

# HERITAGE INFORMATION SERIES

## HERITAGE LISTINGS IN NEW SOUTH WALES: A BRIEF HISTORY



NSW  
Heritage Office

## **ACKNOWLEDGMENT**

This information sheet is based on a paper prepared by Heritage Office historian, Bruce Baskerville.

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NSW Heritage Office  
Locked Bag 5020  
Parramatta NSW 2124  
Ph: (02) 9873 8500  
Fax: (02) 9873 8599  
[www.heritage.nsw.gov.au](http://www.heritage.nsw.gov.au)

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Aboriginal hand stencils, South Coast. *Photograph courtesy of National Parks and Wildlife Service*

Interior of Belltrees shearing shed, built near Scone in NSW in 1879 by architect J. Horbury Hunt.

Artefacts from the site of first Government House Archaeology Collection. *Photograph courtesy of Museum of Sydney on the site of first Government House*

Grose Valley, Blue Mountains, NSW. *Photograph courtesy of NSW National Parks and Wildlife Service*

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Australia Square, Sydney

Entrance to the central temple, Sze Yup Temple, Glebe. *Photograph by Karl Zhao*

Lands Department Building, Sydney

The bow of iron steamer, *Merimbula*, wrecked near Currarong in 1928. *Photograph by David Nutley*

Snowy Mountains Scheme. *Photograph courtesy of the Snowy Mountains Hydro-electric Authority*

St Mark's Anglican Church, Darling Point, Sydney. *Photograph by Stuart Humphreys*

Belltrees Shearing Shed, near Scone, NSW.

Detail from the crypt floor of St Mary's Cathedral, Sydney. *Photograph courtesy of St Mary's Cathedral*

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## THE INTERNATIONAL CONTEXT

The idea of naming places or things and drawing up a list of them in order that they might be protected in some way is probably very old. Some countries have long had laws in place for protecting historic buildings. In Sweden, for example, the first such law dates back to 1666.

However, heritage listings as we would understand them today are essentially a 20th century concept. In 1899 and 1907 two international conventions were adopted in The Hague to protect cultural heritage in the event of naval bombardment.

### 1.1 THE ATHENS CHARTERS

In 1931 the International Museums Office (a League of Nations agency) held a conference in Athens. The resolutions of the conference were adopted by the League in 1932 and are often referred to as the *Athens Charter*. The Charter formulated four principles:

1. in using monuments<sup>1</sup> it is essential to respect their character;
2. monuments should be maintained rather than restored;
3. the idea of unity in style in restoration is not supported;
4. dismantling ruins and reconstructing them as 'restorations' should be abandoned, although repair to ruins is acceptable provided that the repairs are recognizable.

The Athens Conference also recommended that thorough and well-documented investigation of buildings should precede any preservation or conservation action.

In 1933 the International Congress on Modern Architecture was held in Athens, and further principles were laid down in a Town Planning Charter. The Charter called for safeguarding historic buildings and precincts, re-routing or deviating highways and main roads away from historic places, and integrating contemporary architecture into the character of historic neighborhoods rather than reproducing historic styles.

These two Athens charters formed the basis of heritage conservation in Western countries until the 1950s.

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<sup>1</sup> In this context the word 'monument' should be understood as referring to built structures generally.

## **1.2 THE WORLD HERITAGE LIST**

In 1954 the *Convention on the Protection of Cultural Property in the Event of Armed Conflict*, sponsored by UNESCO, was adopted in The Hague. The Convention recommended that signatory countries draw up a list or inventory of cultural property of major importance that would constitute an international list of such properties that each country would respect, especially in times of armed conflict. The Inventory was to be drawn-up in peace time rather than under the pressures of an impending conflict. In other words, such a list was to be a proactive instrument rather than reactive. This has now evolved into the World Heritage List.

## **1.3 THE VENICE CHARTER**

In 1957 the First International Congress of Architects and Specialists of Historic Buildings was held in Paris. Among the recommendations of that Congress were the following:

1. countries should establish a central organization for protecting historic buildings; and
2. architects, town planners and archaeologists should co-operate to integrate the protection of historic buildings into town planning.

The Second Congress was held in Venice in 1964, and the Venice Charter was drawn up. The five principles of the Charter were:

1. the concept of historic buildings covers both individual buildings and groups of buildings;
2. retaining the use of a building is essential to its conservation, but its lay-out, decoration and surroundings should not be changed;
3. restoration should only be undertaken when there is no other option - all new or added elements should be distinguishable from the original fabric;
4. archaeological excavations should only be carried out by archaeologists;
5. all works should be preceded by thorough investigation, which should be placed in a public archives and preferably published.

