

Australian Capital Territory

Heritage (Decision about Provisional Registration for Campbell Housing Apartments) Notice 2011 -

Notifiable Instrument NI 2011 - 489

made under the

***Heritage Act 2004* section 34 Notice of Decision about Provisional Registration**

1. Name of instrument

This instrument is the Heritage (Decision about Provisional Registration for the Campbell Housing Apartments) Notice 2011 -

2. Registration details of the place

Registration details of the place are at Attachment A: Provisional Register entry for the Campbell Housing Apartments.

3. Reason for decision

The ACT Heritage Council has decided that the Campbell Housing Apartments meets one or more of the heritage significance criteria at s 10 of the *Heritage Act 2004*. The provisional register entry is at Attachment A.

4. Date of Provisional Registration

25 August 2011

5. Indication of council's intention

The Council intends to decide whether to register the entry under Division 6.2.


6. Public consultation period

The Council invites public comment by Wednesday 28 September 2011 on the provisional registration of the Campbell Housing Apartments to:

The Secretary
ACT Heritage Council
GPO Box 158
CANBERRA ACT 2601

Jennifer O'Connell
Acting Secretary
ACT Heritage Council

25 August 2011

 ACT Heritage Council	AUSTRALIAN CAPITAL TERRITORY HERITAGE REGISTER (Provisional Registration Details) Place No:
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For the purposes of s. 33 of the *Heritage Act 2004*, an entry to the heritage register has been prepared by the ACT Heritage Council for the following place:

Campbell Housing Apartments (Blamey Heights), 6 and 8 Edmondson Street, Campbell
(Part) Block 15, Section 9, Campbell, Canberra Central

DATE OF PROVISIONAL REGISTRATION

Notified: 25 August 2011 Notifiable Instrument: 2011-489

PERIOD OF EFFECT OF PROVISIONAL REGISTRATION

Start Date 25 August 2011 End Date 25 January 2012

Extended Period (if applicable) Start Date _____ End Date _____

Copies of the Register Entry are available for inspection at the ACT Heritage Unit. For further information please contact:

The Secretary
ACT Heritage Council
GPO Box 158, Canberra, ACT 2601

Telephone: 13 22 81 Facsimile: (02) 6207 2229

IDENTIFICATION OF THE PLACE

Campbell Housing Apartments (Blamey Heights), 6 and 8 Edmondson Street, Campbell
(Part) Block 15, Section 9, Campbell, Canberra Central

STATEMENT OF HERITAGE SIGNIFICANCE

This statement refers to the Heritage Significance of the place as required in s12(d) of the *Heritage Act 2004*.

The Campbell Housing Apartments are of heritage significance as a notable example of a residential apartment complex, designed by Harry Seidler and based on the 1950s European housing projects by the famous pioneer of Modern architecture, Le Corbusier. The apartments are important for their planning layout which includes an internal central corridor providing access to split-level apartments.

The housing is the only known example in Canberra of an apartment complex with such a planning layout, where the central internal corridor provides access to two levels of accommodation combining with split-level planning to allow the individual apartments to extend the full depth of the building. This planning approach was specifically devised to provide views from each side of the apartment and to facilitate cross-flow ventilation for natural passive climate control.

FEATURES INTRINSIC TO THE HERITAGE SIGNIFICANCE OF THE PLACE

The attributes listed below are assessed as features intrinsic to the heritage significance of the place and warrant conservation:

The building, including

- Central internal corridor
 - Split level planning enabling:
 - the individual apartments to extend the full depth of the building,
 - cross-ventilation, and
 - front and rear windows of the apartments.
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APPLICABLE HERITAGE GUIDELINES

The 'Heritage Guidelines: General Conservation Guidelines for Historic Heritage Places 2011' adopted under s25 of the *Heritage Act 2004* are applicable to the conservation of Campbell Housing Apartments.

The guiding conservation objective is that Campbell Housing Apartments, Edmondson Street, Campbell, shall be conserved and appropriately managed in a manner respecting its heritage significance and the features intrinsic to that heritage significance, and consistent with a sympathetic and viable use or uses. Any works that have a potential impact on significant fabric (and / or other heritage values) shall be guided by a professionally documented assessment and conservation policy relevant to that area or component (i.e. a Statement of Heritage Effects – SHE).

