globite suitcases. Its restrained exterior recalls International House, while its structure consisted of load bearing brick walls and substantial hardwood storey posts supporting hardwood beams on steel I-beam bolsters. Hardwood joists with herringbone strutting support the hardwood flooring.

Sources: TKD; SLNSW digital order no. d1_15998.

The Sydney City Council was slow off the mark in accepting the legitimacy of steel framing in multi-storey buildings, although many in the architectural fraternity were aware of the benefits of this type of construction. Despite deputations from the Chamber of Commerce, Master Builders’ Association and the

Sources: TKD; SLNSW digital order no. d1_15998.
Institute of Architects of NSW urging changes to current building regulations, revisions to the Sydney Building Act permitting composite steel and concrete construction and steel framed construction were not gazetted until the end of November 1917. Nevertheless impressive steel framed buildings were going up in Sydney long before this, and with the knowledge of Council. What is considered to be the first was the nine storey warehouse known as Nelson House at 283 Clarence Street, designed by architect Louis Spier Robertson. It was conditionally approved by Council in April 1910:

A warehouse is to be erected in Clarence-street, consisting of 10 stories. The building will be of steel constructional work, and there will be steel stanchions in the walls, thus forming a complete grid The City Council will, it is understood, permit the architect ... to deviate from the requirements of the City of Sydney Improvement Act in the following manner:- The two sides and rear walls to be 2ft 6in (762 mm) thick for the four lower stories, 22in (560 mm) thick for five stories, and 18in (457 mm) for the top storey, with steel work in every story [sic].

The original drawings of Nelson House show that although its structure was augmented by load bearing masonry, steel stanchions were embedded into the side walls and used in the facades. The building’s floors were constructed in timber. The building’s structural system allowed expansive areas of glazing on each level. In the seven years between the approval of Nelson House and the passage of the revisions to the Sydney Building Act a number of major steel-framed buildings incorporating steel structure in combination with reinforced concrete were constructed in Central Sydney.

43
Nelson House at 283-285 Clarence Street: Facade and typical floor plan showing the building’s structural system.
Sources: CSA CRS 1035/4016; CSA CRS 710 Building Application 0248/10.

29 “General Notes”, Sydney Morning Herald, 12 April 1910, p.6. A stanchion is a vertical post or similar providing support.
The exteriors of Federation Warehouse style buildings erected in the late 1890s and early 1900s were sturdy and forthright in design and construction. Façades often featured rock-faced and dressed sandstone up to first-floor level, with plain brick walls above. Windows were grouped in bays between brick piers that terminated near the top of the façade in round-headed arches. The brickwork of the upper floors was often relieved by sandstone arch voussoirs, sills and lintels. Restrained decorative elements at street level often took the form of chunky Romanesque detail.

The façade of this circa 1905 warehouse at 197 Clarence Street designed by Robertson & Marks demonstrates many of the characteristics of the earlier examples of the Federation Warehouse style.

By the middle of the 1900s the external design of Federation Warehouse style buildings became even more restrained. Although some of the decorative effects of earlier buildings, such as rusticated voussoirs in arched windows, still appeared in some buildings, others were stripped of almost all embellishment and relied instead on proportions of openings and the simple decorative effects of well-laid brickwork. The following examples are contemporary with the original section of International House.

The former warehouse at 120 Clarence Street (architects Spain & Cosh, circa 1909) demonstrates extensive use of brickwork relieved in key places by stone.Lintels above windows are stone rather than reinforced concrete as at International House.
The 1909 warehouse for William Adams & Co at the intersection of King and Clarence Streets (Spain & Cosh, left) and Alcock’s Warehouse of 1908 at the intersection of Barrack and York Streets (George Sydney Jones, right) took the simplification of massing and detail even further, relying on the proportions of window openings, piers and expanses of wall for their architectural impact. Both have been demolished.

Sources: Building, 12 June 1909 and 20 March 1908.

There were more than 50 companies and individuals manufacturing bicycles in the year that the 1908 section of International House was completed.30 One of them is known to have commissioned a purpose designed building at this time. The Canada Motor & Cycle Agency Ltd engaged the prominent firm of commercial architects, Robertson & Marks, to design a seven storey building at 822 George Street, which was completed in 1911. The Agency was more ambitious than Bennett & Wood, manufacturing and selling bicycles and acting as an agency for motor cycles and cars produced overseas. The building was constructed of brick with stone dressings. Bands of glazed ceramic tiles provided decorative relief. It is understood to have included a ground floor showroom, two floors of office space and a cycle works.31 The building still survives, although its original character has been obscured because its exterior has been painted.

The building erected by the Canada Motor Cycle & Agency Ltd in 1910.

4.3.2 Inter War Commercial Palazzos

The Commercial Palazzo idiom developed in America from the 1880s onwards. Load bearing masonry was being superseded by steel framing, but this required cladding to render it fireproof. Architects continued to adopt a traditional expression for the exteriors of buildings. The most common precedent became the fifteenth or sixteenth-century three-storey Italian townhouse or palazzo, which in the tall office buildings of the late nineteenth and early twentieth centuries was resolved as treating the lower levels as a defined base, with the floors above designed in a simple and neutral manner and a bold projecting cornice at the top of the building to terminate the composition. Detail and ornament followed classical precedents.

The Commercial Palazzo in Australia generally followed overseas models. It came into favour around 1912 and remained fashionable until the end of the 1920s, although notable examples were built in the 1930s. The style was favoured by conservative financial institutions as well as major newspaper houses, establishment clubs and department stores, but it also found its way into buildings designed for investment purposes. Ashlar stonework was most commonly used to line facades but glazed architectural terracotta was also used and, less commonly, brick. Perhaps the first example of the Commercial Palazzo style in Sydney was built by the State government - the northern (Bridge Street) section of the Department of Education Building, construction of which was underway during 1912. Completed in 1915, it was designed in the office of the Government Architect within the Department of Public Works under George McRae.
Numerous confident examples of this conservative architectural idiom were constructed in Central Sydney during the second and third decades of the twentieth century. A sizable number still survive. Many were constructed with reinforced concrete frames. Spain & Cosh designed some notable and very representative examples, including the former Evening News Building in Elizabeth Street (1926), the former Scottish House in Bridge Street (1927) and the southern section of Australia House in Carrington (1924).
A number of Commercial Palazzo style buildings were constructed with brick and stone facades or brick and glazed terracotta facades. An early example is the former Ushers Metropolitan Hotel in Castlereagh Street, designed by H E Ross & Rowe and completed in 1915. The building’s facade was notable for the relatively elaborate detailing of the lowest levels. Here arch headed windows were set in a rusticated wall surface and featured spandrels with balustrades not unlike those of the 1926 section of International House.
During the 1920s a small number of office buildings, few of which are known to have survived, were constructed with brick facades. Two notable buildings to house clubs were also constructed – Tattersall’s Club in Elizabeth Street, designed by Burcham Clamp & Finch and completed in 1929, and the Royal Automobile Club in Macquarie Street, designed by H E Ross & Rowe and completed in 1928. In these cases brick may have been chosen for its domestic connotations. Tattersall’s Club has since been demolished.

The 1926 section of International House is distinguished by the decorative treatment of the lower sections of its façade. Here careful detailing could provide individuality to what was a formulaic architectural idiom. The use of course stone and arched openings was common but it is the treatment of the second floor windows, particularly the broken pediments above the windows, that stands out from its contemporaries.
Comparison of decorative treatment at the lower level of facades: the former Masonic Club in Castlereagh Street (1927; top left); the National Building in Pitt Street (circa 1925; top right); and the Lincoln Building in Pitt Street, which is similar to the 1926 section of International House (lower left).
4.4 Assessment of significance

The following assessment of heritage significance uses the framework for the assessment of significance advocated by the NSW Heritage Office in the guidelines included in the NSW Heritage Manual. In this framework places are assessed in accordance with the defined criteria set out below.

**Criterion A** An item is important in the course, or pattern, of NSW’s cultural or natural history (or the cultural or natural history of the local area).

International House provides tangible physical evidence of the growth and popularity of cycling in NSW during the first half of the twentieth century. The building was originally constructed to accommodate the manufacture and sale of bicycles and other items sold by Bennett & Wood.

**Criterion B** An item has strong or special association with the life or works of a person, or group of persons, of importance to NSW’s cultural or natural history (or the cultural or natural history of the local area).

International House is associated with the firm of Bennett & Wood, a prominent manufacturer of bicycles and importer of motor cycles during the late nineteenth century and for over half the twentieth century. The company’s co-founder, Charles Woolfield Bennett, was a prominent competitive cyclist during the last quarter of the nineteenth century and headed it for many years.

The 1908 section of International House is associated with architect Henry Austin Wilshire, a competent but not prominent architect whose architectural design is representative of its period.

The 1926 section of Lincoln House is associated with the firm of Spain & Cosh, a prominent architectural practice from the first half of the twentieth century which was responsible for a large number of buildings over a wide range of typologies. Although conservative, their buildings were generally fine examples of their type, as is demonstrated by the notable Commercial Palazzo style buildings that came out of the office during the 1920s.

**Criterion C** An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).

The section of International House comprising 284-290 Pitt Street has some significance as a restrained example of the Federation Warehouse Style.

The section of International House comprising 106-108 Bathurst Street has aesthetic significance as an example of an Inter War Commercial Palazzo style building with distinctive and well-resolved detailing.

International House contributes to the streetscape in this part of Central Sydney. Its contribution has become more important as the scale of development changes in the locality, providing a significant counterpoint to recent (and future) development and an important component of a small group of surviving buildings from the first half of the twentieth century in its vicinity.

**Criterion D** An item has strong or special associations with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.

International House is not considered to fulfil this criterion.
Criterion E  An item has potential to yield information that will contribute to an understanding of NSW’s cultural or natural history (or the cultural or natural history of the local area).

International House is not considered to fulfil this criterion. Although the exterior of the building is intact above ground floor level, its interior has undergone extensive modification since the building was completed, especially after 1961. There are other buildings in Central Sydney that have greater potential to yield information.

Criterion F  An item possesses uncommon, rare or endangered aspects of NSW’s cultural or natural history (or the cultural or natural history of the local area).

International House is not rare. There are a relatively large number of Federation Warehouse remaining in Central Sydney and surrounding inner suburbs, many of which are more distinctive examples of the style. Similarly, there are a relatively large number of Commercial Palazzo style buildings that survive in Central Sydney.

Criterion G  An item is important in demonstrating the principal characteristics of a class of NSW’s (or the local area’s) cultural or natural places; or cultural or natural environments.

The exteriors of the two sections of International House are representative of the Federation Warehouse and Inter War Palazzo styles respectively.