The International Council on Monuments and Sites (ICOMOS) was founded in Warsaw in 1965 by 25 countries who also ratified the Venice Charter. ICOMOS was linked to UNESCO and national committees were then formed in over 60 countries around the world.

By 1980, after 50 years of development of heritage conservation, an ICOMOS publication noted that the concept of an isolated historic building (or 'monument') had been replaced by a recognition of the historic building as part of its setting, of a group of buildings as part of a neighborhood, and even consideration of whole towns as historic and worthy of conservation.

A greater importance is now attached to keeping a building *in situ*. The concept of a site has expanded to include historic gardens and landscapes. The concept of reversibility in conservation works is now accepted. Vernacular and industrial buildings are considered significant, not just famous architectural structures. A broader range of disciplines contribute to understanding cultural heritage and providing for adequate conservation of heritage items.

Listing of heritage items is now an accepted practice, as is a role for governments in heritage conservation. This is reflected in the formation of central and/or regional government agencies in many countries devoted to identifying and listing heritage items and controlling or supporting the conservation of those items<sup>2</sup>.

## **THE BURRA CHARTER**

Australia ICOMOS was formed in 1976 as part of the formation of ICOMOS national committees around the world. The following year it began a review of the Venice Charter for its applicability to conservation in Australia. In 1979, after meeting in the old South Australian mining town of Burra Burra, the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance* was adopted. Commonly known as the Burra Charter, it accepted the general philosophy of the Venice Charter as it had evolved from the Athens Charters, but was presented in a form more applicable to Australian conditions.

The Burra Charter has since been revised in 1981, 1988 and 1999, and supporting guidelines developed, in response to the continuing evolution of heritage conservation philosophies and techniques.

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<sup>2</sup> This section is derived from Hinsch, L., *ICOMOS 1965-1980*, Central Office for Historic Monuments in Norway, Oslo 1980.

The historical derivation of the fundamental ideas contained in the Burra Charter can be seen in its seven main precepts:

1. The place itself is important
2. Understand the significance of the place
3. Understand the fabric
4. Significance should guide decisions
5. Do as much as necessary, as little as possible
6. Keep records
7. Do everything in a logical order<sup>3</sup>

The Burra Charter focuses on appropriate means to achieve the physical conservation and documentation of heritage items, but it does not comment upon listing processes as such. Listing has instead been taken up by governments and some other community organizations with an interest in heritage. Only the government-based lists have statutory standing. (In New South Wales there are two types of statutory lists: the State Heritage Register; and schedules to local or regional environmental plans.)

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<sup>3</sup> Marquis-Kyle, P., & Walker, M., *The Illustrated Burra Charter*, Australia ICOMOS, (1992) 1996.

## HERITAGE LISTING IN NSW

### 2.1 THE BEGINNINGS OF LISTING IN AUSTRALIA

The federal division of powers in Australia has meant that heritage listings with statutory impacts developed mainly at the State rather than Commonwealth level. However, the first statutory heritage list in Australia was established by the Commonwealth when the Australian Heritage Commission was created. An Interim Commission was set up in 1973, with the formal establishment of the Commission occurring in 1976<sup>4</sup>. The Commission in turn set up the Register of the National Estate (RNE), and the earliest listings date from March 1978. The RNE had limited statutory impacts, and then only upon the actions of federal agencies. In 1981 it published *The Heritage of Australia*, an illustrated inventory of RNE listings in each state and territory. By this means it attempted to exert a moral influence over state and local governments and planners in much the same way that the National Trust tried. The more important influence of this approach was reflected in the passing of heritage legislation in Victoria (1974), New South Wales (1977) and South Australia (1978)<sup>5</sup>.

### 2.2 DEVELOPMENT OF LISTING IN NEW SOUTH WALES

The development of official listings in Australia is mainly derived from the international context, with a final prompting from the formation of the Australian Heritage Commission. Other influences, however, can also be illustrated by the example of New South Wales.

### 2.3 THE NATIONAL TRUST

The National Trust was founded in New South Wales in 1945. Initially, the Trust appraised individual buildings for their significance with the aim of compiling a register of significant places. A list, confined to the County of Cumberland, was begun in 1949, although this was not publicly available until 1962 when the 'A' list was published. The identity of items listed between 1949 and 1967 has yet to be clearly determined<sup>6</sup>. The whole Register was first published in 1967, with its 330 listed buildings categorized as A, B, C or D grade in descending order of importance. In 1973 a new system of grading (classified and recorded) was adopted, and in 1980 the system was again revised to provide for a single 'classified' listing. This change came about because the Trust wanted to use a single-list system based upon that adopted for the RNE<sup>7</sup>. The earlier graded lists seem to have been derived from the system used by the English National Trust.

