CAMERON OFFICES – WING 3 AND THE BRIDGE HERITAGE MANAGEMENT PLAN

Prepared by

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For

The Church of Scientology Australia

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TABLE OF CONTENTS

1.0 EXECUTIVE SUMMARY I

2.0 INTRODUCTION 1

2.1 General 1
2.2 Methodology 1
2.3 Location 2
2.4 Heritage Status 3
2.5 Consultation 3
2.6 Authorship 3
2.8 Acknowledgements 3

3.0 HISTORICAL BACKGROUND 4

3.1 Provision of Government Offices at Belconnen 4
3.2 Belconnen Town Centre 5
3.3 Design of the Cameron Offices 6
3.4 Structural System 10
3.5 Construction of the Cameron Offices 11

4.0 PLACE DESCRIPTION 15

4.1 Overview 15
4.2 Detailed Description 16
4.3 Condition and Integrity 17
4.4 Current Fitout 18

5.0 ASSESSMENT OF HERITAGE SIGNIFICANCE 22

5.1 Heritage Assessment 22
5.2 Assessment of Heritage Values 22
5.3 Statement of Significance 28
5.4 Significance of Components 28

6.0 OPPORTUNITIES AND CONSTRAINTS 31

6.1 Summary 31
6.2 Environment Protection and Biodiversity Conservation Act 1999 31
6.3 Finance 33
6.4 Australian Heritage Council (AHC) (Commonwealth) 34
6.5 National Capital Authority (NCA) 34
6.6 Australian Capital Territory (Planning and Land Management) Act 1988 (ACTPLA) 34
6.7 Copyright Amendment (Moral Rights) Act 2000 34
6.8 The Australian Institute of Architects 35
6.9 National Trust of Australia (ACT) 35
6.10 National Construction Code Volume 1 Building Code of Australia (NCC Vol 1 BCA) 36
6.11 Disability Discrimination Act 1992 36
6.12 ACT Heritage ACT 36
6.13 The Burra Charter 36
6.14 Owner 37
6.15 Lessee 37
6.16 Constraints from Significance 37
6.17 Consistency with other Cameron Offices Leases 37

7.0 CONSERVATION MANAGEMENT POLICIES 39
7.1 Overall Objective 39
7.2 Definitions used in Policies 39
7.3 OBJECTIVE 1 Conserving Heritage Values 39
7.4 OBJECTIVE 2 Using and managing change to elements and built fabric of heritage value 41
7.5 OBJECTIVE 3 Managing transfer, disposal or demolition of Cameron Offices Wing 3 and the Bridge and elements with heritage values 44
7.6 OBJECTIVE 4 Access and Security 45
7.7 OBJECTIVE 5 Stakeholder and Public Consultation 46
7.8 OBJECTIVE 6 Unforeseen discoveries or disturbance of heritage 47
7.9 OBJECTIVE 7 Recording and Monitoring 48
7.10 OBJECTIVE 8 Interpretation and promotion of heritage values 49
7.11 OBJECTIVE 9 Management responsibilities 50
8.0 MANAGEMENT/IMPLEMENTATION 52
8.1 Objectives 52
8.2 Risk Assessment 52
8.3 Dos and Don'ts 55
8.4 Management framework 58
8.6 Maintenance of Heritage Significance 59

ATTACHMENT 1 REFERENCES
ATTACHMENT 2 COMMONWEALTH HERITAGE LIST CITATION
ATTACHMENT 3 AUSTRALIAN INSTITUTE OF ARCHITECTS CITATION
ATTACHMENT 4 UIA CITATION
ATTACHMENT 5 BURRA CHARTER
ATTACHMENT 6 PHOTOGRAPHIC CONSTRUCTION RECORD
ATTACHMENT 7 PHOTOGRAPHS
ATTACHMENT 8 CORRESPONDENCE WITH FINANCE
ATTACHMENT 9 LEASE AND TITLE
ATTACHMENT 10 DETAILED CANBERRA AND BELCONNEN HISTORY

ABBREVIATIONS

AAH	Australian Airfield Hospital
ACT	Australian Capital Territory
AHC	Australian Heritage Council
BCA	Building Code of Australia
CCAE	Canberra College of Advanced Education
Church	The Church of Scientology Australia
CHL	Commonwealth Heritage List
CMP	Conservation Management Plan
DCCEEW	Department of Climate Change, Energy, the Environment and Water
DDA	Disability Discrimination Act 1992
DoFA	Department of Finance
DWAE	Department of Water, Agriculture and the Environment
EPBC	Environment Protection and Biodiversity Conservation Act 1999
Finance	Department of Finance
ICOMOS	International Committee on Monuments and Sites
HMP	Heritage Management Plan
NCA	National Capital Authority
NCDC	National Capital Development Commission
NCC	National Construction Code
NT	National Trust of Australia
OHS	Occupational Health and Safety
RAO	Representative Aboriginal Organisation
RAIA	Royal Australian Institute of Architects (the Institute)
SoHI	Statement of Heritage Impact
TGS	Tactile ground surface indicators
UIA	International Union of Architects

1.0 EXECUTIVE SUMMARY

The Cameron Offices are located in Chandler Street Belconnen, Australian Capital Territory (ACT) and comprises three buildings (wings) and a link bridge between Wing 3 and Wing 4 (the Bridge). The buildings are now leased to two entities. This Heritage Management Plan (HMP) concerns the north building (Wing 3 corner of Chandler Street and Cameron Road) and the bridge connection to Wing 4 (the Bridge) which are leased to the Church of Scientology by the Commonwealth of Australia and managed by the Finance. As such, the Church is responsible for the property management functions, building repairs and maintenance and the future conservation of the building.

Wings 3, 4 and 5 of the Cameron Offices Complex and the bridge between (over Cameron Road) are listed as a group on the Commonwealth Heritage List (CHL). Under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), and as the lessee, the Church of Scientology Australia (the Church) must prepare a HMP and have it endorsed by Department of Climate Change, Energy, the Environment and Water (DCCEEW).

The Cameron Offices are significant[1] as the complex, built in the 1970s (between 1970 and 1977), is a major and uncommon example of office building and of the Late Twentieth Century Brutalist Style. With 9 individual buildings (wings) this was the largest office complex development at its time of construction.

While only three of the nine buildings remain they have a high level of integrity in their built fabric and as such represents an outstanding example of a unique and rare style of building development.

The objective of the HMP is to establish the significance of the building and then guide future uses and management of potential changes of the fabric and setting so that the heritage values of the place are conserved.

The Commonwealth Heritage List contains the following Summary Statement of Significance[2]:

> *The Cameron Offices complex, constructed between 1970 and 1977, was a bold, uncommon example in Australia of a major office building project designed in the Late Twentieth Century Brutalist Style and was Australia's largest office complex development at the time of its construction. As the first building constructed in the new town centre of Belconnen, it was designed to provide a town focus. Cameron Offices Wings 3, 4, 5 and the Bridge with a low-rise rectangular form and intervening courtyard demonstrates the integration of large office complexes, with housing and commercial complexes as a homogenous design with an emphasis on providing a pleasing office environment.*
>
> *Cameron Offices was one of the first examples of an office complex designed to give architectural expression to the natural landform ridge, enhancing the then urban skyline of Belconnen with terraced effect of architectural forms. The complex structural system was an integrated solution to providing sun shading and creating column free internal spaces. Wings 3, 4, 5 and the Bridge, where the floors are supported by columns to the north and are hung from.*
>
> *'Gallows' beams to the south, is regarded as technically innovative. The extensive use of post-tensioned onsite precast concrete for much of the structure was a relatively new and innovative building system, utilised in many other later office buildings. The use of post-tensioned precast concrete ' T' floor beams which occurred in the late 1960s to mid 1970s is now rare in Australia. Wings 3, 4, 5 and the bridge demonstrate the incorporation of a pedestrian street concept with a horizontal walkup form, the integration of structure, landscape and services into a unified whole, off-form concrete construction and a passive recreational environment for office workers. The innovative design philosophy established for office buildings influenced Canberra's planners.*
>
> *The stepped profile of cubes and voids of Wings 3, 4, 5 and the Bridge is a landmark and streetscape feature of the Belconnen urban landscape. Cameron Offices Wings 3, 4, 5 and the*

[1] Commonwealth Heritage List Citation, Cameron Offices (Wings 3, 4, and 5, and Bridge) Chandler Street, Belconnen ACT, Australia, Place ID 15420, listed 22 August 2005 http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=state%3DACT%3Blist_code%3DCHL%3Blegal_status%3D35%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=105410

[2] https://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=state%3DACT%3Blist_code%3DCHL%3Blegal_status%3D35%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=105410

Bridge is important as a type and style representative example being a pedestrian linked flexible office complex expressed as a free form complex in the Late Twentieth-Century Brutalist style.

Cameron Offices Wings 3, 4, 5 and the Bridge are significant for their association with the internationally recognised Australian architect, John Andrews AO. The Cameron Offices complex was his first and largest project in Australia. John Hamilton Andrews AM was awarded the prestigious Gold Medal from the Royal Australian Institute of Architects in 1980 for his contribution to architecture. He is recognised as one of Australia's leading architects of the modern movement. Wings 3, 4, 5 and the Bridge also has a strong association with the structural engineer Peter Owen Miller of Miller Milston and Ferris. It is a landmark feature of their productive careers as Australian designers.

The overall objective is to have the Cameron Offices conserved and used in a way that protects the heritage values of the building and site.

OBJECTIVE 1 Conserving Heritage Values

Conservation through management of heritage values at the Cameron Offices Wing 3 and the Bridge whilst recognising the need to balance operational requirements, resources and community expectations.

OBJECTIVE 2 Using and managing change to elements and built fabric of heritage value

Ongoing uses and management of alterations to and around the buildings and elements of heritage value at the Cameron Offices Wing 3 and the Bridge must respect their significance rankings, satisfy operational requirements and ultimately ensure their long-term integrity and survival.

OBJECTIVE 3 Managing transfer, disposal or demolition of Cameron Offices Wing 3 and the Bridge and elements with heritage values.

Management of any potential transfer, disposal or demolition of buildings or elements at the Cameron Offices Wing 3 and the Bridge to minimise impacts on heritage values.

OBJECTIVE 4 Access and Security

Access to information about the Cameron Offices Wing 3 and the Bridge without compromising the security of the place to be positively encouraged.

OBJECTIVE 5 Stakeholder and Public Consultation

Consultation on the management of the heritage values at the Cameron Offices Wing 3 and the Bridge shall be undertaken as appropriate, within relevant security constraints.

OBJECTIVE 6 Unforeseen discoveries or disturbance of heritage

Management of unforeseen discoveries or disturbance of elements of heritage significance at the Cameron Offices Wing 3 and the Bridge to ensure appropriate precautions are undertaken and that all actions are in accordance with the requirements of the *EPBC Act*.

OBJECTIVE 7 Recording and Monitoring

Documentation and storage of all information associated with the heritage values at the Cameron Offices Wing 3 and the Bridge, including the discovery of any previous unknown heritage shall be undertaken. Maintenance of up-to-date information about the condition of buildings and elements of heritage value at the Cameron Offices Wing 3 and the Bridge shall be through regular monitoring and reporting.

OBJECTIVE 8 Interpretation and promotion of heritage values

Increased public awareness and interpretation of the heritage values of the Cameron Offices Wing 3 and the Bridge shall be undertaken.

OBJECTIVE 9 Management responsibilities

Adequate management arrangements shall be established to define responsibilities for the ongoing conservation and management of the Cameron Offices Wing 3 and the Bridge.

2.0 INTRODUCTION

2.1 General

The Cameron Offices are located in Chandler Street Belconnen, Australian Capital Territory (ACT) and comprises three buildings (wings) and a link bridge between Wing 3 and Wing 4 (the Bridge). The buildings are now leased to two entities. This Heritage Management Plan (HMP) concerns the north building (Wing 3 corner of Chandler Street and Cameron Road) and the bridge connection to Wing 4 (the Bridge) which are leased to the Church of Scientology Australia by the Commonwealth of Australia and managed by the Finance. As such, the Church is responsible for the property management functions, building repairs and maintenance and the future conservation of the building.

Wings 3, 4 and 5 of the Cameron Offices Complex and the bridge between (over Cameron Road) are listed as a group on the Commonwealth Heritage List (CHL). Under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), and as the lessee, the Church of Scientology Australia (the Church) must prepare a HMP and have it endorsed by DCCEEW.

The Cameron Offices are significant[3] as the complex, built in the 1970s (between 1970 and 1977), is a major and uncommon example of office building and of the Late Twentieth Century Brutalist Style. With 9 individual buildings (wings) this was the largest office complex development at its time of construction.

While only three of the nine buildings remain they have a high level of integrity in their built fabric and as such represents an outstanding example of a unique and rare style of building development.

The objective of the HMP is to establish the significance of the Wing 3 and the Bridge and then guide future uses and management of potential changes of the fabric and setting so that the heritage values of the place are conserved. The Cameron Offices Wings 4 and 5 and the Link HMP has been prepared separately.

2.2 Methodology

The process undertaken has been:

- Discussions with the Church to initiate the project, collect all previous reports on the building, the current HMP and site and confirm details of site access;
- Obtain copies of any new reports and information to build upon in updating the HMP;
- Undertake a site inspection to ascertain its current condition, the accuracy of the previous descriptions to assist in the analysis;
- Revisit the current analysis and previous report, and update all information including reassessing the analysis and statement of significance and policies;
- Ensure that the structure of the HMP is in the format required by the Australian Government. This includes adding extra information where/when required;
- Submit a draft to Department of Climate Change, Energy, the Environment and Water (DCCEEW) for review by the Australian Heritage Council;
- Undertake public consultation of the draft; and
- Consolidate any comments and prepare the Final Draft HMP for the approval of the Minister.

Throughout this report, the place will be referred to as the Cameron Offices Wing 3 and the Bridge.

[3] Commonwealth Heritage List Citation, Cameron Offices (Wings 3, 4, and 5, and Bridge) Chandler Street, Belconnen ACT, Australia, Place ID 15420, listed 22 August 2005 http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=state%3DACT%3Blist_code%3DCHL%3Blegal_status%3D35%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=105410

2.3 Location

The Cameron Offices are located on Chandler Street in the Belconnen Town Centre, and the buildings were designed to provide a town focus (refer Figure 1).

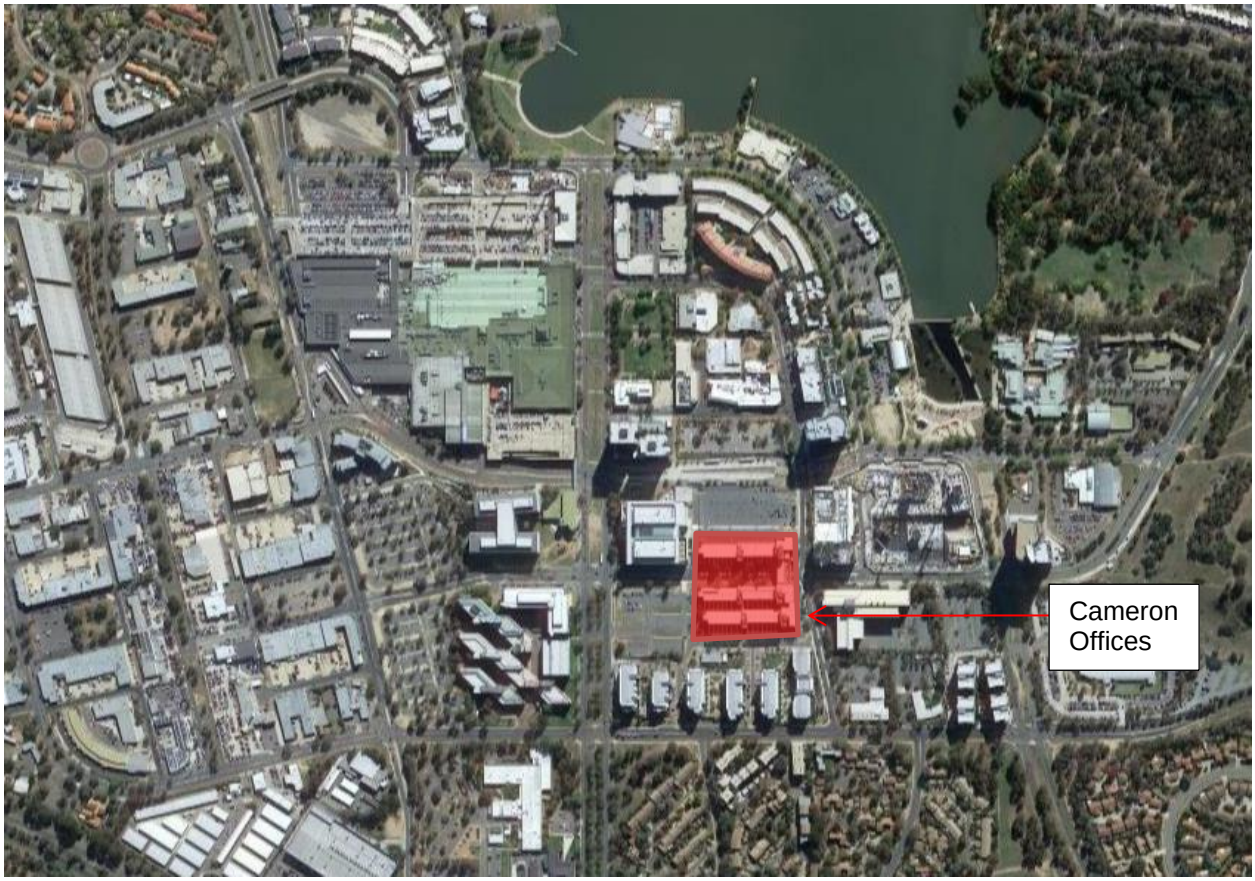


Figure 1: Location Plan for the Cameron Offices

Source: Google Maps accessed 12 April 2022

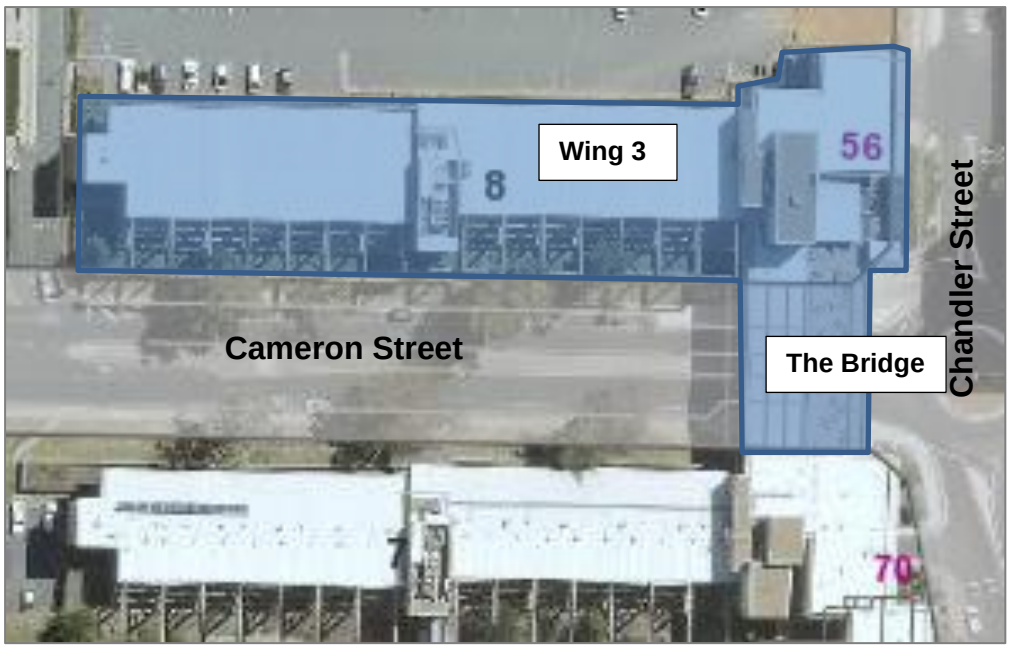


Figure 2: Site Plan Area showing area leased

Source: ACTMapi, accessed 12 April 2022

2.4 Heritage Status

The Cameron Offices are listed on the Commonwealth Heritage List[4] and include Wings 3, 4 and 5 and the bridge over Cameron Road (Place ID 105410 File 8/01/000/0501). Refer Attachment 2.

The buildings are also included in:

- The Australian Institute of Architects Notable Buildings (Refer Attachment 3); and
- International Union of Architects (UIA) International Heritage List (refer Attachment 4).

2.5 Consultation

Public consultation was not undertaken for this draft report. Consultation will be undertaken on the draft report before it is finalised for endorsement.

2.6 Authorship

The HMP was prepared by Eric Martin AM of Eric Martin & Associates.

Alternative Text for Images[5].

Alternative text is provided for all images in the document except for the photographic record contained in Attachments 6 as these are not essential for understanding the significance of the building but are included as a record for potential research purposes.

This is provided in accordance with legislative direction issued for all Commonwealth Government agencies by the Office of Parliamentary Council (OPC).

This policy states that the following should be located under each photograph. Given the number of images in the document the following statement applies to all images in the document with the exception of those above.

Copyright

Unless otherwise stated all images in the document are the copyright of Eric Martin & Associates.

2.8 Acknowledgements

The assistance of Matt Dube and Federica Barel in the preparation of this report is appreciated.

All photographs were taken by Eric Martin & Associates in 2022 unless otherwise noted.

[4] Ibid

[5] https://www.opc.gov.au/sites/default/files/2023-01/s20rs183.v11.pdf And as advised by Finance on 3 August 20203.

3.0 HISTORICAL BACKGROUND

Refer to Attachment 10 for earlier historical context.

3.1 Provision of Government Offices at Belconnen

The driving force was the creation of an urban centre and the provision of offices for Commonwealth Government in Belconnen.

The original design brief [6]:

- 3,000 workers,
- 3 towers at least 15 storeys in height, with 20-22 storeys “acceptable - indeed desirable”,
- Integral part of the town centre core area marking its southern boundary and providing a link between the core area (north) and housing at Emu Ridge.

The National Capital Development Commission (NCDC) established the following requirements:

- Density of 1 million square feet over 6 acres;
- 660 workers per acre;
- Total of 4,000 government employees.

The initial program suggested five fifteen storey towers with no covered parking for civil servants.

John Andrews rejected the high-rise model in favour of [7]:

> *a low level complex with very high permeability. The critical elements were the north/south pedestrian mall linking Emu Ridge to the town centre; the east west orientation of the office wings permitting pedestrian movement through the complex from Benjamin Way to Chandler Street using a series of bridges connected to the pedestrian mall, and the half floor rises within the wings intended to provide a low energy movement system for Cameron offices workers. Andrews saw the office complex as the conduit for bringing housing, offices, transportation, parking, shopping and community activities together.*

The original design was of eight blocks connected by an elevated pedestrian mall and a bridge over Cameron Avenue. A ninth block (not designed by Andrews) was added in the southeastern corner of the complex to provide premises for a proposed supermarket, but was never occupied for this purpose. The complex also included the District Thermal Station to the north of Wing 1[8].

The accepted solution provided by John Andrews was 9 wings of 4 storeys, stepped with the contours of the site. The complex was proposed to link across roadways via pedestrian walkways, adjacent residential and retail complexes.

At this stage the Belconnen Shopping Mall was to be located directly to the north based on the fundamental design principle of connected walkways. Prior to completion the shopping centre was relocated to the current site further to the west.

This decision resulted in Belconnen Town Centre not becoming the intended pedestrian-oriented centre. It has resulted in a townscape of isolated buildings separated by streets and carparks with the shopping centre predominantly vehicle oriented and the lake shore of secondary importance.[9]

This fundamental shift was partly overcome with the inclusion of a bus interchange at the northern end of the offices and linking these to the shopping complex with a bridge.

[6] *Cameron Offices Wings, 3, 4 and 5 and Bridge, Blocks 7 and 19, Section 44 Belconnen, Statement of Heritage Impact, March 2018*
[7] ibid
[8] ibid
[9] ibid

3.2 Belconnen Town Centre

The growth of Canberra from Griffin's plan to the "Y Plan" is evident in the development of Woden and Belconnen (8km from Canberra Civic Centre). These two new town centres were planned to cater for the increase in population and government office space to house the expanding public service and associated services.[10]

The concept for the Belconnen Town Centre was developed by the National Capital Development Authority. The Belconnen Town Centre was to be regional hub integrating shopping, commercial and community facilities (such as library, exhibition and galleries) for the surrounding residential area as a decentralized urban centre.

A detailed design was prepared by John Andrews International in his report "Belconnen Town Centre"[11].

The objective was to build a satellite city about 11km northwest of the Civic Centre in Belconnen. The ultimate population of the centre was 120,000 people with an interim population of 30,00 by 1975.[12]

The town centre was designed:

> *"… around a pedestrian spine of tightly-knit urban character, a sequence of malls, squares and pedestrian ways flanked by communal elements such as shopping, recreation, entertainment, transportation and eating places.*
>
> *"The first stage of the town center will consist of government departmental offices to accommodate about 3,000 personnel, a computer service centre, housing transportation and commercial areas."*[13]

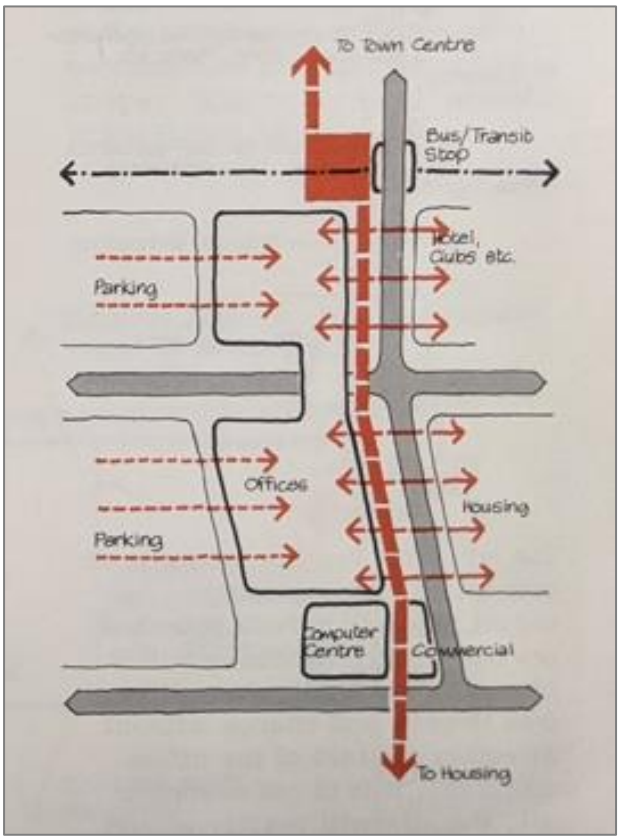


Figure 3:

Cameron offices was the first building constructed in the Belconnen Town Centre, and Australia's largest office complex development.[14]

> *Cameron Offices was the first building constructed in the new town centre of Belconnen, and Australia's largest office complex development at that time. It was conceived as an element of an urban street design with pedestrian movement through interconnected wings and walkways as the primary theme. The NCDC's initial program required five fifteen storey towers in order to create an urban environment. No covered parking was permitted at the time for civil servants. A permanent residential population of 10,000 was planned for the town centre. John Andrews, an Australian architect with an international reputation, was chosen by the NCDC to design the offices. The accepted solution provided by John Andrews was 9 wings of 4 storeys, stepped with the contours of the site. The complex was proposed to link across roadways via pedestrian walkways, adjacent residential and retail complexes.*

[10] AIA R101 Cameron Offices RSTCA
[11] John Andrews International, Belconnen Town Centre.
[12] The information in this section is taken from Andrews, J et al "*Government Office Complex Belconnen Final Sketch Plan Report to the National Capital Development Commission" c1970*
[13] Ibid p 5
[14] Ibid

A permanent residential population of 10,000 was planned[15]. Docomomo[16] notes that

> *the building was also conceived of as the initial phase and an integral part of a megastructure to encompass the entire town centre of Belconnen (an satellite urban area of the national capital, Canberra). The Cameron Offices was the only part of the town centre megastructure which was constructed and the town centre was located not immediately adjacent to the offices as originally intended.*

3.3 Design of the Cameron Offices

3.3.1 Relevant Persons and Organisations

Relevant persons/organisations are[17]:

Original owner(s)/patron(s):	National Capital Development Commission (Federal Government of Australia)
Architect(S):	John Andrews International (Australia & Canada)
Design architect:	John Andrews & Peter Courtney
Landscape architect:	Richard Strong & Associates, Toronto (Steve Morehead)
Consulting structural engineer(s):	P.O. Miller, Milston & Ferris Pty Ltd, Sydney (Peter Miller)
Consulting mechanical engineer(s):	D.S. Thomas & Partners, Sydney (Don Thomas)
Consulting electrical engineer(s):	McCredie, Richmond & Johns (later DR Lawson Associates), Sydney (Don Lawson)
Building contractor(s):	T.C. Whittle Pty Ltd, Canberra

3.3.2 John Andrews

The Cameron Offices complex was designed by John Andrews, an internationally recognised and awarded Australian Architect. He was chosen by Sir John Overall, then head of the NCDC, largely on the recommendation of Professor Gordon Stephenson[18].

John Hamilton Andrews (b October 29, 1933, Sydney, Australia), architect, graduated with a bachelor of architecture from the University of Sydney in 1956, worked for the Sydney firm of Edwards Madigan Torzillo in 1957, and earned a master of architecture degree from Harvard University's Graduate School of Design (GSD) in 1958. That same year his submission to the international competition for Toronto City Hall was selected as a finalist, only to lose in the final selection to the entry by Finnish architect Viljo Revell. Andrews's success in the competition took him to Toronto, where he worked on the City Hall project with John B. Parkin Associates, who worked on the execution of Revell's winning design.

Figure 4 : John Andrews
Source: The Canadian Encyclopedia

[15] ibid
[16] Docomomo International is a non-profit organization dedicated to documentation and conservation of buildings, sites and neighbourhoods of the Modern Movement https://docomomo.com/
[17] https://docomomoaustralia.com.au/cameron-offices-1968-1977-canberra-act
[18] AIA R101 Cameron Offices RSTCA

In 1962 John Andrews left Parkin to become chairman of the University of Toronto's program in architecture, a position he held until 1967. He established John Andrews Architects in 1962, and quickly came to prominence with the approach that responded to the need to accommodate a rapidly growing population in a harsh winter climate.

In 1973 Andrews expanded his practice into his native Australia, where it was transformed into John Andrews International Pty Ltd. His firm executed a number of prominent projects, including the Hooker Tower in Sydney (1974), student housing at the University of Canberra (1971-75), King George Tower in Sydney (1976), offices for the Australian Federal Government in Canberra (1973-76), Garden Island Parking Structure (1980), the Sydney Convention Centre (1989), the World Trade Centre and Hotel in Melbourne (1989) and the Veterinary Science complex for Sydney University (1995)[19].

John Andrews has been the recipient of many honours, including a Centennial Medal (Canada); a Massey Medal (Canada); the Arnold Brunner Award, National Institute of Arts and Letters (U.S.); and an Ontario Association of Architects 25 Year Award for Scarborough College. He is a Fellow of the Royal Architectural Institute of Canada and of the Royal Australian Institute of Architects (RAIA), and a recipient of the RAIA Gold Medal and of an Honor Award from the American Institute of Architects.

He was made an officer of the Order of Australia for his services to architecture in 1981.

His most notable projects[20] include:

The Cameron Offices

The Cameron Offices were a series of former government offices commissioned by the National Capital Development Commission and designed by John Andrews in the Brutalist structuralism style of architecture, were constructed between 1970 and 1976 and partially demolished during 2007–08. The remaining wings and bridge were listed on the Commonwealth Heritage List in 2005.

Figure 5 : The Cameron Offices

Harvard University, Gund Hall

Harvard University is a private Ivy League research university in Cambridge, Massachusetts, whose history, influence and wealth have made it one of the most prestigious universities in the world.

Figure 6 : Gund Hall, Havard University[21]

Scarborough University, Stephen Leacock Collegiate Institute Complex

The University of Toronto Scarborough is a satellite campus of the University of Toronto. Based in the Scarborough district of Toronto, Ontario, Canada, the campus is set upon suburban parkland in the residential neighbourhood of Highland Creek.

Figure 7 : Stephen Leacock Collegiate Institute Complex, Scarborough University[22]

Other ACT work by John Andrews includes:

[19] Vale John Andrews AO, Australian Institute of Architects, https://www.architecture.com.au/archives/news_media_articles/vale-john-andrews-ao
[20] https://johnandrewsarchitecture.weebly.com/projects.html
[21] https://commons.wikimedia.org/wiki/File:Harvard-GSD-Gund-Hall-Cambridge-05-2018a.jpg
[22] https://commons.wikimedia.org/wiki/File:Stephen_Leacock_Collegiate_Institute.JPG

CCAE Student residences[23] (1973-73)

Figure 8 :

Toad Hall (1977)[24]

Figure 9 :

Woden TAFE (1980)[25]

Figure 10 :

3.3.3 The Design of Cameron Offices

Cameron Offices Wings 3, 4, 5 and the Bridge is located within the Belconnen Town Centre and bounded by Benjamin Way to the west, and Chandler Street to the east. Wings 3 and 4 are connected by a bridge over Cameron Avenue. The wings present a strong horizontal form through their low rise and the expression of the floor levels on the exterior. All external concrete has been left in an off-form grey colour.

Anderson felt that the complex should be expressed in terms of “function, amenity and delight” and that the:

> *"… sense of urbanity that the client sought would best be met with an intensity of activity along the pedestrian routes, and with a mix in the purpose of those using the paths as could be achieved. The great horizontal spread of his design brought a new dimension to the Belconnen central plan."* [26]

The complex was conceived as an element of urban street design with pedestrian movement through interconnected wings and walkways.

> *The complex was planned as a continuous element extending north and south along Chandler Street containing executive offices and the 'Mall'. At the southern end of the complex is a large computer centre. Two thirds of the way along this east side the building bridges Cameron Avenue, reminiscent of Gropius' design for the Bauhaus in Germany, to connect with the northern section of the complex. The seven office wings extend to the west in a finger pattern with landscaped courts between. Each consecutive office wing's floors are staggered a half-level, thus accommodating the slope of the land and functionally allowing for flexibility to accommodate various sizes of departments. The north and*

[23] http://www.canberrahouse.com.au/houses/uc-residences.html
[24] https://www.anu.edu.au/study/accommodation/student-residences/toad-hall
[25] https://twitter.com/klaustoon/status/877198861583953920?lang=zh-Hant
[26] RSTCA Jennifer Taylor. *Australian Architecture Since 1960*. RAIA 1990.

south facades of each office have full height and full length glazing allowing extensive views of the landscaped courts.[27]

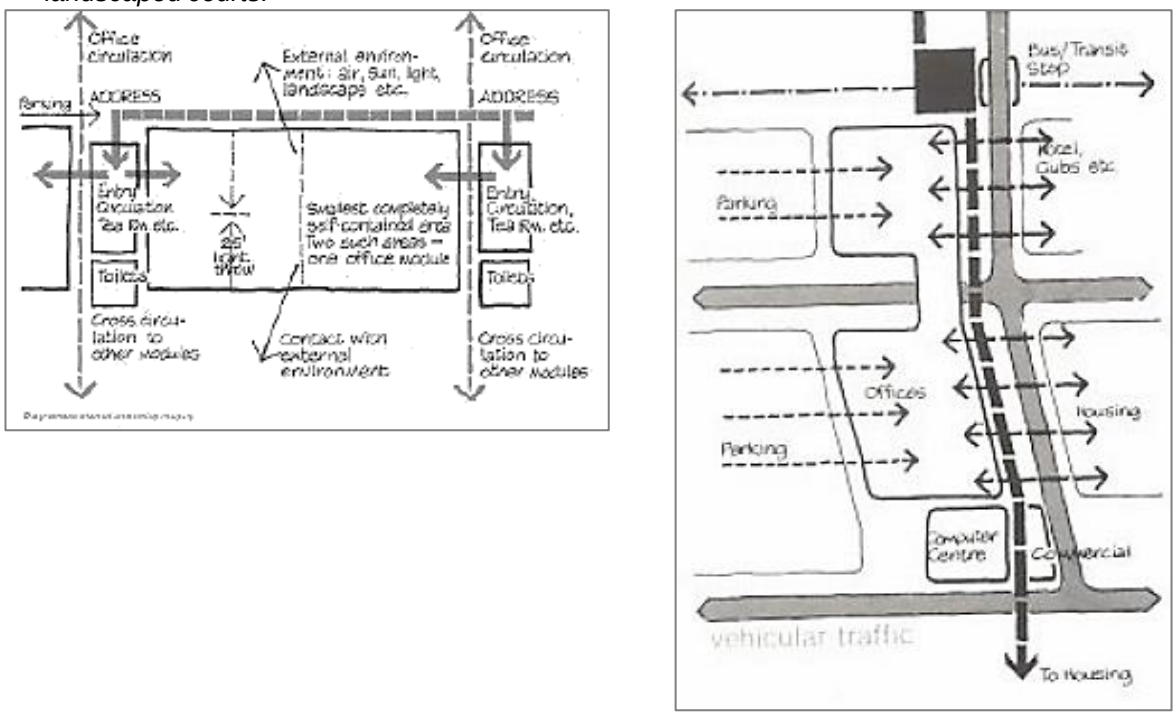


Figure 11: Andrew's Design Concepts

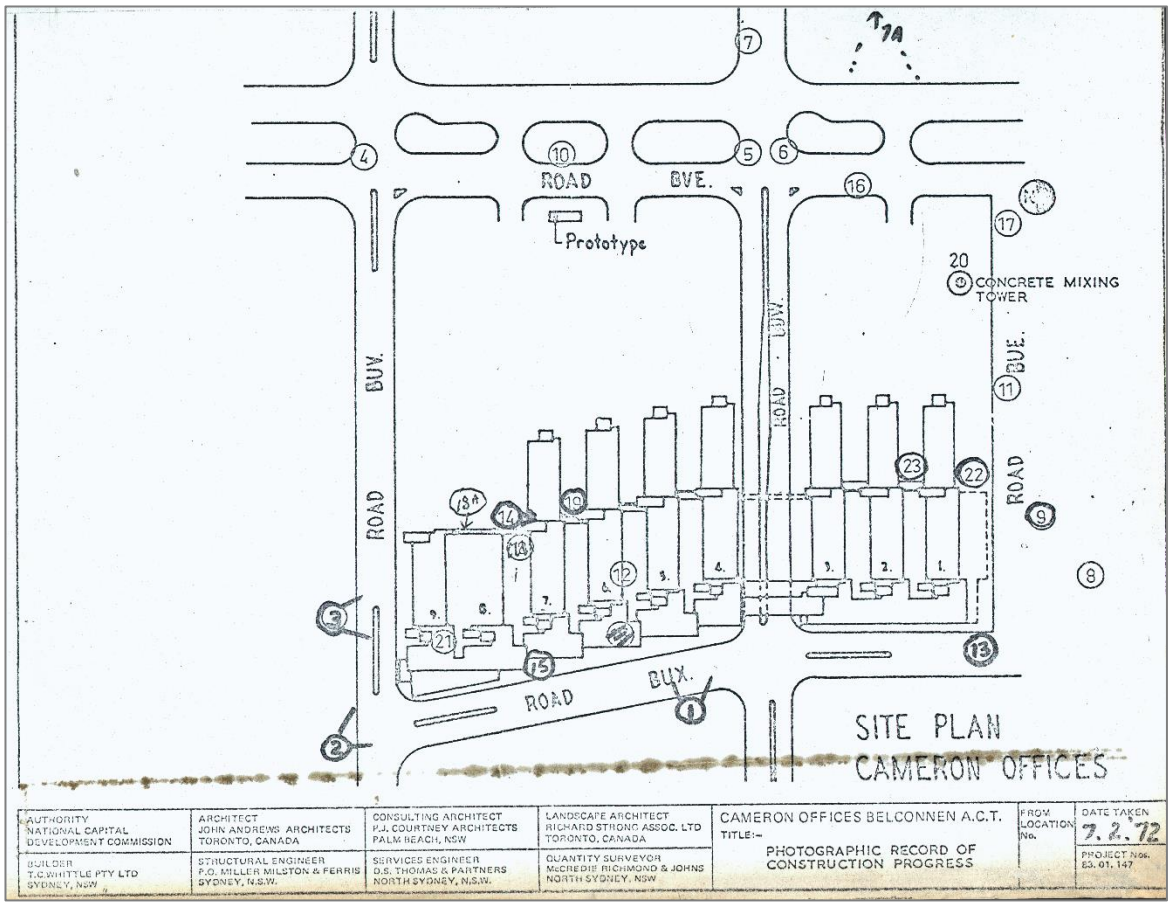


Figure 12: Site Plan as at 7 February 1972

[27] RSTCA

Source: ACT Heritage Library HMSS 0179.002_VOLUME 2_02_07_1972_00001

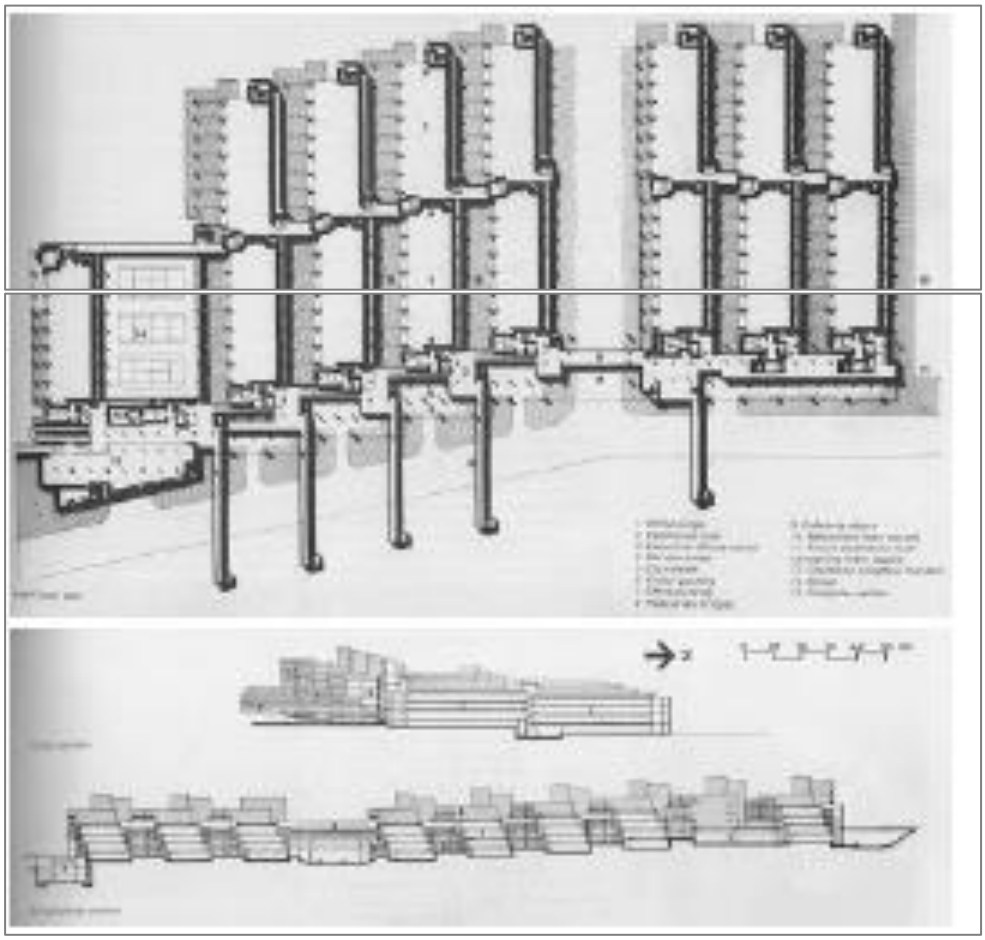


Figure 13: Elevations

3.4 Structural System

The structural system chosen for the office wings was complex yet logical in that it was to provide efficient and economical use of materials, column free office spaces with clear spans of 17 metres (56 ft) in the north–south shortest direction, sun shading to the north facing office wings and a pleasing regular architectural rhythm to the overall complex. The 17-metre-long (56 ft) precast concrete 'T' beams, which form the floors and roofs, overhang to the north and are picked up by edge beams which are in turn supported by individual columns staggered for each floor. The southern ends of the 'T' beams are supported by edge beams which are picked up by individual staggered hanging 'columns' from large 'gallows' beams which span across the landscaped courtyards. The gallows beams are in turn supported by large, full-height columns to the south of the hangers and the main structure of the offices on the north. Since the gallows beams are being 'pulled down' by the hangers, the load on the beam at the other end where it is supported by columns is minimal, thus providing an efficient structural system that is in tension at one end and under compression at the other. To provide column-free offices, the structural columns are located in the landscaped courtyards between each wing; themed according to different types of vegetation and ecosystems from various parts of Australia.[28]

