

NO. 2-12 CARRINGTON STREET, SYDNEY
FORMER SHELL HOUSE
DRAFT CONSERVATION MANAGEMENT PLAN



PREPARED BY
HBO+EMTB HERITAGE PTY LTD
FOR
THAKRAL HOLDINGS GROUP PTY LTD
SEPTEMBER 2005

Project no. 280121

TABLE OF CONTENTS

EXECUTIVE SUMMARY	V
1.0 INTRODUCTION	1
1.1 Background	1
1.2 Objectives	1
1.3 Methodology	1
1.4 Definitions	1
1.5 Contributions	2
1.5.1 Project Team	2
1.5.2 Acknowledgements	2
1.6 Study Area	4
2.0 DOCUMENTARY EVIDENCE	5
2.1 Preamble	5
2.2 Aboriginal Occupation	6
2.3 European Settlement-Military Phase	6
2.4 Wynyard Square	10
2.5 City Park and Transport Interchange	13
2.6 No. 2-12 Carrington Street	14
2.7 Shell Oil Company	22
2.8 Shell Australia	22
2.9 Shell (Trade mark)	25
2.10 Menzies Hotel	26
2.11 Architects – Spain and Cosh Architects	27
2.12 Alfred Spain	28
2.13 Interwar Commercial Palazzo	30
3.0 PHYSICAL EVIDENCE	32
3.1 Source of Evidence	32
3.2 Context	32
3.3 The Site	33
3.4 The Building	35
3.4.1 Structure	35
3.4.2 Exterior	35
3.4.3 Interior	36
3.5 Architectural Glazed Terra Cotta	39
3.6 Analysis	42
3.7 Physical Condition	46
4.0 ANALYSIS AND EVIDENCE OF SIGNIFICANCE	48
4.1 Preamble	48
4.2 Assessment Criteria	48
4.3 NSW Heritage of Office Methodology	48
4.4 Evaluation of Evidence	49

4.5	Evaluation of Heritage Significance	49
4.5.a	Evolutional Significance	49
4.5.b	Associational Significance	50
4.5.c	Aesthetic and Technical Significance	51
4.5.d	Social Significance	51
4.5.e	Archaeological/Research Potential	52
4.5.f	Comparative History	53
4.5.g	Comparative Places	54
4.6	Significance Matrix	55
4.7	Summary of Statement of Significance	56
4.8	Grading of Significance	57
4.8.1	Grading of Significance	57
4.9	Relative significance of components	57
4.9.1	Exceptional	61
4.9.2	High Significance	61
4.9.3	Moderate Significance	62
4.9.4	Low Significance	62
4.9.5	Intrusive	62
4.9.6	Neutral	63
4.10	Level of Significance	64
4.10.1	Level of Significance – Basement Level	64
4.10.2	Level of Significance – Lower Ground Floor	65
4.10.3	Level of Significance – Ground Floor Level	66
4.10.4	Level of Significance – First Floor	67
4.10.5	Level of Significance – Typical Floor Level 2-9	68
4.10.6	Level of Significance – Level 10	69
4.10.7	Level of Significance – Level 11	70
4.10.8	Level of Significance – Roof level	71
4.10.9	Level of Significance – Sections	72
4.10.10	Level of Significance – Elevations	73
5.0	HERITAGE STATUS AND STATUTORY CONTEXT	74
5.1	Heritage Status	74
5.1.1	Sydney City Council	74
5.1.2	NSW Heritage Council	74
5.1.3	Australian Heritage Council	74
5.1.4	National Trust of Australia (NSW)	74
5.1.5	Royal Australian Institute of Architects, NSW Chapter	74
5.1.6	Art Deco Society of New South Wales	74
5.2	Statutory Context	75
5.2.1	Central Sydney Local Environment Plan 2000	75
5.2.2	Central Sydney Local Environment Plan 1996	77
5.2.3	Central Sydney Development Control Plan 1996	78
5.2.4	City of Sydney Signage and Advertisement Structure Development Control Plan	79
5.2.5	Draft Central Sydney Local Environment Plan 2002	79
6.0	DISCUSSION OF CONSERVATION POLICIES	80
6.1	Constraints arising from Assessed Significance	80
6.1.1	Evolution of the Building	80
6.1.2	Design	80
6.1.3	Structure	80

6.1.4	Floor layout	81
6.2	Potential Uses	81
6.2.1	Framed Structure	81
6.2.2	Commercial Offices	82
6.2.3	Hotel	82
6.2.4	Apartments	82
6.3	User Requirements	83
7.0	STATEMENT OF CONSERVATION POLICY	84
7.1	Preamble	84
7.2	Conservation Policy Expertise	84
7.2.1	Conservation Philosophy	84
7.2.2	Heritage Management Expertise	85
7.2.3	Use of this Heritage Conservation Management Plan	85
7.3	Use and Management	86
7.3.1	Compatible Use	86
7.3.2	Building Management	86
7.3.3	Future Responsibilities	87
7.3.4	Interpretation	87
7.3.5	Maintenance	88
7.4	Building Fabric	89
7.4.1	Preservation	89
7.4.2	Restoration / Reconstruction	89
7.4.3	Adaptive Re-use	90
7.4.4	Physical Intervention	90
7.4.5	New Works / Adaptation	90
7.4.6	New Work / Services	91
7.4.7	Recording of Change	91
7.5	New Work/Alterations and Additions	92
7.5.1	Alterations and Additions to the Existing Building	92
7.5.2	Materials and Details for New Work	92
7.5.3	Junction of New and Old	92
7.5.4	Streetscape	93
7.6	Archaeological resources	93
8.0	POLICY IMPLEMENTATION	94
8.1	Preamble	94
8.2	Statutory Measures	94
8.3	Conservation Management Plan	94
8.4	Heritage Impact Assessment	94
8.5	Conservation Strategies and implementation	94
8.5.1	ICOMOS Australia – Burra Charter	95
8.5.2	Review	95
8.6	New Work / Alterations and Additions	95
8.6.1	New Work / Services	95
8.6.2	New Work / Recording of Change	95
8.6.3	Additions and Alterations to Existing Building	95
8.6.4	Materials and Details of New Work	95
8.6.5	Building Maintenance	96
8.6.6	Building Uses	96
8.7	Archaeological Resources	96
8.8	Interpretation	97

8.9	Signs and Advertisements	97
9.0	SCHEDULE OF CONSERVATION WORKS	99
10.0	APPENDICES	101
10.1	REFERENCES	102
10.2	ICOMOS Australian, Burra Charter	104
10.3	Land Titles Office, Certificate of Title	112
10.4	Schedule of Building Application	114
10.5	Architectural Drawings – Spain and Cosh 1936	117
10.6	Structural Drawings – prepared by the Trussed Concrete Steel Co. (Sydney) September 1936	130
10.7	Architectural Plans – prepared by Gergerly and Pinter for the Menzies Hotel in 1978	140
10.8	SHELL HOUSE Journal – December 1977	149
10.9	City of Sydney Heritage Inventory Report – Beneficial House	151
10.10	City of Sydney Heritage Inventory Report – Lisgar House	158
10.11	City of Sydney Heritage Inventory Report – Former Shell House	164
10.12	City of Sydney Heritage Inventory Report – Scots Church	170
10.13	City of Sydney Heritage Inventory Report – Former Skinners Family Hotel	176
10.14	City of Sydney Heritage Inventory Report – Transport House	182
10.15	City of Sydney Heritage Inventory Report – Wynyard Park	188

EXECUTIVE SUMMARY

The building at No. 2-12 Carrington Street (former Shell House) is of considerable interest for its ability to demonstrate important historical themes in the development of Central Sydney for its architectural values and streetscape presence. This Conservation Management Plan reviews the documentary and physical evidence to assess its heritage significance, which is derived from: its origins as the first Sydney head office of the Shell Petroleum Company; as a representative example of the Inter-War period Commercial Palazzo style, designed by the distinguished architectural practice of Spain and Cosh, with a rare application, for its style, of glazed terra cotta facings and details. More recently, No 2-12 Carrington Street has been strongly associated with the Menzies Hotel since conversion of the building in 1978. The detailed assessment of significance concludes that the external form and building envelope survives quite intact except for replacement of most of the original steel framed windows with aluminium framed windows, conversion of the main Carrington Street entrance to a fire escape and insertion of a new opening at lower Ground Floor Level in Margaret Street. While the internal structure did not change very much when the hotel conversion was constructed, it is a typical demonstration of the adoption of steel framing for multi storey commercial development on the Inter-War period and of some interest for the use of ribbed reinforced concrete floors over relatively short spans. Overall the structure is considered to be of moderate significance and the fabric introduced for the hotel suites and other associated facilities of low significance because it displaced all original detail and internal fabric of the Shell office interiors and in some instances, it may be considered to be intrusive.

Taking into account the statutory provisions for heritage conservation established by Sydney City Council's planning controls, development trends in Central Sydney and future use potential of the building, a Conservation Policy framework has been established that addresses:

- Conservation philosophy and expertise
- Use and Management
- Building Fabric
- New Works /Alterations and Additions
- Interpretation
- Archaeological resources

The recommended conservation policies have been extracted from the main text in the following section "HOW TO USE THIS PLAN" for quick reference. The policy framework anticipates that, given the flexibility of the original framed structure of the building and the high degree of intervention that has already been made to its interiors, and recognising changing commercial needs and expectations, the building is likely to undergo further adaptation in the future.

Furthermore, Section 8 of the plan provides more detailed guidelines for policy implementation including a signs and advertising strategy, an outline for a maintenance strategy, and identification of appropriate themes for the future interpretation of the significance of No. 2-12 Carrington Street.

HOW TO USE THIS PLAN

This Conservation Management Plan should be used as a guide to the future use, maintenance and conservation of the identified heritage item, No. 2-12 Carrington Street, Sydney (the former Shell House), to ensure the item's significance is maintained for future generations.

The Conservation Management Plan has been divided into 9 sections described as follows:

Section 1 Introduction

This section identifies the heritage item, at No. 2-12 Carrington Street, Sydney, and formulates objectives of the Plan.

Section 2 Documentary Evidence

This section provides historic documentation of the site, item and associated elements which may have contributed to the understanding of the site's significance.

Section 3 Physical Description

This section identifies the existing physical description of the site and its components, which may contribute to the heritage item's significance.

Section 4 Heritage Status

This section identifies the external requirements which relate to the heritage status of the site and the heritage item and may determine constraints and opportunities.

Section 5 Analysis of Evidence of Significance.

This section establishes the significance of the item based on the documentary and physical evidence to establish a statement of significance which will guide the maintenance and conservation of the heritage item.

Section 6 Discussion on Conservation Policy.

This section deals with the relationship between the assessed significance established in Section 5 of this Conservation Management Plan and the external factors such as client /user needs and government constraints, which will guide the development of the conservation policies.

Section 7 Statement of Conservation Policy

This section formulates recommended policies for the use, maintenance and conservation of the heritage item. The policies have been developed as a result of the analysis of evidence of significance (section 5) in relation to Heritage Status (section 4) and the discussion of the policies (section 6).

Section 8 Policy Implementation and Guidelines

This section deals with how the policies are to be implemented in the maintenance and conservation of the item, looking not only at statutory requirements but methods of conservation and aspects of work such as preservation, alteration and additions and new works.

Section 9 Conservation Works

This section outlines the extent of recommended conservation works for No. 2-12 Carrington Street, Sydney.

The owner/s of Shell House, a heritage item, have a number of boarder obligations. Policies have been formulated as fundamental guides to protect the assessed significance of the site. These policies have been extracted and noted below to provide a quick reference.

CONSERVATION PHILOSOPHY AND EXPERTISE

Policy 1

The future conservation and development of No. 2-12 Carrington Street shall be in accordance with the principles of the Australia ICOMOS Burra Charter for the Conservation of Places of Cultural Significance (Burra Charter) revised 1999.

Policy 2

This Conservation Management Plan for No. 2-12 Carrington Street shall be endorsed as the main guide to future planning, management and work for this building.

Policy 3

All work shall be undertaken on the basis of known evidence. Conjecture, guesswork or inaccurate replication is unacceptable (Burra Charter Article 23)

Policy 4

The treatment of existing components and fabric is to be in accordance with their assessed significance; and generally as set out in Section 4 of this Conservation Management Plan:

Policy 5

Heritage management expertise such as a Heritage Architect should be enlisted to guide any future work proposals (other than minor works or routine maintenance) affecting:

- The exterior of the building;
- The general planning and layout of accommodation in the building;
- Surviving fabric of the 1938 building; eg: major penetrations, changes in internal wall layout, additional structural elements, removal of structural fabric, introduction of new building services and alterations to original windows and door openings.

USE AND MANAGEMENT

Policy 6

Copies of the final Conservation Management Plan shall be endorsed by the building owner and retained on the premises for reference purposes.

Policy 7

Copies of the final Conservation Management Plan shall also be lodged with the Planning Consent Authority, the NSW Heritage Office, Sydney City Council and NSW State Library as reference items.

Policy 8

The Conservation Management Plan should be reviewed every 5 years and shall take into consideration any new information or data as it becomes available. This review shall be made by a qualified and experienced heritage consultant.

Policy 9

Any proposal for further works to the No. 2-12 Carrington Street should be accompanied by a Statement of Heritage Impact prepared by a qualified heritage consultant and submitted to the planning consent authority.

Policy 10

Future uses should be compatible with the historic streetscape value and character of 2-12 Carrington Street and its setting in relation to Wynyard Park and respect the surviving significant building fabric, in particular the exterior fabric.

BUILDING MANAGEMENT

Policy 11

The building owner's property management unit and other personnel involved in management of the building should be informed about the background information, Statement of Significance and policies contained in this Conservation Management Plan.

To ensure effective custodianship of the heritage significance of the building, all those responsible for the decision making and implementation of management decisions should be familiar with, and have access to, this Conservation Management Plan, including:

The property Management Unit;

The person(s) responsible for maintenance and building services;

The person(s) responsible for marketing, sales, and leasing arrangements.

Policy 12

The property management framework should incorporate a heritage management component requiring the owners to take into account the Conservation Management Plan in future decision making.

This responsibility should pass to any new owners as a condition of sale or transfer to title.

This requirement will apply under the current ownership and is to be made a condition of transfer of ownership, particularly if the property is to become the subject of strata subdivision.

Policy 13

A person qualified in interpretation techniques should be engaged to advise on appropriate measures to interpret the history and significance of the building - first as the Sydney Office of the Shell Company and also in its more recent role as a part of the Menzies Hotel.

The themes that could be developed to assist in the interpretation of the site and building are:

Colonial era: Role of the military in early Sydney

Commerce: Early development of petroleum industry in Australia

Persons: Architects - Spain and Cosh.

Architecture: Interwar Commercial Palazzo

Tourism and leisure: History of Menzies Hotel

New sourced documentation contributing to the heritage significance of the building should be properly catalogued and archived according to recognised archival procedures and or added to the interpretation of the building, and its history.

Policy 14

A preventive maintenance schedule should be prepared by an experienced and qualified specialist, setting out the scope and intervals of inspection and identifying requirements for special expertise in traditional building technologies. A systematic record of the location, scope, time and personnel involved is to be kept for all maintenance undertaken at No. 2-12 Carrington Street.

Policy 15

Only persons who are qualified and experienced in treating the relevant building materials shall be employed and supervision should be consistent. This policy applies in particular to the stone base course, external glazed tile wall facings and retained steel framed windows.

Policy 16

Conservation works shall be prioritised according to needs. Unstable fabric or defects, which if not addressed will cause further deterioration of the fabric, or which pose a safety risk shall be addressed first.

BUILDING FABRIC

Policy 17

All remaining original external building façade fabric of the 1938 period, up to and including the top parapet and of the clock tower, rated as high significance is to be stabilised, preserved and restored.

This policy applies to: the form and fabric of the external envelope; trachyte base and glazed tile wall facings; clock tower and clock faces, render wall surfaces and detailing to Wynyard Lane, steel framed windows at Ground Floor level, architectural details; Carrington Street entry (but not later fire doors).

The external masonry envelope and architectural detail should be preserved, including the existing external fenestration pattern

New openings or changes to existing openings in walls should be avoided – most particularly at the Carrington Street and Margaret Street facades. Where unavoidable, openings should be made in such a way that the wall configuration can still be interpreted and architectural details are not damaged.

Policy 18

Damaged or missing original elements of the building's exterior and interior elements of high significance should be restored or reconstructed based on accurate documentary and / or physical evidence in accordance with Article 19 and 23 of the Australia ICOMOS Burra Charter. Damaged or missing original items of moderate and low significance should be restored where retention would maintain the context of other items of higher significance; or otherwise can be retained for adaptive reuse where possible. Items of low significance can be removed if the significance of elements or spaces of higher significance will be enhanced.

Intrusive components detracting from heritage significance should be removed, where opportunities arise; such as building elements noted in 4.9.4 of this Conservation Management Plan:

- Aluminium awning over Margaret Street entrance.
- Enlarged doorway to Margaret Street entrance.
- Fire doors to Main Carrington Street entrance.
- Retail tenancy to Carrington Street.
- Paint finish to trachyte base.
- Aluminium cladding to clock tower.

Where accurate evidence is not available, works required to upgrade the standard of accommodation and rectify past damage should not attempt conjectural restoration, but be complementary to retained significant fabric and details.

Policy 19

Reconstructing elements to a known earlier state is acceptable if it is required for conservation, if it enhances the significance of the element, does not distort existing evidence and allows interpretation of the change to be read. Reconstruction is not necessarily part of the conservation process, and repair and preservation are to have priority.

Policy 20

No. 2-12 Carrington Street may continue to be adapted to serve compatible uses, provided adaptation for such uses respects the heritage significance of the place.

No new work should be visible on the exterior of the building or above the parapet level as viewed from Wynyard Park, the west side of York Street or points on the north side of Margaret Street except that the light well may be infilled or reconfigured if required for efficiency of the floor planning.

Policy 21

Any physical intervention into the external envelope fabric and structural elements of the building should be based on careful study of the significance of these elements. Permanent, physical impacts on components of high significance should be avoided.

NEW WORK/ADAPTATION

Policy 22

New works for introduced elements such as fit outs, bathrooms, kitchens, furniture and the like should not attempt to recreate Inter war period stylistic details or stylistic details of any other past architectural period.

New works should be complementary to, but not compete with, the architectural character and spatial qualities of the retained significant fabric of the building

Policy 23

New works such as partitions, fitments and the like should be designed and constructed to minimise physical impacts on fabric of high significance. New works should be capable of easy removal without damage to the significant fabric; i.e., they should be reversible.

Policy 24

Adaptation of 2-12 Carrington Street should meet the following criteria:

- New works should be reversible to the maximum degree possible to facilitate future adaptive reuse.
- The materials and detailing should complement, but not compete with the original significant, Commercial Palazzo architecture – taking note of the classically derived stylistic elements and original stone, glazed tile facings, external render surfaces and details and steel framed window components.
- Arched steel framed windows on the Ground Floor of the west, north and east facades are to be retained.
- The existing west Ground Floor door opening is to be retained.
- The Clock tower and four clock faces are to be retained. The clock mechanism may be replaced or adapted to return the clock's faces to working order. As the existing clock mechanism cannot be put back into working order, it should be offered to the Powerhouse Museum.

Policy 25

New works to introduce any new services, lift shafts and the like should be incorporated into the existing spaces and finishes or spaces which are not of high significance. Where services are installed, they should be concealed or, where practicable, designed to be unobtrusive and to take advantage of existing ducts, shafts and penetrations, under the guidance of a Heritage Architect.

If new structure is required for replacement lift shafts to achieve a more efficient floor plate, it should occupy an area that has already been substantially altered, such as the earlier southern light well.

Policy 26

Archival recording of the building is to be submitted to the consent authority prior to, during and after construction works are completed. Records should be systematically indexed and subsequently securely stored graphic and written records compiled. Copies are also to be submitted to the consent authority by the building owners to record all physical changes to the building at 2-12 Carrington Street.

The record should include architectural and structural components, building services, interior works and any other documentation necessary to form an accurate documentary resource to enable a thorough understanding of all past changes to the building, and which will assist in the planning and design of any future works. If and when additional information is attained, records should be updated and lodged with the consent authority.

Policy 27

Any extension at the top of the building must be able to be supported on the existing structural system or an augmented structural system. New structure on top of the building is appropriate if set behind and back from the existing parapet line so as to be below the sight lines from Wynyard Park, the west side of York Street and the north side of Margaret Street.

Policy 28

Any additional construction on top of the building should be lightly framed and clearly distinguished from the solidity of the masonry building envelope. The use of glass is encouraged.

Policy 29

New materials, textures and colours should complement, but not compete with, the stonework and glazed tile details and facings.

The envelope of the new work may employ external materials other than the trachyte, glazed tiles, and steel widows with careful attention to the relationship of colour, proportion, element modules and surface textures to the existing building envelope. Any work of this nature should also conform to policies 18 and 21.

Policy 30

Careful attention must be given to the architectural treatment of the junction between the existing west and east facades and any new structure abutting the building to the south in terms of articulation, choice of materials, juxtaposition of forms, modelling and waterproofing.

The way in which any new elements adjoin the existing building facades is a critical design issue.

Policy 31

The design of any new structure above the roof level of the existing building at No. 2-12 Carrington Street, notwithstanding its compliance with Policies 20, 27, 28, 29, and 30 is to be a high quality

response to the prominent location of the site, recognising its visibility in views from other buildings on the other side of Wynyard Park, and flanking views from buildings along Margaret Street.

Policy 32

Future use and management decisions should maximise opportunities to revitalise and enhance the presentation to the public domain at the street level, taking into consideration the potential for active functions for the Carrington Street and Margaret Street doorways and taking advantage of the outlook from the arched ground floor windows to Wynyard Park and into Margaret Street.

ARCHAEOLOGICAL RESOURCES

Policy 33

The site and adjacent footpaths and roadways are subject to the relics provisions of the NSW Heritage Act 1977. An excavation permit is required for any work, which will result in ground disturbance or uncovering of a potential archaeological resource. Any development proposal involving excavation will.

1.0 INTRODUCTION

1.1 BACKGROUND

The existing building at No. 2-12 Carrington Street served as the Sydney Office of the multinational Shell Company from its construction in 1938 until it was converted to become the north wing of the Menzies Hotel in 1978. Its two major periods of use for quite different purposes have not only left their mark but also reflect the dynamic nature of twentieth century Sydney and the process of adaptation of its building stock to respond to changing needs and commercial pressures.

1.2 OBJECTIVES

The objectives of this Conservation Management Plan are to:

- Set out a concise history of the building, the former Shell House, and its site.
- Provide a description of the building in its present state.
- Systematically assess its significance as an already recognised heritage item
- Establish a policy framework for the future use and management of the building.
- Provide guidelines for implementation of the stated conservation policies.
- Provide for a maintenance schedule to be prepared for the on-going repair and long term maintenance and management of the building.

1.3 METHODOLOGY

This Conservation Management Plan follows the general format and guidelines set out in The Conservation Management Plan by J. S. Kerr 1996 (4th edition). The terms; place, fabric conservation, maintenance, preservation, restoration, reconstruction, adaptation and compatible use, used throughout this document have the meaning given to them in the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (The Burra Charter). The investigation and assessment of the significance and the recommendations for its management follow the guidelines and procedures recommended in the revised NSW Heritage Manual (2000), and assessed against the Heritage Council of New South Wales Conservation Management Plan (CMP) ASSESSMENT CHECKLIST September 2003.

1.4 DEFINITIONS

The terminology of the Australia ICOMOS Burra Charter (Illustrated Edition) is used throughout this plan to assist in understanding of the underlying philosophy of heritage conservation in Australia. It provides in plain English principles, guidelines and definitions.

Place: means site, area, building or other work, group or buildings or other words together with associated contents and surroundings.

Cultural Significance: means aesthetic, historic, scientific or social values for past, present or future generations.

Fabric: means the physical material of the **place**.

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

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.

