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1.0 INTRODUCTION

1.1 Objectives

This Conservation Management Plan (CMP) has been commissioned to inform the conservation, repair, alteration and adaptation for re-use of the Secretariat Building in Yangon. It should become a standing document, subject to review at five year intervals. It should be a tool for the future management of the site.

It includes: a description of the site, its history and condition; an appraisal of its cultural and other significance in local, national and international terms; an examination of the relevant conservation issues, risks and opportunities; and a set of policies designed to guide immediate and future decisions. It has been based on as much documentary research as has been possible; a visual inspection of the site, the buildings, their materials, construction and condition, and on a limited amount of physical testing.

The policies have been framed with regard to international good practice for the conservation of significant historic buildings and sites.

Due to its size and scale, the Secretariat poses major challenges for adaptation and re-use. It is the most prominent and imposing building from the colonial period, and of outstanding cultural significance. For the same reasons, it offers an opportunity to demonstrate how historic buildings can be conserved, adapted and reused to meet current needs and, in the process, trigger the economic regeneration of the city.

1.2 International Standards


As this document was being written, news was received of the death in Sydney of Jim Kerr. His creation of “The Conservation Plan” will be his memorial.

1.3 Acknowledgements

This document has been informed by “The Secretariat – Conservation and Development Strategy” (2012) with the permission of its author, Philip Davies, and of the...
Acknowledgement is also made to the Association of Myanmar Architects (AMA) and to its Director Moe Moe Lwin for its publication “30 Heritage Buildings of Yangon”; also for the use of drawings of the Secretariat prepared in 2010 by members of the Association, under the leadership of architect Aung Soe Myint, who also assisted with his knowledge of the site.

Thanks are due to Dr Jayanta Sengupta, Secretary & Curator of the Victoria Memorial Hall in Calcutta, for checking archive sources in Calcutta.

Particular thanks are due to the YHT for assisting and facilitating the preparation of this CMP: to the Trust’s chairman, Thant Myint U for his books on the history of Myanmar: “The River of Lost Footsteps” and “Where China meets India”; to its Chief Executive, Moe Moe Lwin and, above all, to Rupert Mann for his work on the ‘Significance of the Secretariat’, for general support, photography etc.

1.4 Limitations

No original drawings or building accounts were found in the limited time available. It is understood that much primary archive material was removed to Calcutta in advance of the arrival of Japanese forces in 1942 and it would appear that this passed to the former India Office Library, now part of the British Library in London. The only significant documents now in the BL, which have been traced so far, are the annual Public Works Department Progress Reports. These provide some information on the building of the various parts of the “Public Offices in Rangoon” (The Secretariat), but little detail. It is possible – perhaps- even likely - that more primary documentary material will be found in due course, in which case some of the conclusions of this CMP may have to be reviewed.

Most parts of the site and the buildings on it were inspected over a limited period of five working days between 11th & 16th September 2014, by James Simpson, with John Sanders and Sharan Lal. Rupert Mann and Aung Soe Myint assisted. Notes were dictated, photographs were taken and some samples of material were removed for testing. This inspection is considered to have been sufficient for the preparation of this CMP: it did not, however, amount to a full and rigorous survey, not every part of the site was seen and it is possible that significant pieces of information may have been missed.

This CMP is only as good as the information on which it is based and it should be reviewed in due course, as and when additional information becomes available.
Figure 4: View of the Secretariat from the south east pre 1930, showing the perimeter railings and gate piers and the surrounding gardens.

Figure 5: View of the Secretariat from the south east c.2010, showing the security railings.

Figure 6: Former Cabinet Room, now presented as a shrine to the Nine Martyrs, including General Aung San.

Figure 7: Vertical view of the double stair, with cast-iron balustrades by MacFarlanes of Glasgow, at the centre of the South Range.
2.0 HISTORY

This section repeats historical research presented in the 2012 Conservation and Development Strategy document with additional research conducted in the British Library and further background reading. Specific archive references are noted in the text below, with an additional bibliography in Appendix I.

2.1 The History of Burma to Independence

The pre-colonial history of Myanmar, or Burma as it was, is complex and not directly relevant to this document. The Secretariat was the pre-eminent structure associated with the government of the country in the colonial period, when Burma was administered by Britain, first as part of British India and then as the separate ‘Union of Burma’. It continued to be the centre of government and administration after independence until the capital was removed from Yangon, or Rangoon, to the new city of Naypyidaw in 2005. Following the departure of government departments from the “Ministers Office”, as the Secretariat had become known, to the new capital, the building became abandoned.

Burma is strategically positioned between India and China. In the early 19thC conflict with British India in Assam led to the first Anglo Burmese war of 1824-6. After further conflict in 1852, the British annexed Lower Burma, established Rangoon as its capital and developed the city as a major regional port on the trade routes between Calcutta, the Straits Settlements and Singapore.

The Government of India Act of 1919 brought in a system of ‘double government’ known as ‘diarchy’ for the provinces of British India. This introduced the democratic principle to the executive branch of the British administration of India and led to the granting of full provincial autonomy to a separate ‘Union of Burma’ in 1935 and, after the interlude of Japanese occupation from 1942 to 1945, to independence in 1947.

2.2 The Development of Rangoon

The city was laid out on a grid-iron plan reminiscent of that of New York, by Dr William Montgomerie, who had worked in Singapore from 1819 to 42 and had witnessed the laying out of the city there. Montgomerie recognised that the old settlement had been blighted by recurrent seasonal flooding and disease during the monsoon and provided for proper drainage for the first time. The work was executed by a military engineer, Lieutenant Alexander Fraser of the Bengal Sappers & Miners between the Pazundaung Creek to the east by the Yangon river on the west.

After a further war in 1885, the British annexed Upper Burma and in 1886 made the newly expanded Burma a province of British India, governed ultimately from Calcutta. Indians were brought in to fill civil-service jobs and the business
interests of Indians and Chinese in Burma were encouraged. Rangoon was developed rapidly as a commercial and mercantile city, largely by Scots, and its population grew accordingly. At the same time, political expansion drove the need for a whole new generation of commercial, public and government buildings and this gave the city a remarkable legacy of late 19th and early 20th century colonial buildings of international stature. Subsequent political developments and resulting isolation have made 21st century Yangon one of the best-preserved colonial cities in the world.

2.3 The Building and Use of the Secretariat

Until the 1880s, Burma was administered from the previous Secretariat building in Strand Road, fronting the river. As early as 1868, however, the city block on which the Secretariat now stands had been acquired with a view to the construction of new “Government Offices”. Their designer, Henry Hoyne-Fox (1855-1905), trained originally as a civil engineer at the Royal Indian Engineering College at Coopers Hill in Surrey from 1874-77 and became a Public Works Department engineer in India. He transferred to Burma in 1885 and then spent 1886-8 in England studying architecture with Richard Phene Spiers, a pupil of Digby Wyatt and William Burges. Spiers was also, for many years, Master of the Architecture School at the Royal Academy.

On his return to Burma in 1888, Hoyne-Fox seems to have been commissioned almost immediately to design the new Government Offices. He planned a massive ‘U’ shaped building around a quadrangle at the centre of the square city block, with a domed entrance tower and porte-cochère at the centre of the principal South Range. There were to be surrounding gardens enclosed by cast iron railings and gates set in rusticated gate piers. Three smaller ranges and an inner gateway building, which may or may not have formed part of the original scheme, were designed to enclose the quadrangle to the north.

Following the introduction of ‘diarchy’ in 1919, the role of the Secretariat building was enhanced and a ‘Council Chamber’ for the new ‘Legislative Council’ was added, just south of the inner gateway, to the north of the centre of the quadrangle. Also added after Hoyne-Fox’s time were some small buildings flanking the ‘Council Chamber’ and a number of gate-houses.

Progress with the building of the Public Offices may be followed through the following extracts from the PWD Administration Reports now in the British Library (reference BL V/24/3344):

Report for the year 1890-91:

“The building as proposed comprises one long central block and two wings. The central block only has been sanctioned at present. Clearing site and collecting materials commenced in November 1889. Actual work commenced in January 1890, and at the end of March the concrete foundations were about half completed.”
“A portion of the foundations at the west end, where soft soil, evidently the bed of an old tank, was met with, gave considerable trouble. This difficulty was met with by driving Pyingado piles, 13 to 20 feet long, as a foundation and embedding in concrete above them two courses of iron rails crossing each other. The concrete of all foundations except this portion was completed by 4th May. The heavy rains then retarded progress owing to the constant pumping and bailing that was necessary, and the whole of the concrete was not completed until the 13th June. In the meantime, brickwork had been started on 5th May, and the same difficulty was experienced on account of rain until on the 10th June the brickwork attained a height above water level in the trenches. By the end of March 1891, 305,195 cubic feet of brickwork had been built, that is to say three quarters of the whole.”

“The inner main walls are nearly up to the second floor-level and the outer walls were stopped at first floor-level, having been delayed by want of Artificial Stone, which the Indian Patent Stone Company were slow in supplying. But for this, the brickwork would have been much more advanced, as in September last 50 masons had to be sent away for want of work. It is hoped and believed that more satisfactory arrangements will now be made by the Patent Stone Company. All floor and roof girders and cast iron columns have been received and the iron columns of the ground and first floor have been fixed in position. It is expected that the work will be completed before the rains of 1892.”

Report for the year 1891-92:

“The designs and estimate for this large work were prepared by Mr Hoyne-Fox, A.R.I.B.A., Executive Engineer, Rangoon Division. The building, as now finally apportioned is to contain accommodation for the following offices: The General Secretariat, including the Offices of the Financial Commissioner and Director of Land Records and Agriculture; the Public Works Secretariat and Office of the Examiner of Public Works Accounts, the Offices of Inspector-General of Jails, the Inspector-General of Police and Deputy Inspectors-General, and of the Director of Police Supply and Clothing.”

“The complete scheme as designed comprises one long central block and two wings, forming three sides of a square. The central block only has been sanctioned at present, and is now approaching completion. Clearing site and collecting materials commenced in November 1889. Actual work commenced in January 1890, and at the end of March 1890 the foundations were about half completed. From the end of March 1890 to the middle of June delay was caused by the heavy rains and a difficult portion of the foundations over the bed of an old tank, but after that date work went on steadily, and at the end of March 1891 the inner walls were nearly up to the second floor level and the outer walls to first floor. All floor and roof girders had been received and the iron columns of the ground and first floor had been fixed. By the end of March 1892 it may be said that all the brickwork was completed, except three corner turrets of the east-end block, the drum of the dome, the corner turrets and the upper portion of the third floor of the west-end block. Arrangements have been made for the construction of the dome and the supply of roofing materials. The greater part of the plastering and pointing was completed and about three-quarters of the concrete flooring and girder-work. Internal colour-washing and painting was commenced. The chief items remaining to be done are the fitting of the partitions, punkahs, and record-racks to suit the different offices, and the construction of out-houses.”

“It is hoped that the main building will be ready for occupation by the end of December 1892.”

Report for the year 1896-97:

“The want of suitable accommodation for Government Clerks in Rangoon at reasonable rent being very much felt, the sanction of the Government of India was obtained to the erections of Government quarters for them. Quarters are now being erected in the town on Block H2, adjoining on the east that occupied by the Secretariat Buildings.”

Report for the year 1903-04:

“Work on the construction of the east and west wings of the new public offices was pushed forward vigorously through the year and the buildings are approaching completion.”

Report for the year 1905-06:

“The wings of the New Public Offices, Rangoon, were completed during the year, and suitably partitioned off and fitted with record racks and other necessities according to the requirements of the several offices that have been accommodated in these buildings most of the offices had moved in before the end of the year. The entire cost of these
buildings has been about 25 lakhs of rupees, the south block having cost ten lakhs and the east and west wings seven and a half lakhs each."

Report for the year 1906-07:

“The new Public Offices at Rangoon was practically completed: the new wings were connected with the main south facade and the several offices accommodated in them were provided with electrically-operated punkahs, record-racks, partitions, etc., according to requirements.”

Report for the year 1907-08:

“Two blocks containing four quarters each were built during the year for clerks on small salaries at Rangoon, and ten blocks containing two quarters each for better paid clerks. Quarters were also provided for the Superintendent of the Financial Commissioner’s Office.”

This might refer to the low range of three buildings against the north boundary of the site.

Report for the year 1908-09:

“Improvements to the old Public Offices at Rangoon were completed, and the steam plant at the Secretariat buildings, which was insufficient to serve the enlarged buildings, was taken out and connection made with the Rangoon Electric Tramway and Supply Company, thereby effecting a considerable saving in work expenses.”

Report for the year 1909-10:

“The substitution of teak for lime-plastered ceilings in the New Public Offices was completed at a cost of Rs. 13,909. The construction of a 6-inch fire-main . . . was completed.”

Report for the year 1911-12:

“The south block of the New Public Offices, Rangoon, was re-wired.”

Report for the Year 1916-17:

“The installation of electric lights in the new public offices at Rangoon was completed.”

Report for the year 1922-23:

“The decision that the Reform Scheme would be brought into force at the beginning of January 1923 necessitated the construction of the temporary Council Chamber. At the Secretariat buildings, Rangoon, some rearrangements were carried out . . . during the year, the necessity of the alterations being due to the Reforms.”

“The decision that the Reform Scheme would be brought into force at the beginning of January 1923 necessitated the construction of the temporary Council Chamber. Orders for its construction were completed at a cost of Rs. 70,989.”

“At the Secretariat buildings, Rangoon, some rearrangements were carried out at a cost of Rs. 12,534 during the year, the necessity of the alterations being due to the Reforms.”

Report for the year 1927-27:

“... garages were built in the Secretariat Compound, Rangoon.”

Report for 1930-31

“... in May 1930 Rangoon and Pegu suffered severe shocks ... The dome of the Secretariat Building and the turrets, which for 40 years had been an architectural feature of Rangoon, were shattered and had to be dismantled.”

Also from: J.S. Furnival “The Governance of Modern Burma” (Institute of Pacific Relations, New York, 1958)

“One of the most imposing edifices in Rangoon is the Secretariat, a lofty building around three sides of a large court, silently proclaiming and aptly symbolizing the importance of the Secretaries in the administrative system. Yet the growth of the secretarial establishment in numbers and powers is a comparatively recent development. Until shortly before the annexation of Upper Burma the Chief Commissioner was the effective ruler and required the assistance of only one Secretary. A separate Secretary was appointed to deal with matters relating to land records and agriculture in 1881, and by 1900 the secretarial staff consisted of a Chief Secretary, and two Secretaries with their Under-Secretaries. These were housed, together with other high officials, in the then newly built Secretariat. The head of the province had his own Secretary in Government House, also newly built. Despite the multiplication of special departments and services during the early years of..."
the present century, the same staff sufficed up to the introduction of constitutional reforms in 1923.

The new reforms, however led to a great increase in the number of Secretaries, to a new conception of secretarial functions and to a further complexity in secretariat procedure. By 1930, in addition to the Chief Secretary, there were 7 Secretaries, 7 Under-Secretaries, 2 Assistant Secretaries and 4 Registrars. By 1940, after the separation of Burma from India, there were 10 Secretaries, 3 Joint Secretaries, 5 Deputy Secretaries, 9 Under-Secretaries, 5 Assistant Secretaries, and 7 Registrars. There has also been a proportionate, or more than proportionate, increase in the number of Superintendents, Branch Superintendents, clerks, stenographers, typists and menials. Formerly the Secretaries had taken the orders of the head of the government, who was himself a professional administrator and knew what could and could not be done. Under the reforms the Secretary was adviser to a Minister, who might have ideas as to what was desirable but, for lack of administrative experience, could not know what was feasible or how things should be done. This gave his Secretary much greater power. But, through the multiplication of departments and officials, it was much more difficult, even for the Secretary, to get anything done. The procedure was governed by the Secretariat Code; it was “a bulky volume, formidable in itself and made more formidable by a host of correction slips” in the words of the Fiscal Committee in 1938.

The Secretaries were recruited from the administrative civil service and it was a tradition, though not very strictly observed, that no one should spend more than three years at a time in the Secretariat; after that he reverted to district work. Each Secretary was in charge of perhaps two or three specialist departments, these being headed by specialists who had spent their life dealing with their subject. But they could not get anything done except through the Secretary in charge of the department, who had no special knowledge of the matter. This defect was aggravated by the frequent transfer of a Secretary from one ministry to another within the Secretariat. And the voluminous files usually contained material for objecting to any proposed innovation as impracticable, either because it contravened some precedent or because it was unprecedented. The system was frequently criticised as unduly cumbersome and obstructive and, since the attainment of independence, it has been a serious obstacle to the introduction of reforms.”

2.4 The Earthquake of May 1930

1930 and 1931 were years of continuous seismic activity in Burma. The Secretariat was damaged in a severe shock in May 1930, as a consequence of which the dome at the centre of the entrance front and most of the corner turrets of the central and terminal towers had to be dismantled. It was the southern vertical features which suffered particularly from these ground movements: happily the corner turrets on the northern towers survived and the lower parts of the building were almost entirely undamaged. There was a further earthquake in 1970, but no significant further damage resulted.
2.5 Myanmar, Yangon and the Secretariat since Independence

The Secretariat survived the bombing of the city during the 2nd World War without damage and, following the defeat of the Japanese and the re-establishment of British rule in 1945, independence negotiations were begun. In January 1947, agreement was reached with General Aung San, hero of the independence movement, who became the elected leader of an interim government charged with drafting the country’s constitution.

On 19 July 1947, Aung San and eight other members of his cabinet were assassinated with a sub-machine gun at the instigation of political rivals in what was then the Cabinet Room in the west range of the Secretariat. The murder of Aung San and his colleagues shocked the Burmese public and the world at the time. The horror of the event remains a potent memory throughout the country, commemorated every year on ‘Martyrs’ Day’.

Aung San’s colleague, U Nu, took over the reins and Burma finally became independent on 4 January 1948. The country began to recover over the following decade, but instability arising from conflict between rival factions led to the establishment of a military government in 1962.

In 1989 the name of the country became the ‘Union of Myanmar’ and in 2008 it became the ‘Republic of the Union of Myanmar.’ In 2003 the government announced a ‘Roadmap to Democracy’ and this process is on-going. Two years later a new capital was established at Naypyidaw and, since then, government departments have been progressively transferred away from Yangon. The Secretariat, or the ‘Ministers’ Office’, as it was latterly known, has been disused and unoccupied since 2005.

The tiled roofs of the Secretariat were damaged by cyclone Nargis in 2008 and in 2011 the Ministry of Construction undertook repairs, which included replacing tiles with profiled metal sheeting and zinc pipes with plastic. This was a worthy attempt to arrest the deterioration of what was already recognised as a building of global stature.

On 1 June 2012 an international conference – “Towards a Conservation Strategy for Yangon in the 21st Century” - was held in the city. Organised by the Yangon Heritage Trust, it received extensive international publicity and attracted a wide range of eminent national and international speakers including experts from UNESCO, UK, USA, Malaysia, Singapore, Hong Kong, Thailand and India. All agreed that Yangon’s architectural heritage was of world significance, that the city retained distinctive qualities which could not be found elsewhere, and that decisive and urgent action was required to secure its long-term conservation. The pre-eminent importance of the Secretariat was recognised.

Later in 2012, Philip Davies’ “Conservation and Development Strategy” was commissioned by the Yangon Heritage Trust and this Conservation Management Plan is intended to take forward plans to secure the building’s future, which were set in motion at that time.
3.0 DESCRIPTION

3.1 Location and Immediate Surroundings of the Secretariat

The Secretariat occupies a full city block, the enclosed area being approximately 16 acres. It is bounded by what are now Anawrahta Street to the north, Thein Phyu Road to the east, Maha Bandula Road to the south and Bo Aung Kyaw Street to the west.

3.2 The Boundary and the Setting of the Secretariat Buildings

The perimeter of the site is currently enclosed by unattractive curved-topped steel security railings, probably of the 1930s or 40s, with cement-rendered brick pillars at regular intervals. These appear to have replaced the original cast iron railings, which were some distance behind the current railings, and are identifiable in old photographs of the site. Some of the original cast iron gates survive, with rusticated classical gate pillars in lime-plastered brick. The ironwork has yet to be identified, but may have been supplied by Macfarlanes Saracen Foundry in Glasgow. Each of the gates on the east and west boundaries have gate-lodges, which appear to pre-date the security railings and may be of the 1930s.

The gardens, in which the Secretariat buildings are set, include a lot of vegetation including trees of various species, much of overgrown, and are crossed by drives and footpaths. The historic layout of the gardens is not yet properly understood; it would appear, however, that there were two gates on the southern perimeter to what is now Maha Bandoola Road, from which drives curved towards the principal entrance within the porte-cochère at the centre of the South Range. There were two gates on each of the east and west boundaries and a single central gate to the north. Both the gardens surrounding the buildings and within the inner quadrangle, provide the setting for the architecture. They contribute substantially to the setting and the general character of the site within what is otherwise a very dense urban area.

3.3 The South Range

This was the first part of the Secretariat to be built, over a period of three years from January 1890 and the end of 1892. It is a two-storey classical building of red brick with cast stone dressings, with three-storey central and terminal blocks. The central entrance tower, which includes the porte-cochère, was originally surmounted by a classical dome on a cylindrical drum. The terminal towers were each originally adorned on the three outer corners, but not the inner, by small domed angle turrets similar to those which survive on the North Towers. The dome and all six southern corner turrets were damaged in the 1930 earthquake. They were dismantled and never rebuilt.
The principal volumes on both main floors of the South Range are flanked to north and south by arcaded verandas, which provided the circulation between the offices. The large, spectacular, top-lit cylindrical central space, originally beneath the dome, contains a massive double stair of teak and cast iron, the iron balustrades having been supplied from Walter Macfarlane & Company’s Saracen Foundry in Glasgow (pattern 1020 in Macfarlanes’ catalogue, 6th Ed, 1882). There are secondary stairs of teak in the inward facing turrets of the terminal towers.

