



OLD GOVERNMENT HOUSE AND DOMAIN, PARRAMATTA PARK MANAGEMENT PLAN



A New South Wales
Contributory Site:

Australian Convict Sites
World Heritage Nomination

Cover illustration: Montage of Old Government House, Governor Brisbane's Bath house, and the Flat Rocks in Parramatta River:

Photographer: David Wallace/Parramatta Park Trust

The cover of this management plan is badged with a representation of the Great Seal of NSW used between 1790 and 1832. The seal shows on its obverse (front) a design that alludes to the intended redemptive qualities of the convict settlement, and was described in the Royal Warrant granting the seal as follows: *Convicts landed at Botany Bay; their fetters taken off and received by Industry, sitting on a bale of goods with her attributes, the distaff [a spindle for spinning wool or flax], bee-hive, pick axe, and spade, pointing to an oxen ploughing, the rising habitations, and a church on a hill at a distance, with a fort for their defence. Motto: Sic fortis etruria crevit [So, I think, this is how brave Etruria grew]; with this inscription round the circumference, Sigillum Nov. Camb. Aust. [Seal of New South Wales]*

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OLD GOVERNMENT HOUSE AND DOMAIN, PARRAMATTA PARK

1. Executive summary

Old Government House and Domain site is located on the Parramatta River adjacent to the City of Parramatta CBD. It was the core tribal lands of the Burramattagal people of the Darug nation for thousands of years before settlement by Europeans in 1788 under Governor Arthur Phillip.

Old Government House and Domain is representative of the second settlement of the Colony of NSW as the point of administration, governance and authority and control. It was the site of Government administration of the new colony and a significant convict system. It was a site of intensive public works and industry. It was an important location in agricultural development and experimentation and played an important role in establishing the viability of the colony, especially in the initial years of struggle against famine, the environment and cultural displacement.

Parramatta Park is a nationally significant cultural landscape closely associated with early colonial government, with the beginnings of rural settlement in Australia and with the exploration and expansion of colonisation. The evolution of this site from Aboriginal land to colonial outpost, to Vice Regal domain and subsequently as a public park, is unique in Australia. It contains relics of historical, scientific and aesthetic significance, including: scar trees and archaeological sites documenting Aboriginal occupation; transit stones from Governor Brisbane's 1821 observatory; Old Government House and its associated outbuildings dating to the late 18th century; six 19th and 20th century gatehouses; the Dairy, which contains one of the oldest intact buildings in Australia; the landscape which demonstrates the evolution of agriculture and development of the first successful farm and the early colony of Rose Hill; an unusual and important Boer War Memorial; and important communities of remnant Cumberland Plain woodland vegetation. The Park is unique in its significance as a rich and intact archaeological resource with great research potential.

The site is managed by two entities. Parramatta Park Trust manages the parklands known as Parramatta Park and The National Trust of Australia (NSW) manages Old Government House, which sits on a small hill in a central location within the parklands.

This Management Plan summaries and presents a vision for Old Government House and its Domain based on its heritage significance assessed from a large body of documentary evidence and the physical and archaeological assets of the site. Both organisations are respected conservation practitioners and experienced site managers and both possess extensive planning policies. Key conservation policies from the management documents for Old Government House and Parramatta Park have been collated in this management plan and affirmed as the leading conservation policies for the site as a whole. In addition it establishes a sound methodology for ongoing, integrated and cooperative manage of the site as a whole. The associated planning documents have cited in this plan and these form a comprehensive suite of research and policy documents to guide conservation of the site, as well as interpretation and education.

Old Government House and its Domain is a highly regarded heritage site with high recognition and awareness within Australian society. Conservation planning at the site is a process of learning and development, based on continuing research and assessment. The site contains further potential for archaeological research and investigation into the operation of the place as a convict site of industry, settlement and reform. This management plan represents a maturing of the management of the site and, together with potential inscription of the Australian Convict Sites on the World Heritage register to which Old Government House and its Domain is a contributory site, is an important step for the significant site.

2. Introduction

2.1 Background and Objectives

The plan has been prepared as an over-arching document to manage the requirements of the two bodies which have responsibility of the two components of Old Government House and Domain, Parramatta Park (OGHD) with particular regard for the National and World Heritage values of the site described below and the ability to display those values.

Management of the Domain falls to the Parramatta Park Trust established pursuant to the *Parramatta Park Trust Act 2001*. Old Government House is managed by The National Trust of Australia (NSW) pursuant to the *Parramatta Park (Old Government House) Act 1967*.

The site came into existence between 1788 and 1790 through a deliberate decision by the Colonial Governor to establish a second settlement. The Domain was formally enclosed and renamed Parramatta Park in 1857. Old Government House and Parramatta Park continued to be managed by a single management authority until 1967 when Old Government House was transferred to the control of the National Trust of Australia (NSW). The preparation of this management plan has provided an opportunity to develop a collegiate management approach by the two management authorities, under the umbrella of this single coordinating document.

The intent of this management plan is to put in place systems and mechanisms for ensuring the co-ordinated management of buildings, architectural and technological ensembles and landscapes which are essential parts of the site referred to by the acronym OGHD.

The objectives of this plan are to provide information about the Local, State, National and World heritage values of the place, to provide a broad overview history and physical description of the place, outline opportunities and constraints in managing the place, and provide summaries of conservation policies for the place with references to further detailed conservation policy and management documents.

The Plan also provides information relating to the proposed State Environmental Planning Policy (World Heritage), and could provide a basis for a management plan to be accredited by the Commonwealth under the EPBC Act 1999.

2.2 Location and site plans

The Old Government House and Domain proposed world heritage property comprises 37 hectares, generally bounded by the Western Railway reserve on the south, Domain Creek on the west, Byrnes Avenue and the western bank of the Parramatta River to O'Connell St on the north and north-east, then the Parramatta Park property boundary on the south to the Western Railway reserve. See Figure 16. Figure 2 shows the Parramatta Park property boundaries, and a more detailed description is in Part 4.

The Real Property description for the Old Government House site is Lot 369, Deposited Plan 752058 in the Parish of St John, County of Cumberland, as shown on the plan catalogued C9290-2030 in the Dept of Lands Sydney, containing an area of approximately 6.247 hectares. The Lot is entirely surrounded by Parramatta Park.

The Real Property description for Parramatta Park (the former Domain) is all that piece or parcel of land situated in the City of Parramatta, Parishes of St John and Field of Mars, County of Cumberland, containing an area of about 85.36 hectares, being the area shown in the plan catalogued Ms 80 – 3000 in the Department of Land and Water Conservation exclusive of the following parcels:

- (a) Lots 951 – 965 inclusive DP 42643,
- (b) Lots 362 and 369 DP 752058,
- (c) Lot 1 DP 795042
- (d) Lots 1 and 2 DP 615339
- (e) public road (Park Parade)
- (f) the area shown in the plan catalogued Ms 9250-3000 in the Department of Land and Water Conservation.

Plans of the site and its key structures are shown in figures 2, 3, 4 and 5.

2.3 Current heritage listings

The heritage significance of Old Government House and its Domain is recognised on the following statutory and community heritage lists or registers

Table 1: Heritage listings of the site, in chronological order of listing:

List or Register (S) = statutory, (C) = community	Item name	Year inscribed
*Cumberland County Register of Historic Buildings (S)	Old Government House Parramatta	1962
National Trust Register, #9166 (House), #9237 (Park) (C)	Old Government House, Parramatta Park	1974, 1978
*Register of the National Estate, #3036 (House), #3072 (Park), (S)	Old Government House, Parramatta Park	1978, 1980
NSW State Heritage Register, #596 (S)	Parramatta Park & Old Government House (see figure 6)	1989
City of Parramatta, Local Environment Plan, Schedule 'Heritage Items', #418 (S)	Parramatta Park Archaeological Management Unit	1997
Sydney Regional Environmental Plan #28, Schedule 6 'Heritage Items'	Parramatta Regional Park	1999
National Heritage List, #105957 (S)	Old Government House and Government Domain (see figure 7)	2007

Registers marked (*) are closed and no longer in use, but retained as historical references

Sections 3, 4 and 5 of this Plan contain further detail of the assessed significance of the site.

2.4 Methodology

This Management Plan has been prepared to meet requirements of the *Environment Protection and Biodiversity Conservation Act 1999*, which relates to National Heritage places and World Heritage properties.

Within New South Wales, the terms of this Management Plan are given effect through the *Environmental Planning and Assessment Act 1979*, the *Heritage Act 1977* and the *Parramatta Park Trust Act 2001*.

The structure and contents of the Management Plan addresses each of the 'Heritage Management Principles' for Management Plans identified in the Guidelines to the

Environment Protection and Biodiversity Conservation Act 1999 and follows as a model the management plan prepared for the inscription of the Sydney Opera House on the World Heritage List in 2007.

In addition to the above, the plan has been prepared taking into account the *Burra Charter Procedures for Undertaking Studies and Reports* (1999 edition), and the Heritage Council of NSW's *Conservation Management Plan Checklist* (September 2003).

The Plan provides in summary form the key understandings, significance assessments, and conservation policies and approaches that are contained in greater detail in the annexed documents identified in section 2.5 below. It provides a bridging document that links these other documents.

