

Broughton House

181 Clarence Street, Sydney



Conservation Management Plan

Prepared for
The Owners of Strata Plan 16651 - Broughton House

April 2021 • Issue B
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EXECUTIVE SUMMARY

Broughton House is an eight storey building on a prominent site, the exterior of which is a fine example of the Victorian Mannerist style. It was built in two stages between 1882 and 1914 to the design of architects Mansfield Brothers and Kent, Budden & Greenwell respectively for John Keep & Sons. After a fire in 1919 the building was reinstated, and two additional storeys added to the design of architects Robertson & Marks. The building was adaptively converted to residential apartments in the early 1980s to the design of architect John Poiner. It is locally heritage listed under Sydney Local Environmental Plan 2012.

The Statement of Heritage Significance for the building is as follows:

Broughton House is historically significant as evidence of the consolidation of warehousing in the western section of Central Sydney and as a very early example of a city building with a reinforced concrete structure. It also has historical significance as an early example of the adaptive reuse of a late nineteenth/early twentieth century warehouse in the last quarter of the twentieth century.

It has important associations with the important architectural partnership, the Mansfield Brothers, and the original sections of façades furnish a good representative example of their architecture. It is also associated with the historically significant ironmonger and merchant John Keep. It also has associations with the prominent architectural practices Kent, Budden & Greenwell and Robertson & Marks.

The building's exterior is a fine and representative example of the Victorian Mannerist style and the external treatment of warehouses during the late nineteenth century. It makes an important contribution to the streetscapes of King, Clarence and Kent Streets.

This Conservation Management Plan includes the following major objectives for the conservation and ongoing use of Broughton House:

- Retain and conserve the heritage significance of Broughton House as a fine example of a Victorian Mannerist Style commercial building, the exterior of which makes an important contribution to the townscape of the surrounding locality;
- Retain and conserve the qualities, features and elements that make a significant contribution to the heritage significance of the site;
- Facilitate the ongoing adaptive and sustainable use of the place to ensure ongoing conservation and enhancement of its significant spaces and fabric;
- Allow for sensitive modifications that will not impact adversely on the heritage significance of the building;
- Ensure that proper conservation procedures and methodology be incorporated into the maintenance, adaptive reuse and management of the place. A maintenance program should be integrated with the conservation processes;
- Ensure that any future uses of the place are compatible with its heritage significance. Compatible uses will “fit” with the heritage significance of Broughton House and will not require intrusive and irreversible change to significant building fabric and spaces or other significant features of the place.

Policies relating to the conservation and management of Broughton House are grouped under the following key headings:

- Information for conservation policies;
- Heritage management principles;
- General management policies;
- Heritage conservation;
- Proposed actions.

1 INTRODUCTION

1.1 Purpose of the report

Broughton House was built in two stages between 1882 and 1914 to the design of architects Mansfield Brothers and Kent, Budden & Greenwell respectively. After a fire in 1919 the building was reinstated and two additional storeys added to the design of architects Robertson & Marks. The building was adaptively converted to residential apartments in the early 1980s to the design of architect John Poiner. An eight storey building, the exterior of which is a fine example of the Victorian Mannerist style, it is locally heritage listed under Sydney Local Environmental Plan 2012.

This Conservation Management Plan (CMP) for Broughton House has been prepared by Tanner Kibble Denton Architects (TKD) on behalf of The Owners of Strata Plan 16651. A CMP was completed by Tanner & Associates in 2002. Sections from the 2002 CMP have been refined and integrated into the current CMP.

The purpose of this CMP is to guide the conservation, management and interpretation of the heritage significance of the building and to meet the requirements of an application for Heritage Floor Space to the City of Sydney.

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 Comparative Analysis** provides an analysis of the building compared with other buildings designed by the architects and designed in the same period and of a similar function, to establish the significance and rarity of the place in comparison to other extant examples;
- **Section 5 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 6 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 7 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;
- **Appendices** include selective supplementary material referred to in this CMP including existing heritage listings.

1.3 Author identification

This document was prepared by Dr Roy Lumby, Senior Heritage Specialist, Scott Macarthur, Senior Architect and Jenny Snowdon, Heritage Specialist, of Tanner Kibble Denton Architects. It was reviewed by Megan Jones and George Phillips, Practice Directors, of Tanner Kibble Denton Architects.

1.4 Limitations

Not all apartments were viewed because of limitations to access. No physical intervention into building fabric was undertaken.

1.5 Acknowledgements

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

- Gary Benson, building manager;
- Naomi Crago, City of Sydney Archives;
- Lois Holmes, great granddaughter of John Keep.

1.6 Study area

Broughton House is located on the western side of Clarence Street. It is bounded by King Street to the north and Kent Street to the west. The building is bounded to the south by the Substation 164 development site at 183-185 Clarence Street. The property is identified as Strata Plan 16651. The rear of the subject site has street access to Ash Street.



- 1 Location plan, not to scale.
Source: NearMap with TKD Architects overlay.





2 Site plan, not to scale.
Source: NearMap with TKD Architects overlay.



1.7 Definitions

Technical terms used in this CMP are defined in the Burra Charter and are 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.

1.8 Abbreviations

Abbreviations used in the CMP include:

AHC	Australian Heritage Commission
BCA	Building Code of Australia
BER	Building the Education Revolution
CMP	Conservation Management Plan
DCP	Development Control Plan
ICOMOS	International Committee on Monuments and Sites
LEP	Local Environmental Plan
MAAS	Museum of Applied Arts and Sciences
MLA	Member of the Legislative Assembly
MHR	Member of the House of Representatives
NLA	National Library of Australia
NPWS	National Parks and Wildlife Service
OEH	Office of Environment and Heritage
SEPP	State Environmental Planning Policy
SLNSW	State Library of NSW
TKD	Tanner Kibble Denton Architects

2 HISTORICAL ANALYSIS

2.1 Aboriginal history

Current archaeological evidence indicates that Aboriginal occupation on the edge of the Cumberland Plains area occurred from at least 25,000 years ago. When the sea level stabilised around 6,500 years ago it provided both terrestrial and estuarine resources for the Aboriginal people inhabiting the foreshores and hinterland of Sydney Harbour.

Aboriginal people continued to utilise the resources of the landscape until the end of the 18th century when the arrival of Europeans fractured traditional hunting grounds and relationships.

The Aboriginal people living in the Sydney region belonged to defined groups which were associated with particular tracts of land. At the time of European contact, the Sydney region was inhabited by the Eora peoples, and the study area was known to be in the territory of the Cadigal group.

No intact or in situ Aboriginal relics have been recorded on the site. Evidence of Aboriginal occupation of the site prior to European settlement is lacking due to considerable development and land filling of the site since the early 1800s and excavations for basements for Broughton House.

2.2 Early site history

Broughton House is situated at the northern end of the block bounded by Clarence, King, Kent and Market Streets, Sydney. Its site consists of Lots 1, 2, 3 and 4 of Section 28, Parish of St. Andrew, County of Cumberland, Sydney.

The site was the subject of development prior to the issuing of formal grants in 1840 and 1841. At least part of it was the subject of litigation in 1835. This section was included in a soldier's grant made to John Hore, a veteran of the 102nd regiment, which was active in NSW between 1879 and 1810. The allotment of land extended between Kent and Clarence Streets but it has not been ascertained if it included all of the site of Broughton House. Hore sold the land to a Sergeant Scottick of the 46th regiment, which was in NSW between 1814 and 1818. Scottick apparently held the land for about two or three years before selling it to the wife of Quarter Master Sergeant Hugh Macdonald of the 46th regiment in 1816 or 1817. Mrs Macdonald "erected a tenement on that part of the ground, which extended from the corner of Clarence-street to the point where the house lately known as the Black Horse, now stands, comprising about half of the whole allotment; leaving that portion which forms the ground of the present action, vacant." That portion was Lot 2 of Section 28.

Hugh Macdonald died in 1819 and his widow remarried. The couple exchanged the allotment on the corner of King and Kent Streets with "an old pensioner by the name of Hughes" for his allotment in George Street. After about two years Hughes sold the Kent Street allotment to Francis Spencer, who kept the hotel trading on the land known as the Black Horse. William Hodges purchased the allotment in 1822 and evidently rebuilt the hotel. This may have been initially known as the Blue Lion; by the mid-1830s Hodges' hotel was known as the Printer's Arms. In March 1835 the eldest son of Hugh Macdonald initiated an unsuccessful action in court to recover the property.¹

¹ "Decisions of the Superior Courts of New South Wales, 1788-1899" at http://www.law.mq.edu.au/research/colonial_case_law/nsw/cases/case_index/1835/doi_ex_diem_antil_v_hodges/, accessed 26 November 2020; "Law Intelligence", *Sydney Herald*, 26 March 1835, p.2.

William Hodges died in February 1838 after a “lingering illness”, having spent 35 of his 55 years in NSW.² The licence of the Printer’s Arms was transferred to his widow Harriet, who married William Brinkley in March 1839 and transferred the licence to him.

Similarly Lot 1 became the subject of court action in April 1838 by Macdonald’s family³ after an application of claim was lodged by Isaac Archer in June 1834⁴ and subsequently approved. Isaac Archer was a marine in the 20th (Portsmouth) Company when he arrived in Sydney in January 1788. In 1792, at the end of his service, he was established on a farm at the Field of Mars and subsequently acquired more land. In 1828 Archer was listed as a householder in Clarence St, Sydney. He died in June 1836 and left his premises to Edward Aiken (Edward Hacking), a sawyer of Sydney. In 1839 Aiken was buried in Archer’s grave.⁵

The titles to the various allotments were formalised in 1840 and 1841:

- Lot 1 was granted to Parry Long, an immigrant clerk, in trust on 26 August 1840;⁶
- Lot 2 was also granted to Parry Long, on 9 September 1840. It was to be held in trust for Harriet Brinkley under the terms of the will of William Hodges. Lot 2 seems to have remained part of William Hodges’ estate for a number of years. It became the subject of litigation which was not resolved until 1909;⁷
- Lot 3 was granted to Joel Josephs, a hotel licensee, on 22 January 1841; and
- Lot 4 was granted to William Pawley on 13 January 1841.⁸ William Pawley was a tanner who dealt in hides and animal hair.⁹

At the time these grants were made this part of Sydney was mainly residential. A survey map of Section 28 originally drawn in 1833 describes the footprints of development across the four Lots.¹⁰ The buildings in Section 28 were generally occupied by men and women operating small businesses from their homes.

² “Deaths”, *The Sydney Gazette and New South Wales Advertiser*, 24 February 1838, p.3.

³ “Court of Claims”, *The Australian*, 17 April 1838, p.1.

⁴ “Town Allotments”, *The Sydney Herald*, 16 June 1834, p.4.

⁵ “Archer, Isaac (1754-1836)” at <http://peopleaustralia.anu.edu.au/biography/archer-isaac-29864>, accessed 26 November 2020.

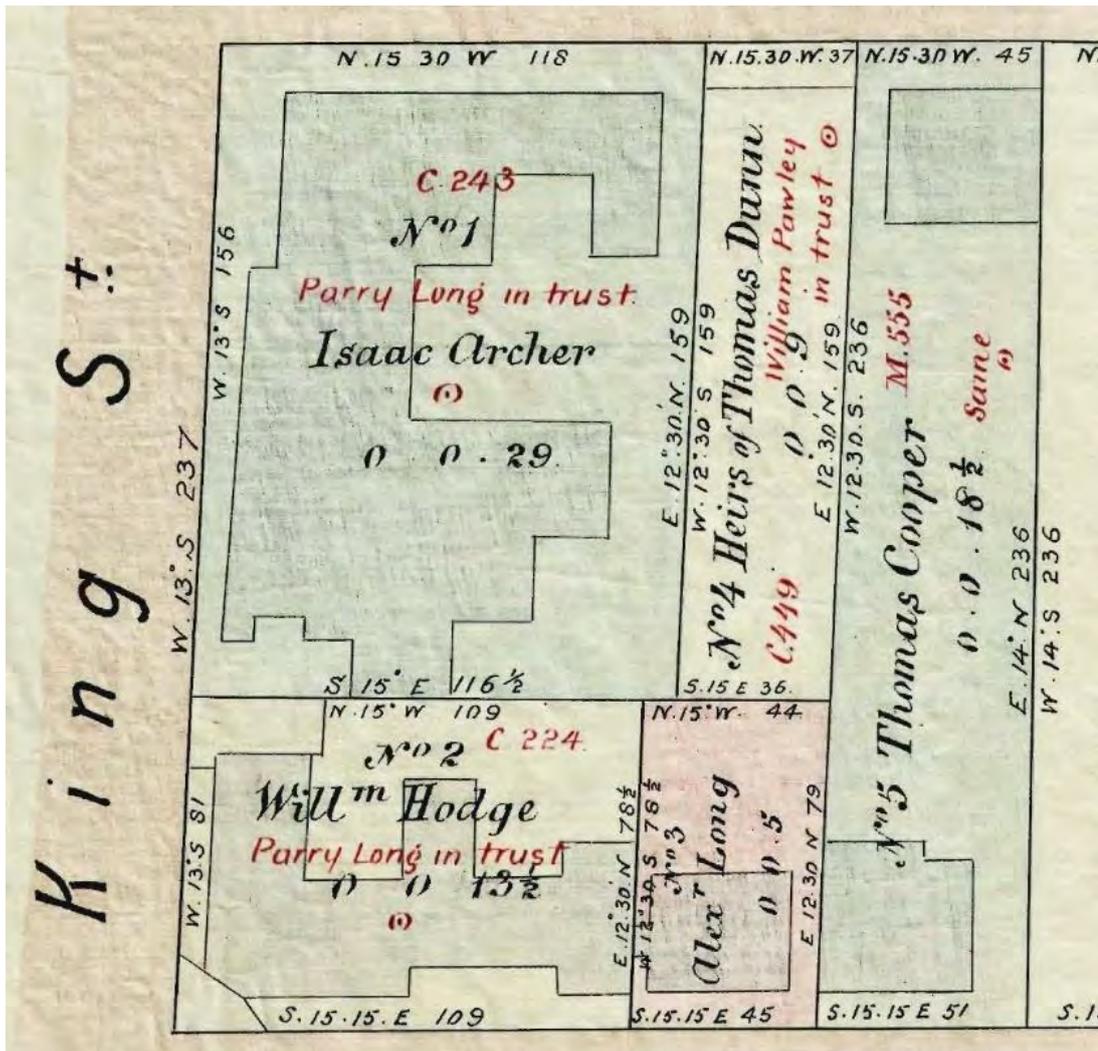
⁶ Land Titles Office Certificate of Title Vol 5759 fol.221

⁷ Land Titles Office Primary Application packet No.16326

⁸ Land Titles Office Certificate of Title Vol.5759 Fol.221.

⁹ Barrie Dyster, *Servant and Master*, University of NSW Press p.105.

¹⁰ City of Sydney Archives City of Sydney – Survey Plans 1833: Section 28.



3 Northern portion of the 1833 survey map of Section 28, showing the footprint of development across the 4 allotments that make up the site of Broughton House.
 Source: City of Sydney Archives Historical Atlas - Survey Plans, 1833: Section 28 at <https://archives.cityofsydney.nsw.gov.au/nodes/view/1709204>

As Sydney grew as a commercial centre the land on the western side of Sussex Street was taken up for its water frontages to Darling Harbour. In the 1830s Sussex Street

... forms the main thoroughfare between the wharfs, warehouses, flour mills, shipbuilding yards, and manufactories, which are posited between it and Darling Harbour ... has more valuable merchandise and other property conveyed through it than other street in Sydney...¹¹

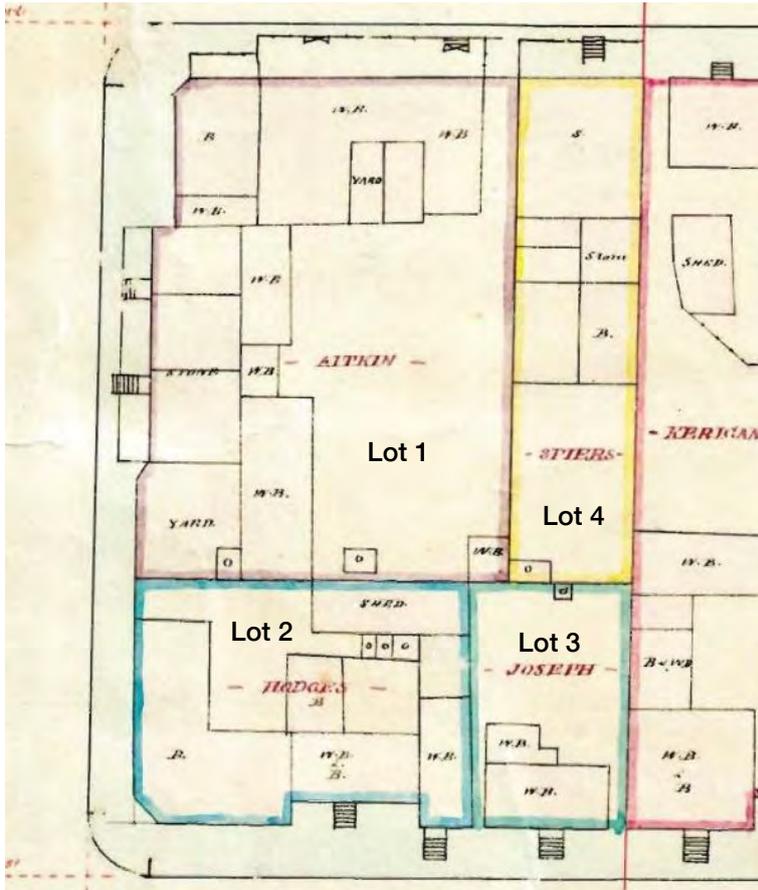
The potential of both Sussex and George Streets to the business community left the area between them to develop more slowly. In 1839 the southern end of Kent Street, well away from the popular Rocks area, was residential:

¹¹ James Maclehoose, *Picture of Sydney and Strangers Guide in NSW for 1839* (facsimile edition), p.61

... many of the houses in Kent Street are of the humble order of wooden huts, such as Sydney was almost entirely composed of, still, even in this street, a number of respectable stone houses have been erected and every month is adding to the number of stone and brick cottages ...¹²

At the same time, Clarence Street was becoming a more prestigious address.

... that side of Clarence Street opposite the Barrack wall, was little else than a series of irregular ill-built wooden cabins, but during the last four years a very considerable number of them have been pulled down, and on their sites substantial brick and freestone buildings have been erected ...¹³



4
Survey plan from 1855 showing the footprint of development across the site of Broughton House and the owners of the individual allotments at that time (refer to Section 2.4). Source: City of Sydney - Detail Plans, 1855: Sheet 10.

2.3 John Keep

The site on which *Broughton House* stands was purchased in four lots by John Keep, a wholesale ironmonger and importer, between 1877 and 1913.

John Keep was born in Newport Pagnell, Buckinghamshire, England, in 1824. He immigrated to Australia in 1853 and founded a hardware importing firm the same year, retaining strong connections with Birmingham where his family was in business.¹⁴ Birmingham was an important manufacturing centre for the

¹² Maclehorse, p.64.

¹³ Maclehorse, p.65.

¹⁴ J.M. Keep Associate Professor of Veterinary Clinical Studies, University of Sydney, in a letter to Burwood Library.

gun trade¹⁵ and as an importer of firearms John Keep became a supplier of weapons to the New South Wales Government. In 1867 he tendered successfully for “Transters double trigger revolving rifles x 2 54 bore in mahogany cases complete with fittings”, four different sizes of revolving pistols and “Colts” navy size revolvers, with 300 rounds cartridges.¹⁶ The warehouse he built in Clarence and King Street had a magazine.¹⁷ John Keep & Sons Ltd was also the sole agent for Milner’s Safes and Strong Room Doors.¹⁸ The Lithgow Small Arms Factory opened on 8th June, 1912, providing Australian gun importers with competition. Keep’s gun sales appear to have tapered off until after a major fire in 1919, “Mr” Keep denied there were any explosives stored in the building.

Keep retired from active participation in the company during 1888 but in 1893 floated his business into the private limited liability company of John Keep & Sons. Of his three sons, Henry returned permanently to England while Walter and Leonard, the eldest and youngest, joined their father in the business, Walter in 1881 and Leonard in 1891.¹⁹ Keep worked for many charities including Prince Alfred Hospital and the Industrial Blind Institution and in 1879 was acknowledged for donating an emu for the Callan Park Hospital Grounds.

In 1864 Keep bought a gracious Georgian mansion on the Austenham Estate at Leichhardt from the merchant Robert Scott Ross. The house was called *Broughton House* but Keep renamed it *Broughton Hall*, the name it retained until 1974. During its latter years it was best known as Ward 1 of Broughton Hall Psychiatric Clinic. Keep’s prosperity enabled him to increase the estate to 25 acres, which provided an idyllic recreation area for his seven daughters and three sons. In 1878 he bought a neighbouring house called *Kalouan* which he renamed Broughton Villa.²⁰

John Keep died on 2nd July, 1905 at *Broughton Hall*²¹ and was buried in the Keep family vault at Rookwood. In 1912 the family sold the combined properties at Leichhardt²² which would account for the retention of the name *Broughton House* in their new investment property on the corner of King and Kent Street.

¹⁵ Enclopaedia Britannica. 1962 Ed.Vol.3 p.647a

¹⁶ Parkes Correspondence, Vol.40 p.329, CY A910 Mitchell Library

¹⁷ “City Fire”, *Sydney Morning Herald*, 4th December, 1919, p.7.

¹⁸ *Construction* op.cit. front page advertisement in every issue from 1913 to 1917, see also Sands Directories.

¹⁹ Professor J M Keep op.cit; “The Late John Keep”, *Sydney Mail and New South Wales Advertiser*, 12 July 1905, p.99.

²⁰ Ken Leong: “Broughton House Austenham”, in *Leichhardt Historical Society Journal* No.13, 1984.

²¹ Obituary *Sydney Morning Herald* 3.7.1905 p.6 c.7

²² Ken Leong Op.cit. quotes NSW Probate Office Vol.25 fol.14



5

John Keep.

Source: *Sydney Mail*, 12 July 1905.

2.4 Site acquisition and development

Three of the four lots making up the site of Broughton House were purchased in relatively close succession between 1877 and 1883, enabling the construction of a new building. The purchase of the final lot (Lot 2) was delayed until 1913.

Lot 1

On 6 June 1877, the title to 20 perches (about 505.8 m²) of Lot 1 was transferred to Keep from Henry William Aiken, a Sydney cabinetmaker.²³ The property had been in the possession of the Aiken family since 1839. The remaining 4½ perches (113.8 m²) of Lot 1 was conveyed to Keep by Thomas Humphrey and Randolph Want as trustees of the estate of Randolph John Want on 13 May 1881.²⁴ Randolph Want had acquired the parcel of land in February 1841.

Lot 3

Keep next acquired Lot 3, which fronted Kent Street.

Grantee Joel Josephs mortgaged the property to John Morris and Henry Moon on 6 February 1855. Morris and Moon then sub-mortgaged it to the Bank of NSW on 31 May 1855. Keep purchased Lot 3 from the Bank of NSW. The conveyance is dated 21 October 1881.²⁵ Several years before, Messrs Trigg, Marr & Taylor had taken out a lease on Lot 3 in January 1877.²⁶

²³ Certificate of Title Volume 199 Folio 246

²⁴ Old Systems Title Book 219 No.14

²⁵ Old Systems Title Book 233 No. 50

²⁶ Certificate of Title Volume 620 Folio 171

Lot 4

Lot 4 was acquired by merchant William Speer²⁷ in March 1850. He ultimately sold it to ironfounders William Taylor, Henry Trigg and Gordon Marr. The transfer of title took place on 21 July 1881.²⁸ John Keep then purchased Lot 4; the agreement between him and Trigg and Marr is dated 10 January 1882.²⁹

Lots 1, 3 and 4 were brought onto one title in 1883.³⁰

Development

John Keep initially used part of the land as an iron yard. At this time his business address was at 161 Clarence Street, to the north of King Street. Small businesses that included a photographer, dealer, laundress, grocer and saddle and harness maker occupied the remainder of the lot. By 1881, however, they were gone and the buildings demolished.³¹ Keep engaged Sydney's leading architects, the Mansfield Brothers,³² (refer to Section 4.2), to design a new warehouse on his recently acquired land. Construction was underway during 1882³³ and by 1884 the business had moved into the newly completed premises.³⁴

Evidently the building did not conform to the requirements of current legislation regulating development in the City of Sydney: "... this council approves of the proposed deviations from the requirements of the Act, in the construction of, or alterations or additions to, buildings belonging to the undermentioned parties: - Mansfield Brothers, for Mr John Keep, warehouse, King Clarence and Kent Streets ..."³⁵ The nature of the proposed deviations has not been ascertained.

²⁷ William Speer is understood to have been a coal merchant, colliery proprietor and commission agent who served as an alderman on the City Council between 1858 and 1867, being mayor in 1864. Speer also served on the Legislative Assembly from December 1869 to February 1872. He represented West Sydney (<https://www.sydneyaldermen.com.au/alderman/william-speer/>, accessed 4 February 2021).

²⁸ Old Systems Title Book 163 No. 946.

²⁹ Old Systems Title Book 239 No, 261.

³⁰ Certificate of Title Volume 668 Folio 190.

³¹ The 1882 edition of Sands directory recorded the site as vacant land.

³² "Sydney Municipal Council", *Sydney Morning Herald*, 2 August 1882, p.7.

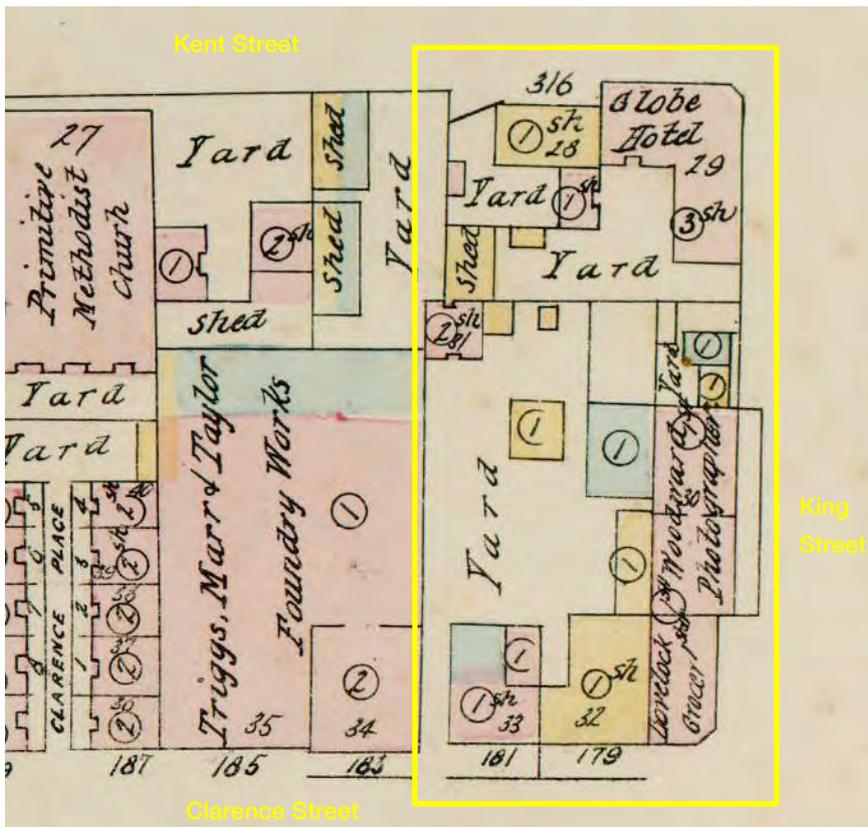
³³ "Store in the course of erection for Keep & Son", *Sands Sydney and suburban directory for 1883*, p.214.

³⁴ Sands Directories 1880 et seq. Mitchell Library, Sydney

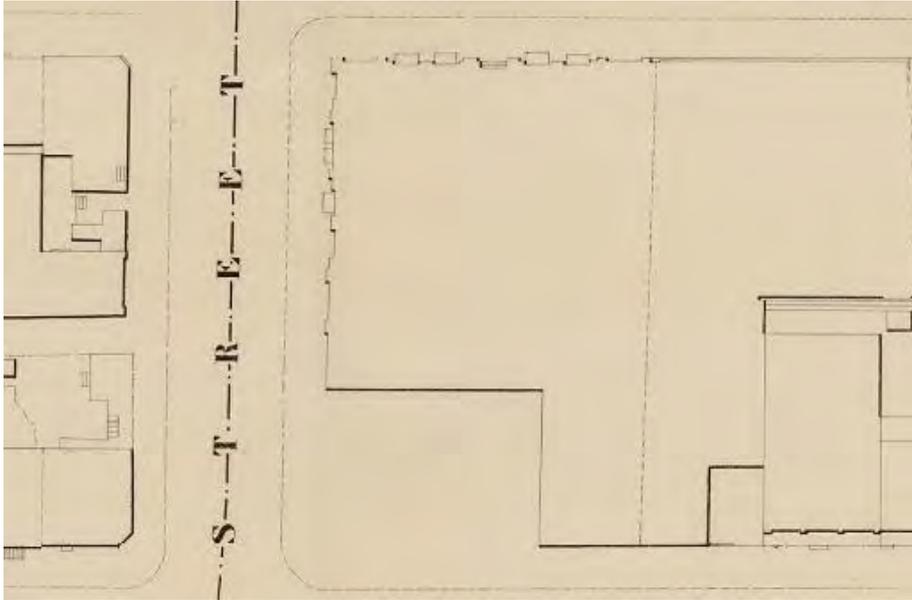
³⁵ "Sydney Municipal Council", *Sydney Morning Herald*, 2 August 1882, p.7. The Act was the City of Sydney Improvement Act of 1879.



6 Footprint of development on the site of Broughton House, 1865. Colours represent different construction materials: pink – brick; beige – stone; dark brown – timber. Source: City of Sydney Archives – City of Sydney, Trigonometrical Survey 1855-1865, Block E1.



7 Footprint of development on the site of Broughton House, 1880. Colours represent different construction materials: pink – brick or stone; blue – iron; yellow – timber. Building heights in storeys are also indicated. Source: City of Sydney Archives – Plans of Sydney (Doves), 1880: Map 33 - Blocks 78, 79.



8 Footprint of development on the subject site, 1887.
Source: SLNSW Department of Lands Metropolitan Detail Series City of Sydney Sections 28, 29, 53 & 54, 1887.



9 John Keep's warehouse, photographed circa 1892.
Source: SLNSW Government Printing Office 1 – 08156.



10 Portion of a circa 1887 photograph, which shows John Keep's warehouse to be a prominent element on Sydney's skyline. The GPO tower at left is nearing completion.
Source: MAAS Object No 85/1285-170, Henry King photograph.



11 John Keep's warehouse forms the backdrop of this photograph, taken at the opening of the cable tram crossover at the intersection of King and Clarence Streets, 1894.
Source: SLNSW Home & Away - 34436 – Albert James Perier photograph.



- 12 Portion of a circa 1895 photograph showing the parapet and rooftop structures and flues on the John Keep warehouse.
Source: MAAS Object No 85/1284-313, Kerry & Co photograph.

Lot 2

Lot 2, the last of the allotments to be acquired by John Keep and Sons, was occupied by a hotel from the second half of the 1840s, if not earlier. Originally known as the St Andrews Tavern, during the second half of the 1860s it became the Fountain of Friendship and then the Globe Hotel. The hotel ceased trading around 1881 and was then demolished, around the time construction started on John Keep & Sons' warehouse.

Lot 2 of Section 28 could not be incorporated in the original building site as it was the subject of litigation until 1909 when the Supreme Court decreed that the property be sold under direction of the Master in Equity.³⁶ In the ensuing years, three of the interested parties died and three went bankrupt. The mortgagee, London Bank of Australia Limited, sold Lot 2 to Gustavo Ramaciotti, who came into possession on 29 July

³⁶ Land Titles Office Primary Application No.16326

1909.³⁷ A few years later Ramaciotti sold the property to John Keep & Sons. The transfer of title took place on 31 January 1913.³⁸

Although a photograph of the warehouse taken circa 1892 (Figure 9) shows the hotel demolished³⁹ but a surveyor's field book dated 1900 shows another building on the site, with a distinctly different shape from Broughton House.⁴⁰ Sands Directories from 1901 to 1913 show three small businesses operating at Nos.43, 45 and 47 King Street with John Keep at No.49. These businesses had gone in 1914.



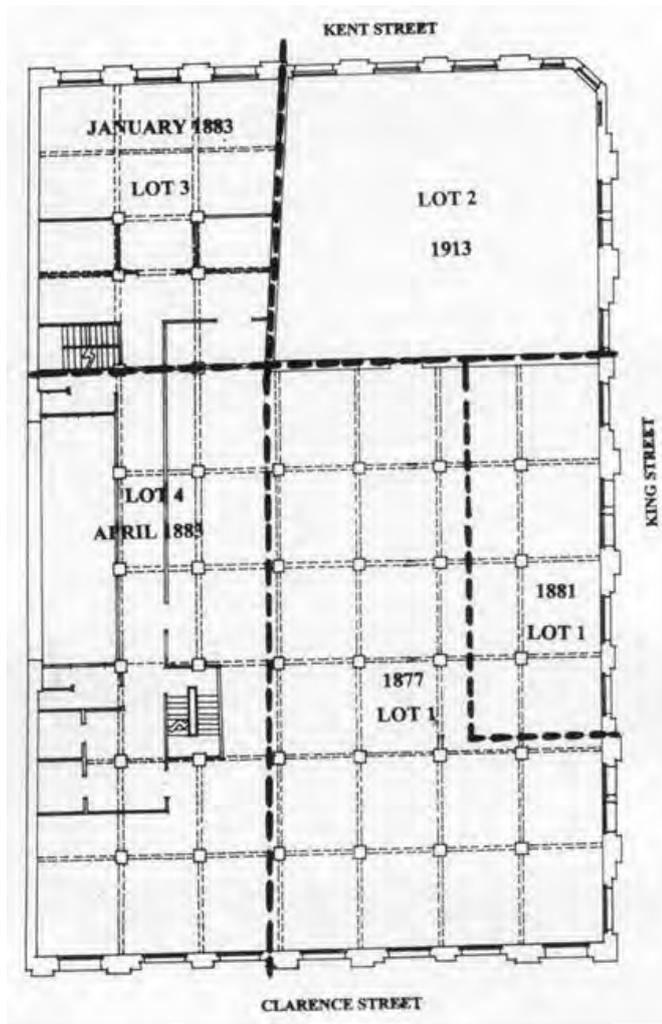
13 This photograph looking west along King Street at its intersection with Kent Street was taken between 1870 and 1875. The Globe Hotel is the building in the left foreground.
Source: SLNSW ON 4 Box 59 No 329 - American & Australasian Photographic Company.

³⁷ Title Search for Primary Application No.16326. The London Bank of Australia applied to bring Lot 2 under the provisions of the Real Property Act.

³⁸ Certificate of Title Volume 2129 Folio 8

³⁹ Still 08156, Government Printer Video Disc, Mitchell Library Sydney

⁴⁰ Field Book No.3007 of Surveyor A.C.White 31.12.1900 Sydney Water Archives



14

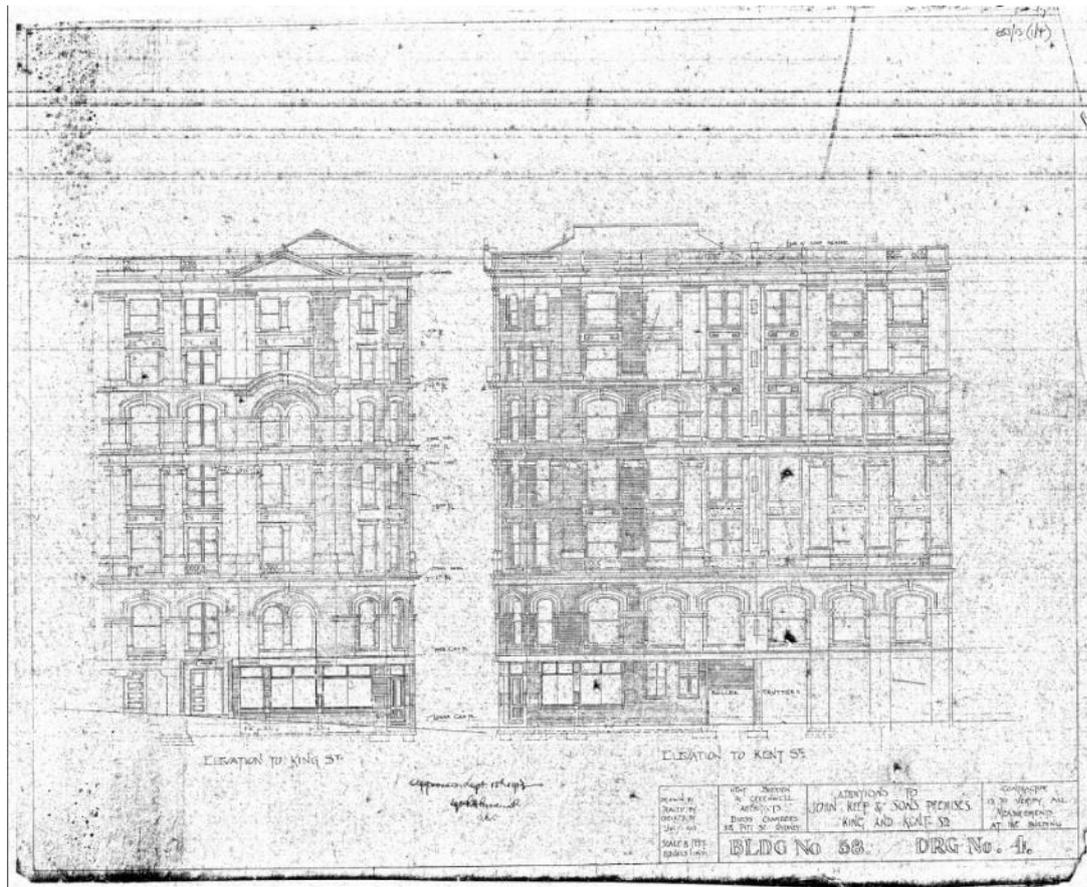
Diagram showing the sequence of acquisition of Lots 1 to 4 by John Keep.

Source: Tanner & Associates.

After John Keep & Sons acquired Lot 2, they were able to proceed with a new building on the corner of King and Kent Street. Designed by the architectural firm of Kent, Budden & Greenwell, the building application was lodged with the City Council on 8 September 1913.⁴¹ The building had an identical façade to the existing structure and adjoined the older warehouse, giving the illusion of one large building when in reality it was two.⁴² The building was designed with load bearing brick walls and timber framed floors. It was served by its own stairs, three elevators (one of which was designated for freight) lifts and two separate lavatories on each level. There was a single opening on each level connecting it to the earlier building.

⁴¹ City of Sydney Archive Unique ID A-00002173: Old Planning Street Cards, Building Application 0683/13.

⁴² See pictures from Sydney City Council Demolition Book Nos.813 & 814, 5.12.1919, *John Keep & Sons Fire*, also stills from Mitchell Library Video Discs No.35845 (Govt. Printer Labour & Industry Series) and No.34392 (Hood Collection).



- 15 Drawing prepared in the office of Kent, Budden & Greenwell describing the facades of the building to be erected on Lot 2.
Source: City of Sydney Archives Building Application 0683/13.

In a biographical essay on his grandfather, Professor J.M. Keep acknowledged this as two buildings when he wrote -

John Keep was the founder of John Keep and Sons in 1853, originally a hardware importing firm in Sydney, situated in Sussex Street and later also in a large building on the corner of Clarence and King Streets and including Broughton House at the corner of King and Kent Streets.⁴³

The name Broughton House recalls the gracious Georgian mansion on the Austenham Estate at Leichhardt Keep purchased from merchant Robert Scott Ross in 1864. The house was called Broughton House but Keep renamed it Broughton Hall. During its latter years it was best known as Ward 1 of Broughton Hall Psychiatric Clinic. John Keep died at Broughton Hall⁴⁴ and was buried in the Keep family vault at Rookwood. In 1912 the family sold the combined properties at Leichhardt⁴⁵ which may account for the retention of the name Broughton House for the new structure on the south-eastern corner of King and Kent Street. The original Mansfield Brothers building was known as John Keep's Warehouse until 1921.

⁴³ J.M. Keep Associate Professor of Veterinary Clinical Studies, University of Sydney, in a letter to Burwood Library. Thanks must go to Mrs Lois Holmes of Castlecrag, great granddaughter of John Keep for this information.