The office complex sits like seven fingers extending off the mall courtyard. Each wing has an elevated sides walk to allow direct entrance from the outside and access to the carpark. The system can be treated as one building, 14 buildings or any number in between. Each has its own publicly accessible front door if required[29]*.*

[28] https://kids.kiddle.co/Cameron_Offices,_Belconnen
[29] Coneybeare Morrison & Partners, August 1998 p 26

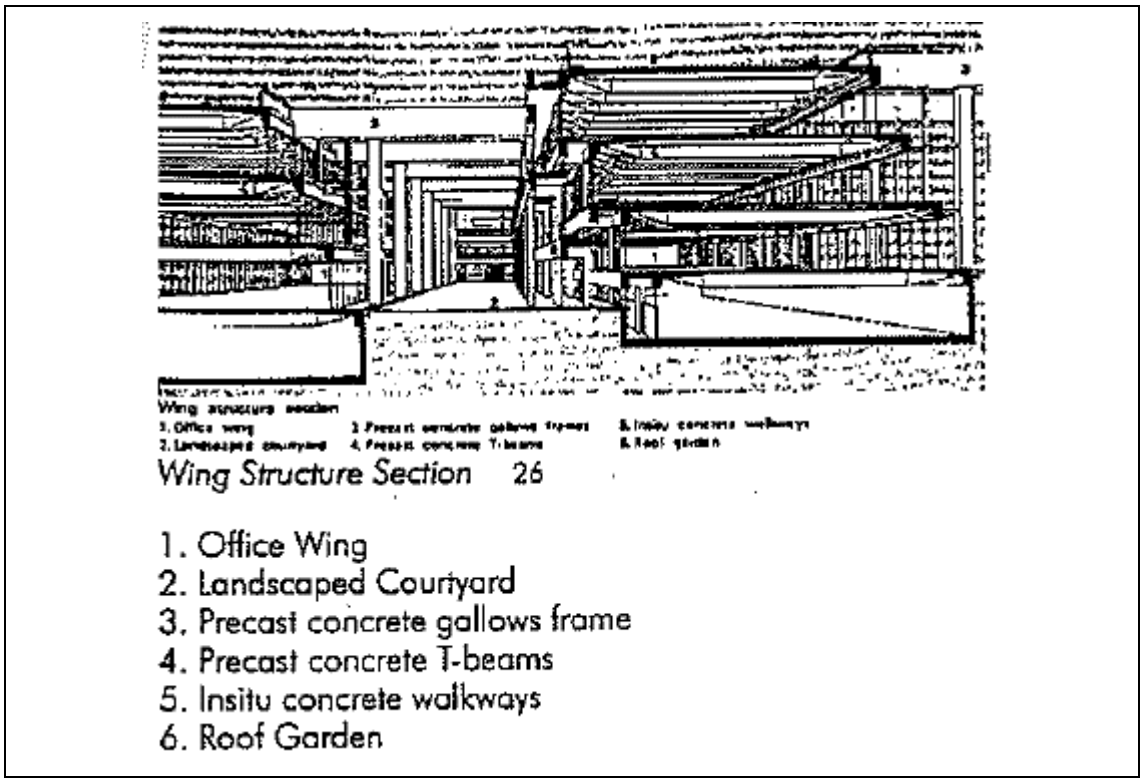


Figure 14: Wings Structure Section 26

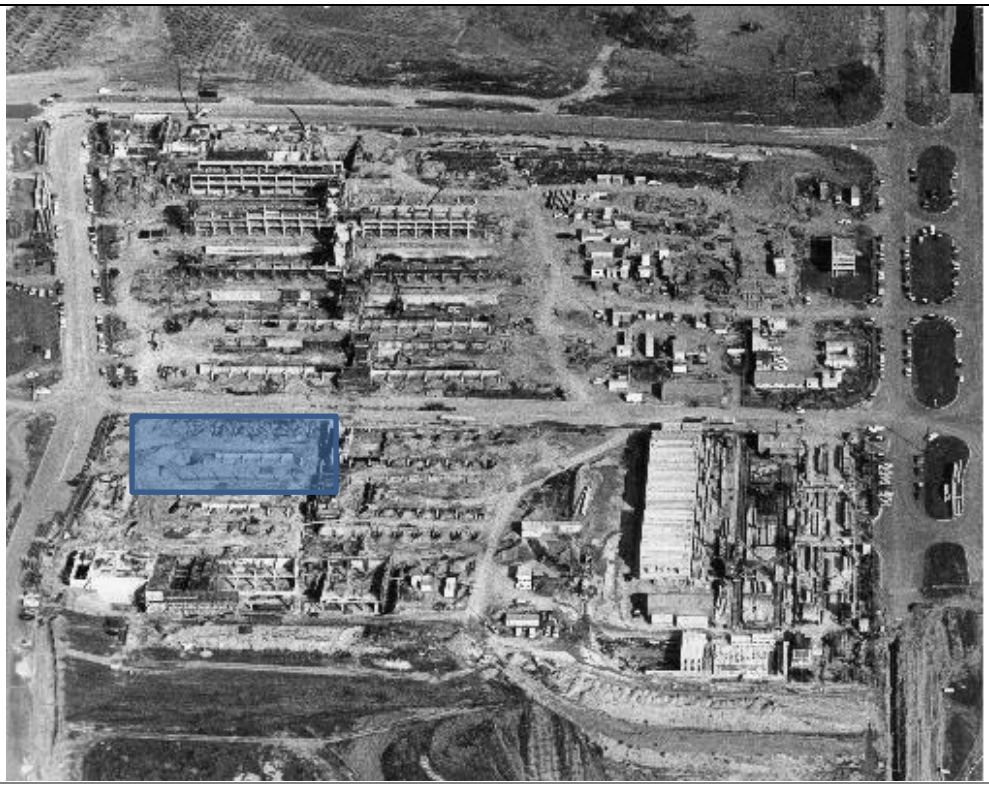
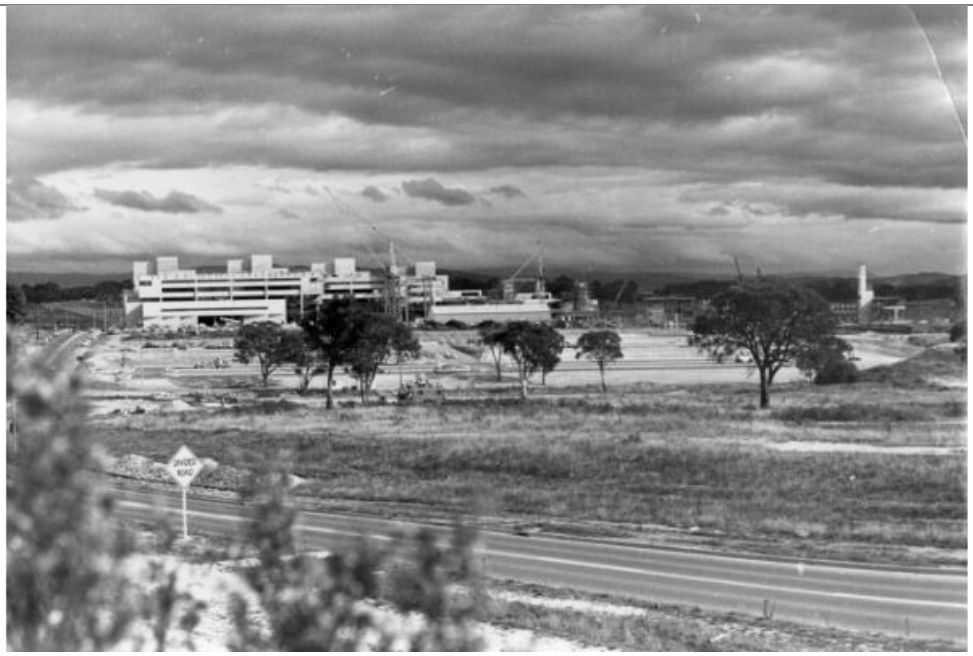
Source: Coneybeare et al p 28

3.5 Construction of the Cameron Offices

Timeline

1959	NCDC outlines the Y plan for Canberra in its first 5 year plan. Establishes Belconnen as a regional centre.	
	John Andrews appointed to design the complex.	
	Design accepted.	
1968	Date of commission[30].	
1970	Start of site work.	
1973	Progressive occupancy as construction completed[31].	
1974	Tom Uren, Minister, at the request of the Canberra Commercial development Authority agreed to move Belconnen Mall to west of Benjamin Way.[32]	
1970 -1977	Construction period	
Wing 3	27 November 1970	Roadworks commence.
	22 January 1971	Earthworks commence.
	13 December 1971	Building commences.

[30] Docomomo, Scott Robertson (August 2006)
[31] ibid
[32] SOHI

	
	Figure 15: 16 May 1972 Aerial View
	
	Figure 16: 15 May 1974 Progress on the Construction Site
22 March 1974	Handover of Wing 7[33].
	Completion date of entire project.
24 Sept 1976	Official opening.
	ABS move into the building and occupy it until 2006 although it never suits their purposes due to the need for security. The ABS closed all east/west pedestrian paths and the planned bridges over Chandler Street were never constructed.

[33] ACT Heritage Library Photographic Collection

1980	Andrews awarded the RAIA Gold Medal. Andrews regards Cameron Offices as *"his best and most important Australia building, a mature buildings sophisticated and resolved"*[34].
1987/88	Original roof gardens and tennis courts roofed over with metal roofing in an effort to resolve water leaks[35].
1988	Courtyards replanted with new plant species to that were more able to withstand the climatic extremes and uniform planting across all the courtyards. Watercourses realigned but not used.
1992	25% of entry doors replaced with automatic entry doors to improve access for people with disabilities[36].
1993	Mall 1 and Mall 5 staircases and ceilings replaced.[37]
1993-1998	Exposed brickwork painted with Emerclad to improve waterproofing.
1994/96	Boilers and chillers replaced in District Thermal Station due to improved technological availability and efficiency.
1994-90	Level 2 walkway paving replaced to improve access for people with disabilities[38].
1997	Commonwealth Government announces the elimination of 70,000m^2 of office space. Cameron offices proposed for demolition.
1997-98	Modifications made to improve access for people with disabilities.[39]
1998	Conservation analysis undertaken by Coneybeare, Morrison and Partners.
	Wagdy Hanna and Associates commissioned to investigate the partial demolition options.
	DoFA call for detailed proposal to sell the property at market value, reduce vacant commercial office space and consider other objectives.
	Integrity of the place assessed as high and structurally sound. Some issues with fire safety, disabled access and historical water leaks (resolved).
1999	Cameron Offices included on the Register of the National Estate.
	DoFA commissions a range of studies to assess: - Structural condition; - Refurbishment; - Feasibly of reuse options.
October	Two redevelopment proposals notified to the Department of Environment and Heritage. DoFA subsequently advise the Australian Heritage Commission that there are no feasible and prudent alternatives to demolition but that part of the building will be retained to allow interpretation of heritage values.
2000	Building sold to Bovis Lend Lease.

[34] ibid
[35] ibid
[36] Docomomo Australia, *Cameron Offices Canberra ACT 1977,* https://docomomoaustralia.com.au/cameron-offices-1968-1977-canberra-act/#:~:text=The%20Cameron%20Offices%2C%20located%20along,Century%20Brutalist%20Style%20(1960%2D).
[37] ACT Heritage Library Photographic Collection
[38] ibid
[39] ibid

July 2001	Cameron Nominees (owners of the building) engage John Andrews and May + Russell [40] to investigate changes to the redevelopment strategy to permit retention of significant elements and three major areas of change: - demolition of Wings 1 and 2 and the portion of the Mall extending to the bus interchange; - partitioning of the open plan wings for apartments or small scale commercial uses; - changes to the courtyard to provide the main address to each apartment.
May 2002	Demolition scheduled to commence with new building to be completed in 2005.
Jan – Feb 2002	During January and February 1600 ABS staff move into ABS House[41].
21 February 2002	ABS House opened by Treasurer Peter Costello.
2003	Revised DCP plan and a proposal to retain Wings 3, 4, 5, 6, 7, 9 and part of 8.
	Optical Galaxy sculpture noted as having been badly neglected.
2004	Cameron Offices nominated to the Commonwealth Heritage List. AHC determined they did not meet National HL criteria but had CHL values. Minister of the Environment and Heritage determined that 3, 4, 5 and the bridge had CH values but this could not prevent demolition of 1, 2, 6, 7 and 8 which were not listed.
2005	Condition remains sound in relation to heritage values although the vista has been diminished due to new building and the exterior shows signs of neglect.
June	Wings 3, 4, 5 and connecting bridge are entered into the Commonwealth Heritage List
2006	Function as a large office complex ceased.
	ABS moves into its new purpose built building.
	2 of the wings are demolished[42].
	Wings 1, 2, 6, 7, 8 and (and the District Thermal Station are demolished.
Early 2008	By now all other wings (except 3, 4, 5 and the bridge) are demolished or demolition is well under way.
	Some cosmetic repair is undertaken on the listed buildings[43].
2010	Wing 5 (which had been vacant) is converted to student accommodation for the University of Canberra.[44]
2012	Leased to Cameron Nominees Pty Ltd.
2013	Wing 4 Comsuper combined their offices in Wings 3 and 4 into Wing 3.[45]
2014-5	Wing 4 is converted to student accommodation[46].
2019	Wing 3 leased to The Church of Scientology Australia.

[40] SOHI
[41] ABS Annual Report 2001-2002 https://www.abs.gov.au/Ausstats/abs@.nsf/95553f4ed9b60a374a2568030012e707/9924cde2ac34e3cfca25719a007ceb30!OpenDocument
[42] https://en.wikipedia.org/wiki/Cameron_Offices,_Belconnen
[43] ibid
[44] ibid
[45] ibid
[46] ibid

4.0 PLACE DESCRIPTION

4.1 Overview

This section provides a description of the buildings and the structural system and then discusses the issues, changes and integrity of the complex. Although the general description will apply across the whole complex this HMP is only for Wing 3 and the Bridge.

Figure 17: Site Showing Relationship of Wing 3 to Other Buildings

Source: ActMapi accessed 15 June 2022

Figure 18: Site Plan of Wing 3 and the Bridge showing lease boundary

Source: ActMapi accessed 15 June 2022 annotated using PJ Shaw survey dated 20 June 2019

4.2 Detailed Description

The following description is taken from the Australian Institute of Architects citation[47]

> *The complex is constructed in insitu-concrete - much of the Mall, and precast concrete (mostly post-tensioned) - the office wings, with precasting being done on site.*
>
> *The structural system chosen for the office wings was complex yet logical in that it was to provide efficient and economical use of materials, column free office spaces with clear spans of 17m in the north-south shortest direction, sun shading to the north facing office wings and a pleasing regular architectural rhythm to the overall complex. The 17m long precast concrete 'T' beams, which form the floors and roofs, overhang to the north and are picked up by edge beams which are in turn supported by individual columns staggered for each floor. The southern ends of the 'T' beams are supported by edge beams which are picked up by individual staggered hanging 'columns' from large 'gallows' beams which span across the landscaped courtyards. The gallows beams are in turn supported by large full height columns to the south of the hangers and the main structure of the offices on the north. Since the gallows beams are being 'pulled down' by the hangers the load on the beam at the other end where it is supported by columns is minimal, thus providing an efficient structural system that is in tension at one end and under compression at the other. To provide column free offices the structural columns are located in the landscaped courtyards between each wing.*
>
> *The 'T' beams, shaped specifically to accommodate the loads and shear forces, are exposed internally forming the ceiling and expressing the structure of the building. The lighting and air conditioning extend along the space between each beam integrating the services with the structure.*
>
> *The large 'Gallows' beams extend across the courtyards forming a pergola that 'roofs' the native landscaping and water features. These spaces enhance the Australian character that Andrews desired.*
>
> *The main architectural elements that are specific to the Late Twentieth-Century International Style (1960-) and that are displayed by this building complex relate to the external forms. They are:*
>
> - *cubiform overall shape,*
> - *structural frame expressed,*
> - *large sheets of glass,*

[47] RSTCA No R101 *Cameron Offices*, Register of Significant Twentieth Century Architecture, p2-3

- *plain, smooth wall surface.*

Other architectural elements of this style displayed by the building complex that relate to the external forms are:

- *overhang for shade,*
- *Corbusian window motif,*
- *assertive cantilever.*

The main architectural elements that are specific to the Late Twentieth-Century Brutalist Style (1960-) and that are displayed by this building complex relate to the external forms.

They are:

- *strong shapes,*
- *boldly composed,*
- *expressed reinforced-concrete,*
- *large areas of blank wall,*
- *off-form concrete.*

Other architectural elements of this style displayed by the building complex that relate to the external forms are lengthy, aggressively expressed reinforced concrete balustrade.

The major architectural elements listed above place this building in both the Late Twentieth-Century International Style (1960-) and the Late Twentieth-Century Brutalist Style (1960-)[48]

The buildings are in good condition and are well maintained. The roofs were renovated and the materials changed several years ago including cappings. They were the subject of a libel court case. The landscaped courts were planted to represent a variety of natural Australian landscapes and are in a good condition.

4.3 Condition and Integrity

A detailed inspection was undertaken in 1998 and is provided in the Coneybeare Morrison and Partners Conservation Analysis which references a 1998 Wagdy Hanna Property Report. This indicated a number of problems which include:

- water leaks;
- not compliant with codes and standards;
- acoustic environment;
- poor air conditioning;
- poor lighting;
- former colour theming in each wing has been largely removed;
- ceiling detail made it difficult to include offices;
- budling was largely intact and in reasonable condition;
- minor cracking and spalling of concrete but no major issues.

The addition of a metal deck roof in the 1990s has solved the water leaks and lifts, air conditioning and lighting has been upgraded.

The current building retains a high degree of integrity and is in quite good condition despite not being currently occupied. This was determined from a site inspection and is evidenced by the description and photographs in Section 4.4 and Attachment 7.

The demolition of Wings 1 and 2 and others to the south have removed the courtyard that was north of Wing 3 and greatly affected the integrity of the whole complex.

[48] Richard Apperly, Robert Irving, Peter Reynolds. *Identifying Australian Architecture: Styles and Terms from 1788 to the Present.* Angus & Robertson 1989.

The condition of the attributes/official heritage values as per the CHL[49] are:

Criterion B Rarity

> *The Commonwealth Heritage value is expressed in the structures and associated spaces of Wings 3, 4, 5, the Bridge and streetscape setting.*

These remain in quite good condition despite being unoccupied.

Criterion D Characteristic Values

> *The Commonwealth Heritage value is expressed in Wings 3, 4, 5 and the Bridge and all the features noted above.*

These remain in quite good condition despite being unoccupied.

> *Criterion F Technical Achievement*
>
> *The Commonwealth Heritage value is expressed in the off-form concrete structural structures, including the office spaces, courtyard, bridge and pedestrian walks and their fabric and finishes.*

These remain in quite good condition although the internal spaces of Wings 4 and 5 have been compromised by the fitout.

Criterion H Significant People

> *The intangible Commonwealth Heritage value is expressed in the design and intellectual creativity of the structures and spaces of Wings 3, 4, 5 and the Bridge.*

These are not affected and remain regardless of the condition of the building.

4.4 Current Fitout

The building retains its structural integrity and is in reasonable condition. Although there have been changes internally, externally there has been little change.

The key changes as evident in 2022 are listed below:

- Ramp added externally to improve access for people with disabilities into the building.
- Entry stairs have been upgraded with handrails, tactile ground surface indicators (TGSI) and contrast nosing.

[49] https://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=state%3DACT%3Blist_code%3DCHL%3Blegal_status%3D35%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=105410

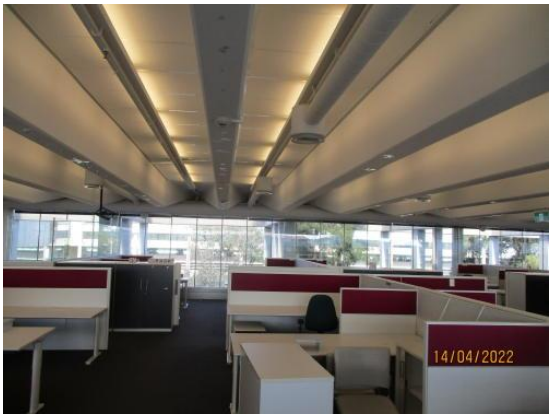
- Fitout to core
  - Core and entry area includes full height glazing in clear anodized frames with aluminum panels above.
  - Floor is tile with ribbed rubber mats at entrances.

  - Ceiling is a flat sheet with recessed downlights generally although half the bridge has an exposed precast structural T-beam.
  - Walls are generally rendered and painted.
  - Reception desk has been added.

- Wings
  - Fitout to the wings is largely open retaining a full appreciation of the structural system which is painted white.
  - There are some offices with painted plasterboard walls, suspended ceilings clear anodized aluminium framed glass partitions and mini venetian blinds.
  - Doors are generally solid and painted.

- Stairs
  - Stairs between floors and the split levels are tiled.
  - There is a large 100mm x 100mm handrail which has been supplement with a 50mm diameter galvanized handrail which is more usable.

- Ceilings
  - These are exposed precast and beams painted white with mechanical ducts exposed along the north side and with lights and sprinklers in between.



- Floor
  - The floor is carpeted throughout.

- Lift
  - The split-level link includes a lift which is a later addition.

- Toilets
  - The toilets have largely been refurbished with some alteration to include accessible facilities.

- Open Air Link
  - The open-air link at first floor is generally tiled with a metal strip suspended ceiling with some damage. The north end where the other links existed is now terminated in a glass balustrade.

5.0 ASSESSMENT OF HERITAGE SIGNIFICANCE

5.1 Heritage Assessment

The Heritage Assessment is mainly against the CHL criteria but does consider other factors.

5.2 Assessment of Heritage Values

5.2.1 Indigenous

The site has been totally altered as a result of the building of the Cameron Offices and the building site does not have any Indigenous heritage values.

5.2.2 Natural Heritage

The site has been totally altered and retains no natural heritage values.

5.2.3 Landscape and Setting

The landscape courtyards associated with Wing 3 have been removed and no landscape values of the site remain.

The setting has been affected by the demolition of wings which removes significant components of its context although 3 wings (Wings 3, 4 and 5) and the Bridge remain.

5.2.4 Architecture

The following evaluation is taken from the DOCOMOMO Citation[50]

> *Technical evaluation*
>
> *The complex is constructed in situ in much of the mall area. The office areas are precast concrete (mostly post tensioned). The precasting was carried out on site.*
>
> *The structural system is complex yet logical in an effort to provide efficient and economical use of materials, column-free office spaces with clear spans of 17 metres, sun-shading to the north facing offices and a pleasing regular architectural rhythm to the overall complex.*
>
> *The 17 metre long precast T beams which form the floors and roofs overhang to the north and are picked up by edge beams which are, in turn, supported by individual columns staggered for each floor.*
>
> *The southern ends of the T beams are supported by edge beams which are picked up by individual staggered hanging 'columns' from large 'gallows' beams which span across the landscaped courtyards. The gallows beams are, in turn, supported by large full-height columns to the south of the hangers and the main structure of the offices to the north. To provide column-free office spaces the structural columns are located in the landscaped courtyards between each wing. (AHC citation)*
>
> *Cameron Offices are air-conditioned by a District Thermal Station (DTS) which also provides heating and cooling to the neighbouring Benjamin Offices. It was originally designed to service the proposed retail centre that was to be located to the north of Cameron Offices. (CM & P 1998)*
>
> *Social evaluation:*
>
> *The urban aspirations of the project to connect via an internal pedestrian street the residential, commercial and retail sectors of a town centre and the attempt to improve the workers' environment by allowing each person a landscaped view, changed the NCDC's approach to the planning of new buildings. (CM & P 1998) Cameron Offices has become an architectural icon of the Belconnen Town Centre.*
>
> *Cultural and aesthetic evaluation:*
>
> *The Cameron offices exhibit particular architectural elements specific to the Late 20th Century International Style: cubiform overall shape, structural frame expressed, large sheets of glass, plan, smooth wall surface and the Late 20th Century Brutalist Style with strong shapes, boldly composed, expressed reinforced concrete, large areas of blank wall, off-form concrete.*

[50] Cameron Offices, Canberra Act 1977 https://docomomoaustralia.com.au/cameron-offices-1968-1977-canberra-act/

The Cameron Offices have a landmark quality within Belconnen and have been a major identifying feature since their construction.

The courtyard landscaping themes represent an attempt to create a uniquely Australian concept in office landscapes. These included recreating the landscape themes of the Australian Continent in each of the six courtyards ranging from the high plains to dry desert themes.

5.2.5 Comment

The Cameron Offices brutalist architecture has been widely written about, especially of more recent times as more architecture of the brutalist period comes under threat of redevelopment. The comments below are relevant to the analysis of the significance of Cameron Offices.

The Cameron Offices complex is more than a building. It is "*a varied streetscape of walks, garden and pavilions. Its triumph lies in the interlocking unity of its concept and the diversity within it*"[51].

Criticism[52]

Although located close to a bus interchange, the location of the Cameron Offices was criticised for being isolated by carparks and being too distant from the central shopping centre. The Belconnen shopping precinct was, originally, to be located immediately to the North of the offices and the Level 1 "Mall" on the offices terminated abruptly with a handrail in expectation that this Mall, which was also to cross College Street to the South and connect with medium-density housing there, would subsequently be built. The Link to the South was never completed and the Belconnen Shopping precinct was subsequently "lifted" from the site to the North of the offices and buried, after extensive excavation still apparent today, into the Western side of Benjamin Way. This all but totally severed the offices from the shopping precinct and placed the office car parking between them and the shopping precinct. The nature of the voids within the wings resulted in windtunnel effects, which combined with the buildings' concrete design to make them unpleasant to walk around, particularly in the winter. And the sprawling nature of the building made it tedious and slow for the inhabitants to walk between offices and meeting rooms for discussions with colleagues. Due to these design elements, and the fact that Cameron Offices was staffed by public servants re-located from the more central government precinct in Parkes into what many saw as a back-water, the Cameron Offices were unpopular with many of the public servants who worked in the buildings.

The foregoing lists very minor issues from the view of the people that worked in the building. The design was claimed to be inherently confusing, possibly due to the site sloping in two directions though to the occupants each "wing" was distinctive because of its stand-alone colour scheme (designed by Gordon Andrews) and the landscape treatment of its courtyard (Designed by Richard Strong). To provide security many of the 250 external doors were subsequently permanently locked leading to difficulties in communicating between wings and modules. The construction was not up to the standard envisaged by the architect so that the building leaked continually. Many of the leaks arose from the use of expansive areas of concrete wall in the design and the inadequacy of membrane roof materials and design at the time. To overcome the leaks the roof gardens – a major element of the design had to be removed and replaced (at a cost approaching $6m) in the mid 1980s.

There were amusing sidelines to the construction. In Wing 9 an area of concrete was marked with an X: it was rumoured that this block anchored the whole building and if it was removed the entire nine wings would collapse. When wings 5–9 were demolished this was shown to be untrue.

Beyond Brutalism[53]

Brutalist architecture … gained widespread international favor after WWII. The massive, straightforward forms and honest, intensive use of concrete were avant-garde at the moment not only for the style but also for the idea of bringing multiple facilities together in one complex. Concrete was often the language of build megastructures. The elimination of decorations and the use of cast-in-situ concrete allowed for fast establishment or re-establishment of communities in the post-war recovery period when resources were generally short and the need

[51] Jennifer Taylor, *Australian Architecture since 1960*, RAIA 1990.
[52] Cameron Offices, *Belconnen, facts for kids* https://kids.kiddle.co/Cameron_Offices,_Belconnen
[53] Tian Wang, *Beyond Brutalism, What do we lose when we demolish a meaningful megastructure,* https://architizer.com/blog/inspiration/stories/cumbernauld-town-center-preserving-megastructures/

for build space overwhelming. The material and the new typology were also free of historical baggage; just what was needed in the wake of a war that seemingly marked the end of history.

Yet, many of the buildings were done in hurry or lacked sufficient budgets for their upkeep; they therefore required careful management and regular maintenance to ensure they remained useable. Indeed, while the concrete structures are strong enough to stand for decades because of the tough nature of the material, the softer parts like lighting, electricity, interior finishing etc. are easily damaged and degradated, influencing the quality of living and use-value.

Fashion changes every season every year so does the preference for architecture, although less frequently. Taking the outdated ones down and building new ones on top of them is the easiest way to execute while also favoring the market with trending styles. However, we should not wipe off traces of urban history for trends that are eventually going to change again. It is the rich history of a city that makes the city stay unique under globalization and it is the collective memory associated with every corner of the city that makes our city special to us.

***Brutalism*[54]**

… the Deutches Arkitecturmuseum, and the Wüstenrot Foundation, maintains a database of Brutalist buildings around the world. It also provides architecture lovers with a convenient hashtag to sound the alarm whenever one of these structures are in danger, a kind of digital bat signal that strikes fear in the hearts of developers.

Brutalism is hated just as fiercely as it is loved. Whenever an embattled Brutalist structure hits the news, someone in the comments section will invariably claim that living near this building has caused them to become depressed. Others, like Prince Charles, make a more general argument, claiming that modern architecture has been a blight on American cities, replacing warm, "human-scale" buildings with structures that are cold, sterile and simply ugly. For these self-described "classicists," Brutalism is the nadir of a modern movement that was flawed from the start. The time has come, they say, to tear these old ziggurats down and bring back columns, cornices, cupolas, and the rest.

It should not be surprising that Brutalism inspires strong feelings on both sides. The movement was the most uncompromising expression of the modernist impulse to strip away the weight of architectural history and expose architecture for what it truly is: a fundamentally practical art that should serve the needs of ordinary people. While modernist architects varied in their political commitments, the notion of functional architecture always bore a family resemblance to the socialist injunction to restructure society along the principle of "from each according to his ability, to each according to his need." It is no coincidence that Brutalism's harshest critics are political conservatives like the aforementioned Prince Charles and the late Sir Roger Scruton. These critics are instinctively hostile to an aesthetic rooted in social utility, especially one that refuses to put a pretty face on cities that remain sites of exploitation and hardship.

…

In his 2011 book A Guide to the New Ruins of Great Britain, Owen Hatherley explains that Brutalism was never "a mere aesthetic style." He explains that it was instead "a political aesthetic, an attitude, a weapon, dedicated to the precept that nothing was too good for ordinary people." The working class, which had previously been shoved into crowded tenements, could now live in concrete high-rises with commanding views of the city, at a cost that was commensurate with their wages. This was the radical dimension of projects like Ernő Goldfinger's Trellick Tower — a daringly original building that initially served as a social housing project. For Marxists, the organized industrial proletariat was the vanguard of historical progress; now its members could live in buildings that were at the vanguard of architecture.

Brutalism goes further than previous modernist movements in making structural elements visible. Often, Brutalist buildings leave evidence of the construction process itself on the exterior, including holes and seam lines left over from the setting of liquid concrete. All of this is in the service of transparency, of laying bare what a building is, in its essence. If the buildings aren't "beautiful" according to traditional standards, what of it? Truth is beautiful. And real beauty, real truth, will only arrive when the mystifications of capitalist ideology are stripped away once and for all, exposing social relations for what they really are and opening up the possibility for their transformation. Anyway, this is what a Marxist might say, and Brutalism is the most frankly socialist of all modern architecture movements. The "ugliness" of Brutalism was really a

[54] Pat Finn, *Brutalism was the greatest architectural movement in history. Change my mind.* https://architizer.com/blog/inspiration/stories/change-my-mind-brutalism/

provocation: a way of retaining the modernist ethos and preventing it from curdling into another readymade style.

5.2.6 Consultation

Consultation will be undertaken at the final draft report stage and will include national and local advertisement and direct contact with interest groups including the Australian Institute of Architects, National Trust of Australia, Australia International Council on Monuments and Sites (ICOMOS), Docomomo and Indigenous groups.

5.2.7 Assessment against Commonwealth Heritage List (CHL) Criteria

The analysis below assesses the significance of Wing 3 and the Bridge against the CHL Criteria from the citation (refer Attachment 2). The official values/attributes are as per the CHL.

A. *the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history*

The building is a major component in the development of Belconnen and the Belconnen Town Centre and its contribution to the NCDC Y Plan.

However the initial design intent was never realized with the early relocation of the main shopping centre. The complex context was then later further diluted by the demolition of several wings.

The building is of historic interest but does not meet the threshold of this criteria.

B. *the place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history*

The CHL Citation[55] states:

Wings 3, 4, 5 and the Bridge demonstrate a building technology no longer practiced. Wings 3, 4, 5 and the Bridge represent an uncommon example of a pedestrian linked flexible office complex expressed as a free form structure in the Late Twentieth-Century Brutalist style. It reflects and emphasises its sloping site and provides evidence of the pedestrian link.

Wings 3, 4, 5 and the Bridge is a rare example of an office building planned system on a stepped horizontal communication system rather than the more common vertical communication system of high-rise offices.

Wings 3, 4, 5 and the Bridge are rare as the remaining elements of an outstanding Australian example of the works of the internationally acclaimed architect, John Andrews AO.

ATTRIBUTES/OFFICIAL VALUES

The Commonwealth Heritage value is expressed in the structures and associated spaces of Wings 3, 4, 5, the Bridge and streetscape setting.

C. *the place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history*

While the Cameron Offices is an important part of the history of the Belconnen Town Centre it fails to reach the threshold for this criterion.

D. *the place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:*

(i) a class of Australia's natural or cultural places; or

(ii) a class of Australia's natural or cultural environments

The CHL citation[56] states

[55] https://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=state%3DACT%3Blist_code%3DCHL%3Blegal_status%3D35%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=105410
[56] Ibid

Cameron Offices Wings 3, 4, 5 and the Bridge is a representative example in Australia of elements of a major office building project designed in the Late Twentieth Century Brutalist Style. These features are demonstrated by the cubiform rectangular building form, the expressed structural frame, large sheets of north facing glass, the ribbon windows and plain smooth walls, strong shapes, boldly composed, expressed reinforced concrete and large areas of off-form concrete, the reinforced concrete balustrades and precast concrete non load bearing walls. The building design recognises energy efficient principles having the wings oriented east-west to take advantage of northern sun, not achievable in high rise offices.

The low-rise rectangular form of the Wings with an intervening courtyard demonstrate a style of office accommodation that integrates office complexes, housing and commercial complexes and landscaped gardens.

The stylistic value is strong and the public visibility of the building is high.

ATTRIBUTES/OFFICAL VALUES

The Commonwealth Heritage value is expressed in Wings 3, 4, 5 and the Bridge and all the features noted above.

E. the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group

The aesthetic is strong as are most brutalist buildings, and architecturally has a unique aesthetic which is enjoyed and appreciated by many, but not all. The aesthetic values have been lessened by the removal of the landscape courtyards and most of the original 9 wings.

It is considered to not meet this criteria.

F. the place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period

The CHL Citation[57] states:

Cameron Offices Wings 3, 4, 5 and the Bridge display ingenuity and innovative use of material and orientation as a representative example of Australia's first and possibly only true example of architectural design where buildings are integral and contributing elements of an overall urban order rather than separate and individual elements. Although the town plan of Belconnen was later altered during construction of the complex, Wings 3, 4 and 5 still exhibit this design.

Cameron Offices was regarded as the first example of an office building in Australia where the designer has given an architectural expression to the nature of the topography, enhancing the then urban skyline of Belconnen, emphasising the views from the ridge, and stepping each wing down the slope to create a terracing effect. Wings 3, 4 and 5 represent this stepped effect.

Wings 3, 4, 5 and the Bridge provide efficient and economical use of materials, create column free office spaces with clear spans of 17 metres, with summer sun shading to the north facing offices in a pleasing rhythmical architectural expression. This complex yet logical structural system is created by using 17 metre long precast T beams, individual staggered hanging columns, and large gallows beams supported by large full height columns.