REASON FOR PROVISIONAL REGISTRATION

Campbell Housing Apartments, Campbell has been assessed against the heritage significance criteria and been found to have heritage significance when assessed against two criteria under the ACT Heritage Act:

- (f) it is a rare or unique example of its kind, or is rare or unique in its comparative intactness
 - g) it is a notable example of a kind of place or object and demonstrates the main characteristics of that kind
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ASSESSMENT AGAINST THE HERITAGE SIGNIFICANCE CRITERIA

Pursuant to s.10 of the *Heritage Act 2004*, a place or object has heritage significance if it satisfies one or more of the following criteria. Significance has been determined by research as accessed in the references below. Future research may alter the findings of this assessment.

- (a) it demonstrates a high degree of technical or creative achievement (or both), by showing qualities of innovation, discovery, invention or an exceptionally fine level of application of existing techniques or approaches;**

The Campbell Housing does not meet this criterion.

- (b) it exhibits outstanding design or aesthetic qualities valued by the community or a cultural group;**

There is no evidence to suggest that any design or aesthetic qualities of the Campbell Housing are valued by the community or a cultural group.

The Campbell Housing does not meet this criterion.

- (c) it is important as evidence of a distinctive way of life, taste, tradition, religion, land use, custom, process, design or function that is no longer practised, is in danger of being lost or is of exceptional interest;**

Campbell Housing does not meet this criterion.

- (d) it is highly valued by the community or a cultural group for reasons of strong or special religious, spiritual, cultural, educational or social associations;**

The Campbell Housing does not meet this criterion.

- (e) it is significant to the ACT because of its importance as part of local Aboriginal tradition**

The Campbell Housing does not meet this criterion.

- (f) it is a rare or unique example of its kind, or is rare or unique in its comparative intactness**

The Campbell Housing Apartments demonstrate a unique aspect of residential housing apartments within the ACT, being the only residential apartments in the ACT to have a central internal corridor leading to split-level apartments, to allow the individual apartments to extend the full depth of the building; a planning approach specifically devised to provide views from each side of the apartment and to facilitate cross-flow ventilation for natural passive climate control.

The Campbell Housing Apartments meet this criterion.

(g) it is a notable example of a kind of place or object and demonstrates the main characteristics of that kind

Harry Seidler's design for the Campbell Housing Apartments provides a notable example of residential housing apartments within the ACT. The main characteristics of this kind of place, demonstrated in the apartment complex, include a self-contained housing unit that occupies only part of a building, and contains a kitchen, bathroom, bed rooms and a living room.

Based on Le Corbusier's 1950s housing projects in Europe, Seidler's design of the apartment complex where the central internal corridor located at the upper middle level provides access to the split-level apartments, demonstrating a novel planning approach to the internal layout of the apartments. The housing is the only known example in Canberra of an apartment complex where the central internal corridor provides access to two levels of accommodation combining with split-level planning to allow the individual apartments to extend the full depth of the building; a planning approach specifically devised to provide views from each side of the apartment and to facilitate cross-flow ventilation for natural passive climate control.

The Campbell Housing Apartments meet this criterion.

(h) it has strong or special associations with a person, group, event, development or cultural phase in local or national history

An architect has an association with any design or plan on which he has worked. A *strong or special association* would require that the association is beyond the ordinary, and that there is something which differentiates it from other similar places and objects associated with the architect.

There is nothing particularly strong or special about the relationship between the Campbell Housing and its architect, Harry Seidler which sets this association apart from other buildings in the ACT designed by Seidler. It is one of eight buildings in the ACT designed by Seidler, and is not one of the best examples of his work, nor an example for which he is best known. The Edmund Barton Offices (Trade Group Office) is commonly known as Seidler's best work in the ACT, demonstrating aspects of late-twentieth century International style of architecture.

The Campbell Housing does not meet this criterion.

(i) it is significant for understanding the evolution of natural landscapes, including significant geological features, landforms, biota or natural processes

The Campbell Housing does not meet this criterion.

(j) it has provided, or is likely to provide, information that will contribute significantly to a wider understanding of the natural or cultural history of the ACT because of its use or potential use as a research site or object, teaching site or object, type locality or benchmark site

The Campbell Housing does not meet this criterion.