4.5  Statement of cultural significance

International House at 104 Bathurst Street has strong historical associations with the firm of Bennett & Wood, a prominent manufacturer of bicycles and importer of motor cycles during the late nineteenth century and over half the twentieth century. The building was originally constructed to accommodate the manufacture and sale of bicycles and other items sold by Bennett & Wood and provides tangible physical evidence of the growth and popularity of cycling in NSW during the first half of the twentieth century. International House has associations with a number of individuals: Charles Woolfield Bennett, co-founder and principal of Bennett & Wood and a prominent competitive cyclist during the last quarter of the nineteenth century and headed it for many years; architect Henry Austin Wilshire, who designed the original section of the building completed in 1908; and the prominent architectural firm of Spain & Cosh, who designed the eastern portion of the building completed in 1926. It was part of a larger development that included the Lincoln Building in Pitt Street.

The section of International House comprising 284-290 Pitt Street has some aesthetic significance as a restrained and representative example of the Federation Warehouse Style while the section comprising 106-108 Bathurst Street has aesthetic significance as a representative example of an Inter War Commercial Palazzo style building with distinctive and well-resolved detailing. International House also contributes positively to the streetscape in this part of Central Sydney and is an important component of a small group of surviving buildings from the first half of the twentieth century at and near the intersection of Pitt and Bathurst Streets.
4.6 Significance of site components

The key elements of a place may make a different relative contribution to its heritage significance. Loss of integrity or poor condition may diminish relative significance. Understanding the importance that the contribution of key elements makes to the heritage significance of a place assists in the determination of appropriate future actions. The NSW Heritage Office has formulated gradings of significance to facilitate this process. The following table sets out these gradings, which have been adjusted to suit International House.

<table>
<thead>
<tr>
<th>Grading of Significance</th>
<th>Justification for Grading</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exceptional</td>
<td>Element that makes a direct and irreplaceable contribution to the overall heritage significance of International House. It will exhibit a high degree of integrity with any alterations of a minor nature and generally reversible. Demolition/removal or inappropriate alteration would substantially diminish the heritage significance International House.</td>
</tr>
<tr>
<td>High</td>
<td>Element that makes a substantial contribution to the overall heritage significance of International House. It has alterations that do not detract from its significance. Demolition/removal or inappropriate alteration would diminish the heritage significance of International House.</td>
</tr>
<tr>
<td>Moderate</td>
<td>Element that makes a moderate contribution to the overall heritage significance of International House. It has undergone alteration that detracts from its heritage significance but still contributes to the overall significance of the place. Demolition/removal or inappropriate alteration may diminish the heritage significance of International House.</td>
</tr>
<tr>
<td>Little</td>
<td>Element that makes only a minor contribution to the overall heritage significance of International House. It has undergone substantial and irreversible alteration and is difficult to interpret. Demolition/removal would not diminish the heritage significance of International House.</td>
</tr>
<tr>
<td>Intrusive</td>
<td>Element (or component of an element) that adversely impacts on the overall heritage significance of International House. Demolition/removal would enhance the heritage significance International House.</td>
</tr>
</tbody>
</table>

4.6.1 Exceptional significance

The following elements are of Exceptional significance for their contribution to the heritage significance of the place:

- The original external building form and intact original external fabric of the 1908 and 1926 components of International House;
- The form and original fabric associated with the awning;
- Intact original pressed metal or fibrous plaster ceiling linings including linings that may remain in place above later false ceilings;
- Internal timber structural posts and beams in the 1908 section of International House;
- Internal concrete encased steel columns in the 1926 section of International House.
4.6.2 High significance

No elements of High significance have been identified.

It is possible that fabric having this level of significance may be concealed behind later linings.

4.6.3 Moderate significance

The following elements are of Moderate significance for their contribution to the heritage significance of the place:

- The lightwell on the northern side of the building, which has been diminished in size by the installation of an escape stair.
- Remnant and modified original and early sections of the former caretaker’s flat and staff dining room on the roof of the building.

It is possible that fabric having this level of significance may be concealed behind later linings.

4.6.4 Little significance

- Shopfronts along Bathurst Street and Pitt Street;
- Internal fabric associated with tenancy spaces installed in 2000 and later;
- Tenancy spaces and common areas throughout the building, including the vestibule at ground floor level;
- Reinforced concrete stairs within the building;
- Recent additions and modifications to the former caretaker’s flat and staff dining room.

4.6.5 Intrusive

There is no intrusive fabric associated with International House.
54 Significance of elements, ground floor plan, not to scale.
Source: TKD Architects.
Significance of elements, first floor plan, not to scale.
Source: TKD Architects.
56 Significance of elements, second floor plan, not to scale.
Source: TKD Architects.
Columns and slabs: Exceptional
Batten ceilings: Exceptional

Significance of elements, third to sixth floor plans, not to scale.
Source: TKD Architects.
Significance of elements, seventh floor plan, not to scale.
Source: TKD Architects.
4.7 Heritage curtilage

Heritage curtilage is defined in the NSW Heritage Office publication *Heritage Curtilages* as:

*The area of land (including land covered by water) surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance.*

It can apply to either:

- land which is integral to the heritage significance of items of the built heritage; or
- a precinct which includes buildings, works, relics, trees or places and their setting.

The term “heritage curtilage” is also used by the Heritage Council of NSW to describe the area listed on the State Heritage Register (SHR) or on a local environmental plan.

The heritage curtilage should contain all elements contributing to the heritage significance, conservation and interpretation of a place including (but not limited to):

- historic site boundaries;
- buildings and structures and their settings;
- functional and visual relationships between buildings and structures;
- important views to and from the place;
- any identified archaeological resources;
- historic and visual spatial relationships between buildings, structures and grounds.

The NSW Heritage Office guidelines describe four different types of heritage curtilages:

- Lot Boundary Heritage Curtilage, where the lot would adequately contain the heritage significance of the place, including buildings, gardens and other significant features such as walls, fences and driveways that contribute to the heritage significance of the place.
- Reduced Heritage Curtilage, where the significance of the place does not necessarily relate to the total lot area but to a lesser area of land.
- Expanded Heritage Curtilage, where an area larger than the lot boundary is required to retain the heritage significance of the place, including its landscape setting or visual catchment.
- Composite Heritage Curtilage, which applies to conservation areas.

The heritage curtilage must satisfy the following general principles:

- The significance of the original relationship between the heritage item and its site should be conserved;
- An adequate setting for the heritage item should be provided that enables its heritage significance to be retained;
- Adequate visual catchments or corridors should be provided to the heritage item from major viewing points and from the item to outside elements with which it has important visual relationships; and,
- Ideally, adequate buffer areas should be provided to screen the heritage item from visually unsympathetic development or to provide protection from vibration, traffic noise, pollution or vandalism.
Although a Lot Boundary Heritage Curtilage, determined by the property title of International House is appropriate for the site, it does not include the building’s context and visual connections. An Expanded Heritage Curtilage is more appropriate. The setting of International House contributes in part of its heritage significance. The building contributes to the quality and continuity of the streetscape at the intersection of Pitt and Bathurst Streets because of its individual architectural character and because of its visual relationships with buildings constructed during the first half of the twentieth century to the south, southwest and west of the site. The heritage curtilage of International House is considered to incorporate not only the immediate boundaries of its site but also its visual relationships with significant buildings in Pitt and Bathurst Streets. Because of this an Expanded Heritage curtilage encompassing adjacent earlier twentieth century buildings in both streets would apply.

59 Curtilage and primary views diagram, not to scale.
Source: TKD Architects.
5 INFORMATION FOR CONSERVATION POLICY

5.1 Introduction

Conservation policies and recommendations for their implementation develop from an understanding of:

- the nature and level of significance of the building and of its contextual relationship with its surroundings;
- structural adequacy and the general condition of the fabric;
- the owner’s requirements;
- uses which are both feasible and compatible with the retention of major aspects of significance;
- development constraints and opportunities in relation to the retention of the significance of the place; and,
- statutory and other obligations.

Each of these parameters (constraints and opportunities) is discussed in the following sections.

5.2 Heritage significance

International House is a place of local heritage significance and should be managed in accordance with accepted best-practice conservation principles, including The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013 and associated guidelines. The Burra Charter is widely accepted in Australia as an underlying methodology by which all works to sites/buildings, which have been identified as having heritage significance, may be undertaken.

Although International House has heritage significance, the levels of relative significance across the site is not uniform—some parts of the place have a higher level of significance than others.

The following opportunities and constraints arise from the heritage significance of the place:

- Retaining, conserving and enhancing the heritage significance of the place including spaces, elements and fabric of significant buildings, structures and landscape features;

- Removing intrusive components to the heritage significance of the place;

- Regaining and interpreting elements that have been lost, thus contributing to the heritage significance of the place;

- Ensuring that new works, such as alterations and additions, and new buildings retain the heritage significance of the place.

- Applying best-practice principles to the care and conservation of the place and to any proposals for change that may be contemplated in the future;

- Enhancement of significant elements and the presentation of International House as an integral component of future development;

- The opportunity to undertake development that will regain aspects of the heritage significance of the place and better complement important heritage features of the site.
5.3 Physical condition

International House is in good condition and has been well maintained. However, the sandstone cornices on the facades of the 1908 building are deteriorating and sections of stonework have exfoliated.

5.4 Owner’s requirements

G & J Drivas Pty Ltd, the owner of International House, is currently considering redevelopment of the property, which will involve refurbishment of the building’s interior for commercial use and construction of additional levels of commercial floor space. The ground floor would retain retail uses.

5.5 Statutory context

5.5.1 National Parks and Wildlife Act 1974

The National Parks & Wildlife Act 1974 (NPW Act) provides statutory protection for all Aboriginal objects within New South Wales. ‘Aboriginal Objects’ are defined in the Act as:

Any deposit, object or material evidence (not being a handicraft 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.

It is an offence to harm or desecrate an Aboriginal object without approval.

5.5.2 Environmental Planning and Assessment Act 1979

The Environmental Planning and Assessment Act 1979 (NSW) (the EP&A Act) provides for the preparation of planning instruments to guide land use management at state, regional and local levels. Of particular relevance to heritage matters are the heritage conservation provisions in planning instruments and the assessment of development proposals.

5.5.3 Heritage Act 1977

The Heritage Act 1977 (NSW) aims to conserve the environmental heritage of New South Wales. Environmental heritage is broadly defined under Section 4 of the Act as consisting of “those places, buildings, works, relics, moveable objects, and precincts, of State or local heritage significance.”

The Act established the State Heritage Register (SHR) to protect places with particular importance to the people of New South Wales. International House is not included in the SHR.