⁴⁴ Obituary in *Sydney Morning Herald*, 3 July 1905, p.6.

⁴⁵ Leong, quoting NSW Probate Office Volume 25 Folio 14.

2.5 Destruction of the warehouse by fire, 1919

On 3rd December, 1919 John Keep's Warehouse was completely gutted by fire but the adjacent Broughton House was saved. *The Sydney Morning Herald* of the following day gave a full report:

One of the biggest fires in the history of Sydney, gutting two big warehouses and damaging other buildings, took place yesterday morning.

The principal sufferers were John Keep and Sons Limited, wholesale ironmongers, merchants, and importers, of King and Clarence streets, who estimate the damage in their case at anything between £150,000 and £200,000. All that remains of their massive brick building of six stories and a basement are bare blackened walls. It is a mere shell, a picture of complete and desolate ruin. Another portion of the firm's building, known as Broughton House, and situated at the corner of King and Kent streets, was also slightly damaged by heat, smoke and water. The fact that the fire did not envelope the whole of this block also is a tribute to the work of the firemen.⁴⁶

The article went on to describe the damage occasioned to seven other warehouses in the vicinity when burning debris carried by the wind set them alight, the worst affected being the premises of hardware merchant John Broomfield at 152-154 Sussex Street.

The Keep warehouse was insured for £155,200 through the Insurance Brokers Messrs A.B. Purcell and Company, who had distributed the risk among twenty-three Insurance Companies.

The fire, origin of which is at present unknown, was discovered at 4.47 am and the fire brigade was given the call a minute later by a watchman. It was quickly on the scene with ten petrol motor fire engines, one steam fire engine and four hydrants, and a big force of fire fighters, some of whom were still among the ruins of Messrs Keep's warehouse in the afternoon, when little tongues of fire and smoke were curling through big gaping holes. A noise suggestive of an explosion, followed by something like a sharp rattle of rifle fire, broke the quiet of the morning air. Later, seltzer cartridges, used for charging soda water, were found, the fire having apparently set them off. Messrs Keep and Sons, referring to a published statement that the first explosion was attributed to a case of benzine or petrol stored in the magazine, point out that there was not an ounce of benzine, naphtha, methylated spirits, or explosives in the building.⁴⁷

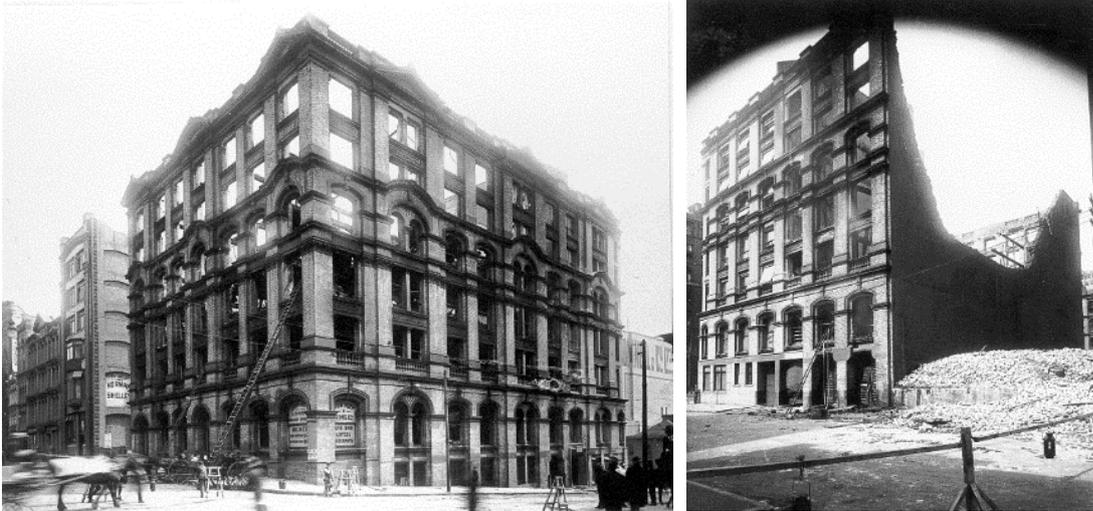
When the fire fighters arrived at the scene, the first and second floors were well alight and through the pall of smoke, tongues of fire were shooting out everywhere. The outbreak had started on the Kent Street side and in spite of the hoses being trained through the gaping windows, it rapidly spread to the Clarence Street side. Very soon the whole back wall of the building collapsed into a vacant lot alongside. As fire fighters monitored the scene that afternoon, "sharp fusillades" suggestive of the continuous rattle of rifle fire again issued from among the ruins.⁴⁸ The site was never again used as an ironmonger's warehouse. A decision was taken to rebuild the warehouse premises as an office block but for the tenants of Broughton House business continued as usual.

Photographs taken after the fire indicate that there was little or no damage to the 1914 Broughton House. Windows retained intact glazing and canvas awnings on the western side of the building were untouched.

⁴⁶ "City Fire. Warehouses Gutted", *Sydney Morning Herald*, 4 December 1919, p.7.

⁴⁷ "City Fire. Warehouses Gutted."

⁴⁸ "City Fire. Warehouses Gutted."



16 Photographs of John Keep & Sons warehouse after the fire in December 1919 taken from the intersection of Clarence and King Streets (left) and looking north along Kent Street (right).
Source: City of Sydney Archives Unique ID A-00036955 and A-00036957.

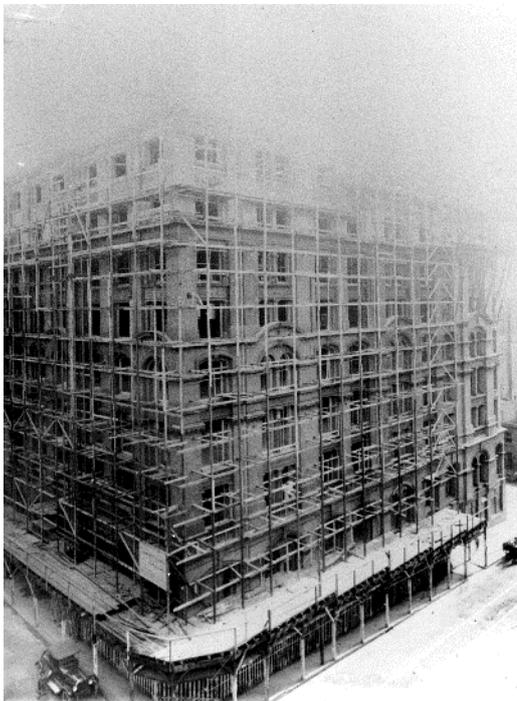


17
Detail of the right-hand photograph in Figure 16, showing intact glazing, awnings and blinds on the western façade of the 1914 section of Broughton House.
Source: City of Sydney Archives Unique ID A-00036957.

2.6 Reinstatement of the building

On 22 December 1919 the newspaper, *Construction*, announced that “John Keep and Sons Ltd, warehouse premises in Clarence Street recently destroyed by fire are to be reinstated. Robertson & Marks have the plans in hand.”⁴⁹ The firm of Robertson & Marks was at the time one of Sydney’s leading architectural practices (refer to Section 4.4). Building application plans were lodged by contractor John A Dean on 4 May 1920. John A. Dean was a valuator and contractor who was on the executive of the Master Builders’ Association.⁵⁰ The building application was approved about a week later.⁵¹ Apart from reinstatement works and new reinforced concrete floors and columns, the building application documents included the addition of two more storeys and a decorative canopy suspended over the main entry on Clarence Street.⁵²

The 1921 edition of Sands Directory combined both sections of the building, 177 –181 Clarence Street and 47 King Street under the name of Broughton House. On 25th November, 1921 Lots 1, 2, 3 and 4 of Section 28 were consolidated onto one title.⁵³



- 18 Broughton House during the reinstatement works. The two additional floors can be seen (left). The building shortly after completion of the works.
Source: SLNSW Government Printing Office 1 – 35845; Home & Away - 34932, Hall & Co photograph.

⁴⁹ “Opportunities”, *Construction*, 22 December 1919, p.5.

⁵⁰ *Construction*, 12 January 1920 and 8 March 1920.

⁵¹ City of Sydney Archives Unique ID A-00002069; Building Application 0263/20.

⁵² Building application 0263/1920.

⁵³ LTO Vol.3255 fol.76



19 Circa 1928 photograph looking south-west to Darling Harbour. Broughton House is on the right hand side of the image; excavation is underway on the site of the Grace Building, visible at bottom left.

Source: SLNSW ON 30 / Box 31 No 350, A E Foster photograph.



20

Looking north along Clarence Street, 1930. Broughton House is at right. The canopy forming part of the 1920s works is clearly visible.

Source: City of Sydney Archives Unique ID A-00009334.

The 1920 Robertson and Marks plans of the building verify the location of lifts, goods lifts, lavatories and fire stairs, of which there are still remnants in various parts of the building. The plans indicate open warehouse space with the original section of the building along Kent Street dedicated to goods lifts and a loading platform in the basement. A Strong Room is shown on Basement and Ground Levels at the corner of Clarence and King Streets.

The completed building provided prestigious business accommodation. Those occupying office space on the Clarence Street side tended to be merchants and manufacturers' agents. Several on the Kent Street side represented heavier industries such as the building trade and some who had been original tenants of Broughton House had remained there throughout the rebuilding. The two sections were leased separately, but not all occupants had signed leases.

A plan prepared by the Fire Underwriters Association of New South Wales after 1929, describes the two sections of Broughton House.⁵⁴ Section (1), or "A" as marked by the City Council.⁵⁵ What had been the original section of the building had

Outer walls of brick, inner walls, partitions and roof of reinforced concrete. Lifts and stairways encased in concrete. Doors not protected. Window frames of wood. Two hydrants on each floor. Roof of Sup. Struc. Covd. Malthd.

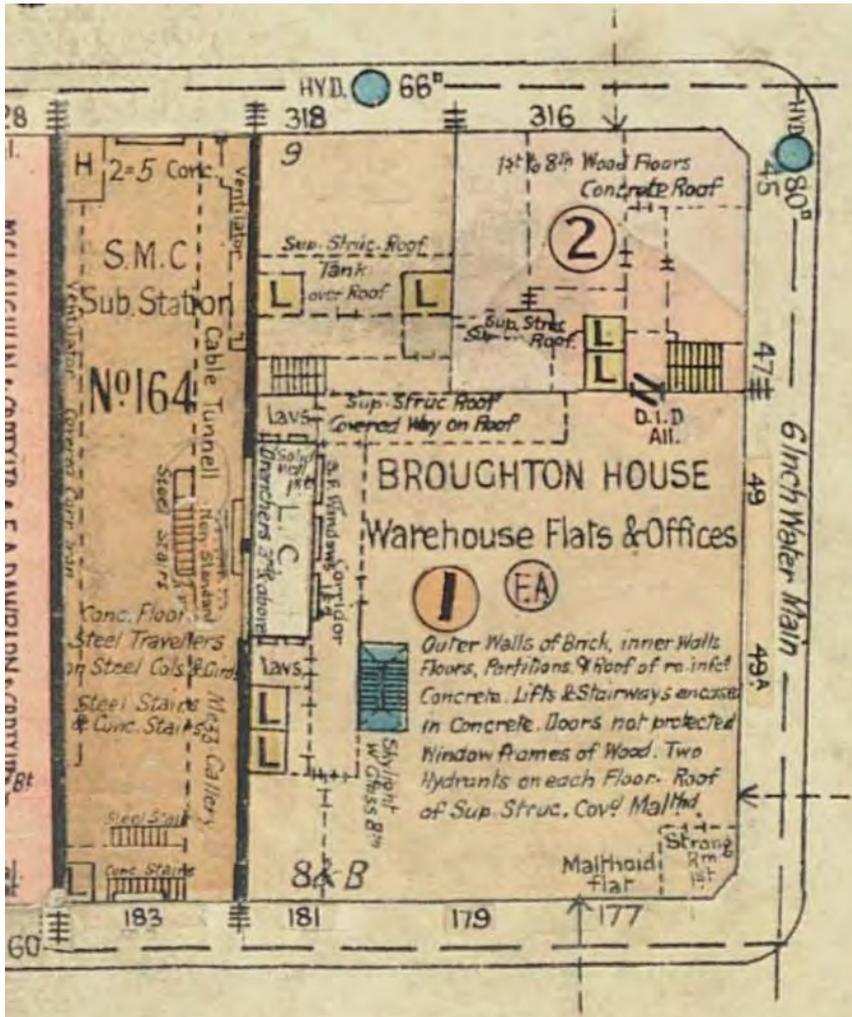
Section (2) or "B" block was not considered fireproof but of "ordinary construction", having steel stanchions and beams (fire encased) with wood joists and floors, except for the 8th which was concrete. There was one wooden staircase from ground to 8th floor but the staircase at "B" was isolated from "A" block by automatic double standard fire doors.⁵⁶

In the City Council report dated 20 September 1939 "A" block was constructed with steel stanchions and beams (Fire encased) concrete slab. It had two concrete stairways, one from ground to 7th floor and one from lower ground to 7th. It was classified in the council report as fireproof.

⁵⁴ City of Sydney Archives Fire Underwriters Association of New South Wales 1917-1939 - Connell's Block No 146, Keep's Block No 147.

⁵⁵ City Architect and Building Surveyor's Department Building Survey Cards 1939, CRS932, Sydney City Archives.

⁵⁶ Ibid



21 Portion of the circa 1930s Fire Underwriters Association of New South Wales survey identified as Connell's Block No 146, Keep's Block No 147, showing the configuration of lifts and stairs in Broughton House, and a description of the building's structure.
Source: City of Sydney Archives Historical Atlas.

From the early 1930s the Western Electric Co. Ltd was occupying part of the building,⁵⁷ in which they built a stylish theatrette. Western Electric was the Australian division of an American Company supplying sound and projection equipment for cinemas. They provided specialist engineers to install theatre sound systems. The company occupied the southern part of the building near the open cage lifts and had its own entrance known as 49a King Street. W E Saxon lodged a building application for the construction of the theatrette with Council in December 1931.⁵⁸ The theatrette was designed by prominent cinema architect Guy Crick and was notable for its Art Deco style embellishments and use of acoustic materials:

This charming little theatrette has been especially constructed by the Western Electric Co (Aust) Ltd at their King Street premises for the demonstration of their well-known sound equipment and also to give some idea of the decorative possibilities presented by the various sound correction materials such as Celotex, Masonite, Exelton and Ten-Test, which are frequently employed in the modern sound picture theatre. Practically the whole of the decoration is carried out in these

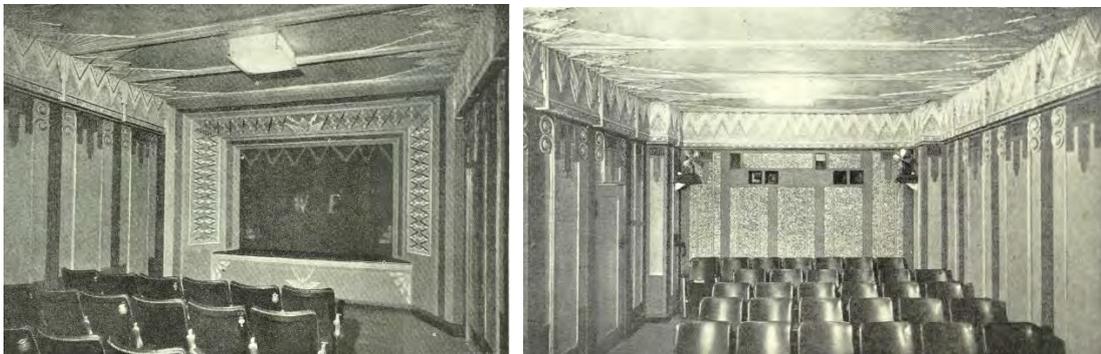
⁵⁷ Sands directory 1932/33 edition

⁵⁸ City of Sydney Archives Building Application 0821/31.

various materials and the result is certainly most successful; the colour scheme is cats in golden buff tones and is most restful and intimate.⁵⁹

The theatrette was not used to show movies but to test and demonstrate projection machines and in later years was called “the test room”.

By 1936 the company leased parts of the 2nd floor, sub-ground level and basement. Another building application was lodged in 1942 by McCredie & Richardson on behalf of Western Electric for a penthouse. It is not known if these works proceeded and no copies of these documents have been located. During World War II this company made searchlights operating on the same principle as projection machines in premises nearby but no searchlights were ever stored at *Broughton House*. Their business diminished with the advent of television, the American parent company was taken over and the Australian branch closed about 1957.⁶⁰ It has not been ascertained when Western Electric vacated the building, but the company is still listed in *Broughton House* in a directory published in 1950.⁶¹

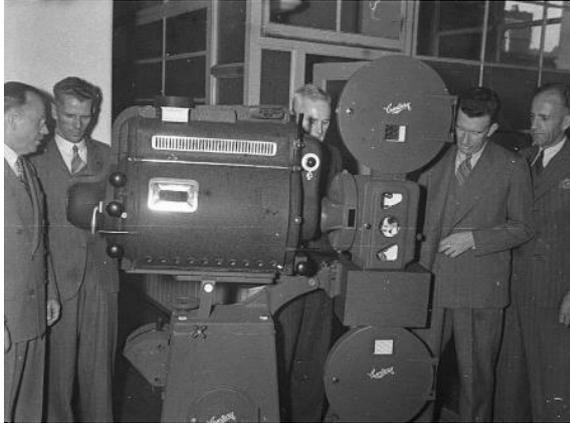


22 Two views of the Western Electric Theatrette.
Source: *Building*, 12 April 1932.

⁵⁹ “The Western Electric Theatrette”, *Building*, 12 April 1932, p.34.

⁶⁰ Interview with Mr Dick Dumbrell of Carss Park, former employee of Western Electric Company from 1944 to 1957.

⁶¹ *Wise’s New South Wales Post Office Commercial Directory 1950*, p.25.



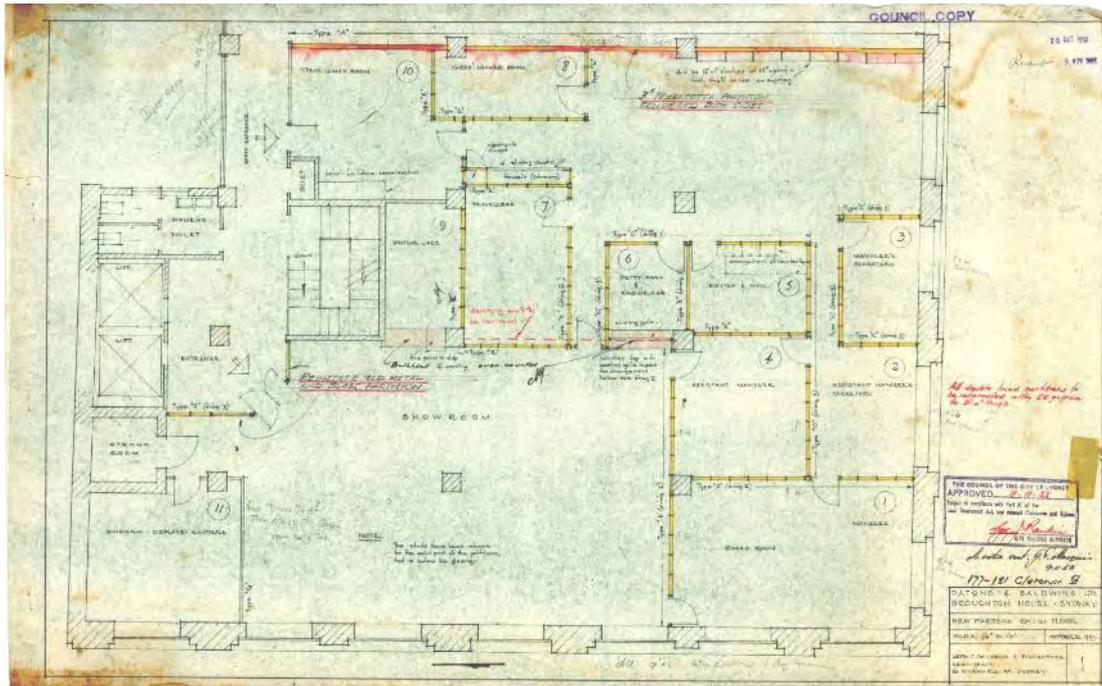
23 Details of two 1946 photographs of the interior of Broughton House. They show glazed partitioning and wall linings forming part of the fitout Western Electric.
Source: SLNSW Home and Away – 22375 and Home and Away – 22377. Sam Hood photographs

2.7 1947 to the present

On 8th January 1947, Broughton House’s property title was transferred from John Keep & Sons Pty Ltd to J Fielding & Co Ltd, manufacturers of boxes and cartons. J Fielding & Co does not appear to have occupied the building, at least initially.

A 1953 hand coloured plan by Leith C. McCredie & Richardson Architects provides evidence of the ways that the building was used during the 1950s. It describes the interior fitout for knitting wool company Patons & Baldwins Ltd’s offices on the eastern half of the first loor at Broughton House shows rendered terracotta partition walls for fireproofing to the western boundary between tenancies, and glazed partitions throughout the space “to be ratproofed with 26 g. iron to 2’-0” high”. The partitions were to be of Queensland maple veneer and solid core panelling with plate glass glazing. The north eastern partitions were to have louvres over. The drawings also show a strong room directly to the east of the main lifts, which is not shown on the 1920s drawings. The entrance to the new offices and showroom is to the north east of the lifts. The “old metal and glass partition” is to be reinstated. A further Strong Room is shown to the west of the Kent Street goods lift.⁶²

⁶² City of Sydney Archives Building Application 1618/53.



24 Plan drawing describing the fitout for Patons & Baldwins Ltd, 1953.
Source: City of Sydney Archives Building Application 1618/53.

The western tenancy was fitted out in the same year, also by Leith G. McCredie & Richardson Architects and was for offices and work rooms for Scott & Morley (NSW) Pty Ltd., including a printing and dark room for photography. The centrally placed, rendered terracotta wall was to be covered by wall panelling.⁶³

By the 1970s Broughton House, was, like many other warehouses in Central Sydney, suffering from neglect and was considered uneconomical:

During the 1970s Broughton House, like other warehouses in the inner city, could no longer fetch a satisfactory economic return as a storage building, owing to the rapid increase in property values and, inevitably, pressures developed to find a more financially attractive use. ... It's ornate façade and period feeling, unfashionable in an office context, should prove a bonus when it is converted to residential apartments.⁶⁴

Broughton House was saved from demolition after it was acquired by Lindara Pty Limited during 1979.⁶⁵ On 17th September, 1979 Copeland Developments Ltd. lodged a building application with the City of Sydney to convert the existing premises to 61 strata title residential apartments at a cost of \$2,500,000.⁶⁶ The architect responsible for the work was John F Poiner Pty Ltd of Roseville. The drawings describing the works indicate that the existing structure, stairs and lift shaft were retained. The recycled building contained sixty-one apartments on the upper seven floors while the ground and first floors were adapted as a sixty space

⁶³ City of Sydney Archives Building Application 1713/53.

⁶⁴ Emery Balint, Trevor Howells and Victoria Smyth, *Warehouses and Woolstores of Victorian Sydney*, p.151; Anne Latreille, Peter Latreille and Peter Lovell, *New Uses for Old Buildings in Australia*, p.101.

⁶⁵ Certificate of Title Volume 10493 Folio 25.

⁶⁶ City of Sydney Archives Planning Street Cards building application 1431/79.

car park. Recreational facilities were included in the design - a swimming pool and sauna on Level 3 and a tennis court on the roof. According to one source,

... Living and dining areas and bedrooms were located immediately behind the street facades and, in most cases, provided with balconies which do not project over the building line but nestle behind large openings within the external walls. Bathrooms, kitchens and laundries, all served by mechanical ventilation, were located towards the centre of the building. ... Little change to the structure was necessary apart from the installation of fire-rated ceilings beneath the timber floors. False ceilings were installed below the concrete floor slabs to conceal ducts and conduits and to reduce the ceiling height to 2.4 metres from 4.6 metre room height. Throughout the building, fire sprinklers and a fully ducted air conditioning system were installed.⁶⁷

New certificates of title were issued on 28 May 1981 for Strata Plan 16651.⁶⁸



25

Broughton House, photographed in 1989.

Source: City of Sydney Archives Unique ID A-00023838.

Since then modifications have been made to individual apartments, a small number of apartments have been combined to form larger dwellings and the roof area has been refurbished. The most notable external changes have been enclosure of balconies that formed part of the adaptive reuse works. The fire stair pressurisation system was up-graded in 2000 to comply with current building safety and fire regulations.

Modifications for which applications were lodged with the City of Sydney are summarised in the following table. It has not been determined if the works were subsequently executed.

⁶⁷ Emery Balint, Trevor Howells and Victoria Smyth, *Warehouses and Woolstores of Victorian Sydney*, p.151.

⁶⁸ Certificate of Title Volume 10493 Folio 25.

Application No.	Date lodged	Description
45/80/0238	20 February 1980	Air conditioning
45/82/0809	10 June 1982	Enclose Balcony 3 rd floor apartment 34.
45/82/0814	11 June 1982	Install window to Unit 66
44/82/0445	25 June 1982	Enclosure of balcony (units 13 & 14)
45/82/0816	28 June 1982	Enclosure of balconies
45/82/0873	24 June 1982	Enclosure of balcony (Unit 24)
45/82/1104	10 August 1982	Enclosure of balcony (4 th floor)
75/82/1111	11 August 1982	Enclosure of balconies
45/82/1475	28 October 1982	Close in balcony Unit 74
12/85/88	15 September 1988	Use lot 62 for display of toys
45/89/244	21 March 1989	Partition 4 th floor
45/89/980	6 October 1989	Add kitchen wall and fitout, relocate bedroom wall, Apartment 47, floor 4 th floor.
DA/694/90		Re-position partitions lot 23 (apartment 37) 3 rd floor
DA/604/90	24 October 1990	Reposition partitions lot 23 (apartment 37) 3 rd floor – revert to residential.
DA/624/90	30 October 1990	Application for transferable floor space bonus in respect of restoration. Did not proceed.
DA/635/90	2 November 1990	Use part of lot 29 (apartment 44) for display of electronic equipment.
DA/238/91	20 March 1991	Lobby refurbishment, retiling, repainting.
DA/167/93	3 March 1993	Apartment 28 various alterations.
DA/111/93	3 March 1993	Apartment 28: install aluminium window to kitchen, sliding door unit to replace windows in living room and bedroom, and infill living room window/door.
DA/283/93	2 June 1993	Consolidate lots 48 and 49 involving minor alterations.
DA/1010/93	11 October 1993	Alterations to apartments 65 and 66.
DA/275/94	14 March 1994	Install aluminium windows.
DA/740/94	21 July 1994	Open passage.
D/2006/616	15 May 2006	Alteration of Units 72 & 73 House to form a single residence. Includes the demolition of existing walls and the addition of new partitions.
D/2006/860	23 June 2006	Removal and addition of interior partitions within apartment 62.

Application No.	Date lodged	Description
D/2006/1595	23 October 2006	Internal renovations and combining apartment 25 and 26 by demolishing one intertenancy wall within Broughton House.
D/2006/1595/A	11 April 2008	S96(1A) Change condition 1(a) to include drawing S96 1.0 and S96.02 which illustrates modification to new layout.
D/2009/1835	27 November 2009	Internally combine apartments 46 and 47, including new openings, removal of non-structural walls, relocation of kitchen, new enclosed balcony and upgrade of bathrooms.
D/2012/487	27 April 2012	Internal alterations to apartment 56 and enclose balcony with a new window.
D/2015/1804	02 February 2016	Alterations to apartments 72-73 and 74 including removal of non-structural wall, construction of internal partitions and the replacement and reinstatement of 3 windows.
D/2016/1384	25 November 2016	Alterations and additions to the roof top level including replacement of the clubhouse roof, resurfacing of the existing tennis court and new landscaping.
D/2017/712	18 July 2017	Alterations to apartment 67 including the installation of 3 new windows, internal alterations including the removal and construction of internal partitions, installation of new kitchen and bathroom.

3 ANALYSIS OF PHYSICAL EVIDENCE

3.1 Introduction

This section of the CMP analyses the contribution that the context, streetscape, architectural design, fabric, and integrity of the building make to an understanding of its cultural significance. All photography contained in this section was undertaken by TKD Architects in December 2020 and January 2021, unless otherwise noted.

3.2 Urban context and setting

The Victorian warehouse form of Broughton House is complemented by a number of early buildings in the surrounding streets. The remnants of the 1880s City Hotel façade and terraces are located diagonally opposite at 28-38A King Street. Andrews House, a Federation Free style warehouse designed by architects Kent and Budden was constructed in 1908 and is located at 40-42 King Street. Similarly, 44 King Street is a six storey former warehouse in the Federation Warehouse style and was constructed in 1904 by Spain and Cosh architects.

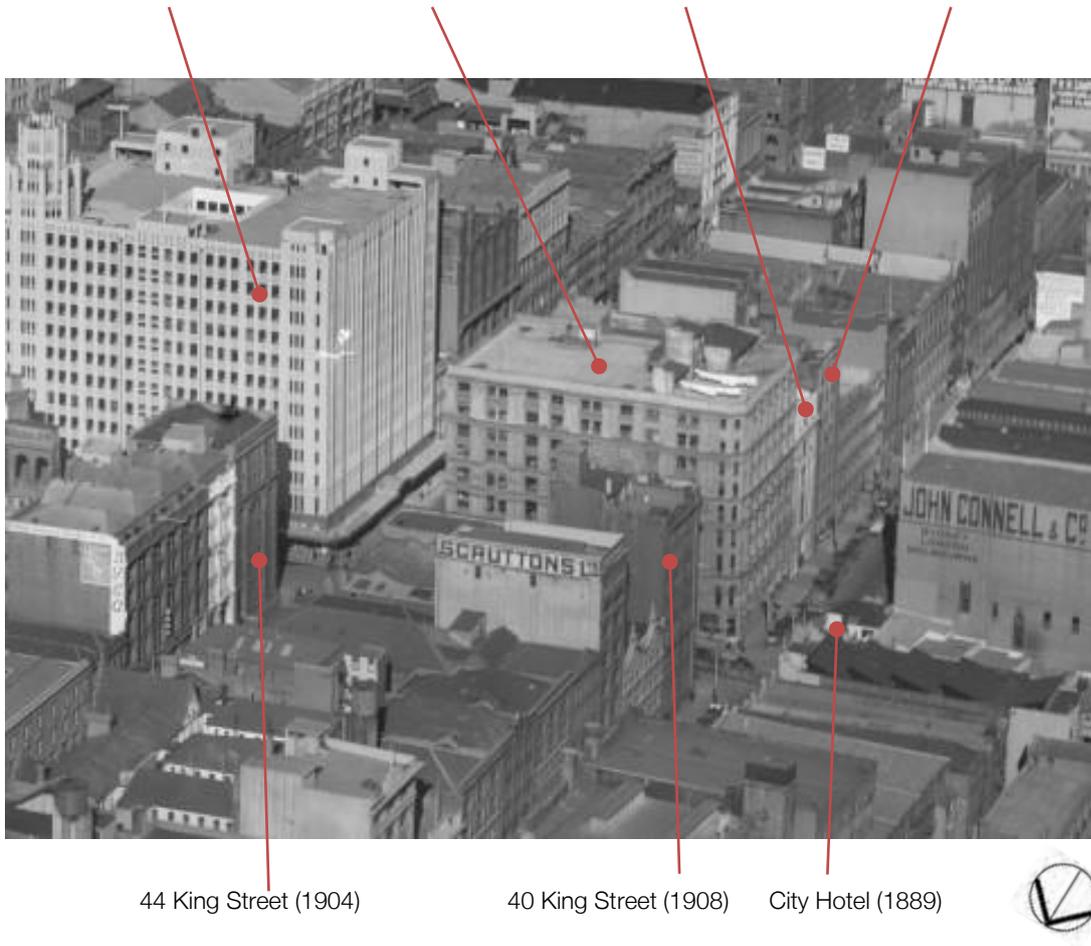
Abutting Broughton House to the south, is the former Electrical Substation No.164 at 183 Clarence Street. It was built in 1930 and was established to support DC current conversion for the city. The building still includes the vast original machine hall on the ground level with mezzanine switchboard gallery above. The Shelley Warehouse at 185 Clarence Street was built in 1909 and is a further reminder of one of Sydney's earliest warehouse districts. Used as a wine and spirit warehouse, it features lifts powered by Sydney's early public water hydraulic system. Both properties are currently (in 2021) in the final stages of construction of a six-storey glass-and-steel addition cantilevered above the two buildings in order to activate the two heritage items for use as a commercial offices and retail on street level.

Other buildings immediately surrounding Broughton House provide a mix of styles, including the Grace Building, an outstanding example of the Inter War Skyscraper Gothic style completed in 1930, now a Hotel. There is also the building designed by Peddle Thorpe & Walker completed in 1966 for financiers Associated Securities Limited and now known as the Commonwealth Bank Building opposite Broughton House on King Street. Both buildings are of a complementary scale to Broughton House.

Formerly of an impressive scale and mass, Broughton House is now somewhat dwarfed by the more recent glass tower at 347 Kent Street, designed by Cox Architects and completed in 1990, which is built over the former City Hotel's façade; and the 1980s Savoy and adjacent later Rex apartment buildings along Kent Street. A recently finished, 26-storey apartment development, at 161 Clarence Street, however, references the scale of the surrounding heritage context and adjacent former warehouse 'Andrews House' by introducing a masonry podium of the same height and setting back two new glass towers within and above. ARC (Sky Tower) was designed by internationally recognised architect Koichi Takada and built by Crown Group Sydney.

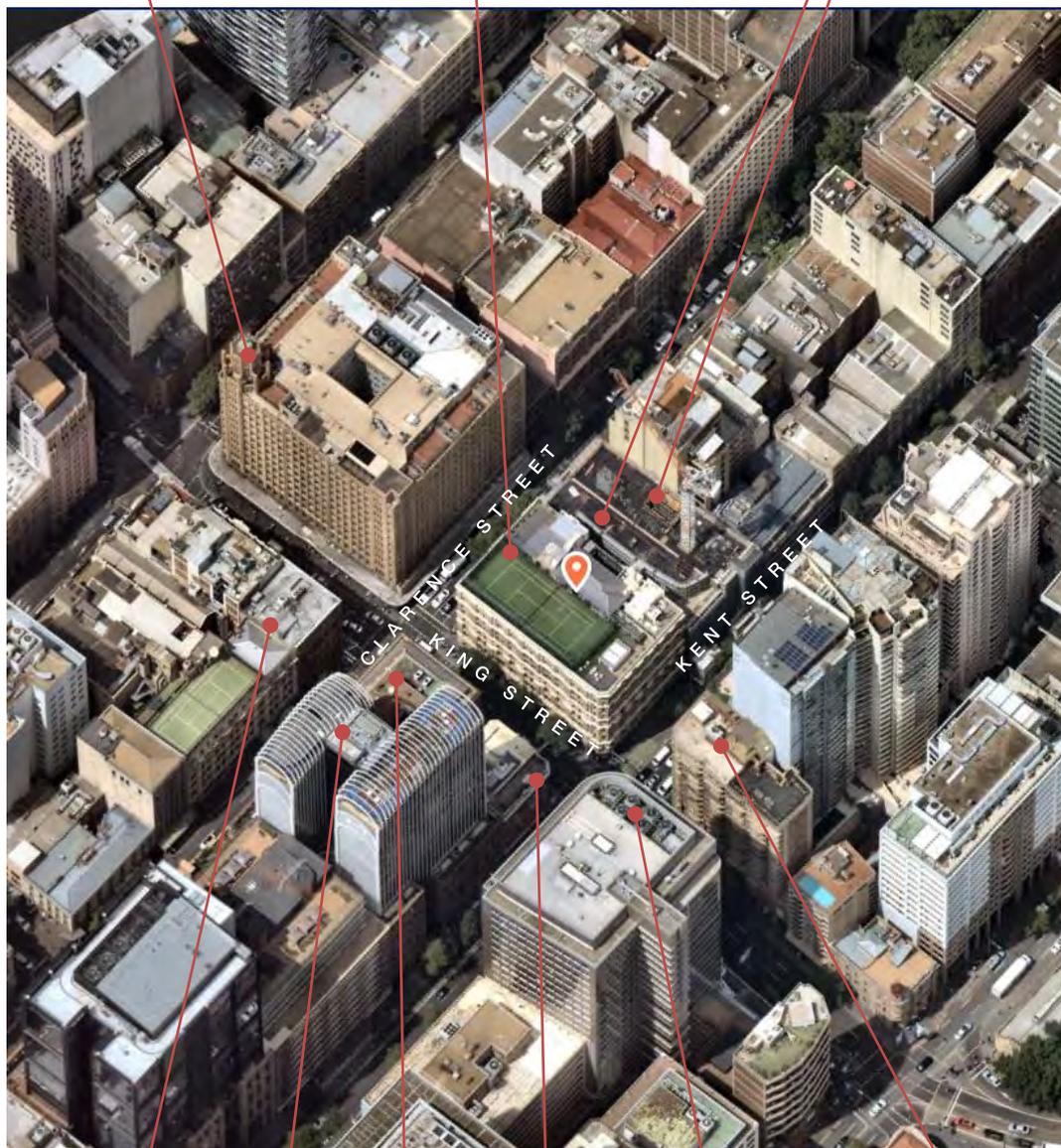
Despite constant development and change in the immediate surrounding area, Broughton House has an impressive presence and is of a character and design unmatched by surrounding buildings.

Grace Building (1928-1930) **Broughton House** Substation No.164 (1925) Shelley Warehouse (1909)



26 Historic oblique aerial view (1931) of Broughton House and its Western CBD context.
Source: Milton Kent ON 447 Box 236, SLNSW with TKD Architects overlay.

Grace Building (1928-1930) **Broughton House** Substation No.164 and Shelley Warehouse (new development)



44 King Street
(1904)

“Arc” 171-175
Clarence Street
(2018)

171 Clarence
Street / 42
King Street
(1967)

40 King Street
(1908)

347 Kent Street
(including façade
of City Hotel)

“Savoy” 37-43
King Street
(1982)



27 Oblique aerial view of Broughton House and its Western CBD context.
Source: NearMap with TKD Architects overlay.



28 Looking south along Kent Street, at the intersection of King and Kent Streets. Broughton House in its immediate context is shown in the centre.



29 Views looking north along Kent Street, from the intersection of King and Kent Streets. 347 Kent Street, including the former City Hotel façade to the left and 40 King Street and “Arc” to the right.



30

Looking east along King Street towards the 1960s Commonwealth Bank Building (left) and the Grace Building (right). Broughton House can be seen in the foreground on the right.



31

View south over Kent Street from the roof level at Broughton House over the new addition at Substation No.164 and Shelley Warehouse.

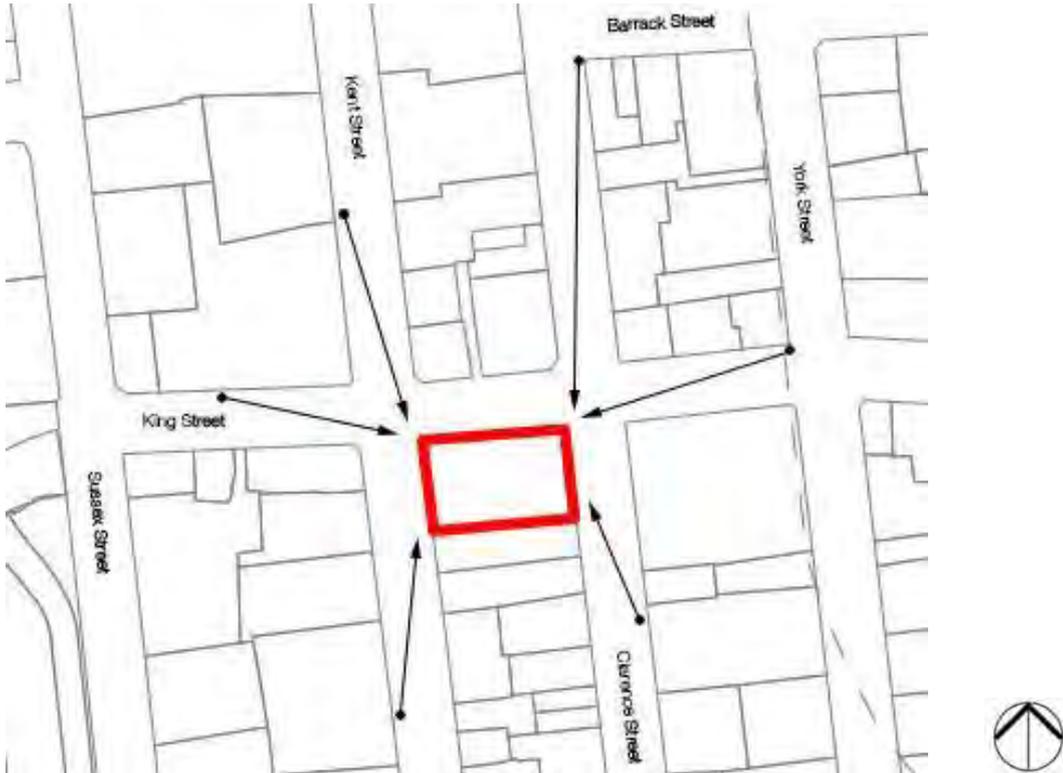


32 View from the roof terrace at Broughton House, looking south east towards Sydney Tower and along Clarence Street over the Grace Building (left) and new addition to Substation No.164 and Shelley Warehouse (right).