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

Restoration: means returning the EXISTING **fabric** of a **place** to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

Reconstruction: means returning a **place** to a known earlier state and is distinguished from **restoration** by the introduction of new materials into the **fabric**. This is not to be confused with either recreation or conjectural reconstruction, which are outside the scope of this Charter.

Adaptation: means modifying a place to suit proposed compatible uses.

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

1.5 CONTRIBUTIONS

1.5.1 PROJECT TEAM

This Conservation Management Plan was prepared by HBO+EMBT Heritage Pty Ltd in March and April 2005. The project team consist of the following people:

Rosemarie Canales Architect, Conservation Specialist

Brian Mc Donald Architect, Urban Planner & Conservation Architect.

1.5.2 ACKNOWLEDGEMENT

HBO+EMBT Heritage Pty Ltd, gratefully acknowledge the assistance of the following persons in the preparation of this Conservation Management Plan for No. 2-12 Carrington Street, Sydney, the Former Shell House:

Thakral Holdings Group Ashley King (Development Director)
For information on recent background to the ownership and use of the property, advice on commercial issues and user requirements.

JBA Urban Planning Consultants Sara Roach
Planning Consultant providing information on relevant heritage related planning controls.

Rice Daubney Architects	Joan Lees (Associate) Paul Reidy
TTW Engineers	Richard Green Hung Nguyen Provide advice on the structural limitations of the existing building fabric and structure.
Shell Australia, Sydney	Guy Featherston (Company Archivist) For copies of company pamphlets.
John Murphy	Consultant curator

1.6 STUDY AREA

The subject site identified as No. 2-12 Carrington Street is located on the corner of Margaret and Carrington Streets, Sydney. The site is illustrated below denoted by a circle.

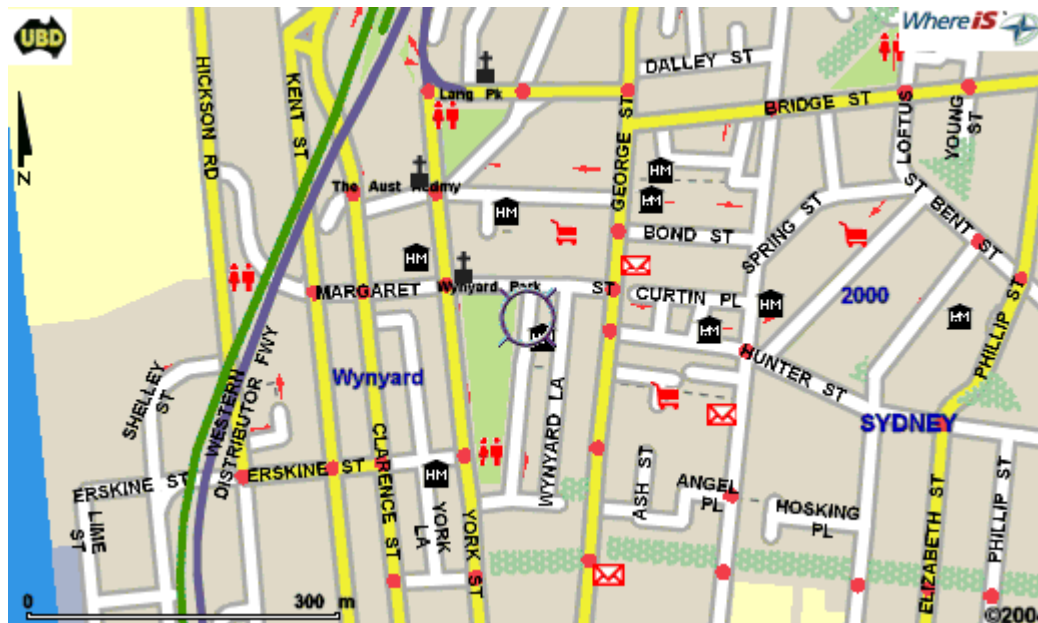


Figure 1.1: Location Plan - No. 2-12 Carrington Street, Sydney
(source: www.whereis.com.au) accessed 18/04/05

2.0 DOCUMENTARY EVIDENCE

2.1 PREAMBLE

No. 2-12 Carrington Street, formerly known as Shell House and now part of the north wing of the Menzies (Sydney) Hotel, occupies a prominent corner site in a part of Sydney that has seen several layers of the city's historical development from its earliest colonial origins.

The following timeline shows, in a condensed form, the key phases of the site's uses, development and trends up to the Shell Company's establishment of an office at No. 2-12 Carrington Street, Sydney and subsequent conversion for the Menzies Hotel. It also briefly traces developments in the growth of the petroleum industry.

Pre 1788	(pre-European) occupation of area by Australian indigenous people of the Eora Clan
1788	First Fleet arrives in Australia to establish English penal colony
1792-1849	First Military Barracks established in vicinity of Wynyard Park
1849	Military Barracks site subdivided following relocation of the Barracks to Paddington
1854	Beginning of the Petroleum Industry in Australia with The Australian Kerosine and Oil Company, New South Wales –production of kerosene and candle making. ¹
1856	Site of No. 2-12 Carrington Street sold to William Hall
1858-1859	First known record of a building on site at No. 2-12 Carrington Street, former Wynyard Square, the German Hotel, post subdivision of land.
1861-1873	Building on site operated by Abraham Cohen as the Cohen Family Hotel
1875-c1910	Building on site operated by Charles Pfahlert as the Pfahlert Hotel
1900	Beginning of foreign petroleum companies establishing in Australia through agents.
1901	Colonial Oil Company, first petrol importing firm in Australia
1905	Shell Transporting and Trading Company and the Royal Dutch Petroleum Company established British Imperial Oil Company Limited
1908	Vacuum Oil Company took over Australian operations of Colonial Oil Company.
1909	Neptune Oil Company established to assist Kitchen Family oil business.
c1910-1925	The Pfahlert Hotel was enlarged to occupy the entire site
1913	Castrol lubricants first marketed in Australia
1914	Kitchen including Neptune Oil Company sold to Lever Group
1918	The Texas Company Australasia Limited incorporated in New South Wales
1924	Neptune Oil installed company owned pump at service station in Hunter Street, Sydney.
1926	Lever Group sold Neptune Oil company to Royal Dutch/Shell Group
1928	Shell Oil Company purchased site
1936	Spain and Cosh prepare Architectural Drawings for Shell Oil Company for No. 2-12 Carrington Street.
1940	Australian Federal Government introduced petrol rationing as a war time measure.
1950	Petrol rationing ceased
1978	The owners of the Menzies Hotel, Sydney, purchased the site and converted the building as the north hotel wing.

¹ <http://www.austehc.unimelb.edu.au/asaw/biogs/A001418b.htm>, date 03/03/05

2.2 ABORIGINAL OCCUPATION

Pre European Settlement

Prior to 1788, the indigenous people of the Cadigal band occupied the lands of Sydney City. Their land extended from south of Port Jackson, South Head through to Petersham. The members of the Cadigal band located in the vicinity of the subject site were known as the "Eora people"².

Post European Settlement

Many of the Eora people died shortly after the arrival of the first fleet in 1788, due to the introduction of disease by the white settlers to the area. The occupation of their land and impact on their lifestyle lead many of the remaining Eora clan to relocate inland along the Parramatta River to the lands around Concord. By 1791 it is thought only 3 members of the Eora clan remained in the area.

2.3 EUROPEAN SETTLEMENT – Military Phase

European settlement in Australia began in January 1788 with the sole purpose of establishing an English penal colony. By the end of the first year, planning of the settlement of Sydney had begun with the placement of facilities along a principal thoroughfare parallel to and within close proximity to the Tank Stream, the primary fresh water supply.

In 1792 a permanent base for the growing military contingent was located immediately west of the town's principal thoroughfare, strategically placed within close proximity to the Post Office and port. The site was planned with perimeter buildings to the west, east and south around a central parade ground to be known as Barrack Square which became a focal point in the early growth of the city - used not only for military parades, but for sporting events and open to the public as illustrated in figure 2.1.³

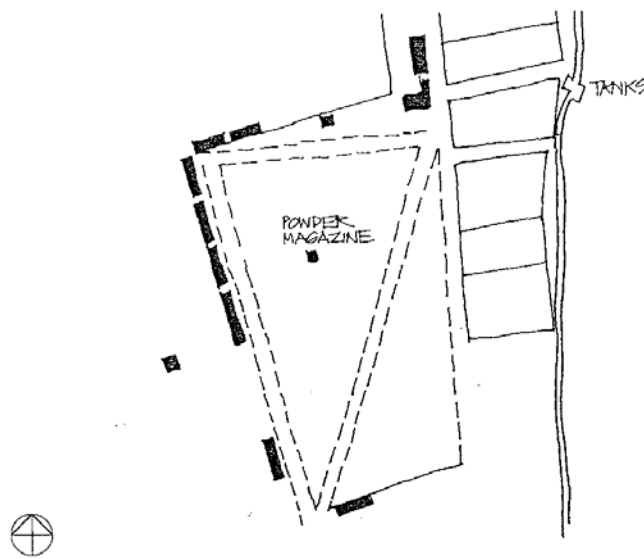


Figure 2.1:

Extracted from Wynyard Park Plan of Management, March 1993

The Plan illustrates the Military Barracks parade ground in 1807. Original drawing by C. Burton, based on Plan of the town of Sydney, 1836, prepared for W.C. Capron (Mitchell Library)

² <http://www.cityofsydney.nsw.gov.au/barani/themes/theme1.htm>, accessed 01/04/05

³ Conybeare Morrison & Partners, "Wynyard Park Plan of Management", March 1993, p8.

As the military contingent grew, additional structures were constructed to accommodate personnel, as illustrated in figure 2.2

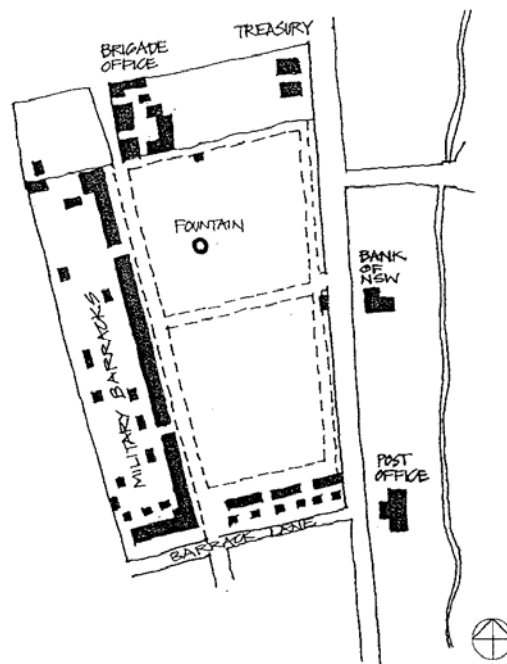


Figure 2.2
Extracted from Wynyard Park Plan of Management March 1993
The Plan above illustrates the Military Barracks Square, 1847. Drawing by C. Burton, based on proposals of Mortimer Lewis.



Figure 2.3 :
Sydney Barracks, York Street, Sydney, illustration of Lithograph c 1845.
(source: National Library of Australia, PIC PIC U3546 NK421/E LOC 3308)

Due to the lack of experience and poor building material of the early 1790's the building stock of the Military Barracks was of a poor standard. By the early 1800's the buildings were rapidly deteriorating and as demand for accommodation grew expectations of higher standards arose.

As Sydney and its commercial centre grew, the Barracks land became a valuable piece of real estate, leading to the relocation of the facilities to the present Victoria Barracks site in Paddington at the outskirts of the growing city.

The new facilities in Paddington were completed in 1848, allowing the Barracks site to be vacated by 1849. The land was planned and proposed for subdivision, into smaller allotments, for residential and commercial use divided by new thoroughfares, as illustrated in figure 2.4. Due to the recognition of the site as a focal point of the community, the subdivision was designed around a central open space, later to be known as Wynyard Square.⁴

⁴ Conybeare Morrison & Partners, Wynyard Park Plan of Management, March 1993, p8.

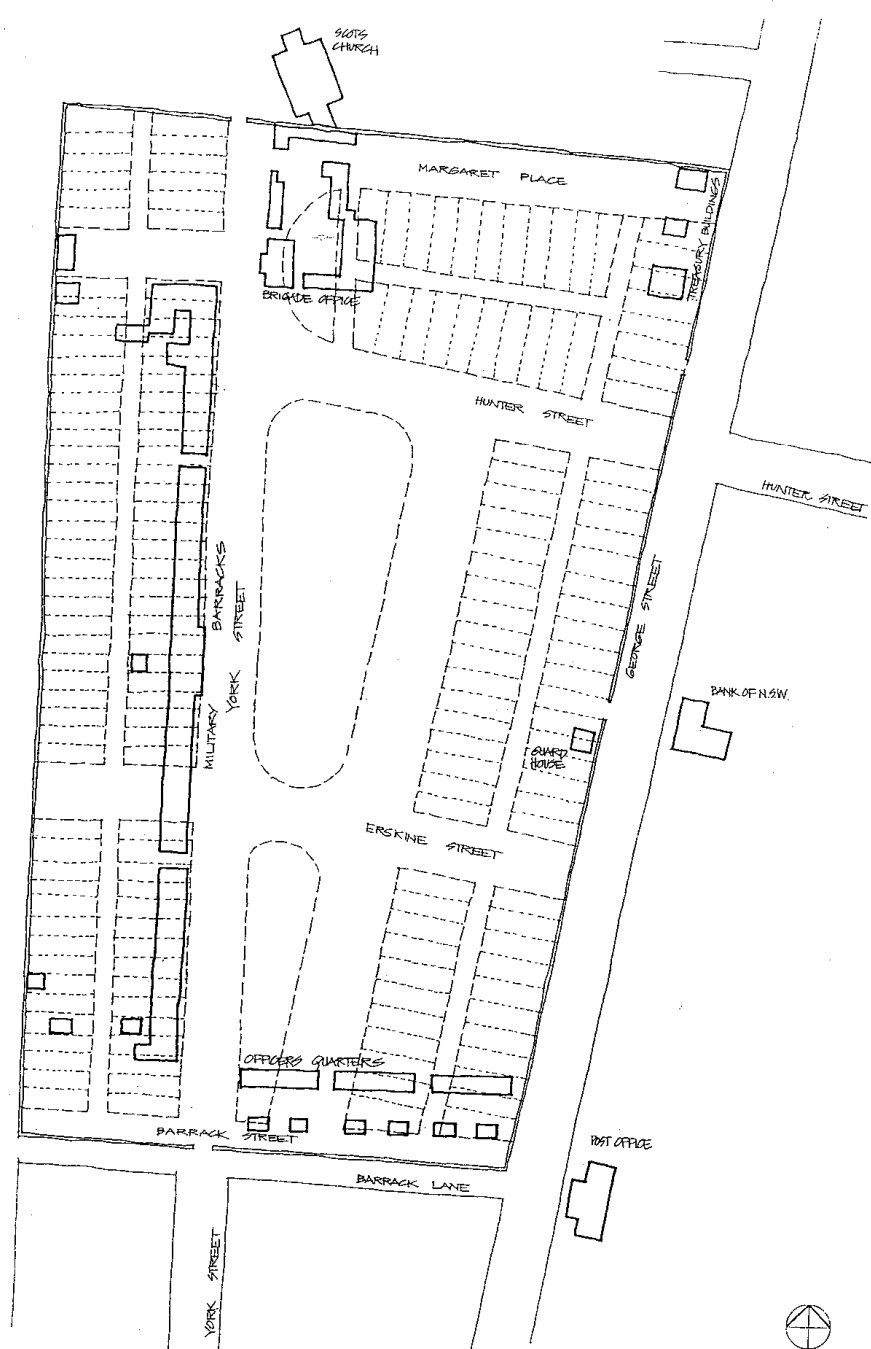


Figure 2.4:
Plan above illustrates proposed subdivision of Military Barracks Square, 1847.
(source: Extracted from Wynyard Park Plan of Management, March 1993)

2.4 Wynyard Square

Wynyard Square, originally bound by Margaret Street to the north, York Street to the west, Barrack Street to the south and Wynyard Square to the east, was designed by Mortimer Lewis (then Colonial Architect). The design was based on a peripheral plantation and gravel path with a gated central grass area. In the centre of the grassed area a secondary path divided the space around a central tree planting of *Araucaria* species.⁵

In the 1870's, the central section of the square was defined by a low sandstone wall with an iron palisade fence. However it was not until 1875 that the square was officially named Wynyard Recreation Ground to commemorate General E.B. Wynyard, Commander of British Forces in Australia.

The Square stood surrounded by some substantial commercial properties, private residences and boarding houses, providing an oasis in the middle of the City. The Square contained a mix of ornamental evergreen trees, large shrubs, and popular annuals providing colour throughout the year. The gardens were used predominately by the affluent residents and businesses who had access to the central gated gardens.

The square also became a central bus interchange at the corner of Margaret and Wynyard Square, now Carrington Street, providing transportation for south bound commuters

On 1 July 1887, the Square was dedicated as a public park. Later that year, on 7 October, the Square was proclaimed as Wynyard Park and entrusted to the Sydney City Council. The following year a bandstand was erected, followed by the memorial statue of the Rev. Dr. John Dunmore Lang, founder of Scots Church, which stood to the north in Jamison Street. In 1893 saw the introduction of *Phoenix canariensis* palms.⁶

In 1905 the Park began to undergo more physical transformation with the erection of a new gateway at the south-eastern corner, and later the removal of the palisade railing and the construction of public toilets surrounded by *Washingtonia filifera* palms in 1910 in the south-east corner. The Park's next major transformation occurred in the 1920s following the realisation of the underground train link to Circular Quay which was completed in 1933, which led to the widening of York Street and the relocation of the Park's axis north as illustrated in figure 2.5.

⁵ Conybeare Morrison & Partners, *Wynard Park Plan of Management 1993*, P14

⁶ Conybeare Morrison & Partners, *Wynyard Park Plan of Management*, March 1993, p16

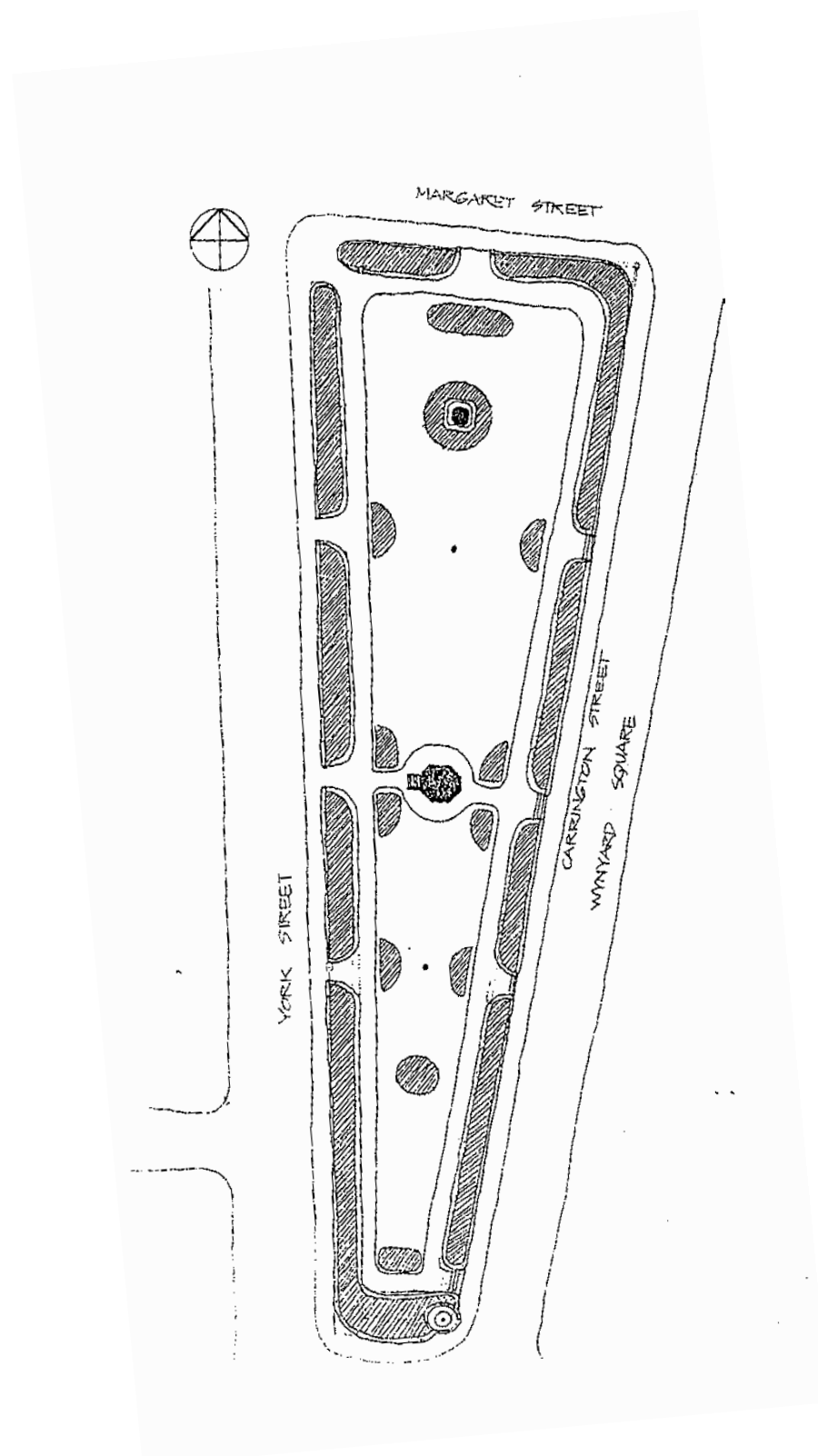


Figure 2.5:
Layout of Wynyard Park, c1912, original C. Burton
(extracted from Conybeare Morrison & Partners , *Wynyard Park Plan of Management*, 1993)

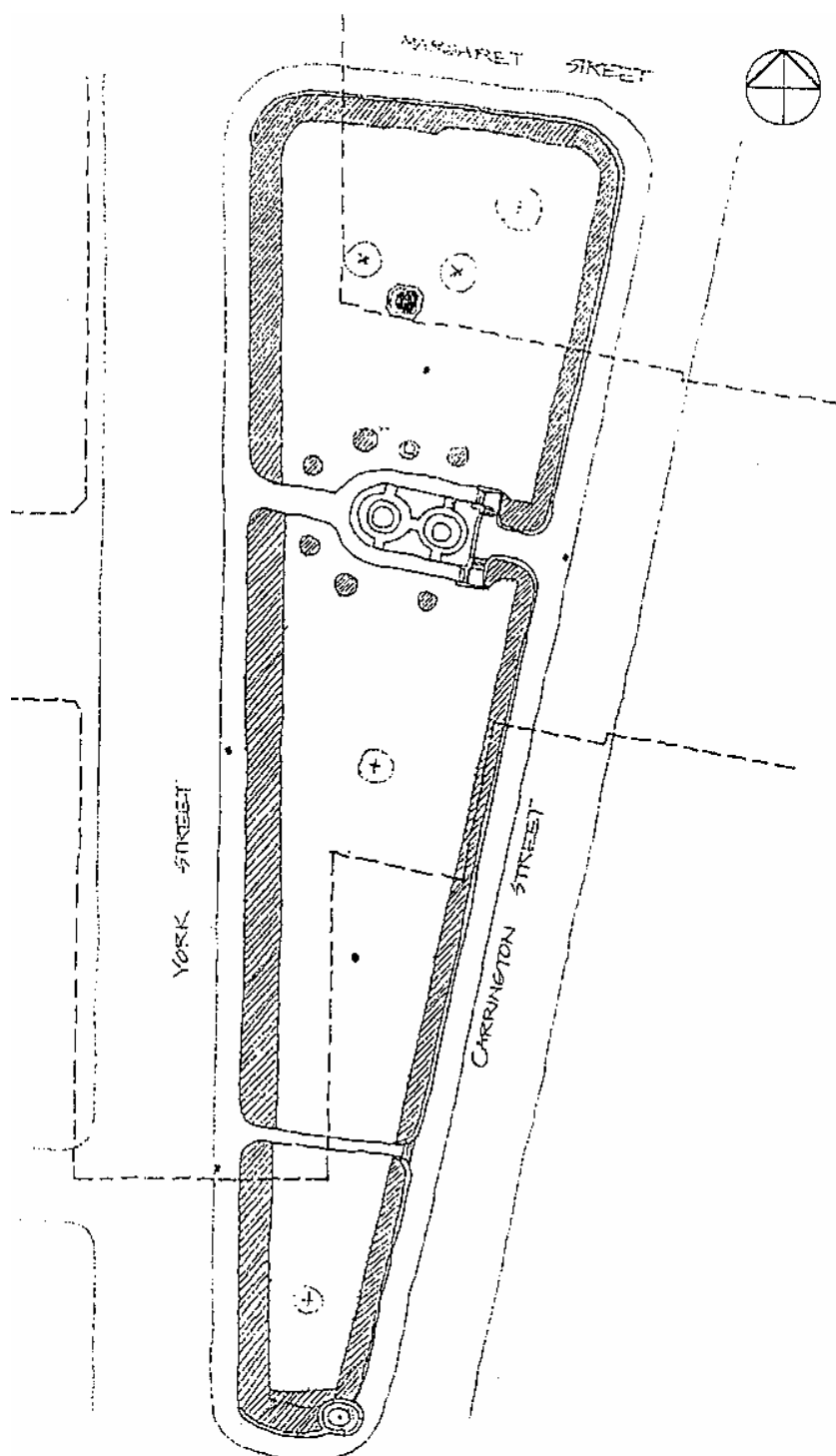


Figure 2.6:
Layout of Wynyard Square, c1935, original C. Burton
(source: extracted from, Conybeare Morrison & Partners, *Wynyard Park Plan of Management 1993*)



Photograph 2.1:
Wynyard Square from Jameson Street. Statue of John Dunmore Lang in the foreground, Nov 1907.
(source: PICMAN, State Library of New South Wales, G.P.O. 1 1987)

2.5 City Park and Transport Interchange

As Sydney and its population grew so did the number of commuters, which led to the installation of shelters to facilitate a growing bus interchange at the corner of Margaret and Carrington Streets in 1939. In 1961, the fabric of the Park was transformed once again with the introduction of additional bus shelters, air duct vents by the Railways Department, park furniture and lighting - becoming a popular meeting place for city workers.