2.5 Management plan documents

The Management Plan should be read with the suite of associated detail documents, as itemised below:

- *Old Government House Conservation & Management Plan* (1997) and *Supplementary Volume* (2001)
- *Parramatta Park Landscape Master Plan* (2002)
- *Parramatta Park Conservation and Management Plan* (2007)
- *Parramatta Park Archaeological Zoning Plan* (1995)

These documents provide the context within which the Local, State, National and World Heritage values of the Old Government House and Domain site are appropriately conserved and managed in a manner that ensures that Australia meets its obligations under the World Heritage Convention, as well as under Local, State and National legislative requirements.

2.6 Authorship and acknowledgements

This Management Plan has been prepared by:

- Jacqui Goddard, Conservation Director The National Trust of Australia (NSW),
and
- Christopher Levins, Director Parramatta Park Trust.

The following individuals have assisted with the preparation of this plan:

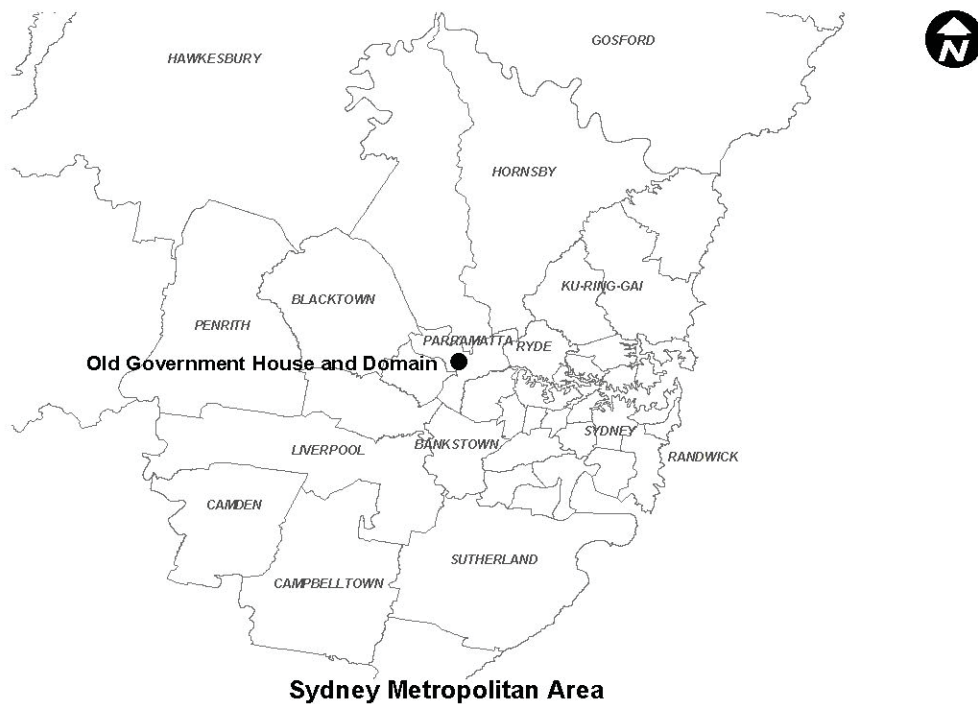
- Verena Mauldon, Curator Cultural Heritage, Parramatta Park Trust;
- Graeme Quint, Assistant Conservation Director, The National Trust of Australia (NSW);
- Julie Blythe, Archivist, The National Trust of Australia (NSW).

The following individuals have provided advice and guidance:

- Susan Macdonald and Bruce Baskerville of The NSW Department of Planning, Heritage Office;
- Claire Pettman, Commonwealth Department of Environment, Water, Heritage and Arts.



State of New South Wales



Sydney Metropolitan Area

Figure 1: Maps showing location of Parramatta within the State of New South Wales, and of the site within Parramatta and the Sydney Metropolitan Area (source: DoP Heritage Office, 2007)



Figure 2: Current plan showing general layout of Parramatta Park, with significant views [pink arrows] and former colonial roads [red lines] and carriageways [brown and yellow lines]. (source: Parramatta Park Trust)

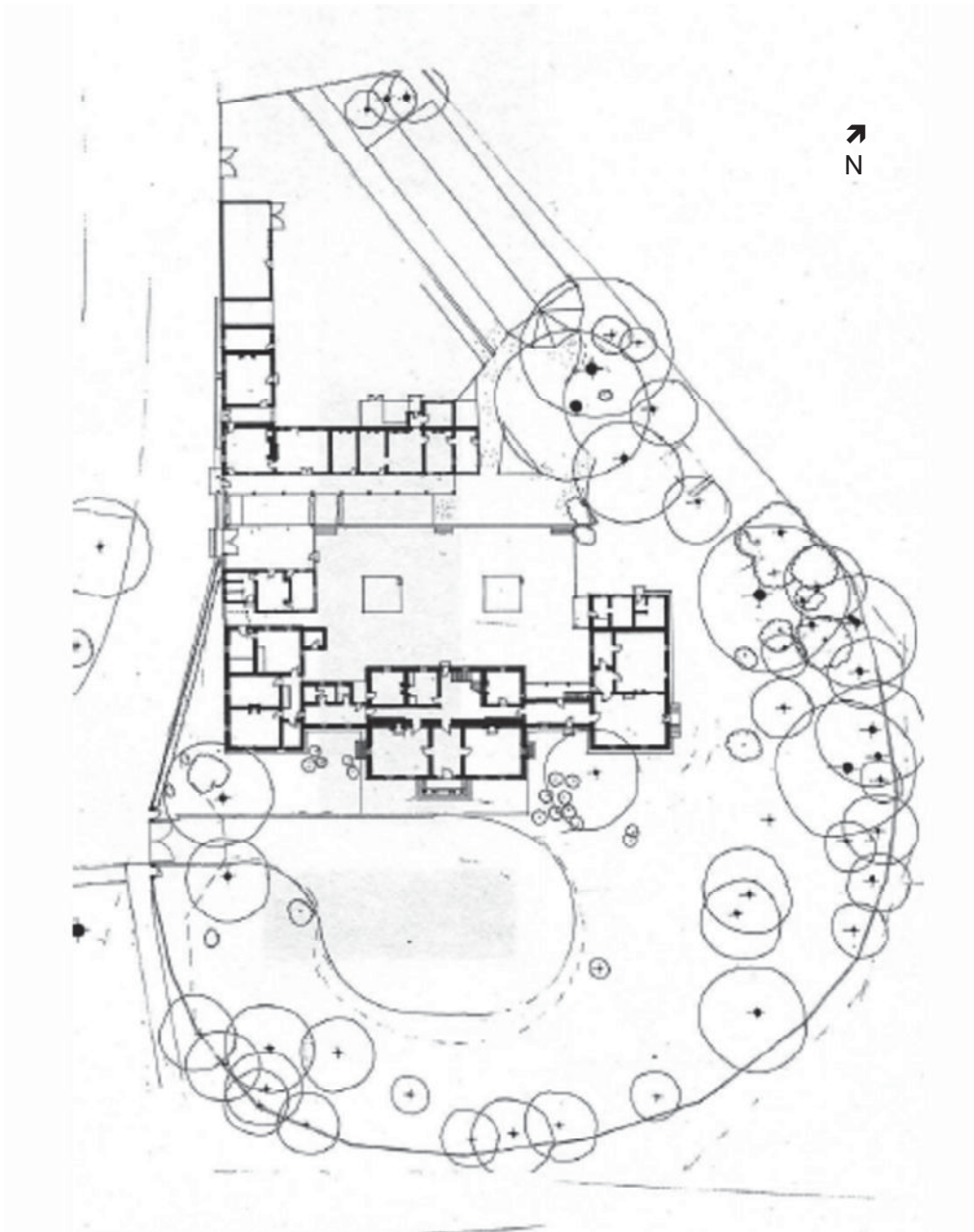


Figure 3: Site plan showing Old Government House and the immediate gardens being Lot 369 DP 752058 Parish of St John (source: The National Trust of Australia (NSW))