The facades of Broughton House are significant components of the immediate streetscapes. The main views and vistas of Broughton House include:

- Views along King Street from the east and west;
- Views along Clarence Street from the north and south; and
- Views along Kent Street from the north and south.

The main views and vistas incorporating Broughton House are described in the following diagram.



33 Views to the site of Broughton House. Site is outlined in red.
Source: TKD Architects.



34 View looking north from the western side of Kent Street.



35 View looking south from the western side of Kent Street.



36
View looking north from the eastern side of Clarence Street.



37
View looking south from the eastern side of Clarence Street.



38
View looking east from the northern side of King Street.



39
View west from the corner of King and York Streets.

3.3 Physical analysis - exterior

Broughton House is an eight storey load bearing brick warehouse, the exterior of which demonstrates characteristics of the Victorian Mannerist style. Characteristics of the style include:

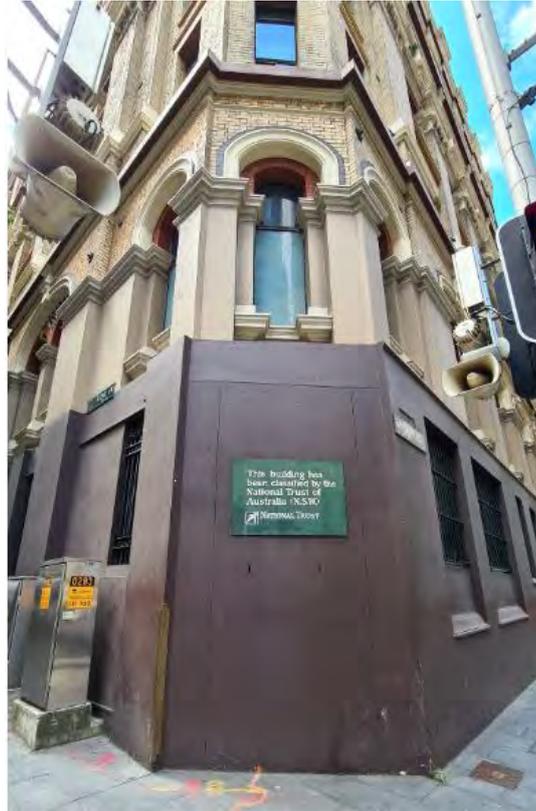
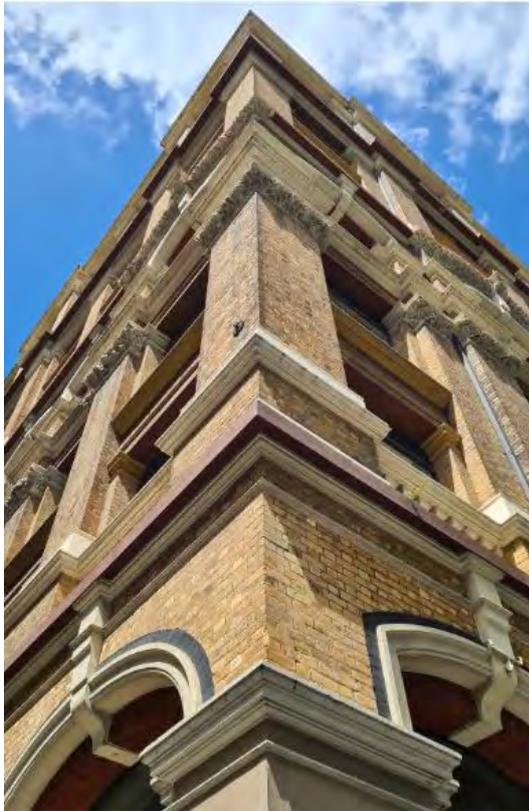
Essentially a public and commercial building style. Monumental quality was achieved by virtuoso manipulation of scale. Facades were deep and ponderous with overpowering modelling which exploited light and shade. Unexpected contrasts and juxtapositions are evident.⁶⁹

The light brown mellow brick piers and spandrels are relieved by vigorous stucco mouldings in the form of window arches, sills, pilaster caps and mock balconettes. Together with repairs undertaken to the facades, the upper two floors were added in the 1920s by Robertson & Marks and designed in a simpler Classical idiom. External changes to the building associated with the 1979 adaptive reuse include modifications to openings at basement level, the introduction of metal framed windows and modifications to some openings in the upper levels of facades resulting from the formation of balconies.



40 Broughton Hall's King Street façade. Note the difference of colour in brickwork above Level 5, where the upper floors were added in the 1920s.

⁶⁹ Richard Apperly, Robert Irving and Peter Reynolds, *A Pictorial Guide to Identifying Australian Architecture*, p.67.



41 Decorative mouldings at the building's the corner of King and Clarence Street corner from the Ground level (left); the Kent and King Streets corner showing modifications from the 1979 phase of development.



42 Details of the stucco mouldings between Level 2 and 3. Note the remnants of dark tuck pointing on the brickwork.

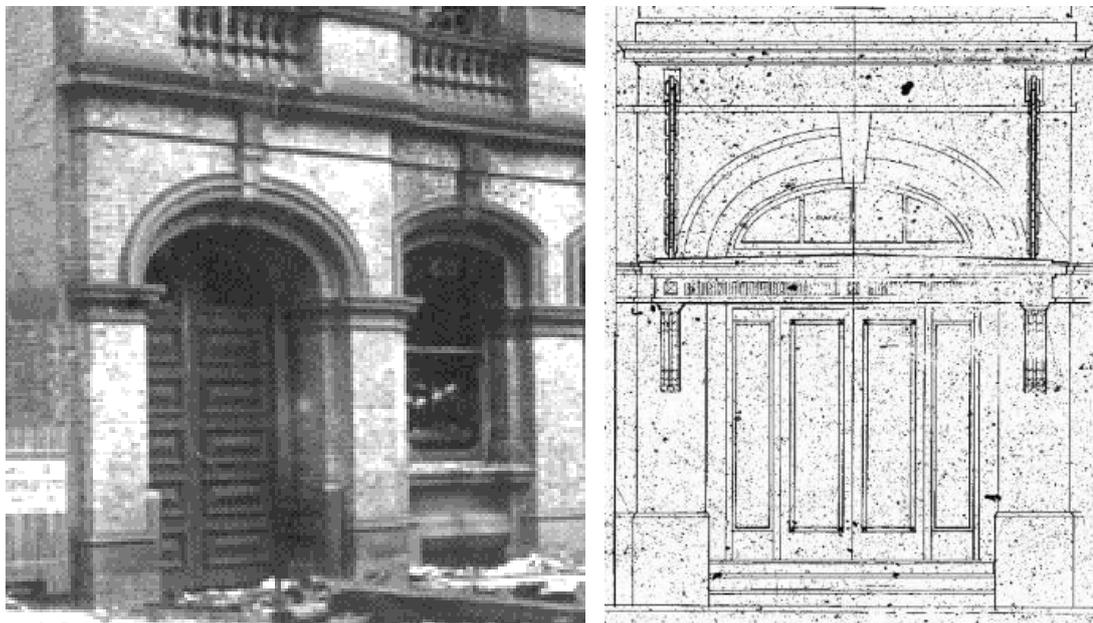
Broughton House combines several types of structure. The structure of the area originally known as John Keep & Sons Warehouse consists of reinforced concrete floor slabs supported by internal concrete columns and load-bearing external walls. This type of construction was uncommon during the 1920s. The smaller floor plate of the 1913 section of the building at the corner of King and Kent Streets is constructed with steel columns and girders supporting timber floors. Enough of the original structure was sound enough to be retained after the 1919 fire.

Changes to the exterior of the building have included cement rendering the lower section of the facades at ground floor level. It has not been determined when this first took place, but documentary evidence establishes that it had been done by 1964. The rendered surfaces have been painted since that time, if not before. The awning over the Clarence Street entrance has been modified through the replacement of its eastern fascia, while the semi-circular highlight over it is understood to have been replaced. Both the awning and vestibule associated with the main entrance have undergone refurbishment in recent years.



- 43 By 1964, the lower section of the facades at ground floor level had been rendered and painted a light toned colour (left). By 1989 this part of the building had been painted a deep stone colour (centre). Broughton House in 2021, with a darker colour scheme applied to the same areas (right).

Source: City of Sydney Archives, Unique ID: A-00046224 (left), Tanner & Associates (centre).



- 44 The Clarence Street entrance in 1919 shortly after the fire, showing the original doors to the former John Keep warehouse (left); extract from the 1920s detail drawing of the new Clarence Street front door and awning, showing the 4-panel glazed highlight over (right).

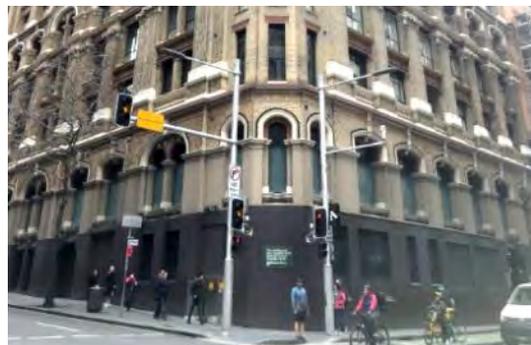
Source: City of Sydney Archives Unique ID A-00036958 and Building Application 0263/20.



45 The eastern fascia of the Clarence Street awning has been modified (left); there is a five-panel highlight rather than the four panel highlight shown in the 1920 documentation above the main Clarence Street entrance (right).

During the 1979 works the ground floor fenestration was extensively modified on all three street frontages, with the modification of existing window and door openings for driveways and emergency exit doors. The existing opening on the corner of Kent and King Streets was blocked up, removing all existing finishes. Other openings on the basement level had roller-shutters removed and the plinth course was cement rendered and painted.

The balconies to the Clarence Street façade, also introduced in 1979, are discreet and set within the building line. Their construction involved the removal of some brick spandrel panels and the addition of new concrete sills and metal framed balustrades. New aluminium framed window and door units replaced the original timber window sashes. New aluminium framed glazing and doors were also installed to terraces at the base of the lightwell.



46 A comparison of the circa 1919 photograph of the warehouse shortly after the fire, which shows the original pattern of street level fenestration at the corner of King and Kent Streets with a recently taken photograph from the same location clearly shows changes that have taken place to this part of the building.

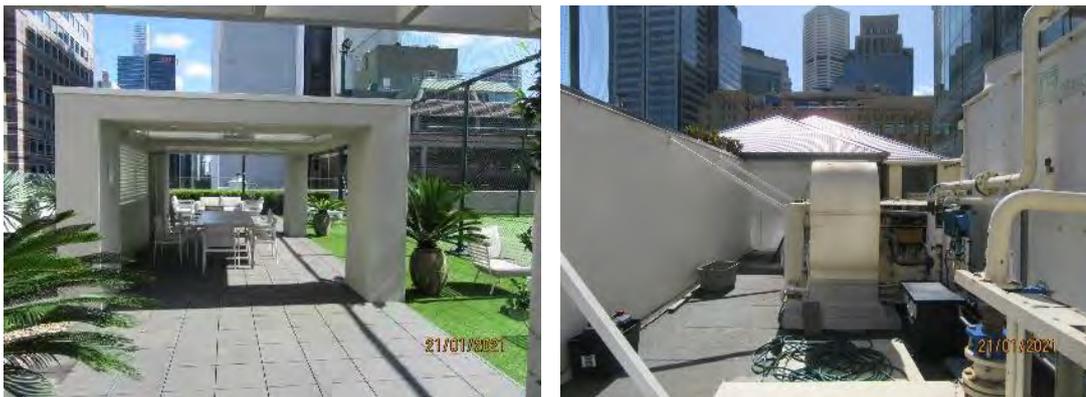
Source: (left) City of Sydney Archives, Unique ID: A-00036956 (1919 photograph).

The roof of the building was transformed as part of the 1979 works with the introduction of a tennis court. The roof terrace was upgraded in 1997 to provide ancillary recreation functions. The configuration of the roof reflects modifications undertaken at the end of the 1990s and in 2017. They consist of a small pavilion to provide shade, a clubhouse that includes a gathering space, barbecue, toilets and kitchenette that have enhanced the amenity of the tennis court and roof terrace.

Alterations and additions to the roof top level of an existing residential flat building including replacement clubhouse roof, resurfacing of the existing tennis court and new landscaping.



47 Extract of a circa 1928 photograph (left) overlooking the roof level of Broughton House. The building on the left is the Motor Room to the main passenger lifts with the former glass roof over the fire stair. To the right are the Motor rooms for the goods lifts and roof access via a stair. The 1979 drawing notes these rooms as plant rooms, laundry and water tank. The remaining open space was to be redeveloped to a tennis court (right) roof level tennis court in 2021. Source: SLNSW ON 30 / Box 31 No 350, A E Foster photograph.



48 Shade pavilion on the western side of the roof (left); plant and equipment on the western side of the roof (right).

3.4 Physical analysis - interior

The 1920s design by Robertson & Marks and later fitouts were largely removed in the 1979 conversion of the building to apartments. Seven floors were designed to have accommodation, while the basement and ground floors were adapted to provide car parking and are accessible from Clarence and Kent Streets. The design for the apartments on a typical floor originally contained three one-bedroom, five two-bedroom and one three bedroom apartments. A swimming pool and sauna constructed on the third level of the building.

The apartment layout was specifically designed to gain maximum light and ventilation to living spaces, which is still evident in the existing apartments. Living and dining areas and bedrooms were and are located immediately behind the street facades and, in most cases, have balconies that are contained behind large openings within the external walls. Bathrooms, kitchens and laundries, all served by mechanical ventilation, are generally located towards the centre of the building.

The interior layout retains the locations of earlier fire stairs, lift shaft, entrance lobby and the lightwell on the south side of the building, which has been used to light into apartments. The internal column layout has been retained, while the internal structure has been concealed by later partitioning and finishes. There are two lifts and two fire stairs servicing the building. One has retained the 1920 reinforced concrete stairs with decorative balustrade. Each floor has a different ceiling height, which increases toward the lower floors.

The lift lobby has undergone several changes. In 1979 it was remodelled and enlarged by removing the 1920 lobby and porch doors and reducing the porch in size to accommodate the reconstruction of the adjacent stair. A new lobby door with etched glazing was installed. A 1991 plan by Graham Alcock Giles Tribe Pty Ltd of a foyer refurbishment nominated rich finishes - Italian terracotta, polished Verde Patricia marble, polished Nero Absolut Granite and polished brass. It has not been determined when the existing tiled floor and polished stone surrounds to the lift doors were installed.

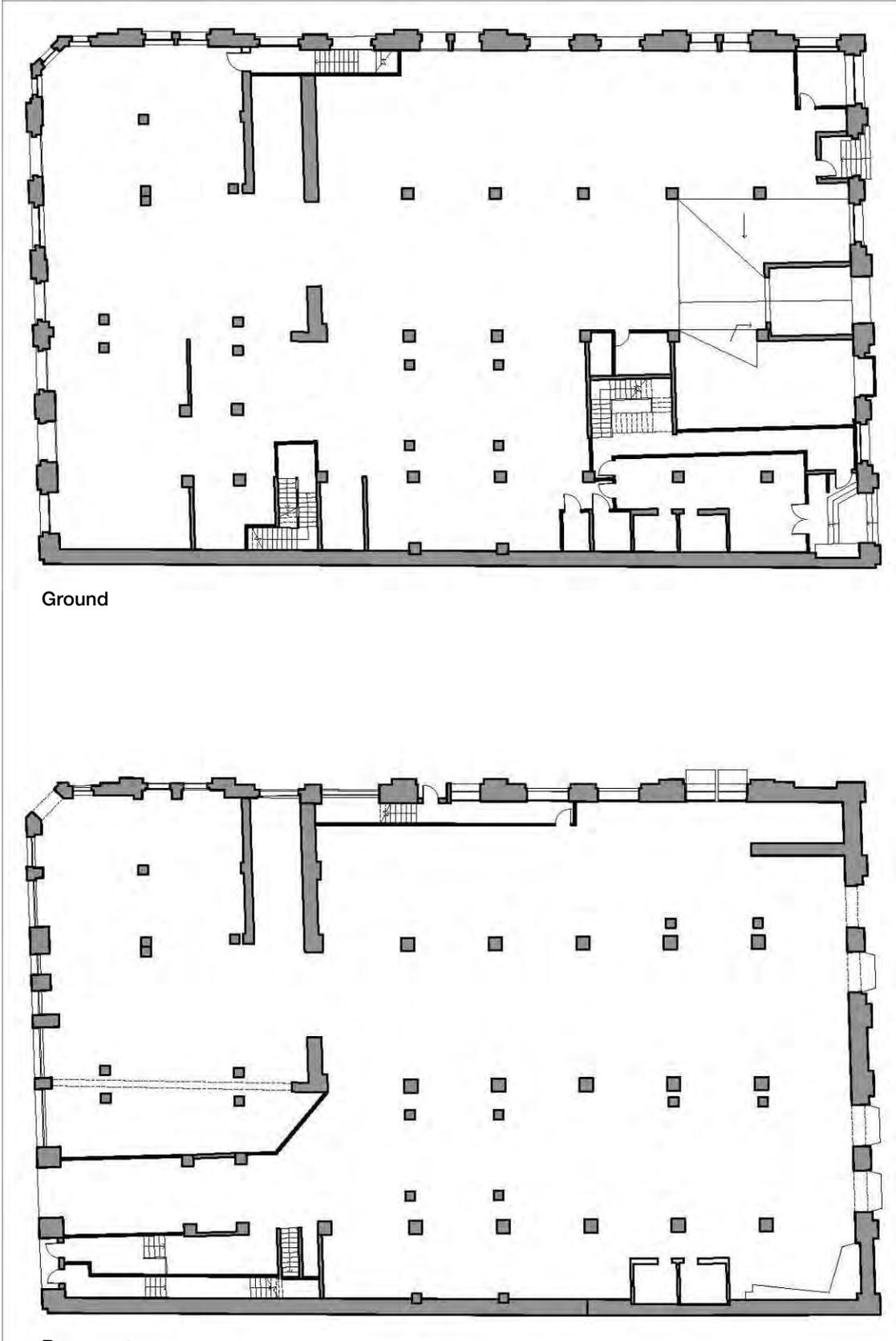
No major modifications to the building have occurred since 1979. However, individual apartments have had various owners and most apartments have been refitted. Recent changes include the amalgamation of several apartments into one larger space, the modernisation of bathroom and kitchen facilities, some with “period” fixtures and the introduction of moulded “period panelling” to walls. Many have had internal non-structural walls removed to provide open plan layouts. The balconies of several apartments have been enclosed to form sunrooms or have been demolished to increase the size of the living areas. New infill glazing and framing to the external walls of the building match the 1979 windows has also taken place. Only a few apartments of the 1979 configuration and with the specified finishes remain in the building today.

The interior of the building has retained a small amount of fabric that provides evidence of early decorative detailing and finishes. Evidence of the original structure was found during the preparation of the 2002 in an apartment undergoing alterations. In this case the structural wall between the original Broughton House and the John Keep & Sons Warehouse was uncovered. A moulded dado line was evident on this wall, with an early colour scheme of dark red above the dado and raw umber below the dado moulding. An early colour scheme could also be seen in the original fire stair, possibly dating from Robertson & Marks’ upgrade of the building in 1920. It is quite possible that other earlier decorative elements and finishes remain concealed behind the later wall linings.

The basement and ground floor levels have retained some details from the 1920 phase of development, notably decorative panels above lift doors and inscribed lines in wall and column surfaces at skirting and dado level. The outline of an original stair can be seen in the wall surface of the south-western stair. An early (1880s) strong room survives in the basement and is used as a storage space for one of the building occupants. There is also a broken cast metal wall vent in one wall that is understood to date to the 1880s.

There is also evidence of office partitioning installed from the 1920s to the 1970s. This can be seen in markings on the floors of some apartments, such as Unit 71.

The following plans locate original fabric and show the current layout of spaces.

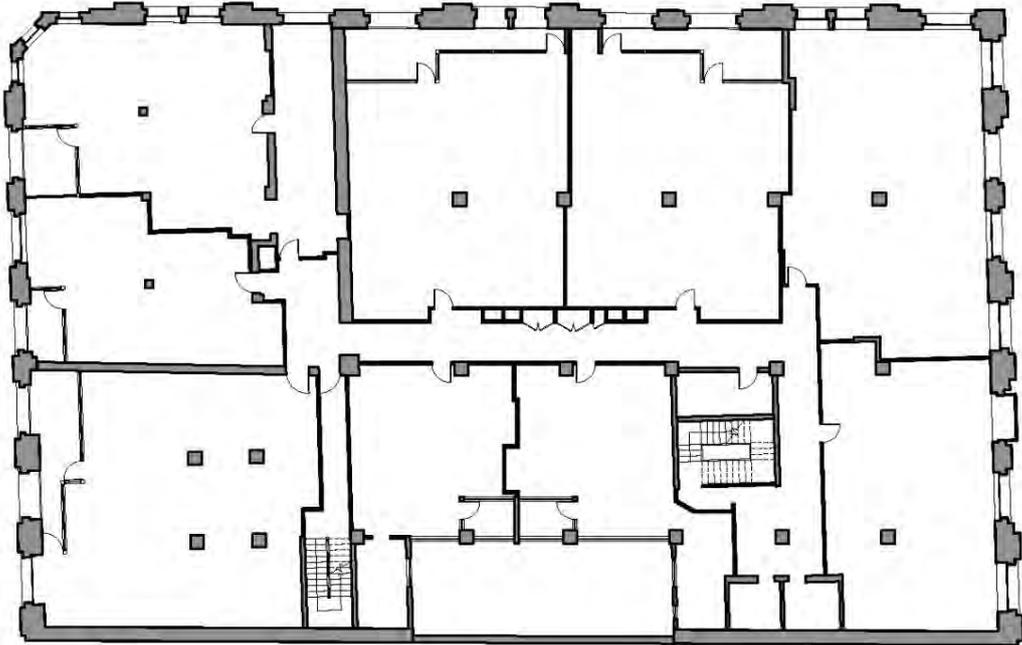


Ground

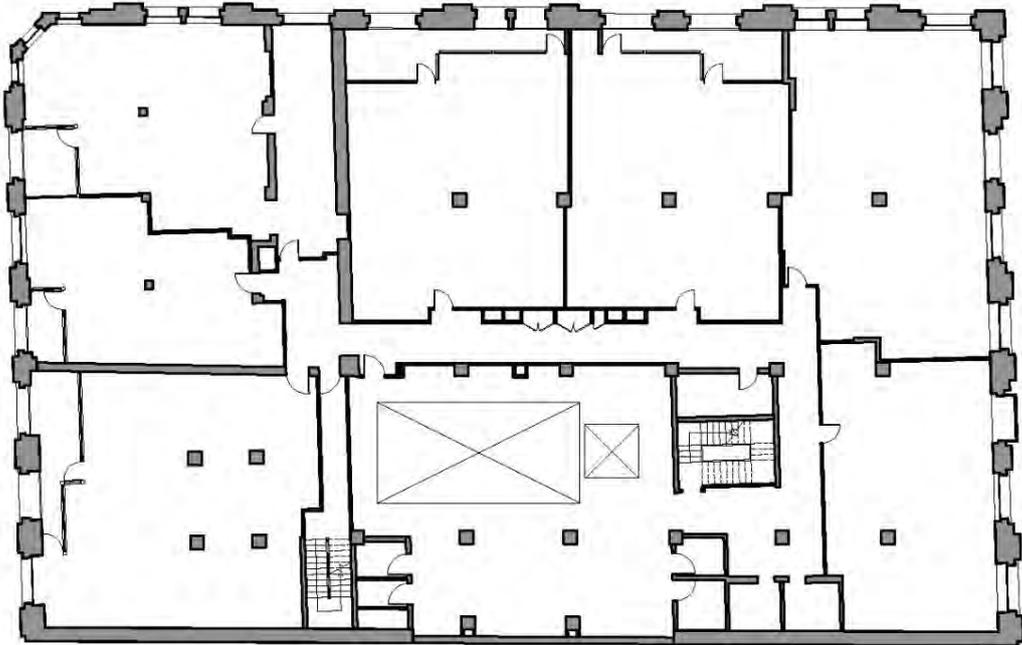
Basement

49 Basement and Ground floor plan, not to scale.
Source: TKD Architects.





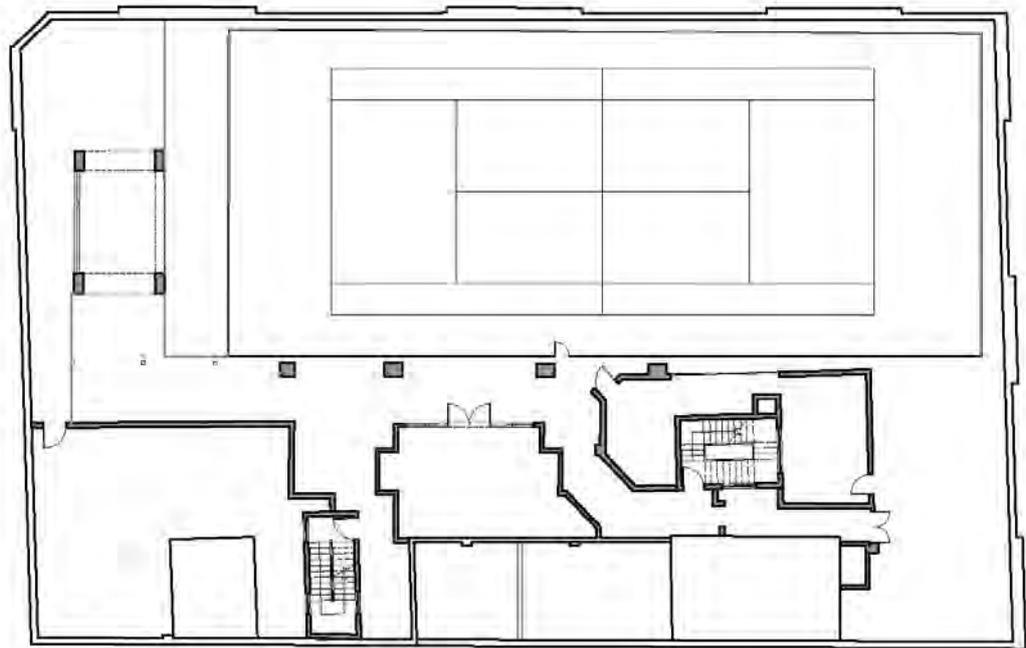
Typical Floor Plan (Level 2-7)



Level 1

50 Level 1 and Typical Level 2-7 floor plans, not to scale.
Source: TKD Architects.





Roof

51 Roof Plan, not to scale.
Source: TKD Architects.



The interiors of Broughton House are described in the following photographs.



52 Clarence Street porch (left); The Clarence Street lobby (centre) and lift doors surrounded by polished stone (right). These spaces feature decorative timber panelling and stone finishes throughout.



53 Decorative 1920 mouldings above the lift openings in the Basement (left); remains of an 1880s wall vent in the King Street wall of the Basement (centre); partial view of the Basement strong room, which is currently used as storage space (right).



54 General view of the Basement carpark (left); north-western corner of the Ground Floor carpark, in the original 1914 Broughton House. Note the timber flooring (right).



55 Evidence of the scribed skirting and dados is evident in the walls and columns in the Basement and Ground level car parks. The columns in the Basement have chamfered edges.



56 Evidence of former staircases in the Basement and Ground floors.



57 Evidence of a former archway in the basement, bricked in. It is located on the south-eastern corner of the 1920s addition to the warehouse. This opening appears to have been changed several times in the past looking at the differences in the brickwork. It does not appear on the original 1920s drawings, or the 1979 drawings.



58
Hallway (typical), leading to apartments on Level 7.



59
Original 1920s fire stair with decorative balustrade, scribed dado and skirting.



60
The lightwell at the southern boundary of Broughton House with original 1970s pavers and brick dividing wall. The two terraces are private and accessed from the adjacent apartments on the second floor.





61
First floor swimming pool area.



62
“Period” tiles in the sanitary facilities adjacent the swimming pool area.



63
One of the recently refurbished and amalgamated apartments on the second floor with “period” fittings.





64 Intact configuration one of the 1979 apartments with original sunroom and metal framed glazing and pavers, kitchen servery opening, bathroom and laundry finishes, and 1970s cornices.

3.5 Schedule of Fabric

The following table contains a summary of building fabric.

AREA	DESCRIPTION OF FABRIC	CURRENT STATUS
General	Decorative façade, 1883 – load bearing brickwork, composed as a series of piers and grouped windows with stucco mouldings in the form of window arches, sills and pilaster capitals in the Victorian Mannerist style. The upper two floors are in the Classical Style dating 1920.	Altered in 1979 – the addition of balconies, a new front door to Clarence Street, the removal of timber frames windows and doors and the addition of 'plast-steel' windows, the introduction of new driveway openings and emergency exit doors.
Windows	Original timber frame and glazing were removed for the apartment conversion.	1979 addition of black proprietary Plasteel frames and new glazing to all windows.
Front door	Front door to Clarence Street in the south corner, originally with a porch and second entry doors internally.	1979 the door was removed and is now an opening, creating an open porch as the building entrance.
Doors and Driveways	Clarence Street (c1900) - double timber door. King Street (c1900) - double timber door. Kent Street – uncertain, various uses of openings with changing tenancies.	Clarence Street – doorway converted to driveway, window converted to carpark doorway. King Street – doorway converted to window. Kent Street – doorways converted to driveway and stair exit doors (1979 works).
Balconies	No balconies existed before 1979.	The addition of new concrete sill, metal framed balustrades and 'plast-steel' framed windows.
Roof Terrace	The 1920 section shows lift overrun rooms for the goods lifts and the main passenger lifts.	1979 addition of tennis court and recreation area. In 1997 the recreation area was upgraded and a kitchenette and toilets added. Further upgrading 2017.
Lightwell	The lightwell is located on the south side of the building.	The 1979 conversion used the original light area to maximise light to the south facing apartments. The structure has recently been painted.
INTERIOR		
Interior Structure	The majority of the building is reinforced concrete frame and concrete floors. The remainder of the structure in the King and Kent Street corner is a steel structure and timber floors.	The floors have been topped and carpeted, while the columns have been rendered and painted.
Porch & Lobby	Originally, the design (1920 detail drawing) for the entrance porch was to be enclosed with double doors off the main façade. Internally the porch was panelled (cupboards) to the south side and double glazed doors with glazed side doors entering into the (lift) vestibule or lobby. The lobby appeared to have some glazed panelling to the north side.	1979 upgrade - the location is the same, however there are no longer doors off the main façade, with an open porch, smaller than the 1920 plan.
Lifts	Little information is known about the original lifts except their location (refer to the 1920 plan).	1979 upgrade – the original lift shafts have been reclad. Original goods lifts no longer exist.

AREA	DESCRIPTION OF FABRIC	CURRENT STATUS
East fire stair	Reinforced concrete stair, decorative cast iron and timber balustrade. There is evidence of an early colour scheme – red, umber and black.	Minor alterations with the upgrade of egress on the ground level.
West fire stair	Concrete stair.	Replaced with a modern stair in the 1979 upgrade – it is in the same location.
Corridors	Parts of the original structure can be seen in the corridors, but in general the height and the new cladding conceals evidence of the original volume and space of the warehouse.	1979 alteration – modern partition and finishes.
Apartments	No evidence of original internal (compartmentalised) spaces in the warehouse building.	1979 conversion – introduction of residential apartments. The design of the apartments used the internal structure. Recent amalgamation of two individual apartments into one. Minor internal alterations and upgrade of finishes of the 1979 design.
Carpark	Reinforced concrete floors and columns. Evidence of 1920s stairs; scribed dados and skirting to walls and columns. Decorative moulded panels from 1920 above lift doors in Basement. 1880s extant strong room with metal wall vent.	1979 introduction of car parking to the two lower levels. New concrete slab and paint scheme throughout. Exposed services and building control rooms.
Swimming Pool	–	1979 introduction of a swimming pool, 2 saunas and associated plant on First Floor.

4 COMPARATIVE ANALYSIS

4.1 Introduction

This section of the CMP analyses the historical and architectural context of Broughton House in order to establish its relative significance in terms of its historic, aesthetic and scientific values. Key comparative aspects include:

- the work of the architects involved in the various phases of the building's design and construction;
- nineteenth century warehouses in Central Sydney;
- the early use of reinforced concrete construction in Central Sydney; and
- adaptive reuse.

4.2 The Architects of Broughton House

4.2.1 Mansfield Brothers

The original section of Broughton House was designed in the important architectural office of the Mansfield Brothers, George and Ralph Mansfield. During his long and prolific career George Allen Mansfield (1834-1908) produced a vast body of work in New South Wales and in Queensland. He designed banks, schools, commercial offices, hotels, hospitals, public buildings, churches and numerous homes and homesteads.

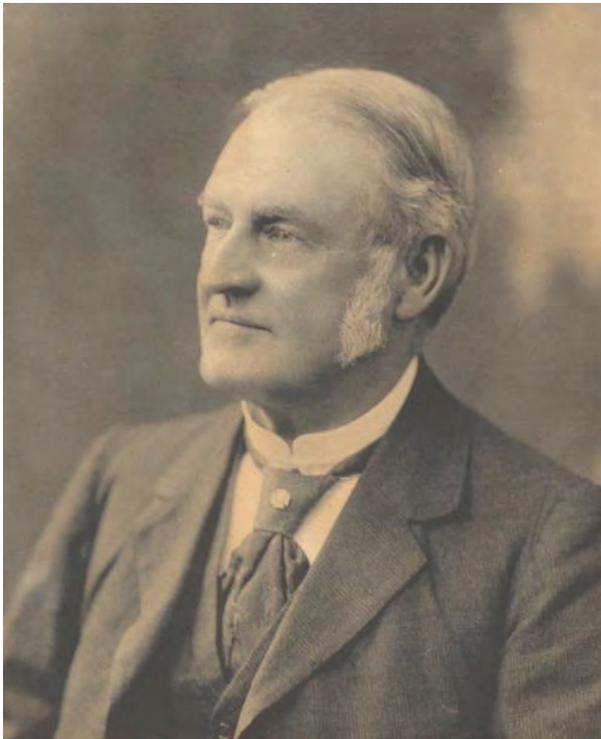
Mansfield grew up in Parramatta and in 1850 was articled to John Frederick Hilly, then Sydney's foremost architect. The two were in partnership between 1855 and 1858, after which Mansfield set up his own practice. He was subsequently in partnership with his brother Ralph (1845-1923) between 1874 and 1889 and his son Wilfred from 1888 onwards. Between 1867 and 1880 Mansfield was architect to the NSW Council of Education, at the same time maintaining his architectural practice. He was a founder and first president of the Institute of Architects of NSW in 1871 -1876 and in 1883 became the first Australian architect elected to the Royal Institute of British Architects. Alderman Glebe Council between 1866 and 1877. For the last 35 years of the nineteenth century Mansfield was the most prominent architect in NSW.⁷⁰

The following newspaper extract gives a clear indication of the scope and quantity of work undertaken by Mansfield Brothers at the time the original section of Broughton House was initiated.

Messrs McArthur and co are having extensive additions made to their warehouses, which in future will possess frontages to York, King and Clarence streets. The buildings will be of brick with cemented front, and will have a frontage of 39 feet to King-street, 88 feet to York-street, and 185 feet to Clarence-street, with a total depth from York to Clarence streets of 165 feet. The buildings will be four stories in height, and will cost, with hydraulic lifts, fixtures, &c, at least £20,000. The architects are Messrs Mansfield Brothers and among other buildings just erected or in course of erection under the superintendence of that firm may be mentioned the following: - Three shops in Bathurst Street for the Hon J Fraser, MLC, three stories in height, of brick and cement; a block of three-storey buildings, comprising two dwelling-houses and ten shops in Elizabeth, Market, and Castlereagh streets ... a store in Clarence Street for the Hon J Frazer [sic], containing three stories and basement, of brick with stone dressings; six three-storey brick and cement stores in Clarence-street, for Messrs Frazer and Hoare; for the Australian Gaslight Company, a block of offices in Kent-street, comprising basement and two stories above, brick with cement front ... for

⁷⁰ Clive Lucas, "Mansfield, George Allen" in Philip Goad and Julie Willis, *Encyclopedia of Australian Architecture*, p.426.

the Commercial Banking Company, branch premises in Oxford-street, with stone front, three stories ... for Messrs Gilchrist, Watt, and Co, two blocks of office premises in Bent and O'Connell streets, the Bent-street block having a stone front and the O'Connell-street block of brick and cement; each being three stories in height with a basement to the O'Connell-street block ... for his Honor Judge Josephson, a large villa residence at Woollahra, two stories, of brick and cement ... for the same gentleman, a block of office premises in Phillip-street, with cement front, having a basement and four stories above ... for Mr William A Long, a terrace of six houses in Macleay-street, three stories, of brick and cement, nearly completed; two dwelling-houses in Phillip-street, for the same gentleman, to be three stories, of brick and cement; for the Scottish Australian Investment Company, offices and dwelling in Phillip Street, with stone front, three stories in height, nearly complete ... five shops in George-street, for Mr E A Scarwell, and two shops adjoining the same fo similar design for Miss Scarvell ... and a terrace of seven three-storey houses of brick and cement, in Gipps, Elizabeth, and Albion Streets, for Mr J S Smith. In addition to Judge Josephson's buildings mentioned above, the same gentleman holds on a long lease Wentworth-court, recently erected ... and six large houses adjoining ...⁷¹



65

George Allen Mansfield, 1898.

Source: SLNSW ML 524.

Apart from the initial section of Broughton House, Mansfield's buildings in Central Sydney included (but were by no means limited to:

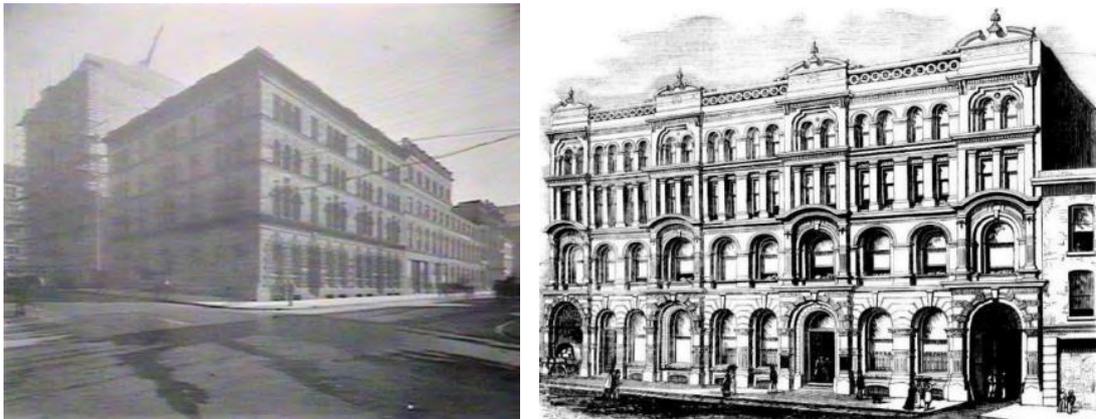
- the sandstone Free Classical style John Fraser warehouse, 63 York Street (1866; enlarged);
- the City Bank in Pitt Street (1873; façade relocated to Strathfield);
- Gray, Son & Co warehouse, York Street (1879). The façade of the building was constructed of sandstone and executed in a style recalling "Italian street architecture"⁷²;
- the AMP Building in Pitt Street (1880; demolished);

⁷¹ Old and New Sydney", *Sydney Morning Herald*, 17 June 1882, p.7.

⁷² "Messrs R Gray, Son & Co's New Warehouse, York Street, Sydney", *Australian Town and Country Journal*, 22 February 1879, p.24.