The Park has been incorporated into a number of the city's planning documents including the City of Sydney Strategic Plan, 1971 and the Strategic Plan, 1980 which aim to *"ensure that the city's open space continues to satisfy the needs of residents, workers and visitors.... and continues to preserve, improve, enhance and enlarge the amount of public open space within the city"*.

2.6 No. 2-12 Carrington Street

The subject site, originally part of the Military Barracks land, is located on the corner of Margaret and Carrington Streets and stood, formerly, within the area of Wynyard Square. The site, now identified as Lot 10 in Deposited Plan 595978, is situated within the Parish of St Philip, County of Cumberland. It is a consolidation of a number of allotments first issued as a land grant to Elias Moses, Lot 27, Lot 27A, in 1851 and then Lot 28 Lot 29 and 30, all of Section 5 Deposited Plan in 1855.⁷

Over the years the consolidated site has experienced a number of ownership transfers and changes of occupancies as seen from both Certificates of Title and Sydney Sands Directory. On many occasions the site appears to have been leased out by its owners for use and occupation by other parties. In c1858-9 the site was occupied by the German Club, and then later, between 1861-1873, by the Cohen Family Hotel, illustrated in photograph 2, then, c1873, Charles Pfalhart operated Pfalhart's Family Hotel which was later underwent alterations and additions⁸. In 1928⁹ the site was sold for £105,000¹⁰ to Shell Oil Company, who in 1938 commissioned Spain & Cosh Architects to design their Sydney head office.



Photograph: 2.2.

⁷ Land Title Office, Certificate of Title: Volume-13757, Foilo-62.

⁸ See figure 2.7, 2.8, and 2.9.

⁹ Sands Directory, Sydney.

¹⁰ Shell House Journal April 1937, Shell Oil Company, p7

Looking down Margaret Street to George Street (showing Wynyard Square, right, and Cohen's Family Hotel, later Pfahler's), Sydney
(source: PXA 4999 , Mitchell Library Original Materials Reading Room.

SANDS DIRECTORY			
YEAR	OCCUPATION	USE	NOTES
1858-9	John W Roach	German Club	
1861	Abraham Cohen	Cohen Family Hotel	
1865	Abraham Cohen	Cohen Family Hotel	
1870	Abraham Cohen	Cohen Family Hotel	
1873	Abraham Cohen	Cohen Family Hotel	
1875	Charles Pfahler	Pfahler's Family Hotel	
1874	No record		
1880	Curran Thomas	Pfahler's Hotel	

Property Ownership – chain of title				
PARTY 1		DATE	PARTY 2	NOTES
Crown land	Grant	5-8-1851	Elias Moses	Lot 27 Section 5
Crown land	Grant	5-8-1851	Elias Moses	Lot 27A Section 5
Crown land	Grant	15-11-1852	Elias Moses	Lot 28 Section 5
Crown land	Grant	15-11-1852	Elias Moses	Lot 30 Section 5
Elias Moses	Mortgage	27-2-1856	William Hall	
Elias Moses	Insolvent estate	9-12-1863	William Hall	(Robert Hamilton Sempill, Official Assignee of the insolvent estate of Elias Moses
William Hall	Will	11-7-1870		
	Probate	15-7-1871	Will of William Hall	
Henry Hall	Mortgage	5-9-1878	Matthew Smith Hall and William Henry Mackenzie	
Matthew Smith Hall and William Henry Mackenzie	Assignment	1-11-1882	Brinsley Hall	
Brinsley Hall	Discharge	1-8-1883		
Rowland Hall	Mortgage	5-1-1882	Matthew Smith and William Mackenzie	
Matthew Smith Hall and William Henry Mackenzie	Assignment	1-11-1882	Brinsley Hall	
Brinsley Hall	Discharge	8-1-1883		
Henry Hall	Mortgage	22-10-1880	Norman Hall	
Norman Hall	Discharged	8-1-1883		
William Smith Hall, Henry Hall Rowland Hall Norman Hall, Brinsley Hall	c/o	9-1-1883	James Norton	Use by Norman Hill and Brinsley Hall
Norman Hall and Brinsley Hall	Mortgage	10-10-1883	Alexander Cruickshank	
Norman Hall and Brinsley Hall	Lease	20-11-1885	Edward Millet, William Oliver Hopkins and Robert Philp	
Alexander Cruickshank	Will	16-10-1884		
	Probate	15-10-1884	Will of Alexander Cruickshank	

George Alexander Cruickshank and Thomas Baird	Recce	20-1-1886	Norman Hall and Brinsley Hall	
Norman Hall and Brinsley Hall	Mortgage	20-1-1886	Australian Mutual Provident Society	
Norman Hall and Brinsley Hall	Extension of Lease	30-1-1888	Harry Ginkmore Boulton	
Norman Hall and Brinsley Hall	c/o	11-6-1888	John Woods	
John Woods	Mortgage	11-6-1888	Norman Hall and Brinsley Hall	
John Woods	c/o	28-7-1890	Benjamin Josman Fink	
Norman Hall and Brinsley Hall	Recce.	14-4-1891	Benjamin Josman Fink	
The Australian Mutual Provident Society	Recce	14-4-1891	Benjamin Josman Fink	
Benjamin Josman Fink	Mortgage	15-4-1891	The Australian Mutual Provident Society	
The Australian Mutual Provident Society and Benjamin Josman Fink	Lease	27-4-1891	Jakob Lichtsheindl	
n/a	Supreme Court of New South Wales in its equitable Jurisdiction	20-10-1893	n/a	
Benjamin Josman Fink	Mortgage	15-4-1891	Wallachs Limited, Francis Adams and A.J.S. Bank	
Benjamin Josman Fink	Fthr ch.	25-6-1892	Wallachs Limited, and A.J.S. Bank	
The Australian Mutual Provident Society	Extended lease	12-1-1897	Jakob Lichtsheindl	
The Australian Mutual Provident Society	Extended lease		Ellen and Harry Lichtsheindl	
The Australian Mutual Provident Society	c/o	3-4-1911	Hamilton Gilmer	
Hamilton Gilmer	Mortgage	8-4-1911	The Australian Mutual Provident Society	
Hamilton Gimer	Will	28-9-1916		
	Decree	10-11-1924	Supreme Court of New South Wales in its Equitable Jurisdiction	
	Statutory Dec.	1-12-1924	Florence May Paulsen	
The Australian Mutual Provident Society	Statutory discharge	1-12-1924	Public Trustee of the Dominion of New Zealand	
Public Trustee of the Dominion of New Zealand and ors.	Lease	22-7-1921	Florence Mau Paulsen	
Florence May Paulsen	Surrender	1-12-1924	Public Trustee of the Dominion of New Zealand and ors.	
Public Trustee of the Dominion of New Zealand and ors.	c/o	1-12-1924	Florence May Paulsen	
Florence Maud Smith	Lease	12-12-1924	Isidore William Oven	
Florence Maud Smith	C/o	24-4-1926	Winifred Coleman	
Winifred Coleman	Mortgage	27-4-1926	Joseph Neal Grace	
Winifred Coleman	c/o	16-12-1926	Walder Reality Limited	
Joseph Neal Grace	Stat discharge	2-5-1928	Walder Reality Limited	
Walder Reality Limited	c/o	2-5-1928	Shell Company of Australia Limited	

Shell Company of Australia Limited	c/o	8-7-1931	Municipal Council of Sydney	
Shell Company of Australia Limited	Lease	11-10-1938	Municipal Council of Sydney	
Shell Company of Australia Limited	Lease	16-7-1958	Municipal Council of Sydney	
Shell Company of Australia Limited	Lease	29-10-1962	Municipal Council of Sydney	
Shell Company of Australia Limited	Lease	21-5-1973	Municipal Council of Sydney	
Shell Company of Australia Limited	Lease	3-9-1975	Municipal Council of Sydney	
Shell Company of Australia Limited	c/o	22-3-1978	Menzies(Sydney) Hotels Pty Limited	
Menzies(Sydney) Hotels Pty Limited	Mortgage	22-3-1978	Shell Company of Australia Limited	
	Mortgage	27-11-1979	Shell Company of Australia Limited	Pat of the land
	Mortgage	2-4-1979	Stocks and Holdings (Regional) Pty Limited	Discharged
	Mortgage	18-5-1979	Commonwealth Bank of Australia	Discharged
	Mortgage	18-5-1979	Bill Acceptance Corporation	Discharged
	Lease	22-10-1980	Hairdresser Patricia Anne Tory	(shop 2 within Shell House)
	Lease	29-4-1981	David Jones Burdett	(shop 4 within the Menzies Hotel)
	Lease	4-9-1985	The Sydney City Council	Substation premises no. 420 (Basement and Ground levels)
	Lease	2-4-1987	Desaw Opal Centre	(shop 2 within the Menzies Hotel)
	Lease	9-6-1987	Burdett Holdings	(shop 1 within Menzies Hotel)
		30-7-1988	Holiday Inns (Sydney) Incorporated	

The following figures illustrate the changes to the original subdivision through the consolidation of the small regular allotments.

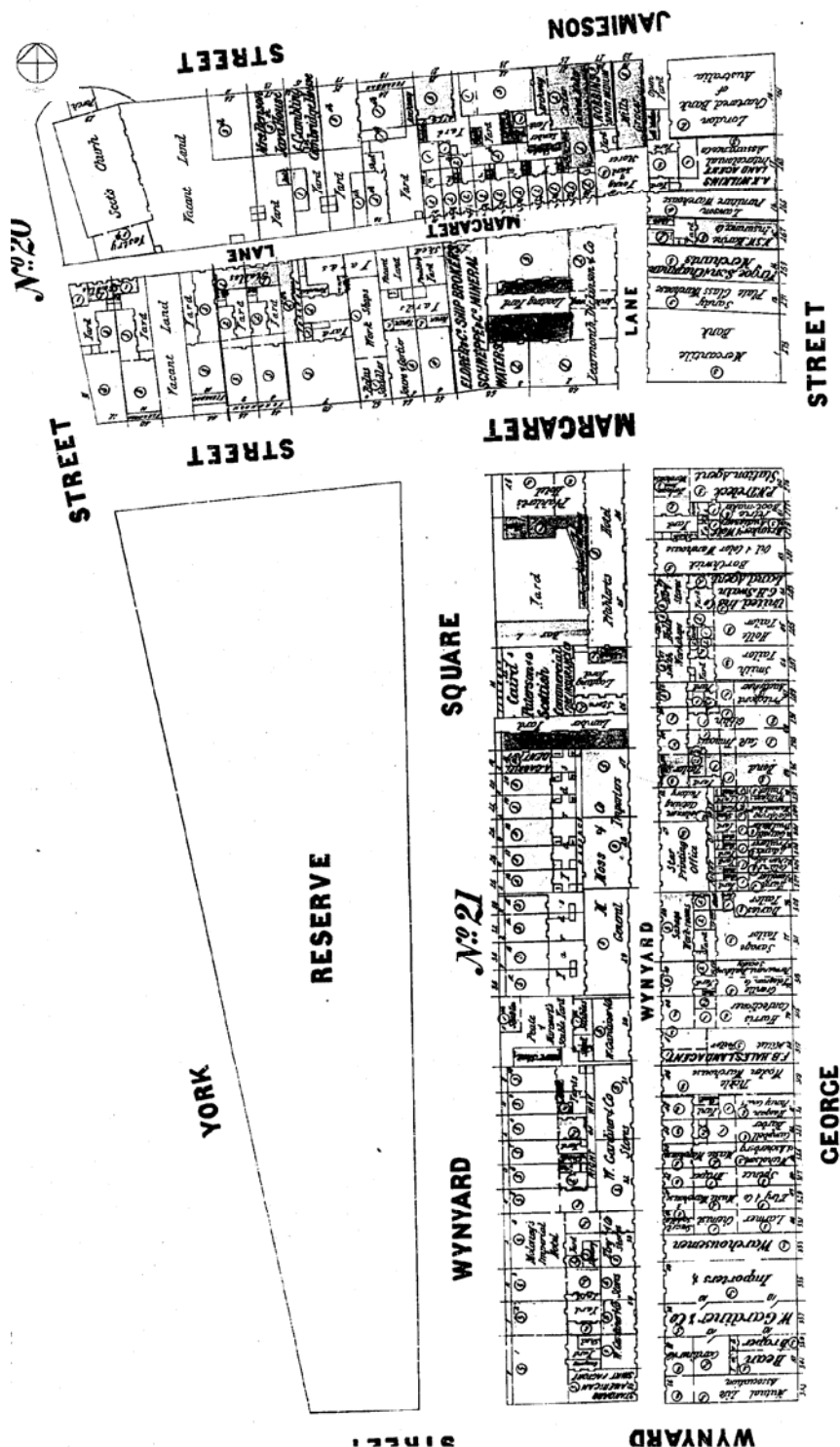


Figure 2.7:
Percy Dove Map 1880.
(source: City of Sydney Archives)



Figure 2.8:
Hardie and Gorman Auctioneers 1882
(source: City of Sydney archives)

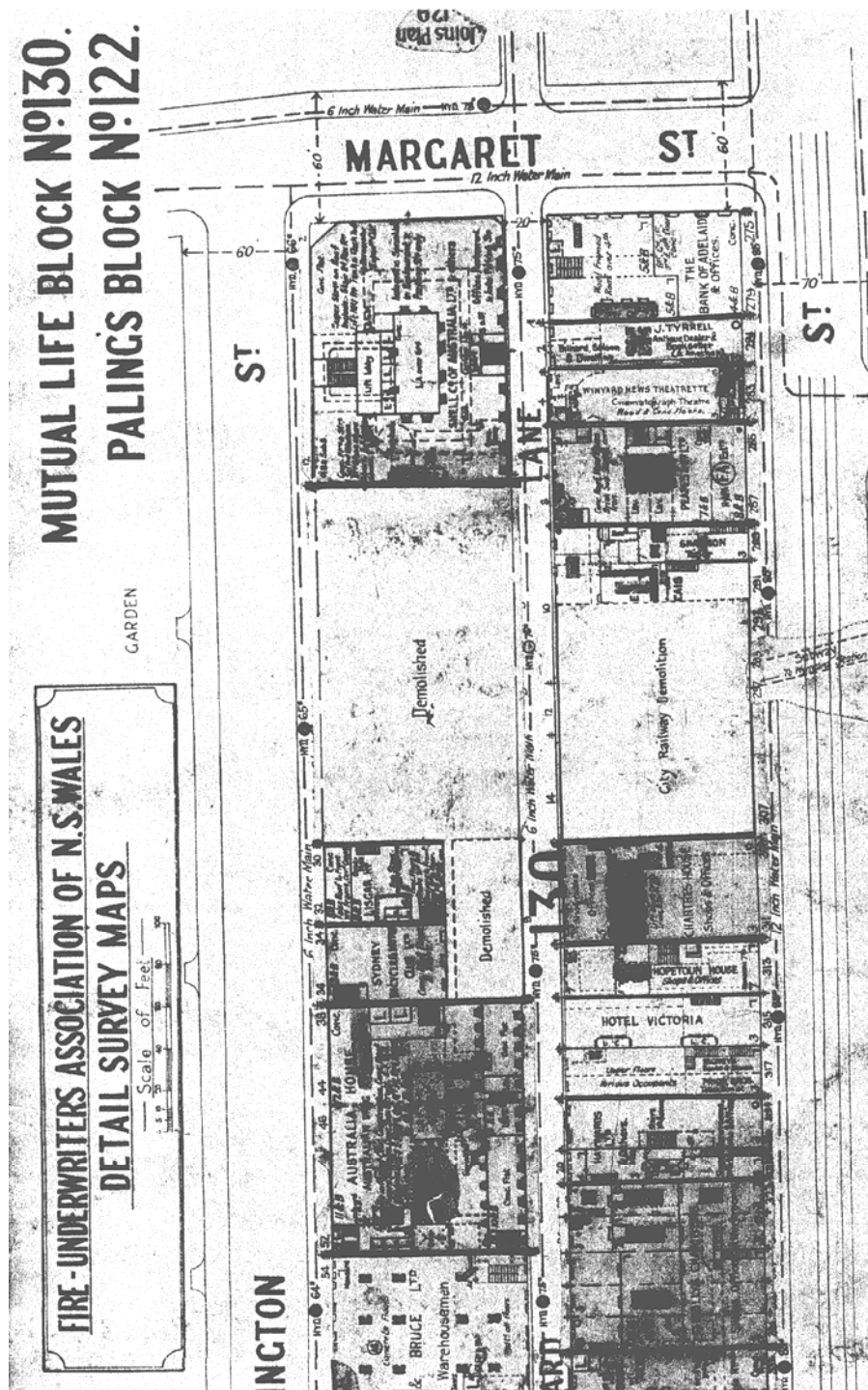


Figure 2.11:
Fire Underwriters Association of New South Wales Detail Survey Maps 1925
(City of Sydney Archives) note: Plan illustrates 2-12 Carrington Street, Sydney, former Shell House which was completed in 1938, which suggests that it is an updated issue of the original 1925 survey map.

2.7 SHELL OIL COMPANY

The Shell Oil Company, now commonly known as Shell is a "global group of energy companies" with a partnership of two parent companies, The Royal Dutch Petroleum Company and Shell Transport and Trading P.L.C extending over 100 years, and now active in over 145 countries with 199,000 employees, and now one of the dominant global energy companies world wide.¹¹ These two companies' first joint operations were in 1903, combining manufacturing and transportation resources, which lead to the the Asiatic Petroleum Company. Then in 1907 the companies merged their operations as a 60% (Royal Dutch) and 40% (Shell) to form the Royal Dutch/Shell Trading.

Both companies emerged within years of each other, The Royal Dutch Petroleum company was established in the late 1800's registering in the Hague in 1890 as the *Royal Dutch Company for the Exploitation of Petroleum Wells in the Netherlands East Indies*, while Shell was registered in London in 1897 to brothers Marcus and Samuel junior, who had established an import export trading company with a number of centres throughout London and Japan. The company had evolved with the assistance of their father, Marcus Samuel senior, who had established an outlet in London trading in sea shells, a popular Victorian arts and crafts, at the time.

The brothers' range of interests allowed the business to diversify - Samuel based in London trading in British machinery, textiles, and exportation of rice, while Marcus junior, concentrated on the foreign countries trading in coal, silk, lacquer ware and copper. Not much later, Marcus junior expanded the London base and began developing the import - export market for sugar, flour, wheat, tapoica, shells and later oil, transporting the goods in barrels, tins and cases.

As Marcus junior developed an understanding of the transportation and associated cost of liquid fuel, he commissioned the construction of a steam tanker in 1892 for trans-atlantic travel. The tanker was named Murex, the first of a number of vessels, all named after a sea shell, the beginning of a tradition which still continues today.

2.8 SHELL AUSTRALIA

The Shell Oil Company's association with Australia began in the late 1890's through agents Burns Philp, Gollin and D&J Fowler. However it was not until 1901 when the Shell Trading and Transport Company of London commissioned bulk handling facilities at Gore Bay Sydney and leased land from the Victorian Railways at Hobsons Bay, in anticipation of the arrival of Shell's SS Turbo into Hobsons Bay, Victoria, with Australia's first bulk kerosene supply. Two years later, Shell imported bulk cargo fuel on the Murex, Shell's first steam tanker.

The early distribution of fuel by Shell throughout Australia was transported by rail wagons to regional centres, carrying 400 to 600 gallons, while supply to areas within the metropolitan area were carried by horse and cart to tank installations and sold by the tin to individuals.

With the potential for expansion in distribution throughout Australia, Shell combined efforts with its partner company, the Royal Dutch Petroleum Company in 1905 to establish the British Imperial Oil Company. Not long after the popular model "T Ford" arrived in Australia leading to the affordability of the private motor car and the growth of garages. In 1916, Shell began the distribution of motor fuel to garages with petrol "bowzers" followed by distribution centres throughout the Commonwealth in the

¹¹ www.shell.com. Accessed 16.04.05

more populated capital cities of New South Wales, Victoria, Tasmania, Western Australia and Queensland, as well as the developing industrial centres, such as Fremantle and Newcastle. As the company grew, it began to construct corporate offices in five of the capital cities' financial centres throughout Australia.

2.9 SHELL HOUSE, SYDNEY.

Shell Oil Company's first New South Wales head office known as Shell House, was located in Sydney at No 2-12 Carrington Street, on the corner of Margaret and Carrington Street, strategically located within walking distance of Sydney's early twentieth century pedestrian and financial centre, Martin Place.

The building was opened on 20 May 1938 by the then Premier of New South Wales, Mr. B. S. B. Stevens who commented on the building's presence as a company edifices and architectural expression.

*"The Company's investments have been made without an eye to immediate profits, thus expressing confidence in future developments"*¹²

and

*"Its ornamental value alone constitutes an asset of great civic value, and one which should appeal to our sense of civic pride. That apart, its equipment as a modern structure makes it an asset so far as commercial enterprise is concerned."*¹³

The building was designed by the Architectural firm, Spain and Cosh as a 150ft high ten storey structure with Basement, Lower Ground, Ground with an Inter-War Commercial Palazzo façade, clad externally with glazed terracotta. The reinforced concrete structure was constructed by Howie Moffat and Company in fifteen months at a cost of £273,000¹⁴.

The building constructed as the head office of Shell Oil Company was occupied with six levels of company personnel, between level five and level ten inclusive, while the basement housed the company fleet and the Lower ground contained the Staff Cafeteria and dining room.

Shell Oil Company remained on the site until 1978 when they relocated to 140 Phillip Street Sydney, and subsequently sold the site at NO. 2-12 Carrington Street to the neighbouring owners, Menzies (Sydney) Hotel and was adapted internally to provide hotel suites, forming the north wing of the hotel.