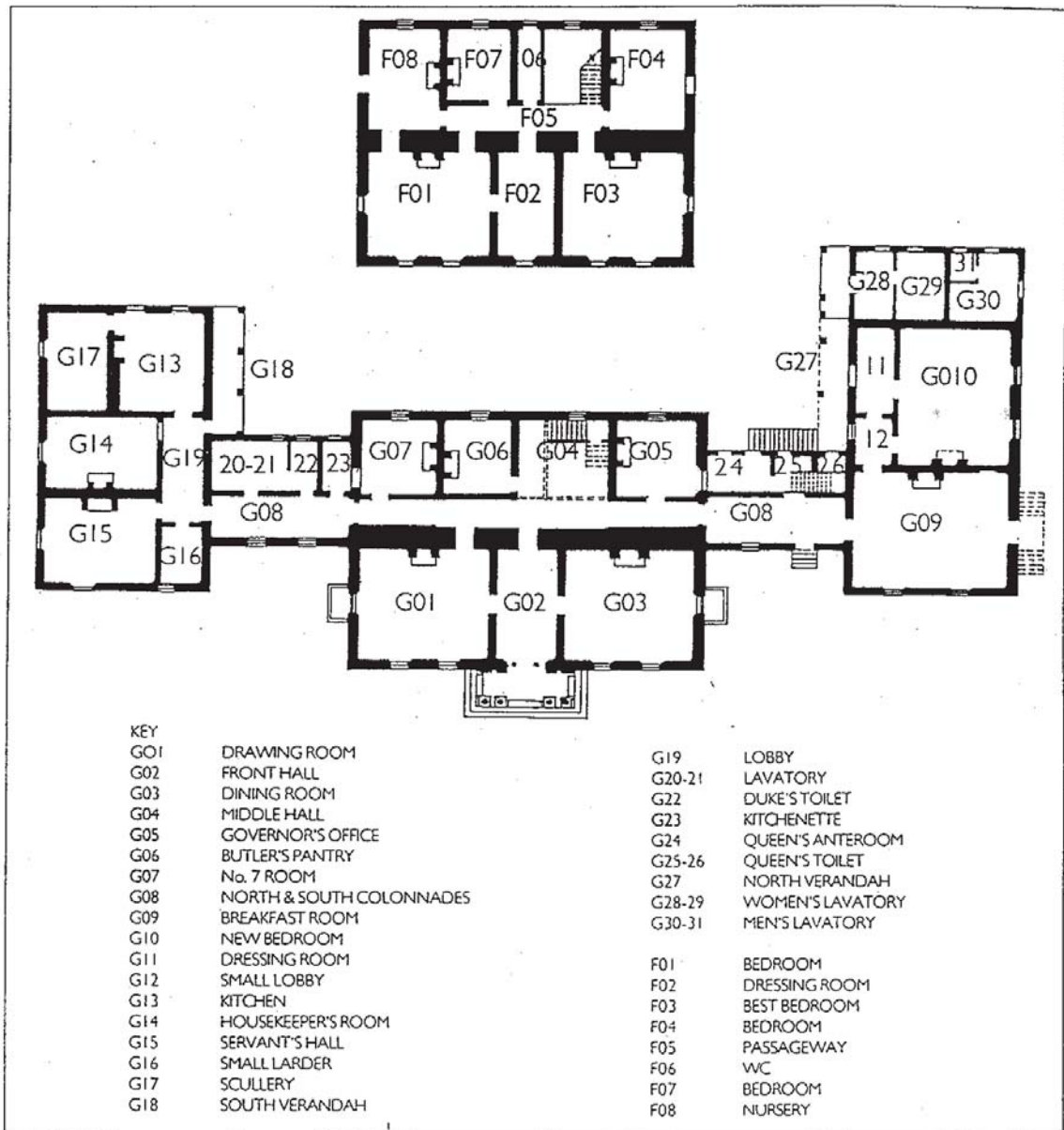


Figure 4: Floor plans for level 1 (bottom) and level 2 (top) of Old Government House (source: *Old Government House Conservation & Management Plan*, 1997: figure 1-5). Note: some room designations have changed following conservation works from 1993 – 2001.

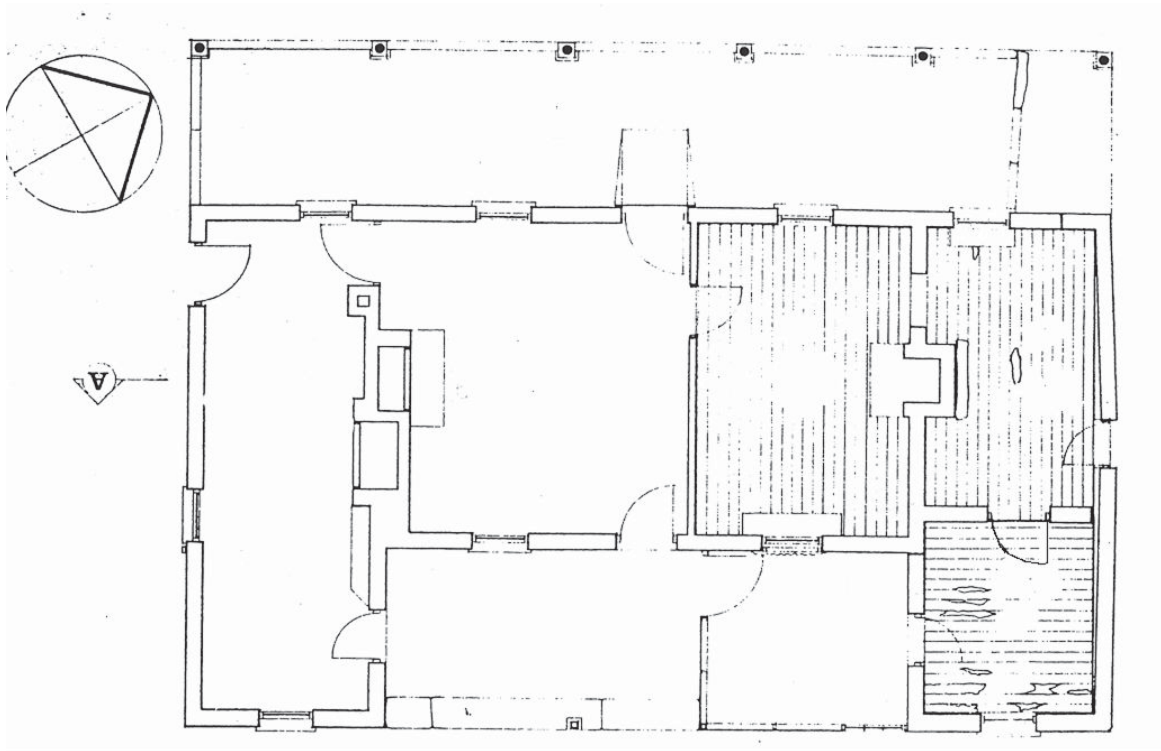


Figure 5 (a) (Top): Current floor plans the Governor's Dairy located within the Domain (source: Design 5 Architects Pty Ltd *Dairy Precinct Revised Conservation Plan*, 1998).

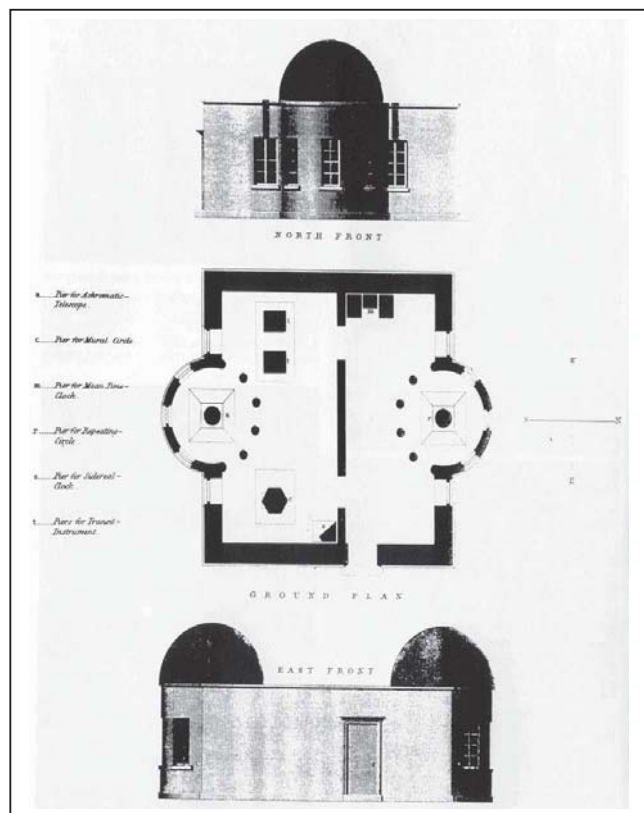


Figure 5 (b): Plan and elevation of Brisbane's Observatory, drawn by Rev. W.B. Clarke, 1835. Source: Helen Proudfoot, *Old Government House: The Building and its Landscape*, 1971, p.55.

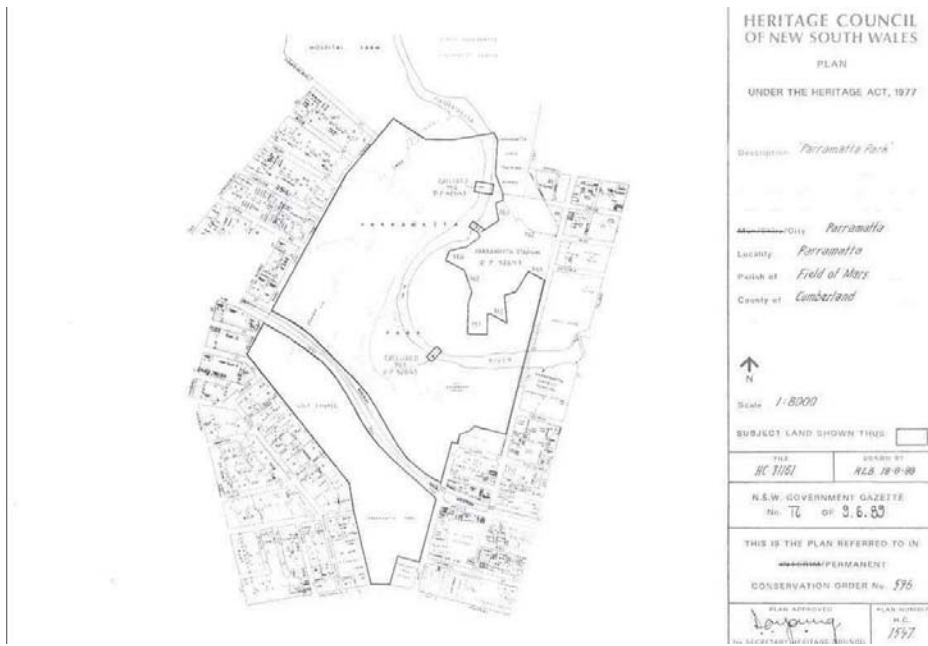


Figure 6: Plan of 'Parramatta Park & Old Government House' showing State Heritage Register listing boundary (source: DoP Heritage Office, Plan Number 1547, 1989)