The extensive use of post-tensioned onsite precast concrete for much of the structure was a relatively new and innovative building system, utilised in many later office buildings. The use of post-tensioned precast concrete ' T' floor beams which occurred in the late 1960s to mid 1970s is now rare in Australia.

Other innovative design features are the pedestrian street concept with a horizontal walkup form and the integration of structure, landscape and services into a unified whole, concepts that established a design philosophy for office buildings which influenced later Canberra's planners. Wings 3, 4, 5 and the Bridge contribute to the streetscapes and central Belconnen townscape with its stepped arrangement of rectangular forms and voids along Chandler Street and Cameron Avenue. Wings 3, 4

[57] Ibid

and 5 express strong sculptural massing which contributes to the skyline, a feature for which Cameron Offices was noted.

ATTRIBUTES/OFFICIAL VALUES

The Commonwealth Heritage value is expressed in the off-form concrete structural structures, including the office spaces, courtyard, bridge and pedestrian walks and their fabric and finishes.

G. the place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons

The building has not been associated with any particular community or cultural group as it has been largely office building, although the Australian Bureau of Statistics was located in the Offices for most of its life.

H. the place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history high degree of creative or technical achievement at a particular period

The CHL Citation[58] states:

Cameron Offices Wings 3, 4 and 5 are associated with the productive career of its designers, the architect John Andrews and the structural engineer Peter Miller, both of whom are highly regarded nationally and internationally. John Hamilton Andrews AO, was awarded the prestigious Gold Medal from the Royal Australian Institute of Architects in 1980 for his contribution to architecture and is recognised as one of Australia's leading architects of the modern movement.

ATTRIBUTES/OFFICIAL VALUES

The intangible Commonwealth Heritage value is expressed in the design and intellectual creativity of the structures and spaces of Wings 3, 4, 5 and the Bridge.

I. the place has significant heritage value because of the place's importance as part of Indigenous tradition

There is no evidence to support this criteria.

5.2.8 Australian Historic Themes

The Australian Heritage Commission has identified a thematic framework comprising nine key themes relevant to Australian history:[59]

1 Tracing the evolution of the Australian Environment

2 Peopling Australia

3 Developing Local, Regional and National economies

4 Building settlements, towns and cities

5 Working

6 Education

7 Governing

8 Developing Australia's cultural life

9 Marking the phases of life.

Cameron Offices are an important element in the development of Canberra. They illustrate the following Australian Historic Themes:

4.1 Planning urban settlements

Cameron Offices was the keystone of the Belconnen Town Centre and accommodated Government offices for most of its life.

[58] Ibid
[59] Australian Heritage Commission, *Australian Historic Themes, A framework for use in heritage assessment and management*, 2001

4.6 Remembering significant phases in the development of settlements, towns and cities

5.4 Working in offices

8.10.4 Designing and building fine buildings

5.3 Statement of Significance

The CHL contains the following Summary Statement of Significance[60]:

> *The Cameron Offices complex, constructed between 1970 and 1977, was a bold, uncommon example in Australia of a major office building project designed in the Late Twentieth Century Brutalist Style and was Australia's largest office complex development at the time of its construction. As the first building constructed in the new town centre of Belconnen, it was designed to provide a town focus. Cameron Offices Wings 3, 4, 5 and the Bridge with a low-rise rectangular form and intervening courtyard demonstrates the integration of large office complexes, with housing and commercial complexes as a homogenous design with an emphasis on providing a pleasing office environment.*
>
> *Cameron Offices was one of the first examples of an office complex designed to give architectural expression to the natural landform ridge, enhancing the then urban skyline of Belconnen with terraced effect of architectural forms. The complex structural system was an integrated solution to providing sun shading and creating column free internal spaces. Wings 3, 4, 5 and the Bridge, where the floors are supported by columns to the north and are hung from.*
>
> *'Gallows' beams to the south, is regarded as technically innovative. The extensive use of post-tensioned onsite precast concrete for much of the structure was a relatively new and innovative building system, utilised in many other later office buildings. The use of post-tensioned precast concrete ' T' floor beams which occurred in the late 1960s to mid 1970s is now rare in Australia. Wings 3, 4, 5 and the bridge demonstrate the incorporation of a pedestrian street concept with a horizontal walkup form, the integration of structure, landscape and services into a unified whole, off-form concrete construction and a passive recreational environment for office workers. The innovative design philosophy established for office buildings influenced Canberra's planners.*
>
> *The stepped profile of cubes and voids of Wings 3, 4, 5 and the Bridge is a landmark and streetscape feature of the Belconnen urban landscape. Cameron Offices Wings 3, 4, 5 and the Bridge is important as a type and style representative example being a pedestrian linked flexible office complex expressed as a free form complex in the Late Twentieth-Century Brutalist style.*
>
> *Cameron Offices Wings 3, 4, 5 and the Bridge are significant for their association with the internationally recognised Australian architect, John Andrews AO. The Cameron Offices complex was his first and largest project in Australia. John Hamilton Andrews AM was awarded the prestigious Gold Medal from the Royal Australian Institute of Architects in 1980 for his contribution to architecture. He is recognised as one of Australia's leading architects of the modern movement. Wings 3, 4, 5 and the Bridge also has a strong association with the structural engineer Peter Owen Miller of Miller Milston and Ferris. It is a landmark feature of their productive careers as Australian designers.*

5.4 Significance of Components

The following details help clarify the elements of significance associated with the site, buildings and landscape. They are divided as suggested by JS Kerr in *The Conservation Plan* into the following levels:

- Exceptional
- High
- Moderate
- Low
- None
- Intrusive

The definition used for these terms is:

[60] https://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=state%3DACT%3Blist_code%3DCHL%3Blegal_status%3D35%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=105410

Exceptional	an element which demonstrates Commonwealth Heritage Values in its own right and makes an outstanding contribution to the place's heritage value in a broader context. Changes to these values are to be prevented.
High	an element which demonstrates Commonwealth Heritage Values in its own right and makes a significant contribution to the place's heritage value. Existing alterations do not detract from its heritage values. Loss or unsympathetic further alteration would diminish the Commonwealth Heritage values of the place.
Moderate	an element which reflects Commonwealth Heritage Values contributing to the overall significance/values of the place in a moderate way. Loss or unsympathetic alteration is likely to diminish the Commonwealth Heritage values of the place.
Low	an element which reflects some Commonwealth Heritage Values but only contributes to the overall significance/values of the place in a minor way. Loss will not diminish the Commonwealth Heritage values of the place.
None	an element which does not reflect or demonstrate any Commonwealth Heritage Values and does not contribute to the overall Commonwealth Heritage Values of the place. Does not fulfil criteria for heritage listing and removal would not diminish Commonwealth Heritage values of the place.
Intrusive	Damaging to the place's heritage values. Loss may contribute to the Commonwealth Heritage Values of the place. Does not fulfil criteria for heritage listing.

Elements that are exceptional, high and moderate are considered intrinsic to the significance of the place. However all elements contribute to the significance of the site and need to be carefully considered for conservation and in any potential change.

The assessment is based on the contributions of the elements to the integrity and significance of the site and its significance.

Tolerance of change is applied to elements to identify the extent to which they retain and/or provide important evidence of the site's significance in their existing form, fabric, function and/or location.

Tolerance for Change	Application to Cameron Offices
Little Tolerance	The key attribute (form, fabric, function and/or location) embodies the heritage significance of the component and its contribution to the place. It retains a high degree of intactness with only very minor alterations that do not detract from significance. The key attribute should be retained and conserved through maintenance and restoration.
Moderate	The key attribute (form, fabric, function and/or location) only partly embodies the heritage significance of the component and the site, or has been considerably modified. The key attribute should be retained and conserved. There is greater opportunity for change with less adverse impact.
High	The key attribute (form, fabric, function and/or location) has little heritage significance to the component or the overall site.

The assessment is based on elements that contribute to the integrity and significance of the place and its local significance.

Element	Significance	Tolerance for Change
Structure and structural system	Exceptional	Low
Exposed concrete externally	Exceptional	Low
Exposed structure internally	Exceptional	Low
Full height glazing to exterior	Exceptional	Low
Metal ceilings to Level 1 walkway	High	Low

Element	Significance	Tolerance for Change
Stepped floors at half levels and external access	High	Low
Large handrails	Moderate	Moderate
Method of lighting between structural T beams	Moderate	High
Method of air conditioning from perimeter	Moderate	High
Concrete balustrades to Level 1 Walkway	Moderate	Low
Lifts in split levels	Moderate	Low
Tiled floor finishes to common areas	Moderate	Moderate
Painted services internally	Low	High
Bathrooms/toilets	Low	High
Ramp to main entry	Low	Moderate
Introduced handrails	Low	Moderate
Office partitions	Low/None	High
Ceilings within wings	Low/None	High
TGSI and contrast nosing	Low	High
Mechanical services	Low	High
Electrical lighting and fittings	Low	High
Fitout	Low/None	High

6.0 OPPORTUNITIES AND CONSTRAINTS

6.1 Summary

The following legislation currently applies, and will apply to the future management of the site:

- *Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth);*
- *Australian Capital Territory (Planning and Land Management) Act 1988 (Commonwealth)* including the *National Capital Plan (Commonwealth);*
- *Disability Discrimination Act 1992 (Commonwealth)*; and
- *Copyright Amendment (Moral Rights) Act 2000*.

These instruments are briefly described below along with other opportunities and constraints.

6.2 Environment Protection and Biodiversity Conservation Act 1999

The *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)* is the Commonwealth's key environmental and heritage legislation. The following sections of the Act apply to the Cameron Offices.

Section 26 and 28 – Actions taken on Commonwealth land or by the Commonwealth

Under S26 of the Act a person must not take an action on Commonwealth land that will or may have a significant adverse impact on the environment as defined under the Act, which includes heritage and matters of National Environmental Significance (NES).

Under S28 a Commonwealth agency must not take an action that will or may have a significant adverse impact on the environment.

Actions that will have a significant adverse impact on the environment require approval from the Minister for Environment and Water.

Agencies may refer a proposed action to the Minister seeking a decision as to whether an action requires approval under the *EPBC Act*. The decision to refer is to be made by the person or agency taking the action.

Division 3A – Managing Commonwealth Heritage Places

Division 3A provides for the identification of Commonwealth Heritage Values, establishes the Commonwealth Heritage List and provides for the protection of Commonwealth Heritage Places. The following sections are particularly pertinent to the management of the Cameron Offices.

> S341ZB – A Commonwealth agency must conduct a program to identify Commonwealth Heritage values for each place it owns or controls.
>
> S341ZC – A Commonwealth agency must not take an action that will or may have an adverse impact on the values of a Commonwealth Heritage Place, unless there is no feasible or prudent alternative and all reasonable measures that can reasonably be taken to mitigate the impact are taken.
>
> S341S – A Commonwealth agency must make a written plan to protect and manage the Commonwealth Heritage Values of a Commonwealth Heritage place it owns or controls. Under the Act an agency may seek endorsement of their plan from the Minister.
>
> S341V – A Commonwealth agency must not contravene a plan made under S341S or give permission to contravene the plan.
>
> S341ZE – If a Commonwealth agency sells or leases all or part of a Commonwealth Heritage place they must notify the Minister all least 40 days prior to the sale and must include a heritage covenant in the contract of sale (or equivalent measure), to ensure the ongoing protection of the site's Commonwealth Heritage Values.

Also established under the EPBC Act is the National Heritage List which includes places of natural and cultural heritage deemed to be of national significance to Australia. The Cameron Offices is not included in this list.

An assessment against the EPBC Act Schedules 7A and 7B is below.

Commonwealth Heritage Management Principles: Schedule 7bA of the EPBC Act – Amendment Regulations 2003 (No 1)

No	Requirements (Schedule 7A)	Compliance Comments
(a)	Establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth heritage values of the place; and	Complies: Section 7.
(b)	Provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place; and	Complies: Sections 7 and 8.4.
(c)	Provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses; and	Complies: Section 4.
(d)	Provide a description of the Commonwealth Heritage values and any other heritage values of the place; and	Complies: Sections 5.2.7.
(e)	Describe the condition of the Commonwealth heritage values of the place; and	Complies: Section 4, particularly Section 4.3.
(f)	Describe the method used to assess the Commonwealth Heritage values of the place; and	Complies: Section 5.2.7.
(g)	Describe the current managements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place; and	Complies: Sections 7 and 8.4.
(h)	Have policies to manage the Commonwealth Heritage values of a place, and include in those policies, guidance in relation to the following:	Complies: Section 7.
	(i) The management and conservation processes to be used.	Complies: Section 7.
	(ii) The access and security arrangements, including access to the area for Indigenous people to maintain cultural traditions;	No security or Indigenous access issues known. Refer also Sections 7.6 and 7.7.
	(iii) The stakeholder and community consultation and liaison arrangements;	Complies Section 7.7.
	(iv) The policies and protocols to ensure that Indigenous people participate in the management process;	Not considered specifically applicable to the place with respect to its significance. However refer also Policy 5.4.
	(v) The protocols for the management of sensitive information.	Not considered applicable to this place. However refer also Policy 4.4.
	(vi) The planning and management of works, development, adaptive reuse and property divestment proposals;	Complies: Section 7.4.
	(vii) How unforeseen discoveries or disturbance of heritage are to be managed;	Complies: Sections 7.8.
	(viii) How, and under what circumstances, heritage advice is to be obtained;	Complies: Section 7.3.
	(ix) How the condition of Commonwealth Heritage values is to be monitored and reported;	Complies: Section 7.4.

No	Requirements (Schedule 7A)	Compliance Comments
	(x) How records of intervention and maintenance of a heritage places register are kept;	Complies: Sections 7.9.
	(xi) The research, training and resources needed to improve management;	Complies: Section 7.11 and Policy 9.6.
	(xii) How heritage values are to be interpreted and promoted; and	Complies: Section 7.10.
(i)	Include an implementation plan; and	Complies: Sections 7.11, 8.4 and 8.6.
(j)	Show how the implementation of policies will be monitored; and	Complies. Sections 7.9, 8.4 and 8.6.
(k)	Show how the management plan will be reviewed.	Complies: Section 7.11.

Commonwealth Heritage Management Principles: Schedule 7b of the EPBC Act – Amendment Regulations 2003 (No 1)

Legislation	Comment
1. The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.	Refer Section 7, particularly to Sections 7.11 and 8.4.
2. The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their Commonwealth Heritage values.	Refer Section 7.3.
3. The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, and Commonwealth, State, Territory and local government responsibilities for those places.	Refer Section 7.4.
4. The management of Commonwealth Heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.	Refer Section 7.4.
5. The management of Commonwealth Heritage places should make timely and appropriate provisions for community involvement, especially people who: a) have a particular interest in, or associations with, the place; and b) may be affected by the management of the place.	Refer Section 7.7.
6. Indigenous people are the primary source of information on the value of their heritage and that the active participation of Indigenous people in identification, assessment and management is integral to the effective protection of Indigenous heritage values.	This is considered not to be relevant in this place. However refer 7.7, particularly Policy 5.4.
7. The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.	Refer Section 7.11.

6.3 Finance

The Finance remain the Australian Government representative responsible for the lease of the Cameron Offices Wing 3 and the Bridge site. Finance has the ultimate responsibility to manage the lease for the Cameron Offices Wing 3 and the Bridge.

The Finance has requested that a HMP be prepared. Refer Attachment 8.

6.4 Australian Heritage Council (AHC) (Commonwealth)

The Australian Heritage Council is an independent body of heritage experts established through the *Australian Heritage Council Act 2003*. It replaced the Australian Heritage Commission as the Australian Government's independent expert advisory body on heritage matters.

The AHC's role is to assess the values of places nominated for the National Heritage List and the Commonwealth Heritage List, and to advise the Australian Government Minister for the Environment on conserving and protecting listed values. The AHC may also nominate places with heritage values to these lists.

It is the AHC's duty to promote the identification, assessment and conservation of heritage and to advise the Minister on a range of matters relating to heritage. It also engages in research and promotional activities.

Cameron Offices Wing 3 and the Bridge together with the Cameron Offices Wings 4 and 5 and the Link is on the Commonwealth Heritage List as part of a group of buildings (Place ID 105410[61]) and so the AHC will maintain an interest and role in the ongoing conservation of the entire complex.

6.5 National Capital Authority (NCA)

Prior to self-government in 1989 the Commonwealth managed all land in the ACT. The ACT Government now manages all land in the Territory except those areas gazetted as Commonwealth Land, which the Commonwealth retained for its own use[62].

The Cameron Offices is not in a designated area but is on Commonwealth Land and as a consequence all planning and control is by the NCA[63].

6.6 Australian Capital Territory (Planning and Land Management) Act 1988 (ACTPLA)

The Act establishes the National Capital Authority (NCA) and requires the Authority to prepare and administer a National Capital Plan (National Capital Authority 2002).

ACTPLA has no direct control over the Cameron Offices as the site is controlled by NCA.

6.7 Copyright Amendment (Moral Rights) Act 2000

Moral rights are personal to the architect of the works and include:

- the right of attribution of authorship;
- the right to take action against false attribution of authorship; and
- the right of integrity and authoring.

The right of attribution lasts 50 years after the death of the architect which will be in 2072.

The owner is required to notify the original designer that alterations to or demolition of the building is proposed. The notification must give the original designer 3 weeks to decide if they wish to:

- make a record of the building before alteration or demolition (usually a photographic record); and/or
- consult 'in good faith' with the owner about the alterations or demolition.

If the original designer does not respond to the notice within the period of 3 weeks the owner may proceed immediately with the proposed alterations or demolition.

If the original designer notifies the owner within the initial 3 week period that he/she wishes to make a record of the building or consult with the owner regarding the proposed alterations or demolition, the owner must allow a further period of 3 weeks for making the record and or conducting the consultation.

If the architect has died then consultations are through the company, estate or trust if such exist.

[61] https://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=state%3DACT%3Blist_code%3DCHL%3Blegal_status%3D35%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=105410
[62] https://www.nca.gov.au/environment/administration-national-land
[63] https://www.environment.act.gov.au/__data/assets/pdf_file/0008/424592/96.pdf

The 'moral rights' regarding the design of the Cameron Offices rest with the family of John Andrews, following his recent death. His estate and any heirs may need to be consulted should changes to the building be contemplated.

6.8 The Australian Institute of Architects

The Australian Institute of Architects (The Institute) is a professional non-government organisation concerned with architectural matters. The Institute (ACT Chapter) has a Register of Significant Architecture Committee which undertakes the listing of significant twentieth century architecture. This is the basis for advocacy in favour of the conservation of such places.

The Institute has listed the Cameron Offices Wings 3 and the Bridge as a place of international significance[64].The Union of International Architects (UIA) has also listed the place.

The Institute citation states that:

> *The Cameron Offices, located along Chandler Street, Belconnen Town Centre is a significant example of the Late Twentieth-Century International Style (1960-) and the Late Twentieth Century Brutalist Style (1960-).*
>
> *The following design features are of particular significance:*
>
> - *the precast post-tensioned 'T' floor beams with the integration of the lighting and air conditioning*
> - *the landscaped courtyards with native Australian plants and water features*
> - *the structural system for the office wing's floors where the Gallows beams support the floors by hanging 'columns'*
> - *the stepped floors at half levels, overhang of the upper floors for shading to the north*
> - *Corbusian (ribbon) window motif, assertive cantilever and lengthy expressed reinforced concrete balustrades along the 'Mall'.*
>
> *The office complex is Canberra's, and it appears Australia's, first and possibly only true architectural example of 'Structuralism' where buildings are conceived as integral and contributing elements of an overall urban order rather than separate and individual elements. Although the town plan for Belconnen was later altered during construction of the complex, it still exhibits to a degree this theory making it significant.*
>
> *The structural system incorporated in the office wings where the floors are supported by columns to the north and are hung from 'Gallows' beams to the south is a technically innovative solution. The use of post-tensioned precast concrete for much of the structure was a relatively new building type.*
>
> *The architecture of this office complex may contribute to the education of designers in their understanding of Late Twentieth-Century Architectural Styles.*
>
> *John Andrews is recognised as one of Australia's leading architects of the modern movement. He was awarded The Royal Australian Institute of Architects Gold Medal in 1980.*
>
> *This office complex was his first and is his largest project in Australia. It is one of the two most important buildings designed by him in Australia, the other being the American Express Tower, Sydney.*

6.9 National Trust of Australia (ACT)

The Trust is a community-based heritage conservation organisation. It maintains a Register of Classified Places, and generally operates as an advocate for heritage conservation. Listing on the Trust's register carries no statutory power, though the Trust is an effective public advocate in the cause of heritage.

The Trust has not classified Cameron Offices but does retain an interest in the future of the buildings.

[64] https://www.architecture.com.au/explore/notable-buildings

6.10 National Construction Code Volume 1 Building Code of Australia (NCC Vol 1 BCA)

Building controls are established under state/territory legislation which legally does not apply to buildings owned and managed by the Commonwealth Government. However, it is understood that the accepted practice is that the National Construction Code (NCC) Volume 1 Building Code of Australia (BCA) is adopted for all work.

The significance of the Cameron Offices Wing 3 and the Bridge will mean a carefully considered approach is required in some instances so that the significance is not compromised.

6.11 Disability Discrimination Act 1992

The objectives of this Act include to eliminate, as far as possible, discrimination against persons on the grounds of disability in the areas of:

- work;
- access to premises; and
- the provision of goods, facilities and services (Subsection 3(a)).

Accordingly, everyone is bound to meet these objectives unless unjustifiable hardship exists. In the case of the Cameron Offices Wing 3 and the Bridge issues relate to both future visitors and staff.

The Disability (Access to Premises – Buildings) Standards 2010 (The Premises Standards) will also apply. This parallels the NCC Vol 1 BCA.

6.12 ACT Heritage ACT

This does not apply as the land on which the Cameron Offices is located is Commonwealth Land. As per advice from the ACT Heritage Council dated 14 February 2013 the *Heritage Act 2004* does not have direct effect. However the ACT Heritage Council has an interest in the heritage of the ACT and should be informed of what happens to this building.

6.13 The Burra Charter

The Australian ICOMOS[65] Charter for the conservation of places of cultural significance (the Burra Charter, as adopted in 2013 (refer Attachment 5) provides specific guidelines for the treatment of places of cultural significance.

This study has been prepared in accordance with those principles. The Charter provides specific guidance for physical and procedural actions that should occur in relation to significant places. Guidelines relevant to protection, conservation, presentation and interpretation of the official values and heritage significance to the site are:

- The significant elements of the site should be conserved and managed in a manner which does not place the item at risk (Article 2)
- Conservation works and changes on the site should be based upon a policy of minimal intrusion and change and should not distort an appreciation of the original fabric (Article 3)
- Conservation works should be based upon best practice using traditional techniques in preference to modern adaptations (Article 4)
- Conservation and future use to consider all aspects and relative degrees of significance (Article 5)
- The use of the site has been as offices with part of the link as a café. This or a similar sympathetic use is preferred. (Article 7)
- The setting of the place is important and needs to be conserved with no new actions undertaken which detracts from its heritage value (Article 8)
- Conservation, interpretation and management of a place should be facilitated in a manner which provides for the participation of people for whom the place has special association and meanings (Article 12)

[65] International Council on Monuments and Sites

- Conservation, preservation, restoration, reconstruction, interpretation and adaptation are all part of the ongoing conservation of the place and should follow accepted processes (Article 14–25)
- This study is part of the conservation process. More detailed studies may be necessary as part of a new fitout (Article 26)
- The impact on the significance should be considered before any change occurs (Article 27)
- Existing significant fabric should be recorded before disturbance occurs. Disturbance of significant fabric may occur in order to provide evidence needed for the making of decisions on the conservation of the place (Article 28)
- The decision-making procedure and individuals responsible for policy should be identified (Article 29)
- Appropriate direction and supervision should be maintained through all phases of the work and implemented by people with appropriate knowledge and skills (Article 30)
- A log of new evidence and additional decisions should be kept. (Article 31)
- Copies of all reports and records relating to the significance and conservation of the place should be placed in a permanent archive and be made publicly available (Article 32)
- Significant items from the site should be recorded, catalogued and protected (Article 33)
- Adequate resources be provided for conservation work (Article 34).

6.14 Owner

The owner is the Australian Government (administered through Finance) and their objective is to find an effective use of the Cameron Offices Wing 3 and the Bridge, one that conserves the building and the Bridge and protects their significance. The management structures put in place (refer Section 8) are an effective way of achieving this.

The current proposal is for offices and a community centre which is consistent with the original use and heritage values of the place. Policies to guide any changes are included in Section 7.

6.15 Lessee

The first lease was to Cameron Nominees (ACT) P/L in 2012 and a copy of the lease is included as Attachment 9. The title was changed to the Church of Scientology Australia in 2019. The proposed use is for the Church of Scientology Australia as an administrative centre and community facility. It is noted that Clause 3(h) restricts external alterations, Clause 3(m) requires the lessee to maintain the premises to the satisfaction of the Commonwealth and Clause 3(q) requires all improvements, fitout and any change to the external appearance to be consistent with an endorsed HMP.

6.16 Constraints from Significance

These are detailed within the polices in Section 7 and are aimed at protecting the attributes in the relevant criteria of the CHL.

Any changes to the building, other than maintenance, where the significant element is rated as high or moderate (refer Section 5.4) require preparation of a Statement of Heritage impact or advice from a heritage architect.

6.17 Consistency with other Cameron Offices Leases

This HMP only considers Wings 3 and the Bridge as Wings 4 and 5 and the Link are a separate lease.

There needs to be a consistent approach across all parts of the remaining sections of the Cameron Offices. This can be achieved by:

- The endorsed HMPs to have consistent polices. This can be implemented through the review and endorsement process of Finance and DCCEEW;
- Concurrent updates of HMPs for both sections of the Cameron Offices; and
- Any proposed works to follow a strict management process which is:

- As per the Crown lease, any changes are to comply with the HMP.
- Changes to significant elements (refer Section 5.4) will be subject to Heritage Impact Assessment and seek relevant *EPBC Act* approvals, as required.
- As per the Crown lease, any additions or external structural alterations requires Finance consent in writing.
- Once approved by Finance, any additions or external structural alterations need to be submitted to NCA for works approval.

7.0 CONSERVATION MANAGEMENT POLICIES

7.1 Overall Objective

The overall objective is to have the Cameron Offices conserved and used in a way that protects the heritage values of the building and site.

7.2 Definitions used in Policies

The following policies adopt the definitions presented in the *Australia ICOMOS Burra Charter for the Conservation of Places of Cultural Significance* (*The Burra Charter*) (refer Attachment 5) as follows:

Place:	site, area, building or other work, group of buildings or other works together with associated contents and surrounds.
Cultural significance:	aesthetic, historic, scientific or social value for past, present or future generations.
Fabric:	all the physical material of the place.
Conservation:	all the processes of looking after a place so as to retain its cultural significance. It includes maintenance and may according to circumstance include preservation, restoration, reconstruction and adaptation, and will be a combination of more than one of these.
Maintenance:	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:	maintaining the fabric of a place in its existing state and retarding deterioration.
Restoration:	returning the existing fabric of a place to a known earlier state and is distinguished by the introduction of materials (new or old) into the fabric. This is not to be confused with either recreation or conjectural reconstruction, which are outside the scope of this Charter.
Reconstruction:	returning a place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric. New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.
Adaptation:	modifying a place to suit proposed compatible uses.
Compatible use:	a use which involves no change to the culturally significant fabric, changes which are substantially reversible, or changes which require a minimal impact".

7.3 OBJECTIVE 1 Conserving Heritage Values

Conservation through management of heritage values at the Cameron Offices Wing 3 and the Bridge whilst recognising the need to balance operational requirements, resources and community expectations.

This policy provides the framework for the physical conservation of the built heritage values of the Cameron Offices Wing 3 and the Bridge for making decisions about conservation work and other conservation management activities.

Specialist skills of a heritage architect should be sought when any change is proposed.

Conservation Processes

Policy 1.1 *The heritage values at the Cameron Offices Wing 3 and the Bridge should be conserved through maintenance, preservation, restoration, reconstruction and adaptation works carried out in accordance with this HMP and the Burra Charter.*

Levels of Care

Policy 1.2 *Significant elements such as external and exposed internal structure, to be treated to the level of care to correspond with their assigned level of significance. Refer also Section 5.4.*

EXCEPTIONAL*:*	Preserve in accordance with the *Burra Charter* and maintain to enable ongoing use.
HIGH:	Preserve, restore, reconstruct and adapt or otherwise act in accordance with the *Burra Charter*, in conjunction with adaptation or supplementary new construction if required for maintaining ongoing use.
MODERATE:	Maintain, preserve, restore, reconstruct and adapt or otherwise act as defined in the *Burra Charter* in conjunction with supplementary new works if required. Removal in part or in full is acceptable if no reasonable alternative can be found. Removal of moderate fabric may be considered acceptable where its removal will enable the ongoing use of the building.
LOW:	Retain, adapt, add compatible new construction and/or remove in part or in full, minimising adverse impact on adjacent fabric of high significance and having the least possible impact on fabric of moderate significance.
NONE:	Retain, adapt, remove or modify as required.
INTRUSIVE:	Modify or remove in the long term, to reduce adverse impact on the overall place.

Maintenance and Repairs

Policy 1.3 *Maintenance and repair should be preceded by thorough investigation and be monitored to assess their effectiveness.*

Work done should be undertaken in accordance with the principles of the *Burra Charter* using traditional techniques and materials for the repair of fabric of heritage value, except where modern techniques and materials offer substantial conservation benefits. This may require specialist conservation advice. Refer also Section 8.

Generally, maintenance can proceed without further advice to Finance or DCCEEW. With exposed concrete all repairs are to match the existing off form textures and colours.

Routine Maintenance Planning

Policy 1.4 *Routine maintenance planning for elements and built fabric should be guided by the 'cyclical preventative maintenance and inspection schedule (refer to section 8).*

Skills for Fabric Maintenance

Policy 1.5 *Maintenance on elements and built fabric of exceptional, high and moderate heritage significance should be carried out by persons with demonstrable professional/trade skills and previous experience working with heritage fabric.*

This will require advice from a heritage architect or appropriate conservation specialist.

Care and due diligence during ongoing use

Policy 1.6 *Care and due diligence must be taken by management, staff and contactors working on or close to elements and built fabric of all heritage values so as not to damage adjacent fabric or related areas. For example, avoid damaging the original concrete and beams whilst undergoing other work especially services.*

This may require specialist conservation advice.

Reconstruction

Policy 1.7 *Any reconstruction of any missing built elements of the Wing 3 and the Bridge or replacement of defective parts is to be based on their ability to interpret key aspects of the significance of the Cameron Offices Wing 3 and the Bridge and/or enable the aesthetic values of the place to be appreciated.*

Reconstruction is appropriate only where:

- Original details associated with the heritage building is incomplete through damage or alteration, and
- There is sufficient evidence to reproduce an earlier state of the fabric. For example, a clear early photograph may enable the reconstruction of original elements, if required.

Reconstruction should be identifiable on close inspection or through additional interpretation.

Reconstruction should only relate to a small portion of the heritage building. For example, total reconstruction of the building if destroyed through fire is not considered good conservation practice by *The Burra Charter*. Reconstruction of up to 50% may be acceptable provided good reference documentation exists.

Reconstruction of the other wings and landscape courtyards is not considered appropriate now.

Intrusive elements

Policy 1.8 *Intrusive elements as identified in this management plan should be removed when the opportunity arises to reduce adverse impact on the overall aesthetic quality of the buildings.*

Recording of works

Policy 1.9 *A record of all relevant documents, decisions and works to the elements and built fabric of exceptional, high and moderate heritage significance should be undertaken in accordance with Conservation Objective 7: recording and monitoring.*

Management of Process

Policy 1.10 *An endorsed and current HMP is required to guide all future works. Copies of the HMP are to be distributed to the Finance and DCCEEW, the building manager and tenant/s.*

7.4 OBJECTIVE 2 Using and managing change to elements and built fabric of heritage value

Ongoing uses and management of alterations to and around the buildings and elements of heritage value at the Cameron Offices Wing 3 and the Bridge must respect their significance rankings, satisfy operational requirements and ultimately ensure their long-term integrity and survival.

This policy provides the framework for assessing and making decisions about the planning and management of works and development associated with the continuation or cessation of existing uses and the facilitation of new uses.

All potential changes to the exterior need Finance approval as per the lease and must meet *EPBC Act* requirements. This can include NCA approval, DCCEEW referral or the approval of the Minister for the Environment.

The significance of the Cameron Offices Wing 3 and the Bridge is directly related to its unique association with the development of Canberra, the Belconnen Town Centre and its architectural intent and resolution.

Changes to the Cameron Offices Wing 3 and the Bridge are to be informed by this HMP and will be in accordance with the principles provided in *The Burra Charter*.

Principles of use and managing change

Policy 2.1 *Future use of Cameron Offices Wing 3 and the Bridge to be mainly administration which was the original design intent and the use to date.*

This will not necessarily restrict other uses but if other uses are proposed a careful analysis of the potential impact on all aspects of significance to be prepared and presented to the Finance prior to any change or submission to NCA.

The amount of change to buildings and elements of heritage value should be guided by its significance ranking (refer section 5.4). Generally, building elements of high heritage value will be assumed to have corresponding high sensitivity to change.

Policy 2.2 *Community access to the Cameron Offices Wing 3 and the Bridge is encouraged if it is consistent with the lessees use.*

Extent of change to elements of heritage significance

Policy 2.3 *Whilst recognising the usual need for change when introducing new uses, the approach will be to favour changes that involve minimal impact to elements of heritage significance.*

A Statement of Heritage Impact to be prepared for all proposed changes and a referral under the *EPBC Act* may be required.

Preferred change to elements of high heritage significance are changes that enable them to remain substantially intact and continue to be maintained in good condition. Some discrete changes to the heritage fabric may be considered acceptable provided that any changes involve the least possible intervention in the fabric while achieving the desired results.

Changes to elements of Wing 3 and the Bridge that are of moderate heritage significance may involve substantial changes to heritage fabric if it is the sole means for ensuring the building's survival.

Elements of the Wing 3 and the Bridge that are of no heritage significance may be used for any purposes.

Structures above the existing roof levels shall not be permitted. However minor plant outlets may be permitted where they are appropriately screened and not visible from the street.

No use for elements of heritage significance

Policy 2.4 *Where no practical use for elements of heritage significance can be found, they should be conserved. If change is proposed appropriate advice and approvals are required.*

Users of Cameron Offices

Policy 2.5 *Staff regularly using the Cameron Offices Wing 3 and the Bridge should be made aware of its heritage values, particularly those elements of heritage significance.*

The implications of using elements of exceptional, high and moderate heritage value should be integrated into operational documents such as user manuals and the like.

Alterations to elements of heritage significance

Policy 2.6 *Alterations to the elements of exceptional, high and moderate heritage significance in Wing 3 and the Bridge should be planned and executed to minimise negative impacts on their heritage value and setting.*

Alterations to elements of exceptional and high heritage value should only be undertaken when necessary to:

- Upgrade the building to meet current standards. For example, Building Code of Australia, fire safety, occupational health and safety, disability access; or
- Adapt the area for a compatible new use; or
- Ensure the ongoing viability of the buildings; or

- The external fabric becomes structurally unsound.
- Exterior concrete to remain unpainted.
- Professional conservation advice should be sought when such actions are being considered.
- Approval under the *EPBC Act* may be required.
- External signage to be minimized. Any details to be prepared and submitted for approval by Finance as per lease Clause 3.8 together with details, justification and Statement of Heritage Impact.

New buildings and/or additions

Note: These will require all relevant approvals but polices to protect the heritage values are outlined below.

There is no scope or space within the leased area to make additions to the building.

Policy 2.7 ***New building***

New buildings/additions will generally not be permitted but a new building on the adjacent site could be connected to the level 1 walkway which has been cut off.

This connection did form part of the upper-level walkway. Any design will need to be sympathetic to the existing building and will require relevant approvals.

Removal of heritage built fabric

Policy 2.8 *Where built fabric of heritage value is removed from elements of exceptional and high heritage significance as a result of an approved action, this must be preceded by and carried out with, appropriate documentation, monitoring and recording. Refer to Conservation Objective 7: recording and monitoring.*

No external fabric should be removed unless essential for ongoing conservation eg an element is structurally unsound (refer also Policy 2.6).

All removed built fabric must be assessed and protected in accordance with its heritage significance. In accordance with *The Burra Charter* fabric possessing heritage value should be stored on site, as far as possible.

Approvals for demolition are required as per the *EPBC Act*.

Views and setting

Policy 2.9 *The setting of the Cameron Offices Wing 3 and the Bridge* is *to be protected by maintaining the general character of buildings as an urban structure across Cameron Street and along Chandler Street and space equal to at least the former courtyard on the north side.*

The space to the north of Wing 3 and the Bridge is outside the leased area but needs to be controlled by NCA Planning Principles.

Services

Policy 2.10 *Where required, services such as air-conditioning, lighting and information technology installed in areas of exceptional and high heritage significance should be detailed in ways that minimise negative impacts on heritage value.*

Particular attention is drawn to the desire to have no new service components visible, i.e. No large units on the roof and no ducts over the roof or external to the building in any location. Services should only be inserted into the building and register and vent locations carefully considered and positioned. This should be possible although it may involve extra consideration and the advice of a heritage architect.

Approvals are required for any changes as per the *EPBC Act*.

Interiors

Policy 2.11 *Where possible the interior design of Cameron Offices Wing 3 and the Bridge is to reflect the original design intentions and consider the original colour motifs and graphics to the relevant wings.*

Design elements such as exposed ceiling beams, stairs and balustrades are to remain and should be incorporated into any fitout where possible.

Offices in the core are possible. Some offices can be introduced to the wings, especially adjacent cores. Walls can extend to under the structure and infill between structure glazed. It is desirable that a majority of the wing remains open. However this may need review depending on viable uses.

The interior of the office modules was designed to provide uninterrupted open spaces, free of internal columns, and with each module connected to all others by a system of easily accessed walkways. Vertical movement in an east west direction within the wings was through a series of half floor changes and external access so that the need for lifts was minimised.

It is noted that extra lifts have been installed for ease of access and these should remain.

Light colours should be used for the main internal painted surfaces.

John Andrews understood the potential for people to become confused by the complexity of the building layout and movement system over such a large area and to get lost among the buildings. He commissioned Gordon Andrews, described as "probably Australia's most distinguished living designer"[66] to design a signage system for both the internal and external spaces.

Gordon Andrews related the signage system to the landscape architecture of the courtyards, using a pallet of colours from yellow (arid) through blue/green (cool) to deep blues and olives representing cold climates. Buildings were distinguished by key maps using these colours and the colours were used in hanging signs, providing direction and location.

The colours were carried into the interior design of the buildings, picking out architectural elements, and wall and carpet colours. (Gordon) Andrews created graphic panels for doorways and interior spaces such as lifts and toilets, using soft flowing feminine colours to identify spaces specifically for women, and severe diagonal bands and strong masculine colours for specific spaces for men.

A similar approach to internal colours and graphics can be considered for any fitout.

The bridge was originally referred to as the "Dining Room Bridge" because of the hot foods canteen that was located here.

7.5 OBJECTIVE 3 Managing transfer, disposal or demolition of Cameron Offices Wing 3 and the Bridge and elements with heritage values

Management of any potential transfer, disposal or demolition of buildings or elements at the Cameron Offices Wing 3 and the Bridge to minimise impacts on heritage values.

These policies provide for the divestment of part or all of the property.

Disposal processes

Policy 3.1 *The Cameron Offices Wing 3 and the Bridge are listed on the Commonwealth Heritage List with covenants to be met included in any sale to protect its heritage values.*

Changes in ownership needs to address *EPBC Act* requirements.

[66] Terence Measham, Director Powerhouse Museum writing in the foreword to "*a designer's life".*

Actions prior to the transfer of land to another Government agency

Policy 3.2 *Prior to the transfer of all or part of the Cameron Offices Wing 3 and the Bridge to a Commonwealth or Territory agency, a current HMP (this HMP) which provides for the conservation of heritage value should be in place*.

Where circumstances make this impractical, contract documentation should require the preparation/update of a HMP within a reasonable timeframe after the transfer and preferably prior to any application for approval of development.

Demolition and irreversible changes to individual elements

Policy 3.3 *Demolition of all or any substantial portion of the Cameron Offices Wing 3 and the Bridge should only be considered in exceptional circumstances and only after establishing there is no prudent or feasible alternative to the demolition*.