¹² Shell House Journal, April 1937, Shell Oil Company, p3

¹³ ibid

¹⁴ Shell House Journal, April 1937, Shell Oil Company, p7



Figure 2.12: No 2-12 Carrington Street, Sydney , former Shell House.

(source: Shell Company of Australia, "Shell builds a house")



Photograph 2.3 : Former Shell Oil Company Head Office, South Australia, (169-171 North Terrace, Adelaide, South Australia)

(source: National Library of South Australia)

2.10 SHELL (TRADEMARK)

The trademark associated with the Shell Oil Co. evolved in the late 1890's, initially as a word and later an icon. The word "shell" was first used in 1891, associated with the shipping of Kerosene to Asia. By 1897 the word had become a corporate identifier, when the Shell Transport and Trading Company was established. The image of the "shell" first appeared in 1900 following Shell's registration of the image as a trademark in Britain and in each Australian State. By 1904 the trademark was changed and the scallop shell was used and later refined in 1909.

The scallop shell has remained as the Shell trade mark with minor modifications carried out in 1930, 1948, 1955 and 1961 and 1971, which was designed by an American designer, Raymond Loewy.



Figure 2.13: Development of the Shell Icon.

Extracted from "100 years of the Pecten" The history behind the Shell Emblem"¹⁵

Colours:

The colours used for the Shell corporate logo are yellow and red. The history behind the selection of the colours is unclear, however it is thought to have some association with the company's early market focus and the advertising requirements in California where the first five services station were constructed.

2.11 MENZIES HOTEL

The Menzies Hotel (Sydney) is located at No 14 Carrington Street, Sydney. The building was designed by the architectural firm Peddle Thorp and Walker and constructed in the mid 1960s on the former Hotel Plaza site, which occupied the site neighbouring 2-12 Carrington Street.

In 1978, the Menzies Hotel (Sydney) purchased the neighbouring site at 2-12 Carrington Street, formerly Shell House, and subsequently commissioned Gergely and Pinter, Architects, to adapt the interiors for additional hotel accommodation, which became the north wing of the hotel. The works lead to some intrusive changes to the structure, interior and exterior fabric, necessary for the change in use and the then current (1978) health and safety upgrade requirements. Over the years, little appears to have changed or substantially affect the interior or exterior fabric of No 2-12 Carrington Street, although some areas have been subdivided through the introduction of partitions.

¹⁵ www.shell.com (accessed 02/04/05)



Photograph 2.4 : vacant site at 14-28 Carrington Street, Sydney, March 1960 - Hotel Plaza, site extended across to 289-307 George Street, with Wynyard Station beneath.

Source: City of Sydney Archives, NSCA CRS 47/1755

2.12 ARCHITECTS Spain and Cosh Architects

The Architectural firm of Spain and Cosh were a prominent Sydney based practice engaged in numerous architectural commissions between 1905-1971. The firm designed an array of buildings throughout Sydney - including office blocks, apartments, hotels, fire stations, houses and industrial buildings, initially in the Federation Freestyle and later in the Commercial Palazzo style. Much of their commercial work still remains intact throughout the Sydney Central Business District.

The architectural practice of Spain and Cosh was active in the years between 1905 – 1971. The firm's founder Alfred Spain had a longer history in architectural practise, which was began with Thomas Rowe, who had established his practice in 1856 as a sole practioner. In 1884, Rowe formed a partnership with Green for 7 years but later continued as a sole practioner until 1893. In 1894 Rowe collaborated with Wright, Campbell and Spain, however the partnership only lasted one year, which left Rowe and Spain to practice together until 1904. In 1905 Spain amalgamated with Cosh, who was originally trained as a carpenter, later apprentice to Ellis & Slayer, while attending Engineering School. Cosh later attended a course on architecture and construction carried out by John Sulman graduating in 1893. The practice of Spain and Cosh continued with a number of succeeding directors over the years until 1971.

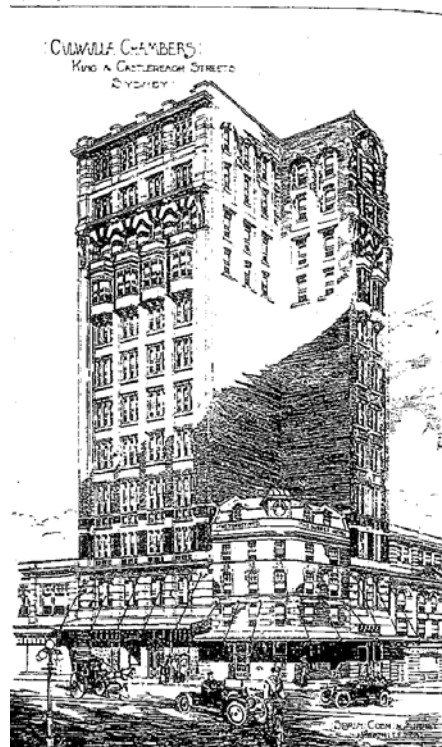


Figure 2.13: Culwulla Chambers
Perhaps Spain and Cosh Architect's most notable building, which prompted the City's 150 ft height limit.

2.12 Alfred Spain

Alfred Spain (1868-1954), one of the two founding directors of Spain and Cosh Architects, was a prominent member of Sydney's commercial life through his active participation as a member of the armed forces, town planner, architect and a member of a number of boards.

Alfred Spain was born in 1868 to Fanny Maria Elizabeth, nee Coar and William Spain, a maritime solicitor. He was educated at Robert Horniman School, Darlinghurst, Queen's School, Potts Point and later studied architecture at the Sydney Technical College, mentored by, and later collaborating with Thomas Rowe and Wright Campbell in 1894, some time after he qualified in 1890.

In 1890 Spain was commissioned as second lieutenant, 1st Field Company, Engineers, New South Wales Military Forces, and later promoted to major (Commonwealth Military Forces) in 1903. He was later awarded the Volunteer Officers' Decoration in 1910, retiring in 1913 with an honorary rank of Lieut Colonel. He returned to command the Sydney field companies and reinforcement camps following the outbreak of WWI in 1915. He later enlisted in 1916 for the Australian Imperial Force and served with the Sea Transport Service until 1917. Following his retirement from service in 1919, he became a member of the United Services Institute from 1927-1929 and then later from 1940-1945.

He married Jessie Johnston, nee Baikie, in 1910 and moved to Neutral Bay, where his residence overlooked Sydney Harbour and may have contributed to his pursuit of cleaning the foreshores as a founding member of the Town Planning Association of New South Wales. He later moved to Mosman, which lead to his association with the establishment of Taronga Zoological Park between 1928-1942.

His strong interest in the Sydney Harbour was recognised through his membership of the Board of Fisheries between 1902-1910 and as a chairman of the Taronga Zoological Trust. In 1905 he represented Australia at the International Fishers Congress in Vienna. In the following years he continued his association with the seas and became a member of the board of North Coast Steam Navigations Co. Ltd, and Sydney Ferries Ltd (1922-1951. He later belonged to the Royal Sydney Yacht Squadron and won a silver medal for the Royal Ship Wreck Relief and Humanitarian Society of New South Wales, whilst on the board of Sydney Hospital. He was also a member of the board of Hetton Bellbird Collieries Ltd, Grenfell Gas Co. Ltd and Katoomba and Leura Gas Co. Ltd, North Coast Steam Navigation Co. Ltd, and Australian Metropolitan Life Assurance Co.¹⁶

Spain's contributions to and involvement in, the numerous public and private boards established his status as a prominent and influential member of Sydney's early corporate community, which assisted his architectural practice to be engaged to carry out a many important commissions,¹⁷ such as Shell House at No. 2-12 Carrington Street.



Figure 2.14 :

Source: Who's Who in Australia, Colonel Alfred Spain, V.D., F.R.I.B.A

¹⁶ P25

¹⁷ 20th century architects of Significance, New South Wales Region-Sydney Practices 1900-1940. Spain and Cosh.

2.14 THE INTERWAR COMMERCIAL PALAZZO STYLE

The Inter-War Commercial Palazzo style evolved in the years between the wars as an adaptation of the 15th or 16th Century Italian Palazzo, embodying a sense of permanence, traditional values and conservative tastes.

The style was adapted to the high rise office building and used by corporate entities, such as banks and insurance companies, to portray a corporate identity through the classical characteristics of the style. The style expressed order in masonry materials, and symmetry with a consistent architectural language. The three tiered form of the Palazzo, employed a base, a mid section and a cornice. The base utilised heavier materials and robust large openings, while the mid-section was characterised by a repetition of windows separated by a simple string course at the cornice section.

Throughout Australia, buildings of this style employed local stone in the base as seen through the following figures. In Sydney, usually trachyte or granite was used with stone, brick or render in the mid section and a deep stone or rendered cornice at its termination level.¹⁸



Photograph:2.5
Manchester Unity Oddfellows Building,
Elizabeth Street, Sydney,
John P.Tate & Young, architects, 1921.¹⁹



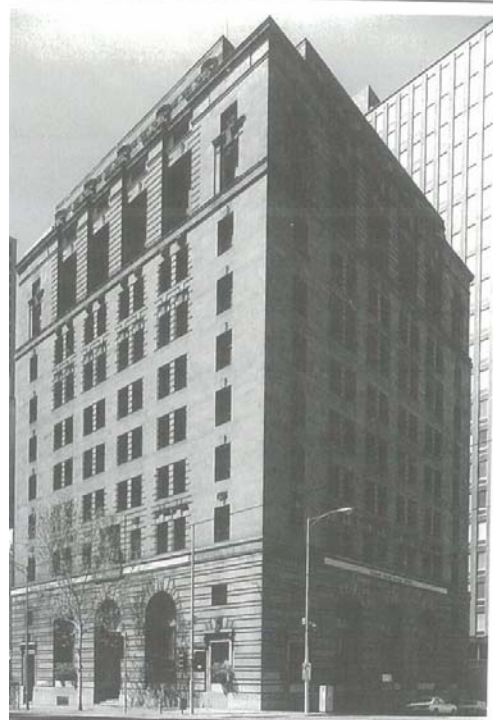
Photograph 2.6
Shell House, North Terrace, Adelaide,
McMichael & Harris, architects, 1928-32

¹⁸ Apperly, Irving, Reynolds, *A Pictorial Guide to Identifying Australian Architecture*, Angus & Roberston, Australia, 1999, p168

¹⁹ *ibid*



Photograph 2.6
AMP Society Building,
Hunter Street, Newcastle,
Wright & Apperly, architects, c1925



Photograph 2.7
Former AMP Building,
Collins Street, Melbourne,
Bates, Smart & McCutcheon, architects.

3.0 PHYSICAL EVIDENCE

3.1 SOURCE OF EVIDENCE

The investigation of the physical evidence is based in inspections on the 18th March and the 4th of April 2005 by Rosemarie Canales and Brian McDonald. Understanding of the building's form and fabric was assisted by availability of the Council approved Building Application drawings, dated 17th December 1936, and approved Building Application drawings for the hotel conversion, dated 10th April 1978.

3.2 CONTEXT

No 2 – 12 Carrington Street, formerly Shell House, is located in the north western section of the Sydney Central Business district. This area is occupied predominately by office buildings and hotels of early 20th Century and modern building stock, sited in an area with public transport, proximity to Wynyard Park, the principal public open space. The location is close to the city's major tourist attractions such as Sydney Harbour, the Sydney Opera House and the Rocks.



Photograph 3.1 Illustrates a view from Wynyard Park, north east towards Menzies Hotel, No. 2-12 Carrington Street, (north wing of Menzies Hotel and former Shell House) and 14 Carrington Street, Menzies (Sydney) Hotel. (source: Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)

3.3 THE SITE

The former Shell House has a street address of No. 2-12 Carrington Street, Sydney. The site is located on a corner bound by Carrington Street to the west, Margaret Street to the north, Wynyard Lane to the east and a neighbouring property, 14 Carrington Street to the south, which is the major portion of the Menzies Hotel.



Photograph 3.2 Illustrates No. 2-12 Carrington Street, (north wing of Menzies (Sydney) Hotel and former Shell House). (source: Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.3 Illustrates No. 14 Carrington Street, (main part of Menzies (Sydney) Hotel). (source: Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.4 Illustrates north entrance to Wynyard Lane with north east corner of No. 2-12 Carrington Street to the right. (source: Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.5 Taken from Wynyard Lane looking north with No. 2-12 Carrington Street to the left, showing a render finish to the east façade. (source: Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)

3.4 THE BUILDING

3.4.1 Structure

No 2-12 Carrington Street was constructed by Howie Moffat and Co. and was completed in 1938. The structure, was designed by The Trussed Concrete Steel Co. (Sydney), as a thirteen storey steel frame (concrete encased) structure supporting ribbed reinforced concrete floors, built around a central light well. The building was originally built with a concrete lift core with a total of five lifts two continuing to the basement, one fire stair and one access stair. The structure was built with one Basement Level, Lower Ground Level, Ground Level, typical floor extending from Level 1 to Level 11, Roof Level and Lift Motor Room. The Clock Tower²⁰, although it was designed as part of the structure, was not built until later and then became a Sydney landmark in the early 1930's skyline.

In 1978, following the change of ownership, the building was modified to accommodate use requirements for use as a hotel. The statutory building compliance requirements resulted in modifications and conversion of both fire and access stair to meet the correct standards for fire stairs, and alterations to the floor areas and exit points. Similarly the hotel requirements resulted in the introduction of numerous floor penetrations to accommodate the bathroom plumbing and ventilation within the individual hotel suites.

3.4.2 Exterior

Shell House, which was designed by Spain and Cosh in c1936 as the Sydney corporate head office of the Shell Oil Company, expresses characteristic details of a typical Interwar Commercial Palazzo through its form and material. The building expresses the style's typical three tier hierarchy and use of a classic order, illustrated through the string course and cornice mouldings and paired columns in the top tier, although the use of terra cotta tile facings is unique for this architectural style in Sydney.

The building's hierarchy is expressed though its heavy base extending from the Lower Ground up to the floor level at the Second Floor Floor, the simpler mid section rising up to the Ninth Floor and the upper section extending up and terminating with a deep continuous cornice on three sides at the floor level of the roof level. There is a rendered parapet with a clock tower above the deep cornice.



Photograph 3.6: illustrates fire doors on to Wynyard Lane. (source: Photograph taken by Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)

²⁰ Clock manufactured by Gilbert and Johnston of England.

The base is expressed as a heavy element through the use of trachyte to the lower Ground floor level and glazed terra cotta tile facings in ashlar coursing to simulate masonry blocks, stone door surrounds and voussoirs to the arched Ground Floor windows.

The second tier extends from the Second Floor to the Ninth Floor Level where a relatively shallow cornice is located. The facade in this section contains windows that are slightly narrower than the large arched windows in the base, spaced regularly and aligned vertically set in a terra cotta glazed tile façade laid in stretcher coursing.

The upper tier extends from the Ninth Floor to the roof level where regularly spaced windows are aligned vertically with the openings below, and set between engaged paired Doric columns with an entablature and a deep projecting cornice over. At roof level the rhythm of the windows is continued by simple openings in a rendered parapet marked with "ashlar" coursing.

The exterior treatment of No. 2-12 Carrington Street, Sydney, is unique both in finish and technique, due to the use of glazed terra tile facings as cladding in an Inter-War Commercial Palazzo and the continuity of the identical profiles of string courses, cornices and wall details to the façade along Wynyard Lane in render, otherwise obstructed from view along Margaret Street.

3.4.3 INTERIOR

The original spatial arrangement of the interior floor plate of No. 2-12 Carrington Street has allowed the interior of the building to be adapted as hotel accommodation with little structural change. However no original internal details or finishes from the office accommodation of the former Shell House head office has been retained except sections of the stairs in their original positions which, have terrazzo treads and simple wrought iron railings.

The building now operates as the north wing of the hotel, containing the linen and store area, swimming pool and associated amenities, hotel office accommodation, some lettable retail accommodation and a total of 236 hotel suites with a limited number of concrete connections to the main building located at Ground Floor Level, Level One and Level Ten.

The structural changes made by the 1978 works within the interior were limited to the introduction of new structural columns to the Basement and Lower Ground to support the swimming pool located on the Ground Floor, and the modification of the access stairs located adjacent the west and east elevations. Other changes, although not structural, have subdivided the floor areas into smaller allotments to cater for hotel suites and ancillary areas.

The Basement level has been subdivided into a number of large rooms used for plant and hotel service facilities such as Air Conditioning Plant, Electrical Switch Room, Linen Store, Storage. Similarly the Lower Ground Floor is currently used for hotel office accommodation and conference facilities which has changed substantially from the 1978 plans which showed this area as lettable space for shops.

The hotel accommodation begins on Level One with a total of twenty rooms, 14 located facing the exterior perimeter while 6 face the internal light well. The typical hotel accommodation is located between level 2-9, which also contain store and staff facilities with 20 hotel suites each with their own bathroom ensuite, 14 of the rooms around the exterior perimeter while the

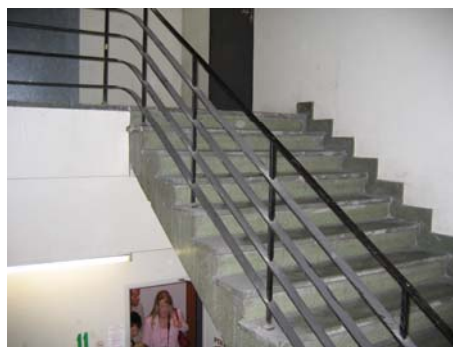
remaining rooms, separated by an internal corridor, have windows looking into the central light well.

As the floor levels rise and the potential for distant views increases, the number of hotel suites was reduced. On Level 10 the two rooms at the north west corner are consolidated as one, while the internal corridor on Level 11 is relocated along the north face of the internal light well creating larger hotel suites facing the north elevation.

The roof plan level is contained behind the high rendered parapet and is used predominantly as a service area with covered ducts collecting what appear to be the bathroom extract ventilation shafts below.



Photograph 3.7: illustrates typical metal balustrade to fire stair. (source: Photograph taken by Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.8: illustrates typical metal balustrade to fire stair. (source: Photograph taken by Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.9: illustrates typical hotel suite located along internal light well. (source: Photograph taken by Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.10: illustrates typical internal corridor with lift core to the right (source: Photograph taken by Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.11: illustrates bathroom in typical bathroom ensuite. (source: Photograph taken by Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)

3.5 GLAZED ARCHITECTURAL TERRA COTTA

The exterior of Shell House is clad with glazed architectural terracotta tiles. While the style is characteristic of Interwar Commercial Palazzo façades seen on corporate buildings throughout the United Kingdom, United States, and Australia through the 1920s and 1930s, the use of this material for this type of building is not common in Sydney. It was more characteristically adopted for “skyscraper Gothic style or Art deco style buildings.

The popularity of the glazed terracotta tile evolved in response to the characteristics of the material’s durability and its robust properties of the moulded fine clay product, created through mass production as a relatively inexpensive product.

Terra cotta was usually secured to the building structure with bronze dowels, anchors and or ties and subsequently adhered with mortar. To assist with the adhesion, the back face of the tiles was manufactured with a structural clay webbing or ribbed face to assist the mortar to key onto the structure.

The history of glazed architectural terracotta and faience can be traced back to early civilizations. The first recorded use of glazed terracotta can be found in the Near East dating back to c1400BC. Evidence of the development in glazed terracotta can be seen through the glazed moulded blocks used by the Babylonians in the 580BC for the construction of the Ishtar Gate. Evidence of its use in Europe was not seen until the 1400s and 1500s, when artists such as Micheangelo, Donatello, and Aberti utilised the material and technique in their work.

As technology developed and the use of machined veneers such as steel and glass on commercial facades became increasingly popular, the decline of architectural terracotta cladding was inevitable.

The following schedule identifies the existing components of the building in relation to its two main construction phases:



Photograph 3.12: illustrates fire doors onto Carrington Street, former Shell House principal entrance. (source: Photograph taken by Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.13: illustrates northern entrance of Wynyard Lane. (source: Photograph taken by Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)



Photograph 3.14: illustrates north west corner of No. 2-12 Carrington Street, former Shell House (source: Photograph taken by Brian McDonald of HBO+EMTB Heritage Pty Ltd, February 2005)

3.6 ANALYSIS- original 1936 and later 1978 adaptation of Building at 2-12 Carrington Street

The building at 2-12 Carrington Street, the former Shell House was originally built for office accommodation and subsequently was modified and adapted for use as a Hotel for the Menzies, as a result the building has undergone a number of changes both physical and spatial. The following table provides an analysis of the changes illustrated in the architectural drawings submitted to the consent authority for approval.

ANALYSIS			
AREA	1936	1978	NOTES
EXTERIOR			
West	Overall form of building. trachyte plinth, glazed façade facings, window pattern, steel framed windows to lower ground, ground floor and stair, render parapet, clock tower and clock face, rendered parapet.	New Fire stair exit at street level, aluminium window frames to windows at all levels, except stairs. New entrance on into new lettable retail	Principal entrance on Carrington Street modified to accommodate fire stair exit, original window to south end of Carrington Street modified, wired glazing in lower ground windows varies.
North west chamfer	Overall form of building. trachyte plinth, glazed façade facings, window pattern, steel framed windows to lower ground, and ground floor render parapet	Aluminium windows within original openings, aluminium frame inserted into Ground floor steel framed windows.	
North	Overall form of building. trachyte plinth, glazed façade facings, window pattern, steel framed windows to lower ground, ground floor, render parapet	Enlarge existing entrance at street level, aluminium windows to upper levels	
North east chamfer	Overall form of building. trachyte plinth, glazed façade facings to lower ground, render parapet		
East	Overall form of building, trachyte plinth and glazed facings to first two north bay, steel framed ground and lower ground and stair windows, driveway opening, rendered finish to remaining façade and parapet.	Enlarged exit to fire stair at street level, street level window modified to accommodate new door (immediately north of fire stair), rendered masonry infills of two ground floor windows, aluminium window frames to upper levels	Fire stair exit modified and minor changes to neighbouring window, aluminium windows

ANALYSIS			
AREA	1936	1978	
EXTERIOR			
South	Rendered wall finish.	Service chute opening bricked in	Light area modified to accommodate service chute, painted signage on common wall covered over by adjacent building.

INTERIOR			
LEVEL	1936	1978	NOTES
Basement	Access: one access stair, one fire stair, lift core with two lift cars, lift lobby Parking spaces, turn table, car washing space, Services: plant room, switch, incinerator, amenities, gas tanks,	Access: modify access stair to fire stair, lift core with two modernised lift cars. five car park spaces, existing turntable, retained linen store, Services; plant room	Parking spaces reduced, due to service requirements of air conditioning and back of house hotel services; ie laundry, linen. Additional structural columns introduced.
Lower Ground	Access: one access stair, one fire stair, lift core with five lift cars, three lift lobbies, staff amenities, company records, kitchen, restaurant, projection room, film store, office space	Access: two fire stairs, one service to CBA tunnel, one access stair, three fire stairs, new Margaret Street entrance, internal passage, lettable space(shops), Lift core with five modernised lift cars, one lift lobby, amenities, services; store, switch, laundry chute.	Space layout has changed considerably except Lift lobby, and amenities. Fire stair No. 2, has been modified slightly to accommodate new fire wall and balustrade.
Ground	Access: one access stair, one fire stair, lift core with five lift cars, lift lobby, Entrance vestibule off Carrington Street, two Light wells, amenities, open floor plate with square internal columns	Access: one access stair, three fire stairs, lift core with five modernised cars, lift lobby, swimming pool, amenities and surrounds ie/ sauna, pool attendant, lettable space(shops), store, office, services; plant, switch, service shaft.	Space layout has changed considerably, except fire stair No.2, lift core and lobby.