All the walls of this range are of solid loadbearing brick, with a single line of cast iron columns (also probably from Macfarlane & Co) at the centre line of the two storey sections on both floors. All the floors are of concrete, the upper floors set into inverted rolled steel ‘T’ sections at close centres, carried on rolled steel joists set to falls. It would appear that these floor slabs were simply cast in situ on removable shutters, but it was common for such roofs to be formed on pre-formed slabs of brick or concrete, spanning between the ‘T’ sections: the precise construction method will require further investigation and analysis.

The roofs of the South Range were flat terrace roofs of concrete, constructed similarly to the first and second floors. The original means of waterproofing is not known, but terrace roofs of lime concrete waterproofed with organic compounds such as ‘jaggery’ were and are common in South Asia. There appear to have been pitched tiled roofs linking the paired pediments, which flank the inner and outer central tower facades, formed on top of the basic terrace roof structure, but it is unclear whether these were original or secondary.

The concrete flat roofs were removed at a date not yet known, and replaced with low pitched tiled roofs similar to those of the later East and West Ranges, all constructed on top of the steel joists and ‘T’ sections which carried the original flat roofs. The timber structure of these roofs is crudely formed and clearly secondary. The domes of the corner turrets, on the basis of comparison with the surviving turrets on the North East and North West Towers, probably had steel structures and were covered with zinc, with cast-iron ‘lunettes’ and ‘apex lanterns’. The central dome was probably also covered with zinc, with cast-iron details on a steel structure.

The external facades are of red brick with cast stone dressings, apparently supplied by the Indian Patent Stone Company. The elevations are divided horizontally by prominent cast-stone cornices at first, second and third floor levels. The round-arched openings to the verandas are open, while openings admitting light to usable rooms are fitted with glazed casement windows of teak. The central tower has Corinthian columns over the rusticated plinth of the porte-cochère at what is intended to represent the piano nobile (principal floor). The twin pediments at attic level carry the start and finish dates 1889 and 1903. The cast stone and some areas of brickwork appear to have been finished at some point with yellow ochre and red ochre pigmented limewash, but this was probably not originally intended and this is another matter which requires further investigation.
The interiors of the South Range are plainly finished. The internal walls are lime-plastered with simple run cornices. The ceilings appear to have been plastered originally, but to have been re-lined with teak boards in 1909-10, according to the PWD Report for those years, though the reason for this is unclear. The hollow-section cast-iron columns have classical bases and capitals. All the internal plasterwork was limewashed or distempered and woodwork painted, probably with oil paint. The floors of the office spaces are of concrete, possibly originally polished ‘Indian Patent Stone’, while the verandas are floored with decorative Minton tiles. The doors (mostly detached and stored on site) and the casement windows are of teak; these and their associated hardware require further examination.

Figure 16: Cast stone quoin by the Indian Patent Stone Company, South Range.

Figure 17: The steel structure for the original south range flat roof, with later trusses above.

Figure 18: An original rectangular-section zinc rainwater pipe in a duct on the internal face of the external wall.
3.4 The North East and North West Ranges

These ranges were built at the same time, some ten years after the South Range; on the evidence of the PWD Reports, they were started in 1903, substantially completed in 1905 and connected and occupied by 1907. They clearly formed part of Hoyne-Fox’s original design, which was, however, amended in two particular respects. Firstly, verandas were built on the west sides only. This is most evident on the north face of the South West Tower, where projecting bricks intended to bond with the intended outer wall of the east veranda remain visible. Secondly, the roofs were constructed with shallow pitches covered with Marseilles (or Mangalore) tiles. The timber structures supporting these roofs, unlike those of the secondary roofs over the South Range, are properly ‘pegged, mortise & tenon’ jointed ‘king-post’ trusses of teak. These roofs are typically of the ‘half-hipped’ type, that is hipped, but with a small triangular part-gable at each end.

The planning and form of these ranges are also similar to those of the South Range, apart from the reduction of the circulation to single western verandas. Each has a three-storey north tower, each adorned with four (not three) domed corner turrets, and a three-storey central tower, each having had turrets of a different and taller design on the outer corners only. Each central tower contains a tall top-lit square stair hall. Each two storey section has a single half-hipped roof, but the southern sections have been extended to connect to the southern towers; the north towers each have three north-south roofs with valleys between, while the central towers have central pyramidal roofs, the top sections of which are glazed, and gabled roofs on all four sides. All the roofs are covered with the red profiled metal sheeting with which the tiles were replaced in 2011.

The facades of the north towers follow those of the south, while the central tower elevation design is based on a ‘triumphal arch’ theme, with pediments on all four sides, expressing the form of the roofs behind.

The construction and finishing of these ranges are also very similar to those of the South Range. Apart from the different roof form, the dressings on the external, mainly red brick, facades (some or all of which may also have been limewashed...
Figure 22: The North Tower, East Range, with four domed corner turrets.
in ‘brick’ and ‘stone’ colour at some time) are largely formed of lime plaster on brick formwork, corbelled roughly to shape as necessary. This substitution of plaster for cast stone appears to have been made because of the delays in the building of the South Range caused by the failure of the Indian Patent Stone Company to deliver the cast stone on schedule. The interiors are again lime plastered with plain run cornices and teak boarded ceilings. The ceilings of the verandas are pitched, following the line of the roofs, and the floors are finished, not with decorative Minton, but with plain red encaustic tiles.

The north towers are completely open on plan at all three levels, having three lines of cast-iron columns, again possibly supplied by Macfarlane & Co, to support the floor and roof structures. Only in the four corner turrets are there small separate square spaces with brick walls which support the structures at roof level. The south west turrets in each case contain small teak stairs: these are square on plan with hollow wells and have heavy turned teak newels, handrails and decorative infill panels. These stairs each rise to a fourth floor in the turret itself, from which access to the interior of the surviving turret domes can be gained.

The dome at the south west corner of the North East Tower is an octagonal steel structure on the wallhead of the tower, which is corbelled in to an octagon, is weighted down with six courses of brick, built on the steel wall-plate. There is a zinc box gutter. 2½” x 1¼” timber battens are bolted at 6” centres to angles fixed to the steel T-section principal ‘rafters’ at each corner. This structure is clad in zinc, fixed to the timber battens. At the centre of each of the cardinal faces is a cast iron elliptical ‘lunette’, supported by a larger, probably 6” x 3” timber. A cast iron cupola or lantern is bolted to the top of the principal ‘rafters’.

Figure 23: The Central Tower, East Range, from the quadrangle.

Figure 24: Quoin formed in lime plaster on brick, East Range.

Figure 25: North Tower, East Range, third floor, showing cast-iron columns and original roof structure.
The stair halls in the central towers are surmounted above third floor level by roofs of trussed steel. The modern metal roof coverings are fixed to original purlins, c6”x3” in section, which span from truss to truss. These probably had timber bearers fixed to the underside, which, in turn, carried teak lining boards, which now survive only at the base, adjacent to the gutter. The walls are plastered, with a heavy cornice, from which – visually – the steel trusses appear to spring.

The full entablature is supported on Corinthian pilasters with four round headed keystoned arches to each side: two small paired arches at the centre,
Figure 29: Central Tower, East Range, second-floor landing showing balustrades of the principal stair.
larger adjacent to the corners. These openings to the surrounding spaces all have glazed fanlights in the half round top sections, with glazed and louvred doors on parliament hinges and saloon-bar type swing doors, which combine privacy with ventilation. The landing is floored with teak boards, which have been covered with linoleum. It has teak balustrades with newels, handrails and decorative infill, the lower section in a Chinese rail pattern. The whole landing is supported on teak brackets without the benefit, or otherwise, of steel. The ground floor is finished with red ceramic tiles, much of it in good condition but in need of repair. All in all, these stair halls are very handsome spaces: with the principal South Stair Hall, among the finest interiors in the Secretariat building.

3.5 The North Service Buildings

The largely roofless and derelict two-storey red brick and plaster buildings, which form a terrace across the north end of the site consist of a long central building and shorter west and east sections. The outer buildings have open arcades on both sides at the ground floor and small towers, with zinc ‘fish scale’ tiled roofs at the north inner corners. There may have been more of these small domed towers, which have not survived, but this remains uncertain.

The central building is also arcaded at the ground floor, but not all the arches were built to be open. There is, however, an axial central archway forming part of a northern approach to the site, which is defined on the north frontage by a three-storey central pavilion with flanking paired Doric and Ionic columns and an attic with ‘œil de boeuf’ windows, all topped by a fish-scale tiled dome. Otherwise, the facades are ‘pilastered’ with full entablatures formed in plaster.
The roofs appear to have been low-pitched tiled roofs behind parapets. There is sufficient surviving evidence to reconstruct the design of the exterior in detail: teak ‘king-post’ roof trusses and casement windows with diamond panes, for example. The function of these buildings is unclear, but they may have contained stables, and coach-houses or garages and accommodation for clerks and other staff. They are insufficiently recorded and understood at present and require further detailed recording, research, investigation and analysis.

3.6 The North Inner Gateway Building

This extremely handsome building is the least understood structure on the site. It is of three storeys and on the axis of the site with a large central archway, flanked by giant order columns. Its attic storey has large inverted console scrolls, round ‘œil de boeuf’ windows and small domed cupolae. The façade design is reminiscent of Robert Adam’s Kedleston. It also requires further detailed recording, research, investigation and analysis.

3.7 The Council Chamber and Associated Structures

This is the complex of buildings built at the north end of Hoyne-Fox’s quadrangle in the early 1920s to accommodate the Legislative Council introduced under ‘diarchy’. The central ‘Council Chamber’ may be the building described in the PWD Report on the years 1922-23 as the ‘temporary Council Chamber’ made ready for occupation in January 1923. It is a simple structure of brick, plastered externally, with a hipped roof and overhanging eaves. Its entrance veranda at the
south end, on the evidence of a photograph of 1928, is a simplification of what was first built. At the north end, there is a ‘Press-Gallery’ structure supported on timber posts. It is this structure which terminates the axial view into the site from the north, through the archways in the North Service and Inner Gateway Buildings.

The interior of the Council Chamber itself is handsomely-finished in teak in a way which is worthy of its function. It has a ‘U’ shaped arrangement of seating, designed to accommodate the Legislative Council and used later by the Ethnic National Council of the Government of the Union of Myanmar. It is sometimes referred to as the ‘Parliament Building’.

Associated with the main Council Chamber are a number of other buildings intended for uses in connection with the functioning of the Council. The two most prominent flanking half-hip-roofed buildings extend further into the formal quadrangle to the south than the Council Chamber itself. Another structure is described as the ‘Prime Minister’s Garage’.

To the south of the Council Chamber, at the centre of the courtyard are the Martyrs’ Memorial and the flagstaff, where the flag of the newly-independent country was first raised on 4 January 1948.

3.8 The Surrounding Area of the Secretariat

The Secretariat is set on its own entire block within the grid iron street pattern of Yangon. The additional grain within the grid plan is north/south with secondary streets, generally dividing each block into six equal strips. This subsidiary north/south division affects the main south front of the Secretariat Building because it means that there is a secondary street which is centred on the original south block, and would have provided distant views from within the grid plan on axis with the dome. This relationship between the Secretariat Building and its surrounding streets was probably intentional, rather than fortuitous. It makes the corners of the central street on the block to the south of the Secretariat particularly important. Fortunately, these corners have buildings of similar appearance and scale which enhance this valuable axial and symmetrical relationship. An alteration which changed this similarity of appearance and scale would be damaging to the significance of the Secretariat building.

North Side

The other primary relationship between the Secretariat buildings and the surrounding streetscape is also on this north/south axis. This is the former St Paul’s High School (now Basic Education High School 6, Botahtaung), which was built in stages between 1885 & 1930. Further north, the twin towers of St Mary’s Catholic Cathedral, a major city landmark, which, with the Bishop’s Residence and the school buildings, form a fine sequence of 19th & early 20thC historic buildings and townscape from the colonial period.
The central school building is an Edwardian style building set some distance back from the line of the street but it has a central porch and doorway which is precisely on the axis of the central northern gate, the central northern block and the gatehouse block within the Secretariat group. This relationship would be even stronger if the Parliament Building had not been constructed because it would have been possible to see right through the site towards the central block of the south range with its dome above. However, the Parliament Building itself is a symmetrically arranged building of significance. The side of the parliament building that faces north is, at the moment, very clearly the back of the building and so this axial relationship has, unfortunately, been damaged by the construction of the Parliament building.

The relationship is between the group of school buildings which occupies the full width of the block to the north and the group of three subsidiary buildings, currently in poor condition, across the northern end of the Secretariat block.

There are less formal relationships between the Secretariat building and the buildings around it. Possibly the most significant of these is between the Secretariat building and other buildings in the block to the north. This block, along with the Secretariat block, is also not typical of the blocks within central Yangon. It contains a school and the Roman Catholic Cathedral. Together, there are relationships between these buildings – the Secretariat, as a place of government; the school, as a place of learning; the Cathedral, as the mother church for a religious denomination of 1% of the population of Myanmar. These are different to the relationships between the predominantly retail and residential use of the other blocks surrounding. The Cathedral is a prominent building. The relationships between the spires of the Cathedral and the dome of the Secretariat building would have once illustrated the European influence in a particular part of the history of Myanmar. It is desirable that the Cathedral, school and Secretariat building remain intervisible and that the relationship between them is not obscured or dominated by large scale development.

There are similar, but less significant relationships between the buildings at the north-east corner of the site. The historical significance of the Salvation Army Church to the north east is not known, neither is the significance of the former Government press Building directly east of the north-east corner of the Secretariat block. Together they form a group of buildings. The former Government Press Building (now the Printing and Publishing Enterprise) designed by John Begg (1866-1937), and built between 1908 & 1912. Begg was responsible for a number of important civic buildings in Mumbai, New Delhi and Yangon.

With their common late 19th century eclectic architectural vocabulary, red brick and yellow stucco dressings (sometimes finished with red & yellow ochre limewash), the Secretariat, the Cathedral, the School and the Government Press Building confer a very particular colonial character on the area.
To the west, Bo Aung Kyaw Street generally maintains the established scale of four storey buildings, but in a variety of different architectural styles and materials including brick and stucco. To the south in Maha Bandula Road, Haroon Soory Mansions and Ibrahim Mansions were erected in 1928-29 as shop houses with commercial ground floor frontages, intended for Indian textile traders, and maintain the prevailing scale and character of the wider area. To the south the character and urban grain change dramatically into the tightly-knit grid of north-south streets characteristic of ‘downtown’ Yangon, while to the west, the historic scale and character have been harmed by the erection of the new tall ‘Fatherland’ building at the junction of Thein Byu Street and Maha Bandula Road.

Although not carefully planned, most of this development is homogenous. It is of generally the same scale and character. Buildings appear to have been built in the mid-20th century. Some have a degree of aesthetic significance but it is the overall streetscape of similar buildings which contributes to the significance of the Secretariat building. It is illustrative of the city which was being governed from the Secretariat building.

The block to the east has had some recent redevelopment in its southern part. Although it has changed the character of repeated plot divisions with their vertical emphasis, it does not damage the significance of the Secretariat building in itself.

Views

Views towards the Secretariat building from the surrounding streets must, in the past, have focused on the dome. The corner blocks with their towers would also have been important. With the loss of the towers to the south, the most important views from the surrounding streets are now concentrated around the northern part of the site. These are important views in particularly from the crossroads to the north-east and north-west. There is a good view from the crossroads to the north-west, towards both towers at the ends of the east and west blocks. The views into the site were once guided by the position of gates but with some of the gates falling out of use, this is no longer the case. The gates on the east and west side are in different positions, so a different character of views would have been possible towards the buildings.

Within the northern part of the site, from the area in front of the service buildings, there is a view westwards towards a fairly recently built multi-storey building on Anawrahta Road.
4.0 CONDITION

4.1 The Perimeter Railings and Gates

Some of the cast-iron gates, gate pillars and sections of plinth wall which supported the original cast-iron railings survive, but only one or two small pieces of the railings themselves. There is, however, almost certainly sufficient evidence to identify the patterns in the MacFarlane’s catalogue and to enable the design of the original perimeter gates and railings to be reconstructed in complete detail.

The later security railings are in fairly poor condition as well as being ugly and intimidating.

Figure 38: Catalogue entry from Walter Macfarlane & Co’s Saracen Foundry Castings Catalogue, 6th edition

Figure 39: Cast-iron gates (probably from Walter Macfarlane & Co’s Saracen Foundry) with lime-plastered brick gate piers.

Figure 40: Mid-20th century steel security railings.
4.2 The Surrounding Gardens and Quadrangle

The gardens contain some fine trees, but are generally overgrown. There would appear to be sufficient evidence, from photographs and from the site itself, to enable the garden design to be reconstructed. This should be the starting point for reinstatement and restoration work. It should also be the basis for whatever changes might be proposed to accommodate new uses, including parking, within the grounds.

4.3 The Main Building, South, West and East Ranges

Both phases of the main building – the Victorian South Range and the Edwardian West and East Ranges – are in generally similar condition, though there are differences between them. In particular, the main dome and the six corner turrets are missing from the South Range. Only the four tall turrets from the central towers of the west and East Ranges are missing. The design and construction of the corner turrets of the south towers can be accurately reproduced from those of the turrets on the north towers. The only evidence for the design of the main dome and the four turrets on the west and east central towers would appear to be in photographs.

While the profiled metal sheet roof coverings have been effective in protecting the buildings from water penetration and further deterioration since they were applied in 2011, they were applied without great care and are neither suitable nor appropriate as permanent coverings for both aesthetic and practical reasons. Further research will be required to confirm the type of tile originally fitted and to clarify junction details at ridges, hips, apex gables and roof gutters, weatherings at parapet and other abutments etc. The original king-post trusses over the West and East Ranges will require systematic and careful repair by skilled carpenters, suitably experienced or trained in the principles and techniques of ‘conservative repair’.

Figure 41: View of the Secretariat from the south east pre 1930, showing the perimeter railings and gate piers and the surrounding gardens.

Figure 42: View of the Secretariat from the south east c.2010, showing the security railings and surrounding gardens.

Figure 43: Views showing external rainwater drainage in open channels and conduits.
Pitched roofs are not, in any case, appropriate for the South Range, whose roofs were designed to be flat. Careful consideration of terrace roof designs, the possible application of waterproof membranes, insulation, reflective upper surfaces etc will be required.

Nor are the roof gutters and the plastic conductor pipes roughly fitted in 2011 suitable as a permanent solution. The original ground-level rainwater drainage system, by which rainwater is discharged into open channels at the base of the external walls and carried to open brick conduits is highly unsatisfactory in today’s terms. From the evidence of extensive flooding and waterlogged ground, this system either has inadequate capacity or is simply blocked and not functioning. Well-designed roofs, rainwater disposal and drainage arrangements are of fundamental importance everywhere and particularly in a monsoon climate.

The external brickwork, cast stone and lime plaster dressings are in reasonable but visually poor condition. They require extensive and systematic repair and restoration by suitably experienced or trained conservation craftspeople. In particular, many of the projecting cornices and other features are not performing their function of shedding water clear of the walls. As a result, there is extensive unsightly staining and black algal growth. These will require to be provided with metal, probably lead, weatherings. Further detailed examination is required to confirm the intended method of joint-pointing, the date at which brick and stone-pigmented limewash was applied to some or all of the facades and whether the continuation of lime-washing might assist in providing a suitable approach to the repair of decayed brickwork, mortar, cast stone and lime plaster. This work will require to be carried out by craftspeople, suitably experienced or trained in brick and lime-work.

The interiors of all three ranges are simple, with the exception of the three main stair halls and a number of other areas. The stairs themselves do not exhibit obvious major defects, but they will require detailed survey, structural checking and repair and restoration as necessary. The secondary stairs will require a similar approach. A fairly large amount of repairs to lime plastered walls will be necessary, which will require skilled plasterers suitably experienced or trained in the conservative repair of plasterwork. The timber stairs, boarded ceilings, pipe cover-boards, doors and windows – of which there are a very large number – will require skilled joiners, suitably experienced or trained in the conservative repair and restoration of traditional joinery. The Minton and other encaustic tiles will also require careful repair, cleaning and restoration, with advice – which is being sought – from the Minton company at Ironbridge.

Mechanical and electrical services, waste and soil drainage, air-conditioning etc in the building are more or less non-existent and will have to be carefully designed so as to be well-integrated with as little impact as reasonably possible on the historic fabric or the particular qualities of the internal spaces.
4.4 The North Service Buildings and the North Gateway Building

These buildings are effectively derelict, though most of the evidence to enable external restoration is likely to be retrievable by careful examination of photographs and other documentary material by archaeological recording. It is likely that, following careful repair and restoration of their external appearance, the interiors will be straightforwardly contemporary in their design, and adapted to suit the functional and aesthetic requirements of the development brief. Careful design and specification and skilled craftsmen will still be required for the repair and restoration of the exteriors, including the zinc fishtail-tiled domes etc.

4.5 The Council Chamber and Associated Structures

These buildings are in reasonable condition and their repair is unlikely to be onerous, except for the fact that the installation of modern services will require to be designed and executed with care.
5.0 WHY THE SECRETARIAT IS VALUABLE

5.1 Introduction

The Burra Charter provides the following definition of cultural significance, or value:

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.

The following assessment of the heritage value of the Secretariat is based upon an analysis and understanding of the historical development of the site, including the tangible documentary and physical evidence, as well as intangible historical, and social associations. This significance assessment is drawn in part from a significance assessment written by Rupert Mann as part of a Masters’ degree course in Cultural and Environmental Heritage Management at the Australian National University in Canberra. This was based on publicly available records and a site visit in November 2012. It has been revised and adjusted following an inspection in September 2014. It has been undertaken in accordance with the principles of the Burra Charter (2004) and the World Heritage Convention (1972).

This assessment is intended to establish the importance, value or significance of the building in various respects, and to explain the underlying reasons, in order to establish parameters for appropriate and sensitive re-use, without unreasonable loss of significance and with enhancement where reasonably possible. Each element of the building and the site overall has been graded according to its value as an individual item within the overall context of the site. The section has informed the policies in section 8, which are designed to ensure that necessary change is well-managed.