Demolition should only be considered where it can be demonstrated that none of the following options are viable:

- Continued use of the buildings in their present or similar roles;
- Adaptive re-use of the buildings by another public or private sector user;
- Transfer of the buildings to a new owner;
- Use or custodianship of the buildings by a community group;
- Stabilisation and mothballing of the buildings for future use or conservation; and
- Stabilisation of the buildings in a safe condition.

Demolition of elements of exceptional, high and moderate heritage value to be strenuously avoided, particularly where the loss would have a negative impact on the heritage values of the Cameron Offices as a whole.

Some demolition of elements of low or no heritage value may be acceptable, particularly where it would positively benefit the remainder of the Cameron Offices.

Demolition of elements of intrusive heritage value will be acceptable.

Demolition and irreversible changes to any previously unknown natural or Indigenous heritage values should not occur but an unexpected finds protocol should be in place (refer Objective 6).

Demolition to be preceded by extensive consultation in accordance with *Conservation Objective 5: Stakeholder and Public Consultation.*

Recording prior to demolition of any buildings or elements of heritage significance

Policy 3.4 *Prior to commencing demolition of any buildings or elements of exceptional, high and moderate heritage significance recording of these to be carried out in accordance with Conservation Objective 7: recording and monitoring.*

7.6 OBJECTIVE 4 Access and Security

Access to information about the Cameron Offices Wing 3 and the Bridge without compromising the security of the place to be positively encouraged.

This policy provides for the conservation of the heritage values of the Cameron Offices Wing 3 and the Bridge in the context of facilitating access and security requirements.

Access to the Cameron Offices Wing 3 and the Bridge

Policy 4.1 *Due to the nature of the site general public access to the Cameron Offices Wing 3 and the Bridge may be restricted. However general access to be made available as much as possible.*

Security

Policy 4.2 *Security requirements will be guided by operational guidelines and directives of the lessee.*

Access to information about the Cameron Offices

Policy 4.3 *Information about the original development, purpose and operation of the Cameron Offices as a whole should be compiled and delivered using a variety of research and interpretative techniques.*

Refer to Conservation Objective 8: interpretation and promotion of heritage values.

Sensitive information

Policy 4.4 *In regard to potentially sensitive data, the action is to:*

- *Store all potentially sensitive documentation in a secure environment;*
- *Disseminate and manage that data in an ethical manner;*
- *Obtain written consent from relevant parties before recording or disseminating potentially sensitive data, and*
- *Act in accordance with relevant acts, such as the Privacy Act, Freedom of Information requirements and the Commonwealth and Territory Governments' own requirements and security measures.*

7.7 OBJECTIVE 5 Stakeholder and Public Consultation

Consultation on the management of the heritage values at the Cameron Offices Wing 3 and the Bridge shall be undertaken as appropriate, within relevant security constraints.

This policy provides for consultation with community and stakeholders and liaison arrangements.

Consultation Processes

Policy 5.1 *Consultation with Government agencies, professional associations and the community on certain heritage matters should be undertaken when proposals for the future use, changes or revised HMPs are proposed.*

Matters likely to require consultation are works which may have significant impacts on the heritage values of the place, its various elements of historic interest and its setting.

Some works require formal approval of Finance (exterior), NCA, and/or DCCEEW as per lease and *EPBC Act*. Other consultations are mainly for good management.

Government Agencies

Policy 5.2 *Consultation with Government agencies to be carried out in accordance with the processes set out by the Finance and the EPBC Act.*

Inter-agency consultation should be considered for all major projects and works likely to have significant impacts on heritage values at the Cameron Offices Wing 3 and the Bridge.

The Lessee should identify all external consultation and which agency/agencies should be involved and the most appropriate method of initial and ongoing contact.

The key Government agencies for the Cameron Offices Wing 3 and the Bridge are:

- DCCEEW;
- The Finance; and
- NCA.

Consideration should also be given to moral rights (refer Section 6.7).

Community Interest Groups

Policy 5.3 *Public consultations should be undertaken as appropriate for the purposes of informing the community, seeking further information or views on proposals or exploring conservation and management options.*

The key community groups for the Cameron Offices Wing 3 and the Bridge are:

- Australian Institute of Architects;
- National Trust of Australia (ACT);
- ACT Heritage Council;
- Australian Institute of Engineers; and
- Indigenous groups.

Indigenous Participation

Policy 5.4 *Consultation with Indigenous agencies should be in accordance with processes set out in" "Significant impact guidelines 1.2: 2013, Actions on, or impacting upon, Commonwealth land, and actions by Commonwealth agencies"*,[67]

When the consultation of the draft HMP is actioned as per the EPBC act (refer to Policy 5.3) the need for access to the site will be determined and if required, specific details will be provided for this to occur.

Moral Rights

Policy 5.5 *The moral rights holders need to be consulted in relation to any proposed changes to the building.*

Refer to Section 6.7.

7.8 OBJECTIVE 6 Unforeseen discoveries or disturbance of heritage

Management of unforeseen discoveries or disturbance of elements of heritage significance at the Cameron Offices Wing 3 and the Bridge to ensure appropriate precautions are undertaken and that all actions are in accordance with the requirements of the *EPBC Act*.

This policy provides direction for managing unforeseen discoveries or disturbance of heritage fabric. Refer Section 8.4 for management framework and who is responsible for the following processes.

Archaeological assessments prior to works

Policy 6.1 *The assessment of the likely impact on the Indigenous and non-Indigenous archaeological resource of the area within the lease of any change will be undertaken prior to any ground works commencing.*

Management of likely impacts on archaeological interests

Policy 6.2 *An archaeological management strategy to be prepared for any proposals that are likely to have an impact on the Indigenous and non-Indigenous archaeological values of any proposed change within the Cameron Offices Wing 3 and the Bridge lease.*

[67] Australian Government, *Significant impact guidelines 1.2: 2013, Actions on, or impacting upon, Commonwealth land, and actions by Commonwealth agencies*, https://www.environment.gov.au/system/files/resources/a0af2153-29dc-453c8f04-3de35bca5264/files/commonwealth-guidelines_1.pdf Accessed 3 July 2023.

Discovery of previously unknown physical heritage

Policy 6.3 *Any excavation works that may be required within the lease will be carried out with care. Significant findings during excavation will be reported immediately and will not be disturbed. All works should cease until advice is sought from a qualified archaeologist with the appropriate experience regarding the significance of the discovery and the appropriate course of action determined.*

Refer to Conservation Objective 7: recording and monitoring.

Discovery of previously unknown documentary heritage

Policy 6.4 *Should previously unknown heritage documentation emerge at any time, the potential impact of the new information on the natural, Indigenous or historic heritage values and the management of the Cameron Offices Wing 3 and the Bridge should be immediately assessed by an appropriately qualified professional and Finance advised of the outcome.*

7.9 OBJECTIVE 7 Recording and Monitoring

Documentation and storage of all information associated with the heritage values at the Cameron Offices Wing 3 and the Bridge, including the discovery of any previous unknown heritage shall be undertaken. Maintenance of up-to-date information about the condition of buildings and elements of heritage value at the Cameron Offices Wing 3 and the Bridge shall be through regular monitoring and reporting.

This policy provides for the recording of change at the Cameron Offices Wing 3 and the Bridge and the monitoring of and reporting on the condition of Heritage values. This includes provision for the maintenance of the CHL.

The Finance need to be informed and the responsibility is as per the management framework in Section 8.4.

Recording processes

Policy 7.1 *Archival recording of buildings and elements of heritage value at the Cameron Offices Wing 3 and the Bridge that are proposed to change, have been damaged or will be removed, relocated or demolished should be undertaken in accordance with the standards set in the Burra Charter and the specific guidelines prepared by the NSW Heritage Office: How to Prepare Archival Records of Heritage Items[68]; and Photographic Recording of Heritage Items Using Film or Digital Capture[69].*

Should this have not been carried out in the past, then an archival record should be assembled, analysed and collated into a comprehensive record.

This record should include a historical, descriptive and photographic component and any relevant drawings.

Record of Works

Policy 7.2 *All information relating to works on buildings and elements of heritage value at the Cameron Offices Wing 3 and the Bridge should be held by the Lessee, recorded into a suitable central database and made available to Finance on request.*

Storage of records

Policy 7.3 *Reports and records of major changes, demolition or disposal should be appropriately catalogued and stored in a form that is easily accessible to staff associated with the management of the Cameron Offices Wing 3 and the Bridge and cross referenced to all other information about the Cameron Offices Wing 3 and the Bridge. In the case of multiple copies of historical records copies should*

[68] https://www.heritage.nsw.gov.au/assets/Uploads/a-z-publications/g-i/How-to-Prepare-Archival-Records-of-Heritage-Items.pdf
[69] https://www.heritage.nsw.gov.au/assets/Uploads/a-z-publications/p-r/PHOTOGRAPHIC-RECORDING-OF-HERITAGE-ITEMS-USING-FILM-OR-DIGITAL-CAPTURE.pdf

be stored in separate secure and accessible locations (eg Finance and/or National Archives of Australia).

Responsibility for this is as per the management frameworks in Section 8.4.

Monitoring the state of the Heritage Values

Policy 7.4 *Monitoring of all buildings and elements of heritage value in Cameron Offices Wing 3 and the Bridge should be managed by the regular review and update of management tools.*

These may include:

- HMPs;
- Capital works plans;
- Asset management plans;
- Cyclic maintenance plans or schedules;
- Building management plans;
- Development control plans;
- Fire management plans; and
- Occupational health and safety plans.

7.10 OBJECTIVE 8 Interpretation and promotion of heritage values

Increased public awareness and interpretation of the heritage values of the Cameron Offices Wing 3 and the Bridge shall be undertaken.

These policies provide the interpretation and promotion of the heritage values of the Cameron Offices Wing 3 and the Bridge.

Interpretation processes

Policy 8.1 *The processes undertaken to develop and implement interpretation and promotion of the heritage values at the Cameron Offices Wing 3 and the Bridge to be in accordance with the overall objectives of this HMP. Processes will involve relevant stakeholder interest groups and community groups as necessary to present a balanced and inclusive history.*

An interpretation strategy should be completed and implemented (see Policy 8.5 below).

The Burra Charter Practice Note Interpretation[70] provides a guideline for best practice in interpreting the heritage significance of a place and Australia ICOMOS Practice Note on Interpretation provides detailed guidelines.

Some limited opportunities for enhancing and embracing the identified heritage significance of the Cameron Offices are available including:

- Interpretation of the story of the significance of the place including the architecture and the part it plays in the development of Canberra through the provision of external publicly accessible signage explaining the connections of the other parts of Cameron Offices, Belconnen Town Centre and to the plans for Canberra from 1912 to recent times.
- Personal stories of the history of the place as told by those who were there (oral history).

Promotion

Policy 8.2 *Interpretation of the heritage values of the Cameron Offices Wing 3 and the Bridge should be promoted within the NCA, the Commonwealth Public Service, tenants of the Cameron Offices, the local community and to those who may have interests in heritage generally.*

[70] https://australia.icomos.org/wp-content/uploads/Practice-Note_Interpretation.pdf

This can include interpretation signs as part of any signage in the area, ACT Canberra Tracks or similar signage.

Interpretation works best when the location of a particular story is pertinent to it. In the case of the Cameron Offices Wing 3 and the Bridge there are opportunities to connect people with the history of the buildings through illustrating stories, near inside or beside the building itself. Historic photos and audio/video oral history will work particularly well in those locations.

All designs and external locations are to be approved by NCA.

Access to other information on the Cameron Offices Wing 3 and Bridge are to be made as easy as possible with clear details of where it can be found.

Associations and meanings

Policy 8.3 *Interpretation of the Cameron Offices Wing 3 and the Bridge should make connections between the Cameron Offices' history and the history of local, Territory and national arenas. It should communicate the meanings of heritage values to all areas of lease owners, the tenants of the Cameron Offices Wing 3 and the Bridge and the broader community including passers-by and visitors including the general public.*

Quality

Policy 8.4 *Interpretation of the Cameron Offices Wing 3 and the Bridge to include high standards in research, communication skills and design for presentation of the information.*

Interpretation strategy

Policy 8.5 *Complete an Interpretation Strategy for the Cameron Offices Wing 3 and the Bridge which examines opportunities for accommodating existing and future interest in the Cameron Offices Wing 3 and the Bridge, its activities and the people who contributed to its history whilst protecting both the significant fabric of the site and any ongoing operational requirements. The strategy should clearly identify the target audience and plan ways to communicate to the target audience.*

This should be implemented within one year of the endorsement of the HMP.

7.11 OBJECTIVE 9 Management responsibilities

Adequate management arrangements shall be established to define responsibilities for the ongoing conservation and management of the Cameron Offices Wing 3 and the Bridge**.**

This policy establishes a framework of organisations involved with the building and procedures to follow to ensure the significance is retained and obligations met and implemented. Refer also Section 8.

Consistency needs to be maintained between the HMP's for Wings 4 and 5 and the Link and Wing 3 and the Bridge. This is best managed by Finance and DCCEEW and concurrent updates of the HMPs.

Policy 9.1 *The HMP is implemented and then reviewed and updated as necessary every 5 years as required by the EPBC Act.*

Review process is to be as per *EPBC Act*.

Policy 9.2 *The Lessee be responsible to ensure current copies of the HMP are available to all key people associated with the Cameron Offices Wing 3 and the Bridge.*

Policy 9.3 *The Lessee manage the recording, monitoring and reporting requirements for the future works and use of the Cameron Offices Wing 3 and the Bridge.*

Policy 9.4 *The Lessee manage the interpretation strategy and implementation.*

Policy 9.5 *A clear management structure be established with roles and responsibly for all organisation involved to ensure the ongoing conservation of the Cameron Offices Wing 3 and the Bridge.*

. The Lessee to ensure the place is managed so the heritage values are conserved and the lessee follows due process at all times.

The Lessee and tenant management frameworks are details in Section 8.4.

Policy 9.6 *The owner/Lessee to train and manage resources associated with the operation of the building so they understand the significance of the building and the responsibilities under the EPBC Act.*

Refer Management Frameworks in Section 8.4.

8.0 MANAGEMENT/IMPLEMENTATION

8.1 Objectives

The Cameron Offices Wing 3 and the Bridge is a significant element of our cultural heritage and retains a high degree of integrity from its original construction despite the changes. The objective for the future building and site management is to manage the building, site and Bridge in a manner that conserves the original elements of the building and site and thereby the building and site's significance.

8.2 Risk Assessment

This section identifies and rates the risks to the heritage values of the site, including analysis of current and future risks to heritage values, as well as risks associated with retaining site elements of heritage value (including safety risks). The risks are categorised and recommendations provided as to how the risks can be practically addressed including reference to the appropriate Heritage Management Policy and associated guidelines.

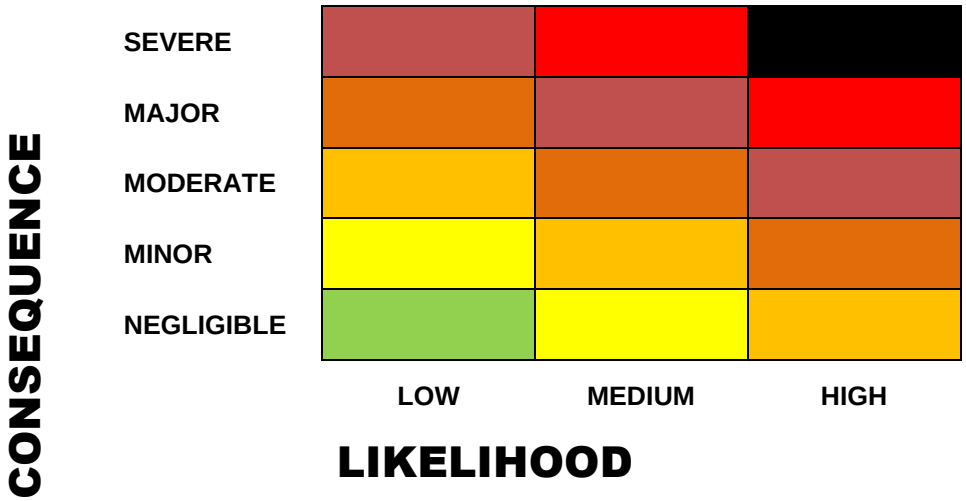
Potential risks to the heritage values of Wing 3 and the Bridge are identified and addressed below with practical management recommendations, to ensure that the important heritage values are preserved and enhanced.

In regard to the heritage values of the Cameron Offices Wing 3 and the Bridge, the following risk ratings have been adopted:

> *Note: The purpose of this risk assessment is to identify policy and guideline requirements for the effective management of the site's heritage values, and does not conform to an Australian standard for risk assessments. Therefore, the risk ratings should only be interpreted as relative indicators of priority, rather than indicative of specific consequences generally associated with an Australian standard risk assessment framework.*

Assessment of Risks to Heritage Values

Consequence of various actions not being carried out is ….					
Rating	**Severe**	**Major**	**Moderate**	**Minor**	**Negligible**
Impact on Heritage Values	Irreversible and extensive damage is caused to the heritage values of the asset	Significant damage is caused to the heritage values of the asset	Moderate damage to the heritage values of the asset which is repairable	Minor damage to the heritage values of the asset that is immediately contained on-site	Negligible damage to the heritage values with no permanent effect on the asset



Risk Rating:

	None	No action required
	Low	No immediate action but monitor likelihood
	Low-Medium	Some management may be required
	Medium	Some management may be required
	Medium-High	Management required to reduce likelihood or severity
	High	Immediate management action required.
	Extreme	Urgent management action must be taken.

Risk Category	Risk Description	Unmitigated impact on heritage values	Likelihood	Consequence	Risk Rating	Mitigation Management	Policies and guidelines
Changes in Ownership or Leasing Arrangements	Disposal by sale or transfer to ACT Government or to private owners or lease out.	Loss of connection to provision of Cameron Offices service to Commonwealth Government employees. Heritage controls may diminish due to non-government ownership and loss of CHL/EPBC Act protection. Impact on heritage significance if controls are not in place. A lease may involve change which could diminish heritage controls.	HIGH (change of lease arrangement) LOW (change of ownership) MEDIUM (overall)	MODERATE	**MEDIUM**	Ensure that heritage management is continued through any ownership or lease change either through a management agreement or through continuing oversight.	Refer to policies section of this HMP, specifically Policies 3.1 and 3.2.
Future Use & Development Controls	Potential for loss or diminution of Heritage values and control of development.	Loss of connection of original use and story to original fabric. Impact on heritage significance if controls are not in place.	HIGH	SEVERE	**HIGH**	Any future use or development of the place should conform to policies of this HMP.	Refer to policies section of this HMP, specifically Policies 2.1 – 2.11.
Interpretation	Inadequate Interpretation provided.	Inadequate interpretation may lead to loss of understanding and lack of action and support for retention of heritage asset values	Medium	MODERATE	**MEDIUM**	Provide interpretation devices adequately researched and realised in an engaging manner.	Refer to policies section of this HMP, specifically Policies 8.1 – 8.5.
Management Framework	Inadequate control over site actions.	Loss of heritage value through preventable events and lack of maintenance and oversight of heritage assets	HIGH	MAJOR	**HIGH**	Ensure that property managers are familiar with and comply with this HMP and communicate this to the site management.	Refer to policies section of this HMP, specifically Policies 1.1 – 1.10 and 9.1 – 9.6.
Legislative Compliance	Compliance pressure may tend to override retention of heritage values.	Heritage values may become secondary and easily diminished in light of compulsion to comply with BCA, DDA or OH&S requirements	HIGH	MAJOR	**HIGH**	Ensure site managers are familiar with and comply with this HMP and consult with their property managers in relation to *all* changes contemplated to the place.	Refer to policies section of this HMP, specifically Policies 2.1 – 2 .11.
Consultation	Inadequate consultation and therefore lack of knowledge base gained	Lack of knowledge base may lead to loss of support for or management of the retention of all of the heritage values of the place including contributory elements	Medium	MODERATE	**HIGH**	Consult early and often during any revision of this HMP.	Refer to policies section of this HMP, specifically Policies 5.1 – 5.4.
Changes to fabric	Changes may diminish contributory elements directly affecting overall heritage value.	Changes to contributory elements and compromising of the whole of the built fabric or the site or the setting of the place and may diminish or lead to the loss of all or some of the irreplaceable heritage values.	HIGH	SEVERE	**EXTREME**	All changes to fabric (however minor) should be referred through the property's managers to an external heritage consultant for advice where an eventuality not covered in an up to date HMP.	Refer to policies section of this HMP, specifically section 6.2 of this HMP 'Management of Contributory Elements' and Policies 2.1 – 2.11.
Risks posed by heritage fabric	Safety of maintenance workers and public.	Safety and compliance requirements may be allowed to override heritage value considerations resulting in diminution of the heritage values of the place.	HIGH	MAJOR	**HIGH**	Ensure site managers are familiar with and comply with this HMP and that any changes required to comply with other legislation is balanced with heritage considerations.	Refer to policies section of this HMP, specifically Policies 1.3 – 1.5, 2.1 – 2 .11 and 9.5.
Maintenance of heritage values	Loss of heritage values.	Lack of maintenance will eventually lead to loss of heritage values through degradation of fabric or through minor compromising changes being allowed to diminish the integrity of the contributing element.	HIGH	MAJOR	**HIGH**	Ensure site managers are familiar with and comply with this HMP.	Refer to policies section of this HMP, specifically Policies 1.1 – 1.10, and 9.1 – 9.6.
Consistency of application across entire Cameron Office complex	Inconsistent approach to the 2 leases (Wings 4 and 5 and the Link and Wing 3 and the Bridge).	Loss of heritage value of the entire complex.	MEDIUM	MODERATE	MEDIUM	Finance and DCCEEW to ensure consistency of lease and HMPs for both Wings 4 and 5 and the Link and Wing 3 and the Bridge. Updates to occur concurrently	Refer Sections 6.17 and 7.11.

8.3 Dos and Don'ts

This advice has been prepared for the use of tradespeople, maintenance supervisors, lessees, licensees etc management of and implementation of maintenance and ongoing building management. It is divided into key sections including general, setting, building exteriors and building interiors.

8.3.1 General

DON'T	WHY	DO
Don't let tradespeople work on site without being aware of the significance of the building.	Unnecessary damage may occur which could have an impact on heritage value.	**Do** ensure all tradespeople on the site are aware that they are entering a heritage site and need to respect and conserve the building in accordance with the HMP. Maintenance can occur as required; changes need to consider the HMP policies.
Don't undertake work without appropriate heritage advice from the HMP or an experienced heritage practitioner.	Unnecessary damage may occur which could have an impact on heritage value.	**Do** ensure the building is managed and all work is undertaken in accordance with the HMP. Where the HMP does not provide adequate advice seek advice from an experienced heritage practitioner or Finance in the first instance.
Don't let ill-informed people manage the building.	Unnecessary damage may occur which could have an impact on heritage value.	**Do** keep copies of the HMP with key parties such as the Finance, the owners and tenants.
Don't ignore maintenance.	Unnecessary damage may occur which could have an impact on heritage value.	**Do** undertake regular inspections and maintenance in accordance with the maintenance plans. Refer Policies 1.3, 1.4 and Section 8.
Don't damage or remove significant heritage fabric.	The physical fabric of the Cameron Offices site is important in itself.	**Do** have an understanding of the significant fabric prior to undertaking any work.
Don't make unnecessary alterations.	This may result in irreversible changes or loss of significant fabric.	**Do** repair only as much of the heritage fabric as is necessary (eg damaged sections) rather than total replacement. Carefully piece in new work respecting the original fabric and undertake work in a logical order.
Don't allow works to be undertaken without maintaining a record.	Original and early building elements tell us about past construction techniques and styles and are an irreplaceable resource and each change contributes to the story of the building.	**Do** keep carefully maintained records of the work undertaken. These should be retained by the building owner for future reference.
Don't introduce in-appropriate materials to the building.	The introduction of a modern material into heritage fabric may be incompatible and cause unanticipated long-term damage.	**Do** repair heritage materials with the same or similar materials – 'like with like'. If the same material is no longer available, seek the most compatible option.
Don't remove heritage building elements from site	Heritage building elements can be damaged in transit, lost or stolen.	**Do** ensure there is a process in place to ensure the physical care

DON'T	WHY	DO
unless absolutely necessary.		and security of the element if removal is required.
Don't attempt to repair or conceal every knock or dent in heritage fabric inside and outside.	Evidence of the use of a heritage building can be an important part of its history and contributes to it 'patina' or quality of age.	**Do** repair as little as necessary and retain as much as possible.
Don't replace existing profiles of mouldings, cappings, downpipes or gutters with modern profiles.	The significance of heritage buildings is linked to their original details.	**Do** replace significant details with matching or similar profiles.
Don't ignore building faults.	It is better to fix a problem before it worsens.	**Do** be vigilant and report leaks through walls, windows or roofs, signs of termites, rot, borer or any other signs of decay of heritage building fabric to the Property Manager, Cameron Offices.

8.3.2 Setting

DON'T	WHY	DO
Don't excavate more than 200mm unless you are certain you are following the line of an existing underground service.	The archaeological resource is an important archive for understanding Australian history.	Temporarily stop work if you uncover any archaeological relics such as old footings, drainage lines or artefacts. Notify the Cameron Offices Property Manager.
Don't let plants and vegetation physically impact on the building.	Plants, while aesthetically valuable can cause damage to heritage building fabric through their root growth disrupting foundations and branches physically impacting on walls and roofs.	Consider the impact of the growth and physical impact of existing plants on building fabric and the potential for damage by the growth of new plants. Manage all landscape elements.
Don't allow garden beds, surrounding paved or grassed areas to build up around the foundations and cover sub floor access.	Soils/plants against subfloor access reduces air flow and can encourage dampness and subsequent timber rot in these areas.	Maintain garden beds.
Don't position lawn and garden irrigation in close proximity to building foundations.	Over watering can cause foundations to settle or for the minerals in the water to corrode or rot building fabric.	Position irrigation systems far enough away from the building that water won't accumulate around building footings.

8.3.3 Building Exteriors

DON'T	WHY	DO
Don't seal or block up roof ventilation openings.	Ventilation is important to maintaining airflow through ceilings and reduces the risk of dampness, rot and termite activity.	Ensure ventilation openings remain open.

DON'T	WHY	DO
Don't allow downpipes or overflows from plant and equipment to fall on the ground around a building or structure.	Dampness is a major contributor to the deterioration of heritage building fabric.	Do unobtrusively connect to the nearest underground stormwater reticulation system.
Don't run services or fix new fixtures or equipment on external wall and roof areas.	Fixings may damage heritage building fabric and the installation of new equipment may impact aesthetic values.	Carefully consider the visual impact of the work you are proposing and conceal services in wall cavities or in ducting and position new elements in the least obtrusive locations or locate equipment independently of the building or structure.
Don't paint concrete.	Affects heritage values.	Clean concrete as may be necessary.
Don't replace metal roofs with materials requiring a steeper pitch or new details.	Changes details of flashings	Replace metal roofs with 'like with like' or with material that can have a flatter pitch.
Don't use chemicals or highly destructive cleaning methods to clean the building.	Some cleaning methods can cause damage to a building or feature.	Test a small area prior to cleaning the entire surface and use neutral pH cleaners and appropriate pressure water washing.
Don't wait a long time before removing graffiti.	The earlier you attempt to clean it, the easier it will come off.	Work on a test section and begin cleaning with detergent and warm water as soon as possible after the graffiti appears. If unsuccessful, poulticing may be necessary.
Signage to be controlled and not installed without prior approval.	This results in damage to and/or loss of important heritage fabric and detracts from the aesthetic significance of the place.	Where possible, use freestanding signs or signage which will not involve fixings that penetrate significant fabric. Seek approval for all signage.

8.3.4 Interiors

DON'T	WHY	DO
Don't remove evidence of original planning, construction systems, door and window furniture or services.	Evidence of past building layout and technologies can tell us how a place was used.	As is possible, leave the evidence where it is and work around it.
Don't run services or fix new fixtures or equipment on internal wall and ceiling areas unless consistent with original design intent.	Fixings may damage heritage building fabric and the installation of new equipment may impact on aesthetic values.	Carefully consider the visual impact of the work you are proposing and conceal services in wall cavities or in ducting and position new elements in the least obtrusive locations. If in doubt seek advice.
Don't allow condensation from air conditioners or other services to accumulate	An accumulation of condensation may rot significant fabric and result in loss of heritage value.	Advise the building manager who will organise for the source of the problem to be identified and repaired.

DON'T	WHY	DO
Don't make new openings on heritage fabric for services.	This results in loss of significant fabric which is unable to be recovered.	Where possible, use existing, voids, conduits and ducts for the installation of new services.
Don't install visually obtrusive services in prominent locations, or mask significant features.	This detracts from the aesthetic qualities of the place.	Select less visible areas such as sub floor areas and storerooms, and less prominent elevations for the installation of new services.
Don't paint surfaces in inappropriate colour schemes.	Decorative paint schemes and other finishes reflect cultural influences and individual spirit and are an important aspect of our cultural heritage. On many older buildings there are valuable decorative colour schemes or other treatments and finishes of historic interest that remain hidden beneath layers of paintwork.	Repaint in original colour schemes or seek advice where required.

8.4 Management framework

This section provides information to facilitate the day-to-day management of the site's heritage significance and implementation of all policies:

i. Roles and responsibilities of the relevant parties:

SITE OWNER
The site owner is currently the Commonwealth Government (managed by Finance) but the Lessee is The Church of Scientology Australia. Finance is responsible for:

- Ensuring Lessee compliance with the Crown lease;
- Registering the HMP once approval has been received from the Minister; and
- Maintaining consistency between the HMPs and management across both sections of the Cameron Offices complex (Wings 4 and 5 and Link and Wing 3 and Bridge) in association with DCCEEW and concurrent updates of the HMPs

LESSEE
The Lessee is The Church of Scientology Australia and is responsible for the following. Some of these may be contracted to other parties as outlined below:

- Arranging the endorsement of this HMP;
- Advising DCCEEW to update the Australian Heritage Database and the listing as appropriate;
- Ensure responsibilities under the *EPBC Act* are met, including approvals for adaptation and leasing;
- Manage the lease for the site in accordance with the HMP;
- Maintaining a clear management structure to ensure works occur in a correct way, conservation objectives are met and policies are applied;
- Ensure lessee and staff associated with the building are trained and understand obligations to conserve the building and *EPBC Act* requirements;
- Processes to ensure urgent work and essential maintenance occurs;
- Plan for building use and major maintenance;
- Preparation and updating an Asset Management Plan as may be required.

- Co-ordinate consultations when required;
- Manage interpretation for the site;
- Implementation of duties and tasks as per the lease agreement with the Finance, including the implementation of this HMP; and
- Regular monitoring inspections and arranging for maintenance as required including:
  - annual inspection;
  - recording of works; and
  - reporting condition of items with heritage values.

The Church of Scientology Australia have put in place:

a) the management of the building to be by the Church of Scientology Australia; and

b) the management of the site landscape is currently by Colliers International as Budling Manager and landscape by Instyle. In future both aspects will be managed by the Church of Scientology Australia.

Refer details in Section 8.6

SITE OCCUPIER/TENANT/AGENCY

The site is currently unoccupied.

Once a tenant is determined, appropriate responsibilities need to be clearly defined.

For all of the above parties the following framework elements set out the parameters within which to operate and manage the site to best retain and preserve the heritage values identified in this HMP.

i. Internal works approval process:
   - Regular inspections and maintenance to occur at least annually.
   - Any work beyond maintenance to be referred to Finance (exterior)/NCA for approval as required by lease.
   - Any works on contributory elements may need approval from Finance (exterior)/NCA/DCCEEW (refer lease).
   - Refer also Conservation Objectives 1, 2 and 9.

ii. Legislative approval requirements
   - External works require Finance and NCA Works Approval.
   - All work is to be consistent with *EPBC Act* and may require a self-assessment, Heritage Impact Statement or referral.

iii. Stakeholder consultation requirements

None is formalized except in the endorsement of HMPs which requires consultation as per the *EPBC Act*.

Consultation should be as per Conservation Objective 5.

8.6 Maintenance of Heritage Significance

8.6.1 Maintenance Plans

This section presents prioritised implementation plans comprising specific work tasks to manage the heritage values of the site and any individually significant features. These are prioritised according to the risk framework and divided into:

- Catch up maintenance;
- Cyclical preventative maintenance inspection schedule; and
- Planned works.

Generally maintenance can proceed without further advice to Finance or DCCEEW.

a. Catch Up Maintenance

There has been no catch-up maintenance since the building was vacated. Any work required will be undertaken with the proposed refurbishment of the building.

b. Cyclical Preventative Maintenance

Maintenance of the building should ideally be tackled by routines of six monthly, annual and five-yearly inspections, followed by brief reports. Examination of the building and its setting should be carried out systematically by the Building Manager at six monthly intervals, followed by annual and five-yearly inspections by the Building Manager and heritage practitioner.

Examination of the fabric of the building and its surrounds should be conducted systematically by circulating around the site and building externally and internally. Examiners should use their senses to observe and note building and surrounding environment condition and defects.

The following table provides a list of maintenance tasks to be included in inspections with frequencies and responsibilities for each. Although some items are not existing (eg toilets) details are included for completeness for future use.

CYCLICAL PREVENTATIVE MAINTENANCE: BUILDING

Timeframe	Maintenance Task	Responsibility
Daily/as needed	General housekeeping including sweeping and polishing floors, dusting and general cleaning of surfaces.	Building tenants
6 monthly	Check heating and cooling system and controls.	Building tenants (when appointed)/refrigeration mechanic
6 monthly	Check toilets for dripping taps and running cisterns.	Building tenants (when appointed)/plumber
6 monthly	Check rainwater goods and gulley traps to ensure they are free of leaves and other debris	Building Manager/Builder
6 monthly	Check all logbooks and report any unattended maintenance activities.	Building Manager (when tenant appointed)
Annually	Check the condition of paving and garden edges and shrubs.	Building Manager
Annually	Check condition of all directional and any interpretive signage.	Building Manager
Annually	Check all landscape irrigation systems in landscape for effective operation.	Building Manager
Annually	Check and clear storm water pits and drains.	Building Manager, Plumber
Annually	Check and clear sewer pit and grease traps.	Building Manager
Annually	Inspect roofs (outside and inside), gutters, rainwater disposal outlets and gulley traps	Building Manager, roofing specialist
Annually	Check ceiling spaces for dust, dirt, bird's nests and vermin activity.	Building Manager, pest exterminator
Annually	Check glazing. Clean windows and painted surrounds.	Building Manager, glazier
Annually	Check opening and closing of all doors and windows and ease and lubricate as required.	Building Manager
Annually	Clean light fittings and change bulbs or fluorescent tubes.	Building tenants, Building Manager, electrician
Annually	Arrange the inspection and servicing of all air conditioning and other mechanical services systems.	Building Manager, refrigeration mechanic or

Timeframe	Maintenance Task	Responsibility
		building tenant (when appointed)
Annually	Arrange the inspection and checking of firefighting equipment for operation and currency.	Building Manager
Annually	Arrange the inspection and checking of all electrical services for operation and currency.	Building Manager
Annually	Check all plumbing lines and drainage of all sinks, basins, showers, urinals and WCs.	Building Manager, plumber
Annually	Initiate fire evacuation drill	Building Manager/tenant
Annually	Examine internal and external decoration and initiate any cleaning or redecoration deemed necessary	Building Manager
Five Yearly	Update HMP	Amalgamated Property Group

CYCLICAL PREVENTATIVE MAINTENANCE: GROUNDS

There is little landscaping within the lease boundary and most of it is paving. Maintenance work is covered under the building work above.

8.7 Implementation

The following sets out the implementation and monitoring responsibilities of the policies.

Objective 1	Lessee to ensure correct procedures are undertaken at all times and ensure the tenant maintains the building. Records to be retained of actions taken and validated at least every two years.
Objective 2	Lessee to action as and when change may be proposed.
Objective 3	Lessee to action as and when intending to transfer, dispose or demolish.
Objective 4	Lessee to implement in any sub-lease to tenant and tenant to action on an ongoing basis. Validate at least every two years.
Objective 5	Lessee to ensure this occurs when HMP reviews are required.
Objective 6	Lessee to ensure implementation when major works occur and tenant to action during general operation and use of the building. Validate at least every two years.
Objective 7	Lessee and tenant responsible when any work occurs.
Objective 8	Lessee to implement concurrent with HMP reviews as per *EPBC Act*.
Objective 9	Responsibilities of lessee and tenant are defined noting roles and responsibilities under Section 8.4.

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ATTACHMENT 2 COMMONWEALTH HERITAGE LIST CITATION

Place Details

Send Feedback

Cameron Offices (Wings 3, 4 and 5, and Bridge), Chandler St, Belconnen, ACT, Australia

Photographs







List	Commonwealth Heritage List
Class	Historic
Legal Status	Listed place (22/08/2005)
Place ID	105410
Place File No	8/01/000/0501

Summary Statement of Significance

The Cameron Offices complex, constructed between 1970 and 1977, was a bold, uncommon example in Australia of a major office building project designed in the Late Twentieth Century Brutalist Style and was Australia's largest office complex development at the time of its construction. As the first building constructed in the new town centre of Belconnen, it was designed to provide a town focus. Cameron Offices Wings 3, 4, 5 and the Bridge with a low-rise rectangular form and intervening courtyard demonstrates the integration of large office complexes, with housing and commercial complexes as a homogenous design with an emphasis on providing a pleasing office environment.

Cameron Offices was one of the first examples of an office complex designed to give architectural expression to the natural landform ridge, enhancing the then urban skyline of Belconnen with terraced effect of architectural forms. The complex structural system was an integrated solution to providing sun shading and creating column free internal spaces. Wings 3, 4, 5 and the Bridge, where the floors are supported by columns to the north and are hung from 'Gallows' beams to the south, is regarded as technically innovative. The extensive use of post-tensioned onsite precast concrete for much of the structure was a relatively new and innovative building system, utilised in many other later office buildings. The use of post-tensioned precast concrete' T' floor beams which occurred in the late 1960s to mid 1970s is now rare in Australia. Wings 3, 4, 5 and the bridge demonstrate the incorporation of a pedestrian street concept with a horizontal walkup form, the integration of structure, landscape and services into a unified whole, off-form concrete construction and a passive recreational environment for office workers. The innovative design philosophy established for office buildings influenced Canberra's planners.

The stepped profile of cubes and voids of Wings 3, 4, 5 and the Bridge is a landmark and streetscape feature of the Belconnen urban landscape. Cameron Offices Wings 3, 4, 5 and the Bridge is important as a type and style representative example being a pedestrian linked flexible office complex expressed as a free form complex in the Late Twentieth-Century Brutalist style.

Cameron Offices Wings 3, 4, 5 and the Bridge are significant for their association with the internationally recognised Australian architect, John Andrews AO. The Cameron Offices complex was his first and largest project in Australia. John Hamilton Andrews AM was awarded the prestigious Gold Medal from the Royal Australian Institute of Architects in 1980 for his contribution to architecture. He is recognised as one of Australia’s leading architects of the modern movement. Wings 3, 4, 5 and the Bridge also has a strong association with the structural engineer Peter Owen Miller of Miller Milston and Ferris. It is a landmark feature of their productive careers as Australian designers.

Official Values

Criterion B Rarity

Wings 3, 4, 5 and the Bridge demonstrate a building technology no longer practiced. Wings 3, 4, 5 and the Bridge represent an uncommon example of a pedestrian linked flexible office complex expressed as a free form structure in the Late Twentieth-Century Brutalist style. It reflects and emphasises its sloping site and provides evidence of the pedestrian link.

Wings 3, 4, 5 and the Bridge is a rare example of an office building planned system on a stepped horizontal communication system rather than the more common vertical communication system of high rise offices.

Wings 3, 4, 5 and the Bridge are rare as the remaining elements of an outstanding Australian example of the works of the internationally acclaimed architect, John Andrews AO.

The Commonwealth Heritage value is expressed in the structures and associated spaces of Wings 3, 4, 5, the Bridge and streetscape setting.

Criterion D Characteristic values

Cameron Offices Wings 3, 4, 5 and the Bridge is a representative example in Australia of elements of a major office building project designed in the Late Twentieth Century Brutalist Style. These features are demonstrated by the cubiform rectangular building form, the expressed structural frame, large sheets of north facing glass, the ribbon windows and plain smooth walls, strong shapes, boldly composed, expressed reinforced concrete and large areas of off-form concrete, the reinforced concrete balustrades and precast concrete non load bearing walls. The building design recognises energy efficient principles having the wings oriented east-west to take advantage of northern sun, not achievable in high rise offices.