INTERIOR			
LEVEL	1936	1978	NOTES
Level 1	Access: two access stairs, one fire stair, lift core with five lift cars, lift lobby, two light wells, amenities, passage with open office space, service and cleaners store.	Access: two fire stairs, lift core with five modernised lift cars, one light court, one service shaft, hotel rooms, switch room, store and store and staff amenities, interconnecting passage with 14 Carrington Street.	Space distribution modified substantially including areas of fire stair No 1. including interconnecting passage to 14 Carrington Street (Menzies Hotel) Alignment of internal passage around principal light area (light well) retained, although location of access doors modified.
Level 2-4	As level 1	As level 1, no interconnecting passage with 14 Carrington Street	Space distribution modified substantially including areas of fire stair No 1.
Level 5	Access: one access stairs, one fire stair, lift core with five lift cars, lift lobby, two light areas, amenities, passage with open office space, for ledgers and invoicing, designated offices (invoicing, credit officer, head clerk, telephones, chief clerk, and cleaners store, stationary	As Level 2-4	As level 2-4
Level 6	Access: one access stairs, one fire stair, lift core with five lift cars, lift lobby, two light wells, amenities, passage with mix of designated offices and open office space, for accounting staff, fire proof room.	As Level 2-4	As level 2-4
Level 7	Access: one access stairs, one fire stair, lift core with five lift cars, lift lobby, two light wells, womens' amenities and rest facilities, passage with mix of designated offices and open office space, for admin staff	As level 2-4	Amenities designated for female staff only.

INTERIOR			
LEVEL	1936	1978	NOTES
Level 8	Access: one access stair, one fire stair, lift core with five lift cars, lift lobby, two light wells, male amenities, passage with designated offices for upper level management staff, conference room	As level 2-4	Amenities designated for male staff only.
Level 9	Access: one access stair, one fire stair, lift core with five lift cars, lift lobby, two light areas, amenities, passage with designated offices for technical staff	As level 2-4	As level 2-9
Level 10	Access: one access stair, one fire stair, lift core with five lift cars, lift lobby, two light areas, amenities, passage with designated offices	As level 1	Space distribution modified substantially interconnecting passage to 14 Carrington Street (Menzies Hotel) Alignment of internal passage around principal light area(light well) retained, although location of access doors modified.
Level 11	N/A	As level 1	Level 8 in 1978 refurbishment not included.
Roof	Access: one access stair, one fire stair, two light area, two fan room, Kernerstot expansion chamber, open space	Access: two fire stairs, one light court, 1xservice shaft, diesel/sprinkler room, plant room, air conditioning	Additional service equipment installed on roof level.
Motor room	Motor room, generator area	Motor room	Minor physical changes
Water tanks	Concrete tanks	Concrete tanks	No change
Clock Tower	Clock chamber omitted	Clock chamber built prior to 1978.	No changes to tower as originally designed.

3.7 PHYSICAL CONDITION

The fabric of the building and its individual building components at No. 2-12 Carrington Street, Sydney, former Shell House, appears to be in varying states of physical condition. The table below denotes the condition of the building fabric identified following a site inspection carried out on the 18th of February 2005.

PHYSICAL CONDITION			
Area	Material/Components	Condition	Notes
Exterior-lower tier	Trachyte	Good	
	Steel framed windows	Fair	Some glass inserts have been renewed with similar fire rated glass (wire mesh)
	Aluminium framed windows	Good	Steel frame retained, aluminium set within
	Terra cotta glazed tiles-sandstone colour	Fair	Some minor chipping
	Rendered masonry	Fair	
	Aluminium entrance doors	Fair	
	Metal grills	Good	
Exterior-middle tier	Aluminium windows	Good	
	Rendered masonry	Fair	
	Terra cotta glazed tiles	Fair	
	Steel framed windows	Fair	
Exterior-upper tier	Aluminium windows	Good	
	Rendered masonry	Fair	
	Terra cotta tiles	Fair	
	Steel Framed windows	Fair	
Roof	Rendered masonry parapet	fair	Some horizontal cracking
	Roof slab- membrane	Fair	Waterproof membrane
	Openings-sills	Fair	Aluminium angles
Light Well	Rendered masonry	Good	Painted surface
	Aluminium framed windows	Good	
Exterior-Clock Tower	Terracotta tiles	Fair	Drilled holes through terracotta glazed tiles
	Aluminium cladding for signage	poor	
Basement	Concrete slab	Good	

cont PHYSICAL CONDITION			
Area	Material/Components	Condition	Notes
	Concrete encased columns	Good	
	Ribbed slabs	Poor	Concrete spalling structural integrity compromised
Fire Stairs	Terrazzo floors	Good	
	Steel balustrades	Good	
Lift Core		Unknown	
Lifts		Unknown	
Rooms-Internal hotel fitout		Good/Fair	Based on inspection of sample rooms
Definition: Poor: In need of repair or replacement Fair: Sound material, minor repairs or repainting. Good: No action required. Excellent: material/fabric of high durability no action required.			

4.0 ASSESSMENT OF SIGNIFICANCE

4.1 PREAMBLE

The documentary and physical evidence provide the basis for determining the heritage significance of No. 2-12 Carrington Street. The building has been assessed according to the different values on which the generally accepted criteria are based. Evaluation of its level of significance and the relative significance of its components has also been undertaken. The assessment takes into account the building's origins and use as the Sydney Head Office of the Shell Company and its identification with the Menzies Hotel.

4.2 ASSESSMENT CRITERIA

No 2-12 Carrington Street has been assessed according to the (NSW Heritage Office) State Criteria for the purposes of this Conservation Management Plan. The New South Wales Heritage Manual, published 2000, provides guidelines for the assessment of heritage significance for items in New South Wales.

4.3 NSW HERITAGE OFFICE METHODOLOGY

No. 2-12 Carrington Street, Sydney been evaluated according to the assessment criteria established by the NSW Heritage Office, published in the New South Wales Heritage Manual, 2000, This methodology is generally accepted for evaluations of heritage significance. The criteria are part of the system of assessment that is centred on the Burra Charter of Australia ICOMOS. The assessment of heritage significance is formalised through legislation in the NSW Heritage Act 1977 (amended 1999).

- 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).
- Criterion b) an item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area);
- 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);
- Criterion d) an item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons;
- 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);
- 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);
- Criterion g) an item is important in demonstrating the principal characteristics of a class of NSW's Cultural or natural places
Cultural or natural environments, (or a class of the local area's)
Cultural or natural history,
Cultural or natural environments).

4.4 ANALYSIS OF EVIDENCE

The analysis of both the documentary and physical evidence for No 2-12 Carrington Street, part of the Menzies Hotel and formerly Shell House, results in the following evaluation of the cultural significance of the building, its site and curtilage.

The analysis of the evidence indicates that the overall form, structure, building envelope and streetscape presentation has changed very little from its original construction in 1938, although there are two defined phases in the history of the building that has lead to varying degrees of physical change to the building's original fabric.

The two phases can be defined through the periods of occupation between 1938 - 1978 , as office accommodation, and then from 1978 to the present, as a hotel.

During the years between 1938 - 1978 the building was owned and used continuously by Shell Oil Company. However, as the company grew and expanded to other sites throughout New South Wales, centralised corporate accommodation was not required, leading to the subdivision of internal spaces within the building.

The second phase of occupation in 1978 lead to extensive changes to the building due to internal replanning and services required to satisfy both statutory and specific use requirements for hotel accommodation resulting in modifications to the facade through the removal of steel framed windows and their replacement with aluminium frames and adaptation of the window openings to cater for street tenancy on Carrington Street, secondary entrance on Margaret Street and original building entrance as a fire escape. Although the interior modifications were extensive, the spatial arrangement of accommodation was maintained around the perimeter and internal light well with a double loaded circulation corridor.

4.5. EVALUATION OF HERITAGE SIGNIFICANCE

4.5.a CRITERION (A) EVOLUTIONAL SIGNIFICANCE

An item is important in the course, or pattern, of NSW's cultural or natural history (state significance); OR an item is important in the course, or pattern, of the local area's cultural or natural history (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Shows evidence of a significant human activity	Has incidental or unsubstantiated connections with historically important activities or processes
Is associated with a significant activity or historical phase	Provides evidence of activities or processes that are of dubious historical importance
Maintains or shows the continuity of a historical process or activity	Has been so altered that it can no longer provide evidence of a particular association

The site of No. 2-12 Carrington Street is part an early arrangement of allotments created not long after the subdivision of the first Military Barracks lands in Sydney, which occupied the site and surrounding area. The site, consolidated in the mid 1930s, became a forerunner of later allotment patterns along Carrington Street, occupying parts of the former Wynyard Square.

The subject site has a long history of occupation by buildings operating as hotels with the exception of the years between 1938 - 1976. The origins of the building as the Sydney headquarters of the Shell Oil Company are important in demonstrating the scale of Central Sydney commercial development in the 1930s and the growing importance of the petroleum industry in the age of the internal combustion engine.

4.5.b CRITERION (B) ASSOCIATIONAL SIGNIFICANCE

An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (state significance); OR an item has strong or special associations with the life or works of a persons, or group of persons, of importance in the cultural or natural history of the local area (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Shows evidence of a significant human occupation	Has incidental or unsubstantiated connections with historically important people or events
Is associated with a significant event, person, or group of persons.	Provides evidence of people or events that are of dubious historical importance
	Has been so altered that it can no longer provide evidence of a particular association

The building has significance associated with three significant persons or groups: Shell Oil Company of Australia, the Architects - Spain and Cosh; and Menzies Hotel, Sydney, who have each contributed to the cultural significance of the area in the two major phases of the site's development and use since 1938.

The building has strong associational significance with Shell Oil Company of Australia, as one of the last remaining State head offices, and as an early corporate icon of petroleum production and distribution within Australia and the growth of the transportation industry.

The building has strong associational significance locally with the prominent and long standing Sydney based architectural firm of Spain and Cosh, whose extensive body of work has made a valuable contribution to the development of Central Sydney, with many surviving distinguished examples enhancing the city's streetscapes.

The building and the site have a special significance locally, for their connection with the Menzies Hotel, Sydney catering to a tourist and business clientele with the benefit of its central and convenient location.

4.5.c CRITERION (C) AESTHETIC AND TECHNICAL SIGNIFICANCE

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (state significance); OR

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

Guidelines for Inclusion	Guidelines for Exclusion
Shows or is associated with, creative or technical innovation or achievement	Is not a major work by an important designer or artist
Is the inspiration for a creative or technical innovation or achievement	Has lost its design or technical integrity
Is aesthetically distinctive	Its positive visual or sensory appeal or landmark qualities have been more than temporarily degraded
Has landmark qualities	Has only a loose association with a creative or technical achievement
Exemplifies a particular taste, style or technology	

The building is aesthetically and technically significant due to its architectural style, streetscape presence and use of terracotta wall facing material. The building is a characteristic example of the Interwar Commercial Palazzo expressed through its classically influenced architectural expression, placement of openings and the intactness of original glazed terra cotta tiles still in reasonable condition.

The now inoperative four way clock mechanism is of technical interest and the clock tower itself is an important streetscape element.

4.5.d CRITERION (D) SOCIAL SIGNIFICANCE

An item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (State significance); OR

An item has strong or special association with a particular community or cultural group in the area for social, cultural or spiritual reasons (Local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Is important for its associations with an identifiable group	Is only important to the community for amenity reasons
Is important to a community's sense of place	is retained only in preference to a proposed alternative

The building has strong social significance at the local level due to its early identification through its clock tower as a landmark on the 1930s skyline and as a tangible record of the Shell Oil Company corporate head office. More recently, its function as the "Menzie's" Hotel is well recognised by the local community and regular visitors to Sydney.

4.5.e CRITERION (E) ARCHAEOLOGICAL /RESEARCH POTENTIAL

An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (state significance); OR

An item has potential to yield information that will contribute to an understanding of the area's cultural or natural history Local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Has the potential to yield new or further substantial scientific and/or archaeological information	Has little archaeological or research potential
Is an important benchmark or reference site or type	Only contains information that is readily available from other resources or archaeological sites
Provides evidence of past human cultures that is unavailable elsewhere	The knowledge gained would be irrelevant to research on science, human history or culture

The building site has limited archaeological potential, because the existing basement structure was built below the earlier ground levels, eradicating any evidence of past human occupation. However there may be archaeological evidence of previous uses of the locality immediately below the footpath and pavements around the perimeter of the building.

There is technological interest in the use of moulded glazed terra cotta products to create durable exterior and architectural details of value to future researchers.

4.5.f CRITERION (F) COMPARATIVE CULTURAL HISTORY

An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (state significance); OR

An item possesses uncommon, rare or endangered aspects of the area's cultural or natural history (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Provides evidence of a defunct custom, way of life or process	Is not rare
Demonstrates a process, custom or other human activity that is in danger of being lost	Is numerous but under threat
Shows unusually accurate evidence of a significant human activity	
Is the only example of its type	
Demonstrates designs or techniques of exceptional interest	
Shows rare evidence of a significant human activity important to a community	

No. 2-12 Carrington Street, formerly known as Shell House, is one of the last remaining early state head offices of Shell Oil Company throughout Australia.

The use of glazed facing tiles and details, while relatively common as applied to Inter war period commercial offices, was not applied to buildings of the Commercial Palazzo style, which used more traditional materials of stone, brick and render. No. 2-12 Carrington Street is the only example of the Inter war Commercial Palazzo style in Sydney faced with glazed terra cotta.

4.5.g CRITERION (G) COMPARATIVE PLACES

An item is important in demonstrating the principal characteristics of a class of NSW's:
Cultural or natural places; or
Cultural or natural environments (State significance); OR
An item is important in demonstration the principal characteristics of a class of the area's:
Cultural or natural places; or
Cultural or natural environments (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
<p>Is a fine example of its type</p> <p>Has the principal characteristics of an important class or group of items</p> <p>Has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity Is a significant variation to a class of items</p> <p>Is a part of a group which collectively illustrates a representative type</p> <p>Is outstanding because of its setting, condition or size</p> <p>Is outstanding because of its integrity or the esteem in which it is held</p>	<p>Is a poor example of its type</p> <p>Does not include or has lost the range of characteristics of a type</p> <p>Does not represent well the characteristics that make up a significant variation of a type</p>

No. 2-12 Carrington Street, as an Inter war Commercial Palazzo style multi storey building designed by Spain and Cosh, has local significance as one of the surviving externally intact representatives of a style that was popular to promote corporate prestige in the Inter war period. Its facade techniques incorporated local materials manufactured in Sydney between the wars.

4.6 SIGNIFICANCE MATRIX

A broader assessment of the significance of No. 2-12 Carrington Street, Sydney is provided in the following schedule, which encapsulates the preceding evaluation of significance and introduces an assessment of the level of significance. In the NSW Heritage Manual methodology of assessment, an item may be significant for the State or at a local level.

Criterion	Level of Significance	Item	Degree of significance	Notes
a) EVOLUTIONAL SIGNIFICANCE	Local	Building	Moderate	Corporate Head Office, demonstrating Inter War growth of City and evolution of city subdivision patterns
b) ASSOCIATIONAL SIGNIFICANCE	Local	Building	High	Spain & Cosh Architects. Shell Oil Company Menzies Hotel(Sydney)
c) AESTHETIC AND TECHNICAL	Local	Exterior	High	Architectural character – Interwar Commercial Palazzo Material – Glazed terracotta clad façade. Streetscape Clock tower
		Interior	None	Hotel suites
		Structure	Moderate	Lift Shafts Stairs Ribbed concrete floors Steel frame
d) SOCIAL SIGNIFICANCE	Local	Building form	Moderate	Landmark
		Interior	Moderate	Hotel suites demonstrate later use.
e) ARCHAEOLOGICAL/RESEARCH POTENTIAL	Local	Site	None	Evidence of former Barracks and other occupancies disturbed by excavation.
		Locality	Not Known	The adjacent areas are in a zone of archaeological potential
		Exterior	Moderate	Use and production of glazed terra cotta tiles
		Interior	Low	Structure

Cont.

Criterion	Level of Significance	Item	Degree of significance	Notes
f) COMPARATIVE CULTURAL HISTORY	Local	Exterior	Moderate	Representative of Inter War Commercial Palazzo style
	Local	Interior	Low	Evidence of original office accommodation completely removed by hotel conversion
g) COMPARATIVE PLACES	Local	Exterior	High	One of two remaining Shell head offices in Australia. Only Inter war Commercial Palazzo style building with glazed terra cotta facings and details.

4.7 STATEMENT OF SIGNIFICANCE

No. 2-12 Carrington Street, formerly Shell House, is a building of cultural significance due to its historic, and social values, aesthetic and technical qualities at local level.

The building's historic values are derived from its former association with the Shell Oil Company and its early development throughout Australia, surviving as one of the two remaining original state head office buildings and the first built in Sydney by the company. It is also a good example of the distinguished output of the architectural firm, Spain and Cosh, executed in the Inter War Commercial Palazzo style, rare for its use of glazed terra cotta tile facings and details. In more recent times the building has been identified with the Menzies Hotel.

4.8 GRADING OF SIGNIFICANCE

4.8.1 Significance Grading

Components of No. 2-12 Carrington Street have been evaluated broadly according to grading of significance as set out in the following table.

The relativity of grading of significance of individual components can sometimes be distorted by too close a focus on the item or place under study, without consideration of the wider comparisons with other items at local, state or national levels. For instance, the characteristics of No. 2-12 Carrington Street need to be compared with buildings with similar characteristics. For example, the style of the building must be compared with other examples of Interwar Commercial Palazzo, such as 185 Elizabeth Street (figure 4.1), Singapore House (figure 4.2) and, similarly, the building's terra cotta façade needs to be compared with buildings of similar material such as Grace Building, York Street, (figure 4.3) and Railway House, York Street, (figure 4.4) and the Grand United Building, Castlereagh Street. Through this comparison it is clear that the former Shell House, although being unusual in the façade material is only a representative example of its architectural style.

Due to extensive adaptation of the interior, the existing fabric and spatial qualities have low significance, whereas the structure and the original reinforced ribbed concrete ribbed slab have moderate significance. The criteria for grading of significance are set out on page 10 of the Updated 2000 Final Approved text of the section on Assessing Significance in NSW Heritage Manual.

Assessment Significance	Acceptable Conservation Practice	Burra Charter Article
Items of Exceptional Significance	Preservation, restoration or reconstruction. Components are likely to be adversely affected by adaptation.	Article 8, 11-19
Items of considerable or High Significance	Preservation, Restoration, or Reconstruction. Adaptation may also be acceptable provided the quantum of change involves is limited in scope and has no adverse effect on the adjacent spaces or fabric or exceptional significance.	Article 1, 11-22
Items of Moderate Significance	Preservation, restoration or Reconstruction or adaptation where possible. Where removal occurs for structural reasons, original floor plans should be capable of interpretation of replacement fabric if possible	Article 1, 11-22
Items of Little or Low Significance	Preservation, Restoration or Adaptation where possible. Otherwise removal may be permitted.	Article 1, 11-22
Assessment Significance	Acceptable Conservation Practice	Burra Charter Article
Items which are Intrusive	Modification or removal in order that the significance of the building is enhanced but subject to existing and future use requirements	
Items that have neutral significance	Items that do not add nor subtract from the items heritage significance.	

INTER WAR COMMERCIAL PALAZZO EXAMPLES



Figure 4.1
185 Elizabeth Street, Sydney
Architect: John P. Tate and Young
Construction: Concrete Frame, sandstone exterior
Inter War Commercial Palazzo, 1923
(source: Brian McDonald & Associates 1996)



Figure 4.2:
Singapore House, 17-19 Bridge Street, Sydney,
Architect: Spain and Cosh Architects
Construction: sandstone exterior, reinforced concrete
Inter War Commercial Palazzo, 1925-1927
(source: Brian McDonald & Associates 1996)



Figure 4.3
Gowings Department Store, 452-456 George Street, Sydney.
Architect: Robertson & Marks
Construction: Reinforced Concrete frame, sandstone exterior
Inter War commercial palazzo, 1912-1929
(source: Brian McDonald & Associates 1996)



Figure 4.4
National Australia Bank, 661-663 George Street, Sydney.
Architect: Kent & Massie
Construction: Reinforced Concrete frame, sandstone and granite exterior
Inter War commercial palazzo, 1925
(source: Brian McDonald & Associates 1996)



Figure 4.5
Masonic Club, 169-173 Castlereagh Street, Sydney.
Architect: C. W. Chambers
Construction: Reinforced Concrete frame, sandstone exterior with trachyte cladding to street.
Inter War commercial palazzo, 1925
(source: Brian McDonald & Associates 1996)

BUILDINGS WITH GLAZED TERRA COTTA TILES OF THE EARLY INTER WAR PERIOD EXAMPLES



Figure 4.6:
Grace Building, 77-79 York Street, Sydney
Architect: Morrow and Gordon
Construction: 1928-10
Inter War Skyscraper Gothic Art Deco detail. –
Façade clad with - glazed terracotta tiles
(source-D. McBeath 1997)



Figure 4.7
Transport House, 11-31 York Street, Sydney
Architect: H.E. Budden & Mackay
Construction: 1934-36
Inter War Art Deco. – Façade clad with -
Glazed terracotta tiles
(source-Brian McDonald & Associates 1996)

4.9 RELATIVE SIGNIFICANCE OF COMPONENTS

The following schedule identifies the Grading of Significance for the individual components of 2-12 Carrington Street, former Shell House, Sydney.

