

DRAFT

GOVERNORS DOMAIN AND CIVIC PRECINCT NATIONAL HERITAGE LIST ASSESSMENT NATIONAL HERITAGE VALUES STATEMENT

Note:

Aboriginal names are often spelt differently in different sources. In this report the spelling of Aboriginal names reflects the spelling used in source documents cited in the text and referred to in the Bibliography.

Criterion (a)

The place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history.

Early relations between Aboriginal people and settlers

For the first several decades of British settlement, Aboriginal people and colonisers lived in close proximity and there was a complicated process of negotiating and re-negotiating relations. Early journals, diaries, newspapers and art works provide important but limited information about Aboriginal people living in and visiting the area around the early penal colony centred on Sydney Cove. These sources document first encounters and developing relations between Indigenous people and the early colonisers. These historical accounts do not reflect an Aboriginal perspective but do detail a range of responses by Aboriginal people to colonisation, including examples of miscommunication and misunderstandings. Some Aboriginal people and colonisers developed personal relationships, while some relationships were perceived to be mutually beneficial, there were also examples of violence and Aboriginal resistance. The Governors' Domain and Civic Precinct has an outstanding capacity to connect people to the early history of interactions between Aboriginal people and British colonisers.

This value is associated with the place as a whole.

Governance

The Governors' Domain and Civic Precinct is one of Australia's premier historic city districts with strong associations with early colonial governors. Its ensemble of buildings, parks, gardens, interiors and smaller heritage features demonstrate important events in the evolving pattern of modern Australia's history of democratic development where the (Australian) people moved from subjects to constituents through a long process of transition over the nineteenth century. This transition was uneven in its treatment of women and Indigenous peoples. The emerging shift from military rule in a penal colony over the period 1788 – 1823 is particularly well demonstrated. The establishment of early Parliamentary forms of government, the establishment of the Supreme Court and aspects of the history of suffrage in Australia is also demonstrated. These changes in governance did not give regard to traditional Indigenous systems of law.

Features expressing this value include but are not limited to the First Government House, the NSW Government House and Garden, the NSW Parliament House, the Mint, the Domain, the NSW Supreme Court complex, the NSW Colonial Secretary's Building and the NSW Treasury Building.

Founding civic institutions and emerging civic space

The Governors' Domain and Civic Precinct includes many features and buildings which have origins associated with the first years of the Sydney colony - Australia's first permanent European settlement. This historic depth to the place and its legibility enables the precinct to demonstrate historical processes which were established from the early colonial period in the Sydney colony.

The transition of the colony from a small and isolated penal settlement to a more substantial 'free' settlement can be partly demonstrated in the Governors' Domain and Civic Precinct. The New South Wales Parliament House is associated with the first Parliament in Australia. The efforts of early Governors to establish a Domain has had a lasting legacy reflected by the ongoing inclusion of the Domain in the city's spatial structure. Governor Macquarie's efforts to build a more expansive civic precinct centred on Macquarie Street with additional parks and social infrastructure is well demonstrated. A number of civic institutions were founded and located in this precinct area. These civic institutions informed the later development of similar civic institutions in other Australian colonies across Australia.

Macquarie Street, the Domain, Hyde Park and the Macquarie era buildings within the precinct express Macquarie's pivotal building program which encouraged a vision for the Sydney colony as a permanent settlement. Macquarie's further work to create and establish public open space is also recognised as the foundation for an emerging civic and public domain which was to endure into the twentieth century. The NSW Herbarium, established in 1853 at the Royal Botanic Garden, contains plant collections which were also significant in the projection of Australia's emerging identity internationally.

In comparison with other colonies established by other empires (Portuguese for example) overseas, the Sydney colony survived and developed a foundation for future growth. A bridge-head economy was established in a way which was able to sustain a small and isolated population. The deployment and application of convict labour, free land grants, substantial subsidies from the British Government and an early integration of agricultural production into an international system of commerce were significant factors in ensuring the colony's survival and prosperity (McClean. 2014. 54).

Features expressing this value include but are not limited to the First Government House, the Obelisk in Macquarie Place, Macquarie Place, the Macquarie Stables, the Domain (old and new), Macquarie Street, Hyde Park Barracks, the NSW Supreme Court complex, the Mint, the remnant fabric of the Rum Hospital, the Nightingale Wing of Sydney Hospital, St James Church, St Mary's Cathedral, Hyde Park, the Australian Museum, the Sydney Grammar School, the NSW State Herbarium, the Royal Botanic Garden, the NSW State Library, the Lands Department Building, the NSW Education building, the NSW Government House and Garden, the NSW Parliament House, the NSW Colonial Secretary's Building, the NSW Treasury Building and the NSW Registry Office.