Management of Archaeology under the Heritage Act

There is the possibility that archaeological remains have survived on the site and may be uncovered in the future. The Heritage Act includes provisions to protect historical archaeological relics. The Act defines a ‘relic’ as any deposit, artefact, object or material evidence that:

a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and
b) is of State or local heritage significance.
5.5.4 City of Sydney

Sydney Local Environmental Plan 2012

International House are included as a heritage item (as Former Speedwell House including interiors) in Schedule 5 Part 1 of Sydney LEP 2012 (Item I1939). The listing includes the eastern section of the Lincoln Building; the western section of the building is also listed as a heritage item.

Clause 5.10 of the LEP contains heritage conservation provisions, a number of which will be applicable to the subject site. The objectives of Clause 5.10 are:

- to conserve the environmental heritage of Sydney;
- to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views;
- to conserve archaeological sites; and
- to conserve Aboriginal objects and Aboriginal places of heritage significance.

Much of Clause 5.10 is devoted to requirements relating to development consent associated with heritage items, conservation areas and items of Aboriginal significance.

The site of International House is zoned B8 Metropolitan Centre, which permits with consent a variety of different uses. The zoning is intended to achieve the following:

- To recognise and provide for the pre-eminent role of business, office, retail, entertainment and tourist premises in Australia’s participation in the global economy;
- To provide opportunities for an intensity of land uses commensurate with Sydney’s global status;
- To permit a diversity of compatible land uses characteristic of Sydney’s global status and that serve the workforce, visitors and wider community;
- To encourage the use of alternatives to private motor vehicles, such as public transport, walking or cycling; and,
- promote uses with active street frontages on main streets and on streets in which buildings are used primarily (at street level) for the purposes of retail premises.
There are a number of controls on the site defined in the LEP, which include:

- A floor space ratio of 8:1;
- Metropolitan Centre zoning (B8);
- Height controls - International House is included in an Area 3 zone on the relevant Height of Building Map. Clause 4.3 in the LEP states that the maximum height for buildings in Area 3 is determined by sun access planes that are taken to extend over the land, as defined in Clause 6.17 of the LEP for Hyde Park West; and,
- A building that is in an Area, and is used for a specified purpose is eligible for an amount of additional floor space (accommodation floor space) equivalent to that which may be achieved by applying to the building the floor space ratio specified in the relevant paragraph. In the case of Area 3, office premises, business premises or retail premises are entitled to a floor space ratio of 2:1 and residential accommodation, serviced apartments, hotel or motel accommodation, community facilities or centre-based child care facilities is entitled to a floor space ratio of 3:1.

The heritage inventory sheets for International House and the Lincoln Building both include recommendations for management of the buildings.

**Sydney Development Control Plan 2012**

Sydney DCP 2012 contains provisions that relate to heritage items, which are included in Section 3.9 of the documents. Section 3.10.1 of the DCP contains objectives and provisions for works to warehouses and industrial buildings older than 50 years. The objectives and provisions relate to alterations and additions to warehouse buildings that are heritage items on Schedule 5 of the Sydney Local Environmental Plan 2012, draft heritage items or are located within a Heritage Conservation Area.

Section 5.1.1 includes provisions for street frontage heights and Section 5.1.2 includes provisions for building setbacks. Both sections contain provisions that apply to the site.

Section 5.1.9 of the DCP contains provisions for the awarding of heritage floor space. The Sydney LEP 2012 includes an incentive to conserve and maintain whole buildings in Central Sydney which are heritage items within Schedule 5 Environmental heritage of Sydney LEP 2012. The award and allocation procedures include:

- 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;
- a requirement that a building in Central Sydney may only exceed the floor space ratio shown on the Floor space ratio map in Sydney LEP 2012 if an amount of Heritage Floor Space has been allocated or transferred to the development from the register of available Heritage Floor Space; and,
- a register held by Council that details awards and allocations of Heritage Floor Space.

Heritage Floor Space (HFS) is created when it is awarded to the owner of a heritage item for undertaking conservation works. It may be used by the owner of the heritage item or on-sold.

**Archaeological Zoning Plan**

5.5.5 State Environmental Planning Policy (Infrastructure) 2007

State Environmental Planning Policy (SEPP) (Infrastructure) 2007 aims to facilitate the effective delivery of infrastructure across the State by:

- improving regulatory certainty and efficiency through a consistent planning regime for infrastructure and the provision of services;
- providing greater flexibility in the location of infrastructure and service facilities;
- allowing for the efficient development, redevelopment or disposal of surplus government owned land;
- identifying the environmental assessment category into which different types of infrastructure and services development fall (including identifying certain development of minimal environmental impact as exempt development);
- identifying matters to be considered in the assessment of development adjacent to particular types of infrastructure development; and
- providing for consultation with relevant public authorities about certain development during the assessment process or prior to development commencing.

5.6 Other statutory considerations

5.6.1 Building Code of Australia

The Building Code of Australia (BCA) establishes nationally consistent, minimum necessary standards of relevant, health, safety (including structural safety and safety from fire), amenity and sustainability objectives. The BCA contains technical provisions for the design and construction of buildings and other structures, covering such matters as structure, fire resistance, access and egress, services and equipment, and energy efficiency as well as certain aspects of health and amenity.

Upgrading to comply with BCA standards will need to be undertaken in such a way as to avoid, minimise or mitigate any potential adverse impact on the heritage significance of the place. For example, in relation to fire safety, a fire engineering approach should be taken in the development of a fire safety strategy to avoid damage to significant spaces, elements and fabric while still ensuring occupant evacuation can be achieved.

5.6.2 Disability Discrimination Act

The Disability Discrimination Act 1992 provides protection to members of the community with a limited ability/disability and ensures that reasonable access is provided to both public and private buildings and places. As a compliance-based Act it has the ability to require the construction of additional access arrangements to buildings and may therefore impact fabric and setting. Alternate solutions may apply.

5.6.3 Work, Health and Safety Act 2011

The Work, Health and Safety Act 2011 provides a framework to protect the health, safety and welfare of all workers at work (and of other people who might be affected by the work) by eliminating or minimising risks arising from work or workplaces. The Act covers all people who carry out work in any capacity for a person conducting a business or undertaking including employees, contractors, subcontractors, self-employed persons, outworkers, apprentices and trainees, work experience students and volunteers who carry out work. It also includes other people at a workplace like visitors and customers.
5.7 Non-statutory heritage considerations

5.7.1 The Burra Charter

The significance assessment in this CMP confirms that International House is a place of local heritage significance because of its historical and architectural importance.

The heritage significance of International House requires that it be managed in accordance with accepted best-practice heritage conservation principles, including the Australia ICOMOS Burra Charter 1999 (The Burra Charter). The Burra Charter is widely acknowledged as the principal guiding document for managing places of cultural significance — it defines the basic principles and procedures that should be followed in the conservation of places of heritage significance. The Burra Charter has been adopted as the standard for best practice conservation of heritage places in Australia.

5.7.2 National Trust of Australia (NSW)

The Lincoln Building is classified in the Register of the National Trust of Australia (NSW). The listing includes 108 Bathurst Street

The Register lists those buildings, sites, items and areas which, in the Trust’s opinion, fall within the following definition:

Those places which are components of the natural or the cultural environment of Australia, that have aesthetic, historical, architectural, archaeological, scientific, or social significance, or other special value for future generations, as well as for the present community

Inclusion of a place in the Register does not have any legal effect, but it is widely recognised as an authoritative statement on the significance of the place.

The purpose of the Register is to alert responsible authorities, property owners and the public so that those concerned may adopt measures to preserve the special qualities which prompted the listing.

When the significance of a place is under threat, the Trust will take whatever action is deemed appropriate to ensure its protection, including giving advice to the property owner and seeking the use of state heritage legislation or the planning powers of the local government authority. For the purposes of such action, the Trust makes no differentiation between classified and recorded listings in its Register.

5.7.3 AIA Register

The Register of Significant Architecture in NSW is prepared by the Heritage Committee of the Australian Institute of Architects - New South Wales Chapter.

A place is included in this List where it is an example which is representative of architectural excellence during the twentieth century, and may include:

- the most significant examples of the work of leading architects;
- those buildings which are recognised as important landmarks in the development of architecture, and
- those buildings which, because of their quality and siting, make a significant contribution to the environment.
Inclusion of a place in the List does not have any legal effect, but it is widely recognised as an authoritative statement on the significance of the place.

International House is not included in the Register of Significant Architecture in NSW.

5.7.4 Australian Heritage Database

The Australian Heritage Database is maintained by the Australian Government’s Department of the Environment contains information about more than 20,000 natural, historic and Indigenous places. The database includes places included on several statutory and non-statutory registers:

- World Heritage List;
- National Heritage List;
- Commonwealth Heritage list;
- Australian Heritage Database (a non-statutory archive);
- List of Overseas Places of Historic Significance to Australia; and
- Places under consideration, or that may have been considered for, any one of these lists.

The Lincoln Building, including 108 Bathurst Street, is included in the Australian Heritage Database. It is not currently under consideration for inclusion on any of the other statutory or non-statutory registers. International House is not included on any of the other statutory or non-statutory registers.

5.8 Development opportunities and constraints

This section of the CMP sets out the constraints and opportunities for alterations and additions to International House. It is a synthesis of the identified constraints and opportunities arising from the significance of the building and the applicable statutory planning controls contained in preceding sections.

The following general principles apply to additions to heritage buildings:

- New extensions/additions should be designed to respect and enhance the significance of the existing building and its context;
- The siting and form of the extensions/additions should respect the established planning principles of the building;
- The introduction of an extension/addition to the building should facilitate the ongoing use of the existing building, rather than render it obsolete;
- New extensions/additions should complement the style, form, proportions, materials and colours of the existing building;
- New extensions/additions should be of sympathetic contemporary architectural design, detailing and materials and should not be imitations of the existing building;
- The quality of the architectural resolution, detailing and materials of the new extension/addition should be as high as that of the existing significant building.

Both Sydney LEP 2012 and Sydney DCP 2012 contain provisions that are intended to control the form, setbacks and height of any proposed development at International House (refer to Section 5.4.4 above). Heritage floor space provisions provide an opportunity to realise the development potential of the site.
The following heritage design parameters should apply to future development of International House:

- Retain, conserve and enhance the significant envelopes and facades of International House (1908 and 1926 sections);

- Respect and enhance the relationship of International House with Pitt Street and Bathurst Street;

- Any extension of the building above the parapet line (if additional floor space is required) should:
  - have sufficient vertical separation to allow appreciation of the significant facades and envelope;
  - have sufficient separation so that the existing building retains its sense of solidity;
  - respond to the design of the existing building and its Pitt Street and Bathurst Street context;
  - complement and “complete” the existing building; and,
  - respect and enhance the relationship of International House with Pitt Street and Bathurst Street.

