

Heritage advice

TO RDG FROM Lovell Chen
RE Coggan's Village Proposal, 34-36 Mort Street, Braddon DATE 4 September 2025

In July 2025 Lovell Chen was engaged by RDG to provide advice from a heritage perspective regarding the proposed Coggan's Village masterplan at 34-36 Mort Street, Braddon, which we respectfully acknowledge is located on Ngunnawal Country.

The masterplan contemplates the introduction of two mixed commercial and residential towers rising to 11 and 13 storeys on a site comprising Blocks 1, 2, 17 and 18, Section 28 Braddon with frontages to Mort, Elouera and Lonsdale streets. The only building of heritage significance at the site is the former Coggan's Bakery (1925), a now isolated legacy of Canberra's interwar establishment phase. Coggan's Bakery is the subject of a Development Application (DA2021138771/197P) which provides for a suite of restoration and conservation works to the building.

Documentation

Legislation referenced in the preparation of this heritage advice includes:

- *Planning Act 2023 (ACT)*, including Part 2.2: Cultural heritage and high-quality design principles
- *Heritage Act 2004 (ACT)*
- The National Capital Plan 1990 (December 1990)

Documentation referenced in the preparation of this heritage advice includes:

- SJB Architects, Coggan's Village, Braddon DRP Presentation, 3rd session, Draft, August 2025 (DRP Presentation)
- SJB Architects, Coggan's Village Elevation Drawings, Rev. 6, 1 August 2025
- NCDRP 'The Panel's Advice, Blocks 1, 2, 17, 18 Section 28 Braddon, 2nd session, Coggan's Village', 2 July 2025
- Philip Leeson Architects, 'Archival Recording – Former Coggan's Bakery Braddon', July 2025
- ACT Heritage Council, 'Advice DA202543895 – Lease Variation and Consolidation', 8 May 2025
- ACT Heritage Council, 'Heritage Advice – Coggans Bakery, Braddon', 21 March 2025
- Planit, 'Blocks 1 & 2, Section 28 Braddon - Planning Summary', 26 February 2025
- Envirolinks Design, 'Landscape Details - Block 1 Section 28 Braddon ACT', Issue B, 7 July 2023
- Envirolinks Design, 'Planting Plan – Block 1 Section 28 Braddon ACT', Issue B, 6 July 2023
- May & Russell, 'Coggans DA Approved Drawings - 18.11 Heritage Retail', Revs 3 and 4, 16 March 2022

Referencing

Historical sources and reference material used in the preparation of this memorandum are acknowledged and referenced in figure captions. Reasonable effort has been made to identify and acknowledge material from the relevant copyright owners.

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Statutory heritage controls and considerations

Heritage Act 2004 (ACT)

As noted, the former Coggan's Bakery is included in the ACT Heritage Register (Heritage ID 1172). The extent of the registration is limited to the original footprint of the bakery (Figure 1). Later additions to the south and west, and the carpark areas are not included in the extent of registration and are not subject to the provisions of the *Heritage Act 2004 (ACT)*.

The ACT Heritage Council *Heritage (Decision about Registration for the former Coggan's Bakery, Braddon) Notice 2011 (Registration)* identifies features that are intrinsic to the heritage significance of the place which require conservation:

- The building's historic form, which comprises elements of Inter-War Stripped Classical and Federal Capital Architecture style, including:
 - The original windows to the upper façade and western wall;
 - Rebated cornice with decorative element; and
 - Division of vertical bays in the two storey section;
- Symmetrical proportions; and
- The controlled use of signage, including ongoing recognition of the historical date of the building.¹

The statement of significance for the place is as follows:

The former Coggan's Bakery building is important as evidence of a distinctive function of exceptional interest, and has a special association with a cultural phase in local ACT history.

The former Coggan's Bakery building is important as evidence of a bakery established in the Federal Capital in the 1920s which operated continuously until 1991.

It has a special association with the early planning and design of Canberra. In particular, it demonstrates the intentions of the Federal Capital Committee (FCC) in planning the Braddon (formerly Ainslie) area as a light industrial zone, as part of the broader concept and overall vision for the early suburbs of Canberra.

Where once there were many buildings of similar construction, it is now one of few reminders of the 1920s origins of the area and is an important historical marker in the streetscape as the most historically distinctive structure in the Braddon light industrial area.