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<sup>4</sup> McManus, D., *Financial Assistance for Heritage in New South Wales*, unpub., Masters Thesis, Graduate School of the Built Environment, University of New South Wales, November 1983: 9

<sup>5</sup> Davison, G., 'A brief history of the Australian heritage movement', in Davison, G., & McConville, C., (eds), *A Heritage Handbook*, Allen & Unwin, Melbourne 1991: 14-27

<sup>6</sup> Blyth, J., National Trust archivist, pers. com.

<sup>7</sup> *National Trust Jubilee Register, 1945-1995*, the Trust, Sydney 1995.

Since the establishment of the National Trust Register, many other community groups have begun to compile similar registers such as the Royal Australian Institute of Architects, the Institution of Engineers Australia, and, most recently, the Professional Historians Association.

## 2.4 STATUTORY LISTINGS

Official listings began in the post-war context. Amendments to the *Local Government Act* in 1945 introduced a new section dealing with Town and Country Planning Schemes. Local Councils gained the power to make planning schemes that would include, among other things 'the preservation of places or objects of historical or scientific interest or natural beauty or advantage', although, this did not necessarily refer to compiling lists of such places<sup>8</sup>.

In 1951 a further amendment to the *Local Government Act* introduced the County of Cumberland Planning Scheme and established the County Council. The Council could have 'historic places' proclaimed by the Governor, and require that such places be acquired and managed by the local Council. In 1957 the first Cumberland County Register of Historic Buildings was published, with subsequent updates in later years until, by the early 1960s, a total of 37 places was listed<sup>9</sup>.

The County Register consisted of '*Register A: ...a list of buildings considered worthy of preservation*', and '*Register B: ...a supplementary list of noteworthy buildings*<sup>10</sup>. This reflected the approach taken by the National Trust to its register. The County Council was the consent authority for any development affecting these listed historic places. The list itself, however, was simply a list of sites and their addresses - it contained no information about the site itself.

Interim Development Orders (IDOs) were also introduced under these amendments to control development in the period between when a planning scheme was proposed and when it was finally gazetted by the Minister. In the City of Sydney development between 1958 and 1971 was controlled by these IDOs<sup>11</sup>. In 1979 amendments were made to IDO No. 40 covering Darlinghurst. Among the changes then proposed were additions to the Historic Buildings List attached to the IDO - six new additions were made, including a set of public stairs. Once again, this list seems to have only included addresses<sup>12</sup>.

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<sup>8</sup> Winston, D., *Sydney's Great Experiment: the progress of the Cumberland County Plan*, Angus & Robertson, Sydney 1957.

<sup>9</sup> Cumberland County Council, *Historic Buildings* series (volumes 1, 2, 3), the Council, 1961, 1962, 1963

<sup>10</sup> Cumberland County Council, *Historic Buildings: Central Area of Sydney*, the Council, Sydney 1962: 'Introduction', page 3, explains the distinctions between Registers A and B.

<sup>11</sup> Ashton, P., *The Accidental City: planning Sydney since 1788*, Hale & Iremonger, Sydney 1993.

<sup>12</sup> City Planning Department, *Eastern Districts Planning Study: proposed amendments to IDO No 40 Darlinghurst Precinct*, Sydney City Council, Sydney 1982.

The earliest IDO beyond Sydney was made for the City of Blue Mountains in 1961<sup>13</sup>. The first local planning scheme to be gazetted and to include a list of historic buildings subject to certain planning controls was for the Municipality of Windsor in 1973<sup>14</sup>. These local IDO and planning scheme lists were the precursors to the LEP schedules used today.

## 2.5 THE NSW HERITAGE ACT 1977

The NSW *Heritage Act* was passed in 1977<sup>15</sup>. Although it was landmark legislation in heritage conservation in the State, the Act did not provide for making heritage lists as such. Rather, it established the Heritage Council and provided for the Council to make or recommend Permanent and Interim Conservation Orders (PCOs, ICOs) for 'buildings, works or relics'. It did provide, however, for compiling a register of 'buildings, works, relics or places' once they had become subject to a PCO, ICO or other conservation instrument. In practice, however, PCOs and ICOs were generally made when a place was considered to be under threat – so the system was reactive rather than proactive. Nevertheless some orders were made on the basis of recognizing heritage values. Amendments to the Act in 1987 introduced a new section that required State agencies to compile their own Heritage and Conservation Registers on a proactive basis<sup>16</sup>. These are commonly known as 'Section 170 Registers', and are the first example of a list of items specifically required to be prepared under the Heritage Act.