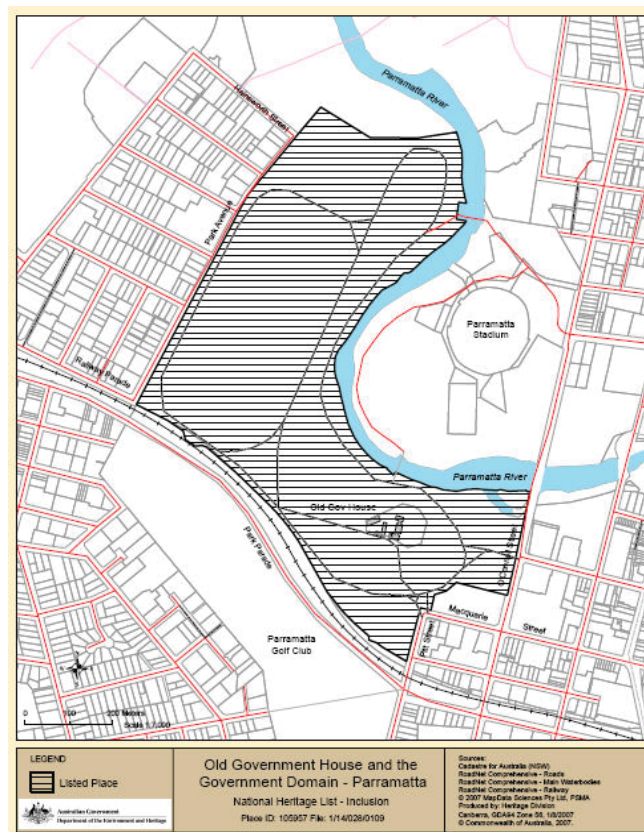


Figure 7: Plan of 'Old Government House and Government Domain' site showing National Heritage List boundary

(source: Dept. of Environment, Water, Heritage and Arts, 2007)

3. The Place: a history

3.1 Introduction

The toponymy of the site has varied over the past 220 years, reflecting its changing uses as well as patterns in the history of Parramatta, New South Wales and Australia.

For the purposes of this management plan, the following toponymical descriptions are used, unless otherwise indicated or within quotes:

- **Old Government House** means the complex of buildings generally known by that name today in Parramatta Park at the 18th century location known as Rose Hill.
- **The Domain** means the parklands of Parramatta Park surrounding the House that, until 1857, was an integral part of the vice-regal residence and offices. It functioned over 69 years as an evolving landscape of rural estates, industrial sites and landscaped gardens.
- **Parramatta Park** means the public park created out of the southern portion of the Domain, including the House, by the *Parramatta Domain Act 1857*, and still known by that name today.

The term 'Government House' is used in Australia and other former British colonies to designate the residence of the Governor or other vice-regal representative. The first Government House in New South Wales was built early in 1788 at Sydney Cove (now an archaeological site), followed by Parramatta, then Kingston on Norfolk Island, then Hobart in Van Diemen's Land. This succession of vice-regal houses charts the spread of colonisation and penal settlements. A Government House was not only a residence, but also housed the chief functions and offices of the government, at least until colonial administration became more complex and separate buildings were needed to house various administrative functions.

The term 'domain' comes from the Anglo-Norman word 'demesne', meaning land attached to a manor or mansion, occupied by the owner rather than tenants; or the landed estate of the Sovereign¹. The term was used in New South Wales and Van Diemen's Land to mean the land attached to a government house, with the governor in the role of owner/occupier in his capacity as the agent of the Crown. There was occasional use of the term 'demesne' at Parramatta, for example in Macquarie's proclamation of 1810 directing the townsfolk "...*not to go into said Demesne...*"². However, it was more generally known as The Domain, Governor's Domain, Government Domain or Parramatta Domain until 1857³.

The Domain in Sydney is the surviving eastern half of a larger domain once attached to the Sydney Cove Government House of 1788 to 1845. The King's Domain in Melbourne was set aside in 1846 by Superintendent La Trobe for a future 'Government House and its domain'⁴. The Queen's Domain in Hobart was reserved by 1818, and is the site of successive government houses built in 1827 and 1857 before the immediate grounds were separated from the Domain in 1858⁵. Government house sites across Australia that post-date the introduction of responsible government in the 1850s either do not have a domain, or their

¹ *Australian Concise Oxford English Dictionary*, OUP, Melbourne 1987

² "Whereas much Injury has been done in the Government Demesne at Parramatta, by Persons most unwarrantably entering into the same and cutting down and removing Timber thereout, this is therefore to give Notice, that any Person detected in cutting down or destroying Timber therein, by stripping off the Bark or breaking down Branches, will be prosecuted and punished as Felons: and all Persons are hereby cautioned not to go into said Demesne on any Pretence whatever, unless they are employed there as Labourers, or have other sufficient Authority, as every Trespass on those Grounds in the future will be punished as the Law directs." (*Sydney Gazette* 29 Sept. 1810)

; the term was also used in Hobart as late as 1853 – see Terry: 17 (footnote 5 below)

³ Rosen, S., *Government House Parramatta 1788-2000: a history of the Governor's, their home and its domain, Parramatta Park*, Caroline Simpson, Sydney 2003: figures 5.6, 5.14, 10.1, 10.2, 10.3.

⁴ 'Kings Domain', <http://www.melbourne.vic.gov.au/info.cfm?top=25&pa=1273&pg=1291>

⁵ Terry, Ian, *The People's Park: historical overview of Queens Domain, Hobart*, Hobart City Council 1999: Part 4 *passim*.

domain never had the working functions of the domains in New South Wales. The Parramatta site is the only surviving intact vice-regal landscape in the country in which a traditional relationship⁶ between the great house and its domain has been maintained. This relationship is encapsulated in the site name: 'Old Government House and Domain'.

3.2 Summary history and references

When the First Fleet arrived in 1788 one of their first tasks was to try to find decent land for establishing some agricultural industries to feed the colony. Within three months of the arrival of this fleet, Governor Philip and a party of men had investigated the extent of Port Jackson and determined that the area around present day Parramatta which he called Rose Hill was an ideal place to establish farming. Collins reported in his early account of the colony:

The month of November commenced with the establishment of a settlement at the head of the harbour. On the end, his excellency the governor went up to the crescent, with the surveyor general, and two officers, and a small party of marines, to choose the spot, and to mark out the ground for a redoubt [fortified camp] and other necessary buildings; and two days after a party of ten convicts, being chiefly people who understood the business of cultivation, were sent up to him, and a spot upon a rising ground, which his excellency named Rose Hill, in complement to G. Rose Esq. one of the secretaries of the treasury, was ordered to be cleared for the first habitations. The soil at this spot was of a stiff clayey nature, free from that rock which every where covered the surface at Sydney Cove, well clothed with timber, and unobstructed by Underwood.

By 1790 one hundred convicts under the supervision of Superintendent Dodd were clearing and cultivating land. A small house was built for Phillip which replaced the original redoubt structure. The year also saw help from the ill-fated Second Fleet arrive and convicts were engaged, as well as farming, in constructing the town of Parramatta. Superintendent Dodd was to die in late 1790 and was replaced by Thomas Clarke.



Figure 8: (left) watercolour showing Government House sited on Rose Hill at the head of High Street, with convict huts lining the street c1798; (right) contemporary interpretive sign indicating the location of Rose Hill (Sources: State Library of NSW, digital image a928407r; Parramatta Park Trust 2007)

The following year, 1791, the first four settlers in NSW were granted land in the Parramatta area:

- Former convict superintendent Mr Schaffer – 140 acres [56.6 ha] on the south side of the creek leading to Rose Hill
- On the same side of the creek but nearer to Rose Hill – two allotments of 60 acres [24 ha] each marked out for two settlers from the *Sirius*.
- On the opposite side of the creek a convict, Charles Wilco – 30 acres [12 ha]

⁶ for discussion of 'demesne farms' see Hoskins, W.G., *Fieldwork in Local History*, Faber & Faber Ltd., London 1967: 41-45

- James Ruse received 30 acres at Ropes Hill.
(AZP: 3-4)

The first settlement was in the vicinity of the existing Old Government House ... predating Dawes' town plan with its Vitruvian ideal of geometric formality⁷ of the Governor's House as the visual termination of High Street, the principal thoroughfare.

The setting out of new streets commenced in July 1790 and the Governor's residence had been completed by the end of the year. Once the house was finished the earlier structures were demolished allowing the single story cottage to be set in an extensive garden from which it commanded views of the settlement and the river.