4.9.1 EXCEPTIONAL SIGNIFICANCE

EXTERIOR	INTERIOR
N/A	N/A

4.9.2 HIGH SIGNIFICANCE

HIGH SIGNIFICANCE		
EXTERIOR		INTERIOR
Lower tier:	Trachyte base	N/A
	'Stone coursed'" glazed terracotta tiles and details	
	Arched and rectangular steel framed windows	
	Moulded terra cotta surrounds to entrance on Carrington Street	
Cornices and string courses	Moulded terra cotta tiles	
Façade - middle tier and upper tier	Window pattern	
	Interpretation of classic order	
	Remaining steel framed windows at stairs, Ground and Lower Ground	
	Window pattern	
Clock tower	Fenestration pattern -	
	Glazed terra cotta tiles, columns, cornices, string course, detailed mouldings, rendered parapet.	
	Built form	
	Clock faces (4) Terra cotta tiled cladding	

4.9.3 MODERATE SIGNIFICANCE

EXTERIOR		INTERIOR	
Façade	Render wall treatment in lieu of terra cotta tiles along Wynyard Lane.	Basement	Ramp and turn table
		Water tanks	
		Lift well walls and lift motor room	Relationship to original principal entrance
		Fire stairs	Terrazzo and concrete stringers and treads and steel balustrades
		Structure	Steel frame concrete, encased ribbed slab
		Clock mechanism	Inoperable
		Light well	Render surfaces and window pattern

4.9.4 LOW SIGNIFICANCE

EXTERIOR		INTERIOR	
Lower tier	Georgian wired replacement glass	Structure	1978 Columns placement
Façade generally	Aluminium framed windows	Hotel suites	Layout only
Flag pole	On roof		

4.9.5 INTRUSIVE

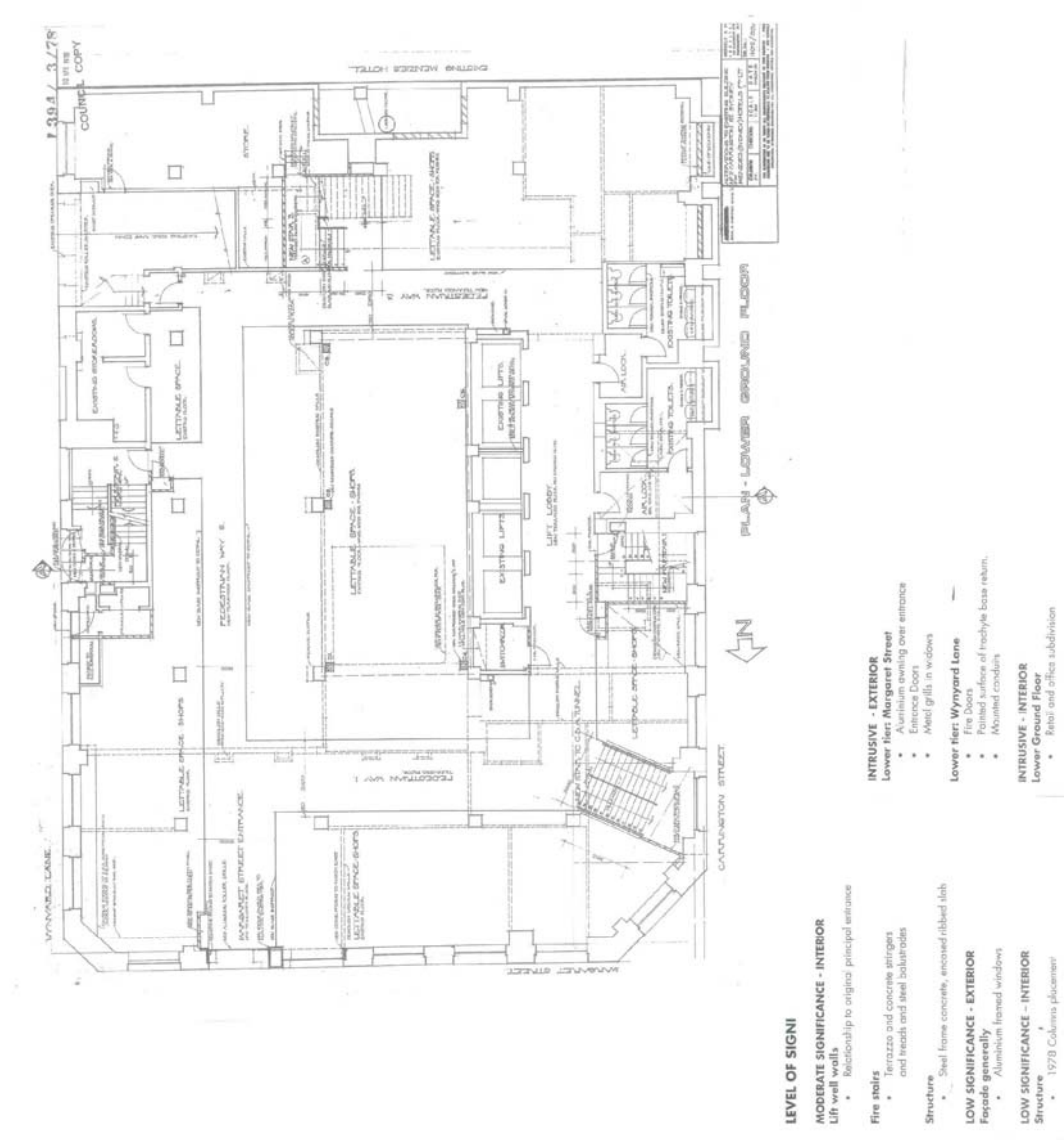
EXTERIOR		INTERIOR	
Lower tier: Carrington Street	Fire doors to principal Carrington Street entrance, retail tenancy	Lower ground floor	Swimming pool
Lower tier: Carrington Street	Door opening, doors and claddings	Ground floor	Retail and office subdivision
Lower tier: Margaret Street	Aluminium awning over entrance	N/A	N/A
Lower tier: Margaret Street	Enlarged secondary entrance at Margaret Street and metal awning over, metal grills in widows	N/A	N/A
Lower tier: Wynyard Lane	Painted surface of trachyte base return. Mounted conduits	N/A	N/A
Clock Tower	Aluminium cladding	N/A	N/A

4.9.6 NEUTRAL

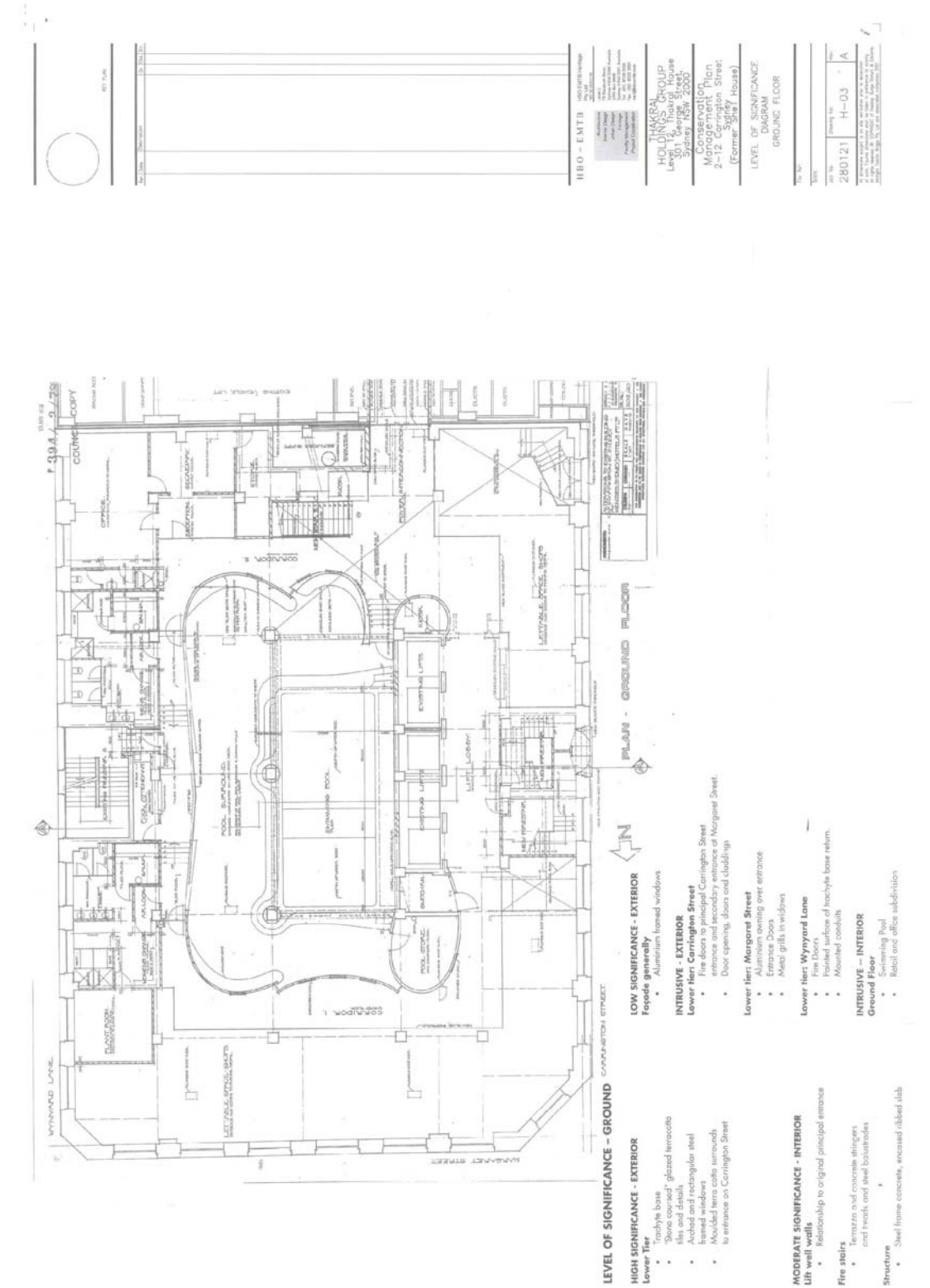
EXTERIOR		INTERIOR	
Lower tier: Wynyard Lane	Surface mounted street light	Lift cars	

DRAFT

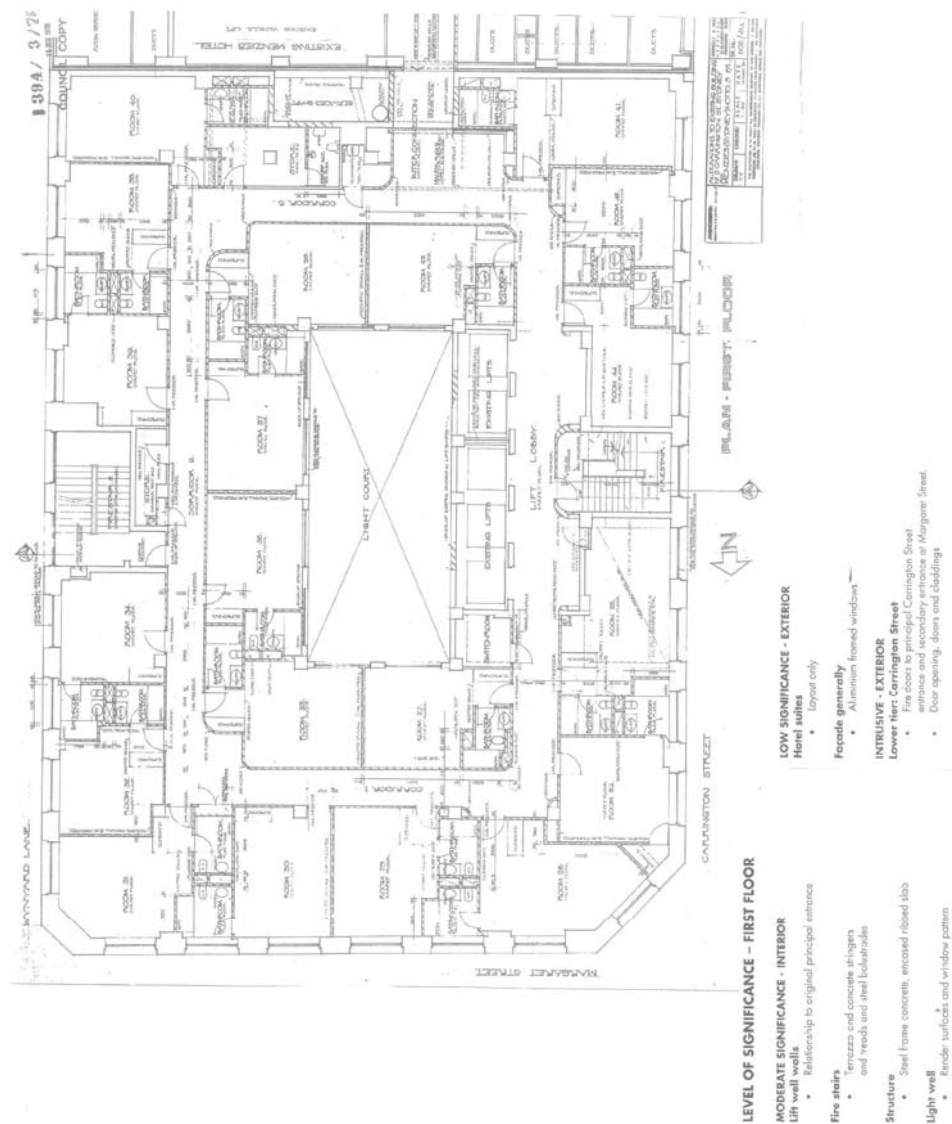
4.10.2 Level of Significance – Lower Ground Floor Level



4.10.3 Level of Significance – Ground Floor Level



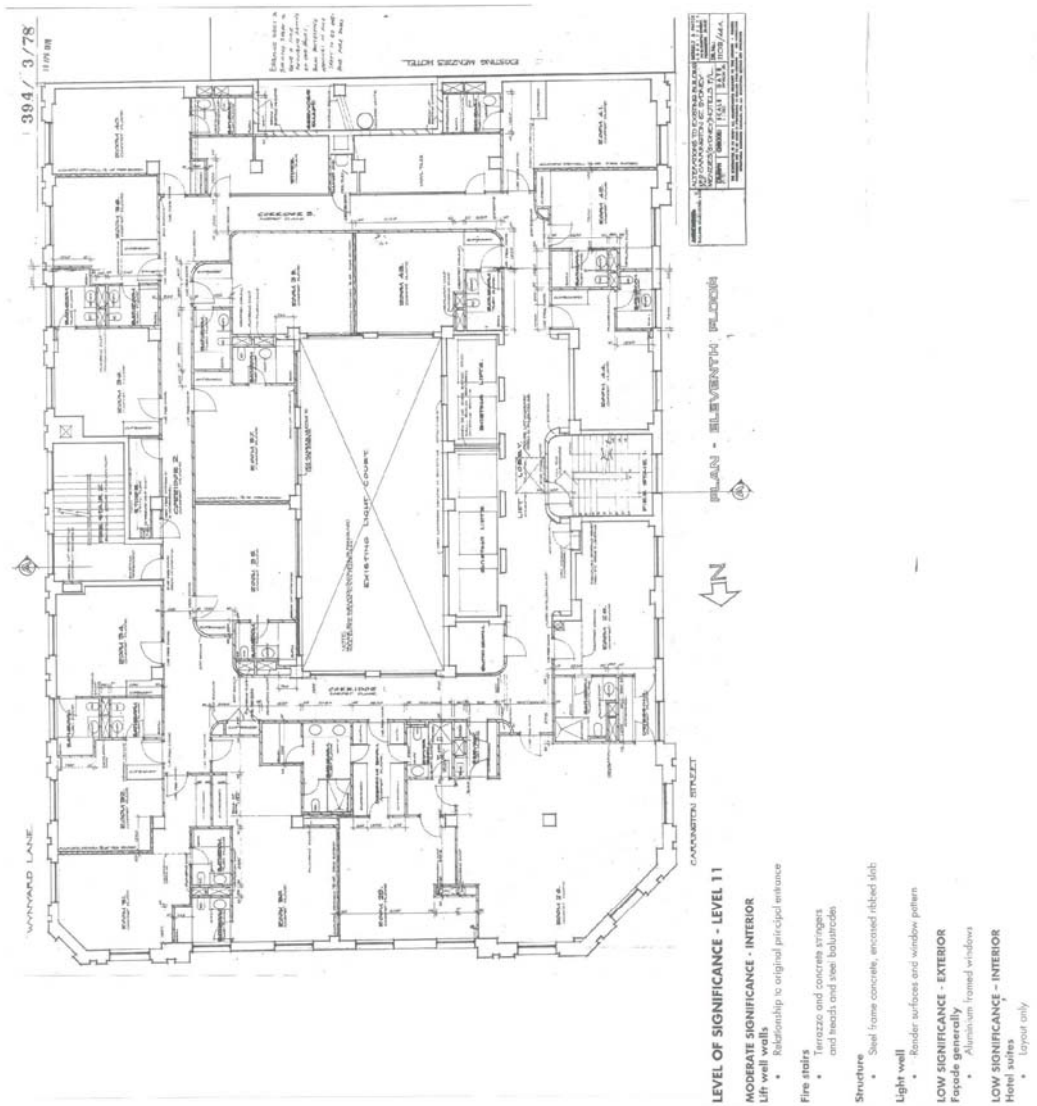
4.10.4 Level of Significance – First Floor Level



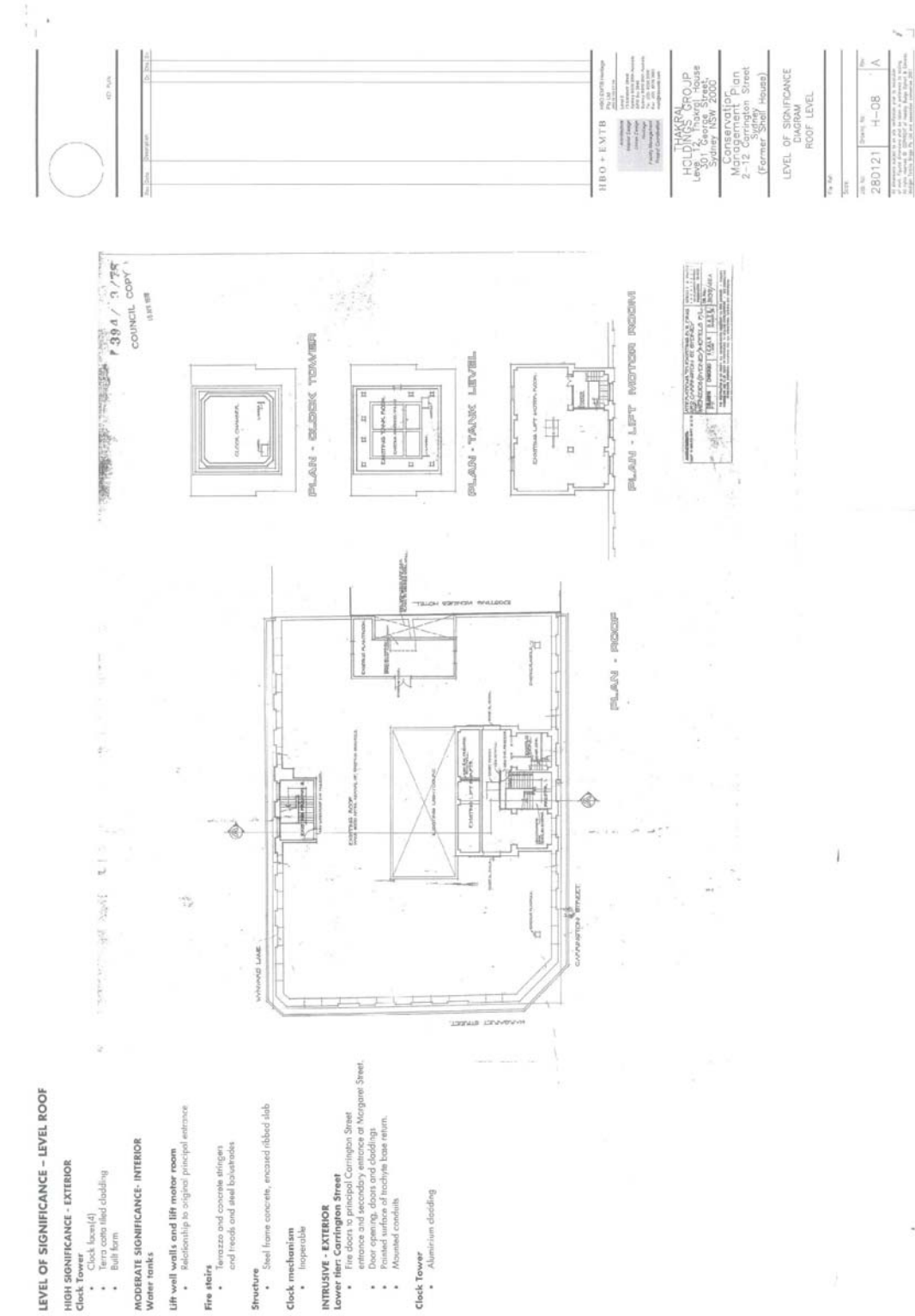
4.10.6 Level of Significance – Level 10



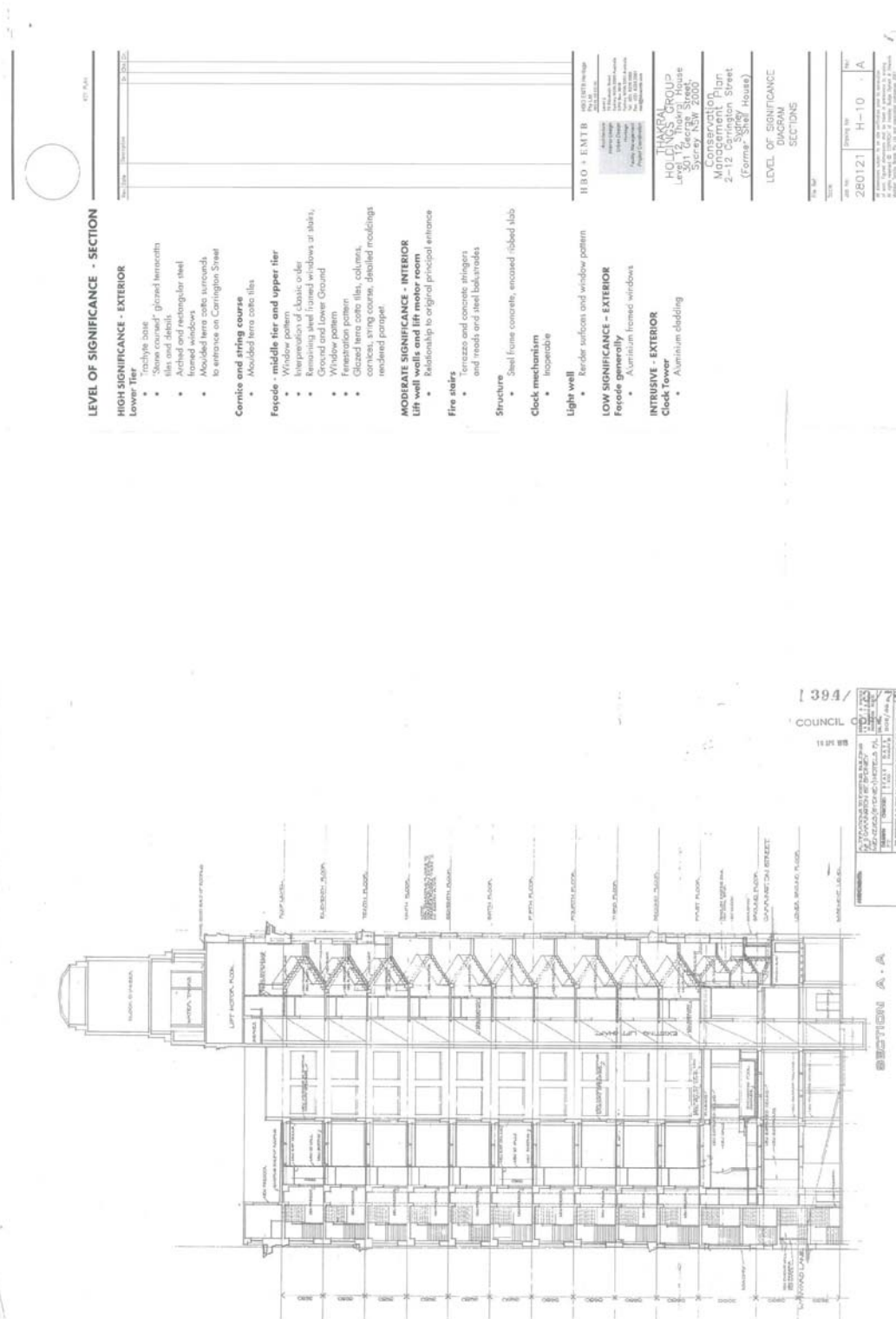
4.10.7 Level of Significance – Level 11



4.10.8 Level of Significance – Roof Level



4.10.9 Level of Significance - Section



5.0 HERITAGE STATUS AND STATUTORY CONTEXT

5.1 HERITAGE STATUS

The heritage significance of N° 2 – 12 Carrington Street is recognised by the organisations, listed below:

5.1.1 SYDNEY CITY COUNCIL

The building at N° 2 – 12 Carrington Street, identified as Menzies Hotel, the building is listed within a number of the City of Sydney planning policies as listed below;

- Central Sydney Heritage Local Environmental Plan, 2000 - Schedule 1 - item 46.
- Draft City of Sydney Local Environment Plan 2002 – Schedule 2 – item 46.

Information on its historical background, a description of the building and structure and a preliminary conservation policy are provided in the Central Sydney Heritage Inventory database for item 2003, appended to this report.

5.1.2 NSW HERITAGE COUNCIL

N° 2-12 Carrington Street is included in the NSW State Heritage Inventory. This listing does not have statutory significance with regard to the NSW Heritage Act, 1977. It simply reflects its identification as a heritage item in the local government planning system.

5.1.3 AUSTRALIAN HERITAGE COUNCIL

A search of the database of the Register of the National Estate revealed that N° 2-12 Carrington Street has not been entered.

5.1.4 NATIONAL TRUST OF AUSTRALIA (NSW)

The National Trust of Australia (NSW) has classified N° 2-12 Carrington Street in its Heritage Register. National Trust listings do not have statutory force but are influential in supporting the protection and care of heritage items and places.

5.1.5 ROYAL AUSTRALIAN INSTITUTE OF ARCHITECTS, NSW CHAPTER

The Royal Australian Institute of Architects, NSW, maintains a Register of Significant Twentieth Century buildings, which includes N° 2-12 Carrington Street.