5.9 Adaptive reuse

The following general principles should apply to the adaptation of significant buildings to new and different uses:

The preferred new uses for this significant building are uses that will:

- enhance the appreciation of the its values and significance;

- ensure the conservation of the identified significant building elements, fabric and spaces and context; and

- accommodate the activities, services and fittings which are essential to the new use without damaging significant spaces, elements or fabric.

Future uses for this significant building may be considered compatible if the following criteria are met:

- The cultural significance of the building and its significant extant elements, fabric and spaces are not compromised.

- The integral relationship between the significant building and its context is not compromised but enhanced and conserved.

- The proposed new use is sympathetic with the original use and does not detract from that use or the cultural significance of the building.

- Significant elements, fabric and spaces are not damaged or destroyed.

- The nature of the new use would not result in an unacceptable level of wear and tear on significant fabric.

- The services required (eg. fire safety provisions, lift, air conditioning, toilets, etc) for a potential new use will not cause damage, destroy or compromise the building or any interior spaces, elements and fabric of significance.

- The fixtures or fittings required as part of the new use would not damage or compromise the significant fabric or spaces.
Proposed uses which achieve relatively more of the stated outcomes of the conservation policies are preferred to those which necessitate greater change and intrusion.

The types of occupants should be selected on the basis that they “fit” the building’s extant spaces; the reverse approach wherein the significant fabric of the building is altered and/or demolished to suit the requirements of the occupants is unacceptable.

General constraints in relation to the elements, fabric and spaces of heritage significance:

- Retain original configuration of significant fabric which reflect historically significant uses of the buildings and elements. There is the potential to regain and interpret the early spatial character of the building through larger tenancy spaces.

- New service areas and services should be located in areas which do not impact on significant fabric.

Inappropriate uses could lead to confusion or adverse impact on the cultural significance of the place:

- Inappropriate uses can confuse the historic associations of the place.

- Lack of use, and the consequent lack of maintenance may be as equally damaging as the introduction of an incompatible use.

As discussed in Section 2, International House was designed and built as the headquarters and manufactory of Bennett & Wood. This function ceased in 1961. It would be preferable for the building to continue to serve commercial purposes, for which it has been used since the early 1960s. It is extremely unlikely that the building will be required to fulfil its early role as place of a bicycle assembly and sales. The ground floor of the building has always been used for showroom and retailing purposes, and it is appropriate for retailing to continue on this level.

The building could also be adapted for use as a hotel or as residential apartments. There are numerous examples of Federation Warehouse style buildings being converted to residential use, most notably woolstores at Pyrmont and the recently completed Griffiths Tea warehouse in Wentworth Avenue, Sydney. Significant commercial buildings have been successfully adapted for use as hotels, such as the Grace Building in York Street, Sydney, Gowings Building in Market Street, Sydney, and the former MWS&DB headquarters in Pitt Street, Sydney. In these instances careful design ensured that significant building fabric and spaces were retained and conserved.

Contemporary building services technologies in association with the refurbishment of the existing interiors offer opportunities to remove suspended (false) ceilings to expose early fabric.
6 CONSERVATION POLICY

6.1 Information for conservation policies

Conservation can be regarded as a process of managing change in ways that will best retain and protect the heritage significance of the place while recognising opportunities to reveal or enhance its values for present and future generations.

Striking a balance between often-conflicting needs requires the development of a range of conservation principles, policies and guidelines that will define the limits of acceptable change and ways of managing change while retaining and interpreting significance. They are intended to manage change rather than prohibit it.

Conservation of the heritage values of International House is dependent on establishing appropriate and sustainable new uses for the site that will facilitate its ongoing conservation into the future. To assist with adaptation and with managing change it is essential that sound heritage management principles are established.

The Policies and Guidelines in this section of the CMP aim to assist with ensuring that conservation actions and proposals for change are consistent with the Heritage Management Principles and best-practice conservation guidelines. If a particular action is not covered by a policy or guideline then reference is to be made to the Heritage Management Principles.

The Policies and Guidelines have been formulated to address the likely heritage management considerations that apply to the site. The policies have been presented under various headings to assist with identifying which policies are relevant to a particular conservation action or proposal for change. Where appropriate, each Policy is supported by explanatory text and Guidelines that aim to ensure that future decisions about the place are made in an informed manner.

6.2 Heritage management principles

The following heritage management principles provide the essential guiding aims for the management of the heritage significance of International House. They should be adopted by the owner and relevant approval authorities:

1. The Statement of Cultural Significance (Section 5.4) and the significance of built and landscape component (Sections 5.5) provide the basis for future planning and decision-making.

2. The future conservation and development of the place should be carried out in accordance with the principles of the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter).

3. The approach and options recommended for the conservation of specific fabrics, spaces, elements and qualities of the place should be endorsed as a guide to future work, the recommendations having been related to the principles of the Burra Charter.

4. Uses for areas of high significance should not compromise the character and significance of those areas.

5. Care should be taken in any future development to minimise any adverse impacts on the setting of significant built and landscape elements.
6.3 General management policies

6.3.1 Plan implementation and review

Background

The CMP identifies why the International House site and its key components are significant. The Heritage Management Principles, Policies and Guidelines contained within this Plan have been prepared to ensure that heritage significance of the site is appropriately retained and conserved. It is intended to be of practical use to current and future site owners, managers and other site users enabling them to make decisions about the site having due regards to its heritage significance.

A management plan is only effective when its principles, policies and guidelines are implemented. Therefore, an effective management structure is required to ensure that the principles, policies and guidelines are integrated fully into the management of the place.

It is intended that the CMP has a ten-year life span. A ten-year life span will provide reasonable opportunity for its implementation and for additional information to be investigated and integrated into a revised plan. Review of the Plan is essential to ensure that it continues to provide relevant guidance for conservation and adaptive re-use of the site and its buildings.

Policy 1 This Conservation Management Plan should provide the basis for the future conservation and adaptive reuse of the site.

Guidelines

The CMP should be adopted by the owners of the place as the basis for its future heritage management.

The Heritage Management Principles, Policies and Guidelines within this CMP should be integrated into the current and future management structure(s) of the site to ensure that:

- they provide for the long-term conservation of the heritage values of the site and its significant components, spaces, elements and fabric;
- employees, contractors and other site users are made aware of the heritage significance of the site and its key components and the objectives for heritage management;
- management roles and responsibilities are clearly established; and
- an appropriate balance is achieved between the functional requirements of the site and the heritage imperatives applying to the significant components of the site.

The CMP, in particular the Policies and Guidelines within it, may need adjustment from time to time to take into account discrepancies and unforeseen circumstances or new proposals, to clarify intentions or as a result of uncovered evidence. It should therefore be reviewed every five to ten years, or as circumstances relating to the place change.
6.3.2 Achieving best-practice conservation

Background

International House is an item of heritage significance that requires best-practice heritage management.

Caring for historic places effectively requires technical knowledge, skills and expertise that are available from a range of specialist disciplines. The skills and experience required, and creative approaches undertaken in the context of a conservation project are quite different to those applied to the design and construction of new buildings.

There is a diverse range of activities that require the skills of specialists including conservation architects, structural engineers, building code compliance advisors, archaeologists and materials conservation specialists. Co-ordination and briefing of these specialists is a task that should be performed by suitably qualified people with experience in heritage conservation. Under no circumstances should decisions relating to conservation be left to a contractor alone. In addition, once decisions have been made requiring intervention into significant fabric only experienced craftspeople and conservators should be employed to carry them out.

**Policy 2**  Management of the heritage values should be in accordance with the principles, policies and guidelines in this CMP and in other best-practice heritage principles and guidelines including:

- The Australia ICOMOS Charter for Places of Cultural Significance 2013 (the Burra Charter);
- The guidelines produced by the Heritage Council of NSW.

**Policy 3**  Appropriate conservation skills and experience should be employed to undertake any conservation or new works.

Guidelines

Ensure that all conservation works are overseen or undertaken in consultation with qualified and experienced conservation professionals acting within the principles, policies and guidelines established in the CMP.

A clear process should be established for engaging suitably qualified consultants, building contractors, project managers and tradespeople that have experience with working on significant historic sites, buildings and structures.

6.3.3 Additional research and assessment

Background

While the overall history and heritage values of International House and its significant components have been documented within this CMP, additional research and assessment may be required to better inform decisions regarding the detail and impact of conservation or development works. Significant fabric may be concealed behind later linings and finishes. The purpose of additional research and assessment is to assist in determining the impact of conservation works on significant components, spaces, fabric and
features. It is also to assess the suitability of specific adaptive works required to accommodate a new use or the upgrading of facilities for an existing function.

**Policy 4** Additional research and assessment of the component spaces and fabric should be undertaken during the detailed design phase to inform decision-making in relation to the detailed design of conservation works and alterations and additions to the site and its significant components.

**Guidelines**

The following should occur as part of any proposals for conservation or new works:

- undertake detailed investigation, recording and assessment of the documentary and physical evidence associated with built or landscape components, spaces, elements and fabric;
- confirm the appropriate conservation approach; and
- set out a comprehensive schedule of conservation actions or new works, based on the accepted conservation approach.

Sufficient research and assessment should be undertaken to provide a basis for understanding the impact of:

- detailed alterations in relation to significant elements, spaces and/or fabric; and
- removal of unsympathetic additions that may or may not reveal or deface significant elements, spaces and/or fabric.

6.3.4 Assessing heritage impacts

**Background**

Proposals for conservation or new works will need to be assessed to ensure that they are consistent with the Principles, Policies and Guidelines in the CMP. A Statement of Heritage Impact will also need to form part of any development application submissions or Section applications to the Heritage Council.

**Policy 5** Proposed works should be assessed for their potential to impact (both positively and adversely) on the heritage significance of the site and the heritage significance of other heritage items and/or heritage conservation areas in the vicinity.

**Guidelines**

Undertake heritage impact assessments consistent with the Heritage Council of NSW guidelines and using appropriate heritage management expertise.

The assessment should include an evaluation of the potential impacts of the proposed change on the heritage significance of the place and on any other heritage items or heritage conservation areas in the vicinity.
6.3.5  Records of maintenance and change

Background

Site components, elements and fabric can reveal important information about the historical development of the site. As the site will be subject to change from time to time it is important to create a visual and/or written record of the place before change occurs. It is also important to record any fabric or elements uncovered during the works. This will not only assist researchers but allow for full re-instatement of an earlier space or fabric in the future.

Policy 6  A recording of the condition of significant fabric and key features should be undertaken before, during and after repair works or as part of any new works.

Guidelines

Recording of fabric before building works are undertaken is generally a condition of consent for a Development Application.

Record all works, including demolition and changes, particularly unavoidable changes to significant elements, spaces or fabric in a manner that is consistent with the following guidelines published by the Heritage Branch of the Office of Environment and Heritage:

- Photographic Recording of Heritage Items Using Digital Film Capture (revised 2006);
- How to Prepare Archival Recordings of Heritage Items (revised 1998); and

A hardcopy and digital copy of the recording should be lodged with the City of Sydney Archives.