5.2 Grading of Value

Primary Value: The fabric and places which embodies in itself a core aspect of the Secretariat Complex’s cultural heritage value. These areas form the rooms, spaces, objects and fabric which are directly connected to or directly illustrate the ways in which the Secretariat Complex is valued.

Contributory Value: The fabric and places which support and contribute to the appreciation and understanding of the fabric and places of Primary Value. These contributory elements are vital in providing context and understanding to the Secretariat as a whole.

Neutral Value: The fabric and places which do not contribute to the understanding or appreciation of the primary or contributory significance of the Secretariat Complex which, also, do not detract from those places or fabric.

Detracting Value: The fabric and places which detract from, obscure or damage the appreciation of fabric or places of primary or contributory significance.

5.3 Historical Value

The Secretariat Complex, as the scene of defining events in Burmese history, has outstanding national historic value. All the key steps in Burma’s modern history, from Colonial subjugation, the evolution of State governance, story of the fight for independence, to the eventual abandonment of Yangon as Myanmar’s capital in 2005 are manifest here. The Secretariat Complex can tell the story of Burma and modern Myanmar in a way that no other place can.

The Secretariat Complex is a tangible symbol of the enormous value the British saw in maintaining control of Burma during the late 19th and early 20th centuries and of the influence of British ideas about government, architecture and culture generally throughout the British Empire.

As the place where Myanmar’s first steps towards independence were taken with the establishment of diarchy in 1923, the separation from India in 1937, the student protests of 1938 and the meeting place of Aung San’s interim government in 1947, the Secretariat Complex is of outstanding national historic value.

The Secretariat Complex also has outstanding national historic value as the site of the assassination of Aung San, six other ministers of his interim government, a secretary and a bodyguard in 1947. This event is marked annually on Burmese Martyrs’ Day.

Independence from Britain was finally marked in the quadrangle of the Secretariat Complex’s main courtyard in 1948 and so the place is intricately associated with this key event in Burmese and British history.

The Secretariat Complex is historically significant as the seat of government in Myanmar for 100 years until 2005. After independence, it was the centre of three democratically elected governments until the coup of 1962. As the ‘Ministers’ Office’, it remained a centre for government administration until 2005.

The former Legislative Chamber and associated buildings have outstanding national historic value as the site of the birth of parliamentary democracy in Myanmar and where representative government first took shape. This building is able to illustrate the momentous work of laying modern Myanmar’s legislative, social and political foundations like no other place.

5.4 Aesthetic Value

The Secretariat Complex is aesthetically significant as the largest and one of the most ornate colonial period buildings in the region. Its decorative embellishments including towers, turrets, extensive colonnaded arcades and detailed fenestration is unique in Myanmar.

The Secretariat Complex is aesthetically significant for its extant nineteenth century gardenesque setting. The original layout of the garden beds, paths, carriageways and tree lines provide a pleasing synergy between the buildings and their setting.

5.5 Architectural Value

The Secretariat Complex contains the largest and one of the finest sets of colonial buildings in Myanmar. Its decorative embellishments including towers, extensive arcades and ornate fenestration are representative of British architectural influences during the colonial period.

The Secretariat Complex has significance for its landscape garden setting, which enhances the architecture, while distancing it from the gridiron plan of the city in which it is set. The original layout of the garden beds, paths, carriageways and tree lines are important in this.
The Secretariat Complex is of architectural value as containing the largest extant colonial building in Myanmar. The scale and grandeur of the building is unsurpassed in Myanmar and is regionally outstanding.

The Secretariat Complex’s main building is architecturally significant as the most important work by Henry Hoyne-Fox, who was responsible for some of Yangon’s most significant buildings including the Law Courts, the Governor’s House and the General Hospital.

The Secretariat Complex’s main building is significant for the eclectic use of architectural styles as local architects struggled to find a defining Burmese style during the Colonial period.

5.6 Spiritual Value

The Secretariat Complex has spiritual value as the site of the death of Aung San and eight other Martyrs. A shrine is maintained within the room where Aung San was assassinated and contains images of the Buddha where offerings are made. The site of his death holds a spiritual value for many Burmese people despite the fact it has been inaccessible.

5.7 Social Value

The Secretariat Complex and its history are of social value due to the politicisation of history in Myanmar. As the place of Aung San and seven other Martyrs’ deaths, the Secretariat has exceptional value for many in Burmese society. As the largest Colonial Period structure in Myanmar, the Secretariat Complex is of social value to Burmese people for its ability to illustrate the colonial aspect of their past and simply because a lot of people worked there. The formality and distinction of its architecture is a source of civic pride and it is a well-known landmark throughout the country.

In the evolving modern political and social climate of Myanmar, the Secretariat and its conservation exemplifies a push to conserve the uniqueness of Yangon and to reinvigorate the city’s built heritage. The Secretariat Complex forms a hub of this effort and its associated social value.

The Secretariat Complex and its extensive gardens have high social value as a place where local downtown residents can enjoy access to public open space in a dense city grid devoid of public gardens.
5.8 Economic Value

The Secretariat is significant to emerging economy of Myanmar both for its direct use potential and for its wider potential in the rapidly growing tourist economy. In addition to this, the Secretariat has economic potential as a centre-piece of the conservation effort in Yangon. If managed well, the conservation of this property and the city can add an enormous amount to Yangon’s regional competitiveness and economic diversity.

5.9 Summary Statement of Value

The Secretariat Complex is of outstanding national cultural heritage value as the largest extant colonial building in Myanmar and the birthplace of representative government in the country. It is architecturally and functionally comparable only with similar buildings elsewhere in the former British Empire, such as the Writers’ Building in Calcutta. It was the seat of government and administration for the country from its subjugation under colonial rule through to independence and beyond.

Colonial rule in Burma was resisted from the outset and all the steps towards eventual independence are illustrated within this building. The Secretariat Complex has outstanding national significance as a place which bears, like no other, direct witness to each step towards independence: from full colonial rule, separation from India, independence in 1948, and subsequent history until the departure of government in 2005.

It is a very fine and very large work of architecture by Henry Honye-Fox, a major architect in colonial Burma, which illustrates in its eclecticism the search for a distinctively Burmese style during colonial rule. Its landscape-garden setting both enhances the architecture and distances it from the grid-iron city plan in which it is set.

The Secretariat is of extreme cultural heritage value to the people of Myanmar as the site of the assassination of General Aung San in 1947. A Buddhist shrine is maintained in the former Cabinet Room and the event is commemorated annually on ‘Martyrs’ Day’.
THE SECRETARIAT, YANGON
Ground Floor Plan - Value
December 2014 | Simpson & Brown

Figure 49: Plan showing value of ground floor.
Figure 50: Plan showing value of first floor.
THE SECRETARIAT, YANGON
Second Floor Plan - Value
December 2014 | Simpson & Brown

Figure 51: Plan showing value of second floor.
6.0 ISSUES AFFECTING THE SECRETARIAT

6.1 Adaptation

The fundamental conservation issue requiring to be addressed is that the departure of the ‘Ministers’ Office’ in 2005, left the Secretariat building without the very specific function for which it had been designed and used for a hundred years. The best use for any historic building is almost always that for which it was designed; the government’s departure from the Secretariat is the greatest crisis the building has ever faced. Its re-roofing in profiled metal sheets, though not ideal for the long term, was undoubtedly a positive action by the government, which recognised the outstanding significance of the Secretariat building and which has enabled it to survive in a much better state than would have otherwise been the case. The challenge for the future is to find a way of repairing and restoring the site properly, and of adapting and improving it for modern use, without destroying or greatly diminishing the qualities for which it is so highly and widely valued.

6.2 Fundability, Viability and Sustainability

The principal challenge facing those responsible for the repair, restoration and adaptation of the building for its future use is to recognise the scale of the task, to secure the capital funding to carry it out, to establish with confidence, on the basis of a sound business plan that the new use will be viable and to ensure generally that the project will be sustainable in the long term.

6.3 Professional Advice and Direction

The successful delivery of any project depends crucially on the quality and relevant experience of the professional team advising and directing the project. Good conservation and good financial outcomes require thorough project preparation: research, investigation, survey, design, detail, specification, cost-planning, contract preparation and administration. Failed conservation projects are frequently the result of inadequate preparation: it is always better to make mistakes on paper than on the ground in the course of a complex project. Proper project planning and preparation takes time and requires early financial commitment.

6.4 Ground Conditions and Seismic Activity

While there is virtually no evidence of settlement in the structure since the problems caused by a tank during the construction of the South Range, the collation of evidence of ground conditions from adjacent sites would be prudent. Drainage and other ‘civils’ issues may also be important. There is clearly some risk of future seismic activity and this should be a factor in all design decisions. Any enhanced ‘cellularity’, for example, would be likely to reduce the risk of future damage to some degree.

6.5 Management of Landscape and Car Parking

Until recently, cars and traffic were not a major problem in Yangon. However, the city and the economy are developing and traffic management is a growing problem. Any new combination of cultural and commercial uses on the Secretariat site will be likely to require more parking than might be desirable within the site. If the impact of this on the architectural and landscape significance of the site is to be kept to a reasonable minimum, this will require careful planning and design, negotiation with the city authorities and on-going management.

6.6 Long Term Management and Maintenance

Both the building and the ‘business’ will require good future management. If the initial work is well designed and executed, future failures should be minimal; a lack of care at the development stage could, on the other hand, lead to substantial problems and unpredicted future costs.

Nevertheless, every building requires maintenance and more substantial repair from time to time. The old adage that “a stitch in time saves nine” is nowhere truer than in the context of building management. This CMP should be retained as a ‘standing document’; it should be reviewed and updated (only if necessary) every five years. Maintenance should be planned, not ‘ad hoc’, and based on a five-year cycle with quinquennial building inspections, so that defects can be identified and rectified timeously and at minimal cost.

6.7 Termites

Termite trails have been observed in the building, but termites are not thought to be a significant problem. Termites require moisture to survive and as long as the building is kept dry, they should not become a problem. If advice on insect or fungal attack is required the leading expert is Brian Ridout (consultants@ridoutassociates.co.uk).

6.8 Skills

Conservation work, of which there is currently little experience in Myanmar, is likely to require the use of traditional skills and practices which have not been in demand in Myanmar, and particularly in Yangon, for some time. Experience suggests that some of these skills may have survived in rural areas and may be re-discovered. Others may require the development of training programmes: such training will be of value beyond the Secretariat project as conservation work develops in Yangon, as it is developing with the recognition of heritage, the growth of tourism and general economic recovery, elsewhere in Asia. The Secretariat project offers major opportunities for training, particularly in the skills associated with the use of lime mortars and lime plasters and with conservation carpentry and joinery. Training programmes would be likely to attract financial support.

6.9 Drainage, Services and Energy

Rainwater drainage from the building and from around the site generally are clearly issues requiring urgent attention. There is also likely to be a significantly greater demand on foul drainage and sewerage systems than was the case in the past. The insertion of new mechanical and electrical services installations, including air-conditioning into the building, without impacting unreasonably on its historical and architectural significance, will require careful design and planning. The opportunity for solar energy generation should not be overlooked.
6.10 Survey, Research, Investigation, Testing and Specialist Reports

The discovery of original drawings would still be extremely useful, but this is not expected; other information from documentary sources, which might be discovered through further research, could also be helpful.

The survey drawings of the building and the site as a whole, as they exist, were prepared by the Association of Myanmar Architects in 2010, which have been generously made available, have been extremely useful. They are not, however, sufficiently comprehensive, detailed or reliable in all respects for a major project. A new digital survey is required, of the sort which has been under discussion with IIC Technologies, an international mapping and survey company with most of its resources in India. Further manual survey work, inventories and scheduling – of the joinery of doors and windows hardware, coloured glass etc, for example – will also be necessary.

Further invasive investigation into the fabric of the building is likely to be required to support detailed design and specification. Certain materials, particularly in the context of cast-stone, mortars and plasters will require to be analysed and some of this has been put in hand. Specialist reports, on the repair of Minton and other encaustic tiles, coloured glass etc, for example, may be required.
Figure 55: Site plan showing opportunities
7.0  POLICIES FOR THE CONSERVATION OF THE SITE

7.1  Principles for a Conservation Project

7.1.1 Conservation Principles

Policy 1 - Conservation Principles

The project should be developed on the basis of a sound understanding of conservation principles.

This policy has been informed by BS7913:1998 “The British Standard Guide to the Principles of the Conservation of Historic Buildings”, of which James Simpson was the lead-author commissioned by the British Standards Institution, a copy of which can be made available.

A conservation-led approach to the repair, maintenance, conservation and management of the building and its surroundings should be used by all interested parties, based on an understanding of its significance.

A historic building of significance, with its landscape setting and its interior decoration, fixtures and fittings should be regarded as a composite work of art and as a document of history. It should be considered as a whole. The structure, materials, method of construction and patterns of air and moisture movement should be properly understood. All significant work should be preceded by thorough documentary research, recording and physical investigation. Where possible, work should be reversible, with a minimum of damage.

The ultimate responsibility for a historic building rests with its owner, but may be governed by legislation. All buildings should be systematically maintained and it is desirable that maintenance is planned as a regular routine, usually on a five-year cycle. Some understanding of the nature of the building and its actual or potential problems is important in devising a maintenance schedule, coupled with good specialist advice. When more substantial repairs or alterations are required, an important factor in ensuring appropriate standards is the quality of the professional advice, project management and decision-making. As building conservation becomes more science-based, so an understanding of the objective basis of the relevant treatments and processes increases in importance. This understanding needs to be added to the traditional skills of methodical recording and analysis, clear exposition and comprehension of instructions, sound craftsmanship, and appropriate experience encompassed by the project team.

7.1.2 Minimum Intervention

Policy 2 - Minimum Intervention

The conservative approach, based on minimal intervention and disturbance to the significant fabric of a historic building, is fundamental to good conservation.

The stock of historic buildings is finite and every loss is significant. The destruction, alteration or renewal of parts of a building can be similarly damaging and should always be carefully considered and properly justified. It is important to understand and work with the fabric of a building, not against it, and to be flexible and imaginative.

The principle of minimum intervention in conservation is well established. Ideally a building should be used, kept in good order and maintained on a regular basis. If a building can no longer be used for its present or former purpose, more substantial alterations may be necessary. This might involve a conversion of the building from one use to another. It can be appropriate and may be desirable to restore a building, or parts of it, according to its original design.

7.1.3 Restoration

Restoration means the alteration of a building, part of a building which has decayed, been lost or damaged. It would also apply to a building that is thought to have been inappropriately repaired or altered in the past. The objective of restoration is to make it conform again to its design or appearance at a previous date.

The accuracy of any restoration depends on the extent to which the original design or appearance at a previous date is known or can be established by research.

7.1.4 General Principles

Policy 3 - General Principles

Some general principles, that apply to most conservation projects, apply to the Secretariat Building:

• No change should be effected without proper consideration, justification and good reason.
• Repair should be preferred to replacement.
A great deal of technical literature on technical aspects of conservation, traditional materials and techniques has been published in English by English Heritage, Historic Scotland and others. Full use should be made of this reference and other international reference material.

7.1.5 Retention of Value

The value of the Secretariat Complex – as identified in section 6 of this CMP – should be maintained and, where appropriate, enhanced. New works which damage the value of the place should not be undertaken.

It is important to retain the overall value of the buildings during proposed repair and alteration works. Changes will be required to the building in order to provide a sustainable new use for it.

Projects to alter buildings to make them sustainable, flexible, and useful, will also provide an opportunity to retain, enhance and reveal significant features. Some areas of lesser value may need to be altered in order to enhance an area or element of greater value.

The purpose of establishing the grades of value (section 5) within a historic site is to assist with the planning and design of the alterations to the buildings. A part of the building or the site of high significance need not be an impediment to change but its significance must be a consideration in the design of repairs and alterations.

The assessment carried out for the Conservation Management Plan identifies parts of the building as being of local, national, and international value. Many parts of the building have been altered and extended but still retain the key elements that form their character.

At any time in the process, the assessment of the value of the building, the site or its component parts might change when more is known about them. The assessment of value should be reviewed following further research. More information can be revealed during the conversion and construction project.

Clearly it is essential for this building to have a new use which will allow it to have a productive and sustainable future, and allow people to visit, work in it and enjoy it. The building is not suitable for a new use without alteration. As long as alterations are planned to avoid damaging the parts of the building of highest significance, then it should be possible to make alterations without damaging the values that we all appreciate in this building. Most of the interiors of the Yangon Secretariat have been assessed as having contributory significance. This means that they are of interest but can accommodate change. What is interesting about these rooms is their scale and character. Some of this character is fortuitous; their value is in the character brought about these rooms is their scale and character. Some of this

In simple terms, the parts of the building judged to have highest significance are the parts that should be alteredleast or restored to their former design. Restoration is particularly valid if it is the design, rather than the history, of the particular element that is considered to be important. Parts of the building that have the lowest significance, or no significance at all, can more easily accommodate alterations than parts of high significance. This has been acknowledged in the design work carried out so far. It is obviously more appropriate to put lifts into spaces that have been previously altered and have little original character left, than it would be to put a lift into one of the main stair halls. This kind of judgment needs to permeate the thinking throughout the design.

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Although not as significant as the stair halls, there are large office spaces which have some significance. A use has been proposed for them as gallery space or as offices which would retain their detail and size.

Many of the rooms are similar in quality. Since there are so many similar rooms, all with the same significance, it is considered permissible to change some rooms that have contributory significance. The purpose of a change would be to facilitate the new use which is in the interest of the building and the site, and its most significant parts. What would be less welcome, would be to have a small amount of alteration that affects the significance of all of the contributory significance interiors. If a change is to be made, such as for a lift or sub-division for toilets, it would be better to concentrate changes into particular areas of alteration, so that other areas or rooms can be left with less alteration. As far as possible, alterations should be concentrated on areas marked as having neutral significance.

Sometimes different types of significance can compete. The loss of the dome and corner turrets tells us about the 1930 earthquake so it has historical significance. This was an important event in the history of Yangon but this historical significance, in the way that it applies to this particular building it is not as great as the aesthetic design significance of the building. Reinstating a dome and turrets would be a very considerable enhancement or recovery of the aesthetic or design significance of the building. The historic reference to the history of the earthquake that would be lost by removing the evidence of the collapse of these parts of the building can be mitigated by interpretation. It would be possible to explain to people what happened to this building, and in Yangon, during and after the earthquake by interpretation. So, in the case of the dome, the value of the retention of historical significance of the loss of the dome is outweighed by the benefit to aesthetic significance, and the general enjoyment of the site and the city, which would be a result of the restoration of the dome and turrets.

The Parliament buildings are, in their own way, as important as the other Secretariat buildings. In their historical values, they could be considered to have greater significance because they are an essential component in the history of modern Myanmar. Aesthetically, the Parliament Buildings are not as significant as the Secretariat building. The buildings were not built to the same standards or with materials of the same high quality. The main entrance to the south of the building now looks completely different to its appearance when it was first built with two buildings having been removed. The Parliament Building would not have been placed where it has been were it not for the position of the Secretariat building. The Primary values of the Parliament Building are historical.

Although highly significant, and while there could be no question of its removal, it should be acknowledged that the building of the Parliament building has compromised the architectural intentions of the Secretariat building. Without the Parliament building, both north/south and east/west axes would be open to view right through the site. This was a strong element of the design and layout of the buildings as it was originally intended.

It is perfectly understandable that the location of the Parliament building should claim the important north/south axis when it was built around 1923. Its construction entirely changed the character of the courtyard. Even more visually disruptive than the Parliament building are the buildings around it. To the east and west of the Parliament building are single storey subsidiary buildings. They project further south than the main front of the Parliament building forming a small courtyard with it which is like a miniature version of the area to the south of the Secretariat building. These buildings are of not particularly good appearance and they are unusual for the buildings on the Secretariat site, in being not obviously symmetrical. They fill up the space between the Parliament building on the inner faces of the east and west blocks, and they also restrict appreciation of the full extent of the original east and west blocks. An understanding of the significance of these buildings has yet to be determined.

More needs to be understood about their history and use, and their relationship to the Parliament Building. They might have association with important people in Myanmar’s recent history.

Retention of these buildings is preferable to the construction of buildings of the same footprint area elsewhere on the site.

The following policies describe how the different grades of value should influence the design:

7.1.6 Grading of Value – Primary Value

Policy 5 - Primary Value

An element of Primary Value should be retained in good repair.

Alteration to the exterior of the main building should be kept to a minimum. Original external colours on joinery and external metalwork should be restored and maintained. Unsympathetic alterations to original fabric should be reversed where possible.

7.1.7 Grading of Value – Contributory Value

Policy 6 - Contributory Value

An element of Contributory Value should be retained and repaired.

Alteration is possible in the areas of Contributory Value. This may be justified particularly where an alteration is intended to protect an element of primary value, and should be judged on a case by case basis. Alterations to interiors of Contributory Value might be required to give the buildings a sustainable long-term use. An alteration to a room of Contributory Value might be necessary, for instance, to introduce services or a vent which would not be appropriate on the exterior. However, this design decision must be made in a careful, managed and considered way which is fully justified.
7.1.8 Grading of Value – Neutral Value

Policy 7 - Neutral Value

An element with neutral value can be changed or left as it is without affecting the overall significance of the site.

Consideration may be given to the potential demolition, adaptation, extension or significant alteration of elements of neutral significance to provide a new use for the site.

7.1.9 Grading of Value – Detracting Value

Policy 8 - Detracting Value

It is recommended the elements considered to have Detracting Value should be altered for the overall benefit of the site.

The removal of elements of Detracting Value and, in some cases, their sensitive replacement will be a benefit to the significance of the site overall.

7.2 Planning and Implementing a Conservation Project

7.2.1 The Strategic Approach

Policy 9 - The Strategic Approach

The Secretariat project should be based on careful and rigorous strategic thinking, with this CMP as a guiding document.