Town Planning

Australia's population is highly urbanised. The Australian quality of life is therefore strongly influenced by the physical structure and urban texture of our major cities. Australia's capital cities have retained elements of their founding urban layout, function and other town planning devices. Together these historic city features shape a particular form of urbanism experienced in Australia's major cities. The Governors' Domain and Civic Precinct demonstrates to a high degree the use of two town planning patterns: a pattern which pairs a Domain with a Botanic Garden; and a pattern which places buildings facing towards and next to parkland. These patterns in Australia were first deployed and consolidated in Sydney and their success facilitated their repeated use across Australia, gifting the capital cities with a rich and generous public realm.

Features expressing this value include but are not limited to First Government House, Macquarie Place, Bridge Street, the Domain (including the NSW Government House and grounds) and the Royal Botanic Garden, Macquarie Street, Hyde Park and the spatial order of the buildings within the precinct including but not limited to a small collection of terrace buildings facing the Domain along the western side of Macquarie Street.

Criterion (b)

The place has outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.

Archaeology

The Governors' Domain and Civic Precinct is an area with substantial potential to reveal and provide physical evidence of the natural, pre-European and Aboriginal environment and the built form and material culture associated with the first permanent European settlement in Australia. This high level of potential is further recognised by existing designations of parts of the precinct as archaeological zones under various state instruments.

The known archaeological fabric of the Precinct is important for its ability to reveal significant information about the early Sydney Colony and processes relating to Australia's early period of colonisation.

The site of the First Government House, the former Government Stables (now the Conservatorium of Music) the Hyde Park Barracks, the former Rum Hospital and the former Royal Sydney Mint complex all contain both structural remains and extensive in situ archaeological deposits linked directly to the early settlement of the Sydney Colony. Behind Hyde Park Barracks there is also a remnant Macquarie era wall in a lot off Riley Street, Woolloomooloo. Other remnant built structures such as the Macquarie era wall and Phillip's ditch within the Royal Botanic Garden are also noted.

Known archaeological features of the Domain and Royal Botanic Garden are also documented in the NSW State Heritage Register reports for these areas.

Features expressing this value include the archaeological items identified above.

Criterion (c)

The place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history

Archaeology

The Governors' Domain and Civic Precinct contains a suite of archaeological resources with important research potential. This assemblage and its ability to yield relevant information are important in a national context because of the insights that the archaeological record can provide into modern Australia's colonial beginnings that are unavailable from other research resources.

The archaeological resources within the Governors' Domain and Civic Precinct span a comprehensive period from the pre-European environment, including Aboriginal occupation and use, through early settlement to the era of self-government. The extensive archaeological resource has the potential to reveal further information about the tenuous early days of the penal colony and its transition to a permanent, civil society, extending across public and private domains; the rich and poor, colonisers and dispossessed, military and convicts, officials and free settlers. The physical evidence is diverse and includes information about Aboriginal occupation and use, evidence of the environment at the time of colonisation and evidence about the planning, physical structure and evolution of the colony: the fabric of structures and buildings, a wide range of architectural, civil works and engineering endeavours (spanning different design materials and timeframes), early street layouts and form, experiments with building technology using local materials, the testing of local plants and soil conditions, early industries, water reticulation and waste disposal.

The Governors' Domain and Civic Precinct contains a number of known, or well-recognised, important archaeological sites. These include the First Government House Site, which offers insight about the life of the Governor, his household and major colonial events; Hyde Park Barracks, which provides an archaeological record of the institutional confinement which marked the earliest phase of Sydney's development; Macquarie Place, which has the potential to contribute to our understanding of the pre-European environment, early colonial settlement and occupation of the pre-1814 town leases in Sydney; the Mint and Parliament House, which can yield information on Sydney's first permanent hospital as well as later institutions; and the Royal Botanic Garden, which was the venue for the advent of European agricultural and horticultural activities in Australia. The Garden, although modified, is also expected to contain material evidence of use and occupation by the Cadigal people (particularly where landscape modifications have conserved integrity of the pre-colonial landform). Extensive sub-surface landscape features, as well as particular sites including the remains of two windmills are also likely to be identified within the Garden. Macquarie Place and sections of the Government Domain are also noted for their potential to reveal intact soil profiles, fossilized pollen, and other ecological evidence of Sydney's environment at the time of colonisation. These are important places with unique archaeological research potential.

The total archaeological resource within the Governors' Domain and Civic Precinct provides a highly significant and unique physical record of Aboriginal occupation and use (prior to and since 1788), the impact of European colonisation, how the colony developed and adapted to suit local conditions, the evolving patterns of domestic life and civic administration within the colony, convictism, and the development of civic infrastructure.

Features expressing this value include the archaeological places identified above.