(k) for a place—it exhibits unusual richness, diversity or significant transitions of flora, fauna or natural landscapes and their elements

The Campbell Housing does not meet this criterion.

- (l) **for a place—it is a significant ecological community, habitat or locality for any of the following:**
- (i) **the life cycle of native species;**
 - (ii) **rare, threatened or uncommon species;**
 - (iii) **species at the limits of their natural range;**
 - (iv) **distinct occurrences of species.**

The Campbell Housing does not meet this criterion.

SUMMARY OF THE PLACE HISTORY AND PHYSICAL DESCRIPTION

HISTORY

The Campbell Housing Group forms part of the 1960s urban planning and development history of Canberra.

The group of 42 apartments and 32 attached houses incorporated in nine separate buildings was designed by Harry Seidler and Associates in 1964-65 for the National Capital Development Commission (NCDC) and the Australian National University (ANU), construction being completed in 1968.

The suburb of Campbell

Trevor Gibson, the chief Planner of Canberra between 1949 and 1958, planned the layout for the suburb of Campbell that was approved by the National Capital Planning and Development Committee (NCPDC) in 1946. The planning greatly diverged from Walter Burley Griffin's planning intent for the suburb. Griffin had proposed boulevards and multi-unit development leading onto Constitution Avenue and Prospect Parkway (a park similar to the Parc du Champ de Mars in Paris), now Anzac Parade.

The suburb of Campbell began development in 1958 and to this day consists primarily of individual houses with about 20% of the dwellings being flats and townhouses.

ANU Housing

The Australian National University (ANU) was founded in 1949 and by the early 1960s required off campus housing to accommodate postgraduate students, many of whom were from overseas and/or married with families. Housing was provided in various suburbs including Hughes, Garran and Campbell. The National Capital Development Committee (NCDC) was responsible for the design and project management of this housing.

The Campbell Housing Group was constructed as student accommodation in this manner.

Over time, the ANU disposed of the houses and apartments to individual owners, and the housing group at Campbell is now under the control of a body corporate.

Multi-unit development

The 1955 Senate Select Committee reported on Canberra's development and among their recommendations were that:

'The importance of the "pastoral" or garden atmosphere of Canberra be kept before future administrations...

The construction of flats be the main method by which increased density should be secured...

Blocks of flats be so constructed as not to dominate the skyline to the detriment of public buildings' (Select Committee, 1955)

It was within this context that Seidler was engaged by the NCDC in 1964 to construct the Campbell Housing Group for the ANU.

Most multi-unit development in Canberra was designed by the government architects, sometimes in association with a private firm, up until the late 1950s. After the establishment of the NCDC, in 1958, the ideal of distinctive, innovative architecture was expressed as part of the character of the new capital. The NCDC selected architectural firms that had shown they could produce innovative buildings.

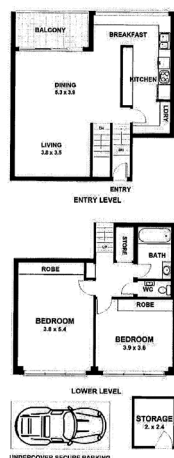
The architects in Australia who at that time produced work in the International Style were architects such as Harry Seidler, Sydney Ancher and Arthur Baldwinson; most of their work in this style was residential.

The NCDC's choice of Harry Seidler to design the housing group at both Garran and Campbell would appear to be mainly because of his pioneering residential work in Sydney, having been awarded the Sulman Award in 1951 and having designed many modern residences to much acclaim.

Influences on Harry Seidler's work

Associate Professor Jennifer Taylor states that 'Seidler introduced innovative ideas. They were based on European and American types but were new for Australia'. These included split access, interlocking, spatial units and the divided plan. 'Typical are the Arlington Apartments, Edgecliff, 1966. The facades of Seidler's apartment blocks have roots in the European art movement of the 1920s and 1930s. The structural frames, infill panels, penetrations and sunshields are carefully composed to give abstract, asymmetrical, balanced patterns related to the geometry of Mondrian's rectilinear paintings. They are well built with sparsity and orderly resolution that he handles so well' (Taylor, 1990).

Seidler's Arlington Apartments consist of a nine storey and a five storey residential apartment block constructed using a reinforced concrete frame structure with face brick infill cladding on a relatively steep site. The blocks have a similar internal layout to the apartments in Campbell.