## 2.6 ENVIRONMENTAL PLANNING & ASSESSMENT ACT 1979

In 1979 the *Environmental Planning & Assessment Act* was passed<sup>17</sup>. This provided for local Councils to make Local Environmental Plans (LEPs). LEPs replaced IDOs, although the IDOs remained in force until specifically repealed. The first LEP was gazetted in 1981, and from then until the end of 1985 a total of six LEPs were gazetted. This was followed by five in 1986, ten in 1987, fourteen in 1988, and gradually increasing numbers thereafter<sup>18</sup>. In 1985 a Ministerial Direction was issued requiring LEPs to contain provisions for the conservation of 'buildings, works or relics' listed in schedules of heritage items attached to LEPs

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<sup>13</sup> Planning & Environment Commission, *Annual Report 1975-76*, the Commission, 1976: Appendix A 'Stages of Planning Control'.

<sup>14</sup> Ibid, and McManus, op. cit.

<sup>15</sup> *Heritage Act 1977* (No 136 of 1977, assented to 21.12.1977)

<sup>16</sup> *Heritage Act 1977*, as amended 1987 (No 11 of 1987, assented to 3.4.1987)

<sup>17</sup> *Environmental Planning & Assessment Act 1979* (No. 203 of 1979, assented to 21.12.1979)

<sup>18</sup> Heritage Office Database (HOD), NSW Heritage Office, May 2000

as some, but not all, LEPs had included such provisions<sup>19</sup>.

Heritage studies and heritage lists as we now know them date from this time. The earliest predate the Ministerial Direction of 1985. From 1979 the Heritage Council made grant funding available to local councils to undertake local heritage studies for precincts and for whole council areas. The first of these was the *Berrima Heritage Study* in Wingecarribee Shire (1979-1981) and *Gulgong Heritage Study* in Mudgee Shire (1980-1982). The first heritage studies for whole council areas were Goulburn (1981-1983), Concord (1981-1983), Hunters Hills (1982-1983) and Blue Mountains (1982-1983)<sup>20</sup>. However, most were prepared after 1985. Of the 177 local government areas in New South Wales, 138 have adopted an LEP with a heritage schedule. The remaining 39 are either preparing LEPs or still rely upon an IDO<sup>21</sup>.

## **2.7 THE STATE HERITAGE INVENTORY AND THE STATE HERITAGE REGISTER**

In 1977 NSW received National Estate funding to prepare a State Historic Preservation Plan. Each state and territory also began similar projects modeled on such plans in use in the USA. Work on this project was reviewed in 1984. At that stage it was proposed that there be a State Conservation Plan that would include a State Register or Survey of Heritage Places. It was noted at the time that much greater research and documentation was needed to determine the cultural significance of places on the basis of thematic histories, and that a State Register of heritage items was needed that covered the whole State, its entire human history, and all themes relating to human use of the environment.<sup>22</sup> The present State Heritage Inventory (SHI) has developed from this process. The State Heritage Inventory is essentially an electronic database or a 'list of lists' that contains all of the items listed on statutory heritage lists in New South Wales.

The State Heritage Register (SHR) is one of the lists contained within the State Heritage Inventory. The State Heritage Register was established in April 1999 under amendments to the Heritage Act. The Register lists items of particular importance to the people of NSW. It includes all places formerly protected by Permanent Conservation Orders and items identified as State significant in heritage and conservation registers prepared by State government instrumentalities.

The establishment of the State Heritage Register reflected a fundamental change in attitude to heritage conservation. Prior to its establishment, items were often listed to provide emergency protection when they were threatened. In contrast,

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<sup>19</sup> Department of Planning, Heritage Branch, *Circular No. C22 'Planning for Heritage'*, Department of Planning, 1995.

<sup>20</sup> McManus, op. cit., Appendix B, 'Projects 120-129'.

<sup>21</sup> Heritage Office Database (HOD), State Heritage Inventory, May 2000

<sup>22</sup> Walker, M., *The NSW State Conservation Plan: a new direction for further work*, Department of Planning & Environment, Sydney 1984.

items added to the State Heritage Register are listed on the basis of their significance. By identifying items that are significant the government aims to provide protection and certainty before a threat arises.