The low-rise rectangular form of the Wings with an intervening courtyard demonstrate a style of office accommodation that integrates office complexes, housing and commercial complexes and landscaped gardens. The stylistic value is strong and the public visibility of the building is high.

The Commonwealth Heritage value is expressed in Wings 3, 4, 5 and the Bridge and all the features noted above.

Criterion F Technical achievement

Cameron Offices Wings 3, 4, 5 and the Bridge display ingenuity and innovative use of material and orientation as a representative example of Australia's first and possibly only true example of architectural design where buildings are integral and contributing elements of an overall urban order rather than separate and individual elements. Although the town plan of Belconnen was later altered during construction of the complex, Wings 3, 4 and 5 still exhibit this design.

Cameron Offices was regarded as the first example of an office building in Australia where the designer has given an architectural expression to the nature of the topography, enhancing the then urban skyline of Belconnen, emphasising the views from the ridge, and stepping each wing down the slope to create a terracing effect. Wings 3, 4 and 5 represent this stepped effect.

Wings 3, 4, 5 and the Bridge provide efficient and economical use of materials, create column free office spaces with clear spans of 17 metres, with summer sun shading to the north facing offices in a pleasing rhythmical architectural expression. This complex yet logical structural system is created by using 17 metre long precast T beams, individual staggered hanging columns, and large gallows beams supported by large full height columns.

The extensive use of post-tensioned onsite precast concrete for much of the structure was a relatively new and innovative building system, utilised in many later office buildings. The use of post-tensioned precast concrete ' T' floor beams which occurred in the late 1960s to mid 1970s is now rare in Australia.

Other innovative design features are the pedestrian street concept with a horizontal walkup form and the integration of structure, landscape and services into a unified whole, concepts that established a design philosophy for office buildings which influenced later Canberra's planners. Wings 3, 4, 5 and the Bridge contribute to the streetscapes and central Belconnen townscape with its stepped arrangement of rectangular forms and voids along Chandler Street and Cameron Avenue. Wings 3, 4 and 5 express strong sculptural massing which contributes to the skyline, a feature for which Cameron Offices was noted.

The Commonwealth Heritage value is expressed in the off-form concrete structural structures, including the office spaces, court yard, bridge and pedestrian walks and their fabric and finishes.

Criterion H Significant people

Cameron Offices Wings 3, 4 and 5 are associated with the productive career of its designers, the architect John Andrews and the structural engineer Peter Miller, both of whom are highly regarded nationally and internationally. John Hamilton Andrews AO, was awarded the prestigious Gold Medal from the Royal Australian Institute of Architects in 1980 for his contribution to architecture and is recognised as one of Australia's leading architects of the modern movement.

The intangible Commonwealth Heritage value is expressed in the design and intellectual creativity of the structures and spaces of Wings 3, 4, 5 and the Bridge.

Description

Cameron Offices Wings 3, 4, 5 and the Bridge is located within the Belconnen Town Centre and bounded by Benjamin Way to the west, and Chandler Street to the east. Wings 3 and 4 are connected by a bridge over Cameron Avenue. The Wings present a strong horizontal form through their low rise and the expression of the floor levels on the exterior. All external concrete has been left in an off-form grey colour.

Layout

Cameron Offices when constructed comprised 9 parallel office wings running east- west. Wings 4, and 5 are linked at the eastern end by a north south pedestrian spine known as the 'mall' building. Each mall contain 3 levels of offices, toilets and kitchens with walkways, lifts and stairs. To the west of each mall is the main office areas, comprising three levels of offices over a basement. The offices are divided into two modules, B and C, with floor levels in module C offset by half a storey from module B.

The mall provides the principal communication routes, connecting offices vertically and horizontally, north south and east west. The wings follow the slope of the land along Cameron Avenue. Wing 3 is to the north of Cameron Avenue and wings 4-5 to the south. A bridge across Cameron Avenue links malls 3 and 4.

A landscaped courtyard separates the office wings. The basic layout was retained and still exists, but the plant species were changed in the mid 80s. The watercourse has also been realigned and is not used. The roof top gardens of tennis courts and planted terraces have been sheeted over with metal roofing.

Structure

The complex is constructed in in-situ concrete and precast (mostly post-tensioned) concrete. The extensive use of post-tensioned precast concrete for much of the structure was a relatively new and innovative building system which was further utilised in many other later office buildings. The use of post-tensioned precast concrete 'T' floor beams which occurred in the late 1960s to mid 1970s is now rare in Australia. The glazing is generally supported at the top and bottom by concealed frames cast into the concrete.

The structural system chosen for the office wings was complex yet logical in that it was to provide efficient and economical use of materials, column free office spaces with clear spans of 17m in the north-south shortest direction, sun shading to the north facing office wings and a pleasing regular architectural rhythm to the overall complex. The 17m long precast concrete 'T' beams, which form the floors and roofs, overhang to the north and are picked up by edge beams which are in turn supported by individual columns staggered for each floor. The southern ends of the 'T' beams are supported by edge beams which are picked up by individual staggered hanging columns from large gallows beams which span across the landscaped courtyards. The gallows beams are in turn supported by large full height columns to the south of the hangers and the main structure of the offices on the north. Since the gallows beams are being pulled down by the hangers the load on the beam at the other end, which is supported by columns is minimal, thus providing an efficient structural system that is in tension at one end and under compression at the other. To provide column free offices the structural columns are located in the landscaped courtyards between each wing.

The 'T' beams, shaped specifically to accommodate the loads and shear forces, are exposed internally by forming the ceiling and expressing the structure of the building. The lighting and air conditioning extend along the space between each beam integrating the services with the structure. The large gallows beams extend across the courtyards forming a pergola that roof the garden courts.

Services

An underground service tunnel links Wings 4 and 5 at their midpoint. This is matched by elevated walkways between offices at the junction of modules B and C, except at Cameron Avenue.

History

Historical Context

Following the initial involvement of Walter Burley Griffin in the development of Canberra, early planning for Australia's capital city was directed from Melbourne by the Government Architect. Between 1925 and 1930 this role was undertaken by the Federal Capital Commission in Canberra. The Territory then became the responsibility of an Advisory Council until the formation of the National Capital Planning and Development Committee (NCDC) in 1938. Construction of the city came to a standstill between 1930 and 1948 during the Depression and World War II.

In 1959 the NCDC produced its first five year plan. As a result of Canberra's increased population, Griffin's original plan for Canberra was expanded and Woden and Belconnen were designed to cater for both the increase in population and to provide government office space to house the expanding public service and associated services. The general planning concept involved towns grouped into three corridors radiating from the central area and forming a Y. Social, economic and other advantages were claimed for Belconnen and Woden which would be designed to be partly self-contained in employment, shopping and amenities.

The Belconnen Town Centre was planned to integrate shopping and commercial facilities with community facilities. The Cameron Offices was conceived as an element of an urban proposal. Pedestrian movement became the primary generator of the physical and social framework of the plan.

Place History

Cameron Offices was the first building constructed in the new town centre of Belconnen, and Australia's largest office complex development at that time. It was conceived as an element of an urban street design with pedestrian movement through interconnected wings and walkways as the primary theme. The NCDC's initial program required five fifteen storey towers in order to create an urban environment. No covered parking was permitted at the time for civil servants. A permanent residential population of 10,000 was planned for the town center. John Andrews, an Australian architect with an international reputation, was chosen by the NCDC to design the offices. The accepted solution provided by John Andrews was 9 wings of 4 storeys, stepped with the contours of the site. The complex was proposed to link across roadways via pedestrian walkways, adjacent residential and retail complexes.

Prior to the completion of the Cameron Offices, the shopping mall which was to have been erected immediately to the north, was relocated to a site further to the west. This affected the fundamental design premise of pedestrian links on which the offices had been designed.

The NCDC required a density of 1 million square feet over 6 acres, at 660 workers per acre, and able to accommodate 4,000 government employees. The Cameron Office complex was officially opened on 24 September 1976. The complex was one of the earliest Late Twentieth Century International Style and Brutalist Style buildings in Canberra, and its low-rise rectangular form with intervening courtyards established a new design philosophy which was adopted by later Canberra's planners. Elements specific to the Late Twentieth Century International Style include cubiform rectangular forms, structural frame expressed, large sheets of glass, and Corbusian ribbon windows. The late Twentieth Century Brutalist Style featured strong masses boldly composed and large areas of off-form concrete.

Andrews' design addressed the need for a sense of individual identity within a huge structure, a cohesive urban design, and a flexible building complex able to accommodate an unpredictable pattern of occupancy by large and small government departments. In Andrews' design, the street became an elevated open sided mall connecting the office units and providing a pedestrian link between the planned housing and the commercial infrastructure. The executive suites and functions were placed over the mall, and low rise, walk up general office spaces branched off from this spine, creating courtyards between the wings. The spine stepped down towards the north and the office wings stepped down to the west. In order to accommodate a stepped form which broke up the bulk of the development, and to create a column-free interior for the wings, the gallows style beam structural system was developed. These large pretensioned beams spanned over the courtyards, creating a pergola effect over the planting and at the same time connected to the post tensioned columns which supported the floor slabs of the wings. The floor slabs stepped back on the north elevation as the building approached ground level, creating natural overhang shading to the glazed walls. The uniquely integrated design solution was developed by four Australian firms collaborating on the planning and design: Miller Milston and Ferris, DS Thomas and Partners, McCredie, Richmond and Johns, and PJ Courtney Architects. The complex structural system was designed by Peter Miller, providing, sun shading and creating column free internal spaces.

The landscape setting for Cameron Offices was based on an Australian bush garden style, using native plants and bush themes in a naturalistic and informal way. It was designed by Steve Moorehead, one of North America's foremost landscape practitioners. The original indigenous plantings recreated the landscape themes of the Monaro Plains and Australian continent in each of the six courtyards, ranging from the high plains to dry desert themes. The landscaping created a close integration between building and landscape, and was designed as a device for orientation, circulation and relaxation. The courtyard landscaping between each wing was continued as tree plantings extending through the car parks. The design solution for the Cameron Offices complex was facilitated by NCDC's planning policies, and was an unusual feature in Australia's urban environment where subdivision has tended to constrain design of office buildings.

During the period of development of the complex, the planning for the Belconnen town centre changed, moving the shopping centre from its designated location immediately north of the offices, to a site further west. This affected the fundamental premise of the Cameron Offices, namely that it provide a pedestrian street linking the residential areas to the retail and commercial areas. The problem was partly remedied by constructing a bus station at the northern end of the offices.

The thematic landscaping in the courtyards was changed in the mid 1980s when the courtyards were replanted. The basic layout was retained and still exists, but new plant species were selected to withstand the climatic extremes and maintenance requirements, resulting in uniform planting across all the courtyards. The watercourses have also been realigned but are not used.

Energy efficiencies were a distinctive initative of the Cameron Offices complex. A major plant room, the District

Thermal Station, was located in the basement of wing 1. It supplied hot and chilled water to the air conditioning systems of the Cameron Offices complex and through underground lines to the Benjamin Offices. The District Thermal Station drew cooling water from Lake Ginninderra. An inlet station at the lake gravity fed water to a separate pumping station which pumped water through two underground lines to the Station. Water was returned by a third underground line into a stormwater sewer and then into the lake.

There were two onground carparks, one on each side of Cameron Avenue, between the office buildings and Benjamin Way. The carparks on the western portion of the site provided a visual buffer to the complex, and also included mature tree plantings that had a significant relationship to the offices.

Optical Galaxy Sculpture
The work was commissioned for Cameron Offices as part of the Town Square located opposite Mall 9. It was created by the Canadian sculptor, Gerald Gladstone who was striving to express humanity's concern with its position in intergalactic space. The sculpture comprises eleven truncated fins each standing 7 metres high that are curved to represent the form of a sine ways used in measuring light waves. On top of each fin is a Lucite block in which is suspended a sculpture of welded steel road to represent the swirls of planets in the galaxy. A specially designed water cannon emits a cascade of water over the work.

The Architect
John Andrews AO was born in Sydney in 1933, graduating from the University of Sydney in 1956. He became Professor and Chairman of the Department of Architecture at the University of Toronto, and worked in Canada for several years, developing an international reputation with works such as Scarborough College, Gund Hall, Massachusetts and the Miami Seaport Passenger Terminal. Andrews completed a number of other significant works including the Intelsat Headquarters Building in Washington. In Australia his notable buildings include the American Express Tower (former King George Tower), Sydney (1976), Woden Technical and Further Education College, Canberra (1981), Darling Harbour Convention Centre, Sydney (1990), and various university buildings and residential works.

Through his various building projects, Andrews' design philosophy concentrated on providing opportunity for communication between individuals, with emphasis given to circulation and informal areas. Where possible, his buildings were low and spread within a controlling geometric structure. In Gund Hall (1968), for example, his aim was to avoid separation of disciplines within the building. The three principal sections of the complex were arranged around an internal street, and services were closely integrated with the structure.

Andrews considers the Cameron Offices to be his best and most important Australian building, a mature building, sophisticated and resolved. He was awarded the RAIA Gold Medal in 1980, the RAIA noting that his presence in this country has provided a stimulating influence for Australian architecture. He was also a committee member for the judging of the design for the new Parliament House of Australia.

Recent History
The Australian Bureau of Statistics (ABS) occupied the Cameron Offices since its completion in 1976. In 1997 the Commonwealth Government announced the elimination of 70,000 sq metres of office space in order to stabilise and rejuvenate the ACT's commercial property market while removing surplus offices accommodation resulting in Commonwealth Public Service cuts. Cameron Offices was proposed for demolition. In 1998, the Department of Finance and Administration (DOFA) Domestic Property and Operation Group commissioned Conybeare Morrison & Partners to undertake a conservation analysis of the building. Wagdy Hanna and Associates Pty Ltd Architects and Property Consultants were commissioned to investigate the partial demolition options. In 1998 DOFA issued a Call for Detailed Proposals to sell the property at market value, reduce vacant commercial office space and consider other objectives. Conybeare Morrison & Partners prepared a Conservation Analysis of the complex in 1998. The complex was entered in the Register of the National Estate in 1999.

During 1999 a range of studies were commissioned by DOFA to assess the structural condition, and the refurbishment, and reuse feasibility of the building. Two Cameron Offices redevelopment proposals were notified to the Department of the Environment and Heritage in October 1999 under the Administrative Procedures of the *Environment Protection (Impact of Proposals) Act 1974*. As neither a public environment report nor an environmental impact statement was required for the redevelopment, this meant that neither of these proposals would require approval under the EPBC Act. DOFA subsequently advised the Australian Heritage Commission that there was no feasible and prudent alternative to partial demolition of Cameron Offices but that part of the building would be retained to allow the heritage values of the place to be interpreted.

In 2000 the building was sold to Bovis Lend Lease. Work on the demolition of Cameron Offices was due to commence in May 2002 with new buildings to be completed in 2005. In July 2001, the architect John Andrews and Cameron Nominees (the owners of the buildings) investigated changes in the redevelopment strategy to permit retention of most

of the significant elements including all buildings other than Buildings 1 and 2, and the portion of the mall extending from Building 3 to the Bus Interchange. This resulted in retention of most of the original building and the retention of the Optical Galaxy sculpture in its original location. Three major areas of change were recommended; the demolition of Building s 1 and 2, the partitioning of the open plan wings for apartments or small scale commercial premises, and changes to the courtyards to provide the main address to each apartment.

In 2003, a revised Development Control Plan for Cameron Offices and a proposal to retain Wings 3, 4, 5, 6, 7, 9 and part of Wing 8 was finalised.
In 2004 Cameron Offices were nominated for inclusion in the Commonwealth Heritage List. The Australian Heritage Council determined that while Cameron Offices did not meet threshold for the National Heritage List, the offices had Commonwealth Heritage values. The Minister for the Environment and Heritage determined that Wings 3, 4, 5 and the Bridge has Commonwealth Heritage values. The Minister determined that inclusion in the Commonwealth Heritage List could not prevent the proposed demolition of the Wings 1, 2, 6, 7, 8 and 9 and decided not to list them.

Condition and Integrity

1998
In 1998 the integrity of the place was considered high. A property report noted that the building is structurally sound. Floors, beams and columns all have adequate capacity and flexibility to carry the loads applied by current commercial users. There is a history of problems with water ingress and while many of these were solved with the addition of metal deck roofs, some leaks remain to be located and repaired. A number of non-compliances with the Building Code of Australia have been identified, particularly in regard to fire safety and disabled access. The hydraulic services are in reasonable condition and should remain operational provided that a regular maintenance program occurs and repairs are carred out. Air handling plants are in good condition but the design has resulted in high levels of background noise. The mechanical and fire protection services require major upgrade. (Source: Cameron Offices: Property Report, Wagdy Hanna and Associates Pty Ltd, February 1998) The condition of the garden areas varies, they are largely in good condition (1998).

2003
The Optical Galaxy Sculpture was noted as having been badly neglected for years.

2005
Generally the condition of the heritage values relating to the architectural significance remain sound. However the interior of Wings 3, 4 and 5 were not inspected. The vista value of the Wings as seen from a distance has diminished due to large imposing new buildings to the east and west of the complex. The visual style links to other Brutalist style buildings in the Belconnen town centre remains strong.

There are signs of minor neglect such as stains on the building and some broken battens in the drive-in areas. Most of the offices are sealed from public access by a wire fence.

In 1999 proposals for the redevelopment of Cameron Offices were approved by the Department of the Environment and Heritage under the *Environment Protection (impact of Proposals) Act 1974*. In June 2005 the Australian Heritage Council advised that Cameron Offices has Commonwealth Heritage values. To be consistent with the prior approvals for redevelopment proposals, which included the demolition of Wings 1 and 2 and redevelopment of Wings 6, 7, 8 and 9, the Minister for the Environment and Heritage entered Wings 3, 4 and 5 and the Bridge into the Commonwealth Heritage List.

Location

Chandler and Cameron Streets, Belconnen, comprising Wings 3, 4 and 5 and connecting bridge.

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Peter Miller, personal communication 1 December 2004.

Report Produced Wed Apr 6 14:58:33 2022

ATTACHMENT 3 AUSTRALIAN INSTITUTE OF ARCHITECTS CITATION

Register of Significant Twentieth Century Architecture

RSTCA No: **R101**

Name of Place: **Cameron Offices**

Other/Former Names:

Address/Location: Chandler Street BELCONNEN TOWN CENTRE

Block Section of

Listing Status:	Other Heritage Listings:
Date of Listing:	Level of Significance:
Citation Revision No:	Category:
Citation Revision Date:	Style:

Date of Design:	Designer:
Construction Period:	Client/Owner/Lessee:
Date of Additions:	Builder:

Statement of Significance

The Cameron Offices, located along Chandler Street Belconnen Town Centre, is an example of significant architecture and an educational resource. The office complex is a very good example of the Late Twentieth-Century International Style (1960-) and the Late Twentieth-Century Brutalist Style (1960-). The design incorporates most of the features which are specific to the styles including:

Late Twentieth-Century International Style (1960-) cubiform overall shape, structural frame expressed, large sheets of glass, and plain, smooth wall surface.

Late Twentieth-Century Brutalist Style (1960-) strong shapes, boldly composed, expressed reinforced-concrete, large areas of blank wall and off-form concrete.

The following design features are of additional significance; the precast post tensioned 'T' floor beams with the integration of the lighting and air conditioning, the landscaped courtyards with native Australian plants and water features, the structural system for the office wing's floors where the Gallows beams support the floors by hanging 'columns', the stepped floors at half levels, overhang of the upper floors for shading to the north, Corbusian (ribbon) window motif, assertive cantilever and lengthy expressed reinforced concrete balustrades along the 'Mall'.

The office complex is Canberra's, and it appears Australia's, first and possibly only true architectural example of "Structuralism" where buildings are integral and contributing elements of an overall urban order rather than separate and individual elements. Although the town plan for Belconnen was later altered during construction of the complex, it still exhibits to a degree this theory making it significant.

The structural system incorporated in the office wings where the floors are supported by columns to the north and are hung from "Gallows" beams to the south is a technically innovative solution. The use of post-tensioned precast concrete for much of the structure was a relatively new building type.

The architecture of this office complex may contribute to the education of designers in their understanding of Late Twentieth-Century Architectural Styles.

John Andrews is recognised as one of Australia's leading architects of the modern movement.

This office complex was his first and is his largest project in Australia. It is one of the two most important buildings designed by him in Australia, the other being The American Express Tower, Sydney.

Description

The Cameron Office complex was designed by John Andrews International for the NCDC starting in 1968 **1** and construction was completed in 1976 **2**. The building is an example of the combination of the Late Twentieth-Century International Style (1960-) with its Cubiform overall shape, structural frame expressed, large sheets of glass, plain, smooth wall surface, and the Late Twentieth-Century Brutalist Style (1960-) with its strong shapes boldly composed, expressed reinforced-concrete, large areas of blank wall and off-form concrete **3**.

Other examples of these styles in Canberra are the Edmund Barton Offices 1974, by Harry Seidler, (International Style), the High Court of Australia 1980 and the National Gallery of Australia 1982, both by Edwards Madigan Torzillo & Briggs (Brutalist Style).

These buildings can be compared and contrasted. "These buildings had in common the display of structural materials and a certain heroic presence but their broader, ideological bases were often diverse. Illustrating polar positions are the social-urban construct of the Cameron Offices and the symbolic, sculptural monument of the High Court of Australia, both of which can be seen to have their roots in Brutalism and ultimately in (Le) Corbusier's concrete architecture." **4**

The Cameron Office Complex is more than a building: it is "a varied streetscape of walks, gardens and pavilions. Its triumph lies in the interlocking unity of its concept and the diversity within it." **5**

The growth of Canberra from Griffin's plan to the "Y Plan" is evident in the development of Woden and Belconnen (8km from Canberra Civic Centre). These two new town centres were planned to cater for the increase in population and government office space to house the expanding public service and associated services.

The Cameron Offices were the first major buildings to be built in Belconnen. They formed part of the original town plan in which the aim was to provide a relatively compact pedestrian oriented scheme on a north south axis following the slope of the land from housing to the south through the office areas, transport interchange and shopping centre on to the manmade Lake Ginninderra which was to have cultural buildings and housing along its shore.

John Andrews was chosen by Sir John Overall of the NCDC as the architect, mainly on the recommendation of Professor Gordon Stephenson **6**. Andrews is an Australian architect whose firm was located in Canada, and who had a professorship in architecture at a Toronto university **7**. He returned to Australia specifically to undertake this project **8**. Andrews felt that the design "in terms of function, amenity and delight" should not be a group of office towers, as the NCDC proposed, but that the "sense of urbanity that the client sought would best be met with an intensity of activity along the pedestrian routes, and with a mix in the purpose of those using the paths as could be achieved. The great horizontal spread of his design brought a new dimension to the Belconnen central plan." **9** Andrews wished to create a truely Australian modern large scale building suited to Australian conditions, something that he believed had not been achieved **10**.

The complex was planned as a continuous element extending north and south along Chandler Street containing executive offices and the 'Mall'. At the southern end of the complex is a large computer centre. Two thirds of the way along this east side the building bridges Cameron Avenue, reminiscent of Gropius' design for the Bauhaus in Germany, to connect with the northern section of the complex. The seven office wings extend to the west in a finger pattern with landscaped courts between. Each consecutive office wing's floors are staggered a half-level, thus accommodating the slope of the land and functionally allowing for flexibility to accommodate various sizes of departments. The north and south facades of each office have full height and full length glazing allowing extensive views of the landscaped courts.

It was designed to accommodate approximately 4,000 public servants.

The complex is constructed in insitu-concrete - much of the Mall, and precast concrete (mostly

post-tensioned) - the office wings, with precasting being done on site.
The structural system chosen for the office wings was complex yet logical in that it was to provide efficient and economical use of materials, column free office spaces with clear spans of 17m in the north-south shortest direction, sun shading to the north facing office wings and a pleasing regular architectural rhythm to the overall complex. The 17m long precast concrete 'T' beams, which form the floors and roofs, overhang to the north and are picked up by edge beams which are in turn supported by individual columns staggered for each floor. The southern ends of the 'T' beams are supported by edge beams which are picked up by individual staggered hanging 'columns' from large 'gallows' beams which span across the landscaped courtyards. The gallows beams are in turn supported by large full height columns to the south of the hangers and the main structure of the offices on the north. Since the gallows beams are being 'pulled down' by the hangers the load on the beam at the other end where it is supported by columns is minimal, thus providing an efficient structural system that is in tension at one end and under compression at the other. To provide column free offices the structural columns are located in the landscaped courtyards between each wing.

The 'T' beams, shaped specifically to accommodate the loads and shear forces, are exposed internally forming the ceiling and expressing the structure of the building. The lighting and air conditioning extend along the space between each beam integrating the services with the structure.

The large 'Gallows' beams extend across the courtyards forming a pergola that 'roofs' the native landscaping and water features. These spaces enhance the Australian character that Andrews desired.

The main architectural elements that are specific to the Late Twentieth-Century International Style (1960-) and that are displayed by this building complex relate to the external forms. They are:

- cubiform overall shape,
- structural frame expressed,
- large sheets of glass,
- plain, smooth wall surface.

Other architectural elements of this style displayed by the building complex that relate to the external forms are:

- overhang for shade,
- Corbusian window motif,
- assertive cantilever.

The main architectural elements that are specific to the Late Twentieth-Century Brutalist Style (1960-) and that are displayed by this building complex relate to the external forms.

They are:

- strong shapes,
- boldly composed,
- expressed reinforced-concrete,
- large areas of blank wall,
- off-form concrete.

Other architectural elements of this style displayed by the building complex that relate to the external forms are:

-lengthy, aggressively expressed reinforced concrete balustrade.

The major architectural elements listed above place this building in both the Late Twentieth-Century International Style (1960-) and the Late Twentieth-Century Brutalist Style (1960-) **11**.

The buildings are in good condition and are well maintained. The roofs were renovated and the materials changed several years ago including cappings. They were the subject of a libel court case. The landscaped courts were planted to represent a variety of natural Australian landscapes and are in a good condition.

Condition and Integrity

Background/History

The strong and forthright architecture of the Cameron Offices and its innovative planning and partially achieved urban aspirations make it one of the most important buildings of its time. It is believed to be the first extensive complex "constructed in this country to give architectural expression to the expansive essence of the land itself." and it "is a raw but intellectual building with a vigour and life that seems in phase with this country"12.

The use of off-form-insitu concrete associated with robust and raw sculptural architecture has its origins in the post World War II work of Le Corbusier, such as his various Unite d'Habitations, France and Germany, the Chapel at Ronchamp, France, and the government buildings at Chandigarh, India. "The Brutalist ethic was one of social concern, urban responsibility and integrity in the expression of the material, structure and function." **13**

"Structuralism", where buildings are integral and contributing elements of an overall urban order rather than separate and individual, was a theory "widely discussed in the 1950s and 60s". Structuralism on a extensive scale has been explored by many significant architects of the 20th Century but it has rarely been achieved in the built form. The design by Andrews appears to have altered the thinking of the planners of Canberra. "The rationale of the walk up solution, together with the availability of land in the Capital Territory, led to the favouring of this kind of order for future office accommodation." **14**

John Andrews returned to Australia in 1969 after studying at Harvard University and carrying on his own practice in Toronto, Canada from 1961 where he designed notable buildings such as the Scarborough College, Toronto, Harvard Graduate School of Design and the Miami Passenger Terminal.

The office complex is Andrew's major work in Canberra. There are examples of his student residential housing at Toad Hall ANU and Student Residence Group 2 University of Canberra, 1973.

In Australia his notable buildings are The American Express Tower, (former King George Tower), Sydney (1976), Woden Technical and Further Education College, Canberra, (1981) Darling Harbour Convention Centre, Sydney, (1990), and various university buildings and residential works.

He also designed the Intelsat Headquarters, Washington USA, (1980).

John Andrews was awarded the RAIA Gold Medal in 1980. "His presence in this country has provided a stimulating influence for Australian architecture." **15** Andrews was a committee member for the Judging of the Parliament House of Australia.

Due to commercial pressures and possibly the topography the shopping centre was not located to the north of the Cameron Offices along the axis and in front of the lake but was relocated to the north west **16**. This decision resulted in Belconnen Town Centre not becoming the intended pedestrian oriented centre. It has resulted in a townscape of isolated buildings separated by streets and carparks with the shopping centre predominantly vehicle oriented and the lake shore of secondary importance.

The office complex was built by T C Whittle Pty Ltd.

Analysis against the Criteria specified in Schedule 2 of the Land (Planning and Environment) Act 1991

(i) a place which demonstrates a high degree of technical and/or creative achievement, by showing qualities of innovation or departure or representing a new achievement of its time

The design of the office complex from 1968 in the combination of the Late Twentieth-Century

International Style (1960-) and the Late Twentieth-Century Brutalist Style (1960-) represents a new architectural style in Australia at that time.

The Late Twentieth-Century International Style is a continuation of the Post-War International Style. Notable early Australian examples are the Water Board Building Sydney 1963, by McConnel Smith and Johnson, and the Edmund Barton Offices 1974, by Harry Seidler.

The earliest notable Australian examples built in the Late Twentieth-Century Brutalist Style date from the late 1960s and include the Maquarie University Union Building 1968, by Ancher Mortlock Murray and Woolley and the Seidler House Killara 1967, by Harry Seidler.

The office complex represented the first Australian example, and subsequently a very rare example of, "Structuralism", where buildings are integral and contributing elements of an overall urban order rather than separate and individual elements. The design by Andrews appears to have altered the thinking of the planners of Canberra. His design philosophy of the walk up solution, together with the availability of land in the Capital Territory appears to have led to the favouring of this kind of order for future office accommodation in Canberra.

The strong and forthright architecture of the Cameron Offices and its innovative planning and partially achieved urban aspirations make it one of the most important buildings of its time. Associate Professor Jennifer Taylor believes it to be the first extensive complex constructed in this country to give architectural expression to the expansive essence of the land itself. She also believes that it is a raw but intellectual building with a vigour and life that seems in phase with this country.

The extensive use of post-tensioned precast concrete for much of the structure was a relatively new and innovative building system which was further utilised in many other later office buildings. The use of post-tensioned precast concrete "T" floor beams which occurred in the late 1960s to mid 1970s is now rare in Australia.

John Andrews is recognised as a key practitioner of the Late Twentieth-Century Brutalist Style of architecture. **17**

(ii) a place which exhibits outstanding design or aesthetic qualities valued by the community or a cultural group

The office complex exhibits the particular architectural elements specific to the Late Twentieth-Century International Style (1960-) with its Cubiform overall shape, structural frame expressed, large sheets of glass, plain, smooth wall surface, and the Late Twentieth-Century Brutalist Style (1960-) with its strong shapes boldly composed, expressed reinforced-concrete, large areas of blank wall and off-form concrete.

The following design features are of additional significance; the precast post tensioned 'T' floor beams with the integration of the lighting and air conditioning, the landscaped courtyards with native Australian plants and water features, the structural system for the office wing's floors where the Gallows beams support the floors by hanging 'columns', the stepped floors at half levels, overhang of the upper floors for shading to the north, Corbusian (ribbon) window motif, assertive cantilever and lengthy expressed reinforced concrete balustrades along the 'Mall'.

The office complex is valued by the RAIA as an excellent example of these styles of architecture by a prominent Australian architect.

The Cameron Offices are of international significance.

(iii) a place which demonstrates a distinctive way of life, taste, tradition, religion, land use, custom, process, design or function which is no longer practised, is in danger or being lost, or is of exceptional interest

(iv) a place which is highly valued by the community or a cultural group for reasons of strong or special religious, spiritual, cultural, educational or social associations

(v) a place which is the only known or only comparatively intact example of its type

(vi) a place which is a notable example of a class of natural or cultural places or landscapes and which demonstrates the principal characteristics of that class

(vii) a place which has strong or special associations with person, group, event, development or cultural phase which played a significant part in local or national history

John Andrews played a significant role in Australia's cultural history. He is one of the most important architects of the late twentieth century in Australia and this is a major work in his Australian career in terms of its size and type - "structuralism". It is one of Andrew's two major projects in Australia, the other being The American Express Tower, Sydney, 1976.

Professor Jennifer Taylor referred to John Andrews as providing:

> "a stimulating influence for Australian architecture".

He returned from his established architecture practice in Canada specifically to design this office complex.

John Andrews was awarded the RAIA Gold Medal in 1980.

The Cameron Offices is featured in major national and international publications.

The office complex is of much significance to Canberra and Nationally, specifically in its early date, being designed from 1968, in its architectural expression to the expansive essence of the Australian landscape, in its direct influence on the design philosophy of future office complexes in Canberra and the sound and far sighted vision of the National Capital Development Commission, notably that of the outstanding Commissioner, Sir John Overall.

The complex was the first to be designed and built as part of the town plan for Belconnen which was to have a pedestrian oriented urban structure.

(xi) a place which demonstrates a likelihood of providing information which will contribute significantly to a wider understanding of natural or cultural history, by virtue of its use as a research site, teaching site, type locality or benchmark site

Through its architectural style, planning and urban form this precinct is a valuable educational resource for designers and planners. Its architecture is characteristic of the Late Twentieth-Century International and Brutalist Styles and the planning and massing of the office complex reflects the ideals of the theory of "structuralism" and the vision of the NCDC. The whole composition creates a unique urban form.

The architecture of this office complex and urban form may contribute to the education of designers in their understanding of Late Twentieth-Century Architectural Styles.

The Cameron Offices can be compared and contrasted in its structure, materials, "certain heroic presence" and the ideological base, that of social-urban construct, with the symbolic, sculptural monument of the High Court of Australia, and to a lesser degree with the Australian National Gallery, the Edmund Barton Building and the Woden Technical and Further Education College, all in Canberra. Each of these buildings has its roots in Brutalism and ultimately in (Le) Corbusier's concrete architecture.

Arguably Canberra has only a small number of internationally significant buildings. The Cameron Offices and the Parliament House are two of them **18**.

References

1 Conversation with John Andrews.

2 Jennifer Taylor. Australian Architecture Since 1960. RAIA 1990.

3 Richard Apperly Robert Irving Peter Reynolds. Identifying Australian Architecture: Styles and Terms from 1788 to the Present. Angus & Robertson 1989.

4 Jennifer Taylor opcit.

5 Ibid

6 Ibid & Conversation with Sir John Overall. Overall first knew of Professor Gordon Stephenson when he was Professor of the School of Civic Design, University of Liverpool. He then had similar positions at Harvard, where he knew Andrews, at UCLA and at the University of WA. Overall believed the NCDC should have the best Australian architects design the important buildings in Canberra.

7 Sir John Overall opcit. Jennifer Taylor opcit.

8 John Andrews opcit. His condition was that it was to be a major building.

9 Jennifer Taylor opcit. Sir John Overall opcit. Overall does not recall the tower concept.

10 John Andrews opcit.

11 Richard Apperly Robert Irving Peter Reynolds opcit.

12 Jennifer Taylor opcit.

13 Ibid

14 Ibid

15 Ibid

16 Sir John Overall opcit. Overall believes the decision was made by the ACT Advisory Council.

17 Richard Apperly Robert Irving Peter Reynolds opcit.

18 Conversation with Professor Jennifer Taylor. Sir John Overall opcit.

Other Information Sources

ATTACHMENT 4 UIA CITATION

Architectural Heritage:
RAIA REPORT FORMAT

This report is to be the outcome from the data entry.

This report follows the UIA format with some additional fields and full details that will be referred to from UIA.

	Nicholas Goodwin / Eric Martin
Author Contact Details:	Eric Martin & Associates
Street name & No	10/68 Jardine Street
Suburb	Kingston
State	ACT
Postcode	2604
Date:	16 August 2000
Latest Update:	25 September 2000
Status:	
Project ID:	Cameron Offices, Canberra
Image:	 Cameron Offices. Photograph by Graham Trickett

CAMERON OFFICES, CANBERRA

NOTE:
This document presents details of heritage buildings developed for Internet searches. An indexing form on the internet allows the on-line submission of this information. This document is intended to let anyone who is willing to participate forward the RAIA information about buildings to be added to the system without using the Web.

Importance of the criteria column lets you to point at the particularly importance of one or several elements of description of the building. You can here indicate (decreasing order A,B,C,D,E, ie International, National, State, Regional, Local) whether an element of description appears to you as decisive in its selection for the index.