The European settlement at Rose Hill was heavily regulated with separate cottages for male convicts, unmarried women and families. A similar form of vernacular cottage was built to accommodate the Governor, the Governor's Residence being somewhat larger, and having less occupants. Initially there was some local Aboriginal resistance to the settlement and the garrison had to be strengthened. Captain Tench described the layout of the infant settlement:

Four inclosures of 20 acres [8 ha] each are planted for the reception of cattle ... All these inclosures are supplied with water, and only a part of the trees which grew in them being cut down, gives them a very park-like and beautiful appearance.

...The main street of the new town is already begun. It is a mile [1.6 km] long ... contains at present 32 houses completed, of 24 [7.2 m] feet by 12 feet [3.6 m] each, on a ground floor only, built of wattles plastered with clay and thatched. Each house is divided into two rooms, in one of which is a brick chimney. These houses are designed for men only ... more are building; in a cross street stand nine huts for unmarried women; and exclusive of all of these are several small huts where convict families of good character are allowed to reside ... there is a house of lath and plaster, 44 feet [13.4 m] long by 16 feet [4.8 m] wide, for the Governor ... with excellent out-houses and appurtenances attached to it.

(CMP 1997: 15-16)

By the early 1800s the layout of Parramatta town hinged around the Domain and the siting of Government House on Rose Hill. The layout was influenced by Portuguese colonial models and military surveying techniques. High Street connected Government House in a direct line with a wharf and Commissariat Stores at Queens Wharf. Various squared gardens were established in front of Government House which became known as the Government House Gardens, while the river flats in the area known as the Government Farm were used for growing cereal crops, and the flatter parts of the West Domain were used for grazing cattle. Industrial activities began with a water race and mill pond on the river above the farm, and convict George Salter was granted land near The Crescent.

(*Landscape master plan*, 2002: p. 14)

Successive Governors occupied Government House until the 1816 when Governor Macquarie ordered a scope of works to improve and enlarge the house so as to afford sufficient accommodation for the Governor, his family and staff. The original Hunter block was retained as a central section with a substantial addition to the western façade making it a double block and two symmetrical pavilions were added with connecting colonnades in the manner of a Palladian country house in the English manner. A timber portico to a design by convict Francis Greenway was added. A new stable and coach house were built and a Garrison Building and Quarters. Extensive landscaping of the domain was undertaken, including a Government garden and orchard, a dove cote and the planting of English oaks, elms and other exotic species which, together with curvilinear carriage drives and rustic garden features, transformed the Domain into a picturesque English country house. An old farm house was repaired and converted into a dairy.

⁷ Brian McDonald and Craig Burton, Parramatta Park Historic Landscape Study, 1987, p.3.

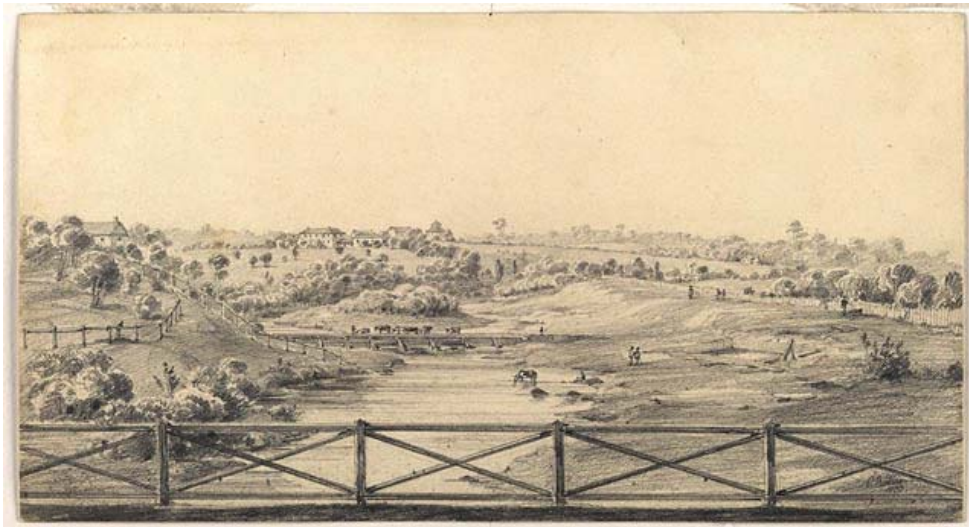


Figure 9: View from Lennox Bridge up Parramatta River to Old Government House sitting in its Domain, 1833. (Source: State Library of NSW, digital image a635006r)

Governor Macquarie used Government House at Parramatta on a regular basis and especially as a staging point for regular tours of the colony, when in such cases his family would reside at Parramatta. Macquarie conducted important business at Parramatta and it was here that he made decisions in the administration of the convict system, including reformatory policy, granting ticket-of-leave applications, pardons and grants of land or livestock. Government House Parramatta was the scene for formal meetings, functions and hosting visiting dignitaries from other countries.

Governor Brisbane, Macquarie's successor from 1822 preferred to live at Parramatta on a permanent basis, travelling to Sydney Cove to conduct business when needed and leaving his wife at Parramatta. His personal interests in astronomy saw the construction of an Observatory. In addition, he constructed a Bathhouse and continued to maintain the Macquarie's garden and the domain pastures.

Subsequent Governor's continued to use Government House Parramatta however strains of the allocation of public monies limited maintenance and use. Governor FitzRoy took up his term in 1846 and used the house frequently but the death of his wife in a carriageway accident whilst leaving the Domain ended his association with the house. Thereafter Governor Denison declined to use the Parramatta house and as it required substantial repairs requiring to be funded from his personal income, he leased the house. In 1857, a decision was made to dispose of the Domain, retaining Old Government House and the Domain as a parcel of 200 acres [80 Ha] set aside as a public park.



Figure 10: monument on the carriage drive through the Domain to Old Government House marking the site at which Lady FitzRoy was killed in 1847: this event signals the final phase of the site's convict period as the convict system was winding down, and vice-regal use of the House and Domain was coming to an end. (Source: Parramatta Park Trust, 2007)

As a government domain, the site was a complex place of activity generated by administration emanating from the Governor's house, the convict lumberyard, the government farm and other agricultural sites, its proximity to the town of Parramatta, the official business generated by visitors from other countries and the constant repairs and maintenance required for a focal point of government administration.

A society of people occupying the hierarchy of colonial social structure were engaged at the domain. Skilled and unskilled convict labour were engaged as unskilled and skilled labourer for public works, maintenance of the Governor's House, cultivation and others works on the site.

“ The dynamics of the interaction and of the working environment of the convicts can be seen in the relationships between structures and archaeological sites in [Parramatta] park. Old Government House, the associated outbuildings and the landscape are the product of a unique hybrid society created by the forced emigration of convicts. It was composed of Aboriginal, convict, civil and military people, men and women, adults and children whose often free interaction, belies the associations common to the term ‘penal colony’.”⁸

Old Government House and its domain was the point of administration, governance and authority and control. It was a significant site of Government administration for the new colony and the convict system. It was a site of intensive public works and industry and an important location for agricultural development and experimentation. The played an important role in establishing the viability of the colony, especially in the initial years of struggle against famine, the environment and cultural displacement.

There was a complex relationship between the government houses in Parramatta and Sydney Cove, depending to a large degree on the decisions by individual governors as to whether they preferred to live and work in Sydney or Parramatta, and the strategic development of the colony, notably the early survival of the colony in the late 1780s, and the inland expansion of the colony after the crossing of the Blue Mountains from 1816 to the 1830s.

3.3 Conservation History

The site can lay claim to be one of the earliest examples of conservation in Australia. The establishment of Parramatta Park in 1857 achieved the preservation of the site and its retention in public ownership. The heritage value of the park was acknowledged in 1917 when it was proclaimed a National Park. The heritage of the domain was acknowledged throughout the late 19th and 20th centuries. Old Government House was subject to early conservation actions, being the restoration by the Government Architect in 1909 and later by The National Trust of Australia (NSW) in 1967-1970.

Key conservation projects and works

Parramatta Park

During the 1970s and 1980s, plantings of Tallowood and Blue Gum were made, providing a new layer of vegetation overlaying remnants of earlier planting regimes. English Oaks were replanted along Byrnes Avenue to reconstruct the 19th century avenue plantation skirting the Crescent. During the 1990s there was a conscious attempt to recognise the values of the Cumberland Plain woodland within the parklands, particularly in the Western Domain area and the ridgeline skirting the Crescent. Other works of significance include:

1994-99: conservation of the Governor's Dairy and the Ranger's Cottage.
1999: Steam train track removed along Crescent ridgeline. Conservation and revegetation of Cumberland Plain woodlands along the ridgeline of the Crescent.

⁸ Dr Sue Rosen with Emma Dortins, “Old Government House and its Domain, Parramatta Park”, 2006; unpublished research report for Parramatta Park Trust.