The internal layout of an Arlington Apartment, showing a similar interlocking split-level design spanning the depth of the building, as at the Campbell Housing Apartments.

Domain.com.au Dec 2010, accessed 6 July 2011

The Arlington Apartments at Edgecliff, New South Wales were designed and constructed at the same time as the Campbell Housing Group, (1965-66), which also featured the ingenious interlocking sections, devised by Le Corbusier in the design of L'Unité d'Habitation,

One of the major influences on Seidler's architecture came from the work of Le Corbusier in Europe. The influences can be seen in both the external form as well as the internal planning.

Externally, Le Corbusier had designed major housing and commercial projects that were large rectangular forms with facades divided by either projecting vertical and horizontal blades or fins, or by recessed balconies with the internal dividing walls and floor slabs extending to the edge of the balcony space to provide sun control and privacy, creating a play of rectangular voids and solids across the facades of his buildings. The Duval Factory in Saint Die, northeast France, 1946, is an example of the former while the Unite d'Habitation, four in France and one in Berlin, early 1950s, are examples of the latter.

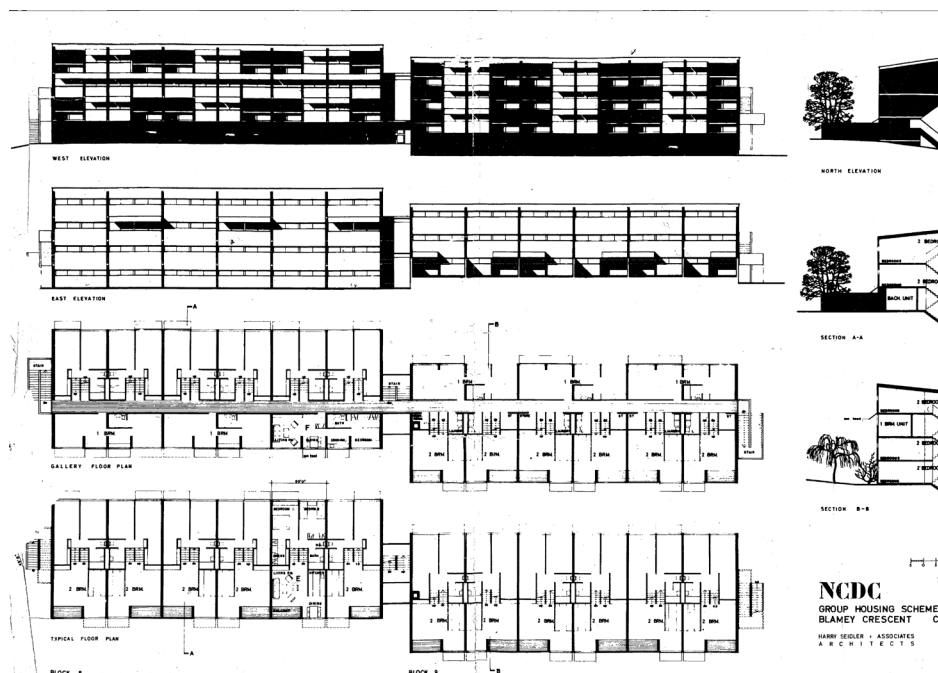


Le Corbusier's Unite d'Habitation, Marsielle

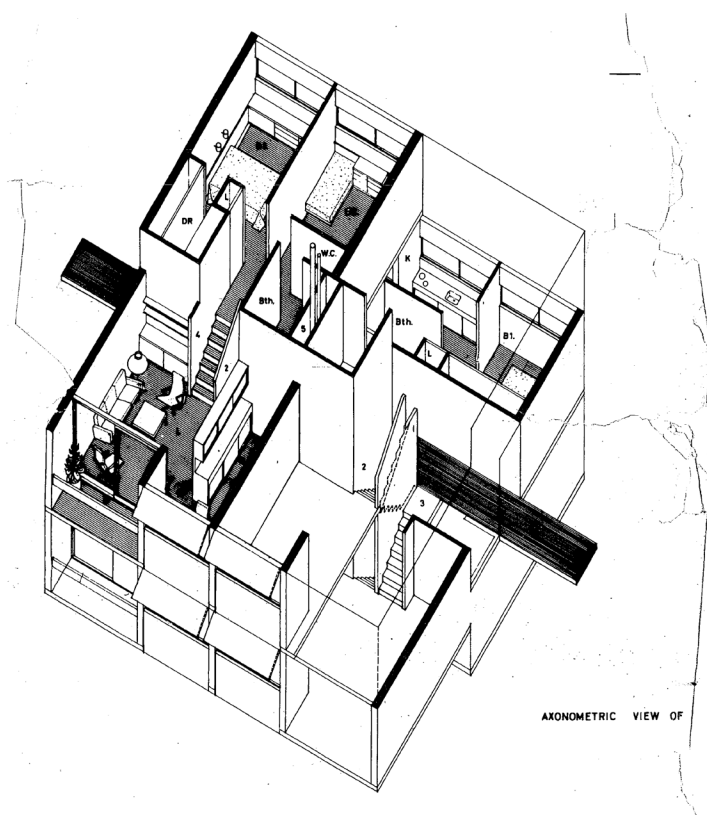
http://en.wikipedia.org/wiki/Unit%C3%A9_d%27Habitation

Internally, the planning where the central internal corridors are located at alternate levels that provide access to split level apartments, has its origins in the Unite d'Habitation. These were high-rise apartment buildings with public corridors on alternate levels opening directly into two level apartments with internal stairs. On one side of the corridor the entry to the unit is at the top level of the apartment while on the other side of the corridor the entry opens into the lower level of another apartment. This planning provided double height apartments to one side that extended the full width of the block as a single level to the other side, allowing views from both sides of the building from each apartment and good cross-flow ventilation.

Seidler has incorporated this planning in the apartment blocks at Campbell.



A copy of the plan for Seidler's Campbell Housing Apartments, showing internal corridors and split-level apartments.



A three dimensional view of Seidler's Campbell Housing Apartments design, showing the central corridor and split-level design, with an apartment spanning across both sides of the building.