Name of the Criteria	Importance of the criteria	Your Building

Name of the Criteria	Importance of the criteria	Your Building

TABLE n° 1 : DESCRIPTION OF BUILDING / SITE

MODULE 1 : IDENTITY OF THE BUILDING / SITE		
Current name		Cameron Offices
Previous or other name(s)		Cameron Offices
Present owner		Department of Finance and Administration Federal Government of Australia
Status of the owner		Government
Materials and techniques		Off form reinforced and precast and post tensioned concrete with expressed structural frame and external walls.
Description		Cameron Offices comprises 9 parallel office wings running east- west. The wings are linked at the eastern end by a north south pedestrian spine, comprising nine "mall" buildings. Each mall contains 3 levels of offices, toilets and kitchens with walkways, lifts and stairs. To the west of each mall are the main office areas, comprising three levels of offices over a basement. In wings 1 –7 these offices are divided into two modules, B and C, with floor levels in module C offset by half a story from module B. The malls are the principle communication routes for the complex vertically and horizontally. Also contained in the malls are two small shops and a cafeteria. A pedestrian bridge across Cameron Avenue links wing 3 and 4. The north and south facades of each office have full height and full length glazing. The floors are stepped northwards to permit sun to enter the courtyards but provide shade to the offices. A complex structural system including hanging columns permits this to happen. Each wing of the complex is separated by landscaped courts representing the landscape regions of Australia. An underground service tunnel links all wings at the midpoint of the wings. Corresponding elevated walkways link the modules on all levels (excepting between wing 3 and 4) .(CM & P 1998) The building presents a strong horizontal form through its low rise and the expression of the floor levels on the exterior. All external concrete has been left in an off form grey colour.
Year of project design		1968 –1970
Year of beginning of construction		1970
Year of end of construction		1977 (progressively occupied fro 1973)
Initial Design (if differs from description)		

Changes to initial changes		1987 – 88 Original roof gardens roofed over with metal roofing in an early attempt to resolve water leaks. 1988 All courtyards replanted 1992 25% of entry doors had been replaced by automatic entry doors. 1993 Mall 1 and Mall 5 staircases and ceilings replaced 1993 – 98 Exposed brickwork painted with Emerclad. 1994 – 96 boilers and chillers replaced in District Thermal Station. 1994 – 98 Walkway paving replaced on level 2 1997 / 98 Modifications made to improve access for people with disability
Documentation and References		Conybeare Morrison & Partners, *Conservation Analysis – Cameron Offices, Belconnen, Canberra 1998* RAIA (ACT Chapter) nomination of Cameron Offices to ACT Heritage Register

MODULE 2 : BUILDING / SITE LOCALISATION		
Postal Address: street, n°		Chandler Street
Postal Address: town/suburb		Belconnen
Postal Address: Postal code		2617
Urban centre/city		Belconnen Town Centre
Local Government area		Canberra
Region (State)		Australian Capital Territory
Country		Australia
Regional Context (eg Coastal, urban, rural)		Within the urban town centre of Belconnen, located on a prominent ridge to the eastern side of the town centre
Urban context (ex: Port, new town, etc...)		Town centre, urban

MODULE 3 : AUTHORS			
Project Design:			
Name, first name, (dates), job, country of origin	A	John Andrews International – (Australia/Canada) Design, Documentation 1968 – 1977 **John Andrews** Peter Courtney (who later became PJ Courtney Architects)	
Information on the author / the team			
Engineering:			
Name, first name, (dates), job, country of origin	B	Structural	– P O Miller, Milston and Ferris P/L Sydney **Peter Miller**
		Mechanical	– DS Thomas and Partners, Sydney **Don Thomas**

		Electrical – McCredie, Richmond and Johns (later DR Lawson Associates, Sydney) **Don Lawson** Landscape Architects – Richard Strong and Associates, Toronto Design Architect – **Steve Morehead** Documentation – Morehead Strong and Sigsby **Don Sigsby – Sydney** **Ray Margules – Canberra**
Information on the author / the team		
Construction:		
Name, first name, (dates), job, country of origin	C	TC Whittle Pty Ltd, Canberra Australia
Information on the author / the team		
Contracting Authority:		
Name, first name, (dates), job, country of origin	C	National Capital Development Commission 220 Northbourne Avenue Braddon ACT Sir John Overall - Commissioner
Information on the author / the team		

MODULE 4 : TYPOLOGY		
Type (single building/complex)		Complex
Initial use		Office Building
Present use		Office Building
Planned use)		Site proposed for mixed use redevelopment, including partial demolition of the complex.
Architectural Style	B	Late 20th Century International Style Late 20th Century Brutalist Style

MODULE 5 : EVALUATION (Analysis of significance)

Background		The Belconnen Town Centre was designed as one of the 3 principal independent Town Centres of Canberra The town Centre was planned to achieve; "Shopping and commercial facilities will be closely integrated with community facilities such as library, exhibition galleries,....." A permanent residential population of 10,000 was planned for the town centre. The Cameron Offices were conceived as an element of an urban proposal. Pedestrian movement became the primary generator of the physical and social framework of the scheme. The NCDC's initial proposal for the site included 5 fifteen storey towers, which were intended to create the 'urban environment'. The accepted solution provided by John Andrews was 9 wings of 4 storeys, which stepped with the contours of the site. The complex was proposed to link across roadways via pedestrian walkways, to adjacent residential and retail complexes Prior to completion of Cameron Offices, the Shopping mall which was to have been erected immediately to the north, was relocated to a site further to the west. This affected the fundamental design premise of pedestrian links on which the offices had been designed. Cameron Offices was the first building constructed in the Town Centre.
Technical		
Comments	A	The complex is constructed in situ concrete in much of the mall area. The Office areas are precast concrete (mostly post tensioned) The precasting was done on site. The structural system is complex yet logical in an effort to provide efficient and economical use of materials, column free office spaces with clear spans of 17 metres, sun shading to the north facing offices and a pleasing regular architectural rhythm to the overall complex. The 17metre long precast T beams which form the floors and roofs, overhang to the north and are picked up by edge beams, which are in turn supported by individual columns staggered for each floor. The southern ends of the T beams are supported by edge beams which are picked up by individual staggered hanging 'columns' from large 'gallows' beams which span across the landscaped courtyards. The gallows beams are in turn

		supported by large full height columns to the south of the hangers and the main structure of the offices to the north. To provide column free office spaces, the structural columns are located in the landscaped courtyards between each wing. *(AHC Citation)* Cameron Offices are air conditioned by a District Thermal Station (DTS) which also provides heating and cooling to the neighbouring Benjamin Offices. It was originally designed to service the proposed retail centre that was to be located north of Cameron Offices. *(CM & P 1998)* The DTS draws cooling water from the adjacent Lake Ginninderra, to which it is returned passing through the cooling plant. *(CM & P 1998)*
Social		
Comments	B	The urban aspirations of the project to connect via an internal pedestrian street the residential, commercial and retail sectors of a town centre, and the attempt to improve the workers environment by allowing each person a landscaped view, changed the NCDCs' approach to the planning of new buildings. *(CM & P 1998)* Cameron Offices has become an architectural icon of the Belconnen Town Centre although not always appreciated.
Aesthetic		
Comments	A	The Cameron Offices exhibit particular architectural elements specific to the Late 20th Century International Style, with its cubiform rectangular forms, structural frame expressed, large sheets of glass, Corbusian ribbon windows and the Late 20th century Brutalist Style with strong masses boldly composed and large areas of off form concrete.
	B	The Cameron Offices have a landmark quality within Belconnen and have been a major identifying feature since their construction in 1968-1977
	C	The courtyard landscaping themes represent an attempt to create a uniquely Australian Concept in office landscapes. These included recreating the landscape themes of the Monaro Plains and Australian Continent in each of the six courtyards ranging from the high plains to dry desert themes.
Contextual		
Comments		The office complex is Canberra's' and possibly Australia's' first and the only true architectural example of "Structuralism", where buildings are integral and contributing elements of an overall urban form rather than separate and individual elements. Although the town plan for Belconnen was later altered during construction of the complex,

		it still exhibits to a high degree this theory. *(RSTCA Citation)* The strong and forthright architecture of Cameron Offices and its innovative planning and partially achieved urban aspirations make it one of the most important buildings of its time.
Historical		
Comments		The Cameron Offices were the first buildings constructed in the Belconnen Town Centre The majority of the building has been occupied by one government tenant since construction (Australian Bureau of Statistics) Cameron Offices were designed by significant Australian Architect John Andrews, and is regarded by him and many other professionals as his most significant work in Canberra and possibly Australia. John Andrews was awarded the Royal Australian Institute of Architects Gold Medal in 1980. The design concept developed for the Cameron Offices was influential on the design of later office buildings in Canberra.
Originality		
Comments		The planning concept for Cameron Offices was an innovative approach to offices design of its time. It was a unique example of the integration of the residential, commercial and retail sectors of an urban complex through internal pedestrian 'streets'. The structural system developed demonstrates a high degree of originality and creativity. The extensive use of post tensioned concrete was a relatively new and innovative building system for its time. The integration of a structural system, landscaped courts and the office interiors as an integral feature is rarely seen in office complexes The interiors of the offices were innovative for their time by integrating structure and services

AWARDS FOR EXCELLENCE		

TABLE n° 2: STATE OF BUILDING / SITE

MODULE 1 : ANALYSIS OF CURRENT STATE		
Building Condition		The building is generally in quite good condition. A number of areas of fabric deterioration have been identified externally and internally. These are presently of a minor nature
Evaluation of danger (decreasing order A,B,C,D,E)	B	
Nature of danger		
Comments		Cameron Offices have recently been sold to a private developer and portions of the complex are likely to be demolished in the redevelopment of the site

MODULE 2 : PROTECTION		
Current Heritage Listing		Australian Government Heritage Register (Register of the National Estate)
Administrative level of protection (Statutory or Non-Statutory)		Statutory
Authority / Institution providing listing		Register of the National Estate, Registered 26/10/99;
Registration Reference		Database No 101084, File No 8/01/000/0501
Planned restoration		Nil
Current Heritage Listing		Royal Australian Institute of Architects National Register of Significant 20th Century Architecture
Administrative level of protection (Statutory or Non-Statutory)		Non-Statutory
Authority / Institution providing listing		RAIA
Registration Reference		(TBA)
Planned restoration		Nil

TABLE n° 3 : CHARACTERISATION OF THE BUILDING / SITE
(Significance of the building under the Stated Criteria)

Categories of Criteria		
MODULE 1 : PERIOD OF DESIGN / CONSTRUCTION		
Outstanding national importance in demonstrating the principal characteristics of a particular class or period of design.	A	Cameron Offices are an example of the Late 20th Century International Style and the Late 20th Century Brutalist Style.
	C	They were the largest office complex in Australia at the time of construction
	B	Cameron Offices were the first major buildings constructed in the Belconnen Town Centre, and have become a landmark of the area. The technology employed in its construction was relatively new at the time, in the use of post – tensioned precast concrete. The T floor/roof beam system used is now rare in Australia.
MODULE 2 : FORMAL ARCHITECTURAL VALUE		
Outstanding national importance in exhibiting particular aesthetic characteristics.	B	Cameron Offices are a rare example of Late 20th Century International Style and Late 20th Century Brutalist style office complex in Locally and nationally.
	B	The complex is significant as an early example of the move to create an integration of the residential, office and retail sectors of a town centre as a large complex connected by pedestrian 'streets'
	B	The building is a rare example of its time in the integration of internal office space with external landscaped courts and the use of building structure to provide sun control to office areas
	A	Cameron offices demonstrates a high level of innovative design in its planning and massing concept, its integration with the hillside and the complex yet elegant structural system developed.
MODULE 3 : RELATION TO THE LOCATION		
Outstanding national importance in establishing a high degree of creative achievement.	C	Cameron Offices is a landmark building within the Belconnen Town Centre, due to the size of the complex and its prominent ridge top location.
	B	The building is a rare example of its style in Canberra
	C	The design of Cameron Offices influenced the design briefs for future office complexes commissioned by the NCDC in the 1970's and 80's.
	C	The Cameron Office complex is one of the first examples of an office building in Australia where the designer has attempted to give architectural expression to the nature of the topography. *AHC*

		1999
MODULE 4 : MONUMENTAL OR SYMBOLICAL SIGNIFICANCE		
Having outstanding monumental and symbolic importance to the development of architecture and the history of architecture.	B	The buildings are representative of a period of significant growth in Canberra and a period when the Federal government was financing, constructing and occupying office buildings
	B	Cameron Offices is the most significant ACT and possibly National work of the prominent Australian Architect John Andrews. They were also his first major building complex in Australia.
	C	Cameron Offices were the first major office complex commissioned by the National Capital Development Commission and set the framework for future office briefs
MODULE 5 : ATYPICITY		
Having a special association with the life or works of an architect of outstanding importance to our history.	A	Cameron offices are a rare example of their Architectural style in Canberra and Nationally. They demonstrate a high degree of originality in the translation of a brief for three 16 level towers on a ridgeline to a low rise environmentally integrated complex.
	A	The structural and construction systems employed are also rare and demonstrate a high level of originality
MODULE 6 : CONSTRUCTION / STRUCTURE		
Outstanding national importance in demonstrating a high degree of technical achievement of a particular period.	A	The structural design of Cameron Offices is innovative in the use of single span, precast, post tensioned T beams to provide column free office space. The beams are supported by columns to the north and hung from Gallows beams to the south. The use of the stepped structural form to provide sunshading to the large expanses of office glazing is also innovative. (*AHC 1999)*
		The structural system was designed by Peter Miller, one of Australia's most creative structural engineers of the time.

STATEMENT OF SIGNIFICANCE
The Cameron Offices, located along Chandler Street, Belconnen Town Centre, is an example of significant architecture and an educational resource. The office complex is a very good example of the Late Twentieth-Century International Style (1960-) and the Late Twentieth Century Brutalist Style (1960-). The design incorporates most of the features which are specific to the styles including: Late Twentieth-Century International Style (1960-) cubiform overall shape, structural frame expressed, large sheets of glass, and plain, smooth wall surface. Late Twentieth-Century Style *(1960-)* strong shapes, boldly composed, expressed reinforced-concrete, large areas of blank wall. and off form concrete.

The following design features are of additional significance; the precast post tensioned 'T' floor beams with the integration of the lighting and air conditioning, the landscaped courtyards with native Australian plants and water features, the structural system for the office wing's floors where the Gallows beams support the floors by hanging 'columns', the stepped floors at half levels, overhang of the upper floors for shading to the north, Corbusian (ribbon) window motif, assertive cantilever and lengthy expressed reinforced concrete balustrades along the 'Mall'.

The office complex is Canberra's, and it appears Australia's, first and possibly only true architectural example of "Structuralism" where buildings are integral and contributing elements of an overall urban order rather than separate and individual elements. Although the town plan for Belconnen was later altered during construction of the complex, it still exhibits to a degree this theory making it significant.

The structural system incorporated in the office wings where the floors are supported by columns to the north and are hung from "Gallows" beams to the south is a technically innovative solution. The use of post-tensioned precast concrete for much of the structure was a relatively new building type.

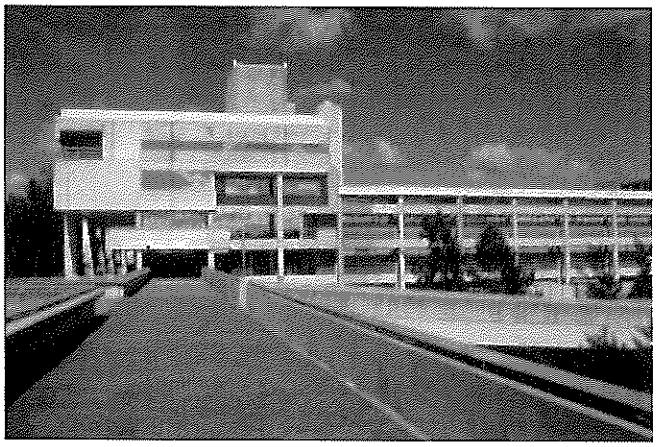
The architecture of this office complex may contribute to the eduction of designers in their understanding of Late Twentieth-Century Architectural Styles.

John Andrews is recognised as one of Australia's leading architects of the modern movement. He was awarded the Royal Australian Institute of Architects Gold Medal in 1980.

This office complex was his first and is his largest project in Australia. It is one of the two most important buildings designed by him in Australia, the other being the American Express Tower, Sydney.

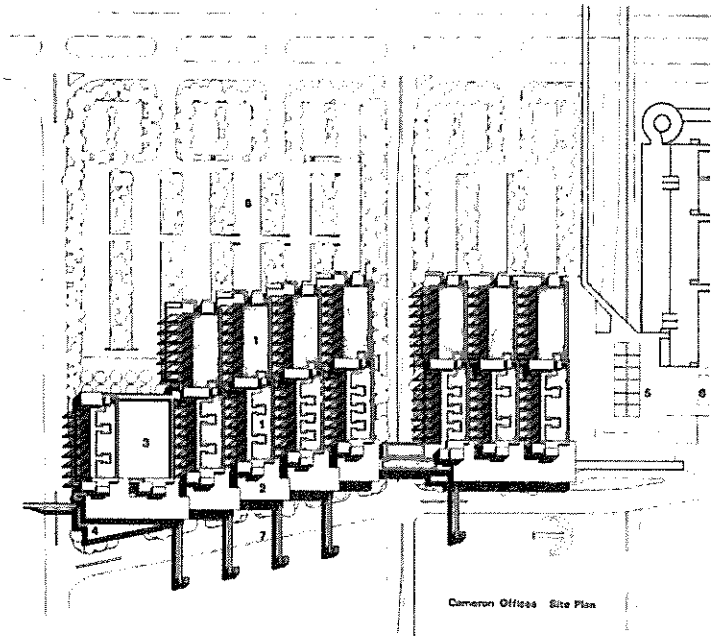
IMAGE and PLAN

Image:



Cameron Offices, Canberra
Photograph by Graham Trickett

Plan	1 Wing offices 2 Mall and executive offices above 3 Computer centre 4 Shops 5 Belconnen Town Square 6 Belconnen Retail Centre 7 Pedestrian bridges 8 Office car parking



Cameron Offices, Canberra, Site Plan
from *Australian Architecture Since 1960, 2nd Edition*, 1990
Jennifer Taylor, Page 106

ATTACHMENT 5 BURRA CHARTER

THE BURRA CHARTER

The Australia ICOMOS Charter for Places of Cultural Significance 2013

AUSTRALIA ICOMOS
International Council on Monuments and Sites

Australia ICOMOS Incorporated
International Council on Monuments and Sites

ICOMOS

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

Australia ICOMOS

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

Revision of the Burra Charter

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

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

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

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

Citing the Burra Charter

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

Cover photograph by Ian Stapleton.

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The Burra Charter

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

Preamble

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

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

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

Who is the Charter for?

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

Using the Charter

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

The Charter consists of:

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

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

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

What places does the Charter apply to?

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

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

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

Why conserve?

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

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

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

Articles

Explanatory Notes

Article 1. Definitions

For the purposes of this Charter:

1.1 *Place* means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

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

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

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

Places may have a range of values for different individuals or groups.

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

Cultural significance may change over time and with use.

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

1.3 *Fabric* means all the physical material of the *place* including elements, fixtures, contents and objects.

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

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

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

1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.

See also Article 14.

1.5 *Maintenance* means the continuous protective care of a *place*, and its *setting*.

Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.

Examples of protective care include:

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

1.6 *Preservation* means maintaining a *place* in its existing state and retarding deterioration.

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

1.7 *Restoration* means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

1.8 *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.

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

1.9 *Adaptation* means changing a *place* to suit the existing *use* or a proposed use.

1.10 *Use* means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

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

Articles	Explanatory Notes
1.11 *Compatible use* means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.	
1.12 *Setting* means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.	Setting may include: structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible.
1.13 *Related place* means a *place* that contributes to the *cultural significance* of another place.	
1.14 *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the place.	Objects at a place are encompassed by the definition of place, and may or may not contribute to its cultural significance.
1.15 *Associations* mean the connections that exist between people and a *place*.	Associations may include social or spiritual values and cultural responsibilities for a place.
1.16 *Meanings* denote what a *place* signifies, indicates, evokes or expresses to people.	Meanings generally relate to intangible dimensions such as symbolic qualities and memories.
1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a *place*.	Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

Conservation Principles

Article 2. Conservation and management

2.1 *Places* of *cultural significance* should be conserved.

2.2 The aim of *conservation* is to retain the *cultural significance* of a *place*.

2.3 *Conservation* is an integral part of good management of *places* of *cultural significance*.

2.4 *Places* of *cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

Article 3. Cautious approach

3.1 *Conservation* is based on a respect for the existing *fabric*, *use*, *associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.

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

3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.

Article 4. Knowledge, skills and techniques

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

Articles

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

Explanatory Notes

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

Article 5. Values

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

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

In some cultures, natural and cultural values are indivisible.

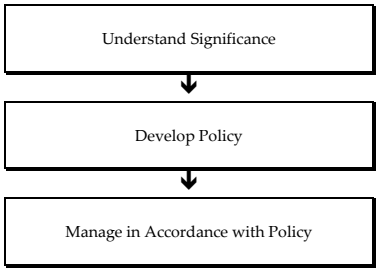
5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

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

Article 6. Burra Charter Process

6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.

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



6.2 Policy for managing a *place* must be based on an understanding of its *cultural significance*.

6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.

6.4 In developing an effective policy, different ways to retain *cultural significance* and address other factors may need to be explored.

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

6.5 Changes in circumstances, or new information or perspectives, may require reiteration of part or all of the Burra Charter Process.

Article 7. Use

7.1 Where the *use* of a *place* is of *cultural significance* it should be retained.

7.2 A *place* should have a *compatible use*.

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

Article 8. Setting

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

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

Setting is explained in Article 1.12.

Article 9. Location

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

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

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

Article 10. Contents

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

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

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

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

Article 11. Related places and objects

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

Article 12. Participation

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

Article 13. Co-existence of cultural values

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

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

Conservation Processes

Article 14. Conservation processes

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

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

Article 15. Change

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

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

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

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

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

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

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

Article 16. Maintenance

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

Maintaining a place may be important to the fulfilment of traditional laws and customs in some Indigenous communities and other cultural groups.

Article 17. Preservation

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

Preservation protects fabric without obscuring evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered; or
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Articles

Explanatory Notes

Article 18. Restoration and reconstruction

Restoration and *reconstruction* should reveal culturally significant aspects of the *place*.

Article 19. Restoration

Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

Article 20. Reconstruction

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In some cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree stumps following fire, flood or storm). The requirement for sufficient evidence to reproduce an earlier state still applies.

20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

Article 21. Adaptation

21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.

Adaptation may involve additions to the place, the introduction of new services, or a new use, or changes to safeguard the place. Adaptation of a place for a new use is often referred to as 'adaptive re-use' and should be consistent with Article 7.2.

21.2 *Adaptation* should involve minimal change to significant *fabric*, achieved only after considering alternatives.

Article 22. New work

22.1 New work such as additions or other changes to the *place* may be acceptable where it respects and does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided.

22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the *cultural significance* of the *place*.

New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.

Article 23. Retaining or reintroducing use

Retaining, modifying or reintroducing a significant *use* may be appropriate and preferred forms of *conservation*.

These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use, activity or practice may involve substantial new work.

Article 24. Retaining associations and meanings

24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

For many places associations will be linked to aspects of use, including activities and practices.

Some associations and meanings may not be apparent and will require research.

24.2 Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

Article 25. Interpretation

The *cultural significance* of many *places* is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and engagement, and be culturally appropriate.

In some circumstances any form of interpretation may be culturally inappropriate.

Conservation Practice

Article 26. Applying the Burra Charter Process

26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

The results of studies should be kept up to date, regularly reviewed and revised as necessary.

26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.

Policy should address all relevant issues, e.g. use, interpretation, management and change.

A management plan is a useful document for recording the Burra Charter Process, i.e. the steps in planning for and managing a place of cultural significance (Article 6.1 and flow chart). Such plans are often called conservation management plans and sometimes have other names.

The management plan may deal with other matters related to the management of the place.

26.3 Groups and individuals with *associations* with the *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

26.4 Statements of *cultural significance* and policy for the *place* should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.

Monitor actions taken in case there are also unintended consequences.

Article 27. Managing change

27.1 The impact of proposed changes, including incremental changes, on the *cultural significance* of a *place* should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.

27.2 Existing *fabric, use, associations* and *meanings* should be adequately recorded before and after any changes are made to the *place*.

Article 28. Disturbance of fabric

28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

Articles

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29. Responsibility

The organisations and individuals responsible for management and decisions should be named and specific responsibility taken for each decision.

Article 30. Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article 31. Keeping a log

New evidence may come to light while implementing policy or a plan for a *place*. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.

Article 32. Records

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article 33. Removed fabric

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article 34. Resources

Adequate resources should be provided for *conservation*.

Words in italics are defined in Article 1.

Explanatory Notes

New decisions should respect and have minimal impact on the cultural significance of the place.

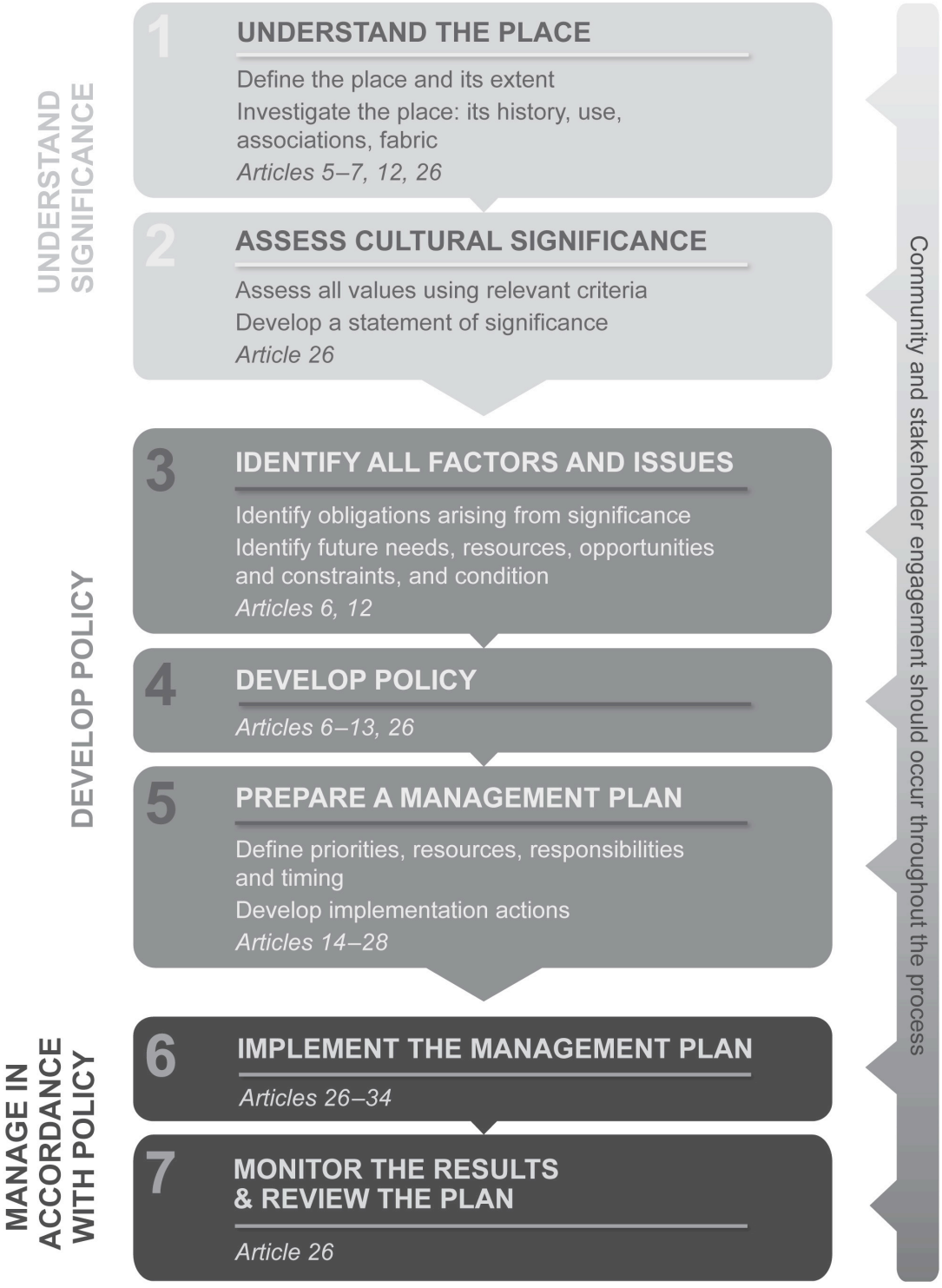
The best conservation often involves the least work and can be inexpensive.

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 6 summarises the Burra Charter Process.