6.3.6  Compliance with statutory requirements

Background

International House is a place of local heritage significance and is therefore subject to the heritage provisions of the Sydney Local Environmental Plan 2012. The site is also subject to other legislative requirements including the Building Code of Australia and the Disability Discrimination Act 1992 (refer to Section 6.7 of this CMP for more information).

Generally any proposed works within the site will require approval from the City of Sydney under the provisions of the LEP, although some exemptions for minor works with little or no adverse heritage impacts may apply. Other works may be exempt under the provisions of State Environmental Planning Policy (Exempt and Complying Development Codes) 2008.

There is potential for some legislative requirements to require works that are inconsistent with the heritage values of the place and are contrary to the aims and objectives of the heritage provisions of the LEP—any such inconsistencies will need to be addressed as part of any proposals for new work.

Policy 7  The site will be managed in ways that are consistent with applicable heritage legislative requirements. Works required to comply with building code and other legislative requirements are to avoid or minimise impacts on the site’s heritage significance.
Guidelines

Works required to achieve compliance with the Building Code of Australia and State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004 should be undertaken in a manner that does not damage the cultural significance of the site or its significant built and landscape components. Alternate solutions may be required.

6.4 Heritage conservation

6.4.1 General

Background

The Assessment of Heritage Significance in Section 5 of this CMP sets out why the place is of heritage significance. The CMP aims to guide retention and conservation of key components, significant spaces, elements and fabric while allowing its ongoing use.

The following policy provides general guidance for the conservation of significant built and landscape components, elements, spaces and fabric. The best means of conserving the site is for it to have ongoing and appropriate use, which does not preclude considered and sympathetic change.

| Policy 8 | Heritage conservation should:
| --- | ---
| | Adopt a holistic approach and extend to all significant aspects of the place, including cultural landscape features, buildings and structures, collections, records, traditions, practices, memories, meanings and associations;
| | Retain significant components, spaces, elements and fabric of the place consistent with their assessed level of significance and in accordance with specific actions identified within this CMP;
| | Make use of available expertise and knowledge, and adopt an evidence-based approach to materials conservation; and
| | Ensure that the authenticity of original elements and fabric is maintained.

Guidelines

Retention, conservation and interpretation of the key phases of development should form the focus for heritage management.

Components, elements, spaces and fabric of the place should be managed according to the contribution that they make to the heritage significance of the place – refer to the following table.

<table>
<thead>
<tr>
<th>Level of Significance</th>
<th>Recommendations for Management</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exceptional</td>
<td>Retain, conserve (restore/reconstruct) and maintain. Intrusive elements and fabric should be removed. Adaptation is appropriate provided that it is in accordance with Burra Charter principles and with the specific guidance provided in this CMP.</td>
</tr>
</tbody>
</table>
## Level of Significance vs. Recommendations for Management

<table>
<thead>
<tr>
<th>Level of Significance</th>
<th>Recommendations for Management</th>
</tr>
</thead>
<tbody>
<tr>
<td>High</td>
<td>Retain, conserve (restore/reconstruct) and maintain. Intrusive elements and fabric should be removed. Adaptation is appropriate provided that it is in accordance with Burra Charter principles and with the specific guidelines provided in this CMP. There is generally more scope for change than for components of exceptional significance.</td>
</tr>
<tr>
<td>Moderate</td>
<td>Retain, adapt and maintain. Demolition/removal is acceptable provided that there is no adverse impact on the significance of the place. Retention in some cases may depend on factors other than assessed values, including physical condition and functionality.</td>
</tr>
<tr>
<td>Little</td>
<td>Retain, alter or demolish/remove as required provided that there are no adverse impact on the heritage significance of the place. Sensitive alteration or demolition/removal may assist with enhancing the heritage significance of components of greater heritage significance.</td>
</tr>
<tr>
<td>Intrusive</td>
<td>Demolish/remove when the opportunity arises while ensuring there are no adverse impacts on the significance of other more significant components. Components that are actively contributing to the physical deterioration of components of higher significance should be removed as a matter of priority.</td>
</tr>
</tbody>
</table>

Make use of all available expertise and knowledge and adopt an evidence-based approach to materials conservation. A clear process for engaging suitably qualified consultants, building contractors, project managers and trades people that have experience with working on historic sites having cultural and heritage significance and buildings should be established.

In the case of components of high heritage significance, ensure that the authenticity of original elements and fabric is maintained.

### 6.4.2 Buildings and structures

#### Background

Buildings and structures on the site provide tangible evidence of the history and development of the site. Individual elements make differing contributions to the heritage values of the place.

**Policy 9**  
The conservation and adaptive reuse of the building and structures is to be undertaken in a manner that is consistent with their assessed levels of heritage significance and in accordance with the guidelines included in this CMP.

#### Guidelines

Retain and conserve all items of High heritage significance. The significant internal spaces of High heritage significance should also be retained and conserved.

Items of Moderate heritage significance should be retained where possible. Demolition or removal is acceptable provided that it would not result in adverse impacts on other items of higher heritage significance.
Items of Little heritage significance may be retained and adapted or removed. Removal is preferred where it would enhance the heritage significance of other items of higher heritage significance or the site as a whole.

Items that are intrusive should be removed when the opportunity arises. Removal should ensure that buildings and structures of other higher heritage significance are not damaged.

Sensitive adaptive re-use of significant items is encouraged provided that adaptation is consistent with the guidelines contained in this CMP and with other best-practice guidelines.

If demolition of a building or structure is proposed then:

- The item should be archivally recorded consistent with the guidelines at Section ;
- The historic functions of the item, if significant, should be interpreted consistent with Interpretation (Section 7.6.1).
- Any new development should be consistent with the guidelines in Section 6.5.7.

6.4.3 Historical Archaeology

Background

Although the site appears to have little potential for Aboriginal cultural heritage values and/or archaeology, should any Aboriginal places (sites and/or objects) be uncovered within the site then they will need to be managed in accordance with the requirements of the National Parks & Wildlife Act 1974.

The site of International House is identified as an Area of Archaeological Potential (AAP) in The Central Sydney Archaeological Zoning Plan 1992. It site has been subject to European occupation since the second half of the nineteenth century and may retain sub-surface remains of buildings or artefacts (‘relics’) of local heritage significance. Future works may include excavation for construction of new buildings and site infrastructure, installation of services and new landscaping that has the potential to adversely impact archaeological relics. Archaeological relics are protected under the Heritage Act, 1977. Relics are defined in the Act as any deposit, artefact, object or material evidence that relates to the settlement of New South Wales, not being Aboriginal settlement, and is of State or local heritage significance.

Policy 10 Aboriginal sites or objects and European relics uncovered will be managed in accordance with the requirements of the National Parks & Wildlife Act 1974 and in a manner that is consistent with relevant guidelines issued by the NSW Office of Environment and Heritage.

Guidelines

If and when substantially intact historical archaeological relics of potential local significance are uncovered during excavation, work in the vicinity must cease immediately and the Heritage Council of NSW notified. Work should not proceed until approval to do so has been provided by the Heritage Council of NSW or its delegate.

Liaise with the NSW Office of Environment and Heritage and the National Parks and Wildlife Service should any potential Aboriginal objects be uncovered.
All archaeological investigation, recording, artefact cataloguing and reporting are to be undertaken by a qualified archaeologist and in accordance with best-practice principles and consistent with relevant Heritage Council of NSW policies and guidelines.

Any artefacts found during excavation, ground disturbance or archaeological excavation are to be appropriately bagged, labelled, catalogued and stored in archive boxes. Artefacts need to be stored in a secure and weather tight location consistent with best-practice principles.

6.4.4 Interpretation

Background

Interpretation uses a range of methods and techniques to present and deliver information to visitors and site users. It is intended to assist people in gaining an understanding and appreciation of the history and heritage significance of the place, using narratives based on key themes and messages to organise the information. Interpretation of tangible items, including artefacts, buildings, structures, archaeological remains and landscape may be delivered through signage, objects and art works. It can be integrated into the design of new built and landscape elements or presented in a published format including brochures, pamphlets, books and multimedia. Interpretation can also present and explore intangible aspects of social significance.

**Policy 11** Prepare an Interpretation Plan to assist with enhancing visitor appreciation and understanding of its history and heritage significance. Implementation of preferred options should be undertaken when the opportunity arises.

Guidelines

An interpretation plan should be prepared based on sound and up-to-date knowledge of the heritage significance of the place. Interpretation of any Aboriginal associations with the land should be incorporated into any site-wide interpretation strategy.

Development and management of interpretation should be based on the guidelines provided in the document *Heritage Interpretation Policy and Interpreting Heritage Places and Items Guidelines* (2005), prepared by the NSW Heritage Division (then Heritage Office).

Interpretation of the site should adopt ‘best practice’ methods to deliver key themes and messages that connect places to stories, using methods and techniques that are relevant to the site, engaging and respond to the target audiences.

Interpretation should address tangible and intangible evidence and values of the site, including Aboriginal and historical (non-Aboriginal) archaeology, buildings and structures, natural and cultural landscape and the people associated with the site.

Retain and conserve any original building signage as a means of enhancing interpretation.

Interpretation should be informed by historical research using authoritative sources and up-to-date assessments of the heritage significance of the site to present authentic and accurate information and analysis.

Interpretation should identify opportunities to incorporate and integrate the interpretation of the heritage significance into conservation planning and functional infrastructure and incorporated into any future
proposals for change, new uses and/or redevelopment on the site. Interpretation devices should be located within publicly accessible parts of the building so that they are accessible to visitors to, and users of, the building.

Interpretation should seek to communicate with a wide variety of people through a range of communication methods, responsive to the needs of potential audiences within the local and wider community.

6.5 Proposed actions

6.5.1 Introduction

The following policies are intended to provide guidance for future development to ensure that the heritage significance of the place is maintained in the future.

6.5.2 Cleaning, maintenance and repair

Background

The nature of any place is that its fabric will deteriorate due to the effects of age, weathering and use. Ongoing routine maintenance and repair are required to offset damage and deterioration. This is best achieved by preparing and implementing a program of planned maintenance — inspection, condition assessment, routine and scheduled maintenance — and having a strategy for planned maintenance and repairs.

Policy 12 Buildings are to be subject to regular physical inspection, assessment, cleaning, maintenance and repair to avoid deterioration of significant elements and building fabric.

Guidelines

Cleaning, maintenance and repair should be undertaken on a regular basis and should:

- aim to protect fabric from further deterioration and retain as much as possible the integrity of significant fabric and construction methods;
- be consistent with The Burra Charter principles and aim to do ‘as much as necessary but as little as possible’—this would include retaining significant fabric where possible rather than replacing elements in full; and
- be undertaken by staff or contractors experienced in working with historic fabric and using appropriate techniques.