To ensure that the project is well managed. A strategic approach is essential in the management of a large historically significant building. Strategy is important for maintenance and specific adaptations to meet changing needs, such as access for people with restricted mobility or a new use. A strategic approach is also important at a time when fundamental changes to the building are proposed.

Building conservation projects are not fundamentally different from any other type of construction project. They must be based on sound economics and financial management, thorough planning and preparation. Good professional management is important at all stages of the project.

It is important to keep the fundamental project vision in mind throughout the project. Good decision-making, based on sound information, is essential: decisions can only be as good as the information on which they are based. What is usually called ‘design’ is, in fact, a process of decision-making. As far as possible, decisions should proceed logically from the general to the particular and should be subject to continuous review, particularly when new information emerges.

All planning and preparation should be informed by good cost-planning and cash-flow forecasting, so that as far as reasonably possible, the financial implications of decisions are known at the time they are taken.

It is essential that sufficient time is allowed both for planning, preparation and programming and for the proper execution of work. A phased programme with staged completion dates should be written. The phased programme will permit public access to the site in phases as each part of the project is completed. This will allow income-generation well in advance of final completion.

7.2.2 Planning the Works

Policy 10 - Planning for repairs and other works

When work is proposed, whether or not arising from a condition inspection report, it should be well planned. Simple, small or urgent tasks, subject to funding and consents, can often be authorised immediately, though no such works should be undertaken without consideration. More substantial or complex packages of work may require further investigation, outline specification and cost planning.

These actions might be needed to enable funding to be secured, consents obtained and other arrangements to be made. To minimise disturbance to the fabric of the building, alterations and new work should wherever possible be integrated with repair work. In the case of particularly sensitive or significant buildings there may be a need for archaeological considerations, above and below ground, to be taken into account at the planning stage. Care should be taken to identify any hazardous substances in the construction, to assess any risks associated with them, if disturbed or left undisturbed, and to plan appropriate precautions. Where necessary to avoid accidental damage, vulnerable finishes or parts of a building should be physically protected.

7.2.3 Inspection, survey, research and investigation

Policy 11 - Inspection, survey, research and investigation

The specification of repair and other work should be based on a genuine understanding of the building as a whole and in its context. It should follow from an inspection, such as a five-yearly inspection, and be informed by adequate measured survey drawings. If this basic information does not exist, the necessary inspection and measured survey work should be commissioned.

It will frequently be necessary, particularly where complex historic buildings are concerned, to undertake documentary research and physical investigation of the fabric, and of the site, including, in some cases, above and below ground archaeology, so that the historical development and construction of the building can be understood. Such physical investigation should be careful and as non-destructive as possible, and the results should be properly recorded. Preliminary investigation can, however, never entirely eliminate the possibility of unexpected discoveries during the course of building operations. It may also be necessary to carry out more detailed survey work and to produce large scale measured drawings of details, as a basis for the detailed design and specification of work.

7.2.4 Archaeology

Policy 12 - Archaeology

Prior to any ground work and any invasive work on the buildings, an assessment should be made of any possible archaeological implications.

As far as reasonably possible, no significant archaeological evidence should be lost without having first been recorded.
The grid iron pattern of Yangon was laid out after 1852. There were previous settlements of Dagon and Yangon before the current layout. It is not known if there are significant archaeological deposits under the Secretariat Building or under the land around it. There is at least a possibility of there being some important archaeology under the site.

The works involved in the project could have relatively little archaeological impact. The works which could have an impact would be the foundations of any new buildings, a proposal for excavation to put car parking at a lower level in the landscape, and foul and site drainage.

There was an earlier building on the site at the time of its acquisition by the Public Works Department in 1868, and it would be useful to know more about it. A previous structure on the site, a tank, caused problems during construction. However, the underlying alluvial soil, repeated annual flooding, the level of intervention needed to create stable foundations for the south range, and the construction of the east and west wings, the northern service buildings and the central meeting hall all suggest that the potential below ground archaeological resource could be very limited.

Although the archaeological impact might be adequately addressed by having an archaeologist on call to carry out a “watching brief” on the works, there might be some proposals that need prior archaeological excavation. It is unlikely that an archaeological find would be so significant that it would prevent development, or even change a design, but it is also important to guard against the risk of losing the evidence of previous buildings, agriculture or habitation. The purpose of the excavation would be to discover if there is any significant archaeology underneath the places where there is a risk of significant loss of archaeological deposits, such as a large drain or a new building. The risk of damage to archaeological deposits would be assessed by cutting a trench through the area to be altered, to check what exists.

If significant archaeological deposits are discovered, then the evaluation process should allow the particular area to be fully excavated, recorded and analysed in good time without delaying the project.

7.2.5 Adaptations of the Buildings to a New Use

Policy 13 - Intervention

Interventions should be carefully designed, planned and sequenced, with a view to minimising their impact on existing significance. New work should not damage, mask or devalue the Secretariat Complex’s significance, either physically or visually. It should be of appropriate quality and should complement the original building. It should be reversible and, whether carefully matched, blended or contrasted with old work, should combine to form a composite building, group of buildings or interior of overall architectural and visual integrity.

This policy applies to the design of the elements that are needed for the operation of the building in its new use. Interventions are distinct from restoration. The term applies to changes such as lifts, ramps, WCs, and the partitions associated with them. The policy is intended to advise on how these interventions to significant interiors (primary or contributory value) should be designed so that the significant values of the interior are not damaged.

The design of new work in close association with existing work of quality, always requires particular architectural knowledge, judgement, skill and care. There may be several appropriate ways of carrying out such work.

In each case, where a part of the building is being adapted, the quality and significance of the existing buildings should be fully understood. The parts of the building have a variety of significance between interiors of high quality next to extensive areas of interior with neutral significance. In this case, areas of neutral significance should be altered in preference to areas of high significance which should be restored where possible.

Even when a particular approach is judged to satisfy all the relevant criteria, the success of the work as a whole can often depend on the fine detail, and on the skill and scholarly, aesthetic sensitivity with which it is carried out.

The following criteria apply to alteration work:

- Sufficient survey, investigation, recording, documentary research and analysis should be undertaken in advance of design work, to ensure that the building is as well understood as reasonably possible and that the risks of accidental damage, destruction, missed opportunities or unexpected discoveries are minimized.
- Disturbance of significant existing fabric should be avoided and any unsound work retained and repaired in association with alteration work wherever possible. The need for alterations should not be used to justify avoidable damage or destruction.
- Some parts of buildings are of such quality, importance or completeness that they should not be altered at all except in the most exceptional circumstances.
- The need for alteration can sometimes justify the removal of earlier fabric which, though part of the history of the building, is not of appropriate quality, is not well integrated architecturally, and obviously detracts from the overall quality of the architecture.
- The need for alteration can also sometimes justify the restoration of missing elements or the original layout of a building.
- New work in alterations should always be of appropriate quality, should not draw attention disproportionately, and should contribute to the architectural integrity of the altered building as a whole.

In many circumstances it is appropriate for new work to be different and distinguishable from original fabric and to be in a natural contemporary manner. Such work should be well designed and of similar quality in terms of materials and detailed design. In other circumstances it may be appropriate for new work, even when it is not restoration according to an original or earlier design, to be carefully matched in materials, construction and details to existing work, subject to appropriate identification and records. In order to establish the best and most appropriate option, sufficient planning and advance design development is needed.

Consideration should always be given to the desirability that alterations are reversible. It should be possible to remove the new work in the future and reinstate the building to its previous state without further significant damage. This is particularly desirable with the installation of services, where the life of cables, ducts and installations is likely to be short compared with that of the building as a whole.
Policy 14 - Intervention in the Service Ranges

A new use should be found for these buildings which allows the surviving walls to be repaired and the roofs to be restored. The new interior fit out of these buildings should be clearly current design. Restoration of period features within these interiors must be avoided so it is clear which fabric in the building is original and which is new.

Although these buildings are not of the highest significance it is important that they are put to productive use whilst retaining their significant fabric.

There is a specific policy for intervention to the inside of the service ranges because these interiors are almost entirely lost with the exception of the columns. This is different to other interiors where most of the interior detail survives or it is possible to recover it with reasonable assurance that the reinstatement would be accurate. In the service ranges there is almost no evidence of the interior detail. It is unlikely that the interior detail in these ranges was ever significant. For these reasons it can be assumed that new interiors will be fitted to these buildings to suit their new use.

The walls of these buildings have been altered. The significance of these buildings was greater in their original design. There is relatively little significance in the alterations. Where practical, the later alterations should be reversed and the original design reinstated. This would be particularly desirable in the arcades across the north and south sides.

The grading of significance of these buildings allows some latitude for change if it facilitates a new use. If, for instance, it was desirable in the new use to have arcades both north and south entirely open, then that would be an appropriate alteration. Because open arcades might not be the original design, it would be important to record the current appearance and fabric of the buildings in photographs and in drawn, marked-up elevations before alteration. It would be reasonable to attempt a restoration of the roofs because there is reasonable physical evidence for this and there is evidence of the roofing material. Other alterations to the elevations could be treated differently. In the case of the arcades, it seems unlikely that these were filled with doors or windows in the past.

To attempt a historic pattern of windows or doors, would confuse the historic record of these buildings. Interventions might use a recognisably contemporary material, such as frameless glazing which would allow the difference between late Victorian/Edwardian fabric and early 21st century fabric to be entirely obvious in a simple and unobtrusive way. The design of the way that these openings were treated would depend on the proposed use of these buildings.

There is little left of significance in these interiors. It would be desirable, but not essential, to retain the framework structure and the columns but if this structure compromises a new use for these interiors, then it could be changed.

The interiors should be fully recorded with annotated sections and photographs before the alterations are carried out.

A similar approach is probably relevant for the central building which is in the form of a gatehouse tower. This building was not easily accessible at the time of the inspection for this Conservation Management Plan, so conclusions are provisional. The roof should be reinstated according to historic evidence. The walls should be repaired and, where alterations are required for which there is no evidence, it might be more appropriate to introduce a clearly contemporary intervention. At the ground floor level, it seems desirable to retain and restore the archways as a route through the building.

Policy 15 - New buildings

Buildings should be designed for a long life and soundly constructed of durable materials chosen to suit their context. They should be flexible and capable of alteration and adaptation in response to changing needs in the future. New buildings should give rise to architecture and open space which is imaginative, innovative, and sympathetic to local traditions, and which create a strong sense of place. All new builds should be built in such a way that they are reversible should they be deemed unnecessary in the future.

To enable a building to have a sustainable use it is sometimes necessary to extend it, or to erect a new building within the site associated with it. In some circumstances, for example when there is an obvious or identifiable gap in a larger formal or informal composition, such new work may be positively desirable on broad architectural grounds; in other circumstances it is less desirable, but necessary.

There can be no simple prescription for good architecture. Good new buildings in historic settings should not merely be fashionable or photogenic, but should stand the test of time. Mere conformity to restrictive formulae or the dressing of modern structures in traditional guises may fail to produce good architecture.

Consistency and continuity can, however, be as important within a group of buildings as they are in a single building. As with alterations, new buildings should not draw attention to themselves disproportionately.

It is sometimes appropriate for a new building to be different and distinguishable from the existing buildings, in which case the materials and detailing might be quite distinct. In other circumstances it may be appropriate to match the new work to the existing, in which case the new materials should be carefully matched.

Where an addition is blended with existing work, its design should not be perceived as an end in itself, to be regarded in isolation. The composite building should be of appropriate quality throughout and should have architectural integrity as a whole and in its setting. The component parts should be maintainable and should be expected to age, weather and generally to grow together.

A new building should neither dominate, mask nor challenge the authority of the old, nor detract architecturally or visually from it. In some circumstances it is appropriate to hide new buildings by screening or by building earth banks.

The architecture of a new building should be appropriate to, and influenced by, its site.
7.2.8 Managing a Conservation Project

Policy 16 - Conservation Project Process

The project should be managed according to well-established processes for construction projects.

The Process for delivering Conservation Projects, as it is understood internationally, will normally be based on the development and administration of a contract, in which there will be two principal parties: the Client (perhaps led by a Project Manager) and the Contractor, who will manage and undertake the work. An architect-led Professional Team will normally be appointed by the client to design the project, administer the contract and oversee the work.

7.2.9 Roles

The Client may be a private individual or a company, a government department or agency, or a religious or charitable body. The client will not necessarily have professional expertise and may choose to appoint a 'Project Manager'.

The Professional Team, for a large or complex heritage conservation project, should normally be led by an Architect with particular knowledge and experience of conservation work and with sufficient resources to undertake the task. Other professionals within the team might include civil, structural and building services engineers, landscape consultants and quantity surveyors/cost consultants. Independent archaeologists or building historians with special skill in the analysis of historic sites may also be of great value, particularly in the context of complex, multi-period structures or sites.

The Contractor for a conservation project should be required to demonstrate, before being permitted to tender, or be considered for appointment, that they have sufficient relevant experience and resources to undertake the project. In terms of management this will include; the employment of appropriate office-based and site staff, and the necessary trade and practical skills, whether directly employed or through sub-contractors.

7.2.10 The work of the Professional Team

The work of the professional team to develop and manage a conservation project should be broken down into four clearly defined and separate stages:

• The preparation of a Conservation Plan;
• The preparation of definitive design proposals, with a cost plan;
• The preparation of contract documents; and
• The administration of the contract to completion.

7.2.11 The Preparation of Contracts

As in new construction, the purpose of drawings, specifications and descriptions of work or bills of quantities is to describe the work in qualitative and quantitative terms so that:

• It can be executed in precisely the manner intended.
• It can be properly priced, cost controlled and accounted for.

The documents should, however, also provide for changes to the scope of the work owing to characteristics of the building that could not have been ascertained at the outset of the contract and for the proper financial control of these changes. They should be concise, comprehensive and easy to use in the course of the work as well as for accounting purposes, but should be so constructed as to underline the significance of the various operations to be carried out. Redundant or irrelevant material should be excluded.

It can sometimes be desirable to instruct a package of work to be undertaken as a preliminary contract in advance of a main contract. This will usually be for one or more of the following reasons:

To carry out emergency repairs in order to prevent rapid deterioration, while the project development and the preparation of contract documents is in progress.

To provide protection for vulnerable parts of the fabric, including decorative finishes, during the course of works.

To remove rubbish and rotten material, material that is clearly of no historical significance, or hazardous material such as asbestos.

To give a building, or building element, that has become very wet as long as possible to dry out.

To investigate a building for archaeological reasons, above or below ground, so that it can be as well understood as possible before work is specified, and to minimize the need for changes to the scope of work once a start is made, arising from unexpected discoveries.

To investigate the construction and the building generally, to assess its condition more precisely and generally to eliminate or minimize uncertainty, enabling the work to be more accurately specified.

To establish by trial, testing and analysis appropriate specifications, particularly for sensitive work.

To trace or record drains or services, routes or concealed voids within the fabric.

To provide temporary security and fire precautions.

To improve the immediate appearance of a building in decay and to give reassurance that proper repair will be undertaken.

All such work, including investigation, should be carried out as non-destructively as possible. It may sometimes be appropriate simply to instruct preliminary work on a time and materials basis, or, if the work is substantial, it may be desirable to negotiate or obtain tenders on the basis of a simple specification and description of work, with or without bills of quantities.

Administration and overseeing of conservation contracts to completion

The administration of a conservation contract may not be significantly different from that of any other building contract. However, in some historic buildings repair projects, extra supervision may be necessary; certainly more than the inspection from time to time that is appropriate for the construction of a new building. The need for close attention in the course of work can be reduced by accurate surveys, thorough research and investigation in the preliminary stages of the project and by the preparation of contract documents that are related to conservation work.
Even with great care at the pre-contract stages, the need for close supervision and frequent decision making in the course of work is likely to be a feature of the more complex type of conservation projects. No matter how thorough the preparatory work, unexpected discoveries, major and minor, good and bad, are features of almost every historic building repair contract. Good communication is vital, particularly with regard to the financial implications of unexpected or forced changes, and an ability to administer such complex contracts effectively is an important professional skill.

7.2.12 Monitoring the Conservation Project

Policy 17 - Monitoring
A team of stakeholders including but not limited to the relevant ministries, the Yangon City Development Committee and the Yangon Heritage Trust should inspect the works at the secretariat regularly to ensure that works are adhering to the agreed CMP.

The reason for this policy is to include Yangon Heritage Trust as one part of a system of ongoing review to ensure that the project meets appropriate conservation standards. YHT would be part of a team from the government and, together with Yangon City Development Committee, would be able to inspect the site at regular intervals and at any time.

These inspections will not be an opportunity to alter the plans or approaches already agreed to with the Yangon Heritage Trust. Approvals by YHT will be given in writing for specific approaches to be taken on site.

The inspections will be an opportunity for the authorities to see how works are progressing and to offer advice or input on works which are in the planning stages.

This process must not delay the works program but instead provide a way for the relevant authorities to inspect the site and provide useful guidance.

7.2.13 Site inductions

Policy 18 - Site Inductions
Before any workmen, supervisors or design staff enter the site, they should be given a cultural heritage induction. This should be run by a person who is familiar with the CMP and give an introduction to the heritage value of the Secretariat Complex and provide a summary of the CMP and particularly the relevant elements.

It is important that as many people as possible understand the building and its significance before they work on it. This kind of understanding is enriching for the people who work on the building. Part of the aim of this is to introduce a culture of care and concern for the building in everyone who works on its design and physical conservation.

7.2.14 Skills

Policy 19 - Skilled Workmanship
Appropriate professional or craft skills and experience should be used in all work including inspection, maintenance and repairs. Maintenance personnel, contractors and consultants should have relevant historic environment qualification and experience.

Inexperienced or amateur workmanship can cause irreversible damage to historic fabric, no matter how well intentioned. Relevant professional skills that may be employed at the site in the future might include surveyors; structural engineers; architects; conservation accredited architects.

In many alteration and repair projects there are opportunities to provide specialist training in conservation work during the construction phase. This could include, for example, masonry repair, collections management, conservation of metalwork, joinery, glass and leaded glass. Conservation professionals should be committed to ongoing training and teaching of students and colleagues during involvement in such projects.

The interior spaces and exterior that have high significance are most at risk from damage by work of unskilled workers.

7.2.15 Training and Capacity Building

Policy 20 - Professional and Trade Skills
The Secretariat project should provide for the development of professional and trade skills, which will be necessary for the successful delivery of the project itself and which will be of great value for other projects in Yangon and elsewhere in Myanmar.

Opportunities for local professionals and tradespeople to develop experience, through working on the project alongside others with greater knowledge, should be encouraged. Where possible all stages of work should include a training element for local craftspeople, heritage specialists and builders in recognition of the fact this is the first large-scale heritage building to be conserved following international best practice.

A project office and workshops should be established on site; for example for training in the use of lime for mortar, concrete and plasterwork; and for training in conservation carpentry and joinery, for the repair and restoration of the timber roof structures, for the very large number of doors and windows and other elements of joinery.

7.2.16 Recording

Policy 21 - Physical Evidence and Building Recording
Before any works are undertaken at the site, a full photographic record of the site should be produced. Before any features are removed or replaced, they should be photographed in situ. A photographic survey should be undertaken during major alterations to the buildings. A programme of building recording should be developed.
As part of conservation works, the building should be recorded. This will provide a record for research and understanding in the future.

Assessment and recording should be carried out by an experienced buildings archaeologist or historian. The results should be made publicly available by submission to the national archives or libraries.

7.3 Repairs and Restoration

7.3.1 Approach to Repairs

Policy 22 - The Approach to Repair Work

Repair work should be properly considered by the architect, designed, specified, quantified and priced. The work should be carried out by suitably knowledgeable and experienced tradespeople on a ‘like for like’ basis or as otherwise specified.

The building should be returned to good condition. It should be maintained in good condition. Repair and restoration work must be based on thorough physical and historical understanding of the buildings. The design of repair works to buildings should be undertaken with a thorough knowledge of traditional building history and practice.

A traditional craft-based approach to repair, replacing decayed material on a like-for-like basis is preferred, although there are occasions when it is more appropriate to use non-traditional materials and methods if these are more discreet and allow more existing fabric to remain in situ, undisturbed.

The detailing of repair and restoration work should normally match the original or existing building exactly, except where the earlier detail is obviously bad practice and has already been the cause of a failure. If it is possible to improve the detail, it would be justified in conservation terms.

The condition of the building is not as bad as it might first seem. For a building which has been unoccupied for so long, the amount of damage to the surviving fabric is remarkably small. Most of the interior has been protected by the sheeted roofs which have been built over the various blocks of the building. There are individual leaks throughout the building but in most cases timber ceilings have been removed. There is not very much to decay because most of the structure is concrete, iron with some plaster.

The detailing of repair and restoration work should normally match the original or existing building exactly, except where the earlier detail is obviously bad practice and has already been the cause of a failure. If it is possible to improve the detail, it would be justified in conservation terms.

Where no suitable material is available, a strategy other than like-for-like repair might have to be adopted. The use of modern substitutes or synthetic lookalike materials and the introduction of impermeable materials or membranes into permeable traditional construction is not good practice. Where the long term or side effects of materials or processes on a building, its contents or its occupants are not fully understood, they should be avoided.

Sometimes, though, new materials used skilfully in non-traditional ways can facilitate the most conservative and economical repair. Some modern conservation techniques, such as stainless steel tie rods or fixings, might be appropriate because they might enable more original materials or components to be retained.

Untried materials and techniques should only be used with caution, monitored and the results made known. Previous repairs should be treated with respect, with a willingness to understand why they were made and how successful they were.

There are fundamental differences between, for example, the soft, weak, permeable materials and the patterns of air and moisture movement in the brick walls of the Secretariat Building, and the hard, strong, impervious materials and patterns of air and moisture movement, used in the concrete roofs and floors, that are common in modern construction. Before any work is carried out to a building its system of construction and the way in which that system may have been modified over time should be understood.

7.3.2 Phasing and Specification of Repairs

When it is necessary to provide scaffold access to a high or otherwise inaccessible part of a building, it might be sensible to carry out more repairs to that part of the building than are strictly necessary. It would be an economic use of the scaffolding if additional repairs are likely to become necessary within the foreseeable future.