Seidler has described his split-level planning at Campbell as creating 'expanded horizontal space by offsetting two floor levels' (Blake, 1973).

As a result of the above international influences Seidler 'was Australia's best-known practitioner in the Post-War International style' (Apperly, Irving and Reynolds, 1994). Apperly, Irving and Reynolds (1994) state that 'from the early 1950s onwards, the steady stream of uniformly high-quality work from Seidler's office set a standard against which the work of other modernists has tended to be judged'.

Harry Seidler O.B.E. FAIA LFRAIA MRAIC AC

Harry Seidler was born in Vienna in 1923 and after studying architecture at Harvard arrived in Australia in 1948. He studied under and worked for some of the leading architects of the modern movement, such as Gropius, Breuer, Albers and Niemeyer. He is recognised as one of Australia's leading architects and the first architect in Australia to express fully the principles of the Bauhaus. The original aim of the Bauhaus School of design was to re-educate the artist to a new role in an industrial and democratic society and to design for industrial production. The architecture that developed from this became known as the International Style, combining ideological social criteria with aesthetic considerations, and placing an emphasis on volume rather than mass and the avoidance of decoration. The style is characterised by white cubic forms, flat roofs, large areas of glass and long horizontal bands of windows, and often having the structure of the building expressed rather than enclosed by the cladding.

According to the American architectural critic Peter Blake, 'Seidler is, without doubt, one of the best architects of his generation, anywhere' (Blake, 1973). He was awarded the Royal Australian Institute of Architects Gold Medal in 1976 and the Royal Institute of British Architects Gold Medal in 1996.

In Australia he designed more than 180 buildings, including important residential and commercial buildings such as the Rose Seidler House, Sydney, 1949, Blues Point Tower, Sydney, 1962, Arlington Apartments, 1966, Edgecliff, Sydney, Australia Square, Sydney, 1967, MLC Centre, Sydney, 1978, 2 Glen Street Offices, Milsons Point, 1980, Grosvenor Place, Sydney, 1988 and Riverside Centre, Brisbane, 1986. Overseas he has designed Condominium Apartments, Acapulco, Mexico, 1970, the Australian Embassy in Paris, 1977, the Hong Kong Club, Hong Kong, 1983, and a mixed use and public housing scheme in his native Vienna (Blake, 1973).