- 2000: Bath house repainted
- 2001: Conservation and adaptive re-use of the Macquarie Street Gatehouse.
- 2001-2002: Conservation of the Park Parade Gatehouse.
- 2005: Avenue plantings on Long Avenue and West Domain
- 2007: interpretative path of Governor Phillip's carriageway

There have been a number of important archaeological excavation projects undertaken since the mid-1980s at The Governor's Dairy, the Observatory, The Crescent ridgeline, Rose Hill environs, convict hut sites, convict lumberyard site and the alignment of Governor Phillip's carriageway.



Figure 11: works undertaken to interpret the 'dairy precinct' within the Domain, with its complex overlays of Salter's farm house and later dairy and other uses, indicating the current use of the site for interpretation and presentation of the site's history during the convict period (source: Parramatta Park Trust, 2007)

Old Government House

- 1855: possible repairs for white ant and repairs to floor and roof (letter Col. Architect)
- 1890: house re-roofed in iron and render repaired (*Sydney Morning Herald*)
- 1909: major restoration by Government Architect mainly following an Arts and Crafts conservation philosophy of preserving the old (notes on the drawings indicate a philosophy of copying existing detailing in repairs and verified by later archaeology). Unfortunately modern materials used at the time, such as cement render on walls and metal lathes for plaster caused serious cracking later, The corrugated iron roof was replaced with slate and the roof shape over the central section changed. WCs and verandahs to pavilions were added and Californian redwood was used to restore joinery with Kauri used in flooring restoration work.
- 1967-1970: National Trust restorations reversed the alterations for the King's School by the Government Architect, presenting the house as a museum reflecting the gubernatorial period in general and the occupation periods of all governors and a substantial collection of Australian Colonial furniture. Restorations as a stylized grand colonial residence led to alteration in many details and profiles.
- 1982 -83: Repainting of the house to a c.1840s colour scheme based on paint-scrape archaeology
- 1993 -2001: Comprehensive research determined a conservation approach which reversed much of the first restoration to present a well documented and informed interpretation of Governor Macquarie's period has guided many changes and reversals of restoration. The roof profile and guttering were reconstructed to their earlier form. A colour scheme based on further archaeological investigation and paint-scrape analysis was implemented with new soft plaster reinstated on walls, lower skirting reinstated and chair rail reconstructed (drawing room). Each room has a detailed history of reversals and change with documents supporting decisions recorded in the CMP.
- 2007: reconstruction of Lady Gipp's garden bower



Figure 12: Principle façade of Old Government House indicating current state of conservation following works in the 1993-2001 period. (Source: National Trust, 2006)

3.4 Timeline

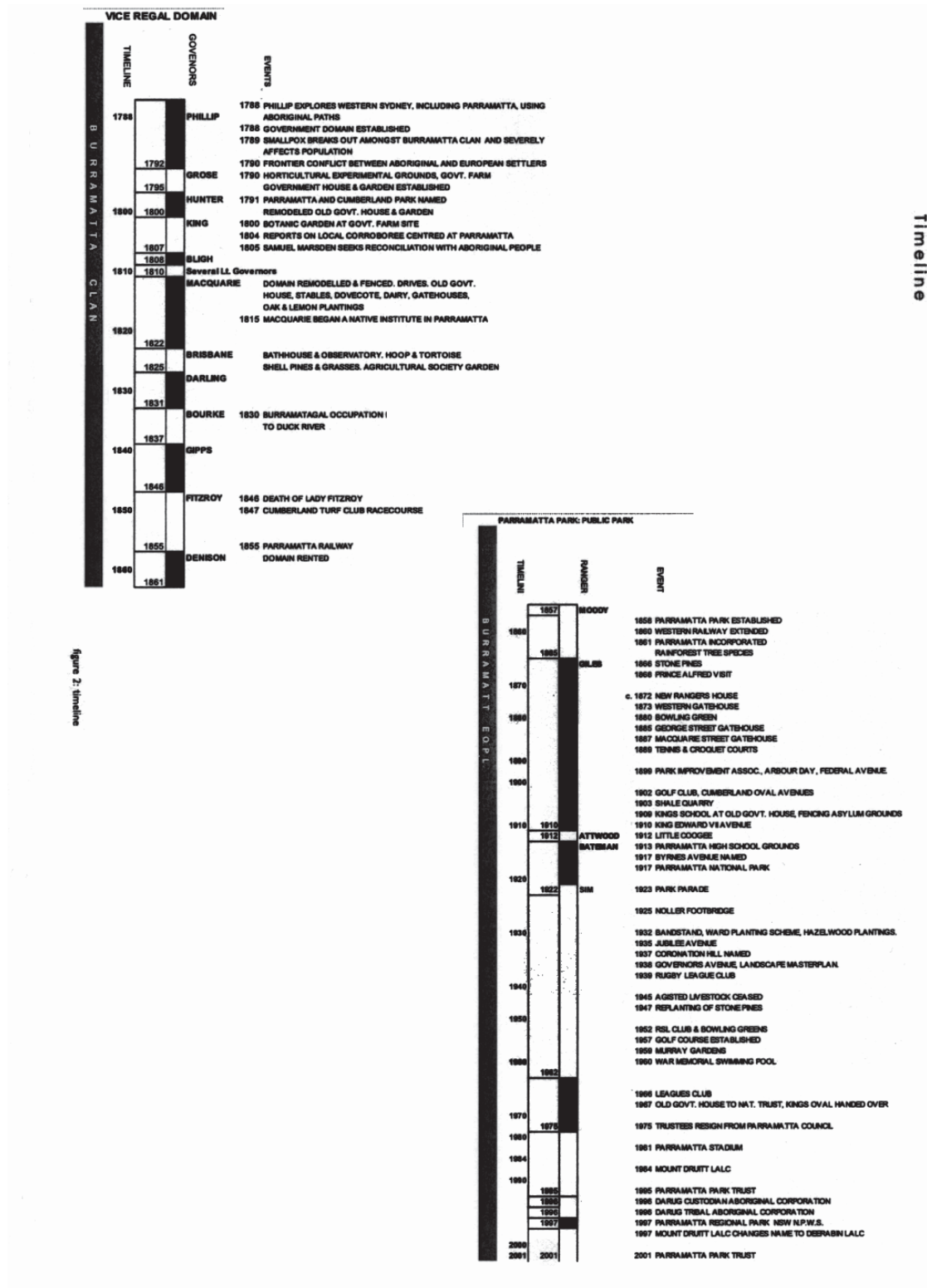


Figure 2: timeline

source: *Parramatta Park Landscape Management Plan 2002*: figure 2

4. The Place: physical description and uses

4.1 Introduction

Old Government House and Domain is located within the City of Parramatta, on the western side of the Parramatta CBD. It is entirely within the 85 hectare Parramatta Park located in undulating country around the head of the Parramatta River. Old Government House sits on Rose Hill overlooking Parramatta, in the lee of Mays Hill, the highest point in Parramatta, and adjacent to and overlooking the Parramatta River. The site is about 20 kilometres upstream from Sydney Cove, and a further 8 kilometres from Sydney Heads and the Pacific Ocean.

4.2 Description of the Domain lands

The existing landscape of the Park is a composition of natural and built elements, influenced primarily by geological formation, climatic regimes, human occupation and patterns of land use.

There are two basic geological systems present in the park: the Wianamatta group of shales and the underlying Triassic sediments of Hawkesbury Sandstone. The creek and river drainage systems of the Parramatta River catchment have carved through the shales to reveal the sandstone along the river valley. There is a band of alluvium in the river valley where fresh and salt water meet in a variety of ecosystems capable of supporting human occupation and settlement. The elevated areas are dominated by shale derived soils typical of Cumberland Plain landscapes of rolling hills and plains with compacted poor-draining soils that limit the vegetation to open forests.

The pre-European settlement landscape featured a rolling, shale derived landform, with sandstone outcrops to the north of the river. Open woodlands and indigenous grasses predominated, most likely cultivated through fire-management practices by the Aboriginal occupants. Governor Phillip described this landscape noting its parklike and picturesque appearance.⁹

The topography of the domain lands reflects these natural forces and interactions. Early agriculture occupied the alluvial soils and freshwaters in the river valley; the elevated areas were used for Aboriginal camp sites and functions that utilised views, such as the Redoubt, north facing (sunny) slopes were utilised for crops and vines, while roads and pathways have tended to follow the ridgelines.

The vegetation of the domain lands can be classified as woodland, riparian woodland, open woodland, grassland and garden areas. There is a mix of Australian and exotic species across the site, with botanical evidence from all periods of human occupation. Generally, exotic plantings prevail in the Old Government House area, and shade through to predominantly Australian species in the riparian and steeply-sloping areas. The edges between these areas tend to be 'soft' vegetation, creating naturalistic and rural characteristics within the site; while the external park boundaries tend to be 'hard' edges with kerbing or masonry fencing.

The spatial form of the domain lands is essentially a series of open grasslands enclosed by valed slopes and ridges. The river and The Crescent form a series of open vistas, while the higher ridgelines provide views across the parkland and the surrounding townscape¹⁰.

4.3 Current condition and uses of the Domain lands

The river flow has been regulated since the mid-19th century through weirs and other devices, and now forms a permanent, serpentine body of water between Old Government House, the former Government Farm and the Flat Rocks. The Crescent, originally a billabong (an anabranch) of the river, was landscaped as an amphitheatre in 1975 and is now a

⁹ McDonald and Burton, p. 12

¹⁰ *Parramatta Park Landscape Master Plan*, Part 5 passim (2002)

permanently dry area with gently-sloping sides. Principal traffic routes in the park follow original Government Domain carriageway alignments and now have sealed (bitumen) surfaces. The flatter areas are used either for organised sport (such as Old Kings Oval, near the former Government Farm) or passive recreational activities (such as the former Cattle Paddocks).