Criterion (f)

The place has outstanding heritage value to the nation because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period

Planning and Vision

The Governors' Domain and Civic Precinct demonstrates the combined technical and creative achievements of Governors Phillip, Bligh and Macquarie in establishing a core civic precinct within the early Sydney Colony in the period 1788 -1821. The street layout, buildings and open public spaces of the Governors' Domain and Civic Precinct reflect a commitment to civic planning which included a vision for the settlement beyond its function as a penal colony. Harnessing of a convict work force at a time of resource scarcity and minimal existing infrastructure is noteworthy. The continued recognition of the area by town planners as a special parliamentary and civic precinct through the twentieth century is also noted as is the continued use of Macquarie Street by the community for ceremonial parades and celebrations.

The development of Macquarie Street with its early colonial architecture, the provision of a hospital, barracks, two churches and the provision of a park and a domain largely free of private exclusions were important milestones in the creation this distinctive civic precinct. Later, building within the precinct continued to respect the inherited civic intentions for this area. This continuation of intent has gifted the City of Sydney and the Australian community with a distinctive government and civic precinct with historic roots relating to the early Sydney Colony.

Features expressing this value include:

- The interconnected layout of Macquarie Street, Bridge Street, Queens Square, Prince Albert Road, St James Road, portions of College Street, William Street, Park Street and King Street;
- The buildings along the ridge line and high ground on the eastern side of Macquarie Street: Hyde Park Barracks; Sydney Hospital, the Mint, Parliament House, State Library of NSW, the Conservatorium of Music and Government House; buildings along the western side of

- Macquarie Street: Royal Australian College of Physicians Building; BMA House; History House; Treasury Building and Premiers Office; Transport House; Health Department Building; Royal Automobile Club; the Macquarie Street Terrace;
- Buildings along Bridge Street: Department of Lands building; Department of Education Building; the First Government House site; and the Chief Secretary's Building;
 - Buildings along College Street: St Mary's Cathedral, grounds and school; Australian Museum; and Sydney Grammar School;
 - Buildings adjacent to Hyde Park: the Sydney Supreme Court of NSW complex including the Supreme Court House, Banco Court and Old Registry Office, St James Church and the Registrar General's Office; and
 - The public open spaces of the Government Domain and the Royal Botanic Garden, Hyde Park and Macquarie Place

Public Domain and Landscape Design

As a series of designed landscapes which substantially represent their spatial form established from 1792–1826, the Governors' Domain and Civic Precinct comprises an integrated cultural landscape of aesthetic significance with outstanding scenic qualities.

The Domain and the Royal Botanic Garden are among the earliest places in Australia where there was an intention to create a park in the English tradition. The efforts of Governor Lachlan and Mrs Elizabeth Macquarie to formalise this park and embellish its Picturesque qualities, including the construction of the Government House stables (the Conservatorium of Music), reinforced the vision of an English park.

The layout of Macquarie Street with the largest group of Macquarie era buildings in Australia was deliberately sited to produce an impressive composition along the ridgeline. Hyde Park, Australia's earliest public park, declared by Macquarie in 1810, is further historically significant as a remarkably early planned open space in the international history of the public park movement (Context 2011). Macquarie Place was intended as a town square.

The landscape of the Royal Botanic Garden and the Domain displays a high degree of technical achievement in imprinting British aesthetic ideals on the Australian landscape. Here the Macquaries, Charles Frazer, Charles Moore, JH Maiden and other Directors of the Botanic Garden shaped the landscape according to Picturesque and Gardenesque principles, creating a landscape worthy of international botanic gardens. The Royal Botanic Garden and the Domain form a landscape which demonstrates almost 200 years of landscape design, with two key British landscape practices—the Picturesque and the Gardenesque—adapted to the Australian landscape and soils, using many Australian species.

In the Royal Botanic Garden, Charles Moore's achievement in creating an outstanding example of a Gardenesque landscape on the shores and reclaimed land of Farm Cove is still clearly evident.

The features of the public open spaces of the Government Domain and the Royal Botanic Garden and Hyde Park which demonstrate very high creative and technical achievement are identified below. These include fore example landscapes and buildings designed to enhance Picturesque and Gardenesque qualities:

- Mrs Macquarie's Road and winding paths leading along and around the point, the stables and planned location of the new Government House.
- The natural landscape of Mrs Macquarie's Point and views across the Royal Botanic Garden, from the point and Fleet Steps toward the castellated turrets of the stables and Government House, and from within the gardens to the towers of Victoria Lodge and the Cunningham Building.
- The Gardenesque landscape on the shores and reclaimed land of Farm Cove with the path and planting layout of the Lower Gardens, in particular demonstrating Charles Moore's outstanding

application of the English landscape style using many Australian trees, such as figs and araucarias.