Some types of building decay can be fast, for example, where water penetration affects internal plaster or timber, but most building decay is significantly slower than is often imagined. The extent of decay and the significance and speed of deterioration need to be considered, and decisions made about the urgency or necessary extent of repair work. This kind of decision can often only be reached on the basis of prior experience of the particular building, experience and professional judgment.
7.3.3 Permeability and Drying

Policy 23 - Permeability

Traditionally weak, soft, permeable materials should be retained and used wherever reasonably possible.

Where a part of the building has been subject to leaks, and the masonry is saturated, the area should be assisted in drying. This means cutting off the source of moisture, even if this work is temporary. It is important to ensure that there is sufficient passage of air to allow the structure to dry naturally.

The buildings of the North Service Range and the Inner Gateway Building have been unroofed for some time, the walls are clearly extremely wet. These buildings could be provided with temporary covering, or possibly re-roofed, before the next monsoon. Reroofing these buildings would allow the walls to dry naturally. Masonry normally dries out at the rate of 1” per month, so it is likely that these buildings will take about a year to dry before internal fitting out will be possible.

Drying of masonry can be monitored using moisture meters. There are more sophisticated sensor systems but, in this case, the areas of water ingress are fairly obvious and their drying should also be easy to record.

Traditional buildings worked by encouraging ventilation. In simple vernacular western buildings, ventilation was through the gaps around doors and windows, and was encouraged to circulate by fires or other heating system. As construction became more complex with the introduction of new materials, such as panelling or cavities behind plasterwork, the ventilation of an entire structure became less consistent and reliable.

Consideration needs to be given to the ventilation of concealed voids, particularly where there has been a history of water penetration or damp masonry. Sometimes it is necessary to introduce ventilators to skirtings or plasterwork to ventilate a void where there has not been ventilation before. Ventilation is also needed at positions where condensation would cause damage, such as under slated roofs or lead roof decks.

Inform Guide - Ventilation in traditional houses [Download PDF]

7.3.4 Roofs

Policy 24 - Roofs

The South Range roofs should be restored as flat roofs on the original steel structure when funds become available to undertake this work and the roofs of the East and West Ranges should be restored as shallow pitched roofs on the original timber trusses, repaired as necessary and covered with red Marseilles or Mangalore tiles when funds become available. As a temporary measure, the existing pitched roofs can be repaired using red coloured metal sheeting.

When funds permit, the South Range roofs should be restored as flat roofs on the original steel structure and the roofs of the East and West Ranges should be restored as shallow pitched roofs on the original timber trusses, repaired as necessary and covered with red Marseilles or Mangalore Tiles.

The roofs should be repaired and restored as appropriate to conduct water away from the walls and the interior.

The detailed design and materials of the restored flat roofs should be the subject of further research and consideration. Improvements on the original construction should be introduced.

7.3.5 Roofs of the East and West Ranges

Policy 25 - Roofs of the East and West Ranges

The East and West Range roofs abutting the South Towers should be returned to their original ‘half-hipped’ form.

The design and detailing of the tiled roofs will also require careful consideration, particularly with regard to underlays, insulation and ventilation, and to the junctions between pitches at ridges, hips, abutments and apex gables to the ‘half-hips’. The gutters and rainwater pipes and the connections between them will also require to be designed. Overflows whose capacity is at least equal to that of the associated rainwater pipes should be provided, in case of blockage in monsoon conditions.
Figure 62: Various roofs around the site
Tiles

Tiling should be carried out to current guidelines. Copper nails are used. The need for ugly ventilators is reduced by the use of a vapour and air permeable underslate felt.

7.3.6 South Block Roof

Policy 26 - South Block Roof

It is desirable that the flat roofs on the south block are reinstated as flat roofs.

The original roofing material has not yet been determined. However, it might not be desirable to reinstate this material. Because these roofs were flat and not hidden by parapets, the surface colour and character of these roofs was not part of the aesthetic intention of the original designer. They would simply have wanted to put in the best roof finish that could be afforded and was practical for this building in Yangon. The new roofs should be covered in the best finish which is most practical and available to us now. This might be a modern compound material.

An improvement on the original construction might be the use of a modern waterproof roof membrane, insulation and a reflective chip upper surface to minimise solar gain and cooling load.

7.3.7 Lead and Zinc

Policy 27 - Lead and Zinc

Replacement of lead and zinc to high quality detailing is generally the best way to be certain that a roof will perform adequately.

It is relatively rare to find lead of such historic significance that it should be preserved in situ. In most cases, zinc is not conserved but replaced. The reason for this is that metal sheet has a 100 year lifespan even when it is well detailed. Where plumbers’ graffiti exists on old metalwork, this sometimes gives useful information about previous campaigns of repair. Graffiti should be recorded and sometimes panels with graffiti should be cut out and preserved when the rest of the sheet is removed. Such panels can be discretely fixed to the face of new metal sheet or fixed in a roof space near to the access to a roof.

7.3.8 Metal Sheet used in flashings

The plumbing and copper working industry has particularly good guidelines for successful technical design. The critical issues are to ensure that the design allows for expansion and contraction, and that the underside of the lead is ventilated because lead can be corroded by condensation. The main external factor that erodes lead is organic acids at the run off points from other roof coverings and so sacrificial flashings should be inserted at all of these run off points and below the points where a rainwater pipe discharges onto a lead surface. A sacrificial flashing is used at a point of higher risk to the metal sheet. It is clipped on top of the sheet to receive the additional wear of run-off from another metal or from organic acids. These sacrificial flashings are expected to last 20 to 30 years and should be specifically inspected during regular inspection reports.

7.3.9 Design of metal sheet flashings and gutters

In repair and reinstatement, metal sheet should be designed and fitted to a standard well established for historic buildings work. The standards for the metal sheet work are published and are available internationally. One example is the guideline document published by the Lead Sheet Association in Britain.

Inform Guide - Roofing Leadwork [Download PDF]
The Lead Sheet Association [Link]

7.3.10 Gutters and Downpipes

Policy 28 - Gutters and Downpipes

Gutters and downpipes should be repaired wherever possible and replaced in a like-for-like basis in terms of material and design.

The downpipes from the flat and other roofs pass down through the walls. Often this can lead to damp problems and decay. If an internal pipe is blocked it can cause more damage and be less obvious than a leaking pipe on the outside of a building.

In the main building the ducts that contain the pipes have been covered with teak boards. This is an elegant and practical detail and should be reinstated to match the original detailing.

If any cast elements crack or are damaged then new iron elements can be cast using the existing pieces as templates.

All external metalwork should be kept well maintained and painted.

Frequent inspection is required to ensure that gutters are cleared out and that pipes are not blocked.

Where possible, overflows should be included in the design of gutters. This provides an alternative form of rainwater disposal if a gutter gets blocked but it can also provide a tell-tale to indicate a problem which might be difficult to see otherwise.
### 7.3.11 Cornices & Parapets

**Policy 29 - Cornices & Parapets**

Original construction techniques, materials and designs must be used when walls are being repaired.

The parapets should be designed to prevent water ingress that exceeds the amount that can be evaporated from the surface of the parapet walls.

The cornices need repair to help them shed water.

The tops of cornices and parapets should be weathered with metal flashings, probably lead, to prevent water from entering the masonry beneath, to shed it clear of the walls and protect the facades beneath from unsightly algal growth.

It is evident from the pattern of staining on the building that the cornices have been designed to shed water as any cornice on a building across the world. In this particular case, the cornices shed water during rainy seasons and sometimes during sudden and strong and heavy downpours.

The detailing at cornices and parapets must be considered carefully. There is a risk of water getting through the joints between the copes and cornice stones and soaking the masonry beneath. An alteration to the design of the building is required.

It might be best to remove the parapet copes and insert a membrane, such as lead, immediately below.

Putting a flashing of metal - possibly lead or zinc - along the upper surface of the cornice would help to shed water clear of the walls below and prevent staining where water is concentrated into the wall by soaking through particular joints.

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**Figure 64: Suggested detail for cornice flashing**
7.3.12 Roosting Birds

Netting is generally the least successful type of bird prevention visually. When first installed netting is rarely seen so often used underneath the ceilings of outside areas such as the porte cochere. However if birds are able to get in behind the netting then they can cause the netting to rip or the netting can start containing bird droppings and carcasses.

Birds often roost on ledges. These ledges can be prevented from having birds roost on them by two means. One is proprietary spikes set into a plastic framework on backing. The plastic is glued to the upper surface of the lead on masonry on an offset. The spikes discourage birds from landing. A more elegant solution is tensioned wires. These tensioned wires are set on small steel posts at say 500mm centred. The bird is reluctant to land on a surface which moves. These tensioned bars are generally successful although need maintenance in order to re-fix wires when they lose tension, every 5 years or so.

7.3.13 Exterior Walls

Policy 30 - Walling Materials

The construction materials should be respected, and repairs should be carried out with regard to the policy on repairs in this Conservation Management Plan. In specifying repairs or replacement of materials in any building it is important to have read the relevant guidance.

There is international guidance available for almost all circumstances that might be encountered in a building of historic significance. For example, Historic Scotland and English Heritage produce a number of useful guides, among many others.

7.3.14 Repairs to Bricks

Brick is the main walling material. External brickwork has been used in a traditional way to form the outer face of the solid masonry walls. The approach to brickwork in its traditional use is similar to that of any other masonry. In most cases the brickwork will be the facing skin of a solid construction without cavities.

For brickwork which has been finished with red ochre limewash, it may be possible, with skill and care, to repair missing and decayed bricks with lime mortar rather than replacing individual bricks. The mortar repair would be covered because the building will be re-finished with limewash.

Where bricks have decayed, brushing back is preferable to replacement because it is difficult to make bricks match to an original in colour or texture. Brickwork can be repointed. It should be covered with a limewash finish. Original pointing should be understood by analysis but it might be necessary to specify a new pointing mix if the brick is clearly decaying compared to the mortar surrounding it.

The external brickwork, the cast stone and lime plaster dressings require substantial repair and restoration.

While the external walls are not generally in bad condition, the building is very large and there is a lot of work to be done. Establishing a preferred approach to this work will require careful consideration and some testing. Matching bricks for brick replacement should be sourced if possible. Fairly extensive repointing in lime mortar is necessary.

The most significant difference in the use of building materials historically is the difference between traditional construction, and 20th century construction. Traditional masonry practice allows for absorption and expansion of moisture. 20th century construction depends on impermeable materials, such as concrete, and creating barriers to water movement within construction. When specifying materials it is important that the designer understands how the building was intended to function technically when it was constructed and how changes in design or operation might have changed this system.
There are some places where brickwork has failed. In these cases the surface might have fallen off or the bricks have become loose in the wall. Brickwork only needs repair where it is compromising the wall either structurally or allowing water to conduct into the wall. Another reason for choosing to repair the brick would be aesthetic. This is where brick detail might be missing. Not all blemishes on the surface of the building need to be repaired, and so areas of cosmetic repair to brickwork should be selected carefully. The elevations of the building are rich and complex and individual blemishes are not particularly noticeable compared with the overall architectural ensemble of arches, pillars and arcades. This is an old building and individual points of decay can be expected. The judgement about which parts of the wall to make a cosmetic repair on will depend on how much the defect, missing detail etc affects the appreciation of the overall architecture of the building. If the defect attracts the eye when the whole elevation is viewed, then it does detract from the design and is worth repairing.

Because the building is covered in limewash, repairs to the walling masonry can be made either in brick or as patches using lime mortar.

Indenting a brick or a group of bricks in an area where bricks have failed should be relatively straightforward. It would mean cutting out the remainder of each failed brick and putting in new bricks of a similar size, surface texture and colour, into the voids left by the old bricks. The bricks would then be repointed in lime mortar with the mortar brought flush to the surface of the brick and then the limewash finish made good. It is likely that the most difficult part of this operation would be ensuring that the limewash finish matches, but it is probable that quite large areas of the building will need to be re-limewashed on the completion of the repairs programme to cover the large number of small scale repairs that are required.

7.3.15 Repairs to Dressings

For the dressings, whether cast stone on the South Range or lime plaster further north, pediment tympana and other external details, repair using lime mortar is likely to be the most appropriate and economical repair method. This will include the application of cast elements where appropriate, for acanthus friezes etc, as well as some modelling in situ.

Very few replacements of cast stones are required on the building.

The most common form of decay in cast stone is similar to the decay described above for brick and also has similar causes. The use of lime mortars is also essential although the work of repointing is often more technically demanding because the joints are narrower. The narrower joints require a finer aggregate. The finer joints are more likely to dry out rapidly and so require more careful protection than might be adopted for the brick walls below.

Where the cast stone is part of a cornice or a cope and is damaged beyond in situ repair, a new cast stone should be indented. Indenting is a better repair where the cast stone is likely to get wet or where it is the substrate supporting a metal flashing. Indenting a cast stone means cutting out the entire extent of the stone and replacing it with a matching unit of the same colour, weathering, characteristics and surface character.

7.3.16 Indenting of Cast Stone

Policy 31 - Dressed Stone

Where dressed stones are severely damaged they should be indented with new sandstone to match the original in every respect including density and porosity, colour, texture and coursing pattern.
Small areas of erosion on otherwise sound cast stones can be repaired in mortar. On the main building, the difference in colour will be hidden by the finishing coats of limewash.

The decay of a cast stone unit is a slow process. The likely frequency of masonry repairs should be considered when cast stones are being chosen for indenting or repair. It might be judged, for instance, that a building could be scaffolded again in 50 or 75 years’ time. Some cast stones will have decayed only to the point where they need to be replaced the next time the building is scaffolded and do not need to be replaced in this particular programme of repairs.

The need to replace stones because they reinstate a missing part of the design is discussed in the separate restoration policy.

7.3.17 Mortar and Pointing

Policy 32 - Mortar used for repairs to the walls

All pointing should be carried out using a lime based mortar so that the wall will have an improved ability to evaporate moisture. No mortars should be used until the original mortar composition has been established through testing. Mortars should follow the specifications based on the results of these tests.

Cement came to be used from around 1900 onwards in all buildings because it is easier to use. It takes less technical skill because cement sets rather than dries, it speeds up the building process. Cement is impermeable to moisture movement. When a traditional wall is repointed in cement it puts much greater stress on the stone or brick to carry out the evaporation function of the wall. This can cause decay because the movement of water within the brick can move salts within the structure which crystallise and break off the surface of the brick. In colder countries the changes of temperature in saturated masonry can also lead to its decay.

Analysis of the original lime mortar is a good basis for specifying appropriate replacement mortars. The results should be reviewed critically because the original mortar is not necessarily right for the cast stone or brick masonry. Sometimes, walls were built with a different bedding mortar from the pointing mortar used to fill the joints up to the surface of the wall. It is possible that cement was added to the original mortar mixes at the Secretariat Building given the use of concrete in other parts of the structure. If this is the case, it would not be appropriate to match the original mortar specification if it has caused decay in the stonemasonry.

It seems likely that the later repairs of the building have been carried out using cement. This seems to be the case with the rebuilding of the eastern pediment at the centre of the east side of the east block. In cases where masonry has been pointed using cement, a judgement needs to be reached about whether this cement is causing damage. If an area is saturated it is sometimes worthwhile raking out the cement from joints and repointing using lime to assist the drying of the wall.

Because mortars were designed to encourage the maximum amount of evaporation from a wall, traditional practice was to bring the mortar flush to the wall plane rather than recessed some millimetres behind it. In a wall which has eroded stone, this often means increasing the area of mortar considerably. A decision has to be made about the aesthetic issues in leaving a greater amount of mortar visible. The aesthetic quality will depend on the skill of the mason carrying out the work. If the mortar is brought to the surface it will mean that individual bricks will not be visible when the wall is limewashed.

Repairs will be needed at the fixing points where accretions such as canopies have been removed. It will be important to remove all metal from the sockets if it is iron or steel. The removal of these fixings will leave holes and in would be repaired by filling with lime mortar.

Typically for a mortar repair, a hole or a missing surface would be filled in successive thicknesses of 10mm with each layer scored to provide a good key for the next layer but left to dry. If the mortar is too thick it cannot dry. If moisture is left at the centre of the lime mortar, it could cause it to fail. In wide joints, deep pockets or large areas of surface, it is advisable to build in stones or pieces of brick. These are known as gallets or pinnings and they help to ensure that the lime mortar is not too thick to dry out.

Unlike cement, working with lime requires skill, experience and sensitivity. It is possible that the lime mortar repairs might need some trial and error before they can be got right. For this reason it would be a good idea to carry out some trial samples, possibly as a training exercise, to learn how lime can be used to repair this building.

In many places cement repairs have been made at dressed stones, generally to avoid the expense of an indent. Cement repairs are almost always poor repair and should be reversed where possible. In small localised areas lime based repair materials are available.
7.3.18 Render

The walls of the parliament building are finished with render.

Renders can either be cement or lime based. The main cause of failure in a cement based render is water getting in through cracks and then causing decay to the substrate of the render because it is unable to evaporate. Water trapped behind a render can decay the substrate by dissolving material, migrating destructive clays and salts, or by expansion and contraction.

The appropriate means of conserving render is usually to cut out and patch using a similar specification to the original and attempting to replicate the surface treatment as closely as possible. Patching can be disguised by paint or limewash. Traditional lime renders were designed to be finished with coats of limewash. Careful consideration should be given to disguising patch renders with limewash, microporous paint, or masonry paint.

7.3.19 Masonry Cleaning

Policy 33 - Masonry Cleaning

In exceptional circumstances a non-chemical based cleaning method may be used providing it is known that there would be no risk of damage to the historic fabric.

The cleaning of exterior stonework to remove soiling should be avoided. Cleaning to remove paint from masonry that has not been limewashed may be appropriate providing it is established that there would be no risk of damage to the historic fabric.

For the majority of the existing building, the entire surface of the masonry has been covered with limewash. For this reason, it would be better to apply further coats of limewash to the walls rather than attempt cleaning.

7.3.20 External Ironwork

Policy 34 - Cast Iron

Where appropriate, missing railings, gates and other cast iron components should be replaced with new to match the existing.

The original iron elements such as pipes, fates and railings should be conserved. The railing around the site are not the original ones.

Cast iron is inherently durable and resistant to corrosion and surviving material should be thoroughly wire-brushed to remove rust down to bare metal, treated and painted. The paint will need to be researched for its durability. Most good quality external paints for metalwork will be sufficient as long as the product guidelines for the preparation are followed. Micaceous iron oxide paint has been successful and durable in Britain and could be researched as a durable solution for Yangon.

It is possible that all the cast iron balustrades, columns, gates and railings were supplied by Walter Macfarlane & Company’s Saracen Foundry in Glasgow. The catalogues exist.

All cast and wrought iron surfaces should be kept painted. Where parts are missing they should be reinstated where they affect the legibility of the original design. Sometimes badly corroded elements can be brushed back and treated with an appropriate primer and repainted. This retention of historic fabric is preferable to replacement.

Gates and should be wirebrushed and repainted.

The biggest conservation issue associated with external ironwork is at its interface with stone or brick masonry. If iron rusts where it passes into stonework, for instance at bars or at the hinges of a gate, then the rust can have a jacking effect, known as ‘heave’, which displaces the masonry. This is often seen in gate piers. Heave can split stones which then need to be replaced. Masonry was often constructed using iron dowels and in places where the dowels are fairly close to the surface, such as pinnacles, finials, or within window tracery, rusting can be a cause of splits and damage.

In repair it is conservation practice to use non-ferrous dowels, such as bronze or stainless steel between stones. Gate hinges and crooks can be replaced in stainless steel. Bars can have their ends tipped in a metal which is less subject to corrosion where they pass into sockets in the masonry.

7.3.21 Clocks

Policy 35 - Clocks

The existing clocks should be recorded in situ before being restored or removed for the purposes of repair. The clocks should be restored and maintained as and where they are.
The clocks are an important part of the history of the building. Keeping the time has a historical significance in a building constructed for government administration. It is evocative of an office building.

The original method of painting on the clock faces should be understood and repeated. Often clock faces involve the use of gold leaf. If this is the case then gold leaf, rather than gold paint, should be used in reinstatement.

7.3.22 Windows and doors

Policy 36 - Timber Windows

As with all external joinery, the sash and case windows should be kept painted to avoid decay to joinery of the frames and, in particular, the sills. All windows should be inspected as part of the maintenance process.

Original timber doors and sash and case windows should be conserved.

If a window is in poor condition it is not necessary to replace the whole window. It is preferable to piece in repairs at damaged timber. If a sill is found to be in poor condition then a full replacement of the outer half of the sill using a hardwood, such as teak, is common and accepted conservation practice.

Where sills are severely decayed, they should be cut out to a plane of timber that is behind the timber above it. Often this is the vertical plane of the glass so that the frame of the window covers the new joint between the existing sill timber and the timber used for the repair. A new hardwood timber sill should be fitted into the slot created by the cutting out with a hardwood, such as oak. In general, vents and alterations to windows should be removed and the pane affected by the alteration replaced using float glass. Float glass is the commonest form of glass. The term is used to distinguish it from more expensive crown and plate glass which is often used in conservation. Otherwise, timber repairs to windows should be made on the like-for-like principle.

Guidance for the conservative repair for timber windows has been produced both by Historic Scotland and by the Society for the Protection of Ancient Buildings (SPAB). If replacements are made they should match the section width of the original frame and sill exactly. A paint sample analysis should be carried out which would indicate the decorative history and the original colour.

Inform Guide - Maintaining Sash and Case Windows
[Download PDF]

7.3.23 Security of Windows

The new use of the building might need additional security. This could include bars set within windows to physically prevent access. If bars of this kind are needed they should sit inside the glazed frame fitted into each window, rather than outside. To fit them outside would mean that the more significant exterior of the building would be affected, and this would detract from the harmony and common appearance of the windows.