Through his apartment building projects, Seidler introduced new design and construction ideas to Sydney and Australia. The Australian Institute of Architects (2005) state that:

'His apartments were based on European and American apartment types and featured split access, interlocking units with a divided plan, double height living rooms and mezzanine floors. Harry is best known for apartments including Ithaca Gardens Apartments in Elizabeth Bay (1960), the still controversial Blues Point Tower Apartments in McMahon's point (1961), Arlington Apartments at Edgecliff (1965-66), Horizon Apartments in Darlinghurst (1999) and the cove Apartments at The Rocks (2004).

The Australia Square, 2 Glen Street and MLC Building each received Sulman Awards (Metcalf, 1997).

He consistently won architectural awards throughout each decade of his career.

Seidler's ACT buildings

In Canberra Seidler's major work is the Edmund Barton Offices (Trade Offices), 1974, which is on the Register of the National Estate and Commonwealth Heritage Register. The Bowden House at 11 Northcote Crescent, Deakin, 1955, is believed to be the first residence he designed outside of Sydney.



Edmund Barton Offices, <http://www.seidler.net.au/projects/015Frameset.html>

The Commonwealth Heritage listing for the Edmund Barton Offices states that they are important as one of Seidler's 'largest projects in Australia and clearly illustrate the architectural principles on which his designs are based' (Commonwealth Heritage List, Place ID 105476).

Seidler designed three large housing complexes in Canberra and only two single residences (the Bowden House and a house at 12 Yapunyah Street, O'Connor). Other buildings in Canberra designed by Seidler are the Canberra South Bowling Club (1959), Ethos House (1970) and the Barton Offices (1973). In addition to the Campbell Housing Group the other group housing projects are Garran Housing and a privately commissioned townhouse development at 127 Hopetoun Circuit, Yarralumla (Lakeview),

designed some twenty years later, in 1982 (Miles, 2006).

Garran Housing consisted of 101 courtyard houses, designed and constructed at the same time as the Campbell Housing Group and designed for the NCDC and the ANU. It was based on the Radburn planning principles, with two frontages – one to the street and one to open parkland. Garran Housing was demolished in 1999.



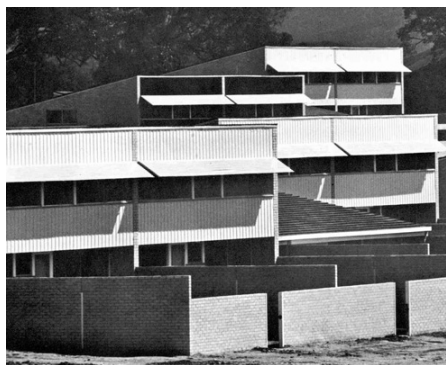
Housing. Blamey Cres. Campbell. Canberra. A.C.T. Harry Seidler. 1969-70.
State Library of Victoria, Accession No: H91.244/4494; Image No: a23188



Housing. Blamey Cres. Campbell. Canberra. A.C.T. Harry Seidler. 1969-70.
State Library of Victoria, Accession No: H91.244/4494; Image No: a23189



Lakeview Townhouses, Yarralumla
Image taken 5 July 2011



Garran Housing Group
<http://www.flickr.com/photos/canberrahouse/1900928502/in/set-72157602978316562>

DESCRIPTION

The Campbell Housing Group is a late example of the Post-War International style (sitting just outside the common design period of this type of architecture – 1940-1960) with its cubiform overall shape, curtain wall (apartment lobby), large sheets of glass and plain smooth wall surfaces.

The Campbell Housing complex is planned along the slope of the contours of the land facing west; set between a narrow nature reserve that cuts partly through the centre of the suburb, to the east, and the elbow street corner formed by Blamey Crescent and Edmondson Street to the west. Each residential block is approached off vehicle circulation 'paths' that are accessed from the crescent and street from three entry roads, all on the western side of the site. The site has an open mature landscape of trees on and around the site.

Of the nine blocks, seven comprise attached housing and two comprise medium-rise apartments. The apartments are the subject of this registration.

The two apartment blocks are placed centrally in the complex, to the rear, at the high point of the site. They have a common fully glazed entry and stair lobby placed between the two slightly staggered blocks.