Works approved under DA2021138771/197P include additions and alterations to the bakery, a rooftop terrace, courtyard, at-grade parking and landscaping. This DA was approved on 23 June 2023 (and revised and amended on 9 May 2024). The works are being undertaken by Phillip Leeson Architects.

A DA for the variation and consolidation of the allotments of 34 and 36 Mort Street was submitted to the Territory Planning Authority on 12 February 2025 and referred to the ACT Heritage Council (DA202543895). The request was approved on 31 July 2025. In providing advice on anticipated future development at the consolidated blocks, the ACT Heritage Council noted the following:

- The Bakery is an important historical marker in the streetscape, being the most historically distinctive structure in the Braddon light industrial area; and
- Reflecting the principles of good planning set out in *Planning Act 2023* (Part 2.2, Section 10(1)(b)) new development within the block is to respect local heritage character and avoid direct impacts on

¹ ACT Heritage Council, *Heritage (Decision about Registration for the former Coggan's Bakery, Braddon) Notice 2011*, 20 October 2011, p. 2.

heritage. In this respect, any future development is to have a sensitive design response to the interface with the Bakery, and to the low scale, modest character of Braddon which forms the immediate context to the development.²

Coggan's Village Masterplan

The Coggan's Village masterplan proposes the introduction of an 11-storey building to the south-east of the subject site (East Building) and a 13-storey building to the south-west (West Building). Coggan's Bakery is located to the north of the West Building. Running north-south between the two buildings is a laneway with a curved landscaped footpath. To the south of the bakery is an outdoor dining area, and to the west is a landscaped forecourt with mature plantings and seating.

In response to feedback received from the Design Review Panel, the scheme has been amended to increase the separation between Coggan's Bakery and the West Building (now over five metres), and to introduce a colonnade to the East Building to provide pedestrian permeability and views towards the bakery. The podium of the East Building has been amended to reference the height of Coggan's Bakery (Figure 2).

In responding to the masterplan from a heritage perspective, the following observations are made:

- The key heritage issues relate to Coggan's Bakery itself, which will be conserved and adapted to a new use.
- Coggan's Bakery will be retained in a generous curtilage. Within this setting, the 1925 building will clearly be understood as a foreground element with a strong character that is demonstrably distinct from built form in its environs, almost all of which dates to the late twentieth century (i.e. the former light industrial character of the area has been very largely overwritten).
- In terms of materiality, the East and West buildings adopt a language which contrasts with the solid massing of the bakery, creating a visually recessive backdrop in views of the historic building from Mort Street.
- The stepped massing of the West Building mitigates the potential for taller form to dominate or overwhelm the bakery (Figure 2).
- The adoption of a datum for the podium of the East Building that references Coggan's Bakery is a gesture that further connects the new works to the existing heritage asset.

In reflecting on the above, the masterplan is consistent with the advice provided by the ACT Heritage Council on 8 May 2025 which promotes development that respects the local heritage character and avoids direct impacts on heritage. While the backdrop will be higher than the existing and the new development more intensive it is noted that Coggan's Bakery already occupies an evolved setting, a condition that has not been seen to impact detrimentally on its assessed significance. It is also noted that the creation of an urban environment that encourages active engagement with the dis-used heritage asset is a notable strength of the urban design response. In this changed context, the heritage building can perform a valuable social and urban role.

The masterplan is also consistent with the *cultural heritage and high-quality design principles* at Part 2.2 (10)(2) of the *Planning Act 2023* (ACT):

Cultural heritage conservation principles means the following:

- (a) planning and design should promote the unique cultural heritage of the ACT by acknowledging established heritage significance in design and placemaking;

² Meaghan Russell, ACT Heritage Council 'Heritage Advice Under Section 60 of the Heritage Act 2004: DA202543895', Addressed to Territory Planning Authority, 8 May 2025, p. 3.

(b) development should—

- (i) respect local heritage; and
- (ii) avoid direct impacts on heritage or, if a direct impact is unavoidable, ensure that the impact is justifiable and proportionate.

Design principles and devices adopted in the masterplan, including the use of setbacks, stepped massing, material contrasts and landscaping, will enhance the civic and cultural presence of the former bakery building and elevate an appreciation of a now isolated remnant of the area's inter-war character.