There is a geographically uneven spread of listings in NSW which reflects its historical development. The earliest colonised region in NSW (Sydney) is the location of the oldest items. Sydney, as the centre of government for a colony that once covered two thirds of the continent and as the largest and most densely populated urban area in Australia contains many State significant items, such as imposing head offices of government agencies and private corporations. As a capital city, a major port, a major industrial area and a focus for migrant settlement, Sydney is the site of many significant heritage items. Sixty-three percent of SHR listed items are located in the Sydney region.<sup>23</sup> As further items are identified as being of State significance and added to the SHR, this pattern of listings can be expected to change.

The SHR is thus the first official heritage list established in New South Wales that expresses the ideas about heritage listing developed in the State Historic Preservation Plan of 1984. The Section 170 Registers were an earlier, but more restricted, beginning to such a comprehensive list. Similarly, the Cumberland County Register of Historic Buildings of 1957 reflected the concepts outlined in the UNESCO convention of 1954. The practice of heritage listing in New South Wales has developed from several International agreements and British and American models. These concepts provided successive State governments with the tools to respond to community pressures for heritage conservation such as the formation of the National Trust in New South Wales in 1945 and the Green Bans Movement of the 1970s.

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<sup>23</sup> Heritage Office Database (HOD), State Heritage Inventory, May 2000

## REGIONAL VARIATIONS IN THE DEVELOPMENT OF LISTINGS

The absence of a statewide list in the form of the State Heritage Register until 1999 meant that some regional variation in the historical development of listings began to occur during the 1980s and 90s. The development of heritage listings in the Parramatta and inner-city Sydney districts is based upon statutory listings - initially the Cumberland County Register of Historic Buildings. The National Trust claimed in 1956 that the County Register was being based mainly on the Trust's listings, but this has proven difficult to verify<sup>24</sup>. This differs from the development of listings beyond the metropolitan region - at least in the initial stages - where it is clear that National Trust listings preceded any statutory listings.

### 3.1 THE PARRAMATTA DISTRICT

In the Parramatta district<sup>25</sup> the earliest listings were made under the County of Cumberland Plan. By 1961 these were Elizabeth Farm House, Roseneath Cottage, the Lancer Barracks and Old Government House, Parramatta, and the Female Orphan School at Rydalmere on 'Register A', and Subiaco at Rydalmere, Macarthur House at North Parramatta, Hambledon and Experiment Farm Cottage at Parramatta on 'Register B'<sup>26</sup>.

The earliest National Trust listings in the Parramatta district date from 1962, when the Trust first published its register of 'A' listed buildings. This list included Old Government House, Elizabeth Farm, Lancer Barracks, Roseneath Cottage and St. John's at Parramatta, and the Female Orphan School at Rydalmere<sup>27</sup>.

The earliest Register of the National Estate listings date from 1978, and were mainly a re-listing of the existing National Trust lists. RNE listed items made in 1978 included Elizabeth Farm, Experiment Farm Cottage, the Kings School group, Lennox Bridge, Macarthur House, Macquarie Street Gatehouse, Old Government House, Roseneath, St John's Anglican Cemetery and St John's Pro-Cathedral. In 1980 Hambledon Cottage and Parramatta Park were added.

State statutory listing began in 1978 with the making of a Permanent Conservation Order No. 1 over Elizabeth Farm on the 23rd June, followed in 1980 by PCO No. 50 over Macarthur House, and then in 1981 by PCO No. 42 over Roseneath, No 56 over St. Paul's Church of England at Carlingford and No. 155 over Perth House and Stables. In June 1979 a Section 130 Order 'to prevent harm' was made over Hambledon Cottage - this order later lapsed. These items

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<sup>24</sup> National Trust, *Annual Report 1955/1956*, page 8 - reference from Julie Blyth, National Trust archivist.

<sup>25</sup> which for this paper is defined as the present Parramatta City Council area.

<sup>26</sup> Cumberland County Council, *Historic Buildings - Parramatta*, the Council, Sydney 1961: Appendix A

<sup>27</sup> Blyth, J., National Trust archivist, pers. com.

are now all listed on the State Heritage Register<sup>28</sup>.

The ability to make LEPs, especially once the 1985 ministerial direction had been made concerning the inclusion of heritage provisions, facilitated a devolution of heritage identification from the central to the local sphere. The *City of Parramatta Heritage Study* was completed in 1993, and built upon the earlier *Parramatta City Centre Study of Historic Buildings* in 1975, the *Granville Heritage Study* of 1985, the *Parramatta River Heritage Study* of 1986 and *A Future for Parramatta's Past: An Archaeological Zoning Plan*, 1989/1991. A total of 385 heritage items had been identified by the time the City of Parramatta Heritage Study was completed, which together with new items identified brought the total number to 648 items<sup>29</sup>. Local Environmental Plans for Parramatta were gazetted in 1989 (City Centre – 245 heritage items), 1990 (Toongabbie Ward – 4 heritage items), 1993 (Dundas Ward – 3 heritage items) and 1997 ('Heritage & Conservation' – 167 State or regional heritage items and 459 local items)<sup>30</sup>. In 1996 a Regional Environmental Study was begun, and a Regional Environmental Plan was gazetted in 1999.