Adequate funding and other necessary resources should be incorporated into annual budgets for the property for ongoing cleaning, maintenance and repair.

A cyclical maintenance program should be prepared and implemented to provide the basis for the ongoing care of the site and to retain and enhance the heritage significance of its components. The program should be consistent with the guidelines in the NSW Heritage Office publication The Maintenance of Heritage Assets: A practical guide.

Repairs should be undertaken regularly to maintain the condition of significant fabric between maintenance cycles. Minor repairs should be undertaken promptly.
Repairs involving new work should take care to retain (through restoration and/or reconstruction) original and/or early detailing and features of particular interest.

All maintenance and repair should be recorded in a manner that is consistent with the guidelines contained elsewhere in this document.

Deteriorating building fabric will wherever possible be repaired rather than replaced. Where replacement is unavoidable, new work will be based on existing or historical evidence. Conservation works will not reconstruct inappropriate building detailing or poor repairs.

Materials such as face brick, stone, metal roof linings and slate that were not originally painted should remain unpainted. Materials such as timber or metal that were originally painted and rely on an effective paint system for their preservation will remain painted.

Missing or damaged masonry should be repaired or reconstructed to match the original and a suitable mortar and/or render type must be used that is similar in composition to original mortar within the masonry wall and/or existing cement render. All visible new surfaces must visually match the existing/original in colour and texture as closely as possible.

Retain and repair window and door joinery in preference to replacement. Replacement should only be considered where repair is no longer feasible.

Repairs of significant roofing materials should involve removal of as little fabric as necessary. Damaged roofing should be repaired where possible by replacing missing or damaged elements individually. The colour, texture and form of significant roofs must be replicated if major replacement is required.

Repairs to metal flashings and guttering/downpipes should replicate original material, colour and profile of guttering and downpipes where known.

Undertake regular inspections of gutters and downpipes to ensure that gutters are clear of debris and downpipes are not blocked. Undertake immediate action as required. Also ensure that downpipes are connected to the stormwater dispersal system.

Ironwork should be protected against corrosion by regular applications of fish oil or other compatible preservative.

6.5.3 Removal of hazardous building materials

Background

There is the possibility that the site may contain a range of hazardous materials including asbestos, polychlorinated Biphenyls (PCBs), lead-based paint and synthetic mineral fibres (SMFs). Management of hazardous materials is essential to ensure that all associated health risks are appropriately considered but will need to be undertaken to avoid, minimise or mitigate impacts on significant fabric and features.

Policy 13 Removal of hazardous materials should ensure that physical impacts on the heritage significance of the place are avoided, minimised or appropriately mitigated.
Guidelines

Undertake a survey to confirm the type, location and extent of hazardous materials. High-risk materials should be removed as a matter of urgency. Other materials should be removed when the opportunity arises.

Hazardous materials removal should be preceded by an assessment of its potential to impact the heritage significance of the affected building or structure.

Avoid destructive investigation as much as possible when investigating the buildings. Consult previously compiled registers to confirm the presence of hazardous materials such as asbestos. Destructive investigation should only be undertaken where there is no viable alternative. Its impact should be mitigated by minimising as much as possible the extent of fabric that is opened up and by selecting the least visible area.

Where possible, hazardous materials that retain evidence of significant earlier uses of a building that cannot be found elsewhere should be encapsulated rather than removed. This approach should only be used, however, if the method of encapsulation would not result in more substantial heritage impacts.

Hazardous materials removed and areas damaged by destructive investigation should be replaced with new fabric of the same size, shape and detail as the original using the “like for like” principle and using the same method of installation.

Should any other significant materials or elements be affected to allow for hazardous materials removal then they should be carefully removed and reinstalled on completion of the works.

The works should be recorded by photographs taken before, during and on completion. The recording should be consistent with the recommendations for archival recording contained in Section 7.3.5 of this CMP. The recording should document any significant fabric or evidence of earlier uses of the building that may be uncovered.

6.5.4 Services upgrade

Background

The existing services and services infrastructure at the site is of varying age and condition. Services are also subject to improvements in technology. Replacement and upgrading of existing services will need to occur from time to time.

**Policy 14** Upgrading of existing services and the installation of new services should avoid physical and visual impacts on significant building elements.

Guidelines

Existing services should be upgraded as required to facilitate ongoing use of significant buildings, to support temporary events and activities and to maintain fire-fighting capabilities.

The provision of new or upgraded services should not damage significant building fabric or disrupt spaces. New services should be installed underground wherever possible to avoid impacting negatively on important historic views to and from and within the site.
Existing or old service paths should be used in preference to forming new paths.

Services should be grouped where possible to minimise intrusion on significant spaces or fabric.

The introduction of new services and associated fittings should be carried out with the minimum of disruption to significant fabric and spaces. Any intervention into significant building fabric should respect its integrity and be limited to that required by the proposed works. Areas that have been previously modified for services should be reused where possible.

No externally mounted air-conditioning, ventilation equipment, water heaters or service components should be visible or impact negatively on the exteriors of significant buildings.

### 6.5.5 Ground disturbance/excavation

**Background**

Excavation may be required for stabilisation of below ground structure, new footings or modifications to building services. These works may have potential to adversely impact significant aspects of the site. Ground disturbance/excavation must therefore be managed to avoid, minimise or mitigate any adverse impacts.

**Guidelines**

Proposals for new works within the site should be formulated to minimise ground disturbance/excavation as much as practicable.

Ground disturbance/excavation should be limited to only what is necessary to implement approved works.

Significant elements within the vicinity of proposed ground disturbance/excavation should be protected from damage during the works.

Should ground disturbance/excavation works uncover potential Aboriginal objects or historical (non-Aboriginal) relics then all work must cease immediately and the NSW Office of Environment and Heritage informed.

### 6.5.6 Selecting appropriate new uses

**Background**

The most appropriate uses and activities for International House are those that would avoid adverse impacts and that would allow its history and heritage values to be easily understood.

The preferred uses for International House, which was originally built for the manufacture and sales of bicycles and has for many years served commercial purposes, are those that would enhance an appreciation of the place, its evolving role and ensure the conservation of its significant fabric and spaces. Inappropriate uses can confuse the historical associations of the place and have the potential to damage significant spaces and fabric.
Compatible new uses should be selected that utilise the original character or permit a creative and responsible re-use of the fundamental architectural, functional and spatial characteristics as far as possible. New uses selected for the existing building adopt the principle of 'loose fit', where the new use is adjusted as necessary to work within the available spatial and architectural configuration.

Policy 16  The adaptive reuse of the site is encouraged. New uses should be selected on the basis that they will enhance the appreciation of the history and heritage significance of the place.

Guidelines

The long-term management of the site, including its adaptation to new uses, should take into account its heritage significance. All decisions should consider and seek to retain the heritage values of the place.

New uses for the building may be compatible provided that the following criteria are met:

- the cultural significance of the building and its extant internal spaces and detailing are not compromised;
- the proposed new use does not detract from original uses and does not diminish the cultural significance or setting of the building;
- the detailed requirements of the new uses do not generate undue changes to the existing significant spaces and fabric that cannot be reversed in the long term, or which do not respect and work within the existing architectural framework; and
- works associated with new uses are clearly identifiable and detailed in a contemporary manner rather than replicating the original detailing of the affected building.

Future uses for the site should also be consistent with the following:

- new uses should be selected on the basis that they “fit” existing spaces
- Substantial alterations and/or removal of significant fabric to suit the requirements of a new use should be avoided;
- future adaptation of the interiors should ensure that original spaces, elements and fabric are retained and conserved;
- future subdivision of internal spaces, where appropriate, should be undertaken in a “subservient” manner, using partitions that can be easily removed and would not impact on existing significant wall, ceiling and floor finishes;
- external alterations to meet new uses must avoid adverse visual and physical impact. Minor changes to meet access and other functional requirements are likely to be permissible provided that these are subservient to the primary architectural features of the building.

Further Reading


6.5.7  Alterations and additions

Background

The best way to ensure that buildings are retained and conserved is to provide them with an appropriate ongoing use. To achieve this, it is highly likely that the site will require some degree of alteration, and possibly additions. Alterations and additions are permissible provided they respond to the heritage significance of the site and significant building fabric.
Policy statement

Policy 17 Alterations and additions should be designed to minimise adverse impacts and on the heritage significance of the site as a whole.

Guidelines

Alterations should:

– Retain and conserve original internal wall, ceiling and floor finishes where possible. Damaged or removed finishes should be re-instated to match existing; and,
– Retain and conserve internal spaces of high heritage significance. Subdivision of these spaces should be reversible and have minimal impact on the fabric of the building.

Consider applying or interpreting original paint colours where documentary evidence exists.

The cultural significance of internal spaces, fabric and detailing of high heritage significance should not be compromised or irreversibly altered. Adaptation of these interiors should ensure that the original fabric or significant architectural and spatial features are retained and interpreted as far as possible;

New building works and fabric should be clearly identifiable as such. There is no requirement to reproduce or imitate historic building fabric in new works;

Repair rather than replace deteriorating significant building fabric. Where replacement is unavoidable, new work is to be based on existing or historical evidence. Conservation works are not to reconstruct faulty building detailing or poor repairs;

Additions should:

– facilitate the ongoing use of the buildings rather than render them obsolete;
– have sufficient separation or setback to allow appreciation of significant elevations and envelopes and ensure that there is a sense of separation or connection;
– retain and enhance significant views;
– retain the building’s structural integrity;
– be of contemporary architectural design, detailing and materials—creating imitations of the existing building is generally not preferred; and,
– have architectural resolution, detailing and materials of as high a standard as the existing building.

6.5.8 Providing equitable access

Background

Public access to heritage places is an important aspect of their conservation, contributing to their adaptation and appreciation. However, some heritage places have fabric, spaces and features that are not easy to upgrade to meet occupation requirements without resulting in substantial heritage impacts. Equitable access is likely to be required across the site, however, modifications needed to comply with the requirements of the Disability Discrimination Act 1992 will need to be carefully designed to avoid or minimise adverse heritage impacts as much as possible.

Policy 18 Equitable access is to be provided to all publicly accessible places on the site where practicable.
Guidelines

Provision of equitable access to the site should be provided only where it can be accomplished without adverse impact on the significance of the site, its key elements and their settings.

Pedestrian access and movement within the site should be enhanced and upgrade to improve the sense of entry to the place from key locations.

Temporary access facilities, such as removable ramps may be preferable to permanent facilities that have the potential to impact significant fabric.

A fire and life safety strategy for the site should be developed and implemented, which preserves its cultural heritage significance while at the same time providing safe egress in the event of natural or human-induced disasters (for example, severe storms and fire).