ATTACHMENT 6 PHOTOGRAPHIC CONSTRUCTION RECORD

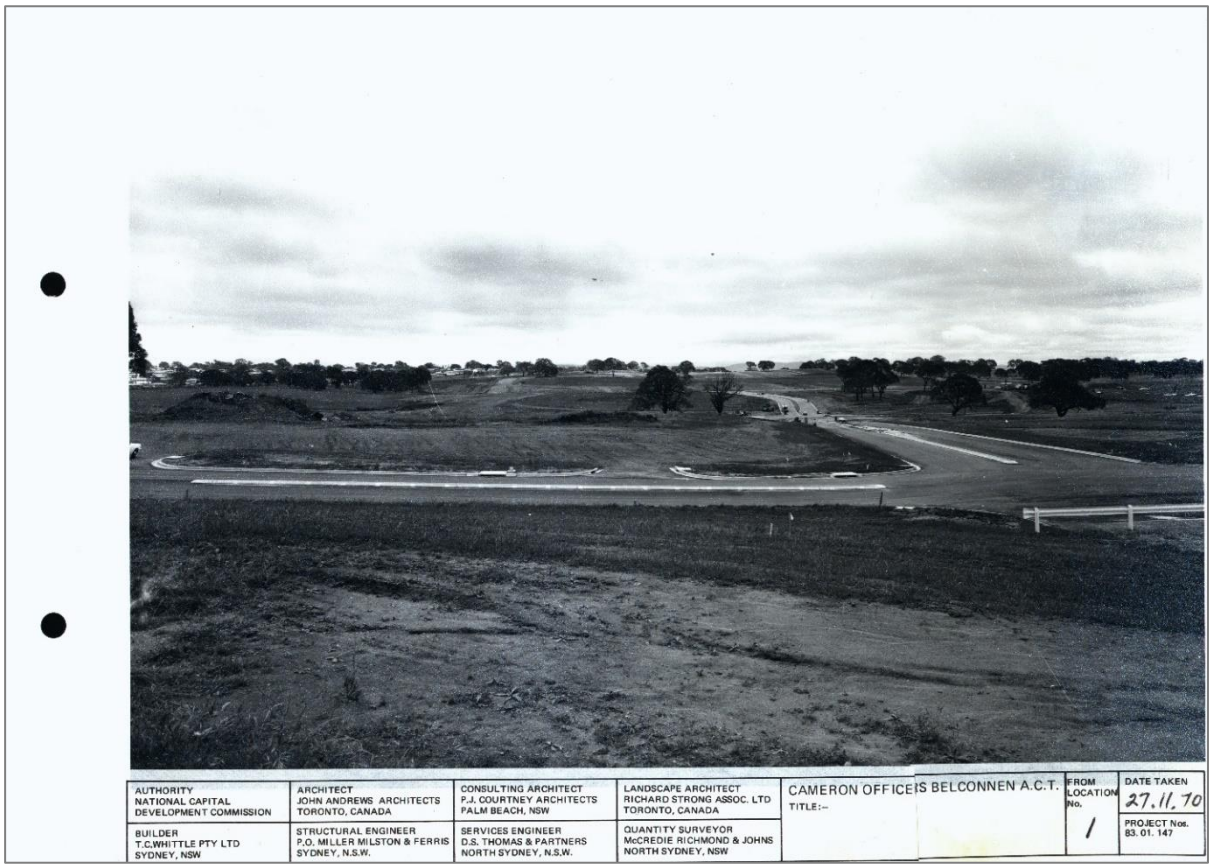


Figure 19: Image Location 1 27 November 1970

Source: ACT Heritage Library HMSS 0179.002_VOLUME 1_27_11_1970_00002

Figure 20: Image Location 1 22 December 1970

Source: ACT Heritage Library HMSS 0179.002_VOLUME 1_22_12_1970_00002

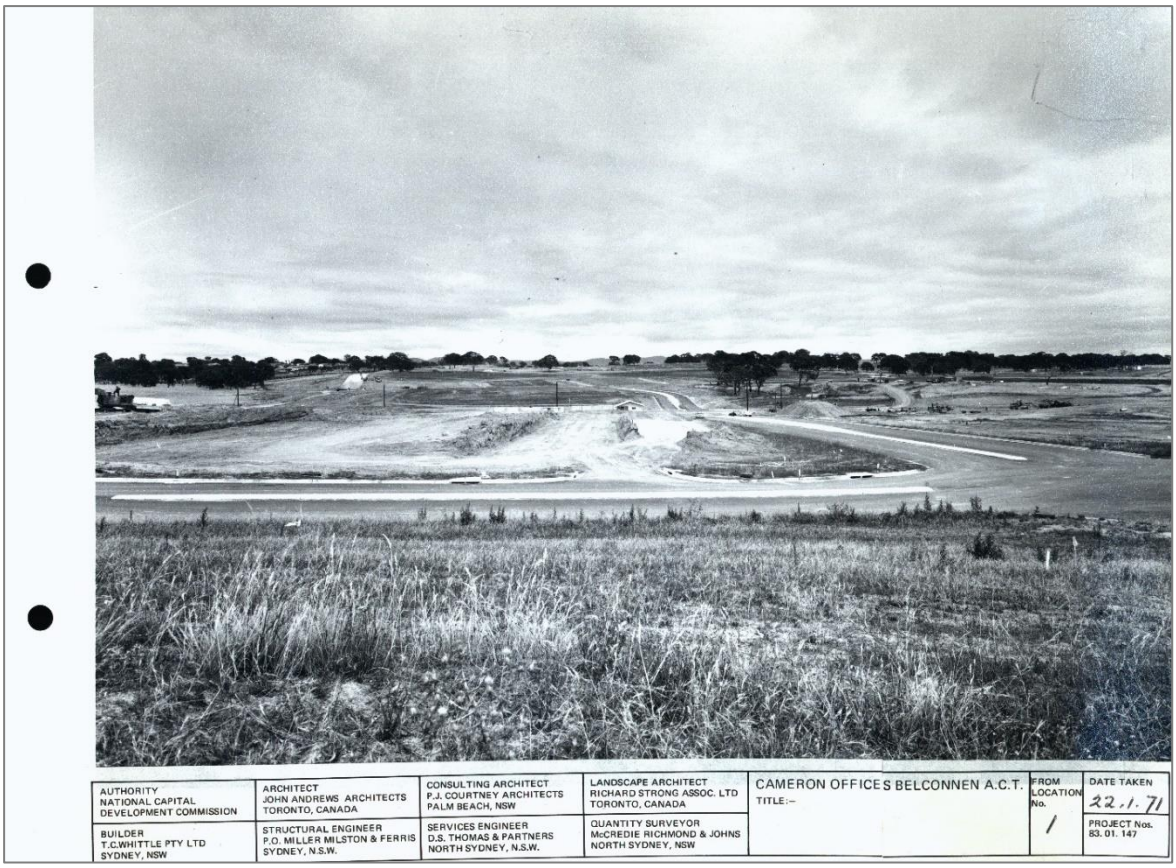


Figure 21: Image Location 1 22 January 1971

Source: ACT Heritage Library HMSS 0179.002_VOLUME 1_22_01_1971_00002

Figure 22: Image Location 1 26 February 1971

Source: ACT Heritage Library HMSS 0179.002_VOLUME 1_26_02_1971_00002

Figure 23: Image Location 1 26 March 1971

Source: ACT Heritage Library HMSS 0179.002_VOLUME 1_26_03_1971_00002

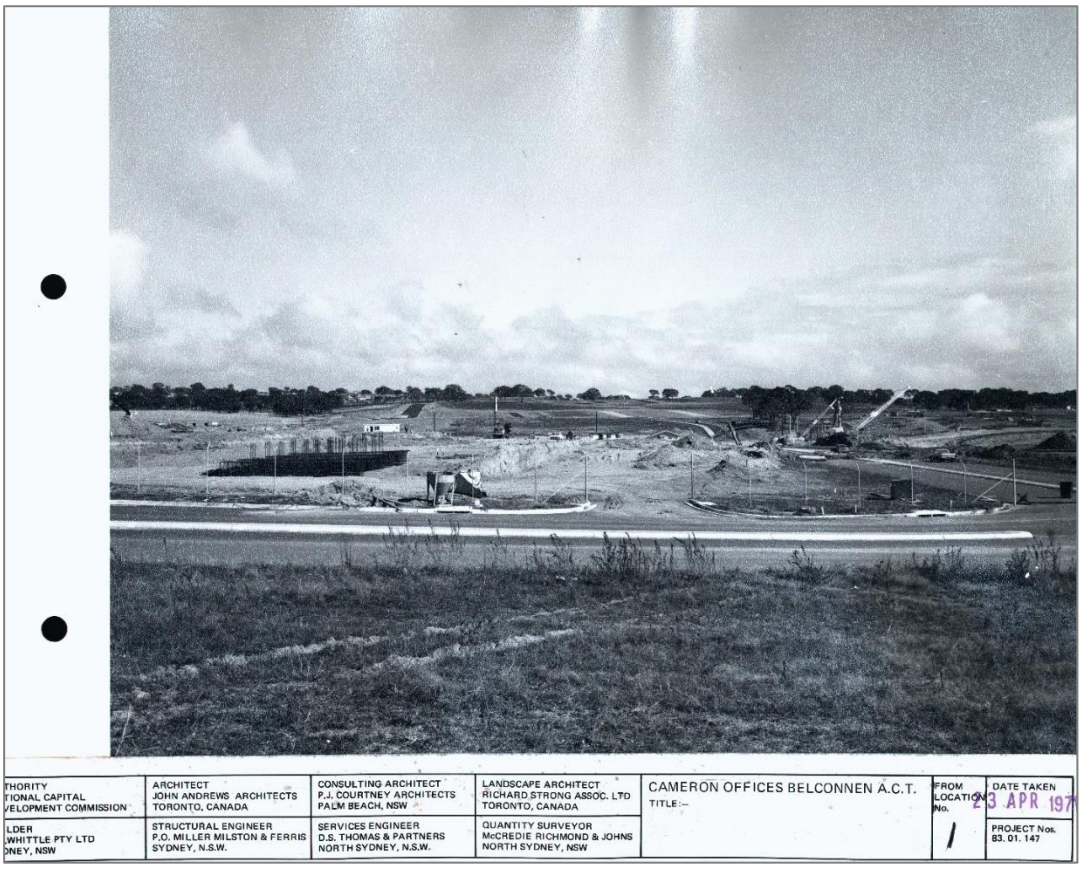


Figure 24: Image Location 1 April 1971

Source: ACT Heritage Library HMSS 0179_1971_04_23

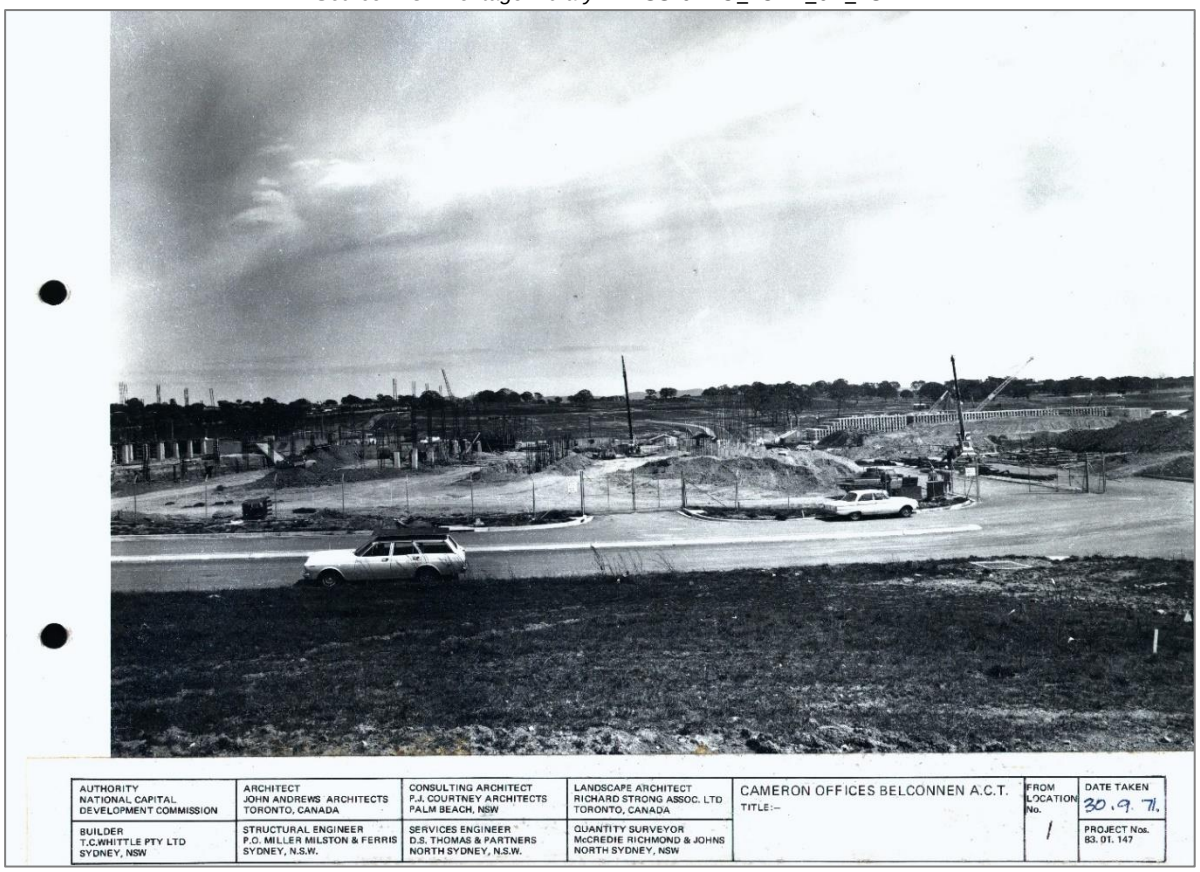


Figure 25: Image Location 1 30 September 1971

Source: ACT Heritage Library HMSS 0179_1971_09_30

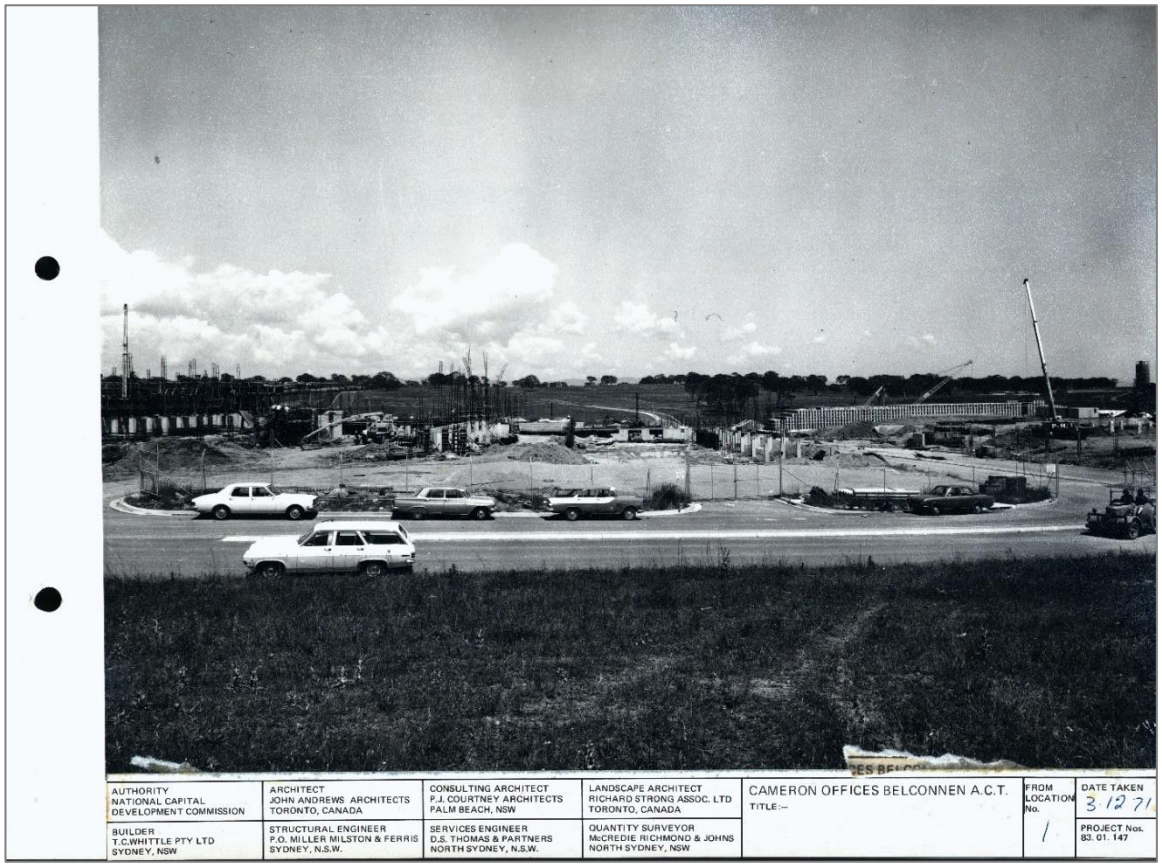


Figure 26: Image Location 1 3 December 1971

Source: ACT Heritage Library HMSS 0179.002_VOLUME 2_03_12_1971_00002

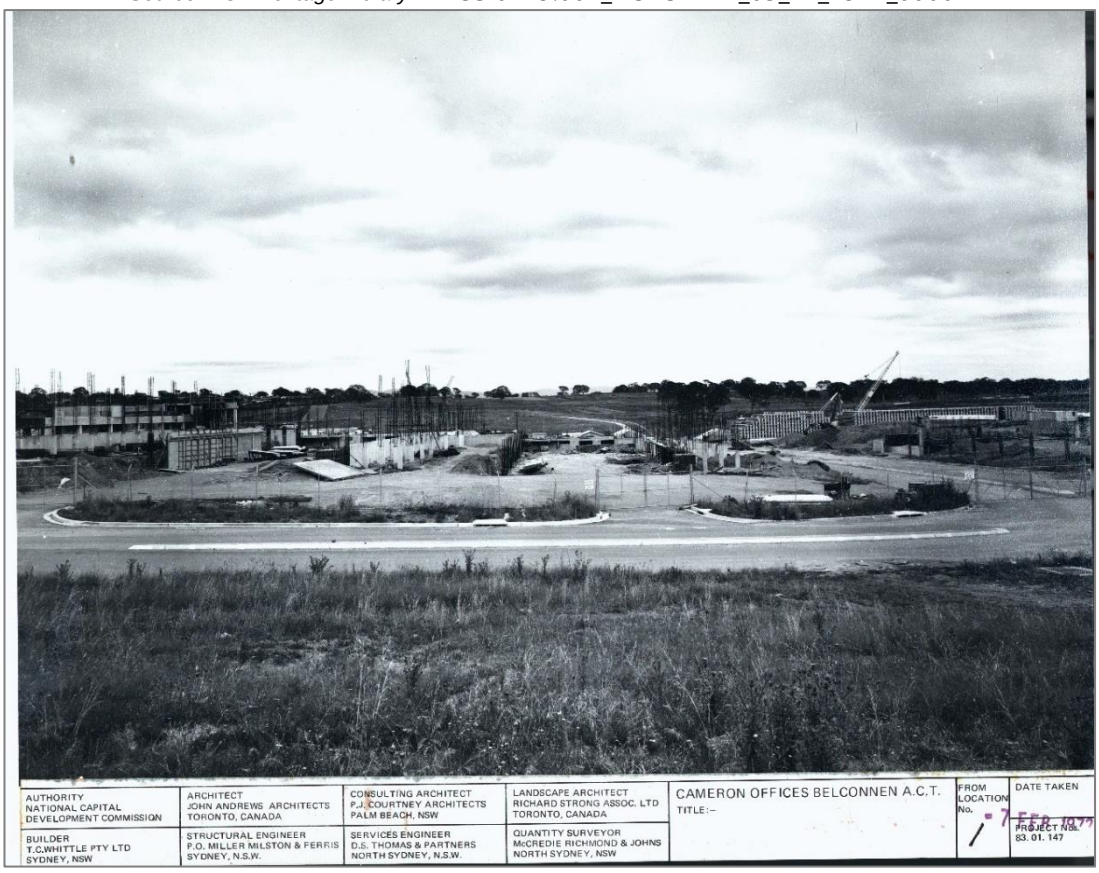


Figure 27: Photograph taken from Location 1 looking toward Wing 3 February 1972

Source: ACT Heritage Library HMSS 0179.002_VOLUME 2_02_07_1972_00002

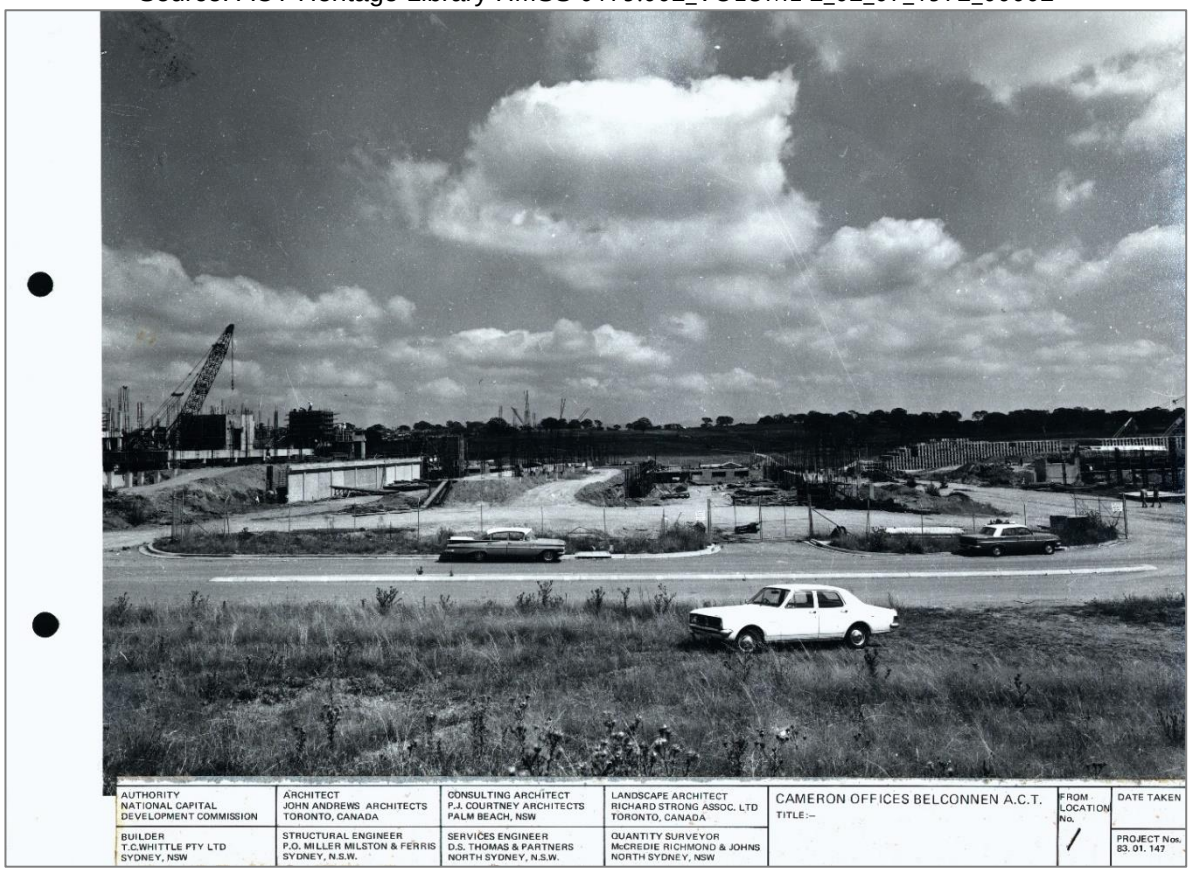


Figure 28: Image Location 17 March 1972

Source: ACT Heritage Library ACT Heritage Library HMSS 0179_1972_03_17

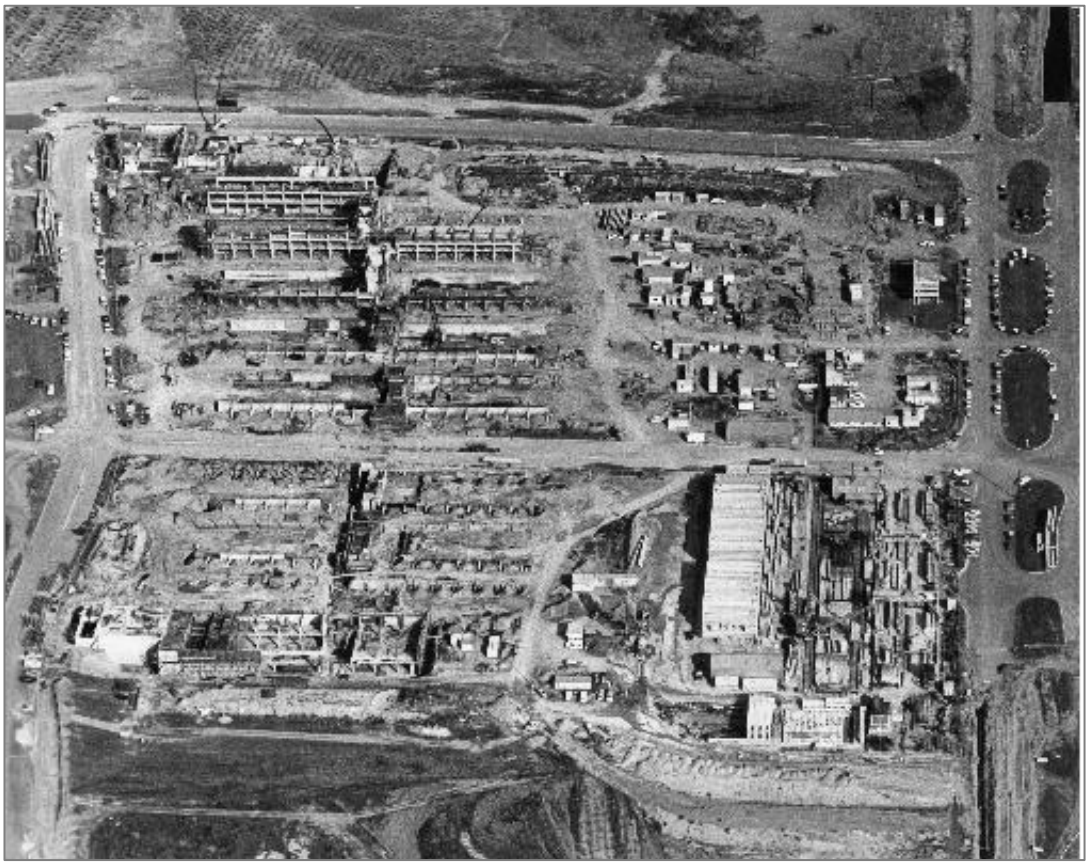


Figure 29: Aerial Image taken 16 May 1972

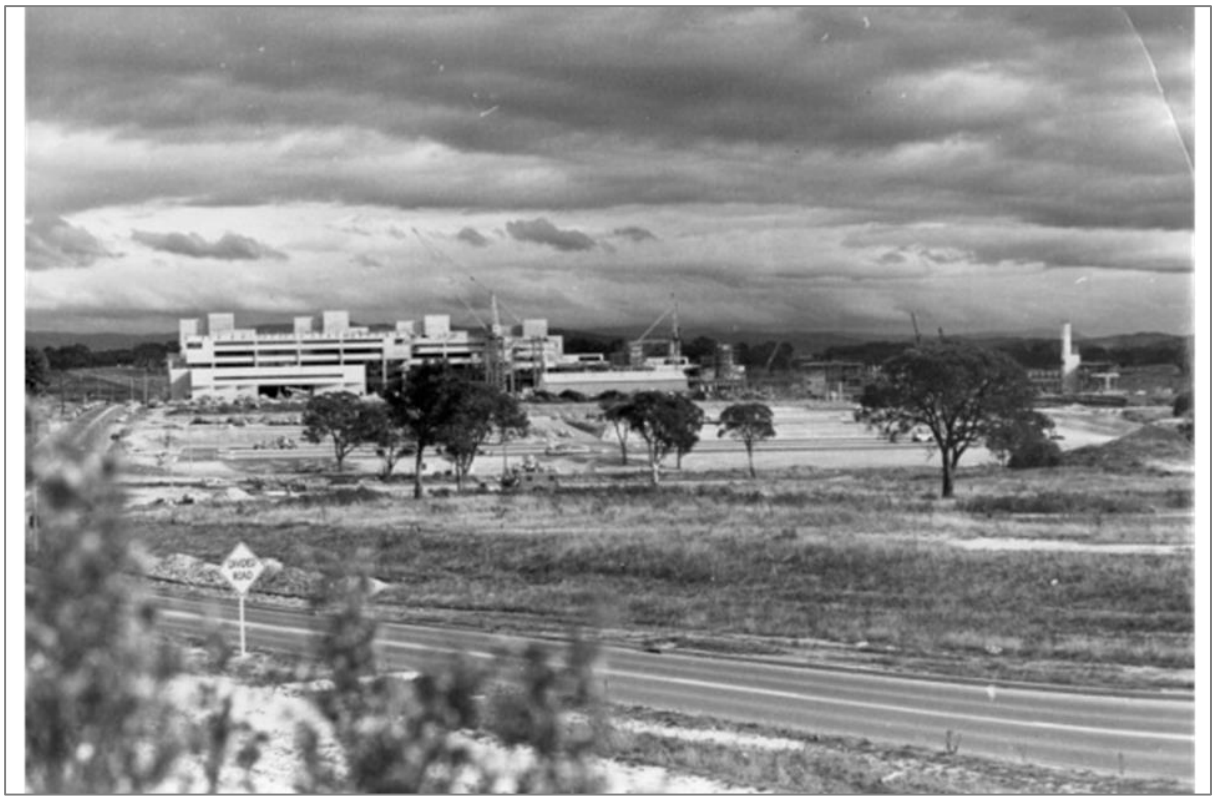


Figure 30: Progress on the Construction Site dated 15 May 1974

ATTACHMENT 7 PHOTOGRAPHS

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ATTACHMENT 8 CORRESPONDENCE WITH FINANCE

Australian Government

Department of Finance

Church of Scientology Australia
126 Greville Street Chatswood
NSW 2067

To whom this may concern,

I am writing to you on behalf of the Department of Finance (Finance). The current Certificate of Title indicates that the Church of Scientology Australia is the title holder (lessee) for Block 8 of Section 44 Belconnen which comprises Wing 3 and the Bridge of the Cameron Offices.

Wing 3 and the Bridge of the Cameron Offices are National Land under the *Australian Capital Territory (Planning and Land Management) Act 1988 (Commonwealth)* and are listed on the Commonwealth Heritage List and protected under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

Under the EPBC Act, a Heritage Management Plan for Wing 3 and the Bridge of the Cameron Offices is due to be submitted for endorsement to the Department of Agriculture, Water and the Environment (DAWE) as soon as practicable, and that the Heritage Management Plan must also be registered as a legislative instrument.

Under the Crown lease, the lessee is required to prepare a Heritage Management Plan and have it endorsed by DAWE. The Heritage Management Plan was previously referred to as a Conservation Management Plan and an Implementation Plan. The lessee is also required to provide DAWE with a reviewed copy of the Heritage Management Plan once every five years.

Once endorsed by DAWE the Heritage Management Plan must be registered as a legislative instrument by the Commonwealth agency that owns or controls the property, which in the case of Wing 3 and the Bridge of the Cameron Offices, is the Special Minister of State.

I would be grateful if you could confirm receipt of this letter and whether you are the correct representative for the purposes of this and related communication by contacting Aaliyah Veneros via email **propertypcmt@finance.gov.au** or phone **02 6215 1311**.

If you have any questions, or we may be of assistance to you in this matter, please do not hesitate to contact me directly.

Yours sincerely

Aaliyah Veneros
Property Officer
Property Projects Branch
1 March 2022

Bronwynne Jones

From: Clowes, Andrea <Andrea.Clowes@colliers.com>
Sent: Friday, 18 March 2022 11:55 AM
To: Eric Martin
Subject: RE: 56 Chandler St, Belconnen - Advice Request

Thanks Eric.

Further to the correspondence below, I've left a phone message for you to discuss the requirements of the Heritage Management Plan & get a better understanding around the timing requirements for submission of same.

Noting your advice that the process will likely take ~6 months, the Client would like to understand whether this updated Plan can be prepared following the impending renovation / construction works, or whether this is required immediately. We note the letter states 'as soon as practicable'.

Your advice below stated there is an existing Heritage Management Plan – are we able to obtain a copy of this?

Based on the Crown Lease extract below, for the fitout proposals to comply with a Conservation Management Plan, does this imply that the amendment could be made as part of the design process for these upcoming works? Is a Conservation Management Plan the same thing as a Heritage Management Plan?

(q) The heritage significance of the improvements on the Land, being Cameron Offices Wing 3, and the attached "Malls" facing Chandler Street, (the "**Retained Cameron Building**"), as shown in Development Control Plan Drawing 171/03/0006A is to be recognised by the Lessee and reflected in any refurbishment or redevelopment of the site.

Proposals for the Retained Cameron Building as to use and any works, including fit outs ("**Proposals**") are to comply with a Conservation Management Plan ("**CMP**") and Implementation Plan (as updated) each prepared by the Lessee and endorsed by the Australian Heritage Council (**AHC**).

Any change to the external appearance of the Retained Cameron Building must be consistent with the CMP and endorsed in writing by the Australian Heritage Council.

In this sub-clause 3(r), "Australian Heritage Council" means the body established by the Australian *Heritage Council Act 2003* (Cth) or any body substituted therefor.

Could you please clearly set out the process of what is required, confirm whether or not it has to be updated prior to completion of the construction works & whether or not a further amendment would be required at completion of the renovation works.

Please give me a call when you to discuss further.

Appreciate your help.

ATTACHMENT 9 LEASE AND TITLE

ATTACHMENT 10 DETAILED CANBERRA AND BELCONNEN HISTORY

Introduction

Archaeological investigations have revealed a Pleistocene antiquity of Indigenous occupation in the Southern Highlands of Eastern Australia, centring on the Murrumbidgee River and tributaries. Excavations at Birrigai Rock Shelter in Tidbinbilla Nature Reserve have produced evidence of relatively discrete phases of occupation of the shelter dating to c21,000 BP[71] .

A first phase of occupation, beginning in c21,000 BP, was of low intensity use of the site which was maintained through to c3,000 BP, when occupational intensity increased dramatically. This increase in Indigenous occupation is reflected in many other places in the Southern Highlands. Around c100 BP the evidence of occupation, charcoal from fires and artefact density decreases. This period sees the onset of European impact on the landscape and the subsequent impacts on Indigenous cultural and economic practices.

The archaeological investigation at the Birrigai Rock Shelter has revealed a deep antiquity for human use of this area of the highlands. Apart from Flood's work in the 1980s and theses by several Australian National University (ANU) students, there has been little detailed archaeological research undertaken in the ACT since, and our knowledge of the period from the Pleistocene to European arrival is sparse. Most subsequent archaeological work in the ACT has been development-driven, consisting mainly of non-intrusive surface surveys. The results have, however, revealed many areas, especially in the lower valleys and along river and creek corridors that have great research potential. This knowledge vacuum is extraordinary, given the known antiquity of human occupation and the scope for further rigorous scientific investigation. Additionally, the ACT has some of the most important mires and swamps in Australia and can provide invaluable data regarding the palaeoecology of the region[72] (Brockwell & Dowling 2010).

Indigenous Occupation in Belconnen area

It may be assumed that the Molonglo River, Ginninderra Creek and Murrumbidgee River corridor were important pre-contact Indigenous resource zones that attracted a considerable level of hunter-gatherer occupation. The importance of these zones has been demonstrated by archaeological surveys where over two hundred Aboriginal sites, including open camps sites, stone quarries, scarred trees and ceremonial sites, had been recorded by the early 1990s.

Archaeological surveys conducted along sections of the lower Molonglo suggest that gentle slopes, spurs and alluvial flats along the water corridors will exhibit the highest archaeological potential[73](. The results of previous surveys in the vicinity of the Molonglo-Murrumbidgee junction and post-bushfire surveys also indicate the importance of spur lines leading to water corridors in steeper terrain. The most common Indigenous sites recorded are the numerous but small surface scatters of stone artefacts.

An archaeological assessment of the Murrumbidgee River Corridor within the ACT was undertaken in the early 1980s[74]. During this study the field survey was extended to encompass the banks of the Molonglo near its confluence with the Murrumbidgee. The general survey findings indicated that Aboriginal sites throughout the Murrumbidgee corridor environment, with both riverine and non-riverine oriented economic activities being reflected. However, the survey showed a strong positive association between the concentrations of sites with distance from water sources. The nearer the main water source (for example the Murrumbidgee and Molonglo Rivers) the higher were the concentration of sites. Such an association is indicative of a high economic exploitation of resources within river valleys and permanent water sources.

The type and distribution of the Indigenous sites is indicative of the area along the Murrumbidgee River and lower Molonglo River being used as a focus for hunter-gatherer economic resource exploitation. While the size of the sites in terms of numbers of artefacts exposed on the surface is small (the largest recoded being 18 artefacts) many of them may represent larger sub-surface scatters not detected by the surveys. None of the sites so far located have been excavated.

A number of indigenous sites have been recorded in the suburbs of Bruce and Lawson[75]. We are unaware of Indigenous heritage on the site and it is unlikely as these are most often found along water courses and in valleys rather than on the general slopes where the Cameron Offices are located.

[71] Flood et al. 1987
[72] Navin Officer 2004; Klaver 1993
[73] Navin Officer 2004
[74] Barz and Winston-Gregson 1981, 1982
[75] It should be noted that under the *ACT Heritage Act 2004*, the precise locations of Aboriginal cultural sites are restricted. Location references can be obtained with permission from the ACT Heritage Council

Apart from the possible Aboriginal scarred tree sites (Bruce Ridge Site 5 and Lawson Site 12) all of the Aboriginal cultural remains located in the immediate area are single, or multiple surface stone artefact scatters. The majority of them were located by a number of independent surface surveys over the past fifteen to twenty years. In most cases the stone artefacts were located on disturbed ground surfaces, for example vehicle track, animal tracks, rabbit activity, rabbit mitigation activity and urban infrastructure development.

Only 1 artefact scatter and no other Aboriginal sites have been listed on Section 3, Bruce, in the University of Canberra precinct. However, this is almost certainly due to no archaeological surveys being done during the construction of the Canberra College of Advanced Education (CCAE) and Belconnen Town Centre in the 1960s and further in the 1970s.

European Settlement History

Initial exploration

In the early years of the 1820s European explorers reached what is now the Australian Capital Territory.

Dr Charles Throsby, a former Naval Surgeon turned landholder and explorer, his nephew Charles Throsby Smith, guided by his convict overseer, Joseph Wilde, and James Vaughn reached the Molonglo River and the wide valley it flowed through. They were on their way to find the Murrumbidgee River. After several setbacks, Throsby reached the River in 1821. Throsby and his party were the first Europeans to see the Murrumbidgee River.

Following his explorations Throsby wrote of the country he had crossed:

> *...perfectly sound, well watered, with extensive meadows of rich land on either side of the rivers; contains very fine limestone, in quantities perfectly inexhaustible, slate sand-stone and granite fit for building, with sufficient timber for every useful purpose; and, from the appearance of the country, an unbounded extent to the westwards*[76].

Certainly overstating the natural resources available, Throsby's description of the land he saw had an element of accuracy ('extensive meadows') and when it was published in the Australian Magazine in 1821 it triggered much interest among the Sydney entrepreneurs. More tantalizing news of favourable lands and profits to be made came soon after.

Following the Throsby expedition, Captain Mark Currie, accompanied by the reliable Joseph Wilde and Brigade Major Ovens, reached the Molonglo River and turned south, reaching the Murrumbidgee in 1823. Alan Cunningham and his party were the next to pass through the area in April 1824. Cunningham's objective was to make a detailed botanical inspection of the lands already seen by Throsby and Currie. He followed the Molonglo and Murrumbidgee Rivers, covering some of the ground which Currie had crossed the previous year[77].

Throsby, Currie and Cunningham reported back to the Colonial Government on the open and well-watered lands they crossed; suitable, they claimed, for sheep and cattle grazing. At that time there were great opportunities for those with an entrepreneurial flair and the financial backing to achieve their aims to invest in tracts of land recently found on the western slopes of the Great Dividing Range. A rush to claim these lands began. European settlement began on the flood plains and slopes above the Molonglo River in what is today the central area of Canberra and spread quickly south towards Tuggeranong and north to the lands bordering Ginninderra Creek and the Murrumbidgee River.

The initial European explorations into the area of the ACT were done by the separate expeditions of Throsby, Currie and Cunningham in the 1820s. Each reported back to the Colonial Government on the open and well-watered lands they crossed; suitable, they claimed, for sheep and cattle grazing.

[76] Throsby Australian Magazine June 1821
[77] Havard 1956; Lee-Scarlett 1968

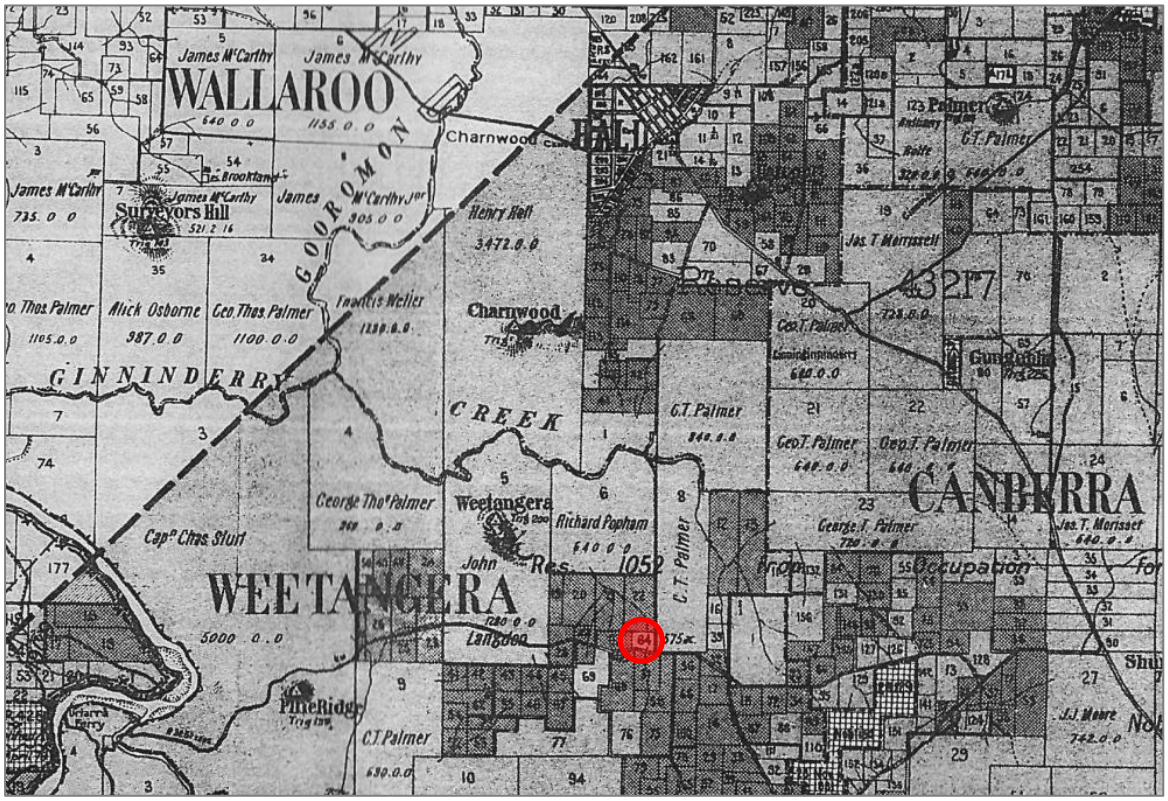


Figure 31: Land holdings in the north of the ACT prior to Federal Government acquisition

Source: c1910

The Charles Sturt period

Following his explorations along the Darling and Murray Rivers systems (1828-1830) and government postings, Charles Sturt returned to England in poor health. While undergoing treatment he published an account of his journeys, and after many petitions to the New South Wales Government for recompense, he was promised a grant of 5,000 acres (2,024 ha). The promised grant came with a condition that he sold his military commission and renounced all other rights arising from his military service. Sturt's decision to resign from the military was no doubt based on his continuing ill health, poor eyesight and strained financial situation[78].

Figure 32: Charles Sturt
Source: Charles Sturt University, Our History, https://about.csu.edu.au/our-university/history

Sturt and his wife returned to New South Wales in 1835. On 17 April 1835 Sturt wrote to his brother William: You are aware that the Government gave me a 5,000-acre grant of land, but I have not as yet made my selection, being puzzled as to the locality[79].

Just a few days later it would appear that Sturt had made up his mind on where to select his land. On 21 April he wrote again:

> *I am on the eve of making a journey to select my acres. The country to the south is described by several people as most beautiful. As soon as I get my land I shall stock it with 1,000 sheep and 150 to 200 head of fine cattle. As a beginning, that, I think, will do very well; and a trip once or twice a year to see my establishment will be a pleasure to me.*[80]

[78] Gibbney, Cumpston 1951, Beale 1979
[79] Cumpston 1951
[80] Ibid

On 5 June an order was issued by the Governor for the promised grant of land. Just after their arrival back in the Colony the Sturts purchased an additional 1,950 acres (789 ha) near Mittagong where they settled. Sturt may have made a journey to the area of Ginninderra to select his granted land.

The Campbell Period

Robert Campbell, a prominent person in the commercial sphere of Sydney, was well connected to the high social circles of the early colony through his family background and his wife Sophia, who was the sister of John Palmer the Commissary-General and First Fleet arrival on the Governor Philip's Ship *HMS Sirius.* Campbell had received a land grant from the Governor of NSW to compensate for the loss of one of his ships and in 1825 he had established a property at Pialligo on the Molonglo River with James Ainslie as manager. The property was later named 'Duntroon', after the Campbell family properties in Scotland. Robert Campbell most likely informed Palmer of the opportunities available for grazing interests in the newly explored area of the colony. John Palmer and his son, George Thomas Palmer, lost little time in establishing land – John in the area of Jerrabomberra adjoining Campbell's holdings and George Thomas further north in rolling plains bordering Ginninderra Creek known to the indigenous people as *Ginninginninderry* in 1826[81].

These frontier properties were well beyond formal control of the colonial administration and formal possession of lands often lagged behind actual possession. George Thomas Palmer, although grazing the lands since 1826, did not submit a request for permission to purchase the land from the colony until 18 May 1829.

> *I beg to request that you will be pleased to submit to His Excellency Governor Darling, my desire to obtain his permission (when the boundary may be extended) for the occupation of an extent of land (not within the line of its present demarcation) about seven miles distant to the northward of the property of Mr Campbell senior, in the vicinity of Limestone Plains, as it is my intention if allowed, to purchase to the full extent of the regulation which I understand to be nine thousand six hundred acres (3885 ha)[82].*

Palmer then submitted a formal application for land on 14 December 1829. Having heard nothing of his application he wrote again to the Colonel Secretary on 29 October 1831:

> *With reference to that part of the Land Regulations (bearing dates the 1st August, 1831) headed "Leases", I beg to state that I am desirous of renting fifteen sections of land situated at Ginginninderra* [sic] *in the neighbourhood of that quarter of the country commonly called the Limestone Plains and forming part of the quantity which I formerly made application to rent with a view to purchase[83].*

The tyranny of distance affected the colonial administration in far off Sydney and a muddling bureaucracy initially allocated the desired lands to Mr John Cartwright. An annoyed Palmer then pointed out that he had occupied the lands for several years, had erected several expensive buildings and installed an overseer. The confusion was quickly cleared up in Palmer's favour by the Colonial Secretary and the lands he requested were formally granted in 1831 five years after he had first taken up the land.

Further land grants were to be given in the larger area of Ginninderra but many were to absentee owners who speculated but never settled the area[84]. One such 'speculator' was John Langdon who obtained a grant of 1, 280 acres (518 ha), never lived on it, and disposed portions of it to George Palmer in 1834 in exchange for 445 ewes[85]. The present site of the University of Canberra is on the former lands held by John Langdon. By this time Palmer was in formal possession of at least 4,227 ha of land and utilising further land areas primarily for grazing in the Ginninderra Creek area.

[81] Gillespie 1991, p6.
[82] *Ibid* p.6
[83] *Ibid p.7*
[84] *ibid*, p.9
[85] *ibid*, p.9

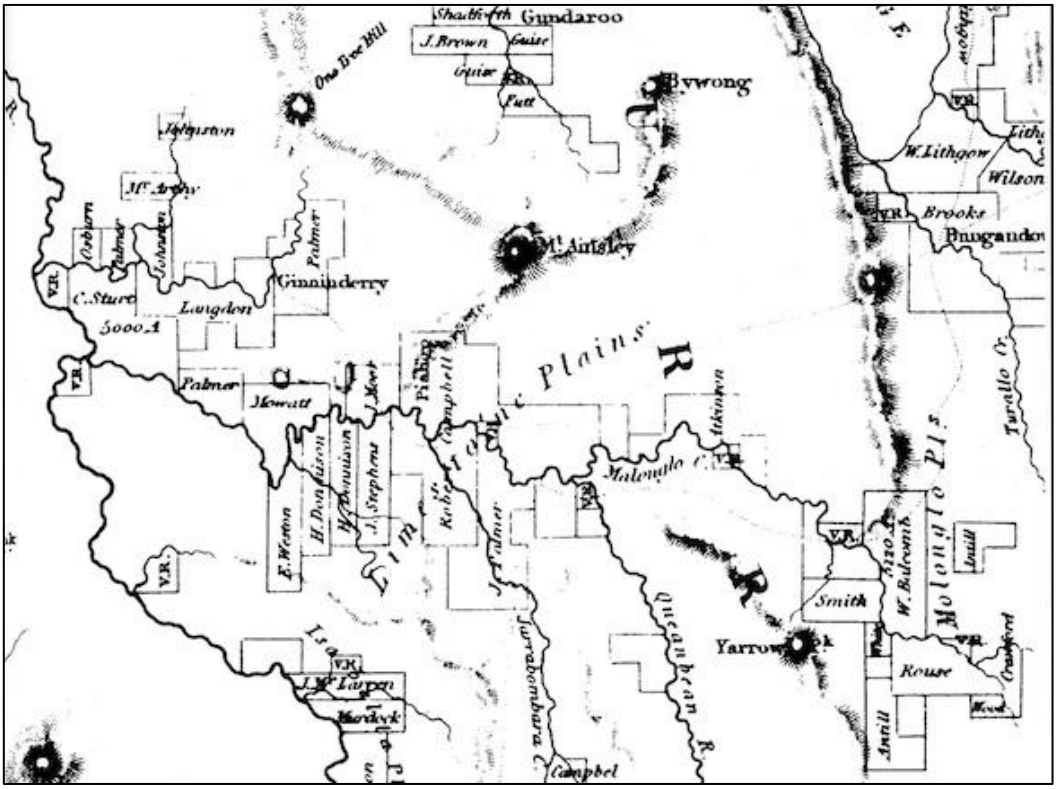


Figure 33: 1837 Map by Surveyor Robert Dixon

Source: National Library of Australia, Map F892

Charles Campbell had come to the district to manage his fathers (Robert Campbell) station at Duntroon in 1835. He briefly assumed responsibility for the management of George Thomas Palmer's Ginninderra Estate, marrying Palmer's daughter, Catherine, in 1837. Following the sale of Sturt's acres, Charles Campbell arranged to buy his father-in-law's Ginninderra property with a down payment and the balance being paid by instalments. The deal did not last long, and Palmer resumed possession when his son-in-law could not keep up the payments. A drought, along with falling wool and stock prices were the main causes. However, Charles and Catherine managed to hold on to Belconnen even though they moved back into the family home at Duntroon[86]. Belconnen became an outstation to the Duntroon estate.

Campbell did not keep the name of 'Grange' for his new acquisition and soon after purchase the land was named 'Belconnen'. The origin of this name is not entirely clear however

> *"It is thought that Campbell gave it this name following an incident on the property when an Indigenous man used the word "Belconnor", meaning "I cannot find".*[87]

The name, like many Indigenous terms adopted by Europeans, has been spelled as 'Belconnel,' 'Belconon' and 'Belcomon'. The name was largely limited to the property and was not applied to the present area of Belconnen until after the Naval Transmitting Station, built nearby in 1938/9, adopted the name.

[86] Gillespie 1992
[87] Shepherd, ARN, 2005 *Personal Communication*, p7 of notes held on the heritage registration for Belconnen Farm compiled by the ACT Heritage Unit.

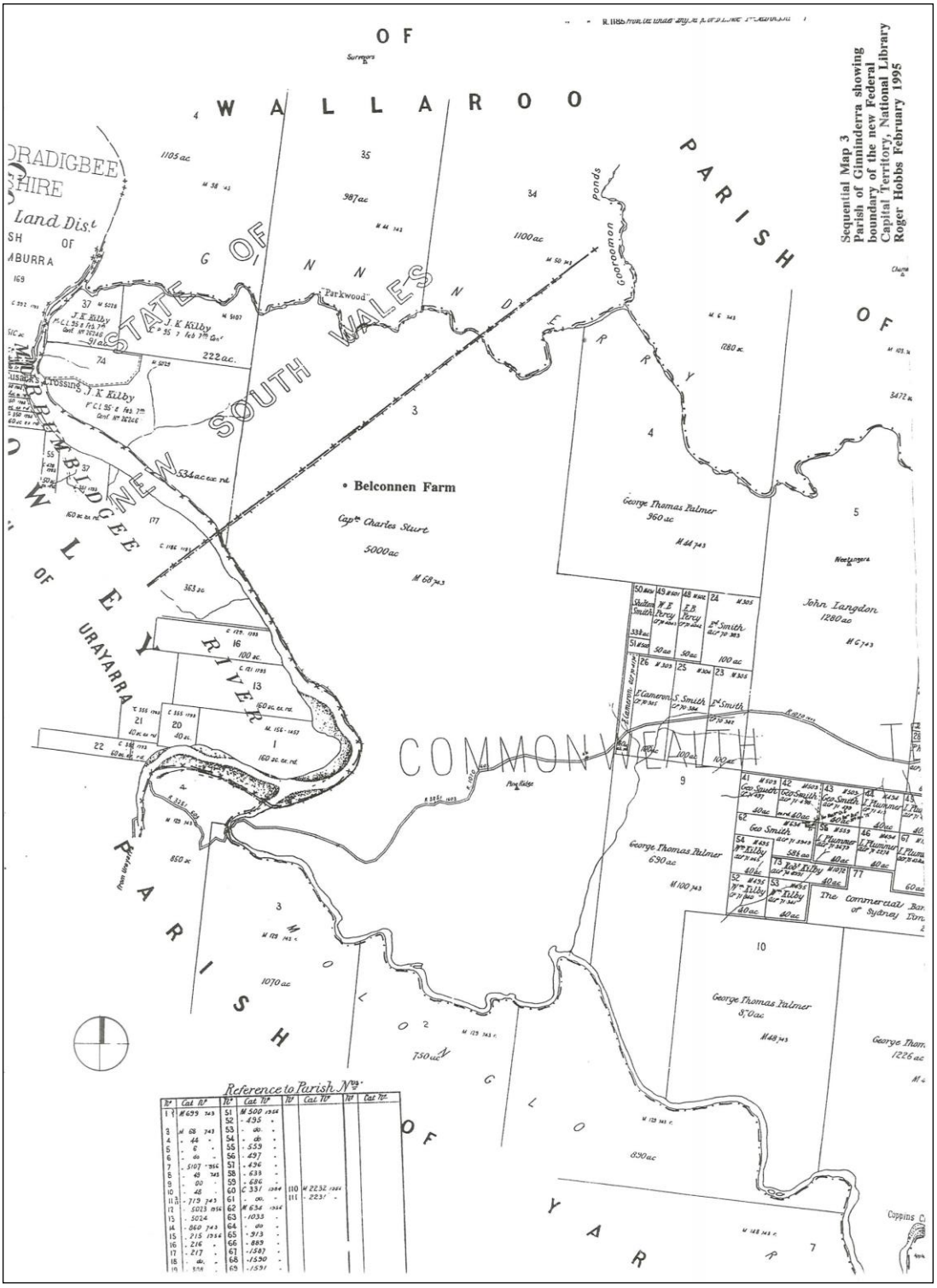


Figure 34: Parish of Ginninderra showing boundary of the new Federal Capital Territory

Source: Roger Hobbs, February 1995

Belconnen and the Soldier Settlement Period

Following the Federal Government acquisition of the Yarralumla estate in 1913, the rural lands within the new Federal Capital Territory were subdivided and advertised for lease under the instructions of the first administrator, Colonel David Miller.