The Parramatta district is representative of districts in the County of Cumberland where colonisation began in the late 18th and early 19th centuries. The statutory County Register listings came first, and in this sense the district is similar to the city, the inner city and the earliest areas of colonisation along the Hawkesbury-Nepean rivers in the metropolitan region.

### 3.2 INNER-CITY SYDNEY DISTRICT

The development of heritage listings in inner-city Sydney<sup>31</sup> mirrors that in the Parramatta district.

In the inner-city the earliest listings were made on the County Register. By 1962 these were Elizabeth Bay House, University of Sydney Main Building and Victoria Barracks, Paddington on Register A and St. Paul's College at Sydney University on Register B<sup>32</sup>.

The earliest National Trust listings in the inner-city date from 1962 when the

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<sup>28</sup> State Heritage Inventory, search: Listing (RNE), (PCO), (SHR) x LGA (Parramatta), [www.heritage.nsw.gov.au/listings](http://www.heritage.nsw.gov.au/listings), 4 June 1999.

<sup>29</sup> Walker, M., *City of Parramatta Heritage Study*, Parramatta City Council, 1993, Part I:5

<sup>30</sup> *NSW Government Gazette*, 21 July 1989, 9 March 1990, 17 October 1990, 21 June 1993, 21 February 1997.

<sup>31</sup> Which for this paper is defined as the former City of Sydney boundaries between 1949 and 1968 (present day South Sydney plus north Paddington, south west Newtown, Glebe and Pyrmont/Ultimo, excluding the CBD).

<sup>32</sup> Cumberland County Council, *Historic Buildings – Central Area of Sydney*, the Council, Sydney 1962: Appendix A

Trust first published its register of 'A' listed buildings. This list included Elizabeth Bay House, Sydney University Main Building & Great Hall, and Victoria Barracks in Paddington. Elizabeth Bay House was first mentioned in the Trust's Annual Report in 1954, but it is difficult to know if it was listed before the first published register in 1962<sup>33</sup>.

The earliest Register of the National Estate listings date from 1978, and were mainly a re-listing of the existing National Trust lists. RNE-listed items made in 1978 included 'Tranby' in Glebe, 'Juniper Hall' in Paddington, 'Rockwall' in Potts Point, Darlinghurst Courthouse, 'Cleveland House' in Surry Hills, 'Fitzroy Terraces' in Redfern, St Benedicts Catholic Church, Convent, Hall and Presbytery in Chippendale, and the Courthouse, Post Office and St Stephens Church of England and Cemetery in Newtown.

State statutory listing in the inner city began in 1979 with the making of a Permanent Conservation Order No. 6 over 'Elizabeth Bay House', followed in the same year by PCO No. 20 over 'Rockwall', No 21 over 'Tranby' (in Glebe) and No. 27 over 'Tusculum'. In 1981 PCO No. 38 was made over 'Boomerang', followed by No. 64 over terraces at 197-201 Albion Street, Surry Hills and No. 68 over terraces at 55 Victoria Street, Potts Point. The earliest PCO in Paddington was over 'Juniper Hall' in 1983 (No. 268). These items are now all listed on the State Heritage Register<sup>34</sup>.

The ability to make LEPs, especially once the 1985 ministerial direction had been made concerning the inclusion of heritage provisions, facilitated a devolution of heritage identification from the central to the local sphere.. The first LEPs in the inner-city were over Glebe in 1984 (Leichhardt Council), North Newtown-Camperdown-Chippendale in 1987, followed by Potts Point-Darlinghurst in 1989 and Surry Hills and Alexandria-Erskineville-south east Newtown in 1990. These LEPs were begun under Sydney City Council and, in the case of the second two, finally gazetted under South Sydney City Council (following changes in their municipal boundaries). Each had a small list of heritage items attached - 61 to the North Newtown-Camperdown-Chippendale LEP, for example. Even so, there was still a need for PCOs - No. 267 was made over the Sze Yup Temple in Glebe in 1985, just a few months after an LEP for the area was gazetted<sup>35</sup>. The draft South Sydney Heritage LEP, which covers most of this area, currently has over 700 items listed.