6.5.9 Demolition

Background

Determining whether demolition of buildings or parts of buildings within the site is appropriate is dependent on their heritage significance and the contribution that they make to the heritage values of the site.

Policy 19 Demolition on the site is subject to the heritage significance of the component of the site that is proposed for demolition.

Guidelines

Demolition of components identified as having Exceptional and High heritage significance should not occur unless it is required to make the building or site safe. Removal of any intrusive additions is encouraged.

Demolition of components identified as having Moderate heritage significance may occur provided that there is little or no impact on the heritage significance of the site or on the ability to understand its historical development. Removal of intrusive additions is encouraged.

Demolition of components of Little heritage significance is acceptable provided that their demolition would not result in adverse impacts on components of higher significance.

Demolition of Intrusive components is encouraged and should be undertaken when the opportunity arises. Demolition would need to be designed and implemented to avoid physical impacts on components of higher heritage significance.

All demolition should be preceded by a photographic archival recording documenting the existing condition, layout, form and fabric of the building or structure. The recording should be undertaken consistent with the guidelines at Section 6.3.5.
6.5.10 Signs

Background

Signage is important for identity and management but if it is not carefully controlled and designed can impact negatively on the heritage significance of the place. The location, size and character of the signs will need to be carefully considered to avoid adverse impacts on the site’s significant components and key views into the site.

Policy 20 Proposals for new signs should be formulated with the aim of avoiding or minimising adverse impacts on the significant built and landscape components of the site.

Guidelines

All new and temporary signs should be designed and located in accordance with a purpose-written sign strategy for the place. The sign strategy should ensure that all signs are consistent and well-designed and should ensure that a high standard of graphics is achieved.

The location of any new signs should not detract from the site’s character or on the contributions of its significant built and landscape components.

New entry signs should not detract from important views into the site, in particular to significant built components.
7 SOURCES

Books and reports


Newspapers and periodicals


Daily Telegraph

- “A Notable Year”, 2 January 1901, p.4.
- “New City Warehouse”, 14 July 1908, p.4.


Government Gazette of the State of New South Wales, 3 January 1930, p.42.

“Grafton Gaol”, Newcastle Morning Herald and Miners’ Advocate, 18 June 1891, p3.


Sydney Morning Herald

- “City Improvements”, 23 October 1867, p.7.
- “Monetary and Commercial”, 31 August 1886, p.6.
- Public notice, 1 July 1904, p.3.
- “Tenders”, 9 July 1907, p.10.
- “Buildings and Works”, 1 September 1908, p.10.
- “General Notes”, 12 April 1910, p.6.
- “Building Laws”, 1 December 1917, p.11.
- “Obituary. Mr Henry Austin Wilshire”, 23 August 1923, p.11.

**NSW Land Registry Services**

Old Systems Title Book 827 Number 976.
Old Systems Title Book 1039 Number 686.
Old Systems Title Book 1448 Number 325.
Certificate of Title Volume 1209 Folio 202.
Certificate of Title 1/535299.

**City of Sydney Archives**

CSA Building Application CRS 533, Building Application 613/26.
CSA Series 34 Town Clerk’s Department Correspondence Files DA 2610/1961

**Electronic**


Australian Heritage Database entry for Elder Smith Goldsborough Mort and Company No 3 Woolstore, 50-54 Wattle St, Ultimo at [http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=town%3DUltimo%3Bstate%3DNSW%3Bkeyword_PD%3Don%3Bkeyword_SS%3Don%3Bkeyword_PH%3Don%3Blatitude_1dir%3DS%3Blongitude_1dir%3DE%3Blongitude_2dir%3DE%3Blatitude_2dir%3DS%3Bin_region%3Dpart;place_id=2341](http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=town%3DUltimo%3Bstate%3DNSW%3Bkeyword_PD%3Don%3Bkeyword_SS%3Don%3Bkeyword_PH%3Don%3Blatitude_1dir%3DS%3Blongitude_1dir%3DE%3Blongitude_2dir%3DE%3Blatitude_2dir%3DS%3Bin_region%3Dpart;place_id=2341)


APPENDIX A      HERITAGE LISTING: STATE HERITAGE INVENTORY

Former "Speedwell House" including interiors

Item details

Name of item: Former "Speedwell House" including interiors
Other name/s: Bennett & Wood Building, International House
Type of item: Built
Group/Collection: Commercial
Category: Commercial Office/Building
Location: Lat.: -33.8759416714854 Long.: 151.207191479677
Primary address: 284-292 Pitt Street, Sydney, NSW 2000
Local govt. area: Sydney

All addresses

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Statement of significance:

Former 'Speedwell House' has historical significance as the home for over 50 years of Bennett and Wood, a well-known Sydney supplier of motor cycles and parts which is still in business today. It has aesthetic significance as a good and restrained example of the Federation warehouse style, largely intact externally, which achieves prominence because of its corner location, and exhibits the typical curved corner with timber windows curved in plan. Although the curved corner element including its timber windows is intact (unlike other city buildings such as the former Danchen House, Inventory No 2424121), International House is overall less significant than other similar examples such as the Farmers and Graziers Woolstores (Inventory No 6518).

Date significance updated: 03 Aug 12

Note: There are incomplete details for a number of items listed in NSW. The Heritage Division intends to develop or upgrade statements of significance and other information for these items as resources become available.
Description

Designer/Maker: Henry A Wiltshire
Builder/Maker: Martin and Yates
Construction years: 1907-1907

Physical description:
International House comprises a 7 storey loadbearing brick former warehouse linked to a later steel framed brick commercial building. The original building has a traditional timber post and beam structure above the ground floor, with a concrete encased steel structure on the basement and ground floors. One ground floor shop ceiling and the awning soffit are of decorative pressed metal. The end and corner bays of the facade have pairs of timber framed windows with stone sills and brick arched heads; the walls between have double timber framed windows with stone sills and concrete lintels in recessed brick panels. The top storey has shorter 'lattic' windows below the parapet (which has been painted), and the storey beneath has arched windows beneath a stone cornice. The corner of the building is curved, with timber windows also curved in plan, and the awning has a decorative arched corner fascia. The entrance to the building is now in Bathurst Street, and has terrazzo flooring with the letters B & W set into it. Internally the building is divided into several offices on each floor by plasterboard partitions with reeded glass highlights.

Category: Individual Building. Style: Federation

Physical condition and/or Archaeological potential:
The building is in fair condition internally. Most of the partitioning, shopfronts and services appear to date from the 1950s or earlier. Intrusive Elements: Window air conditioners.

Date condition updated: 10 Jan 06

Modifications and dates: c. 1907

Further information:
High Significance: Face brick and stone facade, timber framed windows and early glass (especially on curved corner), awning including soffit and fascia, pressed metal decoration to shop on Pitt Street, Bennett & Wood logo in terrazzo floor to Bathurst Street Entrance. Medium Significance: Timber internal structure, fibrous plaster ceilings, conc. encased steel frame to basement & ground floor. Low Significance: Later shopfronts and internal partitioning. Other Lists: NT listing applies only to "Lincoln Building" section.

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: Commercial Office, Retail (ground floor)

Former use: Warehouse

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 Wangel 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 Wangel 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

The land at the corner of Pitt and Bathurst Streets was occupied by a number of separate single storey buildings in the 1880s, and evidence from Sands’ Directories indicates that these remained until 1907 when Bennett and Wood Limited bough the site from Mary Elizabeth Hardie, Anna Marie Leslie and William Charles Leslie. Bennett and Wood had begun business in Sydney in 1882 specialising in penny-farthing cycles. On 5 July 1907 a building application was lodged for the Bennett & Wood Building. The Sands’ entry for the following year includes Bennett & Wood Limited, bicycle and motor importers and manufacturers, at 284-292, suggesting that the building was constructed in 1907 or 1908 a building which had been previously built for the company on the corner of Bathurst and Pitt Streets. The architect and builder are unknown. By 1908 the company had become renowned for its “Speedwell” bicycle and business had grown to such an extent that Bennett & Wood built a new head office on the corner of Pitt and Bathurst Streets at a cost of £12,000. The building was called Speedwell House and the six upper floors were used for workshops and a general factory. In 1898 Bennett & Wood had imported the first motorcycle into Australia and as the company moved further into the motorcycle and motorcar age, the accommodation provided by Speedwell House became inadequate. In 1942 Bennett & Wood extended their building along Pitt and Bathurst Streets, the architects being Spain and Cosh who made further alterations to the building in the 1940s. These alterations included an additional three floors to the Pitt Street wing of the extension, new fire stairs, and an explosives store on the roof. The building was sold by Bennett and Wood in the 1960s, and subdivided into its present configuration as two buildings, with the Bathurst Street wing of the 1924 extension being joined to the 1907 building and now known as International House, and the remainder of the 1924 building fronting Pitt Street being known currently as the Lincoln Building (refer Inventory No 4156).
### Historic themes

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<th>Local theme</th>
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<td>3. Economy-Developing local, regional and national economies</td>
<td>Commerce-Activities relating to buying, selling and exchanging goods and services</td>
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### Assessment of significance

**SHR Criteria a)**

Historical significance: The home for over 50 years of Bennett and Wood Limited, a well-known Sydney supplier of motor cycles and parts. Has historic significance locally.

**SHR Criteria c)**

Aesthetic significance: Has aesthetic significance locally. Cultural: A restrained example of the Federation Warehouse style, largely intact externally, which achieves prominence because of its corner location.

**SHR Criteria g)**

Representativeness: A good example of the Federation Warehouse style, with a typical curved corner element which has survived with its original timber framed windows and curved glass.

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: International House should be conserved largely in its existing form and scale, with no additions that would compromise the appearance of the facade when viewed from Bathurst and Pitt Streets. Intrusive elements such as window air conditioners should be removed. Surfaces never intended for painting, mainly face brick and sandstone, should remain unpainted, and where they have been painted (such as the parapet) should be cleaned or have appropriate signage restored.

Surfaces such as render, timber and pressed metal should continue to be painted in appropriate colours. If the original part of the building again becomes separate from the adjoining ‘Lincoln Building’ section, the street entrance, lift and stairs should preferably be reinstated in their original locations. Exterior: Minor modifications to the building could be contemplated, especially at roof level, provided that the parapet remains intact and that new works are concealed behind it. The ground floor could continue to be refurbished to suit changing retail needs provided that the basic appearance of the masonry remains unimpaired.