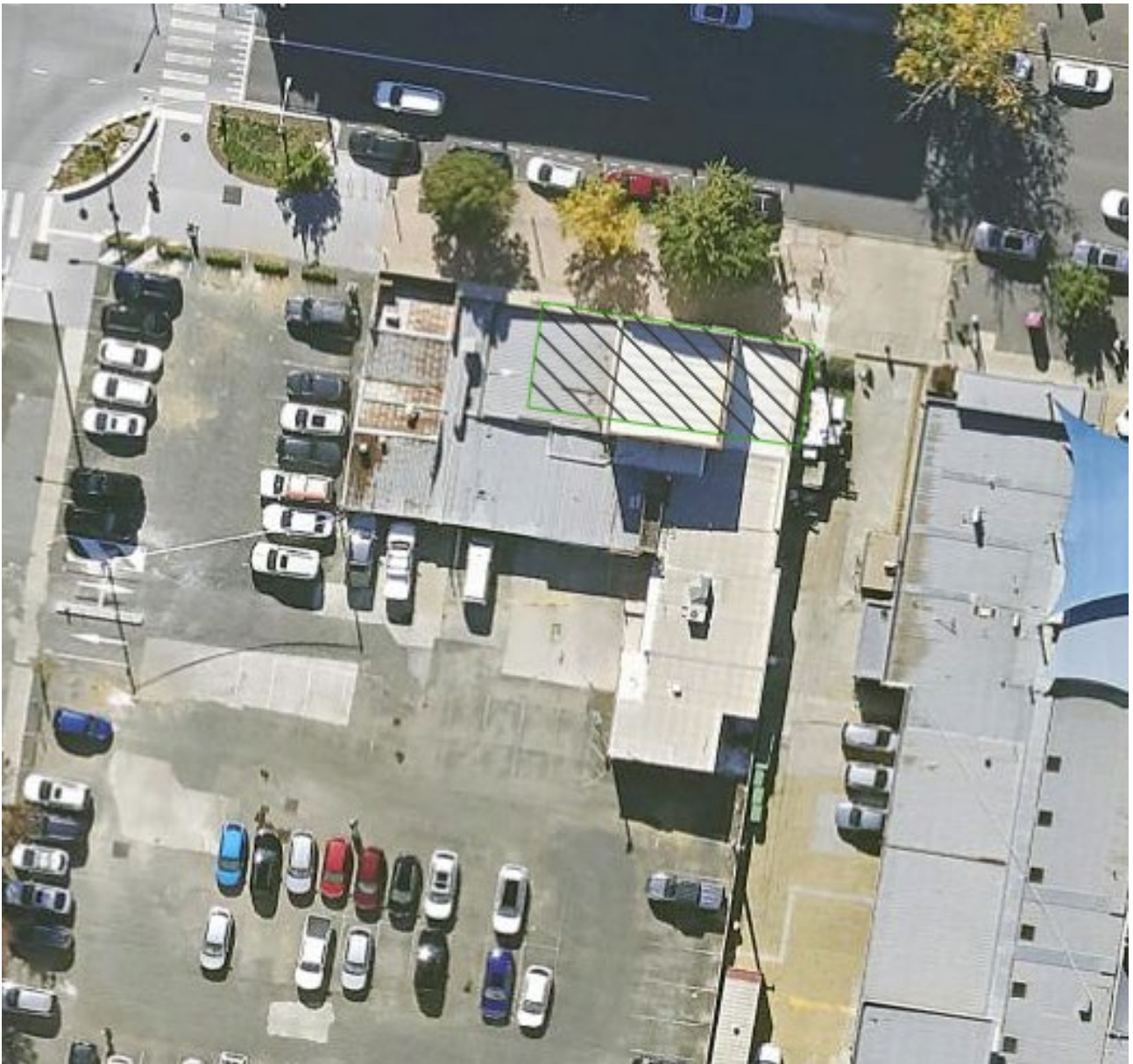


Figure 1 Aerial view of the subject site: the area hatched in green and black is included in the ACT Heritage Register for the Coggan's Bakery
Source: ACT Government, ACTmapi Heritage, accessed 7 August 2025