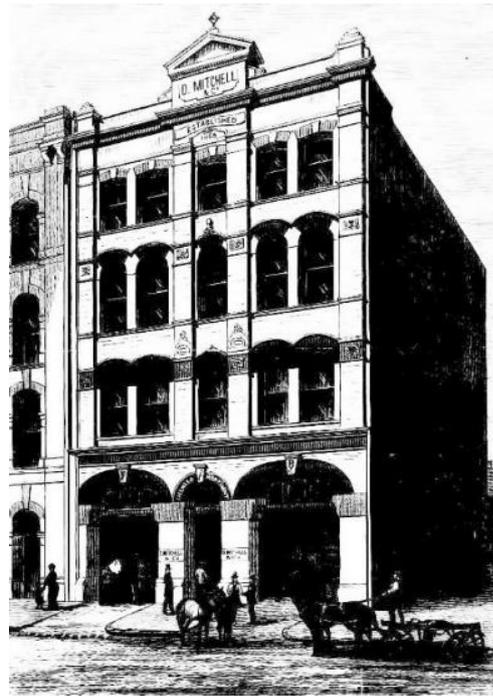
- Crawshaw & Co warehouse in Moore Street (1883; demolished);
- Commercial Union Assurance, Pitt and Hunter Streets (1883; demolished);
- D Mitchell & Co warehouse, Clarence Street (1883); “The exterior of the building is exceedingly pretty; it is formed of white bricks and stone facings, with carved cornices, the mouldings being of stucco. The brickwork is tuck-pointed ...”⁷³
- the Commercial Bank of Australia, Pitt and Rowe Streets (1886; modified and enlarged)
- the Hotel Australia in Castlereagh Street (1889; demolished); and
- The former City Bank, 164-166 Pitt Street (1893; known as Bank of NSW).

The facades of the buildings constructed during the 1870s and 1880s noted above were mostly variations of the Victorian Free Classical or Victorian Mannerist styles, with imaginative exploitation of classical detailing to achieve an individual and appropriate architectural expression for each of their clients.



- 66 The 1866 John Fraser warehouse on the north-western corner of York and Barrack Streets (left); the 1879 Gray, Son & Co warehouse, York Street (right).
Source: SLNSW Government Printing Office 1 - 08099; *Australian Town & Country Journal*, 22 February 1879.

⁷³ “Sydney Commercial Architecture”, *Illustrated Sydney News*, 4 August 1883, p.18.



67 The original 1883 section of Broughton House (left); the “exceedingly pretty” façade of the D Mitchell & Co warehouse in Clarence Street at the head of Barrack Street, also completed in 1883 (right).

Sources: SLNSW Government Printing Office 1 – 08156; *Illustrated Sydney News*, 4 August 1883, p.18.



68 Commercial Union Assurance, Hunter and Pitt Streets, 1883 (left); Crawshaw & Co's warehouse in Moore Street, 1883 (right).

Sources: *Australian Town and Country Journal*, 21 July 1883; *Illustrated Sydney News*, 4 August 1883.



69 Building for Gilchrist Watt in O’Connell Street, 1882 (left); premises of the Commercial Bank of Australia, Pitt and Rowe Streets, 1886 (right).
Sources: SLNSW Home and Away – 34896; *Sydney Mail*, 18 December 1886.



70 Two Mansfield banks: the City Bank, formerly in Pitt Street, 1873. Its façade is now at Santa Sabina College at Strathfield (left); former City Bank at 266 Pitt Street. The exterior of the building has since been modified and has been incorporated into later development.
Source: SLNSW SPF/11, Charles Bayliss photograph; *Sydney Mail*, 25 November 1893.

4.2.2 Kent, Budden & Greenwell

The architectural partnership of Kent Budden & Greenwell, which was responsible for the design of the original Broughton House on Lot 2, was established in February 1912. Its principals were Harry Chambers Kent (1852-1938), Henry Ebenezer Budden (1871-1944) and Carlyle Greenwell (1884-1961).

- Harry Chambers Kent was born in England, arriving with his parents in Sydney during 1853. He attended the University of Sydney then commenced articles with Colonial Architect James Barnett before graduating, and continued his apprenticeship under prominent architect James Horbury Hunt and then found employment with master builder John Young from 1885 to 1892. Kent set

up his own practice in 1882. In 1899 he entered into partnership with Henry Budden and in 1912 they were joined by Carlyle Greenwell, who had previously been articled to the firm.

- Henry Budden was born in Rockley, near Bathurst, and was articled to Harry Kent. After he won a travelling scholarship from the Sydney Architectural Association he studied architecture for five years in Europe and America. On his return to Sydney he entered into partnership with Kent.
- Carlyle Greenwell was born in Windsor and was educated at Newington College before studying architecture at Sydney Technical College and attending architecture lectures in the Engineering Faculty at University of Sydney. He later studied at the University of Pennsylvania. While a student he worked in the office of Kent & Budden and was later employed as an architectural draftsman. As an individual practitioner he noted for his fine domestic architecture.⁷⁴

Kent Budden & Greenwell was dissolved in 1919. Kent entered into partnership with architect Hugh Hamon Ingoldsby Massie, while Budden and Greenwell entered into partnership together. In the seven or so years of its operation, Kent, Budden & Greenwell produced a substantial body of competent work in the architectural mainstream for commercial clients. Apart from the 1913 section of Broughton House, projects included:

- a factory and shops for Griffiths Bros in Wentworth Avenue, 1912;
- a nine storey building for the Permanent Trustee in O'Connell Street, 1912-15;
- business premises for Lowe's, George Street 1912;
- reinstatement after fire of the Flower Manufacturing Co building in Regent Street, 1914;
- a six storey building for the Commercial Banking Company in Elizabeth Street, 1913.



71 Factory and shops for Griffiths Bros in Wentworth Avenue (left); the Permanent Trustee's building in O'Connell Street (right).

Sources: SLNSW Home and Away – 34879, Hall & Co photograph; *Construction*, 14 January 1916.

⁷⁴ "Carlyle Greenwell" at <https://prabook.com/web/carlyle.greenwell/2488888>, accessed 9 December 2020; "Personal", *Construction*, 12 February 1912, p.4.

4.2.3 Robertson & Marks

George Birrell Robertson (1859-1913) was born in Dundee, Scotland, educated in Edinburgh and arrived in Sydney in 1880 where he joined the office of the Mansfield brothers, first as a draftsman, and then as managing clerk. He worked with the Mansfield Brothers from 1880 until 1892, following which he went into partnership with Theodore Marks. He was actively involved with the Institute of Architects of NSW and served as its vice-president between 1907 and 1910. Robertson bequeathed his shares in the firm to his architect son Struan, who had joined the practice around 1910.⁷⁵

Theodore John Marks (1865-1941), was born at Jamberoo and educated at C. T. Norton's school at Double Bay and at Sydney Grammar School, before being articled to George Allen Mansfield. Completing his apprenticeship in 1890, he travelled overseas for two years before joining Robertson in practice. Marks' wide business interests brought numerous prestigious commissions to the firm but much of his architectural work was connected with horse racing and he designed many of the buildings and alterations at Randwick, Warwick Farm and Rosehill Racecourses along with those at several other racecourses.⁷⁶



72 George Birrell Robertson (left) and Theodore John Marks (right).

Source: *Cyclopedia of New South Wales*. J Hubert Newman and Falk & Co photographs.

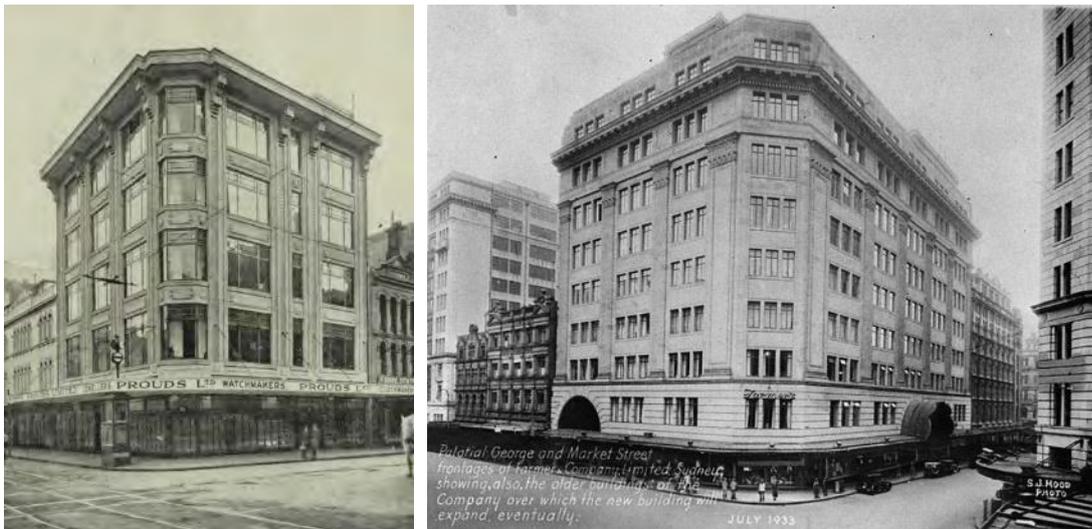
Robertson & Marks' reputation is reflected by the major commissions that the firm received during the first four decades of the twentieth century. These included the original Challis House (1908; now extensively altered), the Daily Telegraph's building in King Street (1916; now known as the Trust Building), the Perpetual Trustee Co. in Hunter Street (1917), Farmer & Co.'s department store, George and Market Streets (1929-

⁷⁵ Scott Robertson, "Robertson & Marks" in Goad and Willis, p.598.

⁷⁶ Martha Rutledge, 'Marks, Theodore John (1865–1941)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, <http://adb.anu.edu.au/biography/marks-theodore-john-7491/text13057>, published first in hardcopy 1986, accessed online 9 December 2020.

30); Prouds Ltd, King Street, which was built entirely of reinforced concrete (1920; demolished), the head office of the Bank of New South Wales, Martin Place (1924-32), the Prince Edward Theatre (1925; demolished); and the Mercantile Mutual building, Pitt Street (1929; demolished).

At the time of the Keep warehouse fire Robertson and Marks were reinstating another large fire damaged warehouse at 435-441 Kent Street for W.P. & J. M. Dunlop.⁷⁷ Other Robertson and Marks projects running concurrently with the Keep warehouse reinstatement were a factory at Abbotsford for the Nestle' and Anglo Swiss Condensed Milk Company, additions to the Australia Hotel and alterations to the Coogee Bay Hotel.⁷⁸



73 The reinforced concrete building designed for Prouds Ltd (left) and the more conventionally steel-framed department store for Farmer & Co (right) are characteristic of Robertson & Marks' work during the 1920s.

Sources: Building, 12 October 1920; SLNSW Home & Away-7480. Sam Hood photograph.

⁷⁷ Construction op.cit. 11.8.1919

⁷⁸ Construction op.cit.1919



74 The Nestlé and Anglo Swiss Condensed Milk Company factory at Abbotsford.
Source: SLNSW ON 447/Box 006. Milton Kent photograph, 1941-1943.

4.3 Nineteenth century warehouses in Central Sydney

The advent of large and imposing buildings for banks and insurance companies that dispensed with the provision of staff accommodation in Central Sydney during the 1860s was accompanied by the construction of equally imposing warehouses. An early example is the brick and stone enlargement in 1861-1862 of the warehouse constructed by A McArthur & Co in York Street, to the south of King Street, which had been erected during the first half of the 1850s.⁷⁹ The construction of the modifications to the existing building marked a dramatic contrast of scale with surrounding colonial-era buildings. It was a relatively early project designed by George Allen Mansfield, who subsequently enlarged the building in the first half of the 1880s.



75 The York Street façade of the A McArthur & Co warehouse.
Source: SLNSW Home and Away – 34896.

From the end of the 1870s purpose-built warehouses were constructed to the north of Sydney Town Hall and Druiitt Street to serve the major working port of Darling Harbour. According to the editors of the

⁷⁹ "City Improvements", Sydney Mail, 24 May 1862, p.3.

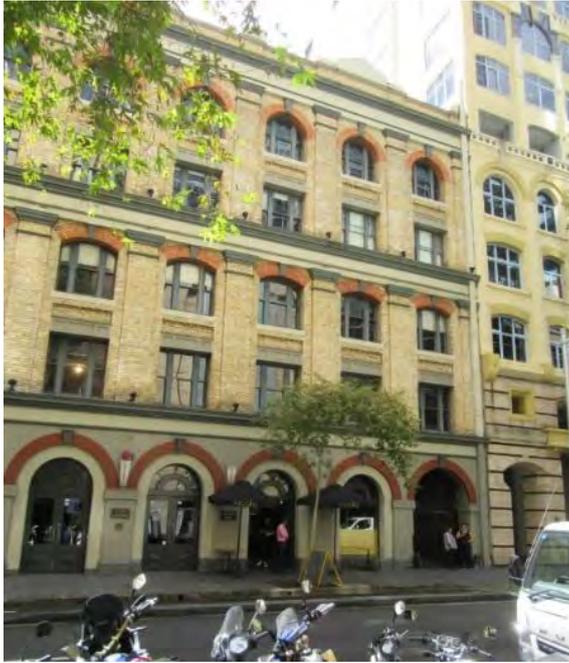
Australian Town and Country Journal, “During the last few years the aspect of the principal thoroughfares, and of York Street, particularly, has been wonderfully changed by reason of the commodious edifices erected by our importing and manufacturing firms to meet the rapid expansion of the colonial trade.”⁸⁰ The late 1870s and 1880s saw the construction of large brick warehouses, the facades of which could be lined with cement render and were invariably embellished with free interpretations of classical detailing executed in stone or moulded cement. The advent of locally manufactured Portland Cement facilitated the profusion of moulded work that was characteristic of 1880s buildings.

The original section of Broughton House shares these characteristics, but is notable because of its great size when compared to its contemporaries.



- 76 The domestically scaled warehouse at 26-32 Market Street (1879), which is considered to be one of the earliest buildings in the western city warehouse precinct that developed as an adjunct to Darling Harbour. Its brick facades have been painted (left); 287-289 Clarence Street was constructed around 1884. Its confidently detailed façade is lined and embellished with cement, which was commonly done during the 1880s (right).

⁸⁰ “Messrs R Gray, Son & Co’s New Warehouse, York Street, Sydney”, *Australian Town and Country Journal*, 22 February 1879, p.24.



77 The dichromatic brick façade of 346-348 Kent Street (1885), attributed to architect Benjamin Backhouse, is relieved by decorative cement mouldings. The tones of brickwork and disposition of decorative elements are similar to those in the facades of Broughton House (left); the 1892 warehouse designed by Sheerin & Hennessy on the northern corner of Clarence and Barrack Streets is an essay in moulded cement (right).

Source: reproduced in Morton Herman, *The Architecture of Victorian Sydney* - Sheerin & Hennessy warehouse.



78 Group of three late Victorian warehouses at 71-75 York Street. The circa 1880 71 York Street at right has a sandstone façade and parapet detailing that recalls the original parapet of Broughton House. 73 and 75 York Street, circa 1892, have rendered facades with cement mouldings.

Source: www.commercialrealestate.com.au

Improved economic conditions that followed the easing of the depression and drought of the early 1890s resulted in a demand for warehouses, wool stores and offices in Sydney, many of which were constructed in the western section of the city centre in the late 1890s and early 1900s. These were concentrated in the blocks bounded by Erskine Street (North), York Street (East), Druiitt Street (South) and Kent Street (West). By 1900 the Clarence Street block between Market and Druiitt Streets was almost entirely occupied by warehouses. A large number were designed by Robertson & Marks. Generally the warehouses of this period

were bold and utilitarian in character, constructed of brick relieved by sandstone elements. The buildings demonstrated a strong Romanesque-derived visual character, mainly by the use of arched forms and details such as squat columns with Romanesque or Art Nouveau capitals. Numerous examples were constructed during the first decade of the twentieth century.

The earliest of these highly regarded buildings is considered to be Robertson & Marks' brick and stone Edwards Dunlop warehouse at 414-418 Kent Street, constructed in 1897. However, the sandstone façade of the block of six warehouses designed for J S Reid at 152-156 Clarence Street, designed by Robertson & Marks in 1900 was embellished with classical detailing similar to that found on the warehouses of the 1880s and early 1890s.

By the end of the 1900s architects were reverting to Free Classical detailing. Construction of warehouses in the western section of Central Sydney had generally ended by World War I. Shorter House at 193-195 Clarence Street, designed by Robertson, Marks & McCredie and completed in 1938, is a rare example of an interwar building with some warehousing space.



79 Edwards Dunlop warehouse at 414-418 Kent Street, 1897 (left); warehouse designed for J S Reid at 152-156 Clarence Street, 1900 (right). Both buildings were designed by Robertson & Marks.



80 Federation Romanesque style warehouses by Robertson & Marks, 1906: 197-199 Clarence Street (left) and 1906 338 Kent Street (right).



81 Robertson & Marks' warehouse in Clarence Street, designed for Edwards Dunlop in 1906, was given classical detailing at its base and parapet. To its right is the comparatively restrained 1909 warehouse designed for Salkeld & Wallace by architect G L Grant and since demolished (left); classical detailing also appeared at the parapet and base of the 1911-12 warehouse for J F Utz at 352-358 Kent Street designed by Spain Cosh & Minnett (right).
Source: SLNSW (Edwards Dunlop warehouse).



82 Detail of a circa 1931 photograph showing Broughton House (arrowed) in its context of nineteenth and early twentieth century warehouses and commercial buildings. Its relative size is notable.

Source: SLNSW ON 447 Box 236, Milton Kent photograph.

4.4 Early reinforced concrete construction in Central Sydney

Following the fire in 1919 Broughton House was extensively rebuilt in reinforced concrete and additional floors were added to it. The use of reinforced concrete was a recent innovation, permissible in the City of Sydney after building codes were revised in 1917. What are understood to be the first buildings to take advantage of these revisions were the buildings erected for the Union Steamship Company in George Street, London Bank in Pitt Street and Angus and Coote in George Street. The building for the Union Steamship Company was designed in 1916 by architects Manson & Pickering and was originally intended to be steel framed. However, due to the shortage of steel resulting from World War I, most of its structure was constructed out of reinforced concrete; the London Bank, designed by Robertson & Marks, was also intended to be steel framed but instead ended up with a reinforced concrete frame. Angus and Coote's building, designed by architects Mould & Mack Walker was claimed to be the first reinforced concrete building in Sydney.⁸¹ The London Bank Building and Angus and Coote's premises were completed in 1920, while the Union Steamship Building was completed in 1919. All three have since been demolished.

Despite the success of reinforced concrete structural systems after World War I, during the interwar period the most common structural system was steel framing and reinforced concrete floors. This was, no doubt, due in part to the local manufacture of steel, which was augmented by the establishment of BHP's steelworks in Newcastle during 1915 and a blast furnace at Port Kembla initiated by Hoskins Iron & Steel Co and in operation by 1927. One notable exception was architect Bruce Dellit's Kyle House in Macquarie Place (1931), the structure of which was reinforced concrete.

⁸¹ "New Building Era. Reinforced Concrete", *Evening News*, 11 July 1919, p.8.



83 Early reinforced concrete buildings in Sydney: Angus and Coote’s building in George Street (left); the Union Steamship Company’s building at the intersection of George and Grosvenor Streets (right). Both have been demolished.

Source: SLNSW Home and Away – 34988 and PXE 711/241

4.5 Buildings with upper storey additions

It was a relatively common practice during the interwar period to construct additional levels above older buildings. As there was a height restriction of 45.72 metres imposed on development in Central Sydney, the number of additional levels was of necessity restricted in number. The fenestration of additional levels was generally similar to the earlier section of the building although sometimes simpler in detail and carefully related to the bays of windows below.

The following images place Broughton House in the context of other buildings onto which additional levels were added during the 1920s. When compared to these examples, the additional levels on Broughton House are relatively unobtrusive and similar in appearance to the facades of the two levels below.



84 Broughton House following completion of the 1920 works, which included two additional storeys (left); two additional levels were added to 44 King Street around 1925. the fenestration echoes that of the lower levels of the building.

Source: SLNSW Home & Away - 34932, Hall & Co photograph; City of Sydney Archives Unique ID A-00023718.



85 Mansfield's John Fraser warehouse - two storeys were added in 1936 to the design of architect Rupert Minnett (left); four additional storeys were added to the Colonial Mutual Building on the corner of Martin Place and Pitt Street to the design of Hennessy, Hennessy & Co, 1929 (right). Sources: City of Sydney Archives Unique ID A-00023831; SLNSW Home and Away – 34936, Hall & Co photograph.

4.6 Adaptive reuse

Adaptive reuse was by no means a new concept when Broughton Hall was converted to an apartment building. For instance, the Hyde Park Barracks accommodated male convicts from 1819 to 1848, served as a female immigration depot between 1848 and 1886, was used for judicial purposes from 1887 to the late 1970s, then from 1984 to the present has been a museum. Darlinghurst gaol, a prison from 1841, became the home of the East Sydney Technical College and National Art School in the first half of the 1920s. However, the adaptive reuse of warehouses and other buildings only began during the 1970s. Significantly, the Heritage Act was passed by the NSW Parliament in December 1977.

The Sydney Cove Redevelopment Authority initiated adaptation of existing buildings to new uses during the 1970s.

Sandstone warehouse in The Rocks on land once owned by Mary Reibey, incorporating parts of very early commercial buildings in Sydney and built in stages, the east wing being completed in 1826, the west between 1840 and 1845. In the 1970s it was repurposed as a retail centre.

The conversion of Broughton House to apartments was one of several adaptive reuse projects in Sydney that were conceived during the second half of the 1970s by the private sector. These projects included:

- The conversion of the building at 31 Bligh Street designed by prominent architect William Wardell in the 1880s for the New South Wales Club, a gentleman's business club. Parts of the building were demolished in the 1970s and a new office block constructed at its rear. The preservation and restoration of the front portion of the building was negotiated by the National Trust with the property owners and developers. It was one of the first city buildings after the 1977 Heritage Act was enacted to be saved from demolition by the use of heritage incentives. The building was converted for use as offices;⁸²
- The Vintage at 281-287 Sussex Street, which was constructed around 1894 for millers Aitken & Scott. It was occupied by millers Mungo Scott Flour Mills between 1915 and 1922 then by Seppelts Wines from 1923 until 1972.⁸³ A building application was lodged for the conversion of the building into apartments during November 1979,⁸⁴ about two months after the application for Broughton House. The planning of the conversion, designed in the office of architects Wills Denoon, was similar in concept to that of Broughton House. The building was heritage-listed in 1981;
- The conversion of the industrial building at 498-510 Bourke Street, Surry Hills, to residential apartments. The modifications to the building were also designed by Wills Denoon and undertaken during the early 1980s. The building originally housed Wilson's Steam Laundry. It was designed by architect Herbert Thompson and built during 1903-1904.

⁸² "New South Wales Club building", https://dictionaryofsydney.org/building/new_south_wales_club_building#ref-uuid=d05a0003-d419-48b8-b5c6-5853045a9f1c, accessed 2 December 2020.

⁸³ <https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2424140>

⁸⁴ City of Sydney Archives Building Application 1756/79.



86 The Vintage, 281-287 Sussex Street (left); 498-510 Bourke Street, Surry Hills (right).

The development associated with Plunkett Street Public School in Forbes Street, Woolloomooloo, which took place in the late 1970s and early 1980s, involved the adaptive reuse of a terrace of houses, semi-detached cottages and industrial buildings. The school was designed by architect Barry Sneyd, an architect with the Government Architect's Branch of the Public Works Department. The school was also intended to accommodate community facilities that included a health care office, after-school play and activity centre, craft and workshop centre, migrant teaching centre and a multi-purpose hall for school and community use⁸⁵ One of the industrial buildings contained pre-school and community healthcare offices and classrooms, while the other incorporated the hall, library, school canteen and an after school play centre.⁸⁶



87 One of the industrial buildings and residential buildings adapted for educational purposes at Plunkett Street Public School. The photographs were taken in 1981.
Source: SLNSW GPO 3 – 17783 and GPO 3 – 17776.

Another warehouse that was adaptively reused during the 1970s is the building occupied by the Belvoir Street Theatre in Surry Hills. The building, part of a larger site, had been used as the Cerebos Salt Mill and Fountain Brand Tomato Sauce factory. The site was purchased by a developer in 1972. As part of the subsequent development proposal for a medium density housing project the warehouse was donated to the Nimrod Theatre and new theatre was officially opened in 1973. It became the Belvoir Street Theatre when purchased by a large number of theatre-goers in 1984. The original adaptive works were designed by noted architect Vivian Fraser. Because of Fraser's successful design, he was appointed by the Government Architects Office as the designing architect for the celebrated conversion of Wharf 4/5 in Walsh

⁸⁵ GAB Newsletter No 6, February 1981, no pagination.

⁸⁶ GAB Newsletter No 13, April 1982, no pagination.

Bay to the Wharf Theatre. The theatre opened in January 1985 to great acclaim and was awarded the 1985 Sir John Sulman Medal by the Royal Australian Institute of Architects (NSW Chapter).



88
Belvoir Street Theatre, Surry Hills.
The photograph was taken in
1990.
Source: City of Sydney Archives
Unique ID A-00010404.

4.7 Conclusions

Broughton House is a typical example of the work of the Mansfield Brothers, and demonstrates their ability to provide an imposing presence for a client within the streetscape. It was an unusually large building when the initial phase of construction was completed in 1883 both in footprint and in height. The second phase of construction, completed in 1914, is an unusual example of the work of Kent, Budden and Greenwell because its exterior was designed to combine seamlessly with the earlier section of the building. With the completion of this phase it became the largest warehouse in the locality.

Broughton House is not a significant example of the work of Robertson & Marks, although the reinforced concrete structure that was designed as part of their works is amongst the earliest to remain in Central Sydney. The upper levels that were added to the building are typical of vertical additions made to buildings during the interwar period.

The exterior of Broughton House is typical of many warehouses constructed in the precinct bounded by York, Kent, Druiit and Barrack Streets that were completed during the 1880s and 1890s. The adaptive conversion of the building to a residential apartment block was one of the earliest examples of adaptive reuse in the City of Sydney.

5 ASSESSMENT OF HERITAGE SIGNIFICANCE

5.1 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.

5.2 Previous assessments

5.2.1 State Heritage Inventory

The following statement of heritage significance has been extracted from the inventory for Former “Broughton House” Warehouse including interior (State Heritage Inventory database number: 2423980).

Broughton House has aesthetic significance as a fine example of both a late Victorian warehouse exterior in face brick and stucco, and a sympathetic 1920s extension in the same idiom, which serves as a model for similar proposals in the future. The building occupies and embellishes a prominent site at the end of a block. It has historic significance as an early example of the use of reinforced concrete for city buildings.

The following statement of heritage significance has been extracted from the inventory for “Corner Site”: Clarence Street at King Street (State Heritage Inventory database number: 2424725).

The intersection of Clarence and King Street is listed on the Heritage Streetscape Map in the Central Sydney Heritage Local Environmental Plan (LEP 200). The intersection is of environmental and aesthetic significance as an example of preserved early twentieth century street inter-section, the buildings of which contribute to contemporary, important vistas in all directions. Exceptional Significance: An exceptional corner intersection of two important streets with significant historic buildings on three corners, which date to the late nineteenth and early twentieth century.

5.3 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).*

Broughton House provides evidence of the consolidation of the western section of Central Sydney as a major warehousing precinct

The conversion of Broughton House to residential apartments has some historic significance. It is amongst the earliest examples of the adaptive reuse of commercial and warehouse buildings in the City of Sydney following the passage of the Heritage Act of 1977.

Because rebuilding took place following the 1919 fire, Broughton House is a surviving early example of reinforced concrete construction associated with multi-storey commercial buildings in the City Sydney. The

earliest such buildings, such as the building erected for Angus & Coote in George Street, the London Bank on the corner of Pitt and Moore Street (Martin Place) and the Union Steamship Building on George Street, were completed in 1920 but have since been demolished.

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).

The site is associated with prominent Sydney wholesale ironmonger and importer John Keep. The site of Broughton House was progressively acquired between 1877 and 1913 and developed in two stages – 1882-1883 and 1913-1914.

The building is associated with three prominent firms of architects practicing during the second half of the nineteenth and first quarter of the twentieth century:

- The Mansfield Brothers, George Allen Mansfield and Ralph Mansfield, who were in partnership between 1874 and 1889. George Allen Mansfield has been described as the most prominent architect practicing in NSW during the last 35 years of the nineteenth century. The 1880s section of the building is considered to be typical of the Mansfield Brothers' commercial work;
- The partnership of Harry Kent, Henry Budden and Carlyle Greenwell, which undertook major commissions during the second decade of the twentieth century and produced buildings, the significance of which has been recognised in heritage listings. Broughton House is an unusual work in their repertoire because it reproduced the façade detailing of the Mansfield Brothers' 1883 building;
- The prominent and influential firm of Robertson & Marks, which designed some of the most significant buildings in Sydney during the first four decades of the twentieth century. The works associated with Broughton House are not amongst the firm's major projects of this period.

There is insufficient available information to assess the significance of architect John Poiner, although the works he documented at Broughton House made a substantial impact on the building and have some historical significance.

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 facades of Broughton House are fine examples of the Victorian Mannerist style, which make a highly significant contribution to the streetscapes of Clarence, King and Kent Streets.

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.

Although further research would be required to establish if Broughton House fulfils this criterion, it appears unlikely that it has strong associations with a particular community or cultural group.

Criterion E An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).

The building fabric of Broughton House is unlikely to yield information because of the major rebuilding that took place after the 1919 fire.

The site of Broughton House, identified as 177-181 Clarence Street in the Central Sydney Archaeological Zoning Plan, has been assessed as an Area of Archaeological Potential / Partially Disturbed and may contain subsurface archaeological remains.

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).*

Broughton House is not considered to fulfill this criterion. There are a number of warehouses from the 1880s and 1890s that have survived in the western section of Central Sydney and which have been adapted to new uses. The facades of several buildings have been incorporated into larger developments.

Criterion G *Representativeness*

The building's exterior is representative of warehouse design during the last twenty years of the nineteenth century. The facades of the building are representative of the Mansfield Brothers' commercial architecture.

5.4 Statement of cultural significance

Broughton House is historically significant as evidence of the consolidation of warehousing in the western section of Central Sydney and as a very early example of a city building with a reinforced concrete structure. It also has historical significance as an early example of the adaptive reuse of a late nineteenth/early twentieth century warehouse in the last quarter of the twentieth century.

It has important associations with the important architectural partnership, the Mansfield Brothers, and the original sections of façades furnish a good representative example of their architecture. It is also associated with the historically significant ironmonger and merchant John Keep. It also has associations with the prominent architectural practices Kent, Budden & Greenwell and Robertson & Marks.

The building's exterior is a fine and representative example of the Victorian Mannerist style and the external treatment of warehouses during the late nineteenth century. It makes an important contribution to the streetscapes of King, Clarence and Kent Streets.

5.5 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 Broughton House.

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

The following list is a schedule of the levels of significance of the individual building component spaces and fabric of Broughton House.

5.5.1 Exceptional significance

- Load bearing brick façades and associated decorative mouldings to Clarence, King and Kent Streets, including sections built in 1882-1883, 1913-1914 and 1920;
- The early structure and timber flooring in the 1914 section of the building (north-west corner at King and Kent Streets);
- The original fenestration pattern across all three facades.

5.5.2 High significance

- The reinforced concrete structure and floors installed in 1920;
- The light well on the southern side of the building;
- The location of the Clarence Street entrance porch and lobby;
- The semi-circular fanlight above the main entry doors
- The lift location and shaft;
- The 1920 reinforced concrete (east) fire stair; balustrade and dado moulding;
- The canopy above the main Clarence Street entrance;
- Decorative moulding on the wall above the lift doors in the basement carpark.
- Inscribed skirtings and other moulds on walls and columns in the basement carpark;

- Evidence of early colour schemes where they exist, including behind later wall linings;
- Remnant goods lift walls, basement south-west corner;
- The location of the western fire stair, including evidence of removed original stair.

5.5.3 Moderate significance

- Common areas on each level;
- Intact apartments, including balconies;
- The roof terrace tennis court;
- The swimming pool and saunas on level 3;
- The carpark to the two lower ground floors;
- 1979 structural columns and concrete floor slabs;
- Lift motor room.

5.5.4 Little significance

- The ground floor lobby and porch fitout;
- Modified apartments on each residential floor;
- Balconies and balustrades in modified apartments;
- Services enclosures in common areas;
- Plant and recreational spaces and structures on the roof;
- Metal framed windows and sliding doors;
- Carpark openings in external walls;
- Modified and blocking off of openings at street level.

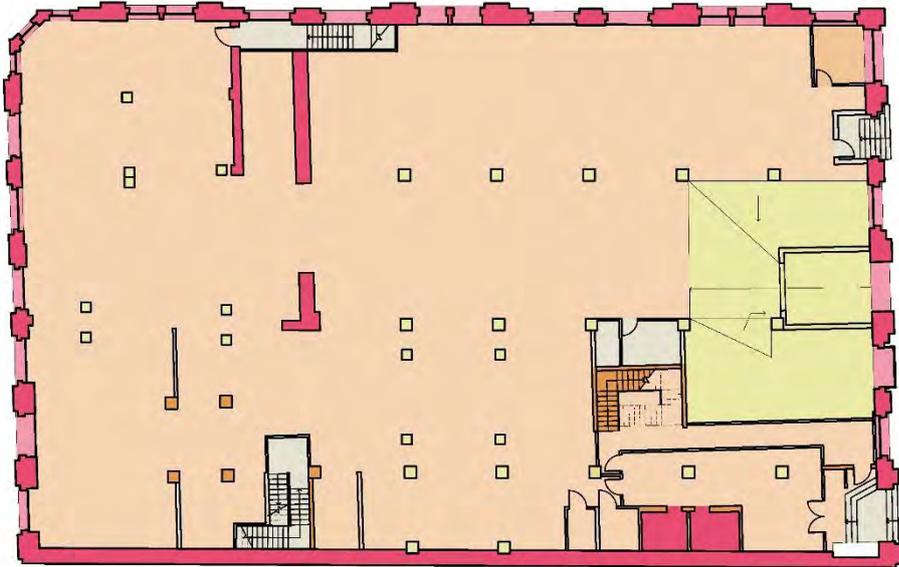
5.5.5 Intrusive

- Painted cement render linings and modified openings at the base of the three facades.

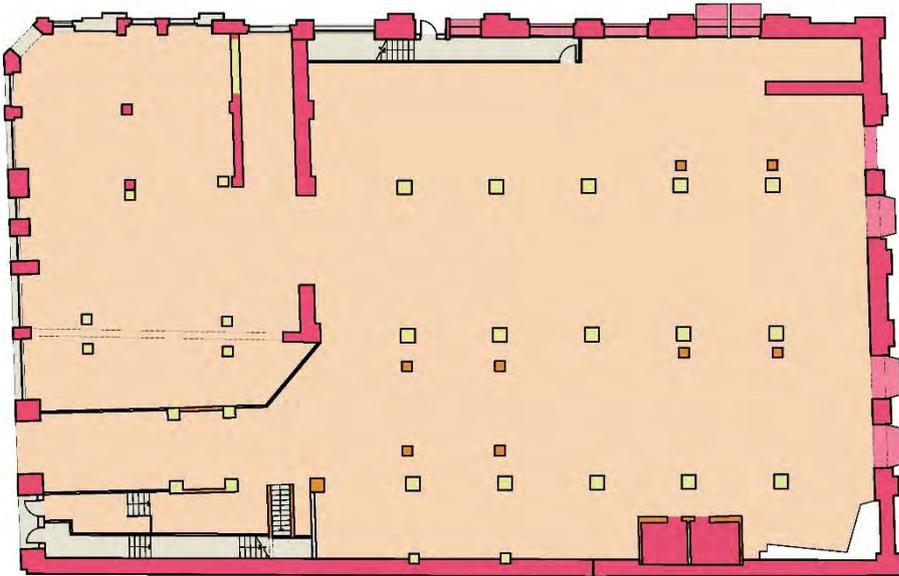
The diagrams on the following pages describe graphically the heritage significance of the elements and spaces at Broughton House.

LEGEND

- EXCEPTIONAL
- HIGH
- MODERATE
- LITTLE
- INTRUSIVE



Ground



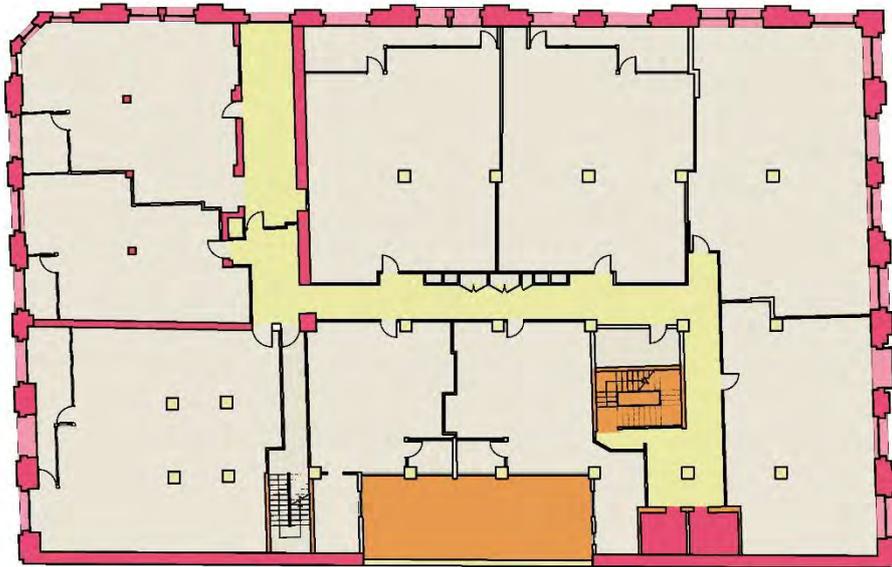
Basement

89 Significance of elements of Basement and Ground levels, not to scale. Source: TKD Architects.



LEGEND

- EXCEPTIONAL
- HIGH
- MODERATE
- LITTLE
- INTRUSIVE



Typical Floor Plan (Level 2-7)



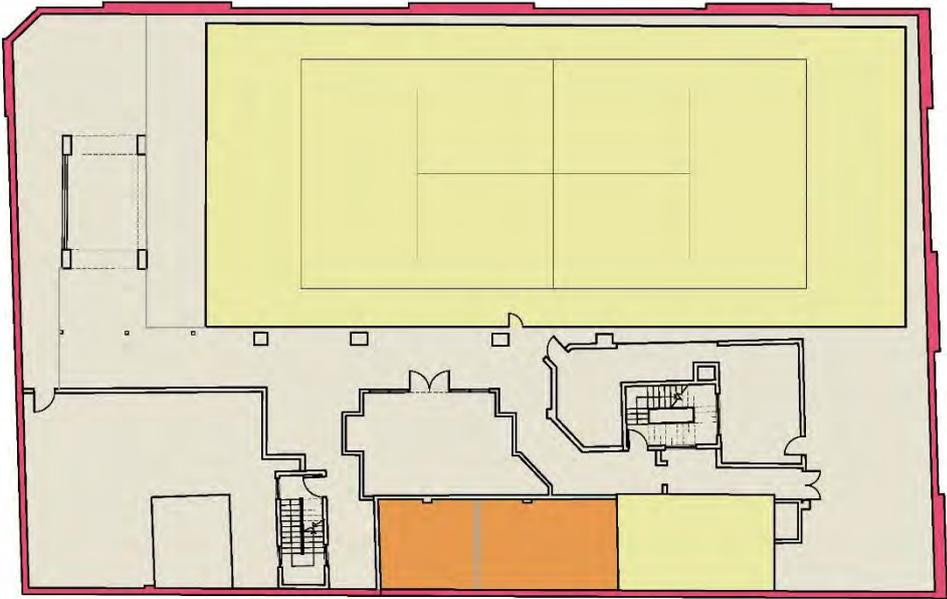
Level 1

90 Significance of elements of First floor and typical floor (2-7) levels, not to scale.
Source: TKD Architects.



LEGEND

EXCEPTIONAL
HIGH
MODERATE
LITTLE
INTRUSIVE



Roof

91 Significance of elements of the Roof level, not to scale.
Source: TKD Architects.



5.6 Heritage curtilage

5.6.1 Introduction

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 Heritage Division guidelines describe the following types of heritage curtilages that could be applicable to Broughton House:

- 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;
- 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.

5.6.2 Heritage curtilage for Broughton House

Lot Boundary Heritage Curtilage

The site of Broughton House is bounded by Clarence Street, King Street and Kent Street. George Street, bound by Ash Street and Angel Place. The Lot boundary is defined by Strata Plan 16651.