7.3.24 Secondary Glazing

Secondary glazing is sometimes introduced into historic buildings to improve the sound deafening properties of a window opening. It is a separate glazed frame that is introduced inside the original window. In cold countries its main function is to conserve heat but in Yangon it would be most useful if there is considered to be a problem with the amount of noise into offices and the galleries. If proven to be necessary to reduce noise or for environmental control it would be possible to introduce secondary glazing on the inside of the windows is possible but care should be taken to align the frame of the secondary glazing with divisions in the existing windows so that secondary glazing is not obvious.
7.3.25 Doors

Policy 37 - External Doors

Original joinery should be painted original colours. Replacement doors on the same building should generally be painted the same colour. Paint analysis should investigate door, frame and fanlight joinery. Individual repairs should be made to decay at doors. In situ replacement of decayed timber is preferable to wholesale replacement joinery elements.

Some internal and external doors contain sheets of original glass. This glass should be protected and retained.

Many doors have been altered. Original colours can be determined by microscope paint analysis. Microscopy paint analysis is a technique where a sample of all the paint layers on a piece of timber can be analysed. The sample is mounted in resin and examined under a microscope. The microscope analysis is better than the usual ‘scrape’ analysis because the layers of dirt than can be seen on a top coat will show which are top coats and which are undercoats. Otherwise there is a risk of repainting on the assumption that the earliest colour is a top coat when it is an undercoat. Microscope paint analysis is generally available from conservators who work on Fine Art paintings. It is available in Britain and, if necessary, a sample could be sent for analysis in Britain.

7.3.26 Ironmongery

Policy 38 - Ironmongery

Ironmongery which is original to doors and windows or which was fitted very early in the life of doors and windows should be retained, overhauled and reused wherever possible.

Where it is not possible to determine the original arrangement for the ironmongery and door handles, locks and letterboxes, the appearance of new ironmongery should not be distracting from the appearance of the doors. Where original ironmongery is functioning it should be retained, repaired and used in place. Where original ironmongery is to be removed, it should be retained on site.

There are many sources for appropriate replica ironmongery which would be compatible with the general appearance of a door or window. Although expensive, it is possible to overhaul and recondition existing locks so that they are serviceable.

Inform Guide - Maintaining Traditional Plain Glass and Glazing [Download PDF]
Inform Guide - External Timber Doors [Download PDF]

7.3.27 Paint

Policy 39 - Exterior Paint

It is not generally desirable to remove all paint from metal or timber in conservation terms.

A regular cycle of repainting external timber and metalwork is desirable.

The layers of paint are a record of the decorative history of the building. There may be circumstances where the removal of previous paint layers is desirable. For instance where the detail is clogged with paint, removal will allow original decorative detail to be fully expressed. Some paint systems need full removal of previous paint layers to work fully. In this circumstance, a record of the history of paint layers should be made by microscope paint section analysis.

Some original paints will contain lead. The previous paint layers should be retained because they contain evidence about the history of the building. However, the reason for removing previous paint layers would be to allow the original decorative detail of the design to be seen without years of clogging paint, for example on ironwork. Sometimes the removal of paint layers back to bare metal or timber is the correct preparation for a paint system.

Where possible, original colours should be established and reused. Original colours can be established by a surface scrape or, preferably, by microscope paint analysis. The surface scrape is not reliable because it is not clear which colours were surface colours and which were undercoats. It also does not account for colours fading.
Restoration means the alteration of a building, part of a building or artefact which has decayed, been lost or damaged or is thought to have been inappropriately repaired or altered in the past. The objective of restoration is to make it conform again to its design or appearance at a previous date.

The accuracy of any restoration depends on the extent to which the original design or appearance at a previous date is known or can be established by research.

The word ‘restoration’, meaning the reinstatement of lost or missing fabric on a significant building is sometimes a concern in conservation terms because it can affect the authenticity and the historic value of a building. It can also affect the aesthetic value of a building, especially where part of its interest or the character is in its age, rather than on formal qualities of design.

Alternatively, a case for restoration can be made in certain circumstances, particularly in the case of buildings like the Secretariat which has a formal design and where entire elevations are of a single period. The following factors can support the case for restoration of a building as a whole, or a part, or a feature of it:

- There is a missing element, such as the dome or turrets, in an otherwise complete or coherent design.
- There is an absence or failure of significant secondary or later work.
- There is a record of a known or proven design for a missing element, feature or detail.
- There is a functional, structural or constructional reason for the missing element.

There are two alternatives for restoration, both of which would be justified at the Secretariat building. In the first route, the specification of materials in building restoration could match the existing in terms of quality, materials, colour, and finishes. The alternative is that the restored element could be legibly different.

The restored element be carefully matched and blended with the old in order to achieve an architectural whole, but it should not be the intention to deceive or to falsify the historical record about the age or authenticity of any part of the building. As much of the original building as possible should be retained. Where it survives, even in the form of small or detached fragments, original material should be incorporated with the new. Substantial new or relocated work should be discreetly dated, separated from the old or otherwise made distinguishable to a discerning eye. Such identification must not be visually distracting. Records of the restoration should be made before, during and after the project and should be maintained, properly deposited and stored.

To be compatible with the existing fabric, new material introduced in the course of like-for-like repair and restoration should match the original materials as closely as possible. Matching should not be merely in terms of colour and appearance, but of physical and chemical characteristics, composition, species, source and method of processing, as appropriate. Identical material used in repair can initially present a raw appearance but it will weather sympathetically over time. By contrast, different materials, chosen to match at the outset, will often match less well as they age. Where material identical to the original cannot be obtained, the most similar available material, providing the match is reasonable, should be used.

**Removal or Reversal of Alterations**

The parts of the building which will be most expensive to repair are where the building has been altered, rather than where it has decayed by weather or general decay in materials. The most obvious alterations were in the loss of the dome and the turrets following the 1930 earthquake. By the time of the earthquake, there was already some significant structural movement, apparently caused by the weight of the dome, so the earthquake might have compounded an existing structural problem. Other elements which have been altered, such as alterations to windows, canopies at doorways, and the alterations to the pediment on the east side of the east block detract from the significant external walls of the building and it is desirable that they are altered back to their original appearance.

The sheeted roofs have been successful in preventing serious decay but they are a relatively short-term solution. The roofs are sufficiently watertight to protect an unused building but they are unlikely to provide the standard of protection needed for a building with a new use, particularly a building that is designed to contain valuable objects, such as an art gallery. In order to produce effective roofs it will be necessary to reinstate the original finishes such as the Mangalore tiles on the east and west block roofs and flat roofs on the south block.

**7.3.29 Restoration of the Dome**

**Policy 41 - Re-instatement of the Dome and Corner Turrets**

A dome over the principal stair at the centre of the South Range should be re-instated. The six domed corner turrets on the South Towers should be restored to match those on the North Towers. The four tall turrets missing from the central towers of the West and east Ranges should also be restored.
The dome is the most obvious missing element from the Secretariat building. The strength of the architecture of the building was in its expressive roofline. Although the second floor levels in the seven towers provided useful space, it was clearly part of the design to have a strong variation in roofscape with towers and pinnacles. This kind of architectural expression was considered appropriate for a government building. It suggests the status of a Renaissance palace or fortified architecture which in turn suggests that this building was intended as a kind of bastion for the government of Burma. Although these colonial messages are now outmoded, it is still an important part of the message conveyed by the building and it is also what makes the building attractive and interesting.

This restoration should use photographic records but the detailed design should use the same construction principles, details and mouldings of towers from the same date of construction as a guide.

The re-instatement of the main dome, while being an essential and dominant feature of Hoyne-Fox’s design, presents particular problems. If it were to be restored, the first task would be to reconstruct the design from surviving evidence, which appears mainly to be photographic.

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The dome was relatively insignificant compared to its symbolic purpose. It is clear that the significance of the building would be enhanced if a dome were reinstated. In terms of significance, it is possibly the fact that the building had a dome which is as important as the design of the dome itself.

There are at least two options for this reinstatement. Unlike the turrets on the corner towers, there is not particularly good evidence for the appearance and design of the dome. Some photographs survive of the dome but the detail is indistinct. Although it would be possible to reinstate the dome with a brick cylinder, a timber framed and metal clad roof and with timber cupola, there would be an amount of conjecture about the detail of the design. There is a further complication in that the original dome has been shown to be too heavy for the building. Although putting the dome back might not result in further structural deflection, there is a risk which would be difficult to predict about reinstating such a heavy weight of masonry where there has been a previous structural problem. The dome has also been shown to be not resistant to earthquakes. It would be possible to build the brick cylinder on to a framed structure which could make it lighter than it was originally, with the outside looking as close as possible an approximation of the original appearance of the outside.

If better quality photographic evidence became available for the appearance of the dome, then that would strengthen the argument for a like-for-like replacement.

An alternative, however, would be to create a new dome to a contemporary design, which would perform the same architectural function as the original dome in terms of marking the centre of the entrance front, as the focal point for the entire complex, and of admitting top light to the magnificent central stair below.

An obvious and not inappropriate precedent for this alternative approach is the creation by Norman Foster of a contemporary dome at the centre of the Reichstag building in Berlin. The original Reichstag dome was burned in the political events of 1933, just three years after the earthquake in Yangon. The new Reichstag dome provided a glazed, and publicly accessible space and conveyed a new message about the building. The creation of a new dome on the Secretariat could similarly mark its new role in Yangon and Myanmar.

Figure 77: View of the Reichstag Dome

Figure 78: View of the Reichstag (avda-foto/Flickr/Creative Commons Licence)
Burmese umbrellas might also offer an interesting and culturally appropriate precedent for the design of a contemporary dome. A fully glazed dome would have the additional benefit of admitting more light to the principal stair, subject always to consideration of solar gain.

7.3.30 Conservation Work to the Interiors

Policy 42 - Interior Conservation

Work proposed to the interiors of both primary value and contributory value should be reversible and still allow appreciation of the key spaces and details of the interior.

The interior is integral with the exterior. Significance applies to both the interior and exterior of the building. Decoration, fixtures and fittings, storage shelving, services, plant and machinery can all be significant.

The basic reason for restoration and conservation of interiors is that they are of heritage value and that the owner has a responsibility to care for them. A restored interior will provide an attractive place for visitors and staff.

The opposite to care and conservation is a project that results in rooms that are obviously of quality but which are poorly treated, for instance by having poor paint finishes, surface mounted cables, damaged decorative features and partitions. Such treatment of interiors gives a poor overall impression of the character of the building.

Clearly, all interiors in the building should be in practical use but the functional requirements of a room need not compromise its historic significance. Experience shows that if designed together, function and conservation can combine to produce high quality rooms.

Care should always be taken to ensure that significant schemes of decoration are retained in situ, and if necessary carefully protected using established methods rather than destroyed. Where appropriate they should be recorded in photographs and by taking samples. It is better to paint over previous paint schemes than to remove them entirely.

Policies for the interior depend on the significance of each room. Many rooms have been altered. In some circumstances, the uncovering or restoration of historic schemes of decoration and furnishing is desirable. Such interiors, fittings and contents should be recorded before alteration.

Interior restoration should be concentrated in the areas that are identified as having high significance such as the parliament hall and the main stair halls.

Where run cornices are to be retained and painted, it is not necessary to remove layers of paint beyond that required for adequate preparation. This work is not essential to the character of the interior and it might be restricted to rooms where some degree of restoration of original character is being attempted.

Paint layers can be significant even if they are hidden. The significance of a hidden paint layer should always be considered when specifying internal or external redecoration. Internally, a paint layer or finish can be sufficiently significant to be left exposed even if it is not in perfect condition.

The decorative history of buildings interiors, such as paint and colours are important to their historical understanding. Even though it is covered up, an analysis of the history of paint layers on a piece of plaster or joinery can reveal a lot about the different attitudes to decoration over time. It can also provide specific information which aids conservation and restoration of an interior. For instance, a different number of paint layers on two pieces of joinery would show that the element with fewer layers is an alteration.

More generally, the paint analysis can be used to guide an approach to the decoration of a room. Although it is not always necessary to copy original colours exactly, it is relevant to the specification of the decoration of a room to know what the original designer and occupant of a room considered to be appropriate.

Interiors of lesser significance should be restored using their original appearance as a guide. In these rooms, it is desirable, but not essential, to restore original colours and paint finishes.
7.3.32 Joinery and plaster detail

Policy 44 - Joinery and plaster detail
Where joinery is being replicated, the original moulding shapes should be copied exactly. The exact replication of moulding profiles also applies to moulded plasterwork, such as cornices.

Paint finishes which clog or disguise the detail of moulded, modelled or carved joinery or plasterwork can be considered to detract from the design significance of an interior. In this circumstance it is reasonable conservation practice to remove paint layers although the decorative history should be recorded by microscope section analysis and samples retained.

7.3.33 Doors

Policy 45 - Internal Doors
As with all interior fabric of primary and contributory value, doors should be repaired and re-used in their original position.

Alterations to historic interiors may be required to meet contemporary regulations and operational requirements for air conditioning, fire escape and sound transfer. In the main secretariat building the doors around the east and west stairhalls have adjustable louvers which are a response to heat and humidity control when the building was first built.

These doors are significant and the design of the project should allow for their retention.

There are circumstances where the intended use of the building might make the restoration of a door or another joinery feature, impractical. The upgrading of original doors to provide adequate fire resistance and the provision of lobbies should be subject of design consideration on a case by case basis.

There are less invasive ways of achieving fire separation than replacement with a new door. These include such as the use of intumescent strips and paint systems. Detailed discussion is likely to provide a result which is in the interest of the conservation of historic interiors. In high significance interiors, new doors should be made following original designs and specifications where possible, or to match existing doors.

7.3.34 Ceilings

Policy 46 - Ceilings
The timber boarded ceilings should be reinstated to the interiors of primary value. It is desirable but not essential that timber boarded ceilings are reinstated to interiors of secondary value.

In most rooms the concrete structure of the floor above is visible. There is a difference in construction technique between the first phase of the building and the east and west blocks. There are cornices in some rooms with their upper side set at around 200mm below the level of the underside of the concrete structure. This suggests that there were ceilings fixed to branders underneath the concrete structure, with a void between. It is recorded that teak boarded ceilings replaced the original lime plaster ceilings in 1909-10, only 2-3 years after the completion of the East and West Blocks. In the few places where ceilings survive, they are V-jointed timber. It is possible that all of the interior ceilings were finished in this way.

It is possible to speculate on why the plaster would have been replaced, and also why the ceilings have been removed.

Figure 81: Sample timber boarded ceiling

Although the building has plastering directly on to brickwork, particularly in phase 1, perhaps the large areas of plaster onto timber lath cracked or failed due to shrinkage. Plasterers of sufficient skill were available to run cornices. The plaster ceilings were replaced by teak boarding. Timber boarding can accommodate structural movement better than plaster, so that cracks are avoided.

The ceilings might have been taken away at the time of the earthquake activity in the 1930s. During this time the ceilings would have been considered to be a considerable risk to the people working inside the building.

Figure 82: Concrete floor visible from below

7.3.35 Floor Structures

Policy 47 - Floor Structures
The floor structures should be repaired.

Policy 48 - Rolled Steel Joists and 'T' Sections
Steel members, wherever reasonably possible, should be cleaned of rust and corrosion and treated with suitable rust inhibiting system before being covered in.

The floor structures within the Secretariat Building are generally mass concrete. The extent of structural steel or reinforcement within the buildings is not clear. In general holes in floors can be patched by infilling with concrete.
The concrete should be similar to the composition of the existing concrete, and this can be determined by analysing samples of the concrete by breaking it down to discover the proportion of cement to aggregate. The composition of the concrete is likely to be different in the south block than in the east and west blocks. At each point of damage, the hole should be opened up to a regular shape using a chisel. Any reinforcement or metal, which is exposed in this process, should be wire brushed, treated with a primer and painted before the concrete is replaced. The concrete should be patched in using a small temporary shutter on the underside. This shuttering could remain in place if the ceilings are to be reinstated. On the upper surface it can be patched to be level with the existing floor surface but this will depend on the intended floor finish.

The fire separation at floors is often influenced by the thickness of plaster on ceilings. The provision for sound separation in historic floors can be more invasive than the requirements for fire separation. Both impact and airborne sound need to be considered. Sometimes floor coverings are sufficient to reduce impact sounds to manageable levels. Airborne sound transfer is a function of the completeness of the floor and its mass. Most of the floor structures in the main secretariat building are mass concrete so sound transfer is unlikely to be a problem as long as the holes are filled.

7.3.37 Tiled Floor Finishes

**Policy 50 - Tiled Floor Finishes**

Original encaustic tiled floors should remain in place. They should be cleaned and repaired in position. Where a missing or broken tile is considered to damage the appreciation of the design of the floor it would be appropriate to replace with like-for-like tiles. The tiled floors should be protected during the conservation works. Their condition should be monitored when the building is in operation. In areas of high foot traffic such as around major entrance points, decorative floors should be protected with appropriate matting or carpets.

In the corridors, verandas and some of the principal spaces there are tiled floors. These tiled floors have a beautiful quality. This quality is partly due to the inherent attractiveness of the material but also to do with their age. In various places there have been partitions built over floors which has meant that there are former fixing holes into the floor surface, and also at places where individual tiles have been damaged.

7.3.38 Concrete Floor Finishes

**Policy 51 - Concrete Floors**

Original concrete floors should be polished and used as they are. They can also be given a new surface of lacquer.

There are two approaches that could be adopted to these tiled floors. One would be to assume that the character of the tiled floor is an important part of the design of the interior and that each tiled floor should be complete. The damage or changes to the tiled floor would be considered to be so distracting that they damage the overall design of a particular interior. It should be possible to get ceramic floor tiles of a similar quality and character as the originals. However, it is not good conservation practice to make new materials look like old ones, and it is quite possible that in replacing tiles on the floor, the repairs would stand out more than the patches.

The second approach would be to consider that the tiled floors are part of the history of the building and that individual points of damage at the fixing points for former partitions, for example, are part of the same history. In this second case it would be better to patch the floors, possibly with a lime hemp patch which has been tinted red so that the patch is only evident when the floor is inspected in detail. In conservation terms, the question would be, “where does the fact that the floor is patched, really matter?” This might apply to the most significant interiors only, such as the central stair hall in the south block.

During the time the conservation project is being undertaken, the tiled floors should be protected.
Concrete floors could be considered to be significant. In many cases they contain evidence of former use, furnishings, storage systems etc. This evidence produces a characterful floor and it is considered that a lot of the interest of the building would be lost if these floors were removed or replaced with a more even concrete or other finish. These concrete floors could be considered to be beautiful, and could be considered to be an asset to the attractiveness of the place, if they are given appropriate treatment, such as polishing.

Many of the floor finishes are concrete. These are in the less significant rooms. In general, these could be left as they are finished which would indicate the history of the room. Clearly, floors need to be flat and could be patched. A pattern of patching is not necessarily detrimental to the appearance of the room and could be left. Alternatively, a new floor covering could be installed but this might mean making changes at thresholds of doors etc.

The question should be asked, “How much work is needed to these concrete floors to provide an effective new use for the building?” Would it matter if the floors were to remain concrete? Would it matter if they had the indications of patching and repair on them, as long as the finish is level?

7.3.39 Walls and Partitions

Policy 52 - Internal Walls

The lime plastered internal wall faces require to be repaired on a ‘like-for-like’ basis using lime plaster.

These walls are in fair condition in some areas, very poor condition in others. The plasterwork is mostly traditional three-coat work on the brickwork, with plain run cornices of various traditional classical profiles. The work is straightforward, but will require traditional plastering skills.

Policy 53 - Partitions

Original partitions that are found in situ should not be removed but should be restored and used as they are. Where original partitions have been removed, they should where possible be used as partitions within the main secretariat building. Original partitions that are not being used should be stored on site.

There have been many partitions within the offices in the past. It is not clear if the building was built with partitions within the principal spaces, or whether they were a later introduction. The variation in appearance of the few partitions that survive suggests the latter. Some of the surviving partitions are in fairly poor condition and are of lightweight construction using timber studs and glazed panels. The positions of former partitions can be seen in the marks for fixings on the floor.

These partitions have less significance than the main part of the building. The value is generally c in that they are an interesting example of a secondary structure. Their interest is historical, rather than aesthetic. It is desirable that some examples of these partitions are retained. Since they are a secondary structure, they need not be retained in their existing positions. It might be possible to use original partitions to disguise the introduction of WCs or lifts within larger rooms.

The partitions in the ground floor of the south east block of the Secretariat building are mid-20th century and of no value. They could be removed or altered without damaging the overall value of the site.

Partitions should be recorded in photographs before removal.

Policy 54 - Internal Joinery and Hardware

The internal joinery should be repaired and restored on a ‘like-for-like’ basis using timber of matching quality.

The repair and restoration of teak boarded ceilings, rainwater pipe facings, glazed partitions, doors and windows, and other joinery, should not be a difficult task, but it will be a large one requiring specific conservation carpentry and joinery skills to be developed. This standard conservation approach could be developed through the establishment of a training workshop on site.

Many of the doors have been taken off their original frame and stored. The original position of doors and windows should be carefully located and scheduled. Damaged or incomplete elements should be laid on a bench, dismantled, new stiles or rails made and fitted as necessary, and re-assembled.

Door and window hardware, as well as other ironmongery, should be scheduled, carefully overhauled and, where missing, replaced with salvaged items or with new to match as far as possible. Additional locks and other new hardware may be required for modern use and security purposes and should be selected and fitted with care.

7.3.40 Timber Treatment

Policy 55 - Timber Treatment

Timbers should be kept dry and should not be treated with insecticide or fungicide chemicals.

Timbers, particularly Burma teak of the quality used in the Secretariat building, is durable and should be very resistant to insect and fungal attack. Insects and fungi require moisture to survive and the most effective way to ensure preservation is always to ensure that the moisture content of timbers and of adjacent masonry remains low. Chemical treatments should not be avoided. Add note?