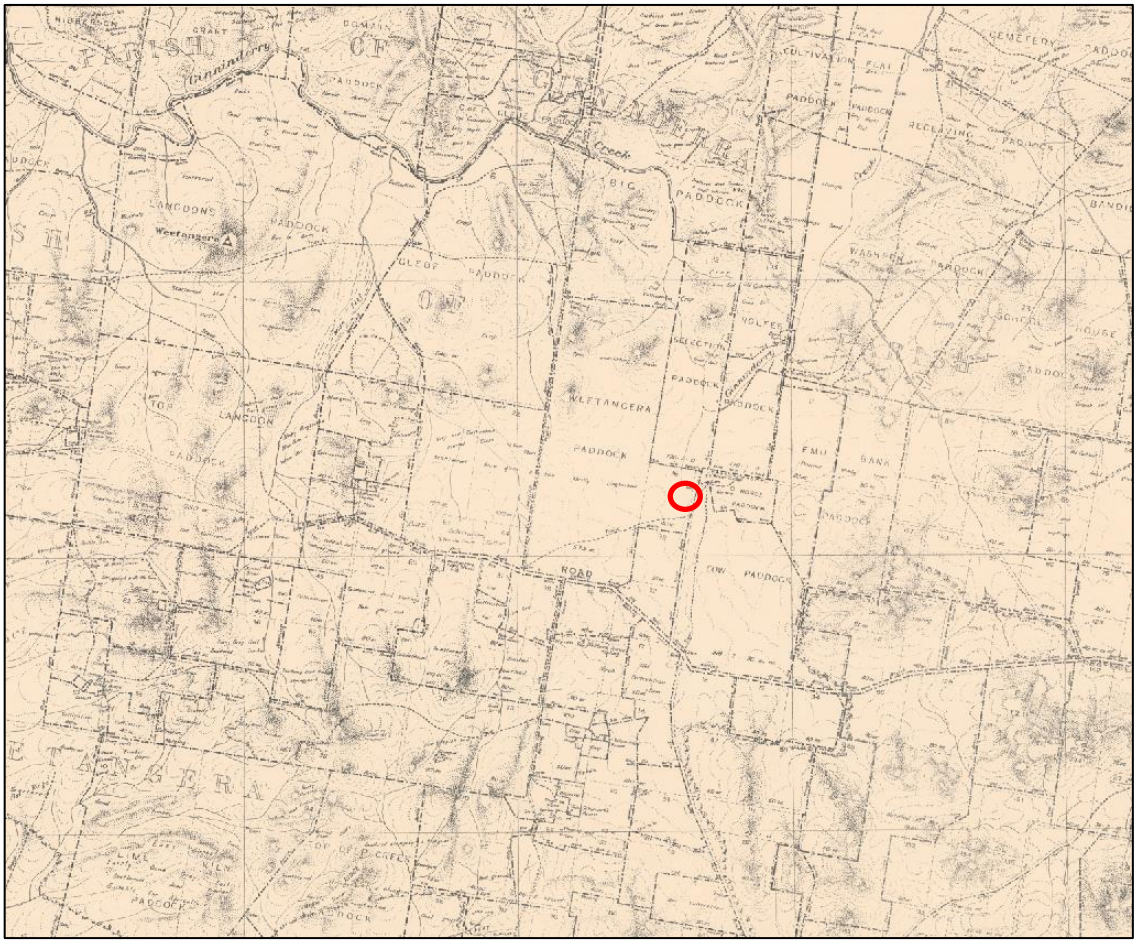


Figure 35: 1915 Survey Map

Source: NLA Map Room

Following a census taken in 1841 the only habitations in the Ginninderra district appear to have been Palmer (Palmerville), Hall (Charnwood), Glenwood, and Campbell (Belconnen). An example of the population in the area at this time can be derived from two properties[88]

Property	Population
Palmerville	47 males, 21 females (total 68) 15 were convicts 6 were ticket-of-leave employees
Charnwood	24 males, 8 females (total 32) 11 were convicts (10 male, 1 female) 3 were ticket-of-leave employees

But, by the end of the 1850s the majority of the land north and south of Ginninderra Creek either side of the present ACT-NSW border was held by a handful of wealthy owners including Campbell, Palmer, Southwell and Hall, most of whom held lands elsewhere. It would appear that by 1900 the land where Cameron Offices are was owned by John Langdon (refer **Error! Reference source not found.**).

3.3.5 Robert John Butt[89]

Robert John Butt was born at *'Kirkdale'* near Yass, NSW in 1892. He was working as a share farmer in the Yass area when he enlisted at Goulburn, NSW on the 14th March 1916.

[88] Population in the Ginninderra district from 1841 census Gillespie 1991 p.12
[89] https://www.archives.act.gov.au/repatandrabbits/robert-butt

On the 30th September 1916, Butt embarked from Sydney aboard the *HMAT Aeneas* as a Private with the 5th Reinforcements to the 56th Battalion. He arrived at the 5th Division Base Depot Etaples, France in December 1916 seeing action in February 1917.

On the 26th September 1917 at Polygon Wood, Belgium, Butt sustained *"shell deafness"*. His military medical report states:

> *"Shell burst nearby on above date and he was struck in the back of the neck by a piece of mud. Since then has been deaf and getting worse. Was not evacuated, but while on leave in Feb 1918, reported to H.Q. London & was sent to No.1 AAH[90] Harefield. Discharged thence 22-2-18"*

Butt did not return to the front and was repatriated to Australia on the *HMAT Medic* in August 1918. He disembarked in Sydney on the 13th October 1918 and admitted to No.4 Australian General Hospital at Randwick. Butt was officially discharged in Sydney on the 8th November 1918.

In February 1923, Butt applied for a Soldier Settlement block in Belconnen District. The Federal Capital Commission (FCC) allocated Butt his fourth choice, the 649acre (263 hectare) Belconnen Block 31, for a period of 25 years. His annual rental was £181/3/7. However, the Commonwealth Surveyor General informed Butt, *"that owing to continued dry weather possession of the land cannot be given to you at present."*

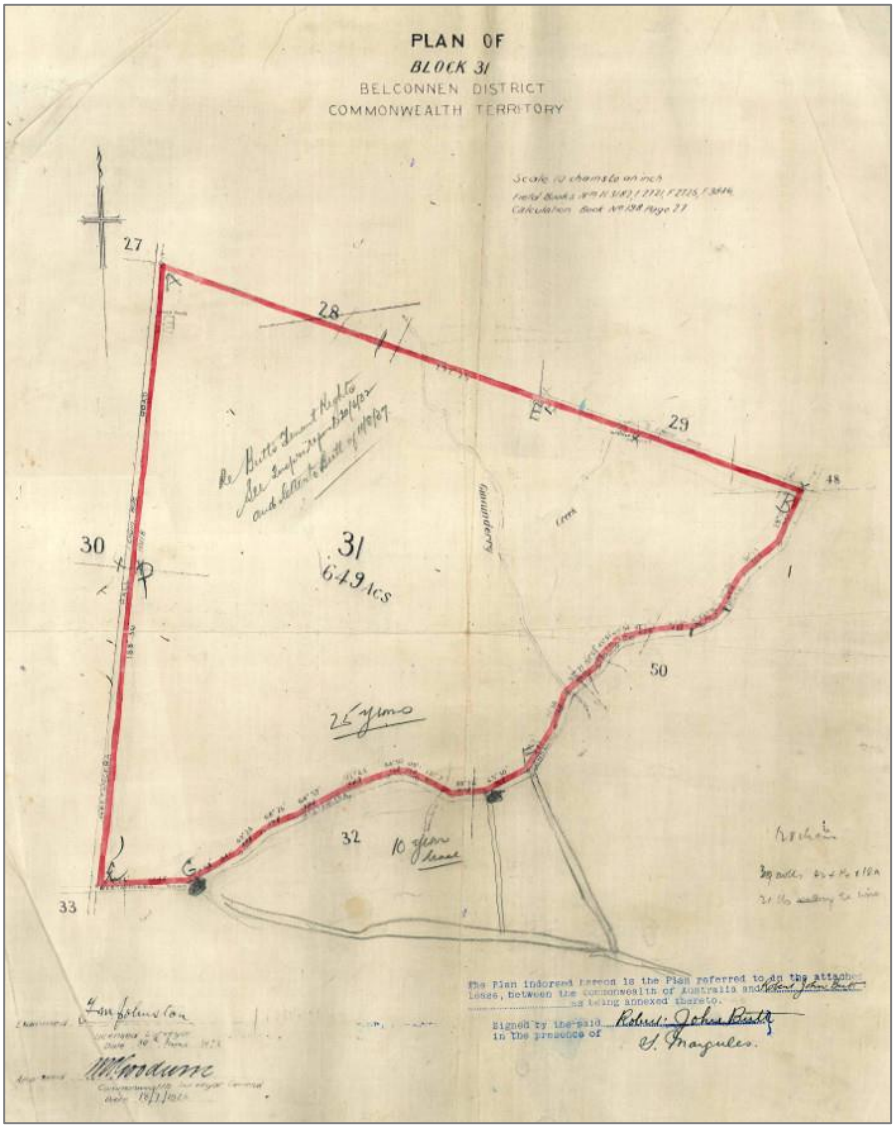


Figure 36: Plan of Belconnen Block 31

[90] Australian Airfield Hospital, AAH

In April 1923, Butt requested access to his block so he could carry out fencing in preparation for moving his sheep onto the block. The FCC permitted Butt to proceed with fencing with the understanding that he will not be charged rent until he took full possession. Butt was also informed, *"in the meantime you are not to put any stock on the land."*

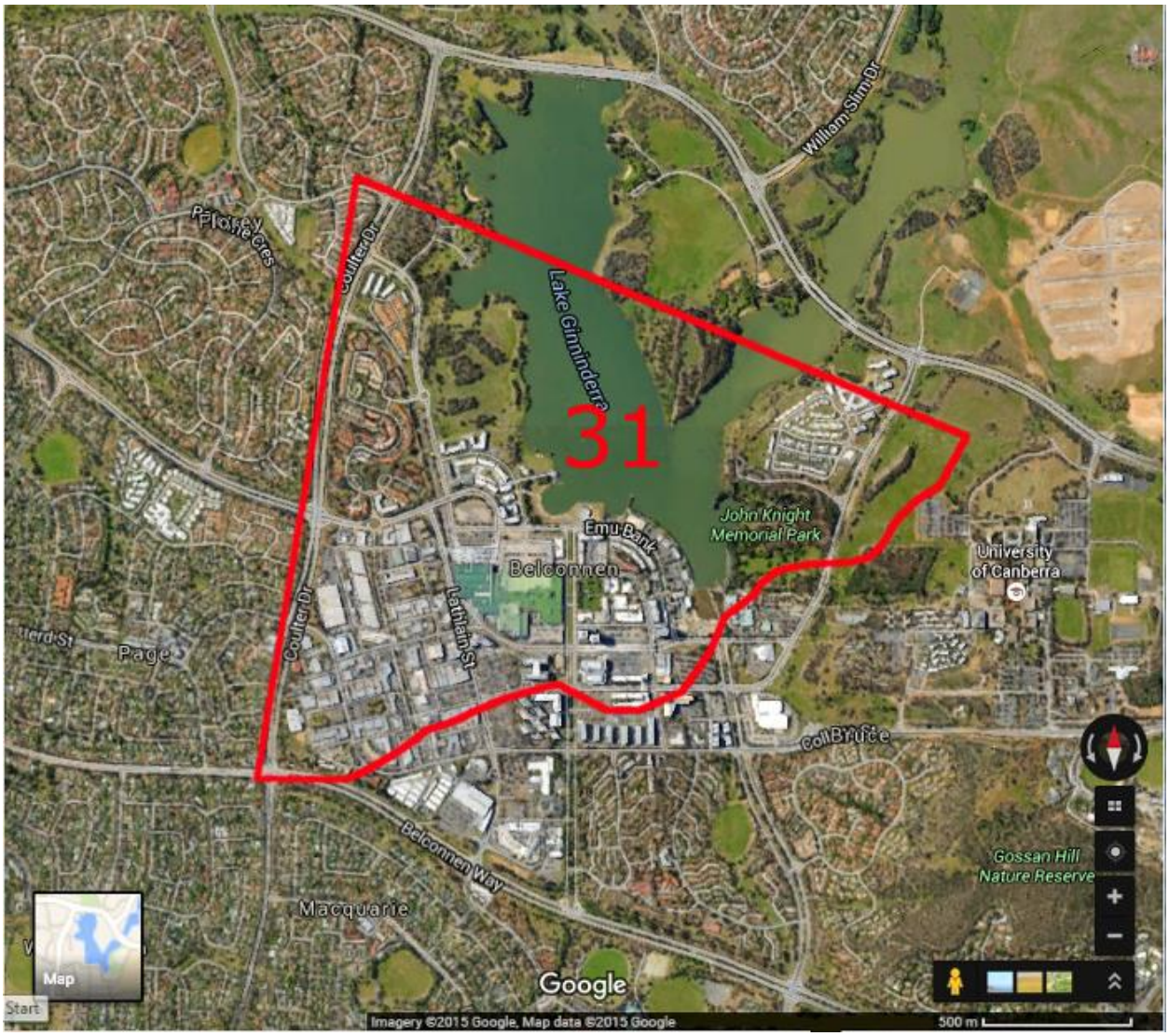
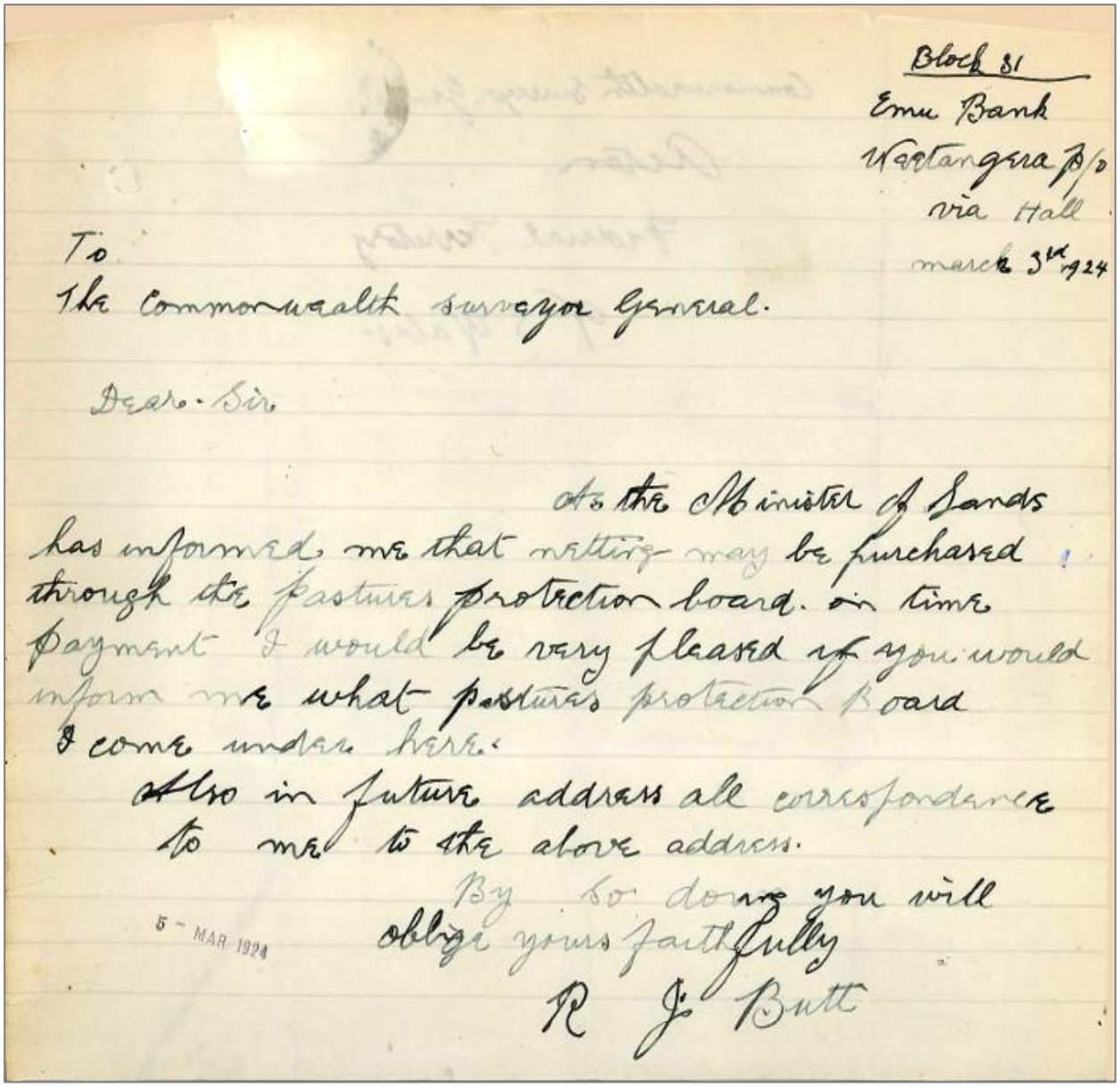


Figure 37: Image of area c2014 with Belconnen Block 31 boundary in red

Source: Google Images annotated by EMA

Butt took full possession of Belconnen Block 31 on the 14th June 1923. He named his block 'Emu Bank', despite only around 40 acres (16 hectares) of the block sitting on the former 'Emu Bank Paddock', part of the earlier Ginninderra property. This part of Belconnen retains the name Emu Bank.



Block 81
Emu Bank
Weetangera P/O
via Hall
March 3rd 1924

To
The Commonwealth Surveyor General.

Dear Sir

As the Minister of Lands has informed me that nothing may be purchased through the pastures protection board. in time payment I would be very pleased if you would inform me what pastures protection Board I come under here.

Also in future address all correspondence to me to the above address.

By so doing you will oblige yours faithfully

R J Butt

5 MAR 1924

Figure 38: Letter from Robert Butt to Commonwealth Surveyor General date the 3rd March 1924.

In August 1924, the Commonwealth Surveyor General requested Butt pay £22/10/0 for *"15 chains of netting fence"* that the Commonwealth had erected along his Weetangera Road frontage. Butt argued that *"...no fencing has been done by the Commonwealth since I got possession of the block and all fencing and improvements come under term of five years payment from the date I took possession..."*

The Commonwealth Surveyor General responded that the fence was part of the conditions of Butt's lease. As it was necessary to fence off a new road before Butt took possession, the FCC had erected the fence. He continued:

> *"What is desired now is that you will forward your cheque for the sum of £22.10.0 to purchase the fence, in order that you may maintain tenant rights over the whole of the fencing on your lease."*

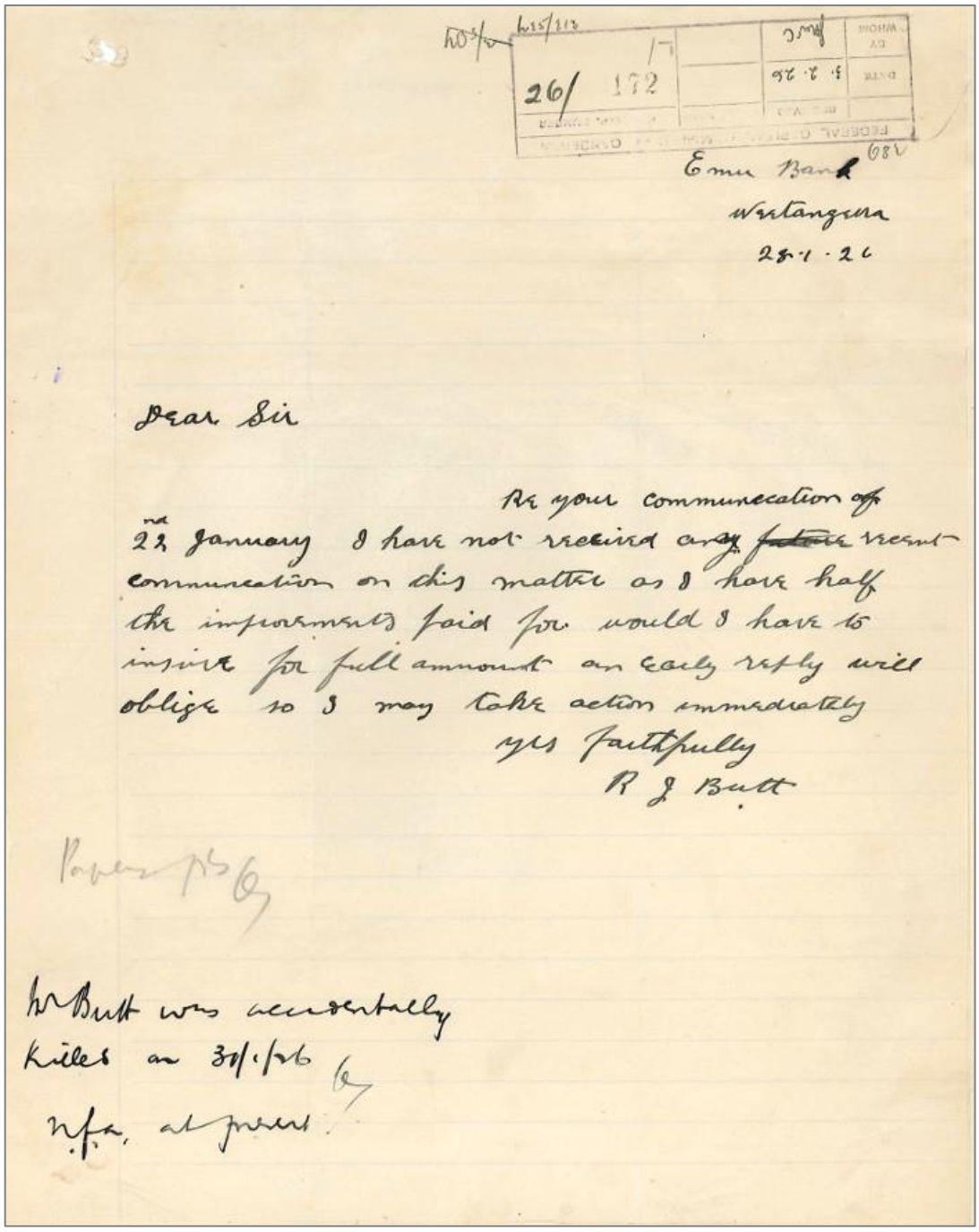
Chief Lands Officer, James Brackenreg, continued to pursue payment from Butt. On the 25th June 1925, Butt replied to Brackenreg's latest demand for payment stating:

> *"I have to inform you that I have already paid for the construction of the fence mentioned in your letter and hold the original receipt for the same. Will you kindly look up book 42 and receipt-No*

4159 you will see where it was paid on April 15th 1925. Trusting to receive an acknowledgement of your error at an early date."

A note on Butt's letter states, *"The matter was explained personally to Mr Butt 3/7, J.C. Brackenreg"*

In November 1925, Brackenreg drew Butt's attention to Clauses 2(t & u) of his lease, that the lessee shall insure all fixtures and improvements in the name of the Commonwealth. Brackenreg sent a reminder to Butt in January 1926. On the 28th January 1926, Butt asked, *"...as I have half the improvements paid for would I have to insure for full amount..."* This would be Butt's last correspondence with the FCC.



Emu Bank
Wretanguna
28.1.26

Dear Sir

Re your communication of
22 January I have not received any recent
communication on this matter as I have half
the improvements paid for would I have to
insure for full amount an early reply will
oblige so I may take action immediately
yrs faithfully
R J Butt

Mr Butt was accidentally
Killed on 31/1/26
n.f.a. at present

Figure 39: Letter from Robert Butt to James Brackenreg date the 28th January 1926.

Robert Butt Tragically died is a fishing accident on the 31st January 1926. *The Queanbeyan Age and Queanbeyan Observer* ran the following report on the 2nd February 1926:

SHOCKING FATALITY AT WEETANGARA - PREMATURE EXPLOSION OF GELIGNITE.

RETURNED SOLDIER THE VICTIM

"Died from injuries accidentally received on the 31st of January, 1926, through the premature explosion of gelignite which he was preparing to use for an unlawful purpose, to wit, the destruction of fish in the Molonglo River, in the territory of the Seat of Government of the Commonwealth of Australia."

Such was the verdict recorded by Mr. Coroner Gale at the conclusion of an inquest held by him yesterday afternoon at the Courthouse, Queanbeyan, touching the death of Robert a John Butt, of Murrumbateman, near Yass. The details elicited showed that on the previous afternoon deceased, accompanied by his two cousins (young men named English, also residents of Murrumbateman) went to the Molonglo River with the intention of destroying fish by the means of explosives. Deceased took with him several plugs of gelignite from the locality where they had been at work using this explosive in splitting timber for fencing purposes. On arriving at the river, about a mile from its confluence with the Murrumbidgee, deceased put six plugs of gelignite into a pickle bottle; and attaching a fuse to it, lighted the fuse, and was in the act of stuffing some paper into the neck of the bottle when it exploded in his hands with terrible consequences. This was shortly after 4 o'clock in the afternoon.

When the explosion took place the two Englishes were watching the operation at a distance of about four or five yards, and yet marvellously escaped injury. Both hands of deceased had their fingers blown off, his right leg was shattered, his face terribly lacerated, and, in fact, as Dr. Christie expressed it, his entire body was peppered with injuries more or less severe. Deceased was quite calm and conscious, and at his request was placed in some shade, while one of his companions went a distance of two or three miles to Mr. Evan Cameron's place for assistance, and the other remained in attendance with the sufferer. Mr. Cameron arrived as soon as possible with his motor lorry and the injured man, was taken to the residence of Mr. Webber at Weetangara whose daughter is a certificated nurse. During the time that passed in the procuring of the lorry, the younger English did what he could to staunch the terrible flow of blood which was fast exhausting the sufferer.

Accompanied by Nurse Webber speed was made as fast as possible to the Queanbeyan Hospital, the medical officers of the institution having been advised by 'phone of what had happened and was being done. Dr. Christie proceeded along the road to render what professional aid was possible at the earliest moment. About five miles out he met the sufferer, a cursory examination of whom showed that nothing could be done till the patient was in hospital. It was about half-past eight In the evening when Butt was admitted, and his condition was such that it was deemed advisable to place him on the operating table.

TERRIBLE INJURIES.

The patient's injuries, when more closely looked into there, were thus described by Dr. Christie: "I found him suffering from extensive injuries to the right leg, both hands and arms, and minor injuries to the face—in fact, he was more or less peppered all over. All the fingers were blown off both hands. Dr. Blackall was with me at the examination and gave the anaesthetic. The patient was suffering very much from loss of blood. He died at about 11.30 the same night. The cause of death was hemorrhage and shock, apparently caused by an explosive. He was too far gone to attempt an operation. Apparently, he was a healthy and robust man."

The sensation produced by the spread of the news was intense, and an expression of unfeigned sorrow general. Deceased was a returned soldier, 31 years old, and about to be married, He was possessed of a military lease at Emu Bank, near Weetangara, of about 600 acres, on which he grazed sheep and cattle, and apart from his holding had chattel property estimated at from £800 to £900.

Owing to the mutilated state of the body, it was expedient that the interment should take place as soon as possible, for which reason the Coroner's order for burial was issued before his court was held, and the coffin containing the remains was taken to Murrumbateman. The funeral, took place this afternoon, the remains being interred in the Methodist portion of the Murrumbateman cemetery.

Richard Andrew Butt, Robert Butt's father, was the executor for the estate. In April 1926, Richard Butt applied for the transfer of Robert's lease to Percy James Butt, Robert's younger brother. The FCC granted approval for the transfer beginning the 14th June 1926, provided that Percy repaid the FCC £246/19/7 owed

by Robert. During Percy's time on the block, he constructed a five-room residence close to the current site of Belconnen Public Library.

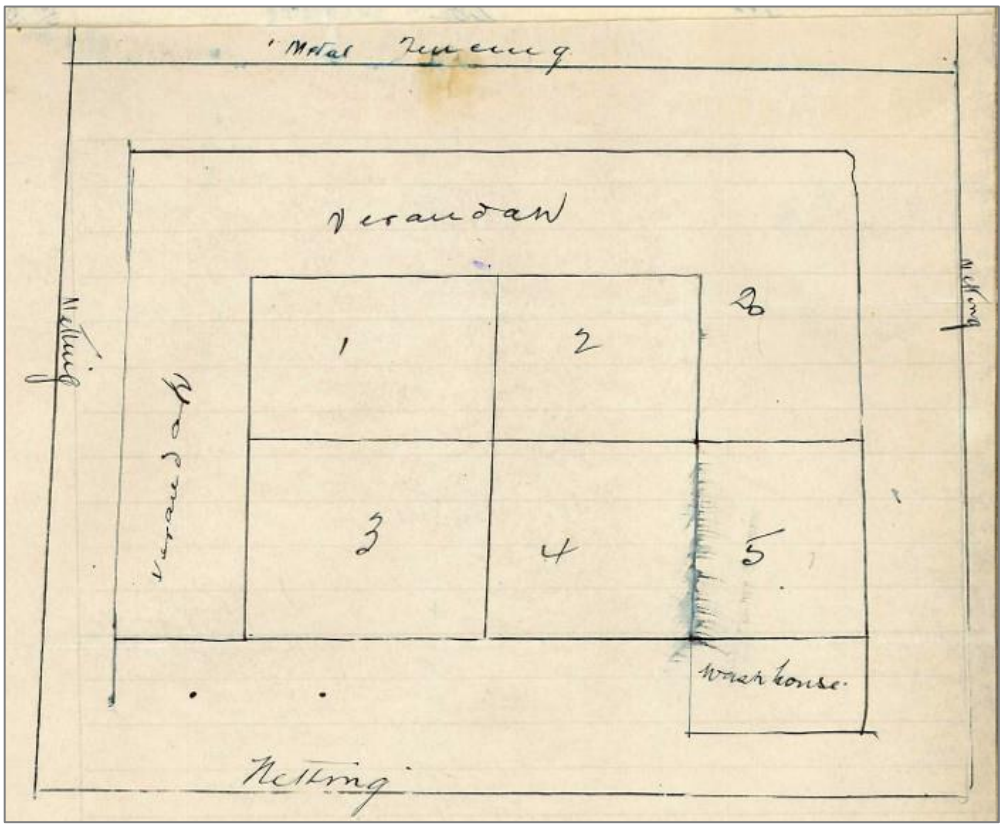


Figure 40: Sketch by Percy Butt of proposed house plan for 'Emu Bank'.

Percy Butt remained on Belconnen Block 31 until he sold it in 1939 to Hugh Read, a master butcher who lived in Griffith, ACT.

Canberra Plans

When the Commonwealth of Australia was formed in 1901 there was a perceived need to establish the new Nation's capital. It took until 1908 for a site to be selected, and the Federal Capital Territory, later the Australian Capital Territory was formally created in 1911. The name 'Canberra' was adopted in 1913[91].

As a result of an international competition, the design of Walter Burley Griffin was chosen in 1912.

[91] Reid 2002, pp. 13, 105; Gibbney 1988, p.1

Figure 41: Griffin's 1912 Competition Plan

Source: Grigg, S, The Canberra Legacy Griffin and the Future of Strategic Planning in the National Capital, p7, https://www.be.unsw.edu.au/sites/default/files/upload/pdf/schools_and_engagement/resources/_notes/5A4_2.pdf p7

The competition design featuring the renowned Organic City straddling the Molonglo River in high sheep country went through many trials and adaptations politically and physically before being realized starting in the 1920s and continuing today although the essential central plan, now called the Parliamentary Triangle was set in the late 1950s.

Walter Burley Griffin first arrived in Australia in 1913, where he was welcomed officially and met with the Departmental Board appointed for the development of the Federal Capital. Members of the Board, notably Colonel Miller, Resident Administrator of the ACT; Colonel Owen, Director of Public Works; and Charles Scrivener, Surveyor-General, were key figures in the early development of the infrastructure for Canberra – power, water, sewerage, transport etc.

The winning Federal Capital designs were referred to the Board which would consider how best to use them in building the city. From the time of the Board's appointment in 1912, the members had developed their own plan for the Capital and found Griffin's plan "defective", particularly in terms of excessive cost. Griffin submitted his revised design based on his visit to the site, his discussions with the Board, and interviews. Subsequently he was appointed Federal Capital Director of Design and Construction and the Board was disbanded.

From Griffin's return to Australia to implementation of his plan in 1914 until he was effectively forced from the post of Director by the formation, in 1920, of the Federal Capital Advisory Committee (FCAC), his relationship with officialdom was fraught with tensions. This was largely because Griffin's Plan required the assistance of officers who had made up the membership of the disbanded Board and who were critical of his plan. One of Griffin's priorities had been to establish an international competition for the design of Australia's Parliament House. This, along with much of the planned building of Canberra was interrupted by the outbreak of world war in August 1914.

Following the war, pressure for the development of Canberra increased but was accompanied by greater pragmatism in regard to expenditure. Ideas of monumental grandeur could no longer be supported because of heavy war expenditure. The Federal Capital Advisory Committee favoured 'utilisation development and economy' in a 'garden town, with simple, pleasing but unpretentious buildings'. Monumental works would come later in Australia's development.

There was a growing desire within Government to make significant progress. The personal commitment of the Prime Minister Robert Menzies has been identified as a key factor.

Three of the key features proposed by a select committee headed by English town planner William Holford were completion of the lake, siting Parliament House on the southern lakeshore astride the Land Axis, and the construction of a curved parkway on the northern shore.

The Lake and Parkes Way were completed by 1964. The siting of Parliament House was to prove a longer story, and ultimately in the mid-1970s it was located on Capital Hill.

The three key features – lake, Parliament House and curved parkway, all gave emphasis to the Griffin 'parliamentary' triangle and the Land Axis.

National Capital Development Commission (NCDC)

The National Capital Development Commission was established in 1955 as a statutory authority to "plan, develop and construct Canberra as the national capital"[92].

They were advised by renowned experts in town planning and landscape architects including Sir William Holford who recommended three objectives for the future national capital[93]:

- *It should remain a Garden City;*
- *It should develop a modern system of communications by road and air; and*
- *It should eventually become a centre for several aspects of Australian culture.*

The NCDC recognised that the plan had to stimulate growth and build on Griffin's original plan for the city and adapt it to the trends demands of the second half of the twentieth century. This included expanding Canberra to a population of 250,000 – 1 million people. This led to the creation of the General Growth Strategy or Y Plan.

The key feature was that the growth should be contained within valleys leaving the surrounding hills free from development. This would mean a series of new towns, each with its own town center linking major

[92] NCA *Building Canberra from 1958-1988*, https://www.nca.gov.au/education/canberras-history/building-canberra-1958-1988#
[93] Holford, W, *Observations on the Future Development of Canberra*, 1958

retail facilities and substantial office employment. The towns were to be connected to each other by a series of peripheral parkways, which reduced the need for traffic to pass through adjacent towns.

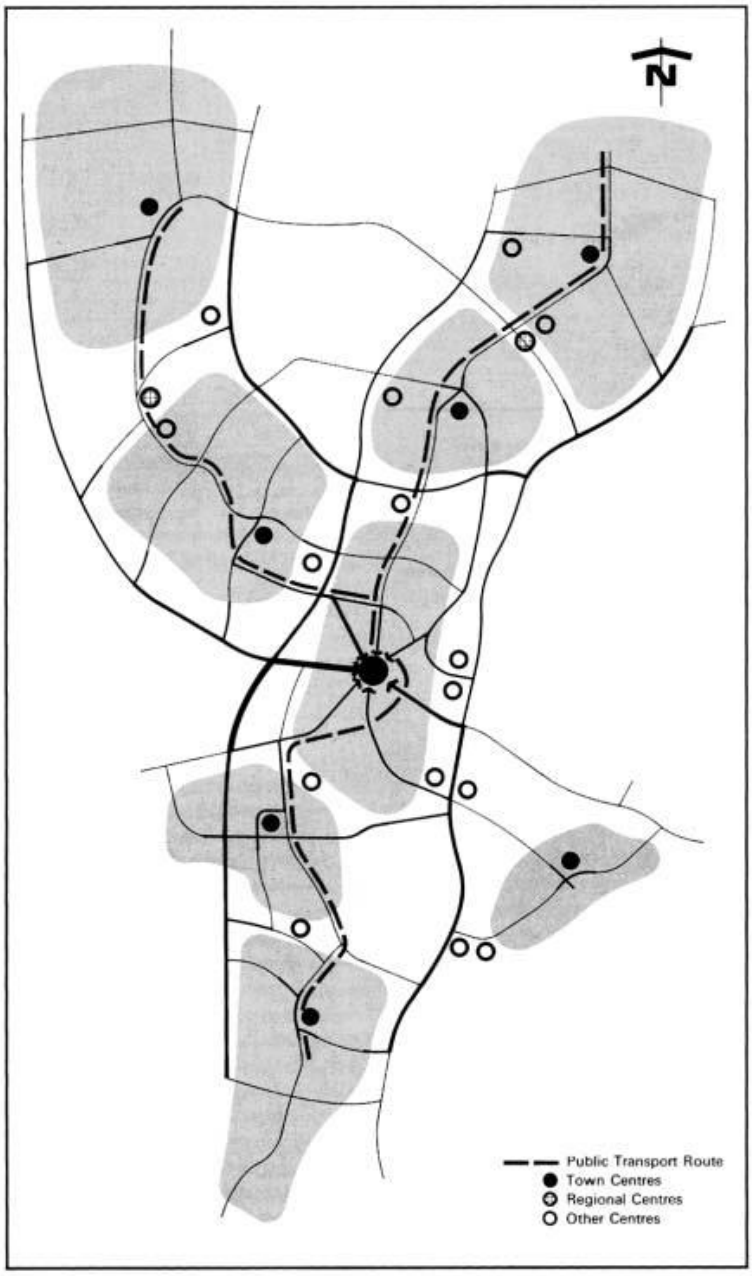


Figure 42: NCDC Y plan for Canberra 1970

Source: https://www.researchgate.net/figure/The-National-Capital-Development-Commissions-Y-Plan-for-Canberra-1970-This-plan_fig7_275025231

In 1959 the NCDC produced its first five-year plan[94]. As a result of Canberra's increased population, Griffin's original plan for Canberra was expanded and Woden and Belconnen were designed to cater for both the increase in population and to provide government office space to house the expanding public service and associated services. The general planning concept involved towns grouped into three corridors radiating from the central area and forming a Y. Social, economic and other advantages were claimed for Belconnen and Woden which would be designed to be partly self-contained in employment, shopping and amenities.

[94] https://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=state%3DACT%3Blist_code%3DCHL%3Blegal_status%3D35%3Bkeyword_PD%3D0%3Bkeyword_SS%3D0%3Bkeyword_PH%3D0;place_id=105410

The Belconnen Town Centre was planned to integrate shopping and commercial facilities with community facilities. The Cameron Offices was conceived as an element of an urban proposal. Pedestrian movement became the primary generator of the physical and social framework of the plan.

Figure 43: Artist's impression of the NCDC's Y Plan showing Belconnen to the West

Source: https://www.be.unsw.edu.au/sites/default/files/upload/pdf/schools_and_engagement/resources/_notes/5A4_2.pdf p 29

The 'Y-Plan' guided the development of Canberra for more than 30 years. 'New Towns' beyond the scope of Griffin's central Canberra were developed in Woden-Weston Creek (begun in 1961), Belconnen (1966), Tuggeranong (1974), and more recently in Gungahlin (1997). 'Town Centres' were opened in Woden (1971), Belconnen (1977), Tuggeranong (1987) and Gungahlin (1998).