92 Broughton House Lot Boundary Heritage Curtilage.
Source: SIXMAPS with TKD Architects overlay.

Expanded Heritage Curtilage

The expanded heritage curtilage of Broughton House is defined by the Lot Boundary, combined with the wider setting within Clarence Street, King Street and Kent Street. All significant elements and view corridors are included within this curtilage.



93 Broughton House Expanded Heritage Curtilage.
Source: SIXMAPS with TKD Architects overlay.

6 INFORMATION FOR CONSERVATION POLICY

6.1 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.

6.2 Heritage significance

Broughton House has local heritage significance. The building should be conserved for the future by appropriate conservation and management to retain its significance within its immediate context. The building's relationship with neighbouring buildings in Clarence, King and Kent Streets should not be altered.

The building must be maintained in a condition that is consistent with its significance. A regular maintenance program for the building (see policies in Section 7.6.2) is required. No physical intervention to the facades is permitted except for conservation purposes, the external three facades are of high heritage significance and should be retained and conserved. The building should continue to be used as residential apartments.

6.3 Physical condition

The interior of the building is generally in good condition. However,

The following summary is based on information contained in Apex Diagnostics' Facade Inspection Report dated 15 May 2019:

- There are isolated cracks and missing blocks within the masonry façade on all elevations which will require remediation;
- There are several areas of brickwork that will require repointing, particularly the entire horizontal band alongside the arched window heads on the third floor of the building. Other areas requiring repointing are limited to isolated piers and wall panels;
- Tuckpointing is failing in many locations;
- Very minor cracking is occurring on a small number decorative mouldings;
- There is extensive deterioration to the rendered and concrete elements generally, which appears to have worsened significantly since they were inspected in 2016. Stormwater overflow at roof level is causing damage to parapets, particularly the rendered concrete cornice along the Kent Street façade. This damage may also be occurring in parapets associated with other facades. In particular, there is extensive deterioration in the form of:
 - Cracking, delamination and spalling of rendered elements, in particular horizontal surfaces associated with string courses and the like;
 - Cracking and spalling of underlying concrete components;
 - Widespread organic growth, driving cracking;

- Water penetration through cracked elements.
- Several window frames are cracked at mitre joints;
 - The central cover plate between sashes is detaching in some locations;
 - There are miscellaneous window defects, including detached glazing gaskets.
- The supports for the canopy over the Clarence Street entry are corroding in places and gutter guards to the awning are torn in some places;
- There is minor corrosion to the baseplates of balustrade posts in several locations.

6.4 Owner's requirements

The owners of Broughton House require management documents so that significant fabric is maintained and conserved in an appropriate manner. The owners are intending to apply to the City of Sydney for transferrable heritage floor space, to assist funding conservation works to the building.

6.5 Development opportunities and constraints

The exterior of Broughton House remains substantially intact, retaining its essential character and much original fabric. It is important to ensure that any adaptation works retain and conserve significant elements and fabric. There is little opportunity for major alterations and additions – either internally or externally.

The following general principles and heritage design parameters should apply to any future development at the building:

- Retain, conserve and enhance the significant envelope and facade;
- Internal alterations and additions are permissible where the original character and layout of the building can easily be interpreted, in accordance with policies of this CMP.

6.6 Statutory heritage context

6.6.1 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. Broughton House is not listed in the SHR.

Management of Archaeology

It is very unlikely that archaeological remains have survived on the site and may be uncovered in the future. The Heritage Act includes provisions to protect historical archaeological sites. The Act defines a ‘relic’ as any deposit, artefact, object or material evidence that relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and is of State or local heritage significance. Refer also to Section 6.6.2 following.

Sydney Development Control Plan 2012

Broughton House is identified as a part of the York Street Special Character Area including Clarence Street and Kent Street. The following Locality Statement and Principles are outlined in Section 2.1.1 of the DCP.

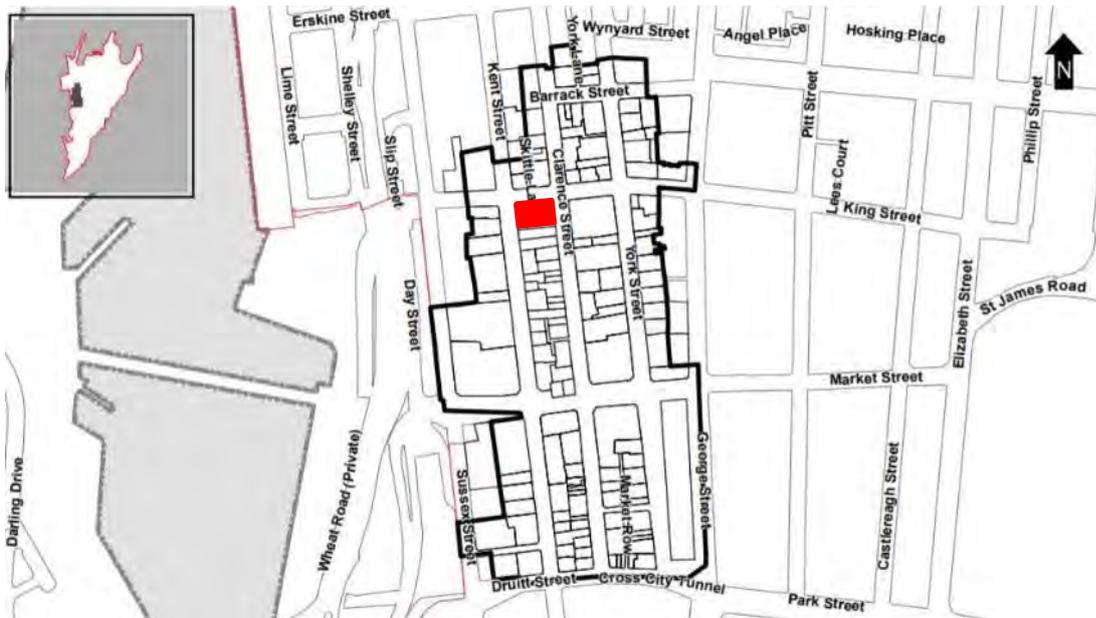
York Street and the streets and lanes surrounding it contain evidence of one of the early warehousing areas in Sydney that serviced Darling Harbour as a working port. The area is typified by its 19th and 20th century, 5–8 storey masonry buildings of a consistent scale, form and character. The architectural emphasis of the buildings located at street intersections are a distinctive characteristic of this area.

The network of lanes, internal courtyards, uniform block pattern with narrow frontages and west-east transport links all present the various layers of the area's past and present commercial and retail character.

The Queen Victoria Building is evidence of early markets in the area. Its grand scale and rare composition with dominant domes appear in many views and terminate vistas within the area, such as that from Mullins Street. There are views through the area between the Harbour and the City, as well as many significant vistas such as that along York Street, which is terminated by the Town Hall to the south.

The following principles have been extracted from Section 2.1.1 of the DCP:

- (a) Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles.
- (b) Maintain and enhance the historic fine grain subdivision pattern, and prominent, significant corner buildings.
- (c) Conserve and enhance existing significant views between the area and Darling Harbour, higher level views north to the Harbour Bridge and the significant vistas terminated by the QVB and the Sydney Town Hall, such as those along Mullins Street and York Street.
- (d) Conserve the existing cartways, laneways and courtyards and their heritage significance.



95 Boundaries of the York Street Special Character Area including Clarence Street and Kent Street. Broughton House is outlined in red.
Source: City of Sydney DCP 2012.

Broughton House also falls within the boundary of Central Sydney Specific Area, as outlined in Section 5.1 of the DCP. Section 5.1 provides policies regarding development within the Central Sydney Specific Area, including policies related to street frontage heights and setbacks in Special Character Areas (Section 5.1.3).

Heritage Floor Space

As Broughton House is located within the Central Sydney Specific Area, it is subject to Section 6.10 of the LEP – Heritage Floor Space. The objective of Section 6.10 is to provide an incentive for the conservation and ongoing maintenance of heritage buildings within Central Sydney. Heritage Floor Space may be created in relation to a property under the following clauses of Section 6.10 (2):

- a) the person is the owner or the nominee of the owner of a building that is a heritage item shown marked “**” in Schedule 5 (a heritage building), and
- b) the heritage building is on land in Zone B8 Metropolitan Centre, and
- c) conservation works have been carried out on the heritage building and have been completed in accordance with a heritage conservation management plan approved for the building by the consent authority, and
- d) a covenant is registered that prevents development that increases the total gross floor area of all buildings on the site on which the heritage building is located or that increases the height of the heritage building, and
- e) an amount of heritage floor space has not been recorded in the previous 25 years (under this clause or under a similar scheme in force before the commencement of this Plan) in respect of the heritage building, and
- f) no other building has utilised floor space that was available to it only because, at the time the floor space was utilised, the building was on a site that included the heritage building or that included part of the site occupied by the heritage building.

In accordance with Section 6.10 (3) heritage floor space may be traded or on-sold to other persons (or companies) for use at other properties.

Development opportunities and constraints relating to the award, allocation and/or transfer of heritage floor space is outlined in the provision of the DCP in Section 5.1.9. Of particular importance is Section 5.1.9.2 which outlines the pre-requisites for the award of Heritage Floor Space. These include the following:

- 1) Prior to registration of the HFS, the applicant must complete the conservation works in accordance with the Conservation Management Plan and enter into legal agreements and grant covenants on the land which:
 - a) limit any future redevelopment on the site to the total gross floor area and height of the conserved heritage building; and
 - b) ensure the ongoing conservation of the building by regular maintenance, including the provision of adequate insurance and a maintenance fund.
- 2) A Conservation Management Plan for the heritage item is to be approved by the consent authority and is to generally include:
 - a) works to conserve the existing significant fabric of the building;
 - b) removal of elements that detract from the significance of the building;
 - c) the schedule of maintenance works;
 - d) reinstatement of original fabric based on documentary evidence where appropriate; and
 - e) other works compatible with significance of the building.

Section 5.1.9.2 of the DCP outlines the formula for the calculation of Heritage Floor Space that can be awarded to heritage buildings:

The formula is **HFSH = 0.5AS x FSRH**

HFSH is the maximum amount of Heritage Floor Space which may be awarded in square metres

AS is the site area in square metres occupied by the heritage building

FSRH is the maximum FSR for the site of the heritage building as shown on the LEP FSR map

Clause 4.4(2) prescribes a maximum FSR for the subject land, which is 8:1.

Criteria	Proposed Grant of HFS (2019)
Site area	1,249 m ²
Floor space ratio (SLEP 2012)	FSR 8:1
Calculation of HFS	0.5 x 1,249 x 8 = 4,996 m ²

For an estimation of the value of the Heritage Floor Space, refer to the City of Sydney’s website, which will outline the expected return based on recent sales.

Central Sydney Archaeological Zoning Plan 1997

177-181 Clarence has been assessed as an Area of Archaeological Potential / Partially Disturbed. This category is described in the Zoning Plan as:

An allotment of land or feature that has been identified by the field survey as being an area of some archaeological potential, but due to the degree of physical disturbance (usually due to the most recent building development), may be partially disturbed or even in part destroyed. It is also

possible that the current building/development in its own right may also have archaeological potential due to significant fabric, or be generating its own below ground and /or underfloor archaeological deposits.⁸⁷

6.6.3 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.

6.7 Other statutory considerations

6.7.1 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.

An assessment of the compliance of Broughton House with the BCA provisions should be undertaken. Any non-compliance or deficiencies identified in the BCA report should be upgraded to comply, or a management solution provided to mitigate the non-compliance in the short-term, indicating a staged upgrade and proposed upgrade of the areas in the long term.

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.

It is a requirement, that any future development applications ensure compliance of the proposed works with the BCA.

⁸⁷ Central Sydney Archaeological Zoning Plan, p.6.

Fire and life safety

Any deficiencies relating to current fire safety standards may need to be addressed if a major building upgrade was to take place.

6.7.2 Disability Discrimination Act and the Disability (Access to Premises – buildings) Standards 2010 (the Premises Standards)

The *Disability Discrimination Act 1992* (DDA) provides protection to members of the community with a limited ability/disability and ensure 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.

The *Disability (Access to Premises – buildings) Standards 2012* (the Premises Standards) commenced on 1 May 2011. Any application for a building approval for a new building or upgrade of an existing building triggers the application of the Premises Standards. The guiding principles of the Premises Standards are the objectives of the DDA, which are:

- To eliminate, as far as possible, discrimination against persons on the basis of their disabilities in various areas, and in particular access to premises, work, accommodation and the provision of facilities, services and land;
- To ensure, as far as practicable, that persons with disabilities have the same rights to equality before the law as the rest of the community; and
- To promote recognition and acceptance within the community of the principle that persons with disabilities have the same fundamental rights as the rest of the community.

The purpose of the Premises Standards is:

- To ensure that dignified, equitable, cost-effective and reasonably achievable access to buildings, and facilities and services within buildings, is provided for people with disability, and
- To give certainty to building certifiers, developers and managers that if the Standards are complied with they cannot be subject to a successful complaint under the DDA in relation to those matters covered by the Premises Standards.

The Premises Standards specify how the objectives of the DDA are to be achieved in the provision of accessible buildings. The Premises Standards prescribe national requirements for new buildings and where new building work is being undertaken in existing buildings, in order to comply with the DDA in the areas for the buildings covered by these Standards. It is unlawful to contravene the Premises Standards.⁸⁸

DDA compliant access into common public areas of the building that are accessed from Clarence Street would need to be carefully investigated to ensure that there were limited impacts on significant fabric and the presentation of the building to the street.

⁸⁸ *Guideline on the Application of the Premises Standards Version 2*, Australian Human Rights Commission, February 2013.

6.7.3 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.

6.8 Non-statutory heritage considerations

6.8.1 The Burra Charter

The Australian ICOMOS Charter for Places of Cultural Significance 2013 (The Burra Charter) is widely accepted in Australia as the underlying methodology by which all works to places identified as having national, state and regional significance are undertaken.

Because Broughton House is of demonstrated cultural significance, procedures for managing changes and activities at the building should be in accordance with the recognised conservation methodology of the Burra Charter.

The following are the most relevant articles:

- Provision should be made for the continuing security and maintenance of significant items (Articles 2 and 16)
- All conservation work should involve minimum interference to the existing fabric (Article 3)
- The visual setting for significant items must be maintained and no new construction or other action which detracts from the heritage value of the item should occur (Article 8)
- Fabric should be retained in situ unless moving it is the sole means of achieving its survival (Articles 9, 10 and 11)
- Fabric from all periods should be recognised as contributing to the significance of the items (Articles 5, 13 and 15)
- Restoration should enhance the cultural significance and only appropriate if there is sufficient evidence of the original or earlier state (Articles 17, 18, 19 and 20)
- Adaptation should involve minimal change to significant fabric and spaces and minimal impact on the significance of the place (Article 21)
- New work should be easily identifiable and does not obscure the cultural significance of the place (Article 22)
- Existing fabric should be recorded before disturbance occurs (Article 27)
- Disturbance of fabric may occur in order to provide evidence needed for the making of decisions on the conservation of the place (Article 28)
- The decision-making procedure and individuals responsible for policy decisions should be identified (Article 26)
- Appropriate direction and supervision should be maintained at all stages of the work (Article 27)
- A record should be kept of new evidences and future decisions (Articles 27, 31 and 32)
- Copies of all reports and records should be placed in a permanent archive and made publicly available (Article 32.2)
- Fabric of cultural significance already or subsequently removed should be kept in a secure repository. Such items should be professionally catalogued and protected (Article 33)
- Adequate resources should be provided for conservation (Article 34)

6.8.2 Non-statutory listings

National Trust of Australia (NSW)

Broughton House is classified in the Register of the National Trust of Australia (NSW).

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.

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.

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

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;

- Register of the National Estate (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.

Broughton House, 312-318 Kent Street is included in the Register of the National Estate. It is not currently under consideration for inclusion on any of the other lists.

7 CONSERVATION POLICY

7.1 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 Broughton 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.

7.2 Heritage management principles

The following heritage management principles provide the essential guiding aims for the management of the heritage significance of Broughton 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.

7.3 General management policies

7.3.1 Plan implementation and review

Background

The CMP identifies why the Broughton 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.

7.3.2 Achieving best-practice conservation

Background

The CMP identifies why Broughton House and its key elements are significant. The statement of cultural significance and the significance assessments of individual elements within the site, the policies and options discussed throughout this report will guide future planning and work.

The conservation policies make recommendations regarding the conservation of the place so that any proposed future intervention will not result in inappropriate loss of cultural significance. It is intended to be of practical use to the managers of the site enabling them to make decisions about the site having due regard to its significance.

As Broughton House is listed by the City of Sydney as a heritage item, it requires best-practice heritage management. There is a diverse range of elements at the site which require skills such as conservation architects, structural engineers, building code compliance advisers, archaeologists and material conservation specialists. The coordination and briefing of these specialists is a task that should be performed by suitably qualified people, such as heritage architects, who have experience in heritage conservation and can act on behalf of the owner.

To prevent the gradual loss of cultural significance through incremental change, a mechanism for controlling any modifications undertaken by future tenants to the significant fabric needs to be implemented.

- 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.

7.3.3 Additional research and assessment

Background

Significant elements and fabric are identified in this CMP. Additional investigation and assessment of these elements may be required to assist in the determination of the impact of future works on significant elements, spaces or fabric and guide change. The purpose of additional investigation and assessment is to assist in the determination of the impact of future works on significant elements, spaces or fabric. It is also to assess the suitability of specific adaptive reuse works required for the accommodation of new use or the upgrading of facilities for an existing function. This may include an assessment of the impact of proposed alterations

in relation to significant elements, spaces and/or fabric, of the proposed removal of unsympathetic additions that may or may not reveal or deface significant elements spaces and/or fabric.

Policy 4 Additional research and assessment of the component spaces and fabric should be undertaken 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.

7.3.4 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.

7.3.5 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

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
- *Maintenance series 1.2: Documenting Maintenance and Repair* (1998).

Recording should be undertaken under the guidance of a heritage professional with expertise in architectural conservation. A hardcopy and digital copy of the recording should be lodged with the City of Sydney.

7.3.6 Compliance with statutory requirements

Background

Broughton 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 (under the National Construction Code [NCC] 2014) and the Disability Discrimination Act 1992 (refer to Section 6.8 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.

There are concerns relating to the capacity of the existing roof water disposal system to meet the requirements of AS3500.3/NCC Plumbing Code. A study is to be undertaken to assess the building's existing stormwater infrastructure. An investigation of options for the upgrading of the stormwater system, if required, should be undertaken in association with a suitably qualified heritage consultant to ensure there is minimal impact on the heritage significance and significant fabric of Broughton Hall.

7.4 Heritage conservation

7.4.1 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 all 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.

Level of Significance	Recommendations for Management
Exceptional	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.
High	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.
Moderate	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.
Little	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.
Intrusive	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.

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.

7.4.2 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.

Broughton House is identified as having the potential for deep surface archaeological remains, as assessed by the *City of Sydney Archaeological Zoning Plan 1992*. The site has been subject to European occupation since the 1830s, if not before, and may retain sub-surface remains of buildings or artefacts (relics) of local heritage significance.

Future works may include excavation for the construction of new site infrastructure or installation of services which have the potential to adversely impact unknown archaeological relics. Should any relics be uncovered

within the site they will need to be managed in accordance with the requirements of the *National Parks and Wildlife Act 1979* and *Heritage Act 1977 (NSW)*. Relics are defined in the *Heritage Act 1977 (NSW)* 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 9 The study area is unlikely to retain Aboriginal objects; however, should any Aboriginal objects be exposed during any future development or maintenance works, disturbance of the area should cease and the Cultural Heritage Division of DPIE should be informed in accordance with section 89A of the NPW Act. Works should not continue without the written consent of DPIE.

Policy 10 Any European archaeological relics should be protected, preserved and interpreted for future generations and managed in accordance with the Conservation Management Plan.

Guidelines

Heritage Council of NSW approval is required under Section 57(1) of the Act to move, alter, damage or destroy a relic or excavate land for the purposes of exposing or moving a relic.

If and when substantially intact 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 Services should any potential Aboriginal objects be uncovered.

In preparation for the instance of an unexpected archaeological find, an Unexpected Finds Procedure should be developed.

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.

7.4.3 Buildings and structures

Background

Broughton House provides tangible evidence of the history and development of the site. Individual elements make differing contributions to the heritage values of the place.

Policy 11 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 Exceptional and High heritage significance.

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 7.4.4).
- Any new development should be consistent with the guidelines in Section 7.5.9.

7.4.4 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. The exterior of Broughton Hall has retained a relatively high level of integrity, although its interior has undergone substantial change. The building can be easily interpreted through its intact building fabric dating from the 1880s through to the early 1920s.

Policy 12 Prepare an Interpretation Plan to assist with enhancing visitor appreciation and understanding of its history and her Interpret Broughton Hall through its intact building fabric. Retain this fabric as evidence of past use.

Guidelines

Utilise any original building fabric in common areas and individual suites as part of the interpretation of Broughton House.

Install a well-designed interpretive panel in the ground floor common area that explains the history of the place and the architecture and designer of the building. The panel should not obscure or detract from the important aesthetic qualities of the place.

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

Integrate conservation outcomes with interpretation, so as to enhance the site's ability to 'tell the story'.

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.

7.5 Proposed actions

7.5.1 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.

7.5.2 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 13 The building is 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 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.

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.

7.5.3 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 14 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.

7.5.4 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 15 Upgrading of existing services and the installation of new services should avoid physical and visual impacts on significant buildings, trees and other landscape 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.

7.5.5 Ground disturbance/excavation

Background

Re-grading of ground levels may be required to improve surface drainage, to meet equitable access requirements and to implement landscaping works (such as paving, retaining walls and garden beds and the like). More substantial excavation may be required for ground remediation, stabilisation of building footings, demolition of buildings/structures, construction of new buildings/structures, installation of new services and provision of road infrastructure. These works have potential to adversely impact significant aspects of the site including significant buildings, trees and other landscape elements. Ground disturbance/excavation must therefore be managed to avoid, minimise or mitigate any adverse impacts.

Policy 16 Ground disturbance or more substantial excavation should avoid or minimise as much as possible impacts on significant site components including buildings, trees and other significant components.

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.

7.5.6 Ground remediation

Background

Although the necessity for ground remediation is considered to be low, there is potential for the site to contain contaminated soil as a result of previous actions such as the use of hazardous building materials in existing and now demolished structures, the use of pest control chemicals and the importation of contaminated fill.

Remediation may be required to ensure that the site is suitable for its proposed uses. Suitable options for remediation will need to be selected based on their ability to achieve the desired remediation outcome and avoid or minimise impacts on significant site components including buildings, trees and other landscape elements.

Policy 17 Should it be necessary to undertake ground remediation, options to remediate contaminated soil should be selected on the basis that they avoid or minimise adverse impacts on the site and its significant components.

Guidelines

Undertake sufficient site investigations to determine as much as possible the location and extent of contamination to assist with developing remediation options that would avoid or minimise adverse physical impacts.

The amount of excavation and/or ground disturbance should be minimised as much as possible. Removal of large areas of soil should only be undertaken where there is no viable alternative.

Significant landscape features such as paths, stairs and retaining walls unavoidably and adversely impacted by ground remediation works should be repaired or reconstructed in their original locations and to their original detail.

7.5.7 Selecting appropriate new uses

Background

Due to the significance of Broughton House, the continuation of the present residential uses is preferable. However, should this be no longer feasible, finding compatible uses that have minimal impact on the existing cultural significance of the building is a preferred outcome. The following policy should be considered when changes are proposed to the building:

Policy 18 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 and ensure conservation of significant buildings and landscape components.

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 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:

- 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

New Uses for Heritage Places, prepared by Heritage Council of NSW and the Australian Institute of Architects NSW Chapter, 2008.

7.5.8 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 19 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;
- 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;

Consider reconstructing the eastern fascia to the canopy above the main entrance, based on Robertson & Marks' 1920 drawings.

Original or early finishes and /or fabric revealed when existing linings are removed should be retained in situ where possible. They should be recorded and, if necessary, covered over carefully to conserve them. The finishes and/or fabric should be archivally recorded should their removal be unavoidable.

There should be no additional levels added to the building.

Minor additions are permissible on the roof of the building. Additions should:

- facilitate the ongoing use of the building;
- have sufficient 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—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.

7.5.9 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 20 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.

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).

7.5.10 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 21 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 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 where they exist 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 7.3.5.

7.5.11 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 22 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.

8 SOURCES

Books and reports

Harry S Ashmore, editor in chief, *Enclopaedia Britannica: a new survey of universal knowledge*, Chicago, circa 1962.

Barrie Dyster, *Servant and Master: building and running the grand houses of Sydney 1788-1850*, New South Wales University Press, 1989.

Anne Latreille, Peter Latreille and Peter Lovell, *New Uses for Old Buildings in Australia*, Oxford University Press, 1982.

James Macle hose, *Picture of Sydney and Strangers Guide in NSW for 1839*. John Ferguson in association with the Royal Australian Historical Society, 1839, 1977.

Sands Sydney and suburban directory various editions

Newspapers and periodicals

"Court of Claims", *The Australian*, 17 April 1838, p.1.

Construction and Local Government Journal, front page advertisement in every issue from 1913 to 1917.

"Opportunities", *Construction and Local Government Journal*, 22 December 1919, p.5.

Ken Leong: "Broughton House Austenham", in *Leichhardt Historical Society Journal* No.13, 1984.

"Deaths", *The Sydney Gazette and New South Wales Advertiser*, 24 February 1838, p.3.

"Town Allotments", *The Sydney Herald*, 16 June 1834, p.4.

"The Late John Keep", *Sydney Mail and New South Wales Advertiser*, 12 July 1905, p.99.

Sydney Morning Herald

- "Law Intelligence", 26 March 1835, p.2.
- "Sydney Municipal Council", 2 August 1882, p.7.
- "Personal", 3 July 1905, p.6.
- "City Fire", 4th December, 1919, p.7.

NSW Land Registry Services

Old Systems Title Book 163 No. 946.

Old Systems Title Book 219 No.14.

Old Systems Title Book 233 No. 50.

Old Systems Title Book 239 No, 261.

Primary Application packet No.16326.

Certificate of Title Volume 199 Folio 246.

Certificate of Title Volume 620 Folio 171.

Certificate of Title Volume 668 Folio 190.

Certificate of Title Volume 2129 Folio 8.

Certificate of Title Volume 3255 Folio 76.tr5g/

Certificate of Title Volume 5759 Folio 221.

Electronic

“Decisions of the Superior Courts of New South Wales, 1788-1899” at http://www.law.mq.edu.au/research/colonial_case_law/nsw/cases/case_index/1835/does_ex_diem_antil_v_hodges/ accessed 26 November 2020.

“Archer, Isaac (1754-1836)” at <http://peopleaustralia.anu.edu.au/biography/archer-isaac-29864> , accessed 26 November 2020.

“William Speer” at <https://www.sydneyaldermen.com.au/alderman/william-speer/> , accessed 4 February 2021).

APPENDIX A HERITAGE LISTINGS

30/03/2021

Former "Broughton House" Warehouse Including Interior | Heritage NSW

Former "Broughton House" Warehouse Including Interior

Item details

Name of item:

Former "Broughton House" Warehouse Including Interior

Type of item:

Built

Group/Collection:

Commercial

Category:

Warehouse/storage area

Location:

Lat: -33.8705461072107 Long: 151.203803127104

Primary address:

177-181 Clarence Street, Sydney, NSW 2000

Local govt. area:

Sydney

All addresses

Street Address	Suburb/town	LGA	Parish	County	Type
177-181 Clarence Street	Sydney	Sydney			Primary Address

Statement of significance:

Broughton House has aesthetic significance as a fine example of both a late Victorian warehouse exterior in face brick and stucco, and a sympathetic 1920s extension in the same idiom, which serves as a model for similar proposals in the future. The building occupies and embellishes a prominent site at the end of a block. It has historic significance as an early example of the use of reinforced concrete for city buildings.

Date significance updated: 30 Dec 05

Note: The State Heritage Inventory provides information about heritage items listed by local and State government agencies. The State Heritage Inventory is continually being updated by local and State agencies as new information becomes available. Read the Department of Premier and Cabinet copyright and disclaimer.

Description

Designer/Maker:

(second phase) Robertson & Marks

Builder/Maker:

Unknown

Construction years:

1900-1900

Physical description:
<https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2423980>

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Former "Broughton House" Warehouse Including Interior | Heritage NSW

Broughton House occupies a prominent site with formal elevations to Kent, King and Clarence Streets. The building is eight storeys high with a basement. External walls are load bearing brickwork, and are composed of a series of piers and grouped windows with stucco mouldings in the form of window arches, sills, pilaster capitals and mock balconettes, all in a Victorian Free Classical style. The upper four floors, which were added in the 1920s, are slightly simpler in detail, and the basement storey on the Kent Street side is extremely plain. The windows themselves are modern aluminium framed. The internal structure is reinforced concrete also dating from the 1920s, and retains early reinforced concrete stairs with decorative metal balustrades. Elsewhere the interiors have modern partitioning and finishes. Category:Individual Building. Style:Victorian Italianate. Storeys:8 + basement. Facade:Face brick, stucco detailing, alumin. frame windows. Side/Rear Walls:Face brick. Internal Walls:Plastered brick, wallpaper. Roof Cladding:Waterproof membrane. Internal Structure:Reinf. conc. column & beam. Floor:Reinf. conc. slab. Roof:Reinf. conc. slab. Ceilings:Plasterbd.. Stairs:Reinf. conc., 1 with early wrought iron & timber balustrade, 1 with steel pipe balustrade. Fire Stairs:Refer Stairs above. Sprinkler System:Yes. Lifts:2, automatic.

Physical condition and/or**Archaeological potential:**

Intrusive Elements:Tennis court fencing. AirConditioned:Yes FireStairs:Refer Stairs above
Sprinklers in basement only. Tennis court on roof. Building is generally in good condition. Internally, modern partitions and finishes predominate..

Date condition updated:06 Dec 05

Modifications and dates:

1900/1920

Further information:

High Significance:Masonry facades except basement, reinforced concrete frame and floors, stairs and balustrades. Low Significance:Aluminium windows. Was a heritage item in 1989, as at 05/2003, and no changes have been made to the listing since that time.

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:

Residential

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 Wangal bands of the Eora.

<https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2423980>

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Former "Broughton House" Warehouse Including Interior | Heritage NSW

There is no written record of the name of the language spoken and currently there are debates as whether the coastal peoples spoke a separate language "Eora" or whether this was actually a dialect of the Dharug language. Remnant bushland in places like Blackwattle Bay retain elements of traditional plant, bird and animal life, including fish and rock oysters.

With the invasion of the Sydney region, the Cadigal and Wangal people were decimated but there are descendants still living in Sydney today. All cities include many immigrants in their population. Aboriginal people from across the state have been attracted to suburbs such as Pyrmont, Balmain, Rozelle, Glebe and Redfern since the 1930s. Changes in government legislation in the 1960s provided freedom of movement enabling more Aboriginal people to choose to live in Sydney.

(Information sourced from Anita Heiss, "Aboriginal People and Place", Barani: Indigenous History of Sydney City <http://www.cityofsydney.nsw.gov.au/barani>)

The land on which Broughton House stands was part of a grant to Parry Long, William Pawley and Joel Josephs in 1840-41. In 1901, John Keep & Sons Ltd acquired title to part of the land on which they had in 1900 erected a five storey warehouse. In 1920, after a serious fire in 1918, the building was rebuilt by Robertson & Marks with a reinforced concrete structure and four additional floors. The name Broughton House appears on a lease in 1945. In 1947, ownership was transferred to J Fielding & Co who owned the building until 1979, when it was converted to residential uses and strata titled.

Historic themes

Australian theme (abbrev)	New South Wales theme	Local theme
3. Economy-Developing local, regional and national economies	Commerce-Activities relating to buying, selling and exchanging goods and services	(none)

Assessment of significance

SHR Criteria a)

[Historical significance]

The building is an early example of the use of reinforced concrete for city buildings in Sydney. Has historic significance locally.

SHR Criteria c)

[Aesthetic significance]

Has aesthetic significance locally. Cultural: A fine example of both a late Victorian warehouse exterior in face brick and stucco, and a sympathetic 1920s extension in the same idiom, which serves as a model for similar proposals in the future. It occupies and embellishes a prominent site at the end of a block.

SHR Criteria f)

[Rarity]

It is an early example of the use of reinforced concrete for city buildings in Sydney.

SHR Criteria g)

[Representativeness]

The building exemplifies many of the typical elements of nineteenth century commercial development, and represents a physical record of the last century.

Assessment criteria:

<https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2423980>

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Former "Broughton House" Warehouse Including Interior | Heritage NSW

Items are assessed against the  State Heritage Register (SHR) Criteria to determine the level of significance. Refer to the Listings below for the level of statutory protection.

Recommended management:

General: The significant early masonry elements of Broughton House, comprising the original masonry walls, and the 1920s additions and concrete structure and stairs, should be conserved. Surfaces never intended for painting, notably face brickwork and sandstone, should remain unpainted, while surfaces such as stucco and timber which were originally painted should continue to be painted in appropriate colours. Exterior: Consideration should be given in future to adapting the basement level of the facade to a design more sympathetic to the original. Interior: The building is capable of further internal adaptive reuse and alteration, provided that surviving significant fabric (mainly the concrete structure and stairs) remains undamaged. The building should be retained and conserved. A Heritage Assessment and Heritage Impact Statement, or a Conservation Management Plan, should be prepared for the building prior to any major works being undertaken. There shall be no vertical additions to the building and no alterations to the façade of the building other than to reinstate original features. The principal room layout and planning configuration as well as significant internal original features including ceilings, cornices, joinery, flooring and fireplaces should be retained and conserved. Any additions and alterations should be confined to the rear in areas of less significance, should not be visibly prominent and shall be in accordance with the relevant planning controls.

Listings

Heritage Listing	Listing Title	Listing Number	Gazette Date	Gazette Number	Gazette Page
Local Environmental Plan	Sydney Local Environmental Plan 2012	1718	14 Dec 12		
Heritage study					

References, internet links & images

Type	Author	Year	Title	Internet Links
Written			Council building application records	
Written	Anita Heiss		Aboriginal People and Place, Barani: Indigenous History of Sydney City	
Written	Emery Balint, Trevor Howells & Victoria Smyth	1990	Warehouses & Woolstores of Victorian Sydney	
Written	J F Poiner	1993	Heritage Assessment	
Written	Land Title Search		CT Vol 3255 Fol 76	
Written	Robertson & Marks	1920	BA drawings	
Written	Tanner and Associates Pty Ltd, Issue C,	2001	Conservation Management Plan.	

Note: internet links may be to web pages, documents or images.

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Former "Broughton House" Warehouse Including Interior | Heritage NSW



(Click on thumbnail for full size image and image details)

Data source

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Local Government

Database number:

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31/03/2021

Australian Heritage Database

Place Details

[Send Feedback](#)

Broughton House, 312-318 Kent St, Sydney, NSW, Australia

Photographs



List	Register of the National Estate (Non-statutory archive)
Class	Historic
Legal Status	Registered (18/04/1989)
Place ID	2425
Place File No	1/12/036/0511

Statement of Significance

A Federation Free Classical former warehouse with powerful character, good massing and patterned brickwork. Its extent over a large part of the city block is unusual. The warehouse character, retained in its adaptation to residential use, contributes much to the character of the area.

Official Values Not Available

Description

An eight storey load bearing brick warehouse facade with elevations to Kent, King and Clarence Streets, apparently built in late Victorian times. The light brown mellow brick piers and spandrels are relieved by vigorous stucco mouldings in the form of window arches, sills, pilaster caps and mock balconettes.

History Not Available

Condition and Integrity

Recently converted for residential use.

Location

312-318 Kent Street, 45-53 King Street and 177-181 Clarence Street, Sydney.