The 'Dairy Precinct' buildings, containing emancipist George Salter's farm house of 1798 and Governor Macquarie's dairy building of 1815/16, are conserved and used to interpret the various working buildings and functions of the vice regal period, as well as the management of the parklands in the mid-19th to mid-20th centuries. Coronation Hill, to the west of Old Government House, is the site of the former Governor's Bath House, now used as a shelter area, and the archaeological remains of Brisbane's Observatory.

Eucalyptus species dominate the ridges and slopes, while Angophora, Allocasuarina and Melaleuca species dominate riparian and wetland areas. Regenerating Acacia species are strongly evident along Domain Creek, The Crescent and Coronation Hill. Exotic species such as pines, oaks and jacaranda distinguish the key vice regal sites such as Old Government House. Tree growth is managed to ensure that identified view lines are not obscured. A mixture of grass species is evident throughout the site.

The views from the site tend to be broad and expansive. However, around Old Government House there is some enclosure by regrowth Eucalypt species that filter views; and easterly vistas from within the site to Parramatta CBD are sporadic rather than broad with the development of high-rise buildings on the eastern side of O'Connell and Pitt streets over the past decade.

Areas of archaeological potential have been identified in several areas, relating to their historical periods. Generally, the potential for Aboriginal archaeology is highest around the river and adjacent ridges and slopes; and for non-Aboriginal archaeology around the Old Government House, The Crescent ridgeline, the Western Domain, Salter's Field and the Governor's Dairy, former Government Farm and former High Street/Convict Hut site areas. Several studies have identified the domain as being of high archaeological significance, with over 40 sites of indigenous and non-indigenous significance identified. Several archaeological digs related to projects have validated the potential for meaningful archaeological resource material to be discovered¹¹.



Figure 13: View within the Domain across Parramatta River to site of Government Farm, indicating current condition of the site and its current use as parkland. (Source: Parramatta Park Trust, October 2007)

¹¹ *Parramatta Park Landscape Master Plan, Part 5 passim (2002)*



Figure 14: Cottages in Dairy Precinct of the Domain, indicating current state of conservation and current uses for interpretation and presentation of the site's heritage (Source: Parramatta Park Trust, 2007)

4.4 Description of the Old Government House complex

The principle building in the complex is Old Government House, separated from a secondary building known as the Officers Quarters or Garrison Building by an open paved courtyard, with several minor outbuildings.

Old Government House is a two storied Georgian-style building constructed over a two cellars. The walls are masonry (brick), plastered internally and rendered and painted externally. The roof structure is timber framed with shingle cladding. All of the original joinery is Australian red cedar, with other timbers used in conservation works, notably kauri pine and blackbutt for flooring. The portico over the front entrance is entirely timber, although designed to look like stone through the application of sand paint.

The House was constructed in stages, and the internal spaces reflect this sequence. The entrance Hall on the ground floor separates the Drawing Room and the Dining Room, with these three spaces largely retaining their c1799 configurations. The joinery and other finishes have been reconstructed to known mouldings, profiles and colours from the vice regal period. The Hall opens into a stairhall for access to the upper floor, with a c1815 staircase of Australian red cedar following the wall line. Three similar-sized ground floor rooms, built c1815, either side of the stairhall open off a 'T' shaped passage that terminates the entrance Hall, with the principle room being the Governor's Office. This room is now managed as an 'archaeology room', with c1793 footings exposed, as is the internal brickwork of the walls.

North and South Pavilions were constructed c1815, linked to the central block by colonnades that were later enclosed and to which further rooms were later added. The North Pavilion contains a suite of four rooms, essentially a bedroom and breakfast room, with toilets and anteroom off the colonnade. The joinery and finishes are largely reconstructions of known examples surviving from c1815 and copied in 1909. The original stone staircase to the cellar remains *in situ* beneath the toilet floor.

The South Pavilion is a service wing, containing a kitchen, scullery and servants quarters. The interiors were substantially remodelled in 1909, and again in 1968. Plaster was replaced

with cement render, and ceilings installed. The current stone flagged floors were installed in 1968, and the kitchen fireplace reconstructed used archaeological evidence.

The Upper Floor of the central block has kauri pine flooring on original hardwood joists, and retains the original c1799 sash windows. These rooms were all bedrooms, dressing rooms or nurseries, and somewhat renovated in 1909, but largely retain their volumes from the two upper level extensions undertaken by Governor and Mrs Macquarie in 1815 and 1816.

The original cellars dating to the Hunter and Macquarie structures remain *in situ* and are used for storage, interpretation and educational events.

The Officers Quarters or Garrison Building is an 'L' shaped, single storey masonry building with a range of six rooms facing the courtyard, and a further range of four rooms at a right-angle forming a second courtyard at the rear of the building. Most of the building is currently used as a restaurant and café, with the northern-most rooms used by the National Trust house management as offices and a storage area¹².

In 1993 a large canvas marquee was installed parallel to the original carriage drive running past the Garrison Building. The marquee is a temporary structure, and is used as a function venue and for interpretive events such as seminars¹³.

4.5 Current condition and uses of the Old Government House complex

All of these rooms and spaces today have interpretive uses as part of the museum functions of the complex.

Major restoration and conservation works were undertaken between 1993 and 2002 (see section 3.3).

The overall condition of the House s assessed in 1997 as being 'good', and a thorough survey of all individual rooms and internal spaces undertaken in 2001 indicated, with few exceptions, the current condition as being 'good' or 'very good'.

Since that time, works to the fabric have consisted of routine maintenance works. Apart from the reconstruction in 2007 of Lady Gipp's bower off the Breakfast Room and the front gate, there have been no new interventions in the built or landscape fabric of the complex.

¹² *Old Government House Conservation & Management Plan*, Chapter 6 *passim* (1997)

¹³ *Old Government House Conservation & Management Plan, Supplement*, Section 5 (2001)



Figure 15: Drawing Room (previous page), Dining Room (left) and Portico (right), indicating current state of conservation and current house-museum uses (Source: National Trust, January 2007)

5. Heritage Assessments

5.1 Local and State Heritage Significance

Statements of significance have been developed for the place, and subject to regular review over 33 years, that address its Local and State heritage significance. Later statements of significance have been developed that address the National heritage values (see s.5.2) and World heritage values (see s.5.3) of the place. The evolution of understandings of the Local and State significance of the place is illustrated in the succession of statements of significance set out below in chronological order. Key characteristics of significance have remained constant across the period: its role in establishing agriculture and saving the earliest settlement, vice-regal associations, especially with Phillip, Macquarie and Brisbane, relationships between the house and domain and town, evidence of convictism, administration of penal NSW, architecture of the house, early public park, landscaping, astronomy, botanical collecting, extent of archaeological resources, and oldest surviving government house. The key change has been the emergence of understandings of the significance of the place to the Burramatta clan of the Dharug. The assessments have been fairly consistent in ascribing Local, State and National significance to the place. Because of the historical and functional relationships between Old Government House and Parramatta Park, the New South Wales State Heritage Register (SHR) has always jointly listed the sites. The site proposed for inclusion in the Australian Convict Sites World Heritage List inscription reconnects Old Government House and Parramatta Park as a single entity.

1974 and 1978 National Trust Register

This building, built c 1799 and enlarged 1815 to a design by Lieutenant John Watts, was associated with the administration of the colony from its early days until superseded by the 1845 Government House on the shores of Sydney Harbour. Has now been suitably restored and seems to illustrate the best of elegant colonial Georgian architecture of the period. Used by the King's School 1910-70.

National Trust (Parramatta Branch): The Government Farm and residence at Parramatta illustrate the early importance of the rural settlement at the head of the Parramatta River. The site is closely associated with the Dawn of Rural Settlement in Australia and the former Government House is the oldest public building remaining on the Australian mainland.

1989 NSW State Heritage Register

Parramatta Park demonstrates continuous cultivation and land-use from the management of the Cumberland Plain grasslands by the Burramatta clan of the Dharug Aboriginal people and later through the processes of colonisation, from exploration to occupation, including land clearing and building. The first farm to produce sufficient food to feed the penal colony was established here beside the river in 1788, saving the settlement from starvation.

Following Governor Phillip's establishment of the Governor's Domain in 1790 the area contained agricultural land, stockyards, lumber yards, and most significantly, the governor's residence and vice-regal offices. Old Government House at Parramatta demonstrates the growth of the Colony, from an impermanent cottage, built with the limited material available, into a grand residence with some of the finest extant plaster and joinery from the Georgian period.

A landmark site, the Park and House retains historical association with successive governors, and was the location for significant interaction between Aboriginal and European people. It demonstrates early town planning and landscaping design and features strategic and picturesque views and vistas, created to frame Old Government House and enforce the status of the Governor over the convicts and free settlers inhabiting the township below. As such it is a conscious recreation of English landscapes of control.