5.1.6 ART DECO SOCIETY OF NEW SOUTH WALES

The society maintains an inventory of Significant Art Deco and early Twentieth Century buildings, which includes N° 2-12 Carrington Street, described as "Wynyard Hotel".

5.2 STATUTORY CONTEXT

5.2.1 CENTRAL SYDNEY HERITAGE LOCAL ENVIRONMENT PLAN 2000

Nº 2-12 Carrington Street is included in Schedule 1 of Central Sydney Heritage Local Environment Plan 2000, as an item of Environmental Heritage (Item 46).

Several clauses have a bearing on how the building may be managed and used in future.

Clause 7 requires consent for certain types of development, which in this case might involve:

- a) *demolition of a heritage item or a building in a heritage streetscape;*
- b) *structural or non-structural alterations to the exterior of a heritage item;*
- c) *structural or non structural alterations to the exterior of a building in a heritage streetscape that is not a heritage item; or*
- d) *erection of a sign or advertising structure on a heritage item;*
- e) *erection of a building on the site of a heritage item or building in a heritage streetscape;*
- f) *subdivision of a heritage item;*

In certain circumstances consent is not required - where the development is maintenance or of a minor nature and in the opinion of the consent authority will not adversely affect the heritage significance item. However under clause 7(2) of CSHLEP 2000 Council must be consulted to allow to determine where a Development Application is required.

Clause 8 requires the consent authority to consider the extent to which a development proposal would affect the heritage significance of an item or heritage streetscape and to take into account – in relation to the subject item:

- a) *the heritage significance of the heritage item concerned or the heritage significance of the heritage streetscape concerned;*
- b) *the extents to which the carrying out of the proposed development would affect the heritage significance of the heritage item or of the heritage streetscape, and any historic subdivision pattern in the locality;*
- c) *the Central Sydney Heritage Assessment Report 2003;*
- d) *any conservation management plan or heritage impact statement required by the consent authority ;*
- e) *any plan of management required by the consent authority;*
- f) *provisions of any relevant development control plan adopted by council, and;*
- g) *the heritage significance of the interiors of any schedule 1 Heritage Item concerned.*

Clause 9 introduces a concept of development which may “materially affect” a Schedule 1 heritage item by:

- reducing or increasing the building envelope occupied by the item
- location within the airspace above the building envelope occupied by the item.

Clause 10 restricts the floor space for a building on the site of a Schedule 1 heritage item to the existing floor space or greater (up to the maximum allowed by Central Sydney Local Environment Plan 1996 – Amendment 8) if the heritage significance of the item is not “materially affected” or it is “materially affected” but complies with clauses 11 and 12.

Clause 11 allows a Schedule 1 item to be “materially affected” if:

- a) *“it is not of such heritage significance or landmark value that the proposed development would diminish the heritage of the city of Sydney”.*
- b) *The proposed development exhibits design excellence and is superior in quality to the existing heritage item.*
- c) *The proposed development would make a superior contribution to the quality of the public domain of the City of Sydney to that made by the existing heritage item.*
- c) *In the case of partial demolition, the proposed development would conserve the heritage significance (and would not prejudice the continued heritage status) of the item; would facilitate its continued use or adaptive re use, and would contribute to ongoing conservation of the heritage item, or the affected part of the item that will be retained.*
- e) *In the case of complete demolition, the retention of the heritage item would render the site on which it is located incapable of viable continued use or adaptive re use.*

Clause 12 sets out a process for major changes to Schedule 1 heritage items in the circumstances of a “material effect” involving:

- a) *demolition that will result in a reduction by more than 35% of the building envelope;*
- b) *increasing the size of the building envelope by more than 20%;*
- c) *building over more than 20% of the footprint of the building envelope within the airspace above that item, but not within the airspace contiguous with the item.*

Any of these conditions require the consent authority to appoint “a committee to examine and advise on the merits of the proposal;” and consider the advice of the committee before determining the application “material affect”

Clause 13 relates to development in the vicinity of a heritage item. The adjacent Wynyard Park is included in Schedule 3 of the Central Sydney Heritage LEP 2000 as an archaeological / townscape / landscape item. Scots Church and Assembly Hall, in Margaret Street; Lisgar House, 30-32 Carrington Street; Railway House 11-31 York Street and Beneficial House, 285-287 George Street are items included in Schedule 1 in the vicinity.

Clause 14 requires an archaeological assessment in the case of development that could affect a potential archaeological site. Excavation of the basement below ground level in the 1930s would have removed any prior existing archaeological resources. However, works outside the building footprint may impinge upon less disturbed ground where the first Military Barracks and other development stood before the 1930s.

5.2.2 CENTRAL SYDNEY LOCAL ENVIRONMENTAL PLAN 1996

Central Sydney Local Environmental Plan 1996, as amended, permits a range of uses in the City Centre zone in which N° 2-12 Carrington Street is located.

Amendment N° 8 to CSLEP 1996 introduced new provisions which have a bearing on development on all Central Sydney sites, including the site of N° 2-12 Carrington Street and the Menzies Hotel.

FLOOR SPACE RATIOS

Firstly, Amendment N° 8 changed the maximum floor space ratios permissible within specific zones of the CBD for specific uses and also changed the additional floor space ratios which may be permissible, and the circumstances under which they may be permitted.

DESIGN EXCELLENCE

Secondly, Amendment N° 8 introduced processes that require design excellence to be considered by the consent authority when determining a development application. Clause 28D of Central Sydney LEP, 1996 states:

"In determining a development application for a new building or for external alterations to the existing building the consent authority must consider whether the proposed development exhibits design excellence."

Clause 28D (2) of the Central Sydney LEP, 1996 states:

In the case of a building on land for which a development plan is in force, the consent authority must consider the following matters:

- (a) *whether a high standard of architectural design, materials and detailing will be achieved appropriate to the building type and location; and*
- (b) *whether the form and external appearance of the building will improve the quality and amenity of the public domain; and*
- (c) *whether the design for the building is a result of a competitive process that facilitates design excellence; and*
- (d) *whether there is a process which ensures continuity and demonstrates that the approved design, both in concept and detail will be realised in the completed building and that design quality will not be diminished in its translation.*

There would be little relevance of these provisions in the case of any proposed development that would leave the external form and envelope of N° 2-12 Carrington Street intact. Should it be the case that No. 2-12 Carrington Street is incorporated into a larger scale development with other adjacent and nearby sites, these provisions are likely to apply and may lead to a Design Competition in accordance with Clause 12 of Central Sydney Development Control Plan 1996. The way the building at No. 2-12 Carrington Street is treated and the relationship of the overall development to its Commercial Palazzo architectural style and streetscape value would be important matters to be considered.

If a Design Competition affects the building, to ensure that there will be a successful outcome from the process, the Competition Brief should emphasise that design solutions give proper recognition to:

- The heritage significance and architectural character of the existing building;
- Any structural constraints identified by the Conservation Management Plan;
- The building's streetscape significance;
- The policies and guidelines of this Conservation Management Plan;

The issues that would apply are addressed more fully in policy terms in Sections 7.0 and with Guidelines for Implementation in Section 8.0 of this Conservation Management Plan.

Part 5 of Central Sydney Local Environmental Plan, 1996 deals with Floor Space Ratios. The Floor Space Ratio of the building as it now stands and the limitations imposed by Central Sydney Heritage Local Environment Plan, 2000 mean that there is limited scope to increase the existing floor space when N° 2-12 Carrington Street is considered in isolation.

If it is incorporated into a larger development site the existing floor space may not be the primary constraint on any increase of floor space but the heritage and the streetscape constraints to maintain the building's external form and silhouette against the skyline in critical views would continue to limit the extent and nature of any additional floor space.

Clause 44 provides for award (from heritage buildings) and allocations (to new development) of heritage floor space. This is a matter that may be relevant, depending upon future decisions about use and development of the building and the extent to which its significant fabric would be conserved and maintained or, otherwise, removed and/or altered.

5.2.3 CENTRAL SYDNEY DEVELOPMENT CONTROL PLAN, 1996

The sections of the Development Control Plan that could have a bearing on the future use, development and management of N° 2-12 Carrington Street are reviewed below:

5.2.1 Section 2.2 - Street Frontage Heights, which sets minimum and maximum street frontage heights of 20 metres and 45 metres respectively to reflect the scale created by most existing buildings in the city centre. N° 2-12 Carrington Street conforms to this pattern.

5.2.2 Section 2.3 - Building Setbacks, applies primarily to new development except that **Sub-Section 2.3.5** requires:

"Any new building or additions above a heritage item in a heritage streetscape are to have a setback at least 10 metres above the street frontage height (see also section 2.9)"

5.2.3 Section 2.9 - Extensions to Heritage Items requires a Conservation Management Plan or Heritage Impact Statement for any development involving an item listed in Central Sydney LEP 1992 -Conservation of Heritage Items (now Central Sydney Heritage LEP 2000).

Sub Clause 2.9.2 states:

*"Where in the opinion of the consent authority, and where Conservation Plan Indicates that the building is of such heritage significance as to warrant retention in its current **form, no extensions will be permitted.**"*

Pursuant to **Sub Clause 2.9.3**, where the consent authority considers upper extensions are possible, *"such extensions are to be designed with sensitivity to the heritage qualities of the heritage item."*

Sub Clauses 2.9.4 and 2.9.5 deal with “seamless” upper extensions, where indicated by a Conservation Plan, and otherwise set back extensions – a minimum of 10 metres as required by **Sections 2.2 and 2.3**

Section 7, Contains detailed provisions for the award and allocation of heritage floor space. To qualify for an award of heritage floor space a building must be a Schedule 1 heritage item (or be on the State Heritage Register) and a Conservation Management Plan is required.

5.2.4 CITY OF SYDNEY SIGNAGE AND ADVERTISING STRUCTURES DEVELOPMENT CONTROL PLAN, 2005

Section 5, sets out the Council’s requirements for signs on heritage items, which aim to: prevent damage to the fabric of heritage items; ensure that they are appropriately designed; are consistent with the character of the heritage items; and restrict the locations of signs on heritage items. A signs strategy is provided in Section 8 of this Conservation Management Plan.

5.2.5 DRAFT CITY OF SYDNEY LOCAL ENVIRONMENTAL PLAN 2002

The exhibited version of Draft City of Sydney Local Environmental Plan, 2002, consolidates and updates central Sydney Local Environmental Plan 1996 and Central Sydney Heritage Local Environmental Plan 2000. With regards to the provisions that relate to heritage conservation, generally the meaning of clauses of the existing instruments discussed in this statements have been adapted with little change, except for numbering.

6.0 DISCUSSION OF CONSERVATION POLICY

6.1 CONSTRAINTS ARISING FROM ASSESSMENT OF SIGNIFICANCE

6.1.1 EVOLUTION OF THE BUILDING

The most obvious conclusions to draw from the examination of the documentary and physical evidence are that:

- The building has retained the external form of its 1930s construction almost unchanged, except for some alterations behind the parapet for plant installations.
- The original fenestration pattern, despite replacement of the majority of the original steel framed windows with aluminium framed windows, remains. Importantly the characteristic pattern of the Commercial Palazzo style is still clearly evident in the small basement windows at the footpath level, the large arched windows of the “piano nobile” at ground level, the plainer windows of the upper portion of the facades and the more decorative variation of the top featuring paired columns between a strong classical string course and deeply projecting cornice.
- The building serves as a valuable part of the record of commercial development in the Inter war period, marking the presence in Sydney of a major international petroleum company.
- The building marks an important contribution to the streetscape character of the locality playing a special role at the key point in the street “walls” defining the space of Wynyard Park.

6.1.2 DESIGN

The condition of the external materials of the building envelope is generally good and their detailing and workmanship are of a high standard in interpreting the Commercial Palazzo design concept of the architects, Spain and Cosh. In this respect, the building derives a considerable degree of significance from its association with this firm as part of the surviving record of their extensive practice, which ran from the Federation period through the Interwar years into the post war period and is manifested in many fine city buildings which were stylistically classically inspired up to the Inter war period.

6.1.3 STRUCTURE

The building’s structure is worthy of some note for its use of a primary steel frame combined with ribbed reinforced concrete floors poured on a pan type formwork over short spans. There is nothing about the structure that distinguishes it from other multi story city buildings of the period which adopted structural steel technology for speed and ease of erection. The ribbed concrete floor technique is of technical interest, but is not of major significance. It is interesting however, to observe, that where it is most clearly seen in the basement, it was not well constructed. Reinforcing steel was given insufficient concrete cover which has now caused corrosion and spalling of the surfaces at the undersides of the ribs.

Examination of the structural drawings shows that the structural grid was quite irregular to accommodate the corner splay at Carrington and Margaret Streets, the positions of the western

stair well and the lift shafts and to allow the light well to penetrate the floor plates. The irregular layout is manifested in variations in column spacings, and employment of transfer beams, where intersections at beams are placed at points where a column could not be conventionally located in the floor plan. These characteristics of the irregular structural system have implications for future use and adaptation of the building.

6.1.4 FLOOR LAYOUTS

The evidence shows that the two stairs and lift shafts are as originally configured apart from later enclosure of the western stair to achieve fire separation. Otherwise, the building has been substantially altered internally. Despite the fact that the conversion of the former Shell House to a hotel was managed with very little alteration to primary structural elements, or the lift shafts or stairs, it is no longer possible to interpret its original commercial office character.

The original layouts were based on a double loaded corridor system at most floors, utilising the light well. Some floors at the top and the bottom of the building were more openly planned with larger spaces to accommodate more specialised functions. Although the hotel plans accepted the constraints imposed by the positions of the light wells, lifts and stairs to also rely on a double loaded corridor on most levels, the cellular nature of the rooms and en-suites produces a different character and, most significantly, all traces of 1930s commercial office details and finishes have been replaced by the relatively standardised 1970s approach to hotel interior design, relying greatly on applied decoration with a vaguely Victorian flavour.

The extent of the internal changes leads to the conclusion that the building lends itself to another phase of adaptation that would not be constrained by the need to retain any of the work that was done in the 1970s.

6.2 POTENTIAL USES

6.2.1 FRAMED STRUCTURE

The building may be considered to be readily adaptable by virtue of its framed structure, which was enthusiastically adopted from the late nineteenth century in the USA and parts of Europe for the flexibility it allowed – and from the early Twentieth century in Australia. Freed from the constraints of internal load bearing masonry walls, designers and building owners could produce buildings that were easy to reconfigure internally as needs changed over time, yet clothed externally in a suit of masonry tailored to reflect the prestige and wealth of the occupants – especially when the building's purpose was to serve as a head office for a powerful commercial entity, such as the Shell Company.

The inherent flexibility of the former Shell House's structural system meant that it could readily accommodate the needs of the Menzies Hotel to form its north wing. At the time the decision was made to work within the limitations imposed by column positions, the light wells, lifts and stairs. It is anticipated that, observing the recent trend of substantial refurbishments of hotels such as the Hilton, or on the other hand closure of other hotels and conversion to other uses, that another change at the former Shell House would be inevitable, indeed it is currently contemplated by the owners.

6.2.2 COMMERCIAL OFFICES

In the context of central Sydney, what potential uses could this building serve? It could revert to function as a commercial office building. The significance of its external envelope would maintain the existing window pattern and, combined with its relatively small floor plate, position of the light well and the lifts and stair wells produce a very inefficient floor plate by today's standards, keeping in mind the building plan reflects the different philosophy of the office planning in the 1930s and the restrictions imposed by reliance on natural ventilation. These factors would rule out high premium office accommodation,

It is to be expected that, for any office adaptation to be economic, the floor plan would have to change completely – such as moving the lifts to the south wall, reconfiguring the stairs and eliminating the light well. Whatever the ultimate use, the western stair will be seen as an impediment to optimising commercial return as it occupies premium space overlooking Wynyard Park.

6.2.3 HOTEL

If the building is refurbished for continued hotel use in the future, today's standards of accommodation and expectations in an international market may create demand for more radical changes than simply redecorating. The number and style of rooms is an issue and, the location of the lifts in the middle of the building precludes a more imaginative and efficient floor layout. In a more positive light the ground floor with its high arched windows, with street and Park outlook would create an ideal venue for restaurants, bars, reception and foyer spaces that could be accessed from the reopened Carrington and Margaret Street entries. This prospect is certainly to be preferred to the present utilisation of the space for retailing, conference rooms and hotel offices that do not take up the advantages of the spatial potential and outlook. Some difficulties may arise in bringing up to date the basement levels for loading, services and parking due to the narrowness of Wynyard Lane for turning vehicles, ramp gradients and limitations imposed by relatively closely spaced structural elements on manoeuvring and parking.

The high parapet at the roof level provides scope for hotel related facilities to be placed here, such as a an additional floor or two floors set well back, or swimming pool, gymnasium, restaurant/bar and roof terrace provided the resultant structures do not adversely impact on the skyline of the parapets and clock tower.

6.2.4 APARTMENTS

The other type of use that can occur in multi storey buildings in Central Sydney is residential apartments. For a few decades now, existing buildings, many on the heritage schedules of Central Sydney LEP 2000, have been converted to residential apartments. Nearby, the Scots Church and Assembly Hall is undergoing this process, with the Scots Church to retain to the Assembly Hall and some spaces at the lower levels, together with some retail use at the street and a limited commercial office component.

No 2-12 Carrington Street is well placed, and reasonably well suited, for this form of adaptation except that, as with the other uses discussed, the light well, lifts and stairs are not well placed at present to allow optimal floor planning. There is one feature of the building that would work strongly against apartment conversion – that is the fenestration pattern. If the Sydney City Council planning controls are strictly applied to demand an outdoor balcony or terrace to each apartment, the impact on the significance of the building facades would be unacceptable. This requirement is understood to be less likely for serviced apartments, which

are not for long term stay. In this case it is envisaged that serviced apartments could be a preferable use on heritage grounds to strata titled private apartments.

This type of use raises similar issues in relation to the physical constraints in the basement and the lower ground levels for vehicular access and servicing.

On a more positive note – the roof level could be utilised in a similar manner as that suggested for a further hotel adaptation, or it may have potential to accommodate penthouse type apartments. The Ground floor could serve adequately to provide a foyer to apartments and retail activities, provided the spatial qualities are reinstated and its outlook potential is realised.

6.3 USER REQUIREMENTS

It is understood that the Thakral Group at the present time prefers to retain the ongoing presence of the Menzies Hotel in Carrington Street. Larger scale redevelopment opportunities are currently being explored by the Thakral Group for the properties to the south and south east, which could mean that there would be new buildings built to accommodate uses other than the hotel, with associated changes in the interrelationship to Wynyard Station concourse. This information is noted only insofar as it might have a bearing on the future use and adaptation of No. 2-12 Carrington Street, because it is not appropriate to anticipate, in any specific detail, future development affecting a heritage item in a Conservation Management Plan. As the plans for the adjacent land and the consequences for No. 2-12 Carrington Street reach a resolution a quite separate Heritage Impact Statement would address the effects on No. 2-12 Carrington Street and other heritage issues relating to the locality.

For the purposes of this report, it is necessary to canvass the prospects of the building continuing as the Menzies Hotel, on a reduced scale and offering a different type of accommodation. It is clear from the discussions to date that the existing building's internal configuration is unsuitable by present day standards. Also, looking forward, it is expected that the owners would want to provide accommodation that will serve anticipated needs well into the new century. If the Menzies Hotel is to be represented in future only in this building, this is even more the case. For instance, some of the facilities presently located in the larger 1970s wing will need to be moved such as: front of house, waiting lounges and restaurant and bar - albeit perhaps on a smaller scale.

These requirements would certainly affect the ground floor and possibly the lower ground and first floors. It is understood that conference facilities, as now located at the Lower Ground Floor level, are not envisaged.

The existing hotel rooms are now considered to be out of date, particularly in size and layout, which means that for the business to succeed in a competitive market, changes of the type foreshadowed earlier will be necessary. Provided the external envelope of the building and its fenestration pattern are preserved, reconfiguration of the interior – even involving substantial structural changes, may be acceptable. A limitation on structural changes must be that at any time the structural integrity of enough of the supporting framework must be kept such that there is no threat to stability of the external envelope and its preservation intact.

7.0 STATEMENT OF CONSERVATION POLICY

7.1 PREAMBLE

For ease of reference, conservation policies have been grouped under five broad headings:

- CONSERVATION PHILOSOPHY AND EXPERTISE
- USE AND MANAGEMENT
- BUILDING FABRIC
- NEW WORKS / ALTERATIONS AND ADDITIONS
- ARCHAEOLOGICAL RESOURCES

All Conservation Policies are derived from the Statement of Significance set out in Section 4 of this document. The recommended policies for the former Shell House at No. 2-12 Carrington Street, Sydney are numbered and set out in italics below. They are generally augmented by an explanation containing information on which policies are based. The policies should be read in conjunction with the associated text, as this will make the context clear and aid interpretation.

7.2 CONSERVATION PHILOSOPHY AND EXPERTISE

7.2.1 CONSERVATION PHILOSOPHIES

Policy 1

The future conservation and development of No. 2-12 Carrington Street shall be in accordance with the principles of the Australia ICOMOS Burra Charter for the Conservation of Places of Cultural Significance (Burra Charter) revised 1999.

Policy 2

This Conservation Management Plan for No. 2-12 Carrington Street shall be endorsed as the main guide to future planning, management and work for this building.

Policy 3

All work shall be undertaken on the basis of known evidence. Conjecture, guesswork or inaccurate replication is unacceptable (Burra Charter Article 23)

Policy 4

The treatment of existing components and fabric is to be in accordance with their assessed significance; and generally as set out in Section 4 of this Conservation Management Plan:

It is recommended that future conservation and development of the place should be carried out according to accepted good conservation practice. These policies should be reviewed at regular intervals. Assessments of significance and consequent policy decisions may need to be modified if new information comes to light.

Section 3 of this Conservation and Management Plan provides descriptions of the building and the changes that have occurred since it was first constructed compiled from site surveys. The extent and timing of changes bears on the significance of components of the building; in some

instances evaluated only to the extent that it was possible at the time of survey where earlier structural elements may have been concealed behind new ceiling or wall linings.

The schedule of component significance, Section 3 also identifies elements which are obviously intrusive and which should be removed.

7.2.2 HERITAGE MANAGEMENT EXPERTISE

Policy 5

Heritage management expertise such as a Heritage Architect should be enlisted to guide any future work proposals (other than minor works or routine maintenance) affecting:

The exterior of the building;

The general planning and layout of accommodation in the building;

Surviving fabric of the 1938 building; eg: major penetrations, changes in internal wall layout, additional structural elements, removal of structural fabric, introduction of new building services and alterations to original windows and door openings.

This requirement applies most specifically to any development project which seeks to add to the building, or to adapt its existing internal fabric and spaces.

A suitably qualified heritage consultant should be engaged as part of the project team and be involved from project definition and through the construction phase to ensure the policies of the Conservation Management Plan are followed and to undertake any more detailed work which may be necessary.

Council should be consulted to ensure that any intended minor works or routine maintenance meets the appropriate definitions to determine whether consent is required.

7.2.3 USE OF THIS CONSERVATION MANAGEMENT PLAN

Policy 6

Copies of the final Conservation Management Plan shall be endorsed by the building owner and retained on the premises for reference purposes.

Policy 7

Copies of the final Conservation Management Plan shall also be lodged with the Planning Consent Authority, the NSW Heritage Office, Sydney City Council and NSW State Library as reference items.

Policy 8

The Conservation Management Plan should be reviewed every 5 years and shall take into consideration any new information or data as it becomes available. This review shall be made by a qualified and experienced heritage consultant.

Policy 9

Any proposal for further works to the No. 2-12 Carrington Street should be accompanied by a Statement of Heritage Impact prepared by a qualified heritage consultant and submitted to the planning consent authority.