Bibliography

R. CONNORS, 1971
SURVEY AND REPORT ON SYDNEY JAN. 1971 NO. 124.

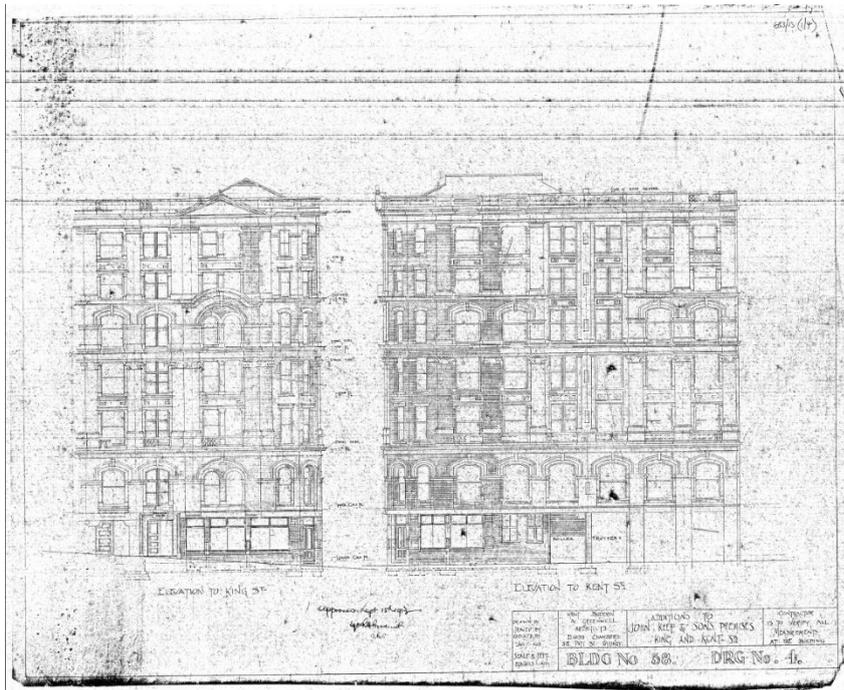
Report Produced Wed Mar 31 10:01:29 2021

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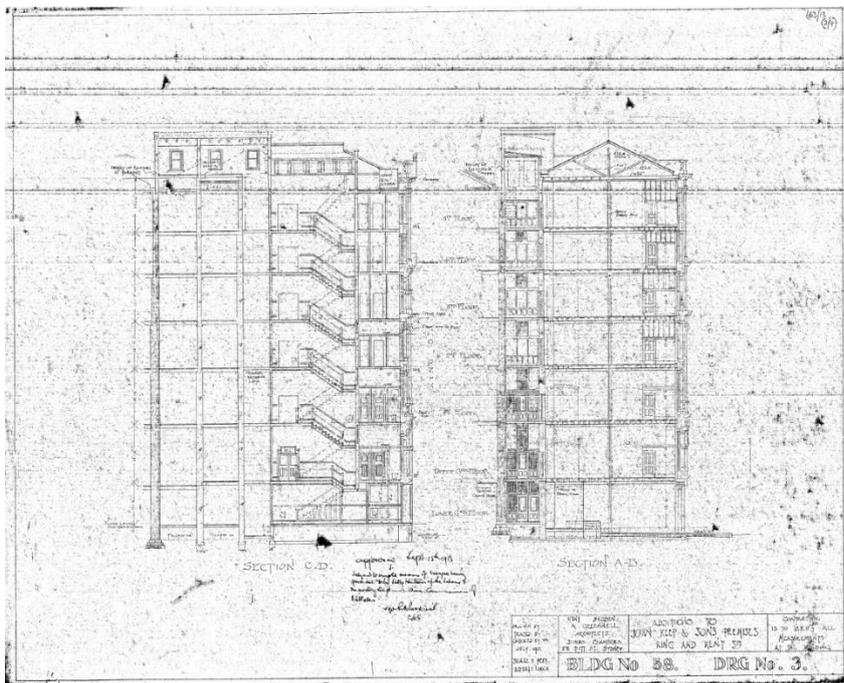
www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=town%3Dsydney%3Bstate%3DNSW%3Bkeyword_PD%3Don%3Bk... 1/1

APPENDIX B HISTORIC PLANS

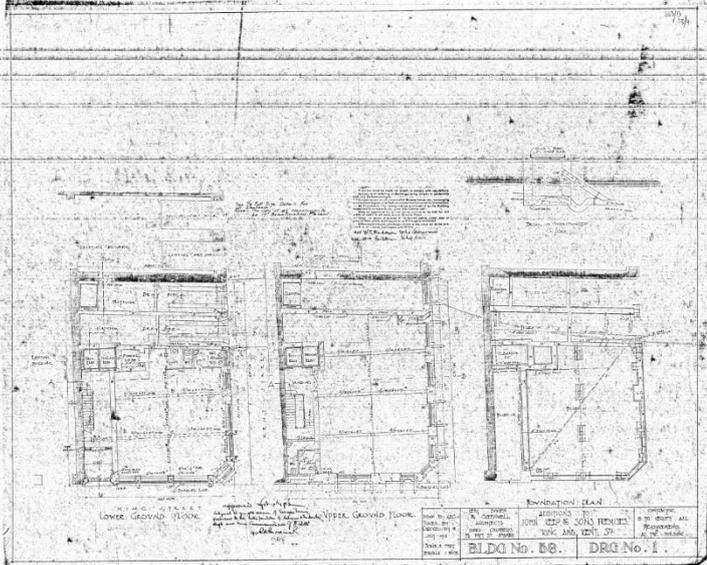
Building application 0683/1913: Kent, Budden & Greenwell



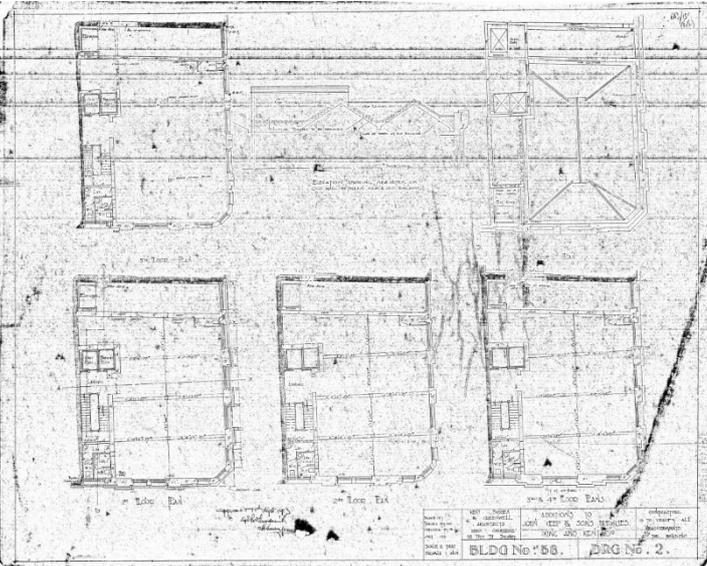
King and Kent Street Elevations



Sections

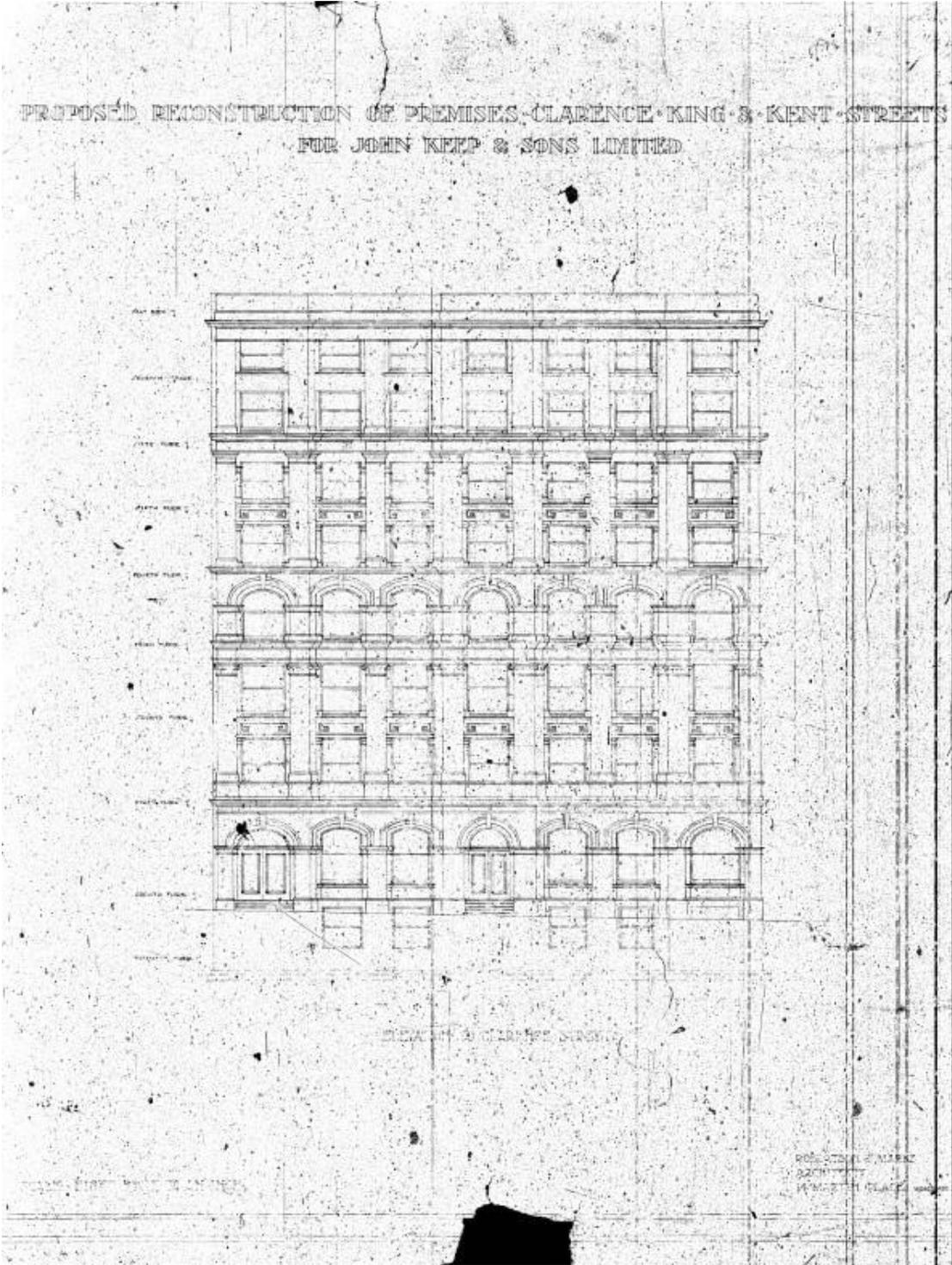


Foundation, Lower Ground Floor and Upper Ground Floor Plans

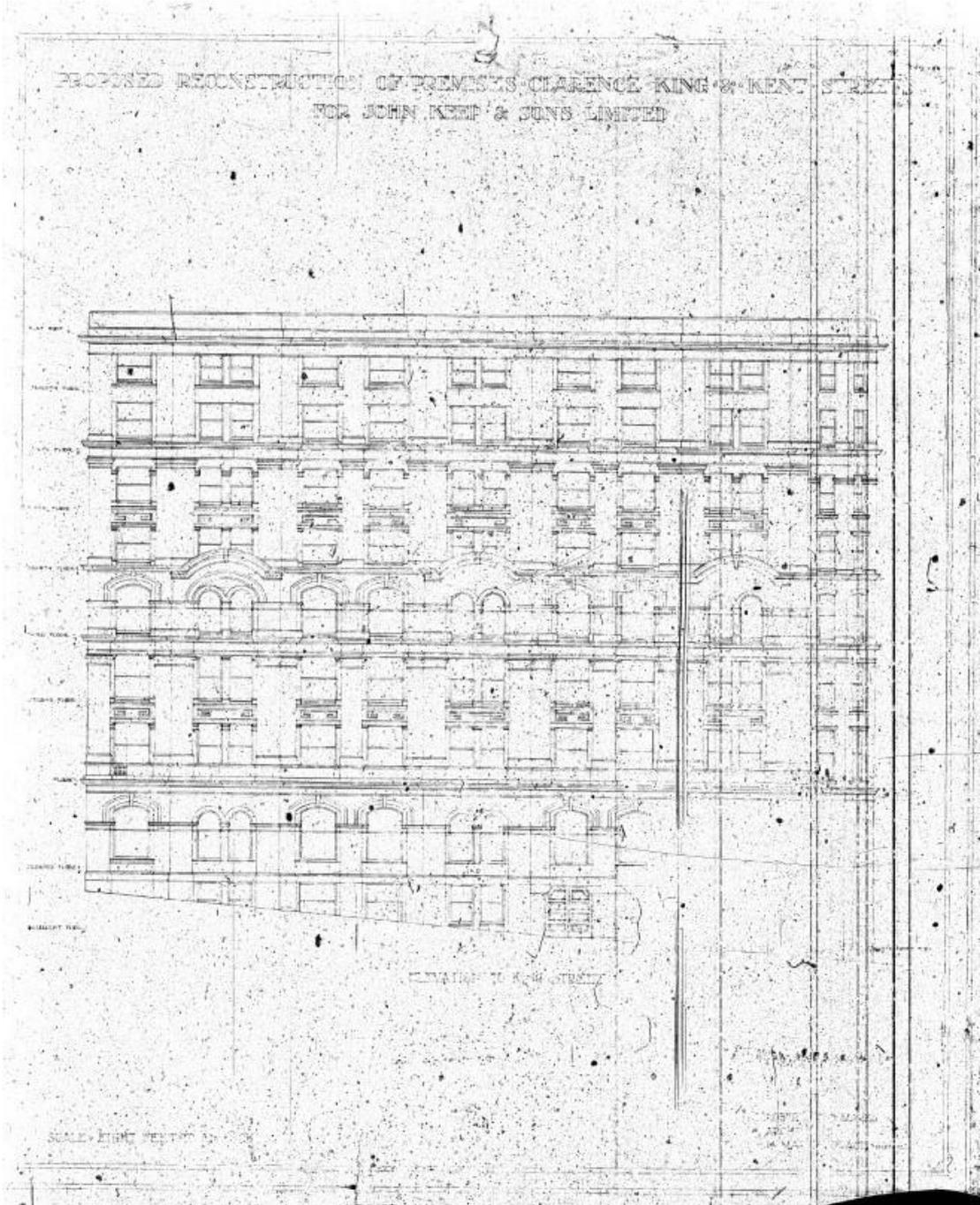


First to Fourth Floor Plans

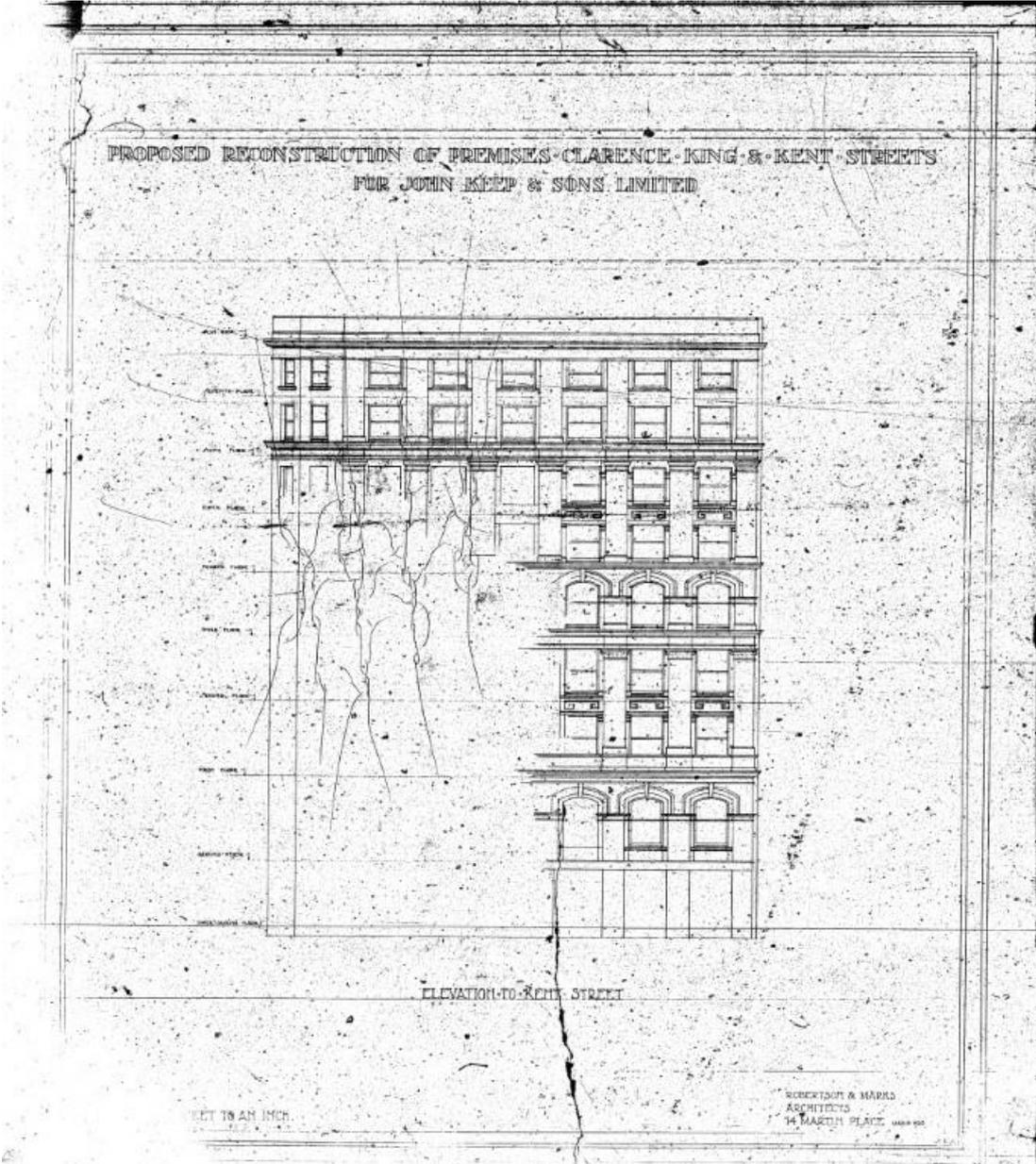
Building application 0263/1920: Robertson & Marks