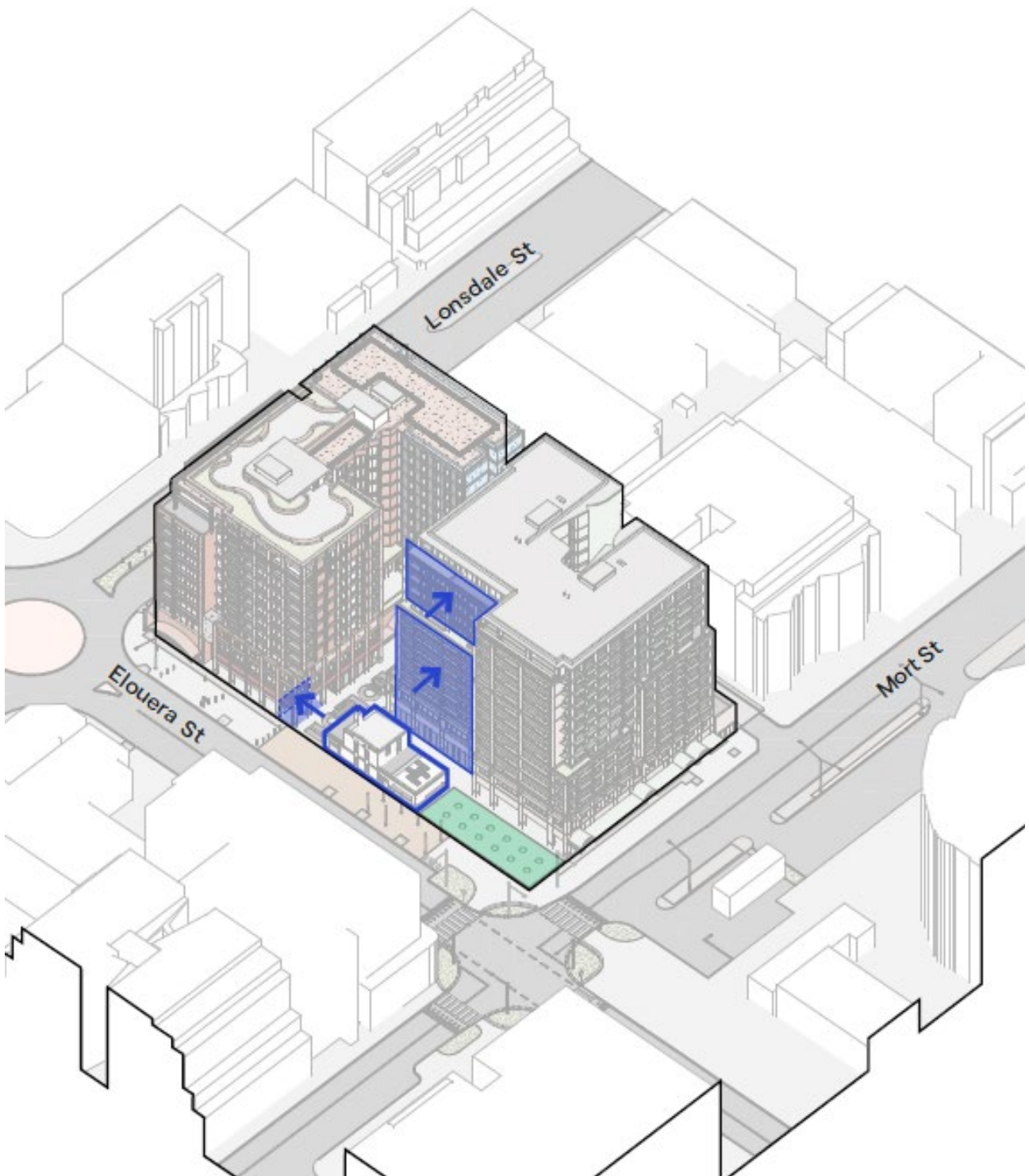


Figure 2 Drawing included in the revised masterplan showing the setback strategies for the East and West Building that retain the primacy and prominence of the Coggan's Bakery; note also the stepped massing of the West Building
 Source: SJB Architects, Coggan's Village, Braddon DRP Presentation, 3rd Session, V00, Draft, August 2025, p. 26