It can be seen from this brief description that listings in the inner-city district conform to the same pattern as those in Parramatta. It could be expected that this pattern will prevail across that part of the metropolitan region that falls within the County of Cumberland, although a similar analysis in other metropolitan

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<sup>33</sup> Blyth, J., National Trust archivist, pers. com., and National Trust *Annual Report 1953/1954*.

<sup>34</sup> State Heritage Inventory, search: Listing (RNE), (PCO), (SHR) x LGA (Sydney, South Sydney, Leichhardt, Woollahra), [www.heritage.nsw.gov.au/listings](http://www.heritage.nsw.gov.au/listings), 4 June 1999.

<sup>35</sup> *NSW Government Gazette*, 15 June 1984, 20 January 1987, 13 August 1989, October 1991, 19 July 1985

districts is needed to either substantiate or challenge this conclusion.

### 3.3 NEW ENGLAND REGION

The development of heritage listings in country regions follows a different pattern, with National Trust listings coming first before any statutory listings.

In New England<sup>36</sup>, the earliest listings were made in 1974 by the National Trust. These included Laura homestead and outbuildings at Bundarra, the Lodge to Booloominbah at the University of New England, Wellington Vale homestead at Glen Innes, Isaac Blake Slab House at Inverell and the Historical Society Museum at Bingara.

The earliest statutory listings were in 1978 when Ollera Station homestead group in Guyra and Ohio homestead in Walcha were listed on the Register of the National Estate. State statutory listing began in 1981 with the making of a Permanent Conservation Order No. 63 over 'Roseneath' in Armidale-Dumaresq (but then in Dumaresq Shire before a municipal amalgamation in 2000). In 1982 PCOs were made over McCrossin's Mill (No. 161) and Bundarra Police Station & Courthouse (No. 229) in Uralla Shire. A further six PCOs were made over items in the region between 1984 and 1988. These items are now all listed on the State Heritage Register<sup>37</sup>.

The ability to make LEPs, especially once the 1985 ministerial direction had been made concerning the inclusion of heritage provisions, facilitated a devolution of heritage identification from the central to the local sphere. The first heritage study in the region was undertaken by Inverell Shire Council in 1986, followed by Uralla Shire in 1987. The first LEPs in the region were Tenterfield in 1986, followed by Inverell, Manilla and Guyra in 1988, then Barraba and Severn in 1991, Armidale in 1992, and Uralla and Bingara in 1994. Walcha, Dumaresq and Glen Innes have yet to make an LEP, although Glen Innes undertook a heritage study in 1990.

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<sup>36</sup> which for this paper is the region defined in *Regional Histories* (Heritage Office, 1996) as Region 6 'New England'.

<sup>37</sup> State Heritage Inventory, search: Listing (RNE), (PCO), (SHR) x LGA (Armidale, Dumaresq, Glenn Innes, Barraba, Bingara, Guyra, Inverell, Manilla, Severn, Tenterfield, Uralla, Walcha), [www.heritage.nsw.gov.au/listings](http://www.heritage.nsw.gov.au/listings).

### 3.4 MURRUMBIDGEE REGION

In the Murrumbidgee<sup>38</sup>, the earliest listings were made in 1974 by the National Trust. These included the ANZ Bank, Broadway Hotel and the Post Office at Junee, Cootamundra Courthouse and Railway Station, and Narrandera Courthouse. The Adelong Urban Conservation Area and Kosciusko Landscape Conservation Area were listed by the National Trust in 1976 and 1977 respectively and appear to be among the earliest such 'non-building' listings outside the Sydney metropolitan area. Other early National Trust listings include the Railway Workshops at Junee and the Post Office & peppercorn tree at Cootamundra in 1976 and the Leeton Water Towers in 1978.

The earliest statutory listings were in 1978 when the Young Public School, Murrumburra Courthouse, the Bank of NSW at Cootamundra and Gundagai Courthouse were listed on the Register of the National Estate. Several other items were listed in the same year in Young, Harden, Cootamundra and Gundagai council areas. There have only been scattered RNE listings in the region since then, generally confined to the eastern end of the region.

State statutory listing began in 1980 with the making of an ICO over Adelong Falls Gold Workings Reserve. In 1982 an ICO was made over the Hydro Hotel in Leeton, and a Section 130 Order (an order 'to prevent harm') was made over Derrendi Cottage in Narrandera. In 1983 the ICO over the Hydro Hotel was made into PCO no. 247, and in 1985 the ICO over Adelong Falls reserve was made a PCO (no. 72), and a PCO was made over Hambleton Homestead at Tarcutta (no.351). In 1986 an ICO was made over Derrendi Cottage, and later that year converted to PCO no.441. These items are all now listed on the State Heritage Register<sup>39</sup>.