7.3.41 Original Features

Policy 56 - Original Features

Original features should be incorporated into proposals to alter interiors of significance. Where original joinery and cornices remain, they should be retained in situ and repaired. The removal of original fittings and features should be avoided. Where original fittings and features are found to in good functioning order, they should be restored in place and continue to be used.
The interiors were designed to be furnished. The furniture would have been functional and for office use. The character of the furnishing was probably not a consideration in the mind of the designer. Reinstating furniture is not practical in the majority of cases at the Secretariat Building but is a consideration in significant rooms such as the cabinet office and the martyr’s room. Historic photographs are an important record of the way that rooms were furnished and could be retained and displayed in buildings to aid interpretation.

The original record keeping system is of interest. The building was constructed as an administration building and the means of storage of papers is of relevance to the history of the building, even if the papers have been moved. Much of the original record keeping system has been removed so that some parts should be retained in position as a representative example of the original use of the building.

One of the points for retaining stored original features is that it allows such features to be re-instated into their original position at some time in the future. The use of the building might change and develop over time and there may come a time where further restoration or a return to original features is considered desirable.

If it is necessary to make alterations which ensure a sustainable future for the parts of a building that have higher significance, then it is justifiable to alter features of contributory significance. It is recognised that retention of all fitted joinery might compromise a successful design.

Where original joinery or an original cornice is removed it should be photographed and the photograph referenced according to a position on the plans. This should be part of the general building record.

Even if they have been removed, original features such as ironmongery, shelving, partitions, doors etc should be stored on site. Where significant fabric has been removed from its original position, it should not be removed from the site but stored on site in dry, dark conditions. These items should be labelled to ensure that it is known exactly where they came from in the building. The storage conditions should be regularly inspected to ensure that animal, vegetation, light, water damage is not occurring.

7.3.42 Storage Racks

Policy 57 - Storage Racks

Where original storage racks remain in position, the preference is for timber and cast iron stairs associated with the shelving system to be retained in situ. They should be retained in situ and incorporated into the future use of the building. Where the racks are proposed to be removed, they should be recorded before removal and stored on site in such a way that it is clear where they came from. The storage required for the use of the building should be addressed using the existing storage systems.

The storage racks include anti termite measures, which are of interest. It is desirable to retain examples of the storage racks on the site even if they are moved to a different position.

7.3.43 Coloured Glass

Policy 58 - Coloured Glass

The coloured window glass in certain areas should be carefully retained and repaired as necessary on the basis of specialist advice to be obtained. Where there are remnants of the coloured glass schemes within individual window treatments, these schemes should be reinstated across the window.

The use of coloured glass was part of the character of the first phase of construction – the south range. The use of coloured glass is more characteristic of the mid-Victorian aesthetic of the south range than the late Victorian character of the east and west ranges. Since the use of colour is put on the design of the south range, it is desirable that the entire scheme of coloured glass is reinstated if it can be reinstated.
7.3.44 Significant Interiors – Stairs

Policy 59 - Stairs

The three principal stairs and seven subsidiary stairs are among the most significant architectural spaces in the building. They will require to be structurally checked and individually inspected with a view to the specification of repair and restoration work.

7.3.45 Significant Interiors – South stair and Dome

There are 12 sides to the central space.

Ceiling and dome

The ceiling is a replacement for the dome. It appears that the ceiling is of the same date as the framework ceilings in the east and west main stairs because the rooflight is similar.

The rooflight would be removed if the dome is reinstated. The space, when the dome is returned, will probably be darker than the space is now. The dome should be reinstated and it is probable that this arrangement, where the opening is entirely open and free from a frame was also the case in these openings as well.

Paint analysis is needed, both of the walls, in various places, and of the iron of the railings and staircase. This space should be repainted in its original colours.

First floor

On the first floor, the three openings to the north and to the south appear to have been left entirely open without frames. This should be reinstated. The openings to the east and west, also appear to have had open arches which have since been filled in.

The reason for there being two stairs is not known. It might simply be an elegant device or there might have been separate departments or offices accessed from different stairs.

Ground floor

On the ground floor there are again three openings to the north and south, but no sign of any windows or doors. This might be an issue for external security but, such is the significance of the space, that it would be preferable to have glazed doors between the port cochere and the corridor than it would need to try and introduce doors around this space. The openings due east and west retain their original doors which should be overhauled.

It does not look as if there was a ceiling under the stairs.

In the four half circle openings, the original joinery has survived. There is one which is almost entirely covered by the stair to the north-east. This has been infilled with a piece of board and should be reinstated to the six pane arrangement which has survived in the other openings.

Parts of the original mouldings which are missing, such as at the south-west corner, should be reinstated. Missing plaster, notably around the southern arches of the ground floor, needs to be reinstated.

The iron stair appears to be complete, apart from some reverse cresting underneath the stair at the lowest part. In some other places, missing detail should be cast and refitted.

The floor is a ceramic tile of alternate octagons and squares set in larger red squares. It is badly distorted but this distortion could be left in place. There are some tiles which are broken and have been replaced with cement. Generally, the quality of this space is sufficiently important to allow for fuller restoration of the missing tiles. Tiles which have dipped slightly should be retained. There is a border made out of red lines and triangular pieces. The border does not return for the full width of the openings to the east and west which suggests that they have been widened from their original arrangement. The floor should be thoroughly cleaned.

At the base of both stairs there is an elaborate finial to the newel of the handrail which might originally have been intended to enclose a light fitting. The bracket certainly looks incomplete but there was no hole below. It might be possible to fit lanterns to these newel posts.
7.3.46 Significant Interiors – the East Stair

The stair hall has a metal framed roof and has curved trusses. It is possible that it had a boarded ceiling which curved up to the central square lightwell. This is most likely, given the architecture rising to the cornice and a relative lack of architectural detail above this line. The upper level is expressed as a balcony on brackets, on all four sides of the square, with the same architecture on each side and a pair of round headed windows at the centre, flanked with Corinthian pilasters and larger windows next to the corners. The Corinthian pilasters are also expressed at the corners in a rather odd way. The balustrade detail is basically a Victorian pattern with a nod to local traditions, such as would be considered in Britain to be a Chinese style railing underneath a repeated arcade. It is in a kind of Victorian freestyle which is part Renaissance, part Gothic and part Burmese, in its stylistic sources. The front edge of the balcony is boxed in and appears to be held in place with iron. The facing timber this level comes considerably further forward than one would normally expect and it is possible that this is an alteration.

On the first floor, there are three large openings on each side. The central arch is wider and coincides with the two arches on the floor above with the pilasters running through. These are Corinthian. The ground floor is the only floor which is not the same on each of the four sides. To the north and south are three arches, one on the central one and the north is crossed by the stair. There is a roadway passing through under this space. It has a strong relationship with the similar roadway on the west block. It would be desirable to keep these open. There does not appear to be any sign of gates in this position. Holding up the wall over the openings to east and west are substantial iron beams with bolt heads on a plate to the underside.

Rooflight and ceiling

The rooflight should be cleaned and retained. The metalwork should be repainted, possibly in darker colours which closely match the original. This rooflight is likely to have been replaced at the time that the roof was replaced but it is of adequate appearance for this space. The sides of the rooflight well should be lined in vertical timber. There should be a cornice at the base of this well and then V-jointed timber fixed to timbers spanning between the curved sections of the trusses to produce a vault. The cornice is in fair condition. Even where it has small chips, it could probably be left in place. It should be repainted and a microscope analysis made of the paint finishes to understand the original decorative arrangement. This room should be fully surveyed and drawn, so that the colour arrangement can be indicated.

Second floor

On the second floor, the screens above, in the arches, should be restored to their original appearance without the louvred sections. The door should also be restored. These doors are glazed with curved heads. The glass was opaque and it appears that the vertical reeded glass is original. Where sheets of this reeded glass survive, they should be retained, otherwise they should be replaced with matching glass. The glass within the arched sections also appear to have been mottled originally. Where pieces of glass survive, for instance above the northern door on the east side, they should be retained and cleaned. The handrail is in fair condition and should be cleaned. As far as possible, redecoration of this element should be avoided, unless there are bad marks which should be touched-in with paint rather than the whole timber repainted. Where sections of timber are missing, this should be replaced although the two cut-outs in each bay at the base, appear to be deliberate and the reasons for this should be considered.

Servicing of this space should, as much as possible, be within the vault that is created by reinstating the ceiling boarding. This ceiling should also be the position for lighting. This space could sustain entirely new lighting without losing significance but it is desirable that new fittings in this area should be evidently new and not attempt to copy any Victorian types of light fitting.

If the swing doors in front of the original doors are secondary, they should be removed. The original doors will need to be reinstated to the openings that no longer have them, notably on the south side. It seems that the original doors contained an adjustable louvre system. This system is of interest and, where possible, should be retained.

In the stair, between first and second floors to the west, one piece of joinery at the first landing post needs to be pieced in where it has been broken to form a gate. On the first flight of stairs the bead jointed timber that has been added in and should be removed to reveal the balustrade in silhouette. The balustrade becomes simpler above the first landing, possibly as an economy. Where the joinery has been painted, it should be repainted, particularly at the brackets at the north-west corner. A pendant boss is missing from this position which can be assumed to have been similar to the pendant bosses on the main gallery.

First floor

The doors and louvres should be retained or replaced as described for the level above. The glazing to the arched sections should be replaced where it is broken or cleaned, and re-used where it is intact. The louvred sections could be removed. It seems likely that the three arches to the north were always intended to be filled with glazed screens. There is a section of handrail at the centre, and at the western...
opening which matches the stair. It is not clear but seems unlikely that the handrail was continued to either side of the central section. It also seems possible that there was some glazing behind it to complete the full height of the screen. Possibly there were louvres to either side. The remainder of the screen should be glazed into the existing surviving timbers. The upper panels appear to have had louvres from the start.

Measures to prevent birds roosting will be needed in this area, rather than the netting placed over the pilasters. It is possible that a tensioned wire system would be more effective and less visually intrusive. There are some places where plaster has been damaged for services and this should be made good before the interior is repainted. An analysis of the decorative history should include the balustrade, the timbers, the wall colour. The colour of the wall has been yellow, before the current light blue and the greens and reds at skirting level.

General repairs are needed to refix and replace missing timbers on the balcony. Two pendant bosses are missing from the west side, three from the east side, two from the south side and two on the middle landing of the stair on the north side. These should be turned to match the existing exactly.

**Ground floor**

On the ground floor it would be good to remove the concrete paving and replace with a more attractive and more believable type of stone paving or some other material. The quality of the roadway passing through this way is very important. The joinery to the openings should be restored with the mesh of the roadway passing through this way is very important. The joinery to the openings should be restored with the mesh of the roadway passing through this way is very important.

Fixings etc should be removed and paint made good before repainting. Some bits of missing plaster such as the base of the capital at the centre of the east side which should be reinstated but it is not necessary to make sure every bit of plaster is flat.

**First floor**

The first floor has had more alterations than the equivalent stair on the other side. Again, openings should be repaired and reinstated to their original appearance and darker joinery colour.

On the stair to the second floor, the entire stair retains the arcaded detail. Some boarding has been fixed to this which should be removed.

At the base of the stair is a diagonal, red ceramic tile floor. This is a significant remnant and should be retained in-situ if possible, with red tiles fitted in at the holes which mark the position of former partitions.

The openings to the north side were probably similar in arrangement to the north side of the east stair and this should be used for reinstatement. The three arches have been infilled. This might have been due to a reaction to earthquake damage. Ideally, this infilling should be removed and the glazed arrangement reinstated. On the south wall, the two side openings are not significant and should be reinstated to the original design. The central opening is the entrance to the cabinet office and this alteration could be considered to be significant, in which case the joiner should be left as it is but repainted dark to match the rest of the joinery.

Missing pendant bosses should be reinstated to the underside of the gallery. On the east side, the two flanking openings should have original joinery style and glazing style reinstated. There has been damage at the arch to the base of the stair. This probably did not have a partition originally but it has been partitioned off later. As part of this alteration, the capital course of the base of the arch has been cut off. This could be reinstated or it could be left but the position of the former partitions is not significant and the holes could be filled.

On the west side, the original arrangement survives to the north. Cabling should be removed. At the centre, the current arrangement should remain, except for reinstatement of the glazing to the arch. The southern opening is of poor appearance. The section in the arch should be reinstated to being glazed and the part below reinstated to match the other openings.

**Rooflight and ceiling**

The roof arrangement is the same as the equivalent stair to the east. The design is similar to the east at top floor level although the east and west arches, on both north and south sides, have been filled in. They appear originally to have been open and this open quality should be restored.

**Second floor**

The doors and arched openings above should be restored to match the evidence of the most complete surviving example which is the southern opening on the east side. The doors were glazed with reeded glass above and had adjustable louvres below.

On the south side of the ground floor the joinery has survived almost intact and needs an overhaul. The secondary doors should be removed. Cabling etc should be removed. To the east of the south side return wall has a slot cut through the capital course of the base of the arch has been cut off.
7.3.48 Significant Interiors – the Legislative Chamber

**Policy 60 - The Legislative Chamber**

The Council Chamber should be retained and repaired with a minimum of change, other than that which may be necessary to enable it to be used.

Legislative chamber is an important room. It is significant for its history rather than its aesthetic quality. It had been sub-divided by a partition which has little historic quality and detracts from the rest of the space.

Given the outstanding national significance of this space, this space should primarily be used as a museum open for public access. If for short-term temporary projects the space is proposed to be used for a performance, conference or meeting, overt political uses should be avoided.

This is a highly significant space that can no longer be used for its original purpose. The main room could now be used for purposes that are compatible with the new use of the Secretariat building, such as conferences, lectures or other presentations.

The exterior of the Legislative Chamber building is plain and in reasonable condition and may require little more than maintenance and limewashing. The interior has a powerful atmosphere and should be retained in its current state, with a minimum of change beyond that which may be necessary, including lighting and other services for its new function.

This quality would be lost if the interior was to be repainted. It would be better to clean this interior, but leave it unpainted. If the partition that has been built across the main space is found not to have Primary or Contributory Value, it should be removed to restore the character of the full space of the Legislative Chamber.

All original timber panelling and furniture in the building should be kept out of direct sunlight. The original benches should be reinstated at the northern curved section of the parliament benches have been removed. If this area is to be put to another use, the original layout should be reflected in any new fabric. All moveable objects currently inside the room including tables, chairs, pictures, the flag and sections of wooden panelling should remain inside the room and should not be removed. The original paint schemes of the room should be investigated by microscope paint analysis and reinstated.

7.3.49 Significant Interiors – Cabinet Room and Shrine to Aung San

**Policy 61 - The Former Cabinet Room and Shrine to Aung San**

These rooms have high significance in the 20th century history of Myanmar. This significance should be respected and revealed through appropriate furnishing and interpretation. No works are to begin which affect this space until the views of the descendants of the nine martyrs have been considered in the planning process.

The former Cabinet Room, which was the site of the Assassination of the nine martyrs, including General Aung San, is a site of extraordinary sensitivity and significance to the people of Myanmar. No decision as to how this room should be treated can be made by a non-Burmese. Advice in this CMP is limited to the listing of alternative approaches.

There would appear to be two principal options: the first that the room should be maintained as the Buddhist shrine which it has become; the second that it should be restored to its former layout and appearance as the Cabinet Room, in which evidence of the assassination such as bullet holes, is exposed, and a shrine to the nine martyrs created elsewhere in the building, perhaps in what was General Aung San’s office.

Whichever approach seems the more appropriate, this part of the work requires to be carefully researched and undertaken with the greatest of respect and care.

The Cabinet Room is also an important room in the history of modern Myanmar. The partitions in this area, although not significant as fabric for their aesthetic value, are important in the way that they form rooms which have historic significance. These partitions should be retained. They need not be repaired and can be left as they are with cleaning.

The Cabinet Room could be furnished so that the historic use of the room can be interpreted.

These rooms will be made open to the public and interpretation should be provided.

Overt political uses should be avoided together with a means by which the general public can show their respects to the Martyrs. The interpretation of the history should not focus only on the assassination but on the important contribution of these men. On Martyrs’ Day, the room should be made available to descendants of the martyrs to show their respects if requested.
7.3.50 Services

Policy 62 - Introduction of Services

Within interiors of principal or contributory value and on the outside walls of all buildings, surface mounted cables and other services are intrusive and should be redesigned or concealed. New service installation should seek to minimise surface mounted cabling, ducts and equipment in favour of unobtrusive hidden services. Where exposed conduit is required, the layout of this conduit should be designed in such a way that it conforms to the rhythm and spacing of the interior and exterior architecture.

For the intended use and for the comfort of visitors, it is likely that significant servicing, particularly for air conditioning, will be needed. Careful design is needed to avoid impact on significant interiors.

New drainage and services installations will require to be designed with considerable thought and care, with a view to minimising the aesthetic impact on the interiors. Particular care should be taken to minimise impact on the stair halls and other circulation areas. The design of services installations should be developed by the engineers in close consultation with the architects.

Air-conditioning is likely to be the most demanding aspect of the installation. It may be sensible to break the system up into a number of smaller units, perhaps with cooling plant in each of the seven towers of the main building. Rising ducts are likely to be most easily found in the seven towers, adjacent to, but outside the stair halls. Horizontal ducts may be most easily accommodated in the roof voids of the West and East Ranges. It may be possible to chase the brick walls to provide for the concealing of water pipes and electricity cables, providing this work is done in advance of lime plaster repairs.

There may be circumstances where concealed servicing is precluded by the use of the room but the need for surface mounted servicing might be a consideration in deciding whether a historically or architecturally significant room is suitable for a particular use.

Within the east and west stair halls it might be possible to put servicing plant into the voids created by reinstating the vaulted roofs onto the existing structure. Within the first floor rooms, servicing plant could go into roof voids on top of flat roofs and within second floor rooms by partitioning off parts of second floor rooms.

The provision of servicing might be more difficult for significant interiors on the ground floor. The possibility of reinstating ceilings and using the entire void between the reinstated ceiling and the concrete structure above as a duct for cooling air should be considered.

7.3.51 Airconditioning Enclosure Lines

Policy 63 - Airconditioning Enclosure Lines

Airconditioning Enclosure Lines should be designed where possible to conform to the existing enclosure lines within the building. Where new enclosure lines are required they should be inserted in such a way that they respect the flow and rhythm of the existing interiors and that the work is reversible. Glass enclosure walls should be used where new enclosure lines are required.

7.3.52 The Service Buildings to the North

Policy 64 - Repairs to the North Service Range Buildings

The North Service Range Buildings should be carefully repaired and restored externally, but they could be treated with some freedom internally while ensuring original surviving decorative features are incorporated.

The three buildings of the North Service Range and the Inner Gatehouse Building are architecturally significant. They should be repaired and a new use found for them. These buildings have been unroofed for some time. The surviving walls are saturated and in a derelict state.

The buildings to the north have less significance than the main Secretariat buildings. They are also in poorer condition. What remains are the brickwork shells of the buildings with no roofs on the main parts but some remnants of roofs on the towers to the north.

There are no survey drawings and the buildings are not well understood. They should be recorded and researched in order to provide a starting point for their proposed repair, restoration and adaptation for new uses. This policy might require to be reviewed when additional information is available.

Proosed works

The roofs of these buildings were covered with Mangalore tiles. They should be reinstated in this form, using the same materials.

The tower roofs should be restored to their original appearance and their original materials, based on the surviving evidence. It would be worth carrying out a detailed survey, possibly from scaffolding, to record the construction and detail of the materials so that an accurate restoration can be specified. These roofs are in poor condition and it is likely that new roofs will have to be built in their place. It will be possible to salvage relatively little of the original material but where it can be, such as zinc tiles or ironwork, it would be better to re-use pieces, even if they are not in perfect condition. It might be that all of the salvaged pieces are used on one roof with the others being covered with replica materials.
The setting of this important historic building should be protected as part of the administration of the City of Yangon. Axial relationships, such as the relationship with the school building to the north should be protected. Historic settlement patterns, plot boundaries, pedestrian routes and enclosures should be respected, as should the form, texture, grain and general character of the streets around the site. In order for the general public to be able to appreciate this setting, ample public access should be provided.

Policy 65 - Preservation of the setting

It is desirable for the retention of significance of the Yangon Secretariat building, that development is controlled in the surrounding streets. Development should be of good quality and it should not obscure existing significant views or the relationship between buildings. The scale and character of development needs to be controlled.

Although it is acknowledged that this policy will be outside the control of the owners of the Secretariat building, it is in the interests of the conservation of the Secretariat building and the quality and character of Yangon overall that changes made around the Secretariat building respect its significance. This does not mean that development cannot take place. Development should be of good quality and, in its architectural design and planning, it should recognise the significant qualities of the Secretariat building.

Protecting the relationships between the building and its setting does not necessarily prevent alteration.

There is potential for the relationship between the Secretariat and the block to the north to be improved by the restoration of the roofs and turrets to the service blocks of the Secretariat site.

The railings around the full perimeter of the site are not the original ones. It is desirable on the south, east and west sides, that the railings are reinstated to a design which is more appropriate to the significant architecture on the site. The buildings to the north will no longer be used as stables or secondary accommodation for the use proposed for the main Secretariat building. Subsidiary buildings of this kind are no longer needed. These buildings are less significant than the main Secretariat Building but they are still of value and should be restored and retained. They should provide a use which is sustainable and, ideally, supports the future of the higher significance buildings on the site.

7.4 The Grounds and Setting of the Secretariat Building

7.4.1 The Setting

7.4.2 Proposals - North Side

A use which has been proposed for these buildings is as restaurants. To be successful, restaurants would need a much stronger relationship with the street than is provided by the existing boundary treatment.

It would be possible to remove the boundary treatment to the north of the Secretariat service buildings without damaging the significance of the overall site. If designed well, this removal could enhance the use of the Secretariat service buildings but also enhance the significance of the relationship between the Secretariat site and the school buildings on the plots to the north.