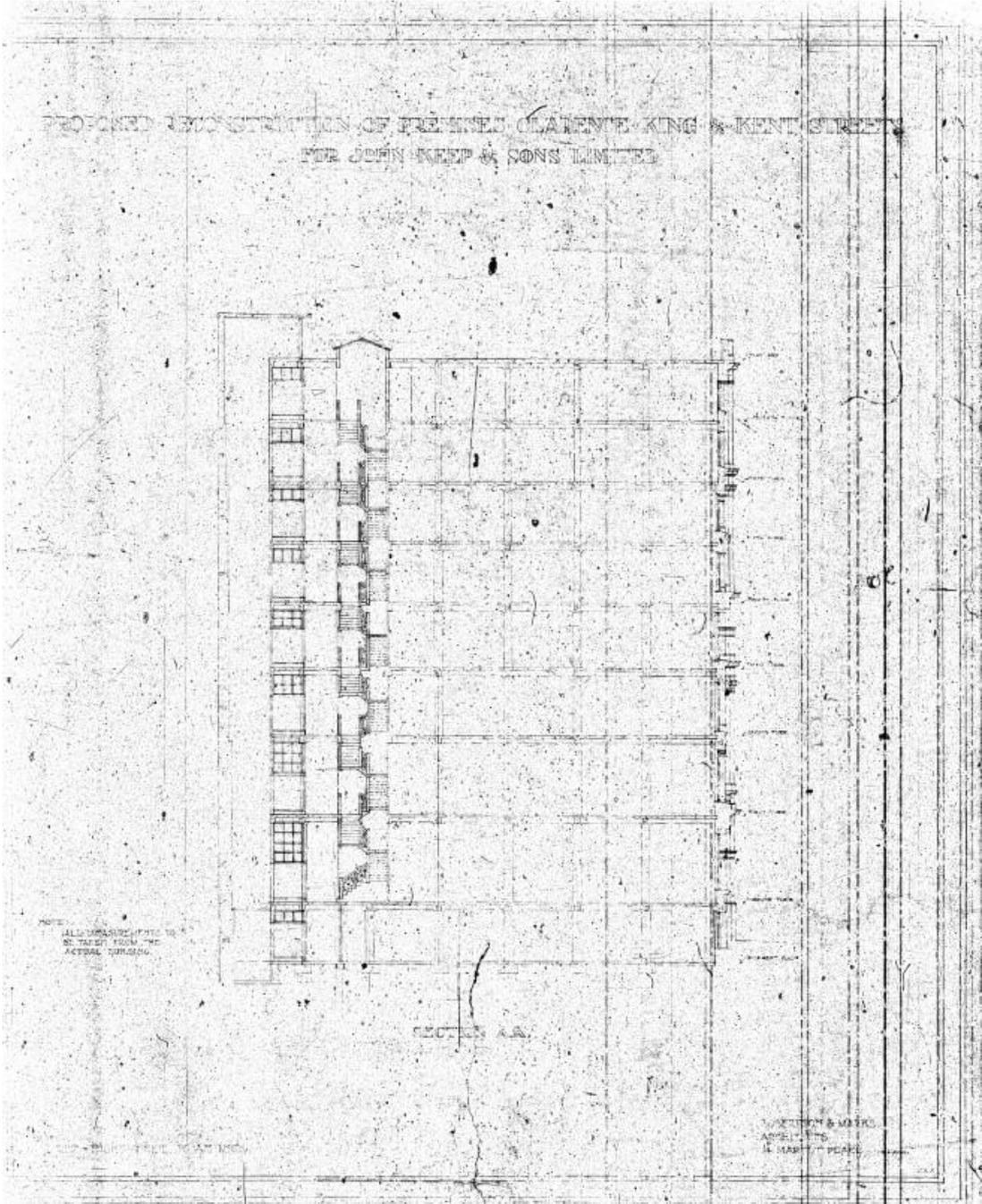
Clarence Street Elevation



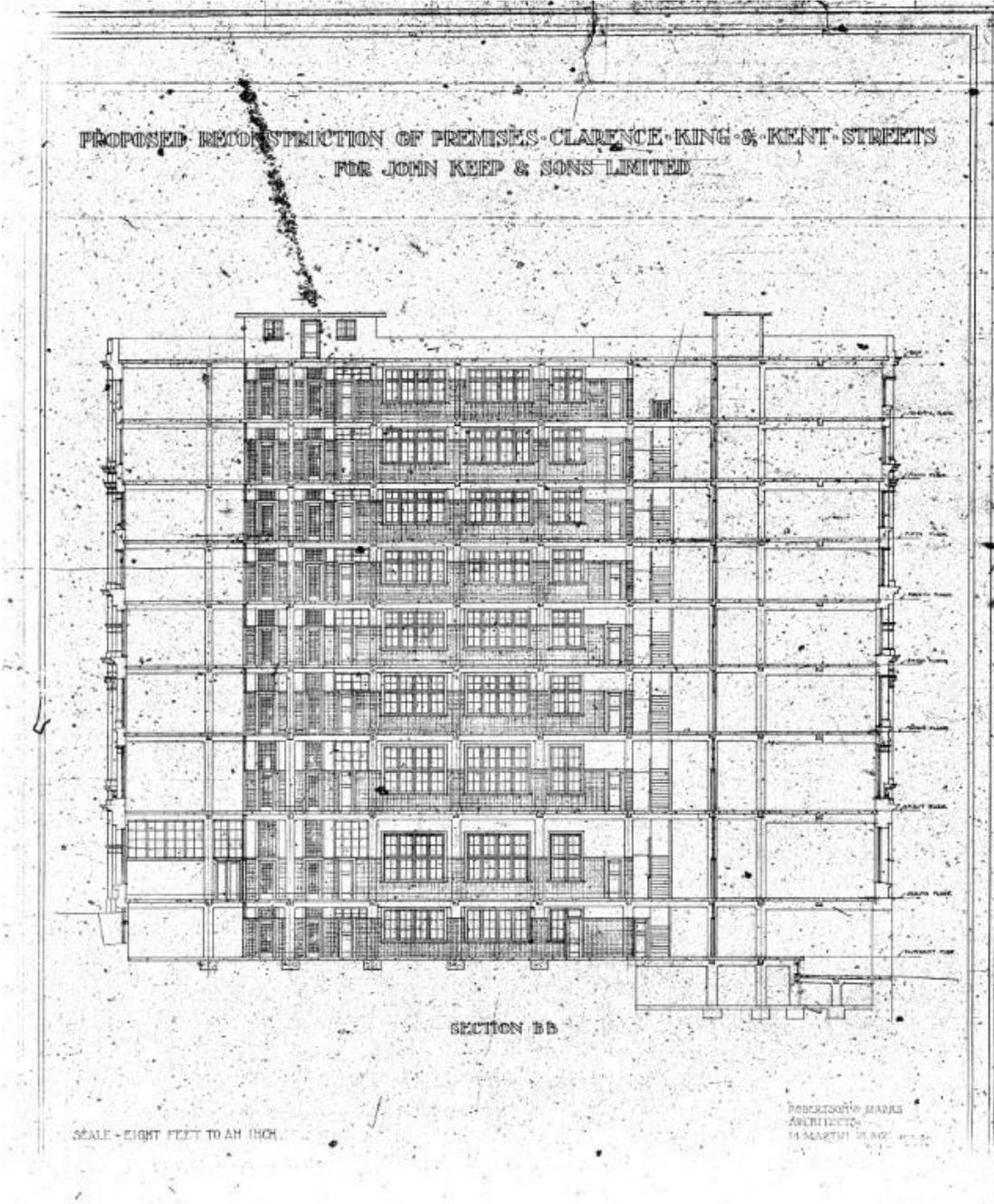
King Street Elevation



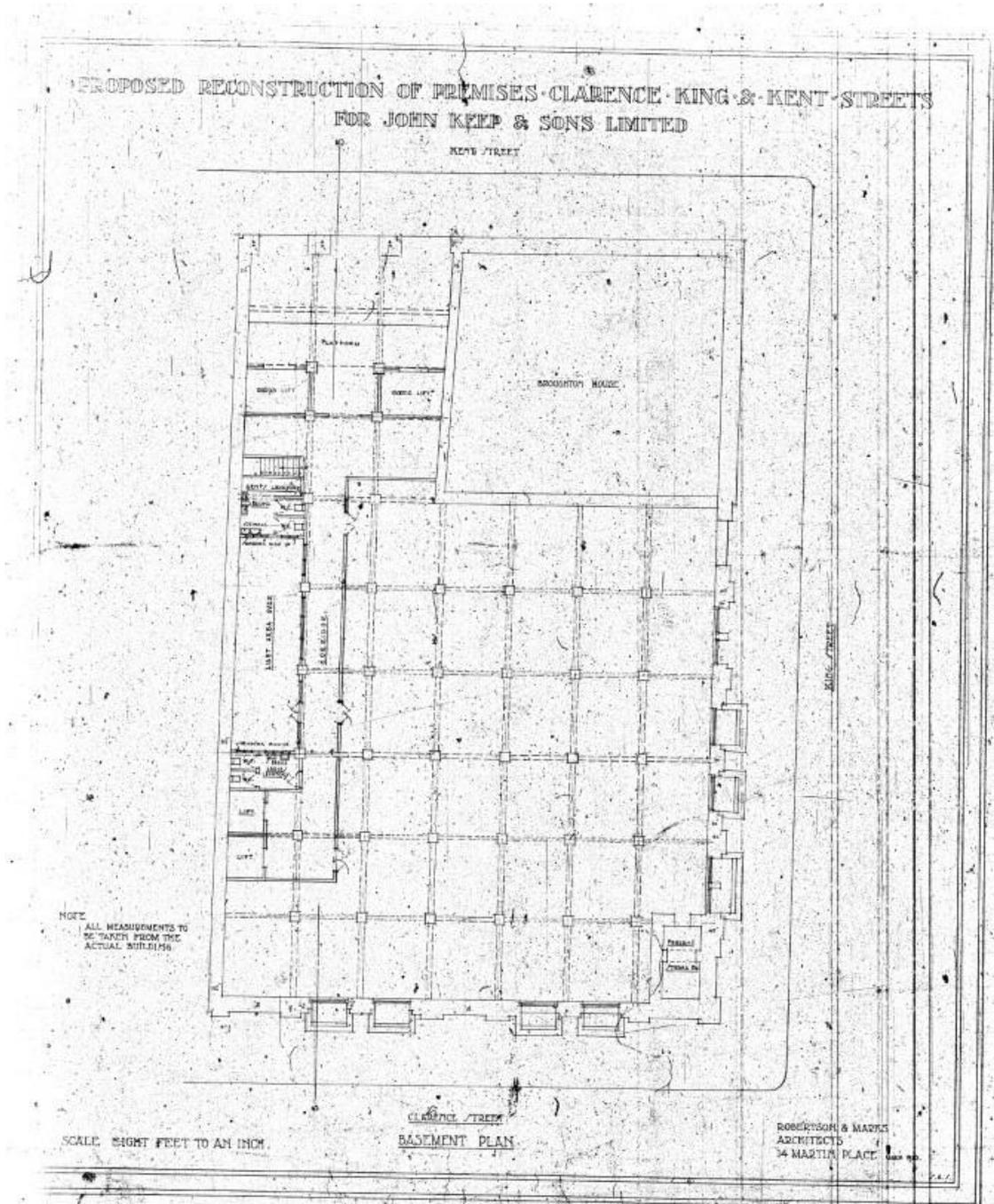
Kent Street Elevation



Section A-A

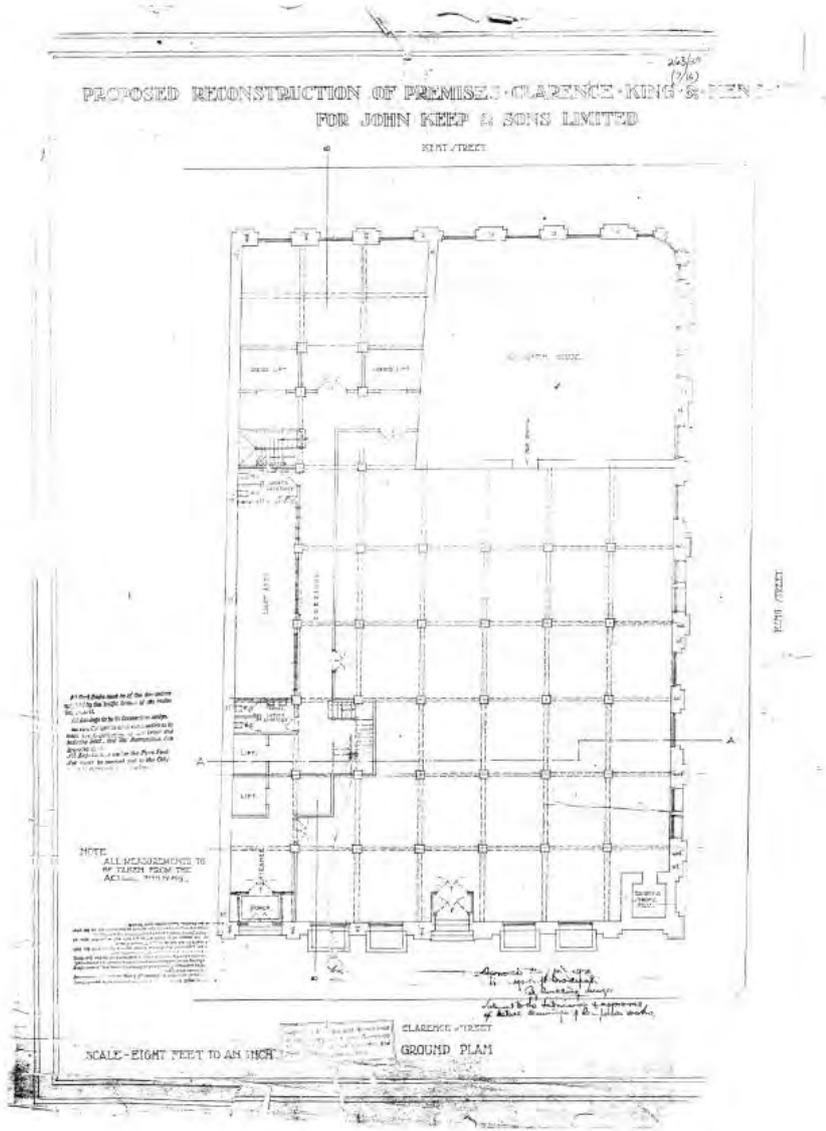


Section B-B

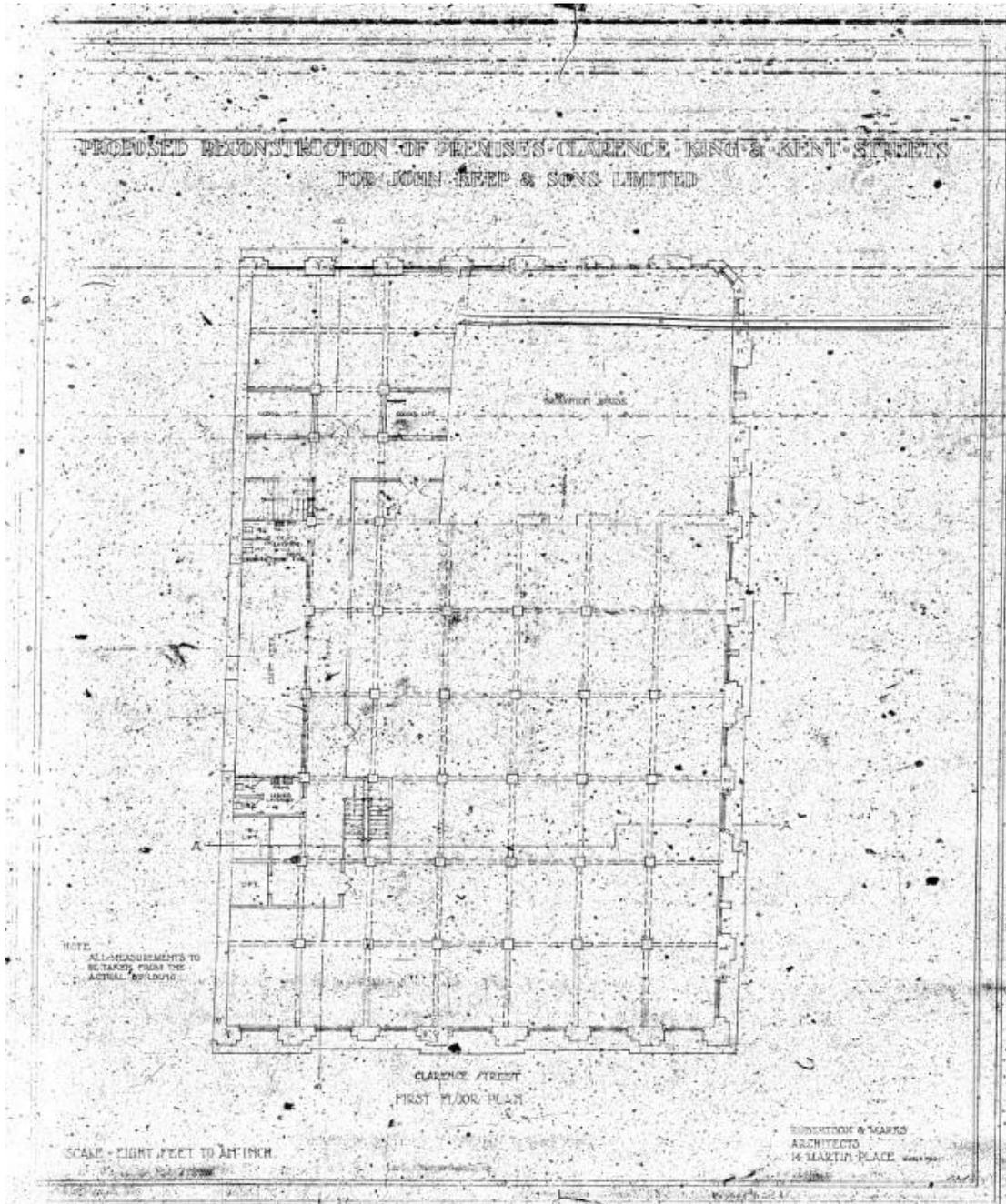


Basement Plan

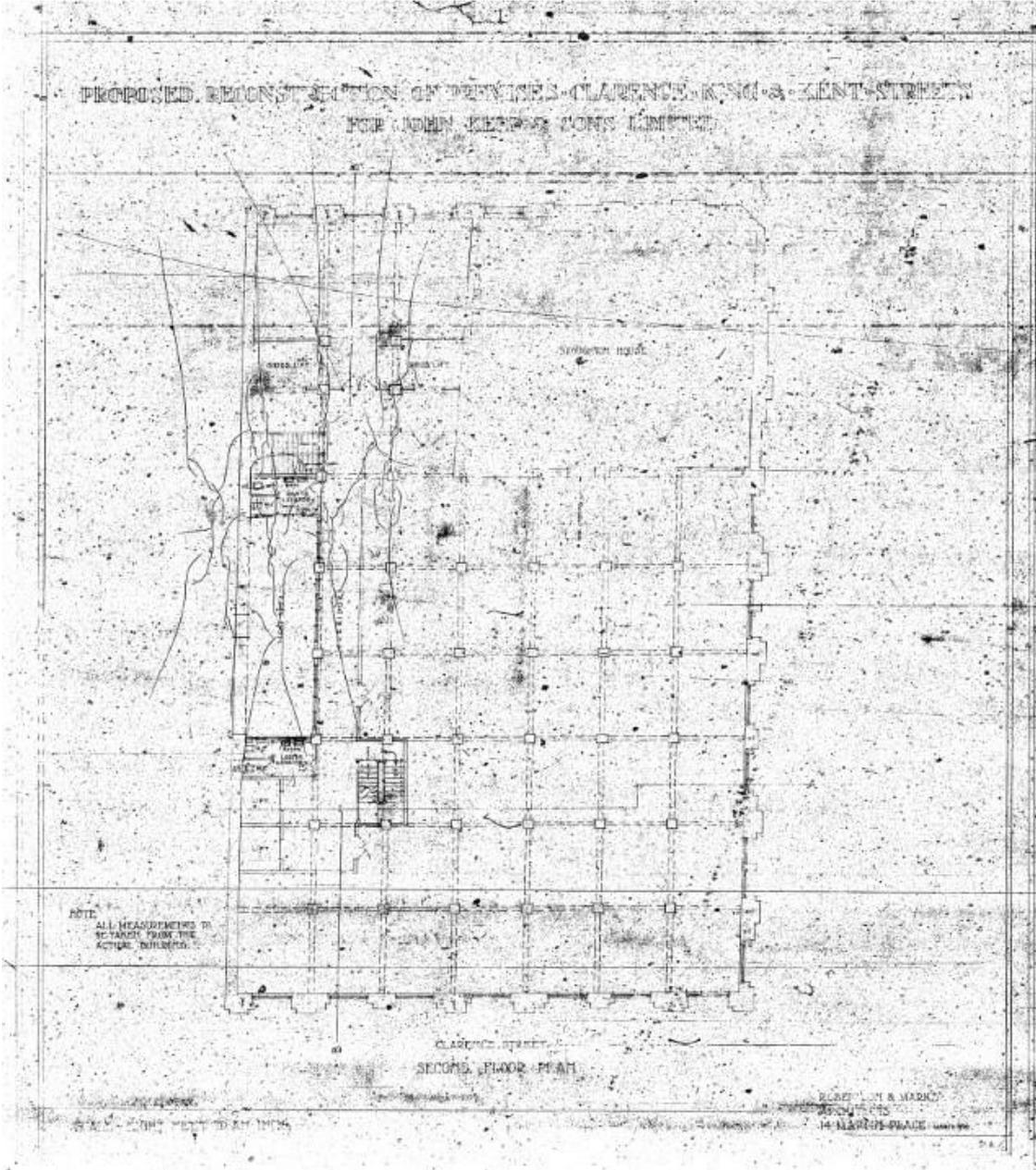
21-2 x



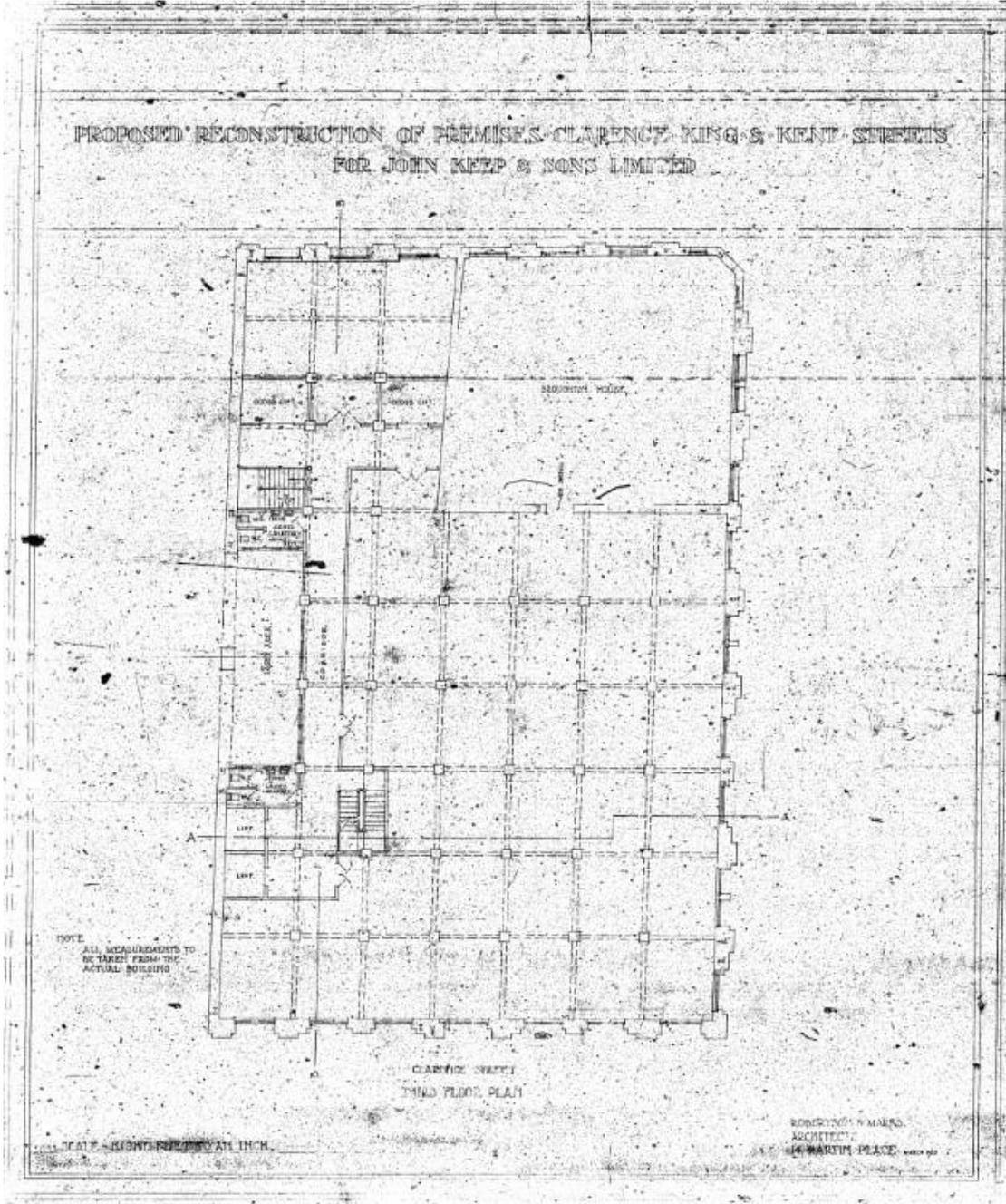
Ground Floor Plan



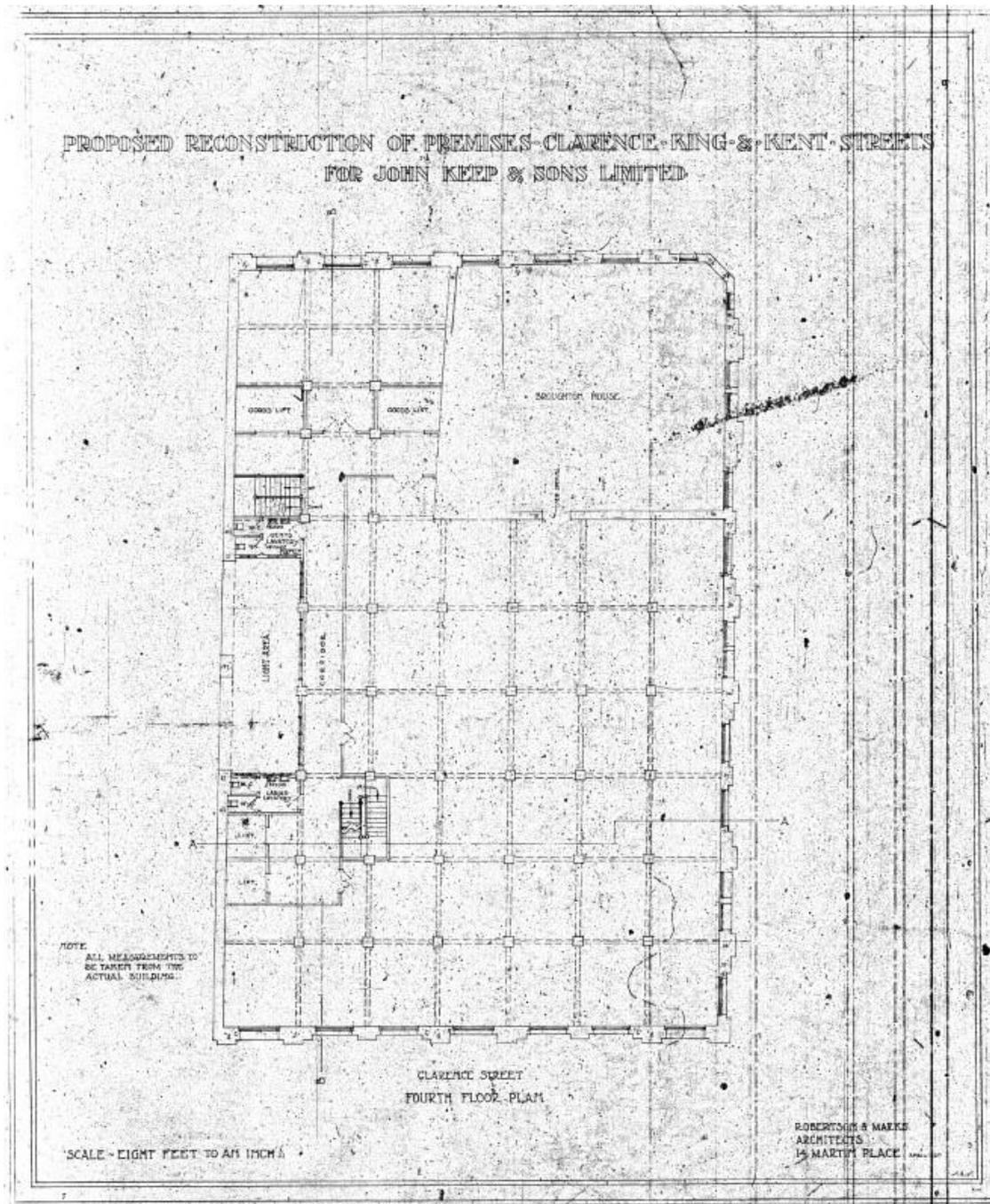
First Floor Plan



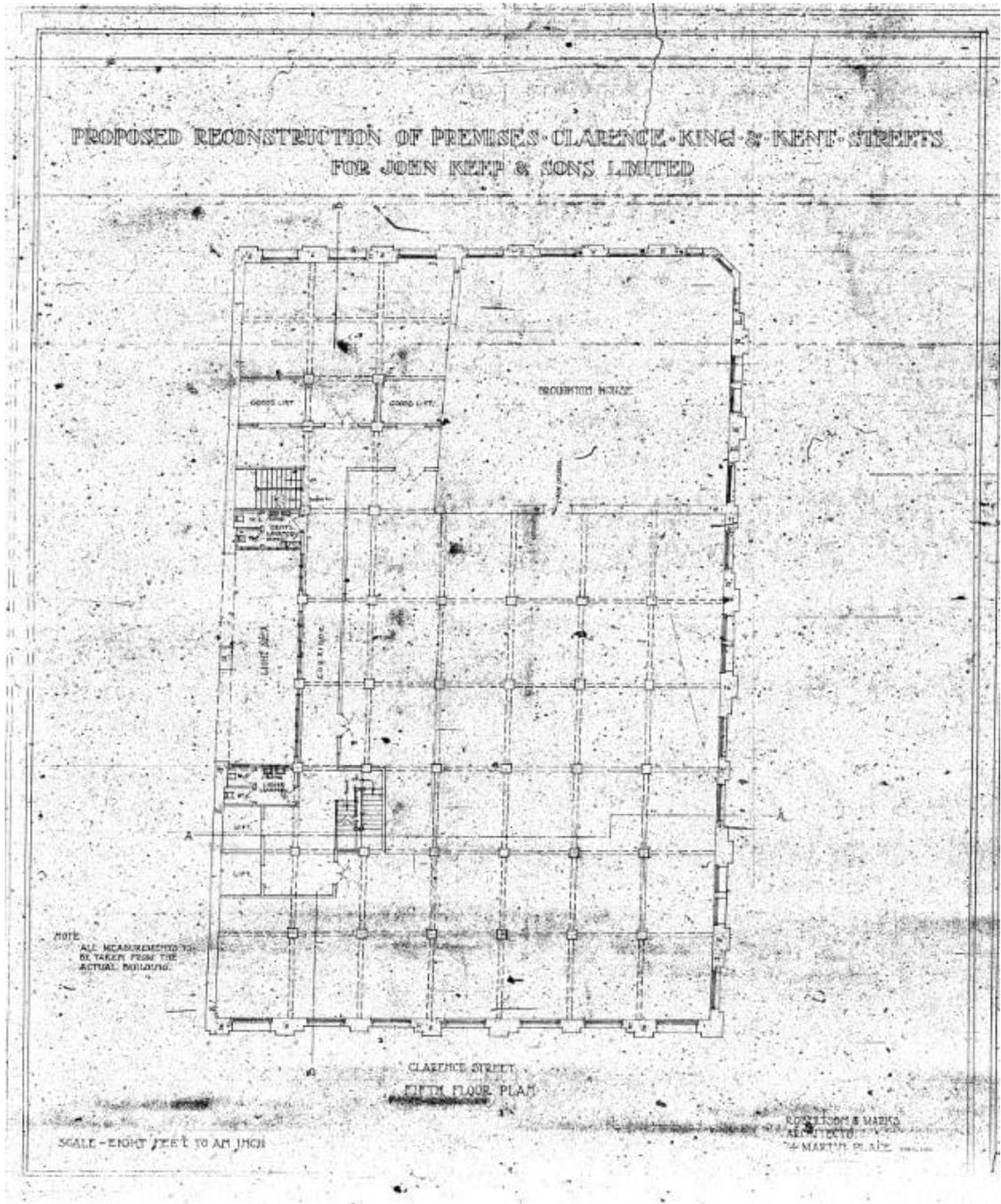
Second Floor Plan



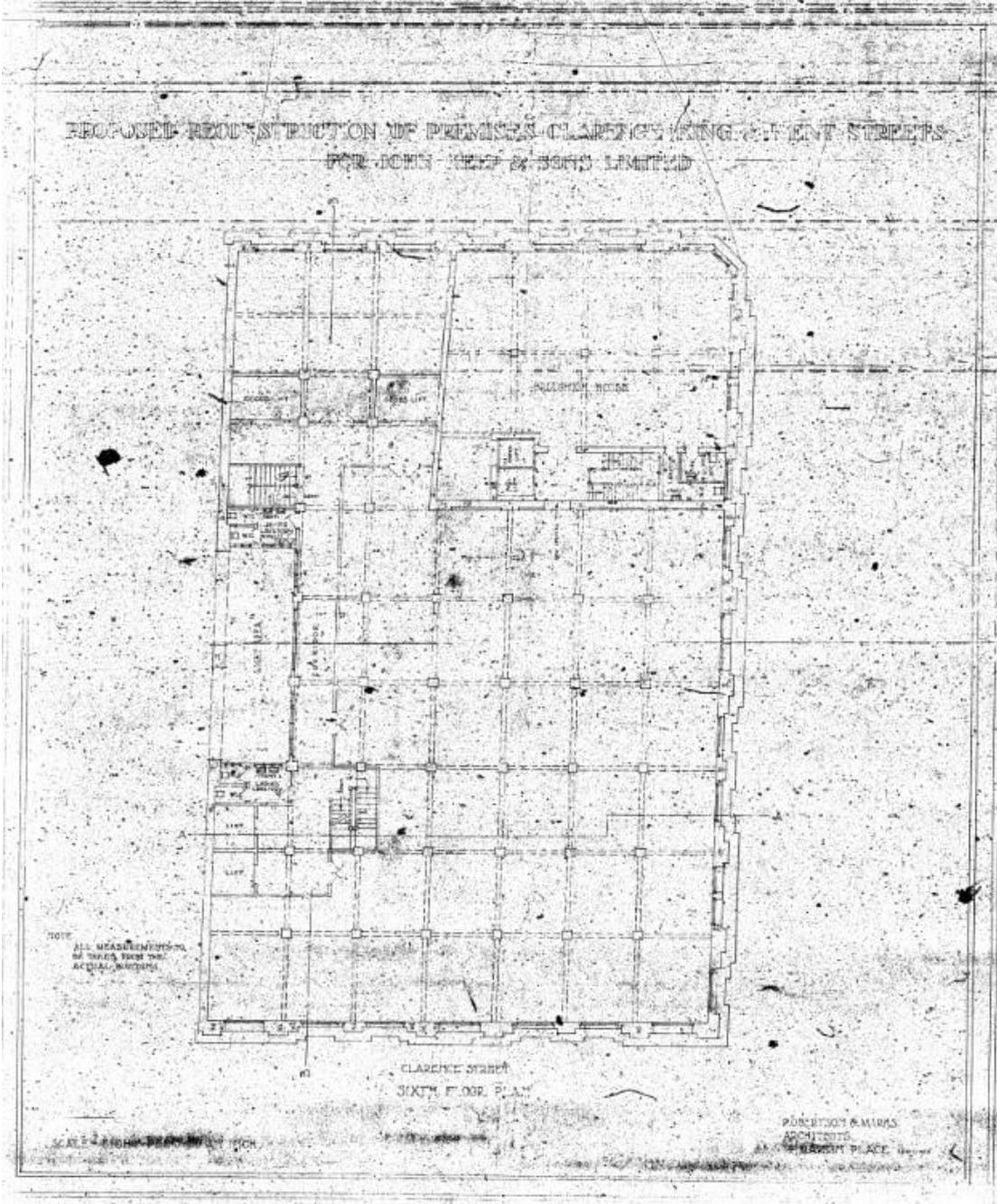
Third Floor Plan



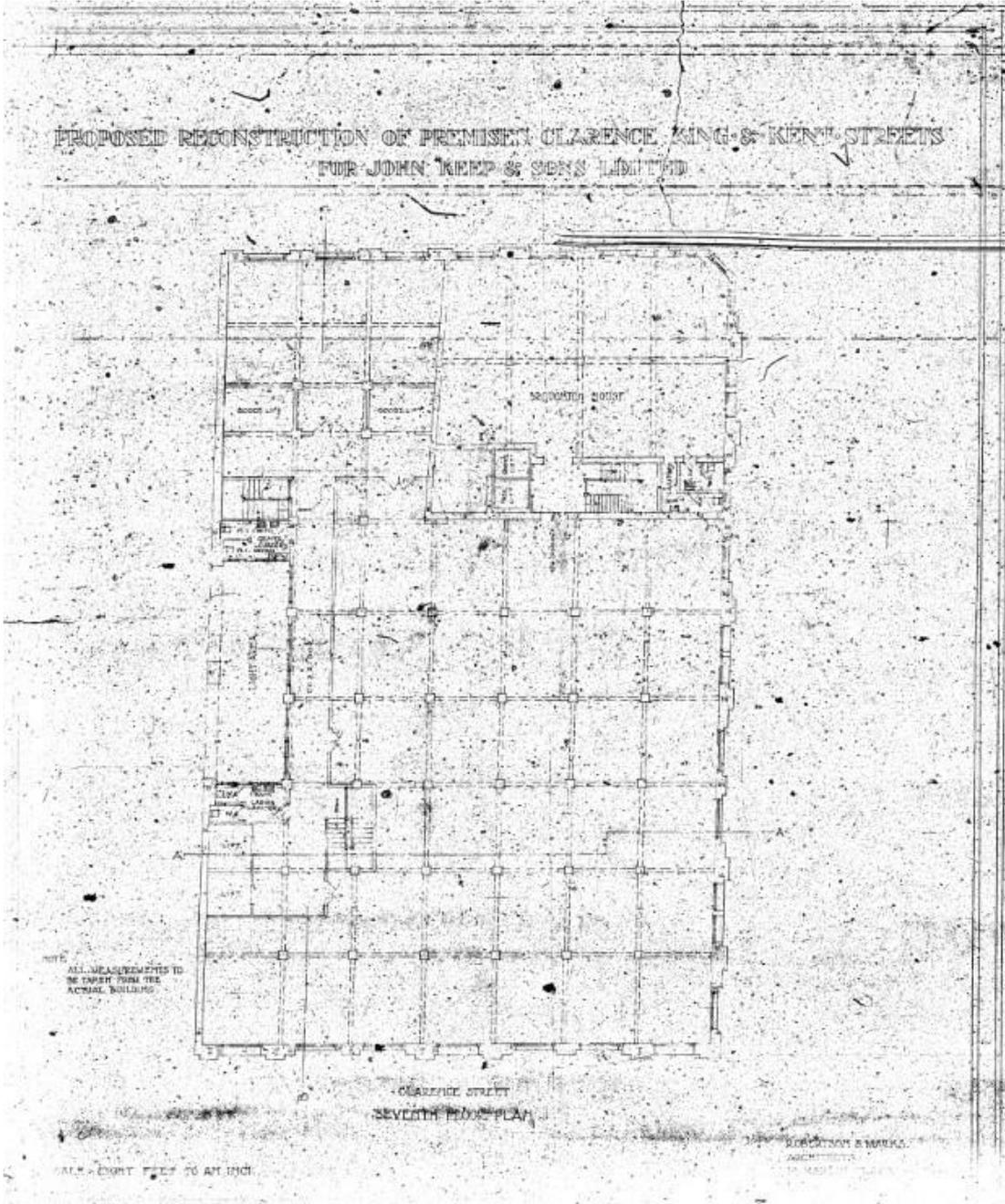
Fourth Floor Plan



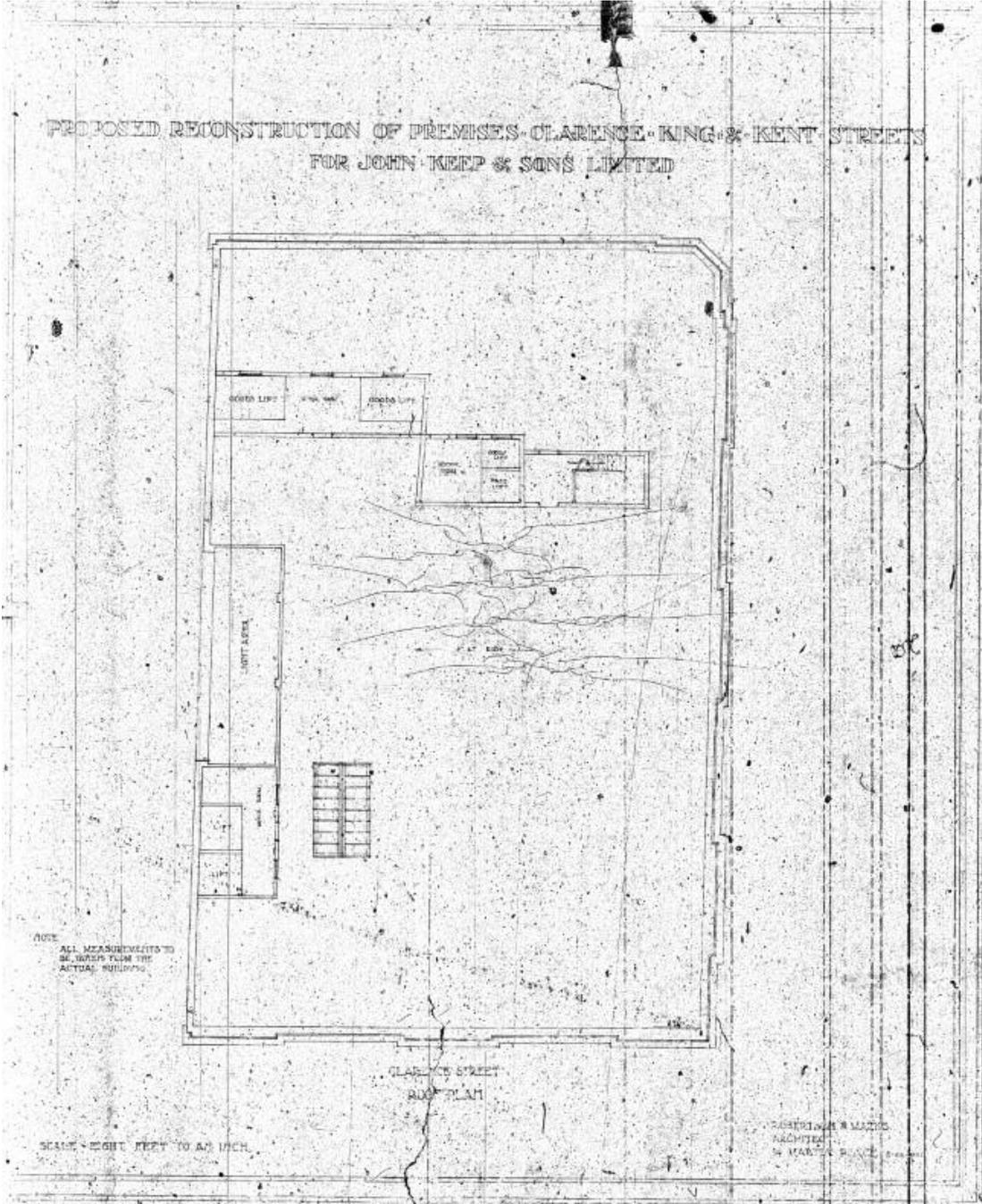
Fifth Floor Plan



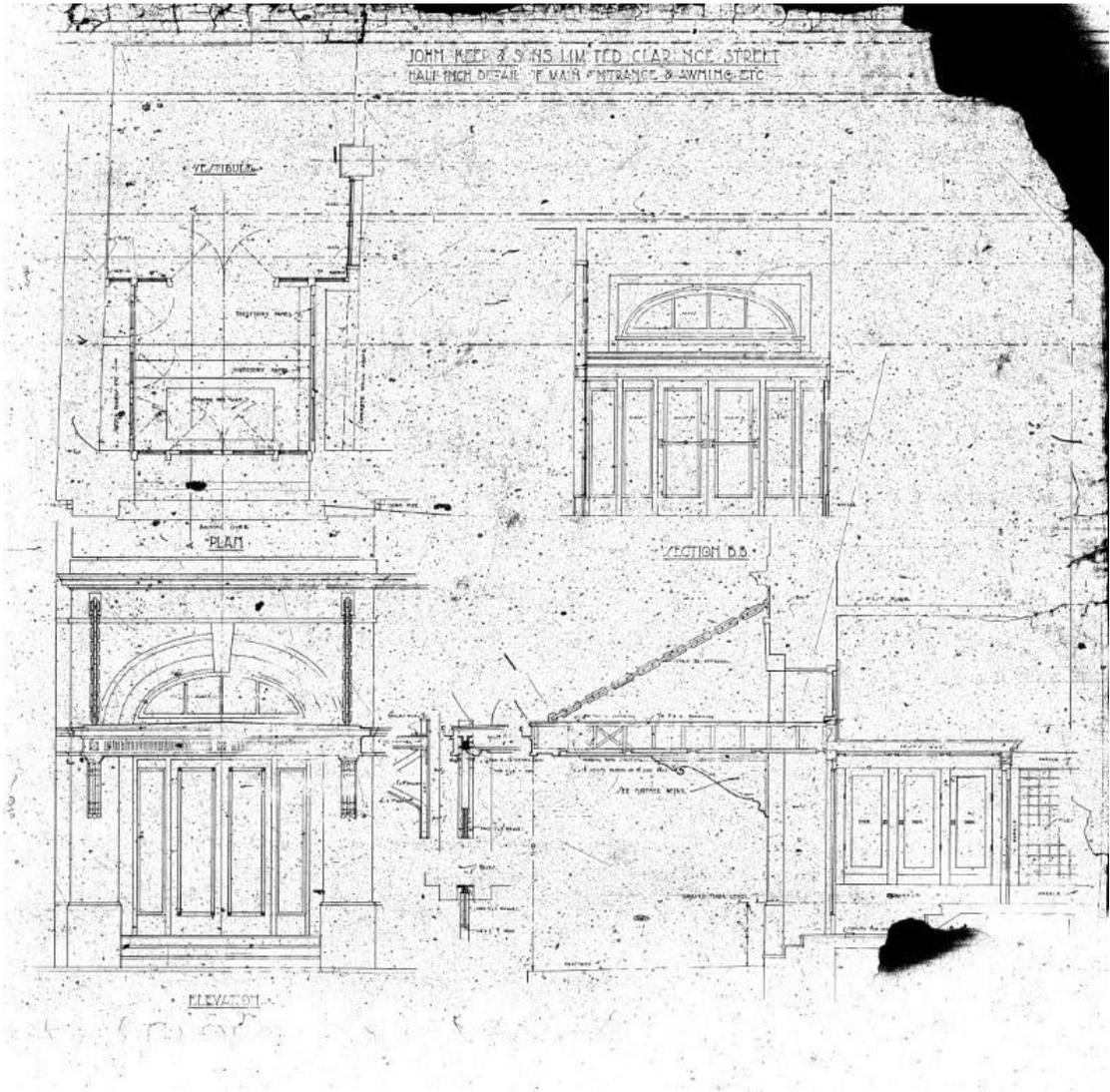
Sixth Floor Plan



Seventh Floor Plan

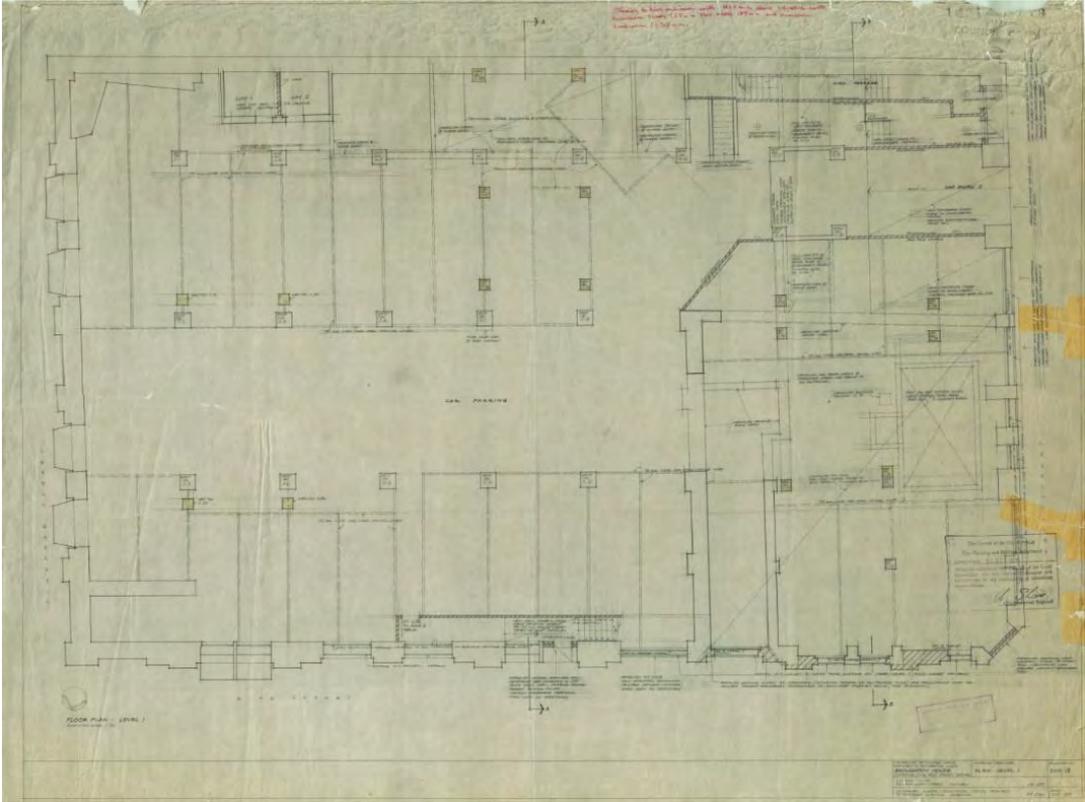


Roof Plan

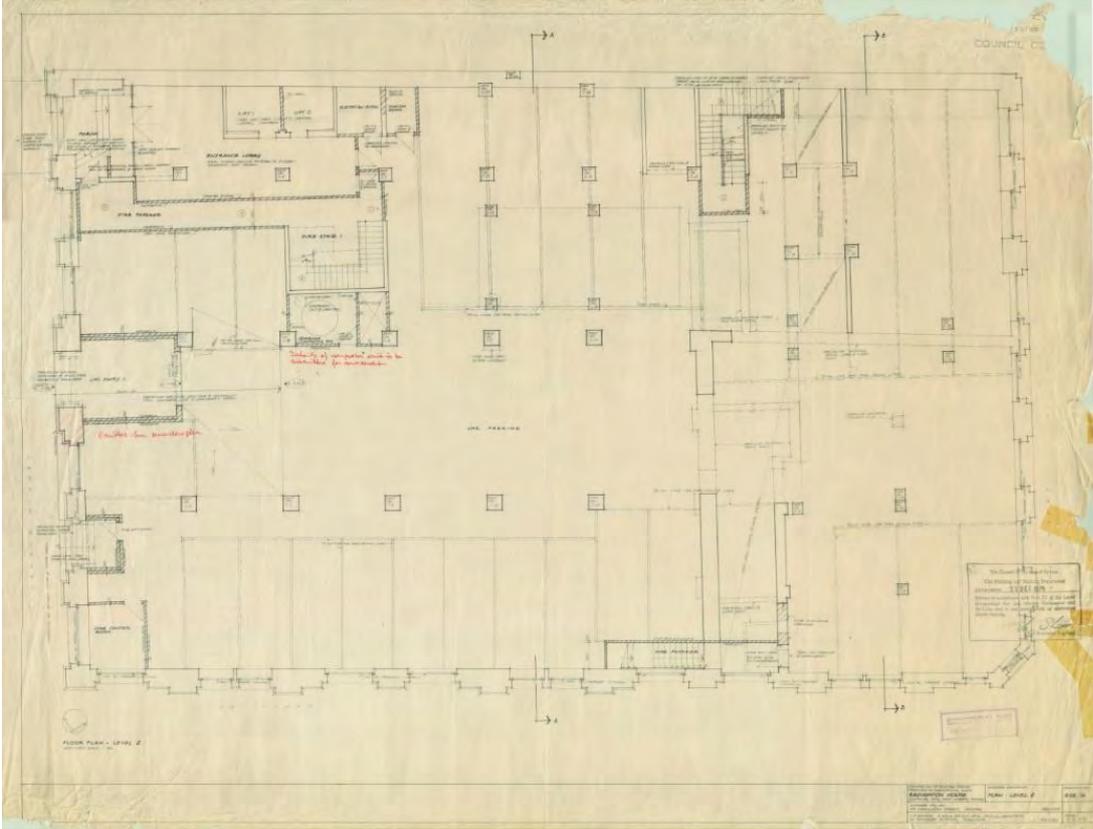


Clarence Street Entrance Details

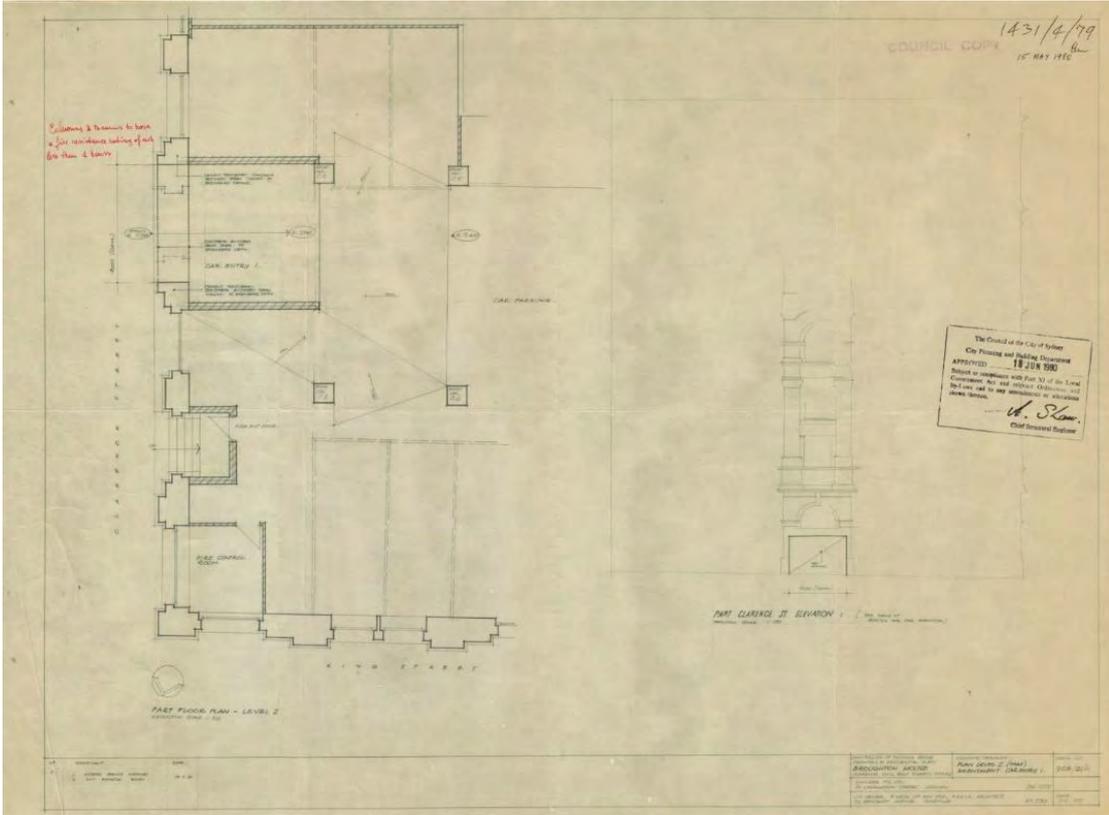
Building Application 1431/1979: J F Poiner



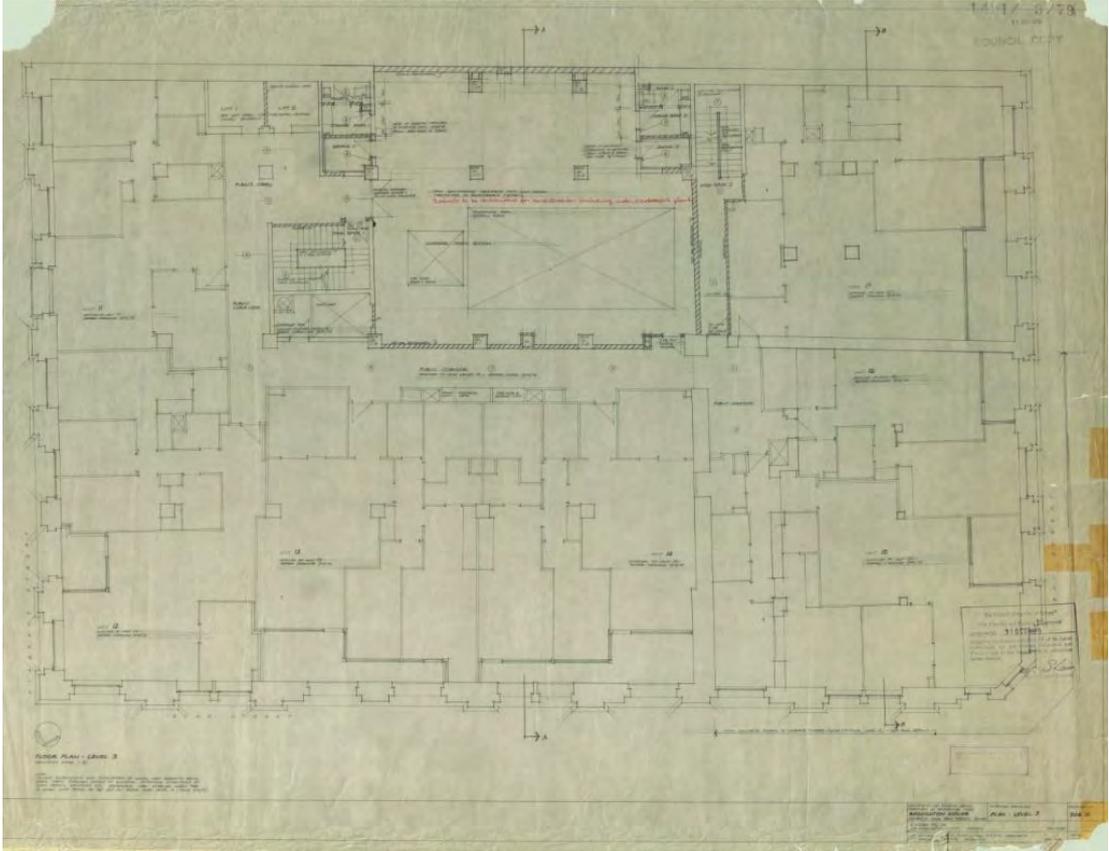
Basement Plan



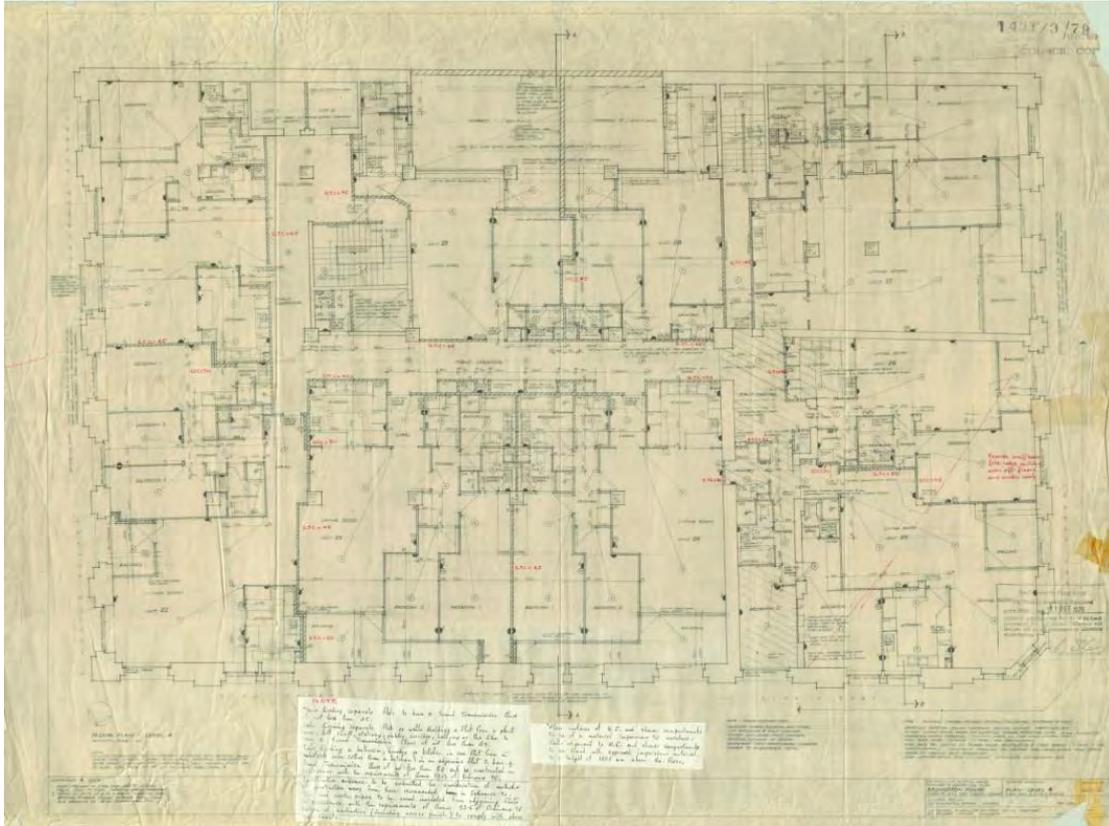
Ground Floor Plan



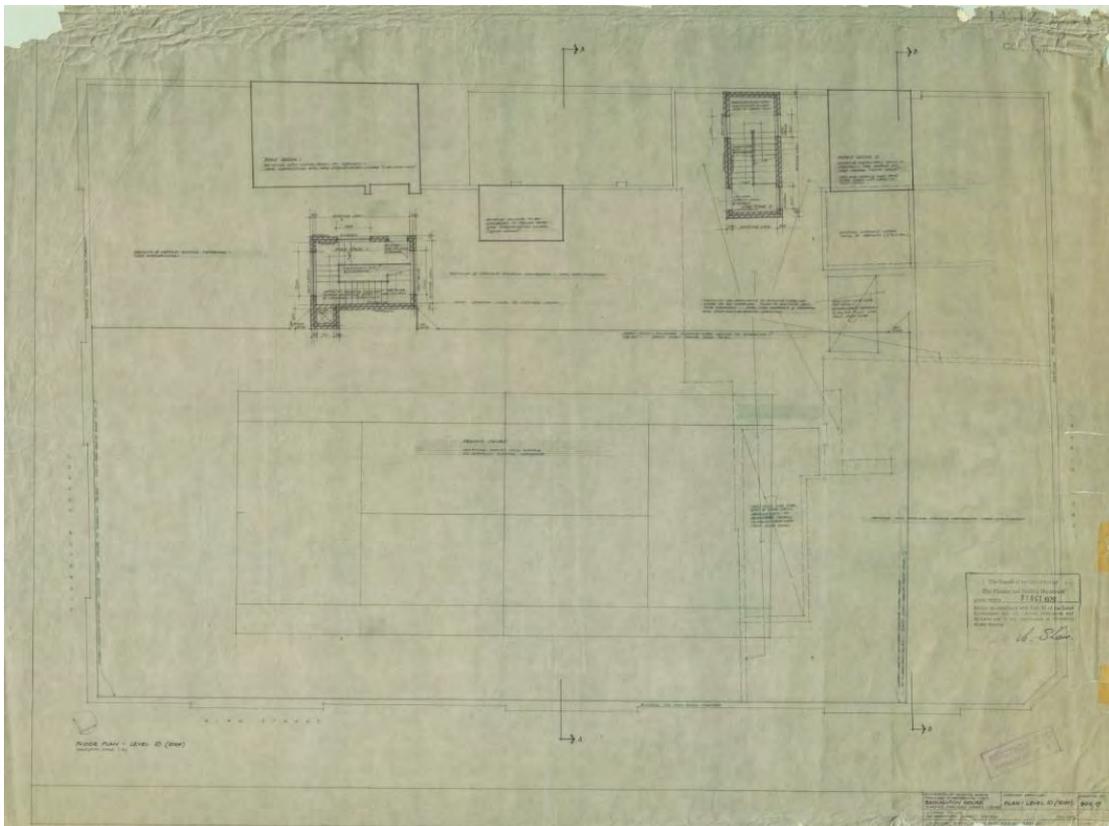
Amendment to car park entry Ground Floor



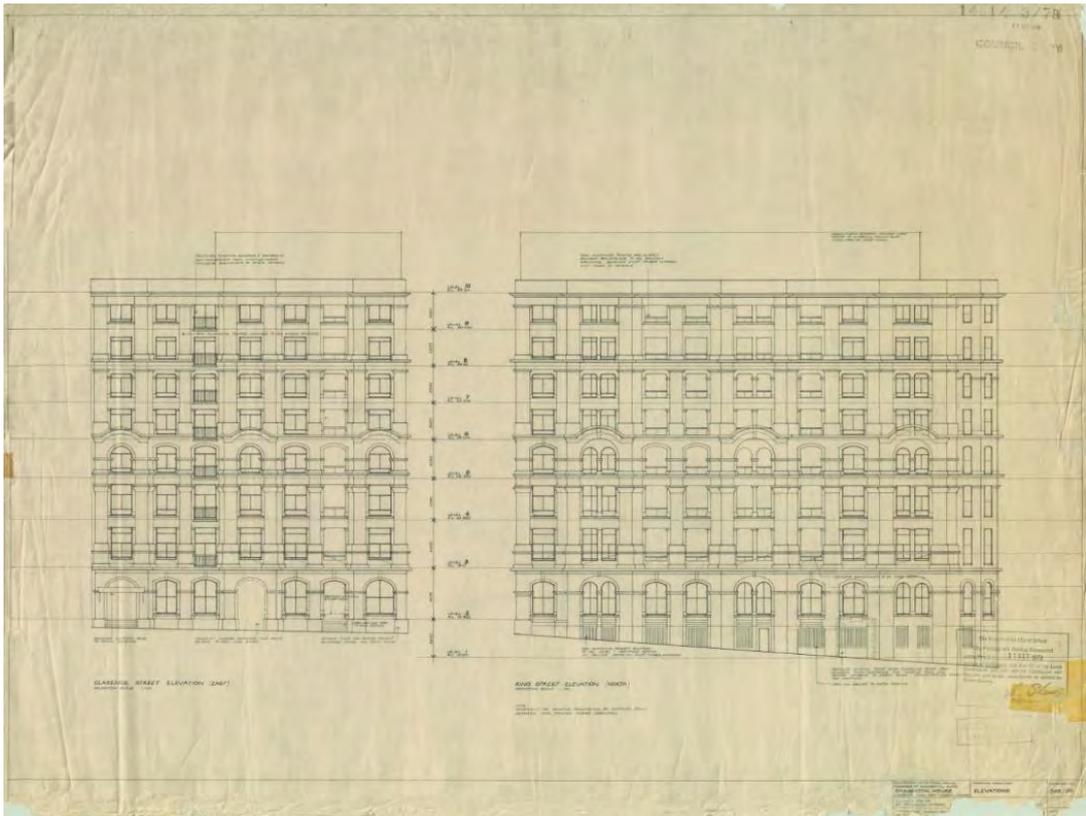
First Floor Plan



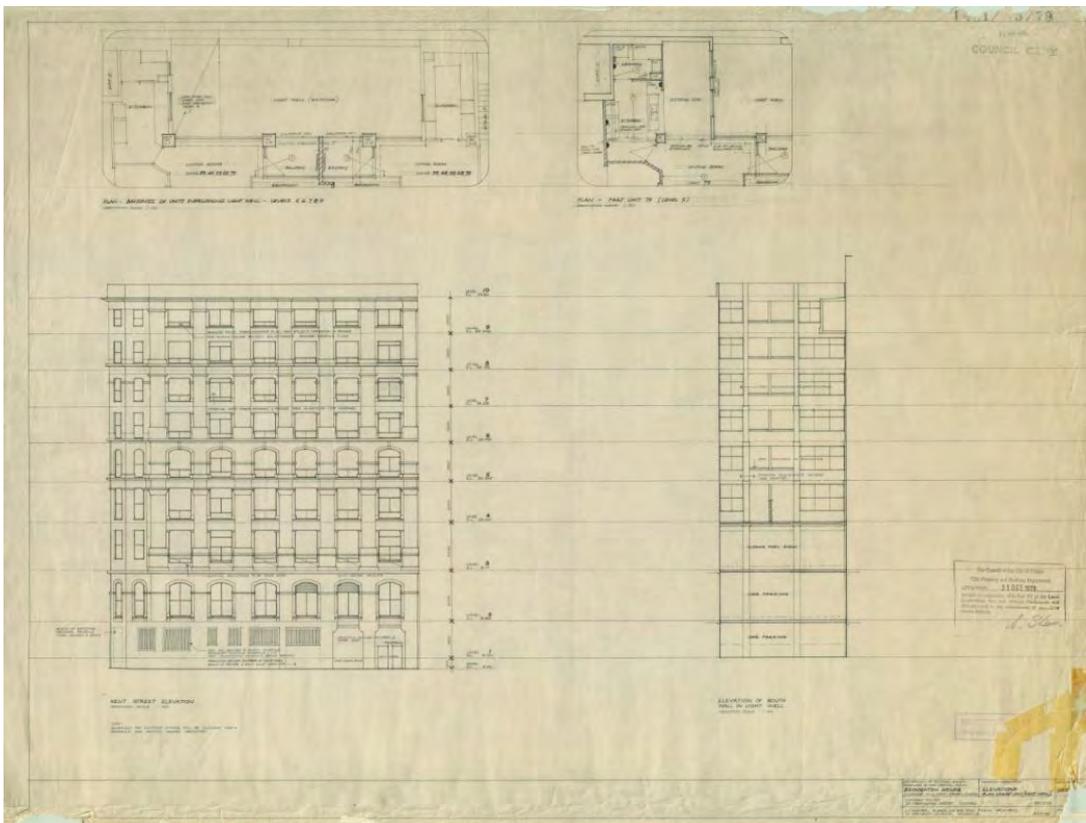
Second to Seventh Floor Plan



Roof Plan



Clarence and King Street Elevations



Kent Street Elevation, Section, Detail Plans

APPENDIX C CYCLICAL MAINTENANCE PLAN

The following cyclic maintenance schedule outlines the inspection and repair regime that should be implemented by the building’s managers as part of the process of on-going maintenance at Broughton House. Work that is undertaken and any faults discovered or repairs made to significant fabric should be recorded and the record maintained separately alongside a copy of this maintenance schedule.