- A collection of lodges and statuary which were designed and sited to enhance the scenic qualities of the gardens, including Victoria Lodge, Lion Gate Lodge, the Cunningham Building and Rathborne Lodge.

The axial lines through Hyde Park and along Macquarie and Bridge Streets are a unifying element in a city which lacks regular grid geometry. The dominant ridgeline buildings of Macquarie Street and the castellated form of Government House and the Sydney Conservatorium are a foil to the more organic character of Sydney's outstanding public landscape of the Domain and Botanic Gardens in its quintessential harbour setting. From Hyde Park to Farm Cove, this is a microcosm of exceptional aspects of Australian garden and architectural history, unique to Australia.

Criterion (h)

The place has outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.

Governor Lachlan Macquarie and Elizabeth Macquarie

Governor Lachlan Macquarie and Elizabeth Macquarie had a profound influence on the social and political structure of the colony and its layout and physical appearance. Based on enlightenment principles which saw social and economic progress as a fundamental element in empire building, Governor Macquarie enacted social policy that transformed the colony's society and culture. His program of town planning and building of public institutions, parks, streets and churches transformed the appearance of the colony from a penal settlement to a civil society. Elizabeth Macquarie, through her interest in agriculture, gardening and design, also made an important contribution. She was instrumental in the layout and shaping of the Botanic Garden and the Domain and planned the road that was laid out around the Domain. The Domain's north eastern point is also named after her.

This value is associated with First Government House, the Macquarie Stables (Conservatorium of Music), Macquarie Street, the remnant fabric of the Rum Hospital, the remnant fabric of the Mint, Hyde Park Barracks, Hyde Park, the Botanic Garden and Domain, the road around the Domain and the Domain's north eastern point; named after Elizabeth Macquarie.

Governor Phillip

The civic precinct and open spaces of the Governors' Domain and Civic Precinct are a testament to the vision and aspirations of Governor Phillip, who envisaged the new colony as a worthy, permanent outpost of the British Empire. Phillip brought his imperial ambitions, observations of other colonial cities, and enthusiasm for the betterment of the physical and moral health of the citizenry to bear in the establishment of significant areas of land to be reserved for the Crown and public open space. Under Phillip's direction the Colony was laid out, the government garden established and attempts to understand the new land and its resources made. In accordance with his instructions from the British Government to establish contact and maintain friendly relations with the Aboriginal people, he took these humanitarian injunctions seriously. It is also through Phillip's active exchange of knowledge with Britain that the identity of the new land began to be shaped.

This value is associated with First Government House, Bridge Street and Macquarie Place.

Bennelong

It is recognised that Governor Phillip wanted to establish and maintain friendly relations with Aboriginal people from the time of settlement. After his initial lack of success, Phillip ordered the capture of Aboriginal men, the most prominent of whom was Bennelong, a Wangal man. Bennelong's personal relationship with Phillip can be seen as a key factor in maintaining relatively positive relations between the two groups in a way not seen in other parts of the region.

Bennelong and Phillip's personal relationship has endured in the public understanding and discourse of early Sydney. Of those known interpersonal relationships between colonisers and Aboriginal people, the relationship with Bennelong and Phillip is the most historically prominent. This relationship is also the subject of ongoing analysis and reinterpretation of records by academics, researchers and Aboriginal communities. The story of Bennelong and Phillip symbolises the positive and mutually beneficial personal relationships that developed between some early settlers and Aboriginal people.

These relatively short few years, while Phillip was Governor, have become known as the period of 'Conciliation' and were critical in the establishment of the British occupation of Australia (Davey 2016). The mutually beneficial relationship between Bennelong and Governor Phillip was critical to this success and assisted in the civic development of early Sydney.

This value is associated with the place as a whole.

Governor Bligh

Governor Bligh has had a lasting impact on the public open spaces of the Governor' Domain and Civic Precinct through his removal of leases on Crown land. By re-asserting the inviolability of the Domain, Bligh paved the way for the scientific and aesthetic achievements of the Royal Botanic Garden and the Domain and the establishment of the Macquarie Street precinct.

This value is associated with First Government House and the Domain.

Francis Greenway

Francis Greenway was an English born architect. Arriving in Sydney as a convict in 1814 he was given freedom to practice as an architect with an office at 84 George Street, Sydney. Governor Macquarie later appointed him as a civil architect and assistant engineer in 1816. He went on to produce some of the finest colonial buildings in the early Sydney Colony. The beginning of Australia's architecture is marked by Greenway's repertoire of buildings. Greenway's considerable architectural achievements were undertaken in the service of Governor Macquarie which helped Macquarie to fulfil his ambitious building program while Governor of New South Wales.

This value is associated with his building work located within the place; including the Old Supreme Court building, Hyde Park Barracks and St James Church and the obelisk in Macquarie Place.