The ability to make LEPs, especially once the 1985 ministerial direction had been made concerning the inclusion of heritage provisions, facilitated a devolution of heritage identification from the central to the local sphere. The first LEPs in the region were Leeton in 1983 and Temora in 1987, followed by Narrandera and Young in 1991, Junee and Tumut in 1992, Griffith and Murrumbidgee in 1994 and Coolamon in 1995. Cootamundra, Gundagai, Harden and Wagga Wagga do not have an LEP with a heritage schedule gazetted. Wagga Wagga does have a list of heritage items attached to a Development Control Plan.

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<sup>38</sup> Which for this paper is the region defined in *Regional Histories* (Heritage Office, 1996) as Region 12 'Murrumbidgee'.

<sup>39</sup> State Heritage Inventory, search: Listing (RNE), (PCO), (SHR) x LGA (Griffith, Wagga Wagga, Coolamon, Cootamundra, Gundagai, Harden, Junee, Leeton, Lockhart, Murrumbidgee, Narrandera, Temora, Tumut, Young), [www.heritage.nsw.gov.au/listings](http://www.heritage.nsw.gov.au/listings).

### **3.5 UNINCORPORATED (FAR WEST) REGION**

In the Far West region<sup>40</sup> with no local government, the earliest listings<sup>41</sup> were made in 1974/1975 by the National Trust in Milparinka and later in Silverton, with occasional scattered listings since then including Landscape Conservation Areas such as Bynguano Range.

In 1978 the first statutory listings were made on the Register of the National Estate, mainly consisting of cultural landscapes such as Sturt National Park and the Gap Hills. There have been occasional scattered RNE listings since then.

No LEPs have been made in the region because of the absence of any local government. The only item to be listed on the SHR at the time of writing is Mount Wood Station homestead complex within Sturt National Park, listed in 1999, and further items are being considered, notably Mutawintji National Park.

### **3.6 REGIONAL DIVERSITY OR STATE UNITY?**

This description of listings in the Murrumbidgee, New England and Unincorporated regions indicates that National Trust and RNE listings from the 1970s preceded statutory listings by the State in the early 1980s. One major historical difference between metropolitan and country regions is the existence of the Cumberland County Council and its historic buildings listing powers in the metropolitan area from 1951 onwards. While county councils existed in country regions they did not have similar planning powers. It could be expected that this pattern will prevail across other country regions, but further research is needed to either confirm or challenge these conclusions.

By the end of 1983 Heritage Council financial assistance to local councils, mainly for heritage studies, totaled \$930 480. This assistance had been fairly evenly spread between metropolitan (45%) and country (55%) councils<sup>42</sup>, and contributed to a more even spread of lists and listings across the State during the later 1980s and 1990s.

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<sup>40</sup> which for this paper is defined as the region comprising the north western portion of NSW that is not incorporated within any local government area – this excludes the Broken Hill council area.

<sup>41</sup> State Heritage Inventory, search: Listing (RNE), (PCO), (SHR) x LGA (Unincorporated), [www.heritage.nsw.gov.au/listings](http://www.heritage.nsw.gov.au/listings)

<sup>42</sup> McManus, op. cit.: 44

## CONCLUSIONS

The development of a system of heritage listings in NSW has developed within a wider context of the development of listings internationally. The construction of lists has evolved from simply listing sites and addresses to requiring thorough research and documentation about why a place is significant, and therefore why it should be listed. This in turn has generated the need to rank levels of significance in terms of World, National, State, Regional, Local and Precinct significance, and so for comparative studies to be made of listed items. Heritage listings are now an integral part of the State's planning system.

The idea of lists being a proactive means for heritage conservation began in NSW with the County Register of 1957, and that development is still continuing with the State Heritage Register. Initially, some regional differentiation in the development of listings within New South Wales was evident. This is disappearing as LEP listings become more widespread and inclusive. The distribution of items on the State Heritage Register is currently focused on the Sydney region. However, the continuing development of the Register through thematic and other systematic analyses, and the transferal of State significant items from LEPs to the Register means that they will become more geographically widespread over time.

The need to properly research and document heritage places was first made explicit in the Athens Charter of 1932, and this has been incorporated in the official NSW heritage listing systems since the mid 1980s.

The importance of properly documented and sourced information and analysis for items in the State Heritage Inventory, which is essentially a database of all statutory-listed heritage items in New South Wales, and the State Heritage Register, which is the list of recognized State-significant heritage items, cannot be overstated.

Members of the community, including heritage professionals, working on any items that have a role to play in telling the story of heritage listings and conservation approaches in particular districts and regions should strive to include that role in their analyses.

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