The housing group has four slightly varying types of attached housing and three types of apartment, in most cases set out on a 6.1m wide planning grid. By staggering the blocks, Seidler created spatial relationships between each avoiding the usual repetitive character of terrace housing.

Apartments

The two apartment blocks are each six units wide with apartment types being; E (two bedrooms), F (one bedroom) and G (bachelor). The split-level planning means that only one internal public corridor was required for what is in fact buildings containing up to seven levels.

The central lobby stair is distinctive with precast concrete open treads supported on a steel frame. The stair leads up to the internal public corridor in each block to service the apartments on the upper levels.

The two apartment blocks vary slightly in internal layout. In Block 8 (the northern block) the entry to the upper level apartment opens off the corridor and within each apartment an internal half-flight connects up to the bedroom level and then another internal half flight connects to the west facing living room living. The one-bedroom apartments, facing west, open directly from the corridor. The lower split level apartments and the bachelor flats are each entered from the ground level carports up a short flight of stairs.

In Block 9 (the southern block) the entries to the upper and middle level apartments open off the corridor and within each apartment an internal half flight connects either up to or down to its living and sleeping

spaces, with another half flight connecting the remaining spaces. The lower level flat is entered off the carport. The communal laundries and stores also open off the upper level corridor.

The internal variation in layout of the two apartment blocks can be seen where in Block 9 the apartment entry doors are closely spaced along the western side of the corridor whereas in Block 8 the entry doors are widely spaced along the corridor.

Physical condition and integrity

The Campbell Housing Apartments display a high level of integrity and intactness, with original elements still in good condition, including the planning approach to the internal layout of apartments spanning a split level design.

REFERENCES

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Miles, M., 2006., 'Canberra House – Campbell Group Housing', <http://www.canberrahouse.com/2006/11/11/campbell-group-housing-1964/>, date accessed 4 July 2011.

Reid, P., 2002, *Canberra following Griffin A Design History of Australia's National Capital* National Archives of Australia.

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Taylor, J., 1990, *Australian Architecture Since 1960*, RAI.

The Canberra Times 7th April 2005.

Site plan



Place boundary indicated by solid red line
Showing Blocks 8 and 9 (#s 6 and 8 Edmondson Street).
The boundary is defined by a 10 metre boundary around the perimeter of each apartment block.

Images taken 5 July 2011



Campbell Group Housing Apartments



Apartments. The central stairwell leads to the internal corridor.



Rear of Apartments, with stairway showing location of internal corridor

Non-Statutory Background

Notable Seidler works in Australia

1940s/50s

Rose Seidler House, Turramurra, NSW, 1948
Rose House, Turramurra, NSW, 1949
Waks House I, Northbridge, NSW, 1949–51
Meller House, Castlecrag, NSW, 1950
Lowe House, Mosman, NSW, 1950
Williamson House, Mosman, NSW, 1951
Hutter House, Turramurra, NSW, 1952

1960s

Ithaca Gardens apartments, Elizabeth Bay, NSW, 1960
Lend Lease House, Macquarie St, Sydney, NSW, 1961
Australia Square, Sydney, NSW, 1961
Blues Point Tower apartments, North Sydney, NSW, 1961
Muller House, Port Hacking, NSW, 1963
Arlington apartments, Edgecliff, NSW, 1965–66
Harry and Penelope Seidler House, Killara, NSW, 1966–67

1970s

Gissing House, Wahroonga, NSW, 1971–72
MLC Centre, Sydney, NSW, 1972
Seidler Offices and Apartments, Milsons Point, NSW, 1973
Ringwood Cultural Centre, Ringwood, VIC, 1978

1980s+

Grosvenor Place, Sydney, NSW, 1982
Waverley Civic Centre, Waverley, VIC, 1982
Hannes House, Cammeray, NSW, 1983
Capita Centre, Sydney, NSW, 1984
Shell Headquarters, Melbourne, VIC, 1985
QVI Office Tower, Perth, WA, 1987
Hamilton House, Vacluse, NSW, 1989
Horizon Apartments, Darlinghurst, NSW, 1990
Meares House, Birchgrove, NSW, 1994
Gilhotra House, Hunters Hill, NSW, 1995
Berman House, Joadja, NSW, 1996

<http://www.sydneyarchitecture.com/ARCH/ARCH-Seidler.htm> (accessed 4 July 2011)