Repairs should be carried out to rendered concrete lintels. The materials and proportions of the facade and awning should be preserved. As the shopfronts have been altered several times, they could continue to be renewed as required, provided that the materials and configuration are generally sympathetic to the original structure. Interior: The original timber post and beam structure and floors, and pressed metal ceilings should be retained. Partitions and finishes could be subject to further alteration to assist the continuing use of the place, provided that surviving significant fabric is preserved. 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 facade 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

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<tr>
<th>Heritage Listing</th>
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<td>14 Dec 12</td>
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<td>Heritage study</td>
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### References, internet links & images

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<td>Council rate books, Council BA records, Sands' Directories</td>
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<tr>
<td>Written</td>
<td>Architectural Projects Ltd.</td>
<td>2002</td>
<td>International House, 284-292 Pitt Street, Sydney : conservation management plan : heritage transfer</td>
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<tr>
<td>Written</td>
<td>Jill Sheppard Heritage Consultants</td>
<td>2000</td>
<td>International House, DA D/98/00065a, 284-292 Pitt Street, Sydney : heritage impact statement</td>
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<td>Written</td>
<td>Perumal Murphy</td>
<td>1990</td>
<td>Heritage assessment of sites affected by proposed redevelopment scheme : Pitt, Bathurst and Castlereagh Streets, Sydney</td>
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<td>Written</td>
<td>Perumal Murphy Pty Ltd,</td>
<td>1990</td>
<td>Conservation Plan for Lincoln House</td>
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<td>Written</td>
<td>Sydney Morning Herald</td>
<td>1908</td>
<td>Buildings and Works, 1 September 1908, p10</td>
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Note: Internet links may be to web pages, documents or images.
Data source

The information for this entry comes from the following source:

Name: Local Government

Database number: 2424185

Every effort has been made to ensure that information contained in the State Heritage Inventory is correct. If you find any errors or omissions please send your comments to the Database Manager.

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APPENDIX B  ARCHITECTS

B.1   Henry Wilshire

Henry Austin Wilshire (1860-1923) was the youngest son of manufacturer and politician James Robert Wilshire MLC, who was also third lord mayor of Sydney. His grandfather arrived in Sydney in 1800 and served intermittently as acting deputy commissary and established what was to become the colony’s largest tannery, which was taken over by James Wilshire after he died.

Around 1879 Wilshire was articled to the prominent architectural firm of Mansfield Brothers and by the first half of 1885 had set up his own practice. In 1888 Wilshire married Hephzibah Maude Stewart. They moved to the Mosman/Cremorne area in 1893, and remained there for 30 years. Apart from the 1900 and 1908 buildings for Bennett & Wood, Wilshire was responsible for a number of notable projects. These included Grafton Gaol, the result of a rare competition staged for a gaol in NSW during 1891 and attracting 42 entries. It is understood to be one of the few gaols in Australia to have been designed in the office of an architect in private practice. The completed gaol was proclaimed in September 1893. There was also Warringah Hall in Neutral Bay, completed in 1909 for the Warringa Club. This was a publicly accessible hall and rooms adjacent to the Club’s croquet lawn. It has since been demolished.

It has been suggested that Wilshire moved to Neutral Bay to take advantage of the flourishing residential development taking place in the Mosman/Cremorne/Neutral Bay area. In 1904 Wilshire and his wife undertook an overseas tour that took in the United Kingdom and the USA. On their return he designed a number of flat-roofed houses, which were by his own admission influenced by what he had seen overseas. Following this he designed some of the more architecturally adventurous houses in the locality during the first decades of the twentieth century. Amongst his more conventional houses was a residence known as “Ingleneuk” at Neutral Bay (circa 1903), designed for merchant Charles Crossman but Wilshire is understood to have designed and constructed a series of early flat-roofed houses in Mosman,

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32  “Grafton Gaol”, Newcastle Morning Herald and Miners’ Advocate, 18 June 1891, p3.
Cremorne and Neutral Bay, one of the few architects exploiting this roof form at the time. Wilshire’s own family home, “Torrington” in Bertha Road, Neutral Bay, was one of them. It was completed around 1906.

Wilshire designed buildings for the Anglican church and other denominations, and in 1903 two storey premises in Oxford Street, Darlinghurst, for soft goods merchant Edward Arnold. Charles Crossman became sole proprietor of the firm after 1908, at which time Wilshire designed major extensions to the building. At the beginning of December 1913 Wilshire entered into partnership with architect Harry Cooper Day, and the pair established a successful practice. Some years later he was associated with Furlough House at Narrabeen. This was a holiday resort for the wives and children of servicemen by the AIF Wives’ and Children’s Holiday Association of which he was honorary architect and adviser. He also served on the board of management. Furlough House began taking guests at the end of 1918.
Wilshire was Honorary Secretary of the Institute of Architects of NSW in the early 1900s. Wilshire was reputedly a pioneer of settlement at Palm Beach and involved in the development of the area, which included laying out the golf course in the early 1920s. He was also a founder of the Australasian Pioneers Club, which was established in 1910.35

**B.2 Spain & Cosh**

The firm of Spain & Cosh was established in 1904 by architects Alfred Spain and Thomas Cosh.

Alfred Spain (1868-1954) was born at Neutral Bay, the son of maritime solicitor Staunton Spain and his wife Fanny. Spain was articled to the prominent architect Thomas Rowe in 1885. He studied at Sydney Technical College and qualified in 1890. Spain entered into partnership with Rowe & Wright Campbell in 1893, which became Rowe & Spain in 1895. Rowe died in 1899 and in 1904 Spain entered into partnership with Thomas Cosh.

Thomas Frame Cosh (1868-1947) was born in the New Hebrides, the son of a missionary and his wife. After returning to Australia, Cosh was initially educated at Sydney Grammar School. He was articled to the architectural firm of Ellis & Slatyer in 1885. He also studied architecture at the Sydney Technical College. Cosh entered into partnership with Charles Slatyer at the end of 1892. The partnership of Slatyer & Cosh was dissolved and Spain & Cosh formally commenced practice at the beginning of July 1904.36 This partnership endured until 1938, at which time Spain retired. It was enriched with the presence of architect Rupert Minnett as a junior partner between 1910 and 1912 and highly regarded architect Robin Dods between 1913 and 1920. Alfred Spain was elected a fellow of the Royal Institute of British Architects in 1917.

According to one source,

“Spain & Cosh was a respected but conservative commercial firm that adopted current styles in its work. Its pre WWI buildings tended to be variations on the Federation style; warehouses were usually derived from the American Romanesque … Their commercial work of the interwar period was dominated by a Free Classical style in Commercial Palazzo form. The firm was always willing to incorporate new technologies and building materials and is notable for having established trends in construction that were to shape the city of Sydney to the present day. The Blashki Building (1909) in Hunter Street [demolished] was fast-tracked steel and brick structure whose speed of construction excited much public comment. The Culwulla Chambers (1911) in Castlereagh Street was Sydney’s tallest building … and caused a public outcry and the introduction of new height limits and fire controls. The Australian Drug Company Building (1923) at Wynyard Square [demolished] … was one of Australia’s first reinforced concrete-framed buildings.”37

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35 “Obituary. Mr Henry Austin Wilshire”, Sydney Morning Herald, 23 August 1923, p.11.
36 Public notice, Sydney Morning Herald, 1 July 1904, p.3.
Over the years the firm designed office blocks, flats, hotels, fire stations, houses and industrial buildings across the state - its most lucrative clients were Tooth & Co. Ltd and the Board of Fire Commissioners (an association that began in 1899).

Although a number of buildings designed by Spain & Cosh have been demolished, outstanding buildings that have survived include Culwulla Chambers in Castlereagh Street (1911), Manufacturer’s House in Newcastle (1920), Scottish House in Newcastle (1922), the Newcastle Club (1923), the Colgate Palmolive factory and offices at Balmain (1923 onwards), former Evening News Building in Elizabeth Street (1926), Scottish House in Bridge Street (1927), Dalgety House in Newcastle (1927), the former Marcus Clark Department Store at Central (1928) and Shell House at Wynyard (1938).

James Aubrey Cosh (1900-1970), a nephew of Thomas Cosh, became a partner in 1930. Reginald A. Stewart was made a partner on the retirement of Colonel Spain in 1938. In 1951 the firm was renamed Spain, Cosh & Stewart and in 1971 became Spain, Stewart & Lind when Peter Lind became a partner.
Alfred Spain was an influential figure beyond the realm of architecture. He was a foundation member in 1913 of the Town Planning Association of New South Wales, and active in the foundation, design and location of Taronga Zoological Park; he was chairman of trustees in 1928-41. Spain served as a member of the Board of Fisheries between 1903 and 1910, representing Australia at the 1905 International Fishery Congress in Vienna. His outgoing personality and ability as a publicist brought him many directorships: By the late 1920s he was on the boards of Hatton Bellbird Collieries Ltd, Grenfell Gas Co. Ltd and Katoomba & Leura Gas Co. Ltd (sometime chairman); by the 1930s he had joined (William) Howard Smith Ltd, the North Coast Steam Navigation Co. Ltd and the Australian Metropolitan Life Assurance Co. He was also a director (1922-51) of Sydney Ferries Ltd...

Spain had a distinguished military career:

Spain was commissioned second lieutenant, 1st Field Company, Engineers, New South Wales Military Forces, in July 1890. Promoted major (Commonwealth Military Forces) in 1903, he was awarded the Volunteer Officers’ Decoration in 1910 and retired in 1913 with the honorary rank of lieutenant-colonel. The work of Spain’s engineers was a ‘recognised feature of every big camp’ in the State before the outbreak of war. In August 1915 he returned to command the Sydney field companies and reinforcement camps ... Spain enlisted in the Australian Imperial Force in 1916 and served with the Sea Transport Service until May 1917. Retiring in 1919, he was president of the United Service Institution in 1927-29 and 1940-45.

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39 Spearritt.
APPENDIX C  ARCHITECTURAL DRAWINGS: 1924 ADDITIONS

Basement floor plan, 1924, Spain & Cosh Architects.
Source: City of Sydney
Ground floor plan, 1924, Spain & Cosh Architects.
Source: City of Sydney
First floor plan, 1924, Spain & Cosh Architects.
Source: City of Sydney
Second floor plan, 1924, Spain & Cosh Architects.
Source: City of Sydney
Third floor plan, 1924, Spain & Cosh Architects.
Source: City of Sydney
Fourth floor plan, 1924, Spain & Cosh Architects.
Source: City of Sydney
Fifth floor plan, 1924, Spain & Cosh Architects.
Source: City of Sydney
Sixth floor plan, 1924, Spain & Cosh Architects.
Source: City of Sydney
Roof plan, 1924, Spain & Cosh Architects.
Source: City of Sydney
Street elevation drawings, 1924, Spain & Cosh Architects.
Source: City of Sydney
Section drawing, 1924, Spain & Cosh Architects.
Source: City of Sydney
Section drawing, 1924, Spain & Cosh Architects.
Source: City of Sydney
Section drawing, 1924, Spain & Cosh Architects.
Source: City of Sydney