Qualified and experienced consultants only should be employed to work on significant building fabric, particularly the façade stone. Remedial work should be appropriately supervised. Expert professional advice should be sought prior to cleaning or undertaking future repair work on significant building features or fabric.

C.1 Urgent Maintenance

Building Element	Inspect for	When
	Blocked or broken storm water and sewer lines that require clearing or repair; Clearing of blocked gutters and downpipes; Broken water service or leaking faucets and toilet cisterns in common facilities; Damaged or defective light fittings and switches in common areas; Failed incandescent light bulbs or fluorescent tubes in common areas; Storm damage to building fabric; Vandalism or break and enter damage to windows and doors; Broken or defective locks and latches, replacement of keys or lock cylinders.	As they occur

C.2 Roof

Building Element	Condition	Inspect for	When	Life Expectancy	Required works
Flashings and cappings	Good	Inspect for loose or raised fixings to metal cappings, cappings that have lifted, slipped or are deformed from wind damage.	Every 2 years	15+ years	Maintenance and life cycle replacement
Roof membrane	Good	Inspect for lifting joints, surface blisters or physical damage and cracks. Check on hot days and after rain as the membrane surface dries (cracking can be seen wet as the heat draws up moisture). Check water falls across roofs and does not pond.	Every year	20+ years	Maintenance and life cycle replacement
Steel elements		Check for signs of rust. Check that all fixings are secure. Ensure there are no loose items lying on flat sections of steel or items propped against steel	Every 7 years Weekly		Maintenance and repair

C.3 Roof drainage

Building Element	Condition	Inspect for	When	Life Expectancy	Required Works
Sumps	Good	Clear sumps including guards of leaves and rubbish. Ensure guards sit correctly and are clear of debris. Check that downpipes are flowing freely and are not blocked. Look for downpipes that are damaged or squashed and restrict water flow. Check that downpipes are connected to the stormwater system and whether joints are sound. Check that stormwater drainage is not blocked.	4-12 months Every 2 years		Maintenance and repair

C.4 External fabric

Building Element	Condition	Inspect for	When	Life Expectancy	Required Works
Brickwork	Good	Inspect for loose, fretted, broken or missing mortar joints and bricks. Check if brickwork is crumbling or has surface salts; this can indicate a moisture problem.	5 years	40-75+ years	Maintenance and repair as required.

C.5 Structure

Building Element	Condition	Inspect for	When	Life Expectancy	Required Works
Timber	Good	Are members secure and true?	7 years		Maintenance and repair as required.

C.6 Joinery

Building Element	Condition	Inspect for	When	Life Expectancy	Required Works
Timber doors	Good	Inspect for loose jambs and damage from locks being forced. Are mouldings or stops secure and does the door operate satisfactorily? Are door joints firm, mouldings missing or damaged? Is the hardware operational – do catches catch and locks lock? Is the furniture secure or missing and defective? Check if the door requires a stop to prevent damage to the door or walls when opened.	2 years	10-15 years	Maintenance and repair as required.

C.7 Internal finishes

Building Element	Condition	Inspect for	When	Life Expectancy	Required Works
Plaster and render	Good	Is the plaster/render cracked or drummy? Is there bubbling or cracking of paint? This can indicate a moisture problem	7 years	40-75+ years	Maintenance and lifecycle replacement
Plaster-board	Good	Are there dents or holes? Are there exposed edge strips or fixings?	3 years	20+ years	
Ceramic wall and floor tiles	Good	Is there decayed or missing grout? Are there drummy, cracked or missing tiles?	3 years	15-20+ years	Maintenance and lifecycle replacement

C.8 Painting

Building Element	Condition	Inspect for	When	Life Expectancy	Required Works
External painted surfaces	Good	Inspect for paint deterioration, failure, damage and grime generally	3 years	10-15 years	Maintenance and lifecycle replacement
External Metalwork	Good	Inspect for metal and paint deterioration, failure or damage and grime generally	3 years	10-15 years	Maintenance and lifecycle replacement
Metal roofing	Good	Inspect for metal and paint deterioration, failure or damage and grime generally	3 years	10-15 years	Maintenance and lifecycle replacement
Membrane roofing	Good	Inspect for membrane deterioration, failure or damage and grime generally	1 year	5-10 years	Maintenance and lifecycle replacement
Internal walls and ceilings	Good	Inspect for plaster and paint deterioration, failure, damage and grime generally	3 years	10-15 years	Maintenance and lifecycle replacement
Window framing and glazing	Good	Inspect for metal frame, paint and glass deterioration, failure or damage and grime generally	3 years	10-15 years	Maintenance and lifecycle replacement
Original joinery doors and frames	Good	Inspect for timber, paint and glass deterioration, failure or damage and grime generally	3 years	10-15 years	Maintenance and lifecycle replacement
Marble floors	Good	Inspect for stone deterioration, failure or damage and grime generally	3 years	10-15 years	Maintenance and lifecycle replacement
Marble wall cladding	Good	Inspect for stone deterioration, failure or damage and grime generally	3 years	10-15 years	Maintenance and lifecycle replacement
Internal Metalwork	Good	Inspect for metal and paint deterioration, failure or damage and grime generally	3 years	10-15 years	Maintenance and lifecycle replacement

Building Element	Condition	Inspect for	When	Life Expectancy	Required Works
Internal glazing	Good	Inspect for glass and framing deterioration, failure or damage and grime generally	3 years	10-15 years	Maintenance and lifecycle replacement

C.9 Services

Building Element	Condition	Inspect for	When	Life Expectancy	Required Works
Stormwater	Functioning service	Inspect for drains and sumps blocked with rubbish or silt. Check if water lies in sumps as this can indicate a total or partial blockage or inadequate fall in line.	4-12 months	20-25+ years	Maintenance and lifecycle replacement
Sewerage	Functioning service	Inspect sumps for damaged grates and ensure these are not draining surface water	2 years	20-25+ years	Maintenance and lifecycle replacement
Water	Functioning service	Inspect taps for drips and ease of operation. Are taps and surface run pipes secured to walls or supports?	2 years	20-25+ years	Maintenance and lifecycle replacement
Electricity	Functioning service	Check if light globes are blown or fittings damaged and if fittings are well secured to walls or standards	1 year	15-20+ years	Maintenance and lifecycle replacement
Fire services	Functioning service	Regular inspection as required by law for Annual Fire Safety Certificate	1 year	10 years	Maintenance and lifecycle replacement

APPENDIX D SCHEDULE OF FAÇADE CONSERVATION WORKS

This appendix contains the record of the Façade Conservation Works approved by the City of Sydney in 2019.

30 July 2019



City of Sydney
Town Hall House
Level 2, 456 Kent Street
Sydney NSW 2000

Attention: Area Planner Manager

Dear Sir / Madam

**Subject: Broughton House, 181 Clarence Street, Sydney (LEP Heritage Item No. HI1718)
Proposed façade repair
Heritage Works Without Consent**

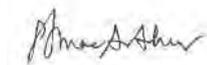
Please find attached a Development Application Exemption – Heritage Works form and Statement of Heritage Impact relating to proposed façade repair works to Broughton House at 181 Clarence Street, Sydney. The Statement has been prepared on behalf of the Owners Corporation of Broughton House (Strata Plan No: 1661).

The proposed works are required for the maintenance and repair of the building's façade and are consistent with the type of works described in Clause 5.10 (3)(a)(i) of the City of Sydney Local Environmental Plan.

We would be pleased to discuss details of the proposal further if required. Please contact Megan Jones if you have any queries.

Regards

TANNER KIBBLE DENTON ARCHITECTS PTY LTD



Scott MacArthur
Associate

NSW Architects Registration No: 6108

QLD Architects Registration No: 4356

encl Statement of Heritage Impact
Development Application Exemption – Heritage Works form
Façade condition drawings prepared by Apex Diagnostics Pty Ltd

Tanner Kibble Denton Architects Pty Ltd | ABN 77 001 209 392 | www.tkda.com.au

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Principals Alex Kibble, Robert Denton, Megan Jones, John Rose | **Practice Directors** George Phillips, Jocelyn Jackson, Melanie Mackenzie

Senior Associates Ian Burgher, Angelo Casado, David Earp, Anna Harris, Emma Lee, Scott MacArthur, Renata Ratcliffe, Lachlan Rowe

Associates Asta Chow, Paul Dyson, Sean Williams

NSW Nominated Architects Robert Denton Registration No 5782 | Alex Kibble Registration No 6015

**PROPOSED FAÇADE REPAIR WORKS
BROUGHTON HOUSE, 181 CLARENCE STREET, SYDNEY
STATEMENT OF HERITAGE IMPACT**

July, 2019

1 INTRODUCTION

Project background

This Statement of Heritage Impact (SoHI) has been prepared on behalf of Owners Corporation of Broughton House (Strata Plan No: 1661) to accompany a Development Application Exemption form – Heritage Works for proposed façade repair works to Broughton House, 181 Clarence Street, Sydney. Broughton House is listed as a Heritage item in Schedule 5 of Sydney Local Environmental Plan 2012 (Item I1718).

The proposed façade works comprise the repair and stabilisation of deteriorated brick and concrete elements.

This SoHI assesses the potential impact of the proposed works on the identified heritage values of the place.



1 Aerial photograph of the Sydney CBD showing the location of 181 Clarence Street.
Source: Google Maps with TKD Architects overlay.





2 Heritage items in the vicinity of Broughton House, which is highlighted (Sydney LEP 2012 Heritage Map – Sheet HER_014 [part]).

Source: City of Sydney Local Environmental Plan with TKD Architects overlay.



3 View of the East (Clarence Street) facade of Broughton House at 181 Clarence Street.
Source: TKD Architects (2019).



4 View of the North (King Street) facade of Broughton House at 181 Clarence Street.
Source: TKD Architects (2019).





5 View of the West (Kent Street) facade of Broughton House at 181 Clarence Street. Source: TKD Architects (2019).

2 HISTORICAL OVERVIEW

The following history has been extracted from the State Heritage Inventory database entry for Broughton House.

The land on which Broughton House stands was part of a grant to Parry Long, William Pawley and Joel Josephs in 1840-41. In 1901, John Keep & Sons Ltd acquired title to part of the land on which they had in 1900 erected a five storey warehouse. In 1920, after a serious fire in 1918, the building was rebuilt by Robertson & Marks with a reinforced concrete structure and four additional floors. The name Broughton House appears on a lease in 1945. In 1947, ownership was transferred to J Fielding & Co who owned the building until 1979, when it was converted to residential uses and strata titled.

3 BUILDING DESCRIPTION

The following building description has been extracted from the State Heritage Inventory database entry for Broughton House.

Broughton House occupies a prominent site with formal elevations to Kent, King and Clarence Streets. The building is eight storeys high with a basement. External walls are load bearing brickwork, and are composed of a series of piers and grouped windows with stucco mouldings in the form of window arches, sills, pilaster capitals and mock balconettes, all in a Victorian Free Classical style. The upper four floors, which were added in the 1920s, are slightly simpler in detail, and the basement storey on the Kent Street side is extremely plain. The windows themselves are modern aluminium framed. The internal structure is reinforced concrete also dating from the 1920s, and retains early reinforced concrete stairs with decorative metal balustrades. Elsewhere the interiors have modern partitioning and finishes.



4 HERITAGE SIGNIFICANCE

The following assessment and statement of heritage significance have been extracted from the State Heritage Inventory database entry for Broughton House.

Assessment of Significance

SHR Criteria a) [Historical significance]	The building is an early example of the use of reinforced concrete for city buildings in Sydney. Has historic significance locally.
SHR Criteria c) [Aesthetic significance]	Has aesthetic significance locally. Cultural: A fine example of both a late Victorian warehouse exterior in face brick and stucco, and a sympathetic 1920s extension in the same idiom, which serves as a model for similar proposals in the future. It occupies and embellishes a prominent site at the end of a block.
SHR Criteria f) [Rarity]	It is an early example of the use of reinforced concrete for city buildings in Sydney.
SHR Criteria g) [Representativeness]	The building exemplifies many of the typical elements of nineteenth century commercial development, and represents a physical record of the last century.

Statement of Significance

Broughton House has aesthetic significance as a fine example of both a late Victorian warehouse exterior in face brick and stucco, and a sympathetic 1920s extension in the same idiom, which serves as a model for similar proposals in the future. The building occupies and embellishes a prominent site at the end of a block. It has historic significance as an early example of the use of reinforced concrete for city buildings.

Significance of Fabric

The 2002 Conservation Management Plan for Broughton House (prepared by Tanner and Associates Pty Ltd), identifies that the external structure and the decorative load bearing brick façades to Clarence, King and Kent Streets are all of exceptional significance.



5 DESCRIPTION OF THE PROPOSED WORKS

The extent of deterioration of the façade fabric and the proposed repair works have been documented by Apex Diagnostics (façade engineers) and Tanner Kibble Denton Architects. The following types of façade damage were identified, with the approximate location and extent noted on Apex Diagnostics drawings 165/001 D01, D02 and D03 (as attached in Appendix A).

1. Types of damage identified.

- Cracking of brickwork
- Cracking of bricks or render with efflorescence
- Cracked and/or drummy render
- Missing mortar (for re-pointing)
- Awning corrosion
- Embedded steel deterioration.

2. Repair works required

The following categories of works are required to repair the defects and damage identified by Apex Diagnostics Pty Ltd. A brief description of the each of the repair actions is provided.

Brickwork:

- Repointing of brickwork – rake out unstable and poor quality mortar. Apply pointing mortar (composition to match existing mortar).
- Tuck pointing of brickwork (stencilled mortar missing) – repoint missing mortar and apply coloured mortar stencil piping to match the original in colour and composition (nominally black, lime rich pointing mortar).
- Repair of cracked and damaged bricks – apply colour matched mortar repair mortar, filling the cracks and defects to as great a depth as possible using a small tool on edge and finish flush with the face of the brickwork (where the damage is greater than 30% of the face of the brick, the brick is to be replaced with a matching brick).
- Replacement of missing bricks – install new bricks to closely match the existing. Use bedding and pointing mortar that closely matches the existing mortars in colour and composition.
- Stabilisation of cracking brickwork - install Helifix crack repair stitching as determined by the façade engineer.

Render/'Stucco':

- Removal of organic growth – apply herbicide and allow sufficient time for vegetation and roots to die before commencing following repair works.
- Repair of cracked and drummy render and concrete – safely remove defective render and concrete, clean contact surface, apply new high build mortar to match adjoining original surface.
- Replacement of missing sections of concrete and render – apply new high build mortar to the clean and stable substrate. Treat exposed reinforcing bars with zinc-rich primer. Apply new high build mortar (with Helifix PatchPin reinforcing if depth of patching is greater than 50mm).
- Repair of previous membrane repair to reinforced concrete – remove high-build painted membrane coating to stable concrete substrate, and apply new high build mortar with pin reinforcing (as noted above). Treat exposed reinforcing bars with zinc-rich primer.

Metalwork:

- Rust treatment of awning frame - mechanically clean exposed metal to remove scale. Apply epoxy primer to exposed steel before painting with high build epoxy finish to match the existing colour.

Photographs showing the type of façade defects requiring repair are included in Appendix A.



6 ASSESSMENT OF HERITAGE IMPACT

The proposed works are assessed against the relevant policies of the 2002 Conservation Management Plan and the relevant provisions of the City of Sydney 2012 Local Environmental Plan and the 2012 Development Control Plan.

Broughton House, 181 Clarence Street, Sydney. Conservation Management Plan (2002)

Policy 8 of the Conservation Management Plan (Maintenance of existing fabric) requires that *'the building must continue to be maintained in a condition that is consistent with its significance by the implementation and review of a maintenance programme, in particular for the exterior. Building deterioration must be slowed or halted and major items of repair should be carried out as soon as possible'*.

The works comply with this policy. The works are intended to repair and conserve the exterior fabric of the building.

Sydney Local Environmental Plan 2012

The proposed works generally comply with the heritage provisions in Section 5.10 of SLEP 2012. Clause 5.10 is devoted to requirements for development consent associated with heritage items, conservation areas and items of Aboriginal significance.

Sydney Development Control Plan 2012

Section 2.1.1 of Sydney Development Control Plan 2012 (DCP) contains a character statement for the York Street Special Character Area including Clarence Street and Kent Street. The character statement outlines the social, cultural and historic significance of the Special Area and describes its coherent built form, with the architectural emphasis of the buildings located at street intersections being a distinctive characteristic of this area. Typical significant buildings within the Area comprise 19th and 20th century, 5–8 storey masonry buildings of a consistent scale, form and character. These buildings frame views through the area between the Harbour and the City.

The proposed works comply with the relevant supporting principles in Section 2.1.1. By conserving and repairing the external fabric of Broughton House its contribution to the character of the York Street Special Character Area is maintained. There will be no impact on other heritage items in the vicinity of Broughton House because the works are confined to the making good of existing fabric.

Section 3.9.5 of the DCP contains specific provisions for heritage items. Compliance is achieved with the objective of this section. The proposed works are intended to conserve and repair the exterior of Broughton House, thus protecting its heritage significance. The proposed works also comply with relevant provisions within Section 3.9.5. They are to be executed by means of traditional techniques in combination with techniques and materials that offer substantial conservation benefits. The heritage significance of the building will not be reduced by the works.

Section 3.9.10 of the DCP contains provisions pertaining to building materials for heritage items. Compliance is achieved with the relevant provisions: the face brickwork of the façades is not to be coated; original materials are being retained and deteriorated sections of fabric are to be replaced with similar materials to match existing materials; and new materials will complement the colour, finishes and proportion of existing materials on the building.

7 CONCLUSION

The proposed repair works to the exterior of Broughton House are required for the ongoing maintenance of the building's façades. Appropriate repair techniques are to be used. Replacement of damaged fabric is limited, and involves the use of appropriate materials and, in the case of missing brickwork, matching the existing brick colour.

The works will maintain the aesthetic heritage significance of the building. The works will not adversely affect the significance of nearby heritage items.



APPENDIX A

Extracts from the 'Façade Inspection Report' for Broughton House (the Owners of Strata Plan 16651), prepared by Apex Diagnostics, May 2019.

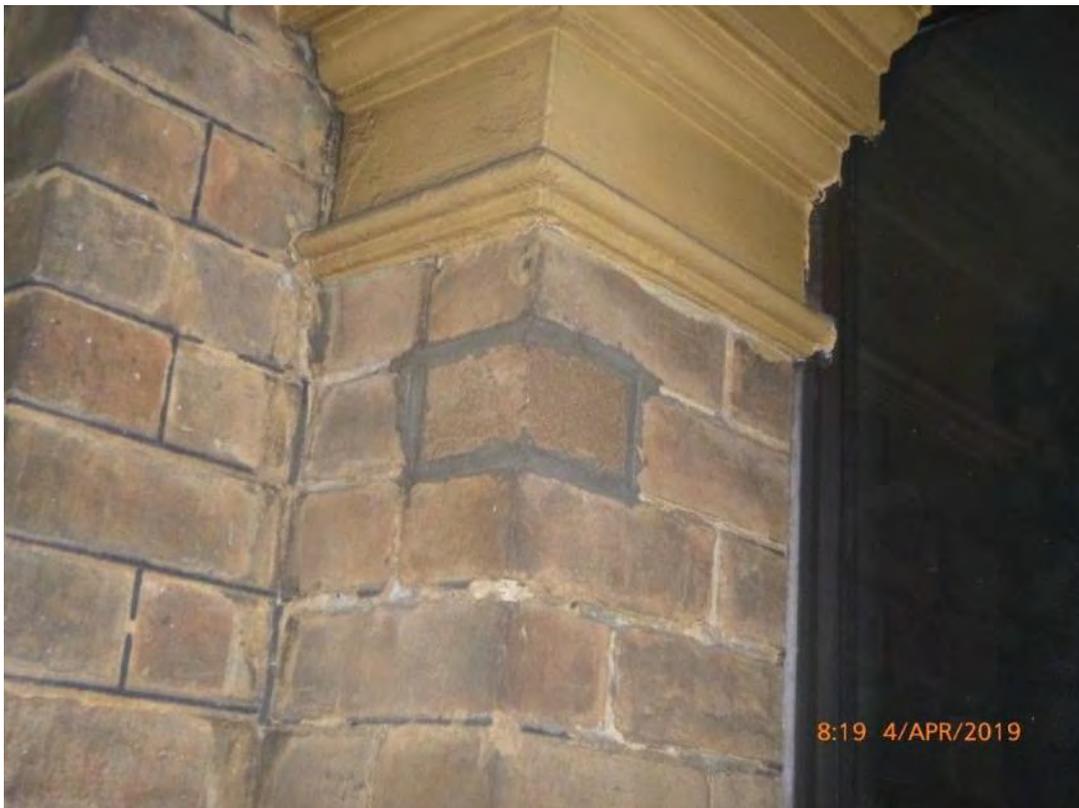


Cracked masonry for investigation and repair (adjacent to the awning).





Missing brick for replacement.

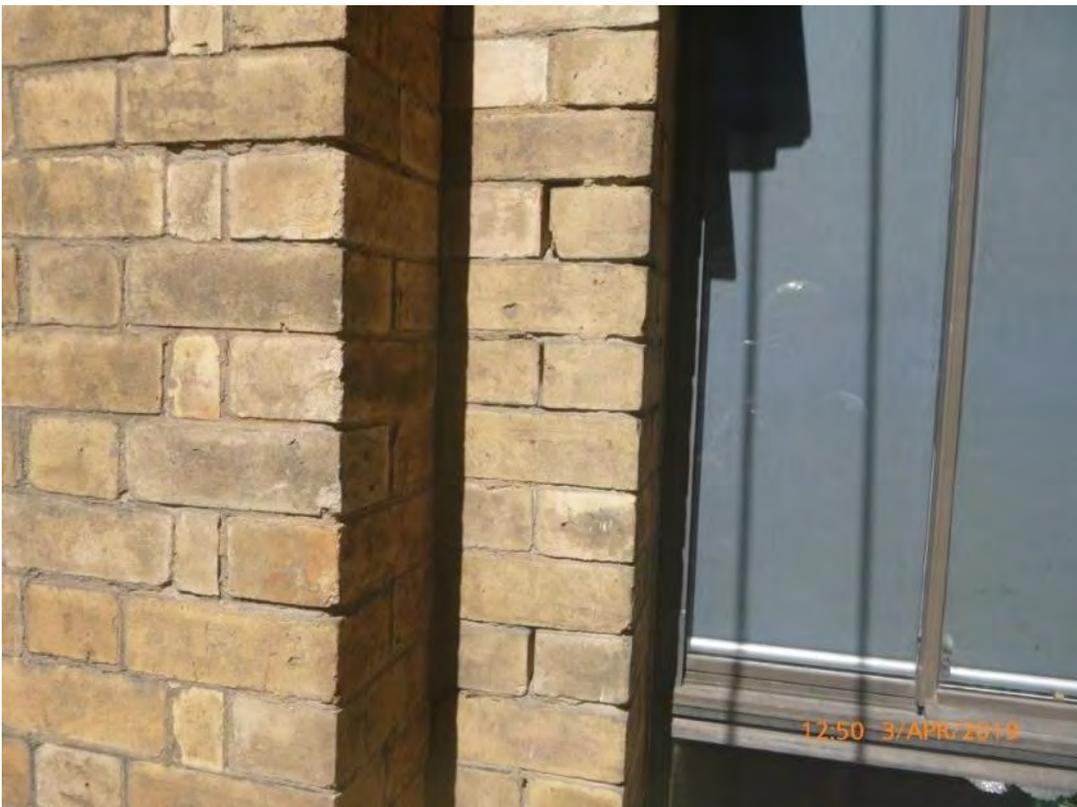


Previously repaired brick for repointing.





Significant and widespread erosion of pointing mortar.

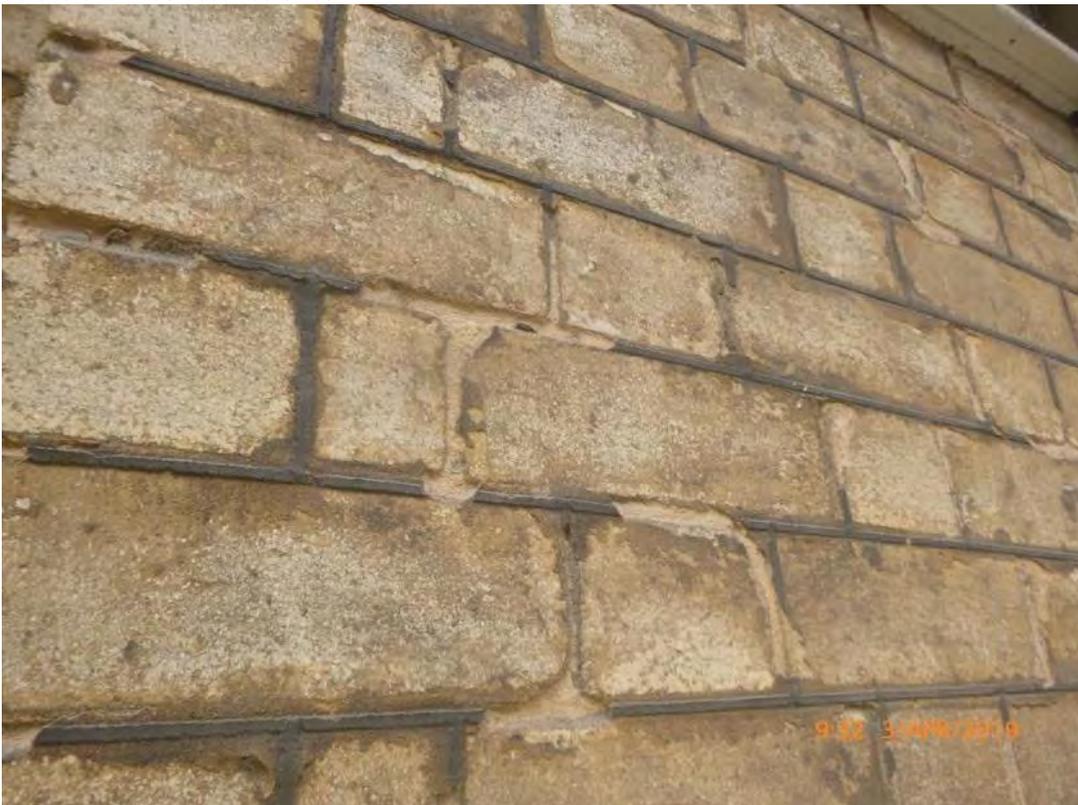


Localised erosion of pointing mortar.





Severe spalling to rendered concrete string course. This has been subject to previous stabilisation attempts, but further deterioration has occurred since.



Localised failure of the stencilled mortar.





Cracking, spalling, and organic growth to rendered horizontal elements.



Delamination of rendered surfaces. This area has been subject to previous stabilisation attempts.





Severe cracking and druminess of horizontal rendered surfaces.



Spalling of rendered concrete elements.





Cracked and spalling edge beams, with organic growth.



Cracking of concrete cornice, with water penetration through.





Cracking of concrete feature element.



Cracking and spalling to concrete edge beam. Severe cracking, drumminess, and delamination of horizontal rendered sill.





Cracked concrete edge beam



General view of awning support.





Localised corrosion to awning ties.



Corrosion to balustrade baseplate.





-  New - Cracking of brickwork
-  New - Crack / Efflorescence
-  New - Re-point
-  New - Cracked/drummy render
-  Awning Corrosion
-  Cracked/drummy render
-  Window frame defect
-  Re-point
-  Embedded Steel
-  Cracking of brickwork

1	13.05.19	IM	TCW	TCW
Issue	Date	By	Chkd	Appd



B5, 15-21 Doody St
Alexandria, NSW 2015
www.apexc.com.au

Client
THE OWNERS OF BROUGHTON HOUSE

Job Title
BROUGHTON HOUSE, SYDNEY

Drawing Title
CLARENCE ST ELEVATION

Scale at A3
NTS

Drawing Status
DRAFT

Job No
165/001

Drawing No
D01

Issue
1



-  New - Cracking of brickwork
-  New - Crack / Efflorescence
-  New - Re-point
-  New - Cracked/drummy render
-  Awning Corrosion
-  Cracked/drummy render
-  Window frame defect
-  Re-point
-  Embedded Steel
-  Cracking of brickwork

1	13.05.19	IM	TCW	TCW
Issue	Date	By	Chkd	Appd



B5, 15-21 Doody St
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Client
THE OWNERS OF BROUGHTON HOUSE

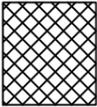
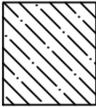
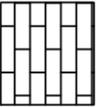
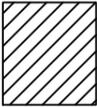
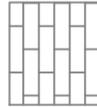
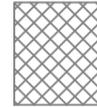
Job Title
BROUGHTON HOUSE, SYDNEY

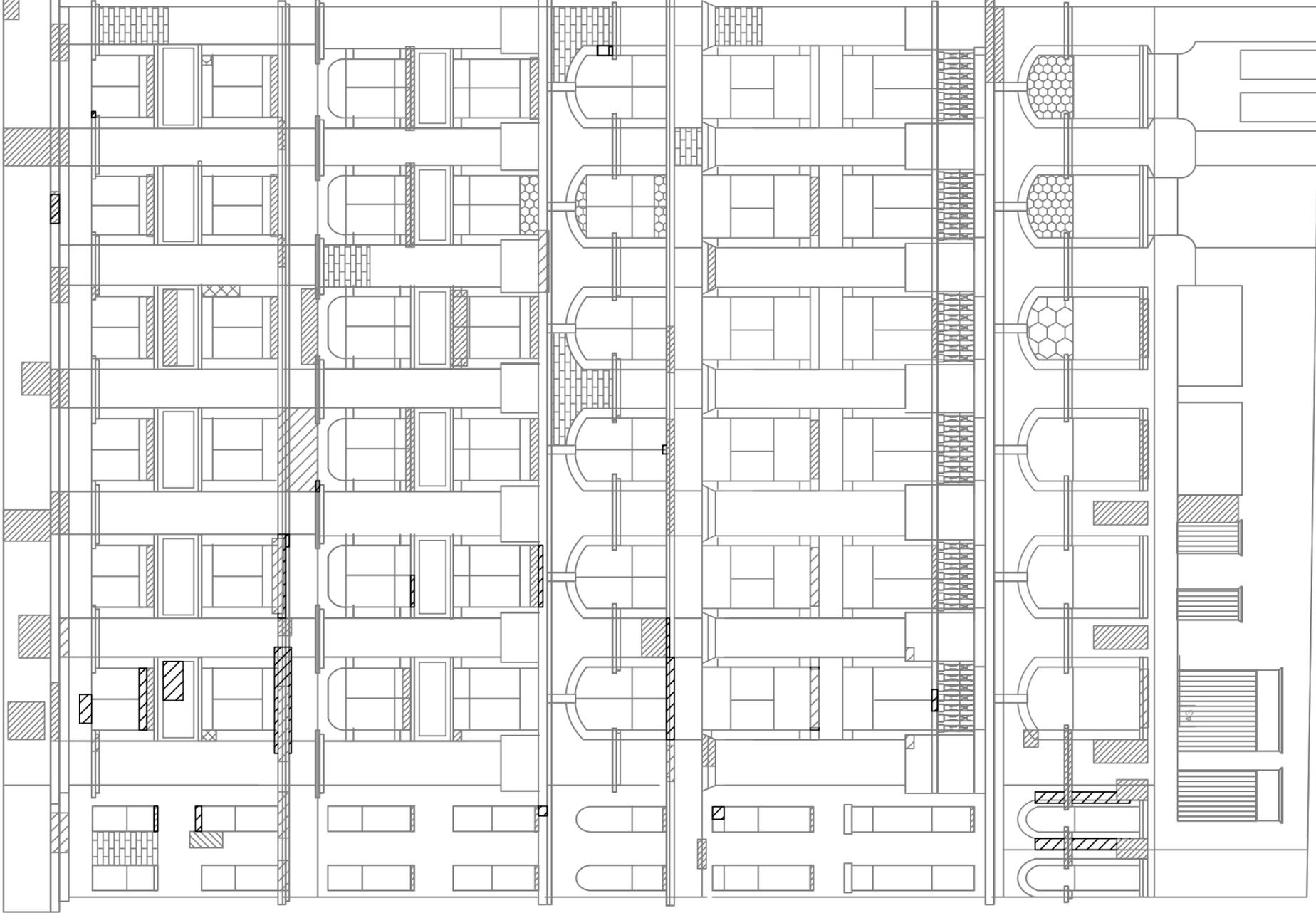
Drawing Title
KING ST ELEVATION

Scale at A3 NTS

Drawing Status
DRAFT

Job No	Drawing No	Issue
165/001	D02	1

-  New - Cracking of brickwork
-  New - Crack / Efflorescence
-  New - Re-point
-  New - Cracked/drummy render
-  Awning Corrosion
-  Cracked/drummy render
-  Window frame defect
-  Re-point
-  Embedded Steel
-  Cracking of brickwork



1	13.05.19	IM	TCW	TCW
Issue	Date	By	Chkd	Appd



B5, 15-21 Doody St
Alexandria, NSW 2015
www.apexc.com.au

Client
THE OWNERS OF BROUGHTON HOUSE

Job Title
BROUGHTON HOUSE, SYDNEY

Drawing Title
KENT ST ELEVATION

Scale at A3
NTS

Drawing Status
DRAFT

Job No
165/001

Drawing No
D03

Issue
1

28 August 2019

Our Ref: HWC/2019/294

THE OWNERS - STRATA PLAN NO 16651
181 Clarence Street
SYDNEY NSW 2000

Determination Notice – Heritage Works (exemption from development consent)

Site: 177-181 Clarence Street , SYDNEY NSW 2000
Proposal: Repair works to external facade.

The provisions of Clause 5.10(3) of Sydney Local Environmental Plan 2012 permits works to be undertaken to a heritage listed building or a building within a conservation area without development consent. This is where such works are of a minor nature or are for the maintenance of the heritage item and will not adversely affect the heritage significance of the heritage item or the conservation area.

Having reviewed the documentation in consultation with Council's Heritage Specialist, I am satisfied that the proposed works are of a minor nature and will not adversely affect the heritage significance of the building or public domain.

Accordingly, development consent is not required for the works listed in the table, subject to the terms of approval set out under **Schedule 1** below.

Approved works (development consent not required)

* Subject to terms of approval listed under **Schedule 1** of this consent.

Description
The approved facade repair/maintenance works include repointing, cleaning, replacement of damaged brickwork, replacement of drummy render and concrete and rust treatment.

Schedule 1 – Terms of Approval

1. The works must meet the relevant deemed-to-satisfy provisions of the Building Code of Australia, or if there are no such relevant provisions, must be structurally adequate;
2. The works must not cause the building to contravene the Building Code of Australia;
3. The works are to be carried out in accordance with the details and drawings [DA01 – DA03 (Issue 1), drafted by 'apex' and dated 13 May 2019] set out under your application dated 5 August 2019, including the technical specifications outlined in the document 'Broughton House – Facade Repairs' (Issue A), drafted by TKD Architects (Project Number 190060) and dated August 2019;

4. All work must be specified, supervised and carried out by people with knowledge, skills and experience appropriate to the work;
5. New materials, including those for making good, are to match the original materials in terms of colours, finishes, sizes, profile and materials, unless otherwise approved;
6. The works are to be carried out in a manner that minimises demolition, alterations and new penetrations/fixings to the significant fabric of the existing building which is listed as a heritage item;
7. Should any relic be discovered in the process of the work the applicant must immediately stop work and notify the Heritage Council of the location of the relic, unless he or she believes on reasonable grounds that the Heritage Council is aware of the location of the relic;
8. This letter does not authorise the use of a public place including a road or footpath to carry out the works (e.g. for scaffolding, hoardings, hoisting). Where the works require the use of a public place separate approval under Section 68 of the *Local Government Act 1993* and/or Section 138 of the *Roads Act 1993* is to be obtained from Council prior to the commencement of work. For further information please refer to the Building and Construction Approvals section of the City of Sydney website.

Advisory Note: It is recommended that the activity is to be documented with a photographic archival recording which should be stored and maintained as part of the buildings property portfolio. The buildings entire facade should be document before and after any works are undertaken. This recording will assist is maintaining an ongoing account of the buildings history/development and will be useful in the event that future applications are lodged and this information is requested as part of any assessment.

The Planning Officer dealing with this application is **Charbel Touma on 02 9265 9040, or email ctouma@cityofsydney.nsw.gov.au.**

Yours faithfully,



MICHAEL SOO
Area Planning Manager
Planning Assessment