The northern boundary could be removed and replaced with a paved area, possibly including some parking. This alteration could enhance the character of the site and certainly would help to provide a new use. It need not affect the overall significance of the site, or the significance of the relationship between the Secretariat and the school to the north, as long as the alteration is designed as a positive and high quality streetscape design. This is a special area that will be seen in association with significant buildings on either side of the street, and so it needs appropriate high quality design. This design should include:

- Good quality paving and street furniture.
- A symmetrical arrangement which recognises the central axis and the key architectural features on the north side of the Secretariat service buildings.
- The return of the boundary treatments along the north side from the north-east and north-west corners, as far as the outer corners of the Secretariat service buildings so that the original treatment could be restored to the corners in this project, or at some time in the future.

If parking is intended, then it should be symmetrically arranged with an area of 20m to either side of the central axis left free of parking so that the relationship between the central service building and the school building to the north can be appreciated.

7.4.3 North East Corner

The historical significance of the Salvation Army Church to the north east is not known, neither is the significance of the Government Press Building directly east of the north-east corner of the Secretariat block. The significance of this group should be assessed because it might influence design decisions in this area.

West and South Sides

On the west and south sides of the Secretariat block there is development of generally residential and hotel use. These buildings could change without damaging the significance of the Secretariat Building although redevelopments which are so large that they dominate the Secretariat Building or challenge its authority as the largest and highest status building in this part of Yangon, would damage its significance.

7.4.4 Views

Views towards the Secretariat Building from the surrounding streets must, in the past, have focused on the dome. The corner blocks with their towers would also have been important. The views into the site were once guided by the position of gates but with some of the gates falling out of use, this is no longer the case. It would be desirable to reinstate the gates and the routes to them, even if they are not being fully used, to help recover the significance of some views. The gate to the north-east could give a view along the south side of the service buildings for a considerable distance through the site.

Within the northern part of the site, from the area in front of the service buildings, there is a view westwards towards a fairly recently built multi-storey building on Anawratha Road. Regardless of the architectural quality of this building, this relationship between buildings now exists and needs to be considered in the design and layout of routes within the...
Secretariat site. It would be difficult to ignore views towards this building.

7.4.5 Control of Development

Policy 66 - Control of Development

The Secretariat Building provided particular landmarks, such as the dome and corner towers. Buildings in the future should not detract from the primacy of these architectural statements.

The height of buildings should generally be appropriate to their context. The buildings should be of a similar height to the neighbouring existing buildings. Although it is sometimes possible to build a storey higher, particularly if the top storey is recessed or differentiated as a storey for ventilation or other plant.

Building lines vary and are not always prescriptive, but should be considered as individual projects are brought forward. In some cases, investigation of historic building lines may prove useful.

Consideration should be taken of the dominant materials and colour palettes in surrounding buildings. This is particularly relevant if the surrounding buildings are considered to be of significance.

The materials which are most common and which give most positive character to the existing buildings are brick, concrete and glass. The surrounding buildings give an indication of how these materials have been used from the late 19th century and through the 20th century.

Any building which is proposed for demolition must be assessed in terms of its significance to the city. The demolition of a building or part of a building should generally be accompanied by a comprehensive redevelopment strategy and proposal for the site. There may however be an opportunity to remove a building or part of a building to enhance the cityscape.

Traffic Management

At present the traffic dictates the character of the streets around the building. A better balance between pedestrians and vehicles is desirable.

The character of the road surface could be more attractive in the context of buildings, railings and gates, and a paved road surface might help to manage traffic and reduce traffic speeds. The widening of pavements and introduction of good quality surface materials would positively contribute to a unified context for the Secretariat Building.

7.4.6 The Grounds

Policy 67 - The Landscaped Garden Grounds

The layout of roads and paths and the positions of major trees and other significant planting should be recorded. A new landscape and garden plan should be prepared, which should take account of car-parking and other current needs.

Traffic Management

At present the traffic dictates the character of the streets around the building. A better balance between pedestrians and vehicles is desirable.

The character of the road surface could be more attractive in the context of buildings, railings and gates, and a paved road surface might help to manage traffic and reduce traffic speeds. The widening of pavements and introduction of good quality surface materials would positively contribute to a unified context for the Secretariat Building.

Professional landscape advice on the garden grounds, civil engineering advice on roads, drainage and services and new surveys are required.

The site has significant trees and planting, and in most cases the relationship between trees and building is good. The areas where planting and trees is most notably lacking is on the east side of the secretariat building.

The drainage in the grounds is needed to cope with rainwater drainage from the buildings and from the site as a whole. It probably needs to be substantially improved. Underground services may require to be located and substantially renewed or upgraded.

Care should be taken to minimise unnecessary clutter within the grounds, which would harm the setting of the building.

A landscape maintenance and management plan should be prepared and costed.

7.4.7 Perimeter Railings, Gates and Gate-houses

The mid 20thC security railings should be removed and the original cast-iron railings and gates and gate piers should be restored. The Gate-houses could be retained and repaired if they are useful; otherwise, they could be removed. Other temporary structures should be removed.

7.4.8 Artwork

There are opportunities for enhancing some of the existing areas and for introducing artwork into new locations. Locations could be identified for public art.

7.4.9 Signs

Consistency is required for the signs around the site. A signage strategy is necessary to ensure their consistency.
and appropriateness. Both will contribute to the general character of the site. Though signage is important, visual clutter, caused by excessive numbers of signs, should be avoided. Signs should be well considered and sensitive to the surroundings.

7.4.10 Car Parking & Bicycle Storage

Policy 68 - Car Parking

Parking within the grounds of the Secretariat should be kept to a minimum and should be controlled. Car parking must respect the original layout of the garden setting and the imposition of large open areas of car parking across or over existing garden layouts should be avoided.

Surface parking could be a significant visual problem around the Secretariat building. The problem of parking cannot be addressed in landscape design terms alone and will be a visitor and staff management issue. Parking will be required for people with restricted mobility who depend on cars as their only way of reaching the building.

Surface parking could detract from the visual quality of the gardens. Painted road markings and other devices that make an area obvious for parking should be avoided. Areas designated for parking should be paved attractively so that they form an appropriate context to the building when the cars are not there, improving public realm and provision of quality outdoor space.

A new use for the building will mean that a significant area for parking cars will be needed. The areas which are considered to be of highest significance within the ground are to the south of the south block and the central courtyard. These areas should be restored and repaired and used as gardens. This leaves the areas to the west of the west block and east of the east block as potential areas for parking.

The areas to the east and west of the main secretariat building are now different to their original layout. To the west, the landscape is fairly similar to the surviving landscape to the south with curving roadways leading between the gates and the route around and through the west block. The trees are overgrown. This land was probably originally conceived as parkland with roads passing through areas of grass fringed with trees. This character could be recovered with parking placed into the formerly grassed areas. New parking provision should not be in large blocks, but should be laid out with care around and between the existing trees. There could be different types of surface for parking with the parking that is used all the time given a more robust surface than overflow parking for particularly busy times which could be over a proprietary finish which has some grass growing between it. Individual areas of parking should be screened with hedges and trees so that the parkland quality of this area is retained to some extent.

In the area to the east, the original layout has been different. It is more formal because there is a road on the axial route between the central pavilion of the east block, and the central point of the eastern boundary. This has led to larger open areas to the north and south of this central axis. It might be easier to place parking in these areas. The visual effect of parking can be minimised by planting trees and hedges. Preference should be given to parking to the north side of the central axis with more grass, if possible, to the south side.

The possibility of dedicated and controlled parking outside the railings around the whole perimeter of the site should be explored with the Yangon City Development Corporation.

Where there is demand for additional bicycle storage, the chosen system and location should take into consideration any potential impact on the building or on important aspects of open space character areas.

7.5 The Building in Use

7.5.1 Maintenance

Policy 69 - Maintenance & Management Plan

A maintenance schedule and budget for ongoing maintenance should be established. This should be revised on completion of an alteration project to ensure that it is accurate for the future care of the building.

Current Maintenance

In the past, the building has been patched and temporary roofs have been used to protect the interior. Maintenance has varied from no maintenance at all on parts which have fallen out of use, to emergency maintenance on the parts which are still roofed and where leaks would affect the condition of the building. The nature of the buildings, with high and complex roofs, makes them difficult to maintain. It is also much more difficult to catch up with a backlog of maintenance if it has been allowed to slip.

Systematic care based on good maintenance and housekeeping is both cost-effective and fundamental to good conservation. Early action can often prevent decay and avoid the need for major intervention later. Any building is best and most economically maintained by establishing a consistent level of good repair by a carefully thought out routine of maintenance and housekeeping. It is essential that there should be easy and safe access to all parts of a building for maintenance purposes.

Essential information about the building, including materials, construction, services, maintenance and housekeeping procedures, should be maintained and regularly updated. Regular inspections and checks and the results of these, along with a note of any work carried out on the building should be recorded in a log book.

The following procedures should be included:

- Checking, testing and servicing of building services installations.
- At least twice yearly cleaning of gutters and checking of roofs, rainwater disposal systems and drains.
- Checking of all rooms, particularly little frequented areas such as attics, cellars, roof spaces and other voids.
- Window cleaning etc.
- Checking of underfloor vents and other natural ventilation.

Maintenance Plan

It will be essential as part of the ongoing management of the building to develop a maintenance plan for the site. Immediate appropriate repair and ongoing maintenance will arrest and prevent further decay of the building fabric.

There are a number of actions and issues that should be addressed in the maintenance and management plan. They include the following:
• Annual inspections for maintenance and basic maintenance tasks such as checking the roofs for slipped tiles, checking and clearing flat roofs and guttering, rainwater heads, downpipes, rainwater gutters and gratings.

• Regular inspection of services by suitably qualified staff, including electrical, gas, heating, fire and other safety appliances and plumbing.

• Regular repainting as required.

• Minor repairs should be carried out as and when needed.

• Regular and thorough condition inspections should be commissioned at five year intervals.

• Maintenance and management of any extensions, external alterations or new buildings should be included. The plan should be updated to include them.

7.5.2 Condition Inspections

Policy 70 - Condition Reports

The condition of the building should be the subject of regular inspection and reporting. Reporting on a significant building should consider conservation issues. Recommendations should respect the conservation interests of the building fabric. The policies in this Conservation Management Plan should be taken into account in making recommendations.

It is recommended that the condition of any building be reviewed every five years. Quinquennial maintenance cycles are demonstrably effective in managing building stock. This five year cycle is based on the commonly expected life of outside paintwork. There are many tasks for which annual repetition is too frequent and ten yearly is not frequent enough. Other intervals can be appropriate in certain circumstances, but the twice in a decade rhythm is a natural one to adopt.

There is an internationally recommended formats for condition reports which has been shown to be a successful way of prioritising repairs and allowing useful costing. Each element of the building should be examined starting with the roofs, then the walls and interiors, then the surrounding land, grounds, pavements, railings, etc. The services such as ventilation plant should be inspected at the same time. The parts within each section should be undertaken in a logical order. Actions for repair should be clearly identifiable within each part of the text. Each action should then be grouped together into identifiable actions in a list of priorities. The priorities should be listed according to urgent works – work that should be carried out within one year; necessary work – work that should be carried out within five years; and, desirable work – works of restoration or defects which are decaying slowly and where repair could be deferred. This list of repairs could be costed by a cost consultant.

7.5.3 The Conservation Management Plan

Policy 71 - Use of Conservation Plans

The owner, contractor, lessee, and project manager must make reference to the conservation management plan at all times, and continue to use it in conjunction with other management policies and procedures. They should ensure that the building is maintained and managed according to best conservation practice. The owner/lessee/project manager should be responsible for issuing and explaining the conservation plan to all relevant parties who are designing for, or repairing the building. The relevant policies should be explained to all such people and to those who work on site as part of a site induction.

This document is the overarching conservation strategy for the building and its setting. Future studies should cross reference to this document.

A conservation plan is detailed study of a building and includes an examination and analysis of the interior and exterior of a specific building. A conservation plan aims to aid the conservation of the building by providing a thorough understanding of the history, significance and issues facing the building.

A conservation plan is designed to provide a framework to inform the management, use, protection, repair and conservation of the building and it should be adopted by the owner. It is not expected that the conservation plan could ever be sufficient in detail to provide for every eventuality or answer every question that might arise in the future. It should not be used as a substitute for professional conservation advice. The professional conservation advisor sought should use available conservation documents as a guide.

The conservation plan will be a core document to enable the sensitive and appropriate ongoing use of the site and for its management. Conservation plans and conservation statements are often submitted as supporting information for project proposals.

Copies of the Conservation Management Plan should be kept in the owner’s office. Copies should also be lodged in a suitable public archive. A copy should be made available by the owner to all consultants and occupants working on or in the building, now and in the future. A digital copy should be maintained by the author.

The Conservation Management Plan is intended to be a dynamic document. It should be reviewed every five years to maintain its reliability. The document should also be updated when further information becomes available.

7.5.4 Research and Investigation

Policy 72 - Research and Investigation

The results of any research or investigation of the building should be carefully recorded.

There are sound practical as well as academic reasons for the maintenance of good records. Measured surveys are expensive to undertake, so survey drawings are valuable. Knowledge of the structure, construction and the sometimes complex nature of the fabric of a historic building can suggest opportunities and avoid mistakes. Survey drawings and written accounts should, therefore, always be kept up to date and maintained as part of the permanent documentation of the building.

Methods of recording include: photogrammetry, rectified photography, hand-measurement and thermography. Other more sophisticated non-destructive investigation techniques also have applications in recording historic buildings. When work is in progress in any historic building, and particularly in a building of significant age or complexity, any disturbance
7.5.5 Access

Policy 73 - Public Access
It is important that reasonable public access is available to the key spaces of the building. Access should be provided to meet the needs of the various different groups who use the buildings. Where access proves difficult, a less satisfactory alternative to accessibility issues is to provide suitable accommodation elsewhere.

Access for people with restricted mobility is not possible to the building at present. There is no lift access. Access is desirable and safe emergency egress from buildings also needs to be enhanced.

Providing disabled access to the building must be considered carefully and should be carried out following the guidelines on interventions in this Conservation Management Plan. There may be a difference in the access requirements between staff and visitors in terms of permitted access, security and privacy. These issues should be addressed in the planning of new access, such as the provision of lifts.

It is recognised that it will not be possible to provide access for all visitors to all parts of the buildings for a variety of reasons such as security, physical access restrictions, and health and safety. The inaccessible parts of the building are not sufficiently significant to require remote interpretation.

7.5.6 Interpretation

Policy 74 - Interpretation

The history of the building, its former and current role within the life and operation of Yangon, its architect, its original details and arrangement, and the ways that it has been adapted are all of interest and require interpretation. This interpretation should be designed and presented in such a way that it is approachable to local and international visitors of all ages. Before signage, photographs, interpretation panels, display boards, audio tours or any other interpretation aids are produced, an interpretation strategy should be written.

Information about the building and its history should be made available for visitors. This might be done using a range of means, from display boards to mobile phone apps.

The following interpretation principles should apply:

• Avoidance of politicisation- displays should not be overtly political.
• Fair and balanced presentation which identifies the many aspects of the sites history while not providing a biased or judgmental voice.
• A style guide for whole site to be produced by a graphic designer so that all presentation material and signage is of the same font, design, feel etc.
• A cultural heritage interpretation specialist should be employed to design the interpretation strategy for the site.
• An advisory group of senior historians and including the YHT should be established to advise on the contents of the interpretation strategy and to ensure a fair and balanced approach.
• Interpretation within the cabinet room should involve representatives of the nine families.
• All interpretation should be presented in Burmese and English
• Audio tours should be created for many languages in addition to Burmese and English.

• The displays should be designed in such a way that they are accessible to people of all ages.

It is appropriate to provide some interpretation in the publicly accessible areas of significant spaces and buildings.

There is an opportunity for the Secretariat Building to provide a further educational role for the public about the conservation of historic buildings. People who are directly involved in managing the building stock, as well as occupiers should be able to understand the conservation and repair project and to appreciate the building and how it has developed.

7.5.7 Safety

Policy 75 - Safety

Proposed works and final designs will need to follow appropriate safety guidelines and policies to ensure that fire and health and safety regulations are met.

The site has no abnormal health and safety issues. At present, it is not susceptible to vandalism. The security of the buildings will particularly important for the proposed future use which will include valuable collections.

7.5.8 Security

Policy 76 - Security

The owner should consider the security of the staff and visitors, as well as the buildings and contents. These considerations might not always be compatible. The owner must consider the security of contents of buildings as well as the buildings themselves. This applies to buildings which have important collections.

Existing security procedures should continue as required. Security equipment within the buildings, or fixed to external fabric or within the grounds should not have an adverse
physical or visual impact on historic fabric and should be reversible.

Security equipment should not be fixed to the outside walls of the secretariat building. Fixing to poles within the grounds would be preferable.

7.5.9 Disaster Management

**Policy 77 - Risk & Disaster Management**

Proper management arrangements should be put in place to cover the risks of fire, earthquake and other potential disasters. There should be a Disaster Management Plan, which should be reviewed every five years.

It is essential to be prepared for, and to take precautions against disaster. The building could be more than normally vulnerable to flooding due to its complex roof forms, extreme winds, or earthquakes. Some disasters are entirely unpredictable. In certain circumstances professional advice should be sought on preventive or precautionary measures or on the need for a disaster plan.

A Risk and Disaster Management Plans should be maintained and reviewed as appropriate. These should be prepared with advice from specialist conservators (e.g. for stonework, woodwork, flooring, textiles, furniture etc). The plans should include priority management in the event of a disaster (e.g. fire, flood) at specific buildings.

Necessary information should continue to be passed to visitors and people attending events.

It is important that consideration be given to the different aspects of insurance cover and the appropriate advice be sought.

**Fire**

Fire is the greatest single threat to the fabric and contents of any building. In a historic building the loss of authentic fabric in a fire is irretrievable. Management policies should minimize the likelihood of fire by the assessment and elimination of major risks and by the management and control of those risks that cannot be eliminated. Fire safety and protection measures and insurance arrangements should be regularly reviewed, at least every five years.

Any new installation of a fire detection system, or enhanced provision of safe routes of egress in historic buildings should be non-invasive and discreet. It must not be visually or physically intrusive within interior spaces identified as being of Primary or Contributory Value.

The following specific measures should be considered:

- a written fire safety policy.
- appointment of a named person to be responsible for all fire matters.
- preparation of a fire safety manual.
- preparation of a fire risk assessment.
- installation of a fire detection and alarm system.
- reviewing fire separation and compartments, and improving standards as necessary.
- provision and maintenance of appropriate first aid and firefighting equipment.
- ensuring that access for firefighting is always available to all parts of the building and site.
- fire training for all staff.
- ensuring that all building and maintenance contracts contain clear fire safety requirements, including hot work procedures, and that these are enforced.
- formation and training of a salvage and damage control team, if appropriate.
- regular liaison with the local fire service.
- regular testing of all electrical wiring and equipment, repairing or renewing as necessary.

It is important to consider whether the introduction of particular fire safety measures would cause irreversible damage to the historic fabric. It is often appropriate to consider alternative approaches to fire safety. Apart from the direct impact, fire safety improvements can affect the fabric of a building indirectly, for example by inhibiting air movement through concealed voids, which is necessary to keep the timbers dry.

It is important that the interiors of buildings have fire protection and fire safety measures. The paramount importance is for the safety of the people who occupy the building but the buildings also need to be protected as works of art of cultural significance. Fire compartments and fighting measures need to be carefully designed. It is possible to upgrade doors to appropriate level of fire separation by using intumescent varnishes and paints. It is important that interiors, all cabling and detection systems should be concealed. There is a well established practice of air sampling fire detection systems which have minimal visual intrusion on the appearance of significant rooms.

There should be a no smoking policy for all building users to prevent accidental fire risk to the building fabric or contents.

**Historic Scotland Technical Advice Note 11 - Fire Protection Measures in Historic Buildings**

**Historic Scotland Technical Advice Note 14 - The Installation of Sprinkler Systems in Historic Buildings**

**Historic Scotland Technical Advice Note 22 - Fire Risk Management in Heritage Building**

**Historic Scotland Technical Advice Note 28 - Fire Safety Management in Heritage Buildings**

**Inform Guide - Fire Safety**

[Download PDF]

7.5.10 Lightning

**Policy 78 - Lightning protection**

The building should have lightning protection, which should also be checked and tested annually.

Lightning conductors should be discrete and should be the minimum necessary to conduct lightning to the ground. This might involve two conductor tapes for a small building. The conductor tapes should be positioned in the most discrete possible positions. Conductor tapes can be fixed to the inner faces of parapets.
The need for protection against lightning in Yangon should be assessed. This would involve an analysis of the frequency of lightning strikes and damage caused by lightning in the city. It is likely that the project will introduce new high points to the building and that these high points may not be as high as some of the buildings around the site particularly on the eastern side. However, the building is large and is probably sufficiently large to need its own protection even if buildings on neighbouring plots are taller, if there is a significant history of damage by lightning strikes in Yangon.

Various options for lightning protection are possible. There are guidelines involved available internationally. The ones known to the authors of this report are the British Standard, which is a largely discredited document and tends to involve an excessive number of down tapes, and the European Union Standard.

A system that could be considered for lightning protection is the pulsar system. This involves an electrical charge emitted at the highest point. It could be built into a restored dome and finial. Inclusion of the pulsar system means that fewer terminal points are needed for the lightning conductor system and, in turn, fewer down tapes. The pulsar system attracts lightning to a particular point where the effects of the charge can be accommodated in to down tapes.

The design of an appropriate lightning conductor system will require specialist and local knowledge. Lightning conductor tapes should be fitted in discreet positions on the walls. Positions of lightning conductor tapes should be carefully considered. Lightning conductor tapes can pass down and, next to, or even on down pipes. They can also pass down the internal angles between walls so that they are normally hidden in shadow etc. There are ways of reducing the visual impact of lightning conductor tapes by encapsulating the copper or bronze rods within a plastic encapsulation. Plastic can be of a similar colour to the majority colour of the wall behind that it is attached to - meaning that the visual intrusion is reduced.
8.0 APPENDIX I - SELECT BIBLIOGRAPHY

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Figure 96: Council Chamber and north towers

Figure 97: Detail of elevation

Figure 98: Lodge in the grounds