This Conservation Management Plan provides policies to guide decision making and development. It serves as a reference document for historical and physical information about the former Shell House at No. 2-12 Carrington Street. It documents the historic, aesthetic, social, and scientific aspects of the site's significance. It aims to provide practical information and guide documentation and implementation of subsequent building work. The recommendations of this Conservation Management Plan should be incorporated into use and management manuals for the building where appropriate.

7.3 USE AND MANAGEMENT

7.3.1 COMPATIBLE USES

Policy 10

Future uses should be compatible with the historic streetscape value and character of 2-12 Carrington Street and its setting in relation to Wynyard Park and respect the surviving significant building fabric, in particular the exterior fabric.

Some further changes in the uses of 2-12 Carrington Street are inevitable if there is to be any prospect of conserving the essential aspects of its significance. The precedent set already by transformation from office building to a hotel suggest that future uses may involve a substantial change from the previous patterns of use and will inevitably involve some adaptation of the building to function properly.

7.3.2 BUILDING MANAGEMENT

Policy 11

The building owner's property management unit and other personnel involved in management of the building should be informed about the background information, Statement of Significance and policies contained in this Conservation Management Plan.

To ensure effective custodianship of the heritage significance of the building, all those responsible for the decision making and implementation of management decisions should be familiar with, and have access to, this Conservation Management Plan, including:

The property Management Unit;

The person(s) responsible for maintenance and building services;

The person(s) responsible for marketing, sales, and leasing arrangements.

It is envisaged that the managers of the place will ensure that the personnel responsible for the maintenance of the place are familiar with the Conservation Management Plan and its requirements. Where in-house expertise is not available or is lacking in respect of conservation skills, external consultants or selected tradespeople should be employed. Advice from independent conservation consultants should be sought at least on an annual basis to assist in and advise on the management and the on going care of the place.

7.3.3 FUTURE RESPONSIBILITIES

Policy 12

The property management framework should incorporate a heritage management component requiring the owners to take into account the Conservation Management Plan in future decision making. This responsibility should pass to any new owners as a condition of sale or transfer to title. This requirement will apply under the current ownership and is to be made a condition to transfer of ownership, particularly if the property is to become the subject of strata subdivision.

7.3.4 INTERPRETATION

Policy 13

A person qualified in interpretation techniques should be engaged to advise on appropriate measures to interpret the history and significance of the building - first as the Sydney Office of the Shell Company and also in its more recent role as a part of the Menzies Hotel.

The themes that could be developed to assist in the interpretation of the site and building are:

Colonial era: Role of the military in early Sydney

Commerce: Early development of petroleum industry in Australia

Persons: Architects - Spain and Cosh.

Architecture: Interwar Commercial Palazzo

Tourism and leisure: History of Menzies Hotel

New sourced documentation contributing to the heritage significance of the building should be properly catalogued and archived according to recognised archival procedures and or added to the interpretation of the building, its history.

The building's significance in the local landscape should be interpreted, detailed through an interpretation plan outlining a strategy identifying how the significance of building, its site and curtilage can be demonstrated to the general public.

7.3.5 MAINTENANCE

Policy 14

A preventive maintenance schedule should be prepared by an experienced and qualified specialist, setting out the scope and intervals of inspection and identifying requirements for special expertise in traditional building technologies. A systematic record of the location, scope, time and personnel involved is to be kept for all maintenance undertaken at No. 2-12 Carrington Street.

Guidelines for a maintenance schedule for No. 2-12 Carrington Street are provided in Section 8 and further supplemented by an appended Draft Maintenance Plan.

The maintenance policies recognise that maintenance is the single most important process for the conservation program for the surviving heritage fabric and the building generally. Ongoing maintenance of the property should include regular inspections and allow for prompt follow up maintenance and repair where required in accordance with the Burra Charter - Article 2. Routine inspections and regular and preventative maintenance are strongly recommended, rather than infrequent maintenance which invariably results in the need for major restoration or even reconstruction works. A comprehensive log of all maintenance activities, including both inspections and works undertaken, is an essential conservation management tool.

Policy 15

Only persons who are qualified and experienced in treating the relevant building materials shall be employed and supervision should be consistent. This policy applies in particular to the stone base course, external glazed tile wall facings and retained steel framed windows.

Whoever undertakes the responsibility for the regular maintenance of the property should be trained in heritage processes. It is especially important that staff members have been properly informed about heritage processes and practice and on relevant occasions the skills of conservation consultants and tradespeople are used. Tradespeople will not always have an understanding of the value of the place and its fabric and should be instructed and supervised accordingly.

Policy 16

Conservation works shall be prioritised according to needs. Unstable fabric or defects, which if not addressed will cause further deterioration of the fabric, or which pose a safety risk shall be addressed first.

Reference should be made to the Maintenance Plan (appended) for conservation works, the extent and time period required for its attention. However initial conservation works should ensure all significant fabric is inspected and attended to as soon as practically possible.

7.4 BUILDING FABRIC

7.4.1 PRESERVATION

Policy 17

All remaining original external building façade fabric of the 1938 period, up to and including the top parapet and of the clock tower, rated as high significance is to be stabilised, preserved and restored.

This policy applies to: the form and fabric of the external envelope; trachyte base and glazed tile wall facings; clock tower and clock faces, render wall surfaces and detailing to Wynyard Lane, steel framed windows at Ground Floor level, architectural details; Carrington Street entry (but not later fire doors).

The external masonry envelope and architectural detail should be preserved, including the existing external fenestration pattern

New openings or changes to existing openings in walls should be avoided – most particularly at the Carrington Street and Margaret Street facades. Where unavoidable, openings should be made in such a way that the wall configuration can still be interpreted and architectural details are not damaged.

7.4.2 RESTORATION/RECONSTRUCTION

Policy 18

Damaged or missing original elements of the building's exterior and interior elements of high significance should be restored or reconstructed based on accurate documentary and / or physical evidence in accordance with Article 19 and 23 of the Australia ICOMOS Burra Charter. Damaged or missing original items of moderate and low significance should be restored where retention would maintain the context of other items of higher significance; or otherwise can be retained for adaptive reuse where possible. Items of low significance can be removed if the significance of elements or spaces of higher significance will be enhanced.

Intrusive components detracting from heritage significance should be removed, where opportunities arise; such as building elements noted in 4.9.4 of this Conservation Management Plan:

- Aluminium awning over Margaret Street entrance
- Enlarged doorway to Margaret Street entrance.
- Fire doors to Main Carrington Street entrance
- Retail tenancy to Carrington Street
- Paint finish to trachyte base.
- Aluminium cladding to clock tower.

Where accurate evidence is not available, works required to upgrade the standard of accommodation and rectify past damage should not attempt conjectural restoration, but be complementary to retained significant fabric and details.

Policy 19

Reconstructing elements to a known earlier state is acceptable if it is required for conservation, if it enhances the significance of the element, does not distort existing evidence and allows interpretation of the change to be read. Reconstruction is not necessarily part of the conservation process, and repair and preservation are to have priority.

This policy applies primarily to elements of high significance. Any restoration or reconstruction work must be based on properly researched evidence, not conjecture. More flexibility may apply to items of moderate significance and low significance. Intrusive elements of the building can be removed and replaced with either reconstructions of the original or completely new fabric. This policy is of particular relevance to removal of metal cladding from the clock tower and the appropriate treatment of the Carrington Street and Margaret Street entries.

7.4.3 ADAPTIVE RE-USE

Policy 20

No. 2-12 Carrington Street may continue to be adapted to serve compatible uses, provided adaptation for such uses respects the heritage significance of the place.

No new work should be visible on the exterior of the building or above the parapet level as viewed from Wynyard Park, the west side of York Street or points on the north side of Margaret Street except that the light well may be infilled or reconfigured if required for efficiency of the floor planning.

7.4.4 PHYSICAL INTERVENTION

Policy 21

Any physical intervention into the external envelope fabric and structural elements of the building should be based on careful study of the significance of these elements. Permanent, physical impacts on components of high significance should be avoided.

7.4.5 NEW WORK/ADAPTATION

Policy 22

New works for introduced elements such as fit outs, bathrooms, kitchens, furniture and the like should not attempt to recreate Inter war period stylistic details or stylistic details of any other past architectural period.

New works should be complementary to, but not compete with, the architectural character and spatial qualities of the retained significant fabric of the building

Policy 23

New works such as partitions, fitments and the like should be designed and constructed to minimise physical impacts on fabric of high significance. New works should be capable of easy removal without damage to the significant fabric; i.e., they should be reversible.

The principle of reversibility is consistent with the general nature of modern building construction techniques.

Policy 24

Adaptation of 2-12 Carrington Street should meet the following criteria:

- *New works should be reversible to the maximum degree possible to facilitate future adaptive reuse.*
- *The materials and detailing should complement, but not compete with the original significant, Commercial Palazzo architecture – taking note of the classically derived stylistic elements and original stone, glazed tile facings, external render surfaces and details and steel framed window components.*
- *Arched steel framed windows on the Ground Floor of the west, north and east facades are to be retained.*
- *The existing west Ground Floor door opening is to be retained.*
- *The Clock tower and four clock faces are to be retained. The clock mechanism may be replaced or adapted to return the clock's faces to working order. As the existing clock mechanism cannot be put back into working order, it should be offered to the Powerhouse Museum.*

7.4.6 NEW WORKS - SERVICES

Policy 25

New works to introduce any new services, lift shafts and the like should be incorporated into the existing spaces and finishes or spaces which are not of high significance. Where services are installed, they should be concealed or, where practicable, designed to be unobtrusive and to take advantage of existing ducts, shafts and penetrations, under the guidance of a Heritage Architect.

If new structure is required for replacement lift shafts to achieve a more efficient floor plate, it should occupy an area that has already been substantially altered, such as the earlier southern light well.

7.4.7 RECORDING OF CHANGES

Policy 26

Archival recording of the building is to be submitted to the consent authority prior to, during and after construction works are completed. Records should be systematically indexed and subsequently securely stored graphic and written records compiled. Copies are also to be submitted to the consent authority by the building owners to record all physical changes to the building at 2-12 Carrington Street.

The record should include architectural and structural components, building services, interior works and any other documentation necessary to form an accurate documentary resource to enable a thorough understanding of all past changes to the building, and which will assist in the planning and design of any future works. If and when additional information is attained, records should be updated and lodged with the consent authority.

7.5. NEW WORKS/ ALTERATIONS AND ADDITIONS

7.5.1 ADDITIONS AND ALTERATIONS TO THE EXISTING BUILDING

Policy 27

Any extension at the top of the building must be able to be supported on the existing structural system or an augmented structural system. New structure on top of the building is appropriate if set behind and back from the existing parapet line so as to be below the sight lines from Wynyard Park, the west side of York Street and the north side of Margaret Street.

Policy 28

Any additional construction on top of the building should be lightly framed and clearly distinguished from the solidity of the masonry building envelope. The use of glass is encouraged.

7.5.2 MATERIALS AND DETAILS FOR NEW WORK

Policy 29

New materials, textures and colours should complement, but not compete with, the stonework and glazed tile details and facings.

The envelope of the new work may employ external materials other than the trachyte, glazed tiles, and steel widows with careful attention to the relationship of colour, proportion, element modules and surface textures to the existing building envelope.

Any works of this nature must also conform to policies 18 and 21.

This policy applies specifically to adaptation of the Carrington and Margaret Street entries to remedy the present intrusive fire door infills, and new fire escape doors and any re-configuration of the interface with the building (or future building) to the south.

7.5.3 JUNCTION OF NEW AND OLD

Policy 30

Careful attention must be given to the architectural treatment of the junction between the existing west and east facades and any new structure abutting the building to the south in terms of articulation, choice of materials, juxtaposition of forms, modelling and waterproofing.

The way in which any new elements adjoin the existing building facades is a critical design issue.

The design challenge should be met by careful study of the Commercial Palazzo typology and the exploration of a range of design solutions to arrive at the best solution.

7.5.4 STREETSCAPE

Policy 31

The design of any new structure above the roof level of the existing building at No. 2-12 Carrington Street, notwithstanding its compliance with Policies 20, 27, 28, 29, and 30 is to be a high quality response to the prominent location of the site, recognising its visibility in views from other buildings on the other side of Wynyard Park, and flanking views from buildings along Margaret Street.

Policy 32

Future use and management decisions should maximise opportunities to revitalise and enhance the presentation to the public domain at the street level, taking into consideration the potential for active functions for the Carrington Street and Margaret Street doorways and taking advantage of the outlook from the arched ground floor windows to Wynyard Park and into Margaret Street.

The prominent location of the building demands design excellence in the way in which the Ground Floor is used and materials, proportions and detailing of entries and Ground Floor spaces, visible from the street, are handled.

7.6 ARCHAEOLOGICAL RESOURCES

Policy 33

The site and adjacent footpaths and roadways are subject to the relics provisions of the NSW Heritage Act 1977. An excavation permit is required for any work, which will result in ground disturbance or uncovering of a potential archaeological resource. Any development proposal involving excavation will need an archaeological assessment.

Notwithstanding the extremely low potential for below ground archaeological resources within the footprint of the building due to the extent of the excavation in the 1930s for the Lower Ground floor and Basement, the site and adjacent lands have been occupied by successive layers of development prior to 1938 including the first colonial Military Barracks. Below ground evidence of prior European occupation may exist in the form of footings, drains, wells pits, or artefacts outside the building footprint. Excavation work associated with future development beyond the building footprint should be monitored by a suitably qualified archaeologist.

8.0 POLICY IMPLEMENTATION AND GUIDELINES

8.1.1 PREAMBLE

This section deals with the responsibilities of building owners at No. 2-12 Carrington Street, formerly Shell House, with respect to preservation of heritage values through the current and future use and management of the building.

8.2 STATUTORY MEASURES

No. 2-12 Carrington Street, Sydney is located within the area governed by current and draft statutory controls of the City of Sydney; ie: Central Sydney Local Environment Plan 1996 (updated January 2003) and Draft City of Sydney Local Environment Plan 2002. These documents are supported by other statutory planning documents that complement the use and management of the area such as the Central Sydney Heritage Local Environment Plan 2000, which identifies heritage items within the area and provides for their preservation and guides future use and development, and Central Sydney Development Control Plan, 1996.

The building on this site has been identified as an item of heritage significance and is noted within Schedule 1 of the Central Sydney Heritage Local Environment Plan 2000 and schedule 2 of the draft City of Sydney Local Environment Plan, 2002, which affects the current and future management of the item.

Also, due to the building's heritage status and its location and close proximity to a number of State and local government listed heritage items, any physical works requiring development consent will require a Heritage Impact Statement for submission to the consent authority.

8.3 CONSERVATION MANAGEMENT PLAN

This Conservation Management Plan, its policies and recommendations should guide all future use and management of the site, and its building.

At least one copy of the Conservation Management Plan should always be held by the building owner. It is recommended that a duplicate copy be kept in a secure location on the building site, held by the building maintenance team and available for perusal.

8.4 HERITAGE IMPACT ASSESSMENT

A Heritage Impact Statement should accompany any proposed development requiring consent. The statement, demonstrating compliance with the recommendations of the endorsed Conservation Management Plan or reasons for any departures from the policy framework would be made a condition of any application by consent authority.

8.5 CONSERVATION STRATEGIES AND IMPLEMENTATION

Adaptation of the implementation recommendations for future conservation management can be assisted by the following procedures.

8.5.1 ICOMOS AUSTRALIA – BURRA CHARTER

All works should be undertaken in accordance with the articles and guidelines of the ICOMOS Australia Burra Charter.

8.5.2 REVIEW

The Conservation Management Plan should be reviewed and updated as required every five years.

8.6 NEW WORKS / ALTERATIONS AND ADDITIONS

8.6.1 NEW WORKS/SERVICES

Location of new services, lift shafts and the like, are to be incorporated into areas where the structure fabric and finishes have been previously modified and are not of high significance as illustrated below:

8.6.2 NEW WORK/RECORDING OF CHANGE

As built drawings should be prepared, to illustrate all new works carried out, and maintain a record of the building's physical change.

As built drawings should be kept as hard copy and electronic format by the client and as part of the conditions of ownership.

Hard copies of the drawings should be maintained on site by the building maintenance team to assist with future maintenance.

Ensure electronic copies are in a compatible format and can be updated if required.

8.6.3 ADDITIONS AND ALTERATIONS TO EXISTING BUILDING.

To ensure new works do not compete with the existing, ensure new permanent or temporary structures and or plantings are located behind and at some distance from the parapet in order to maintain existing views from public places and streets in accordance with policies; 20,27, 28, 29, and 30.

Important sight lines should be plotted graphically from Wynyard Park, west side of York Street and Margaret Street to ensure new forms do not obstruct the skyline silhouette.

8.6.4 MATERIALS AND DETAILS FOR NEW WORK

Design:

Ensure new works complement the existing structure an analysis of the design of Shell House should be carried out, to ensure an understanding of proportions, mass, and scale of the building elements; ie/ window patterns and the use of classic orders. This analysis will assist the design process of any new structure and the development of complementary details and use of materials.

8.6.5 BUILDING MAINTENANCE

To ensure the longevity of the building and its significant items, regular maintenance must be maintained. Engage experienced and qualified specialist consultants to prepare a maintenance manual for the building and identified items as listed below:

- Architectural terra cotta tiles and details.
- Original steel framed windows.
- Trachyte base.
- Rendered masonry.
- Retained elements of the clock faces and associated shafts etc.
- Roof membranes and sheeting; roof plumbing
- Building services – electrical, hydraulics, mechanical and ventilation, lifts, and communication.

A maintenance schedule has been prepared as a stand alone manual to establish a systematic cyclical maintenance programme for materials according to their durability, and critical functions, as noted below:

- Short term Weekly
 Monthly
- Medium Bi-annually
 Annually
- Long term Five years

The manual should be reviewed and updated regularly (at least every 12months) to ensure the approach taken is cost effective and efficient. An accurate logbook of all maintenance activities should be systematically maintained and kept updated, recording;

- Activity and location
- Date of action
- Details of personnel involved
- Cost
- Any following action

8.6.6 BUILDING USE

Encourage street level activities along Carrington Street to be associated with public uses to add vitality to the public domain.

8.7 ARCHAEOLOGICAL RESOURCES

Recording:

An archaeologist accredited with the NSW Heritage Office should be retained to manage and report on archaeological resources encountered during any works disturbing the ground surface beyond the building footprint.

If found, intact archaeologically significant evidence contained within the site, or its immediate vicinity, for example under the footpath or road pavements, may be used to more accurately document and interpret the history of the site than may be achieved using only the existing documentary evidence.

8.8 INTERPRETATION

The identified heritage significance of No. 2-12 Carrington Street, the former Shell House needs to be interpreted to ensure there is an understanding by the owners, and users, and the public, of its meaning and as an educational asset.

The evidence contained within this document points to a thematic framework, which identifies a number of areas of interest that would aid in the interpretation of the site's previous uses and the history of the building which now stands on it.

The themes that could be developed to assist in the interpretation of the site and building are:

Colonial era: Role of the military in early Sydney

Commerce: Early development of petroleum industry in Australia

Persons: Architects - Spain and Cosh.

Architecture: Interwar Commercial Palazzo

Tourism and leisure: History of Menzies Hotel

Interpretation venues:

The most effective means of ensuring the public are made aware of the heritage significance of the building and the site is to create an experience, focusing on the interpretation, at the public entrance to the place. The experience of the building's history, structure, and physical context of the place is made much more informative by telling the stories of the place as a prelude to coming into direct contact. The added advantage is that at a later stage the building can be put into context with its surroundings.

8.9 SIGNS AND ADVERTISING

Signs are necessary for the "vitality and legibility"¹ of an area. The signs should be well designed and positioned in appropriate locations to assist with the building's identification.

Signs for No. 2-12 Carrington Street should be limited to that which is necessary to assist with the interpretation of the building's heritage significance and identification of the building's current use.

Proposed signs should conform with the following recommendations while adhering to the consent authority's signs and advertising policies in City of Sydney Advertising Structures Development Control (DCP) Plan 2005, and relevant State Planning Policies; State Environmental Planning Policy (SEPP) Plan No. 64

¹ City of Sydney Signage and Advertising Structures Development Control Plan 2005, p2

Permitted Signs:

The following signs are permitted:

- Small plaques
- Bracket style signs externally illuminated
- Separate lettering
- Statutory signs
- Identification signs

Location of Signs:

Generally the sign should be located in the vicinity of the identified item.

Small plaques:

- may be located in the vicinity of items/elements identified as having high significance, such as the building, terracotta façade within the lower tier, preferably eye level.

Bracket style signs:

- may be located on the lower tier of the building façade, ensuring fixing techniques are efficient and minimise the need for redundant points that may excessively damage original fabric.

Separate lettering:

- may be placed on the entablature immediately below the cornice terminating the lower tier.
- May be placed on the base portion of the clock tower structure.

Statutory signs:

- Locate statutory signs as required; eg: exit signs, fire booster pump etc.

Identification/ direction signs:

- Located primarily internally to identify and locate activity.

Design:

The design of new signs should be contemporary yet relate to the building, its architectural style and streetscape values.

Every attempt should be made to ensure statutory signs are adapted, if permitted, to suit the building, its assessed significance and streetscape values.

Dimension of Signs:

Small plaques:

- should be dimensioned to equal the ratio of the terra cotta tile, preferably a single tile.

Bracket style signs:

- should be scaled appropriately not to overpower or obscure architectural detail.

Separate lettering:

- should be scaled appropriately not to dominate the clock tower or lower tier entablature surfaces.

Statutory signs:

- To conform with statutory requirements

Identification signs:

- To designer's specifications.

Fixing:

Fixing of signs should take care to minimise permanent physical impact on original fabric, ensuring fixing points are well positioned minimising the number of areas of contact and where possible utilising joints rather than the faces of stone or glazed terra cotta facings.

9.0 CONSERVATION WORKS

The assessment of significance identified that no original internal finishes and details survive and the likelihood of further adaptation of No. 2-12 Carrington Street, the former Shell House, in the future means that it would be unproductive at this time to plan conservation works affecting the interior of the building.

The following therefore addresses conservation works to the exterior of the building; The preliminary conservation works schedule is an outline only, it is not based on close inspection of the upper parts of the building (due to access limitations binoculars were used) and is not intended to be used for documentation or contractual purposes.

NOTE:

PRELIMINARY SCHEDULE FOR DRAFT ISSUE OF CONSERVATION MANAGEMENT PLAN

Trachyte base:

Remove paint at Wynyard Lane and North east corner, remove attached services and make good. Clean stone surfaces.

Glazed terra cotta tiles:

Repair chipped cornices and sills, (generally at lower levels). Re-point as necessary.

Clean surfaces. Repair where former signs etc have been attached. This requirement applies in particular to the Clock Tower

Render surfaces:

Repair cracks, drummy and loose areas using epoxy injection and / or patching as appropriate.

Restore damaged profiles of architectural details as necessary. Clean and repaint.

Treat render copings to seal all cracks, loose render and treat with high build reinforced water proof coating system.

Retained steel windows:

Closely inspect to identify extent of corrosion, mechanical damage or water entry. Where corroded, clean back and treat with rust inhibitor, removing window if necessary. Repair/replace damaged glass panes. Match original Georgian wire glass where replacing damaged panes - where possible. Remove later intrusions into steel windows such as: aluminium framed elements, ventilation grilles and the like. If

appropriate in future, reconstruct two blocked up Ground Floor arched windows facing Wynyard Lane

Carrington Street Entry: Remove intrusive infill and install an appropriate complementary entry within the restored opening.

Restore threshold as necessary.

Facades generally: Remove intrusive awnings, signs, lights fittings, conduits, claddings on clock tower and make good affected surfaces.

Clock Tower: Generally
Clock return (4) clock faces to working order with new mechanism using existing shafts if possible. Consult with Powerhouse Museum on future of inoperative clock mechanism.

Interior:
Repair spalling concrete and render to internal beams.

Repair rusted steel beams where abutting external walls.

Repair cracking of inside faces of external walls.

Exterior:
Overhaul all rainwater drainage within Clock Tower.

Inspect and take necessary measures on exterior to prevent future water entry.