The Domain was used for botanical and astronomical scientific research, and the Park is considered both a European and Aboriginal archaeological resource of national significance.

The park has evolved from being one of the earliest successful agricultural sites of the colony, including the site of the only 18th century vice-regal residence and seat of colonial government remaining intact today, to one of the most important and earliest open spaces dedicated for public use. The Park has continuously operated as a public park since 1857, reinforced by its gazettal as a National Park in 1917. Old Government House was used by Governors until 1855, tenanted by the King's School and other organisations, and then operated by the National Trust since 1970 as a house museum. Parramatta Park retains strong associations with the local Aboriginal community.

The whole site is a unique and rare demonstration of the evolution of New South Wales and Australian Society since 1788.

1995 Parramatta Park Archaeological Zoning Plan

Parramatta Park is a site of highest archaeological/research significance. The varied uses to which the park was put over the years of European occupation and its significance to local Aboriginal people both before and during the early contact periods represent an unsurpassed potential resource both in terms of its quality and range.

The archaeological resource at Parramatta Park is potentially largely intact owing to lack of intensive development of the precinct. Part of the site's significance lies in the undisturbed nature of its archaeological resource. It has the potential to illustrate a wide variety of cultural activities representative of both indigenous and European occupants of the park.

As a site which contains such a unique physical resource documenting the period prior to and immediately after European settlement Parramatta Park is an archaeological resource of national and possibly international significance.

1997 Parramatta Local Environmental Plan

This Archaeological Management Unit has exceptional archaeological research potential.

Old Government House at Parramatta was used as an official residence from the time of Governor Phillip to the 1850s. It was then used by various schools until its resumption by the State, and management of the National Trust of Australia (NSW) in 1967.

The physical archaeological evidence within this area may include built landforms, structural features, intact subfloor deposits, open deposits and scatters, ecological samples and individual artefacts which have potential to yield information relating to major historic themes including Government and Administration and Housing.

Archaeological evidence at this site is likely to be intact, although subject to minor disturbance. This Archaeological Management Unit is of State significance.

1997 Old Government House CMP

Old Government House is of national cultural significance:

- As the focal point of Rose Hill, the first settlement outside Sydney, established in November 1788.
- As a country residence of the governors of NSW, their families and other household members, from 1790 until c1850, utilised at times as the primary residence, associated with the day-to-day governing of the colony,
- Marking the expansion into the interior, associated with exploration of NSW and classification of its flora,
- For the high level of associated documentation, including inventories, diary extracts and letters encompassing the lives of many people and events associated with the early colonial period in Australia,
- As an integral part of the Government Domain, later Parramatta Park, intended to overlook the township of Rosehill both physically and administratively, constructed to allow the supervision of the acclimatisation and cultivation of food and cash crops for the colony,
- For its archaeological potential, to provide information regarding the layout and day-to-day operation of the Government House and its residents, the associated

outbuildings and the gardens, from 1790 until 1855, supplementing the documentary record,

- Providing evidence of the direct translation of both vernacular building forms and techniques and high style design to Australia, important as one of the colony's first Palladian style house with flanking pavilions and a Doric portico,
- Providing evidence of the activities of the Macquaries, in particular their desire for 'improvements'. One of the aspects of the running of the colony investigated by Commissioner Bigge to indicate the standard of living of the Governor,
- Providing evidence of the introduction of landscape gardening in the English manner, by Elizabeth Macquarie, on a grand scale and as one of the few surviving grand houses in Sydney where the relationship between the house and the extensive setting can be appreciated,
- Providing evidence of changing fashions in Colonial interior decoration within the Georgian period. Containing extremely rare examples of late eighteenth and early nineteenth century joinery of an equal standard to that found in England. Providing evidence of the design work of John Watts and Francis Greenway.
- Providing evidence of the evolution of building techniques and range of available building materials between the establishment of the colony and c1825. The documentary record provides evidence of the use of convict labour to clear land and construct public buildings.
- As evidence of the changing use of large houses in the nineteenth and early twentieth century, a transition from single family home with servants to boarding house to an institutional use to its acquisition by the National Trust and presentation as a house museum.
- For its association with charting the southern hemisphere skies.
- As a very early example of the introduction of sanitary arrangements and reticulated water.
- As an early example of the conscious restoration project by the Government Architect and an influential building in the development of Georgian revival style of architecture after World War I. Providing evidence of changing approaches to the conservation of colonial buildings.
- Continuing a significant collection of colonial furniture, some pieces with provenance to Macquarie,
- As a Sydney icon and Parramatta landmark appearing in many paintings and photographs showing then development of the Parramatta and the Government Domain, later Parramatta Park.

1999 Regional Environmental Plan

The former Government Domain and vice-regal residence at Parramatta demonstrate the early importance of the rural settlement at the head of the Parramatta River. The site is closely associated with the beginnings of rural settlement in Australia and with exploration and extension of colonisation. The former Government House is the oldest public building remaining on the Australian mainland, has significant historic associations and is a unique example of 18th century English building work in Australia.

2002 Parramatta Park LMP

Parramatta Park is of exceptional cultural significance to Australia, NSW and the City of Parramatta because:

- a) It contains evidence of remnant vegetation of the Cumberland Plains Woodland,

- b) It is the core of the territory of the Burrumatta clan of the Darug. It is still of high cultural value to the Darug people who continue to participate in the cultural and physical management of the place.
- c) It is an enduring symbol of early European settlement in Australia. Its siting relates to the identification of The Crescent by Governor Phillip and the establishment of an agricultural settlement in 1788, vital towards the survival of the early colony.
- d) It is evidence of 18th century Parramatta. The overall place is highly regarded by the community for its significant historical role in Australian history and providing a sense of identity for the City of Parramatta.
- e) It is a place of early Government enterprise. This includes farming, agricultural experimentation, gardens and botanical collection and propagation, and public transport.
- f) It is the Domain of the oldest surviving Government House in Australia.
- g) It is Governor and Mrs Macquarie's landscaped park and estate. Its establishment, layout and design is directly associated with the creation of the Government Domain under Governor and Mrs Macquarie. It is a rare example of a public park reflecting the structure and character of the former Government Domain of the late 18th century in Australia.
- h) It is the site of 19th Century and 20th Century recreation and public sporting activities. As one of the earliest public parks in Australia and the third national park it continues to be a major place for public recreation since its dedication as a public park in 1858.
- i) It is a major green space landmark and public recreation area for the people of Parramatta. Of its landmark quality, it is a prominent feature along the Parramatta River and a focal point in the local townscape.
- j) Of its substantial surviving fabric (extant and archaeological) and the substantial body of historical material documenting its historical development, It provides a major research, educational and interpretive resource, providing an understanding of the original landscape, the impact of Aboriginal and European cultural activities, and the planning and development of the City of Parramatta.
- k) Of its association with various individuals and organisations, including the Burrumatta clan of the Darug and Aboriginal identities such as Pemulway, Baluderry and Arabanoo, Governor Phillip, Governor and Mrs Macquarie, Governor Brisbane, other governors who resided at Old Government House, aviator William Hart, the Parramatta Park Trust and NSW National Parks & Wildlife Service, explorers, Royal Botanic Gardens Directors and staff, and landscape designers.

2008 Parramatta Park CMP

The Parramatta Park CMP 2008 adopts the Statement of Significance from the Parramatta Park LMP 2002.

5.2 National Heritage Values

The National Heritage List assessment of the 'Old Government House and Government Domain' site sets out the following statement of national values, quoted from the *Commonwealth of Australia Gazette* No S141, Wednesday 1 August 2007, which identifies the significance of the place under the National criteria.

About 50ha, O'Connell Street, Parramatta, comprising all that part of Parramatta Park and Old Government House, as entered in the New South Wales Heritage Register on 2 April 1999, that is located to the north of the Great Western Railway Line and to the south and west of the right bank of the Parramatta River.

Criterion Values

(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.

Old Government House and the former Government Domain in Parramatta Park

provides a most significant tangible link with the earliest days of the foundation of the colonial development of Australia in 1788.

Old Government House at Parramatta is the oldest surviving public building on the Australian mainland, and the only early colonial Government House to have survived relatively intact, particularly illustrated by brick flooring of the Phillip era building of July 1790 on display. The three rooms at the front of the main section of the house date to Governor Hunter in 1799 while the remainder of the Palladian style main house and the two side pavilions date to Governor Macquarie in 1818. It provides a publicly accessible cultural focus and landmark for many Australians, providing physical evidence of the earliest years of colonial development.

The house and domain also represent convict working places as well as primary sites associated with the foundation of British colonial settlement. The house itself and the surrounding historic elements such as the Crescent, the governor's dairy, the bathhouse, memorials, carriageways and gatehouses, and the remains of Governor Brisbane's observatory, all reflect the establishment of agricultural production, the administration of the colony, the administration of the convict system in Australia, the commencement of town planning, and the site of some of Australia's earliest astronomical and botanical endeavours.

(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. The Government Domain is an extensive cultural landscape that has yielded archaeological evidence and has potential to yield more, particularly as a convict work place. Supporting information of historic documents and images are available in public records.

Criterion Values

(d) the place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:

- (i) a class of Australia's natural or cultural places; or
- (ii) a class of Australia's natural or cultural environments.

Old Government House in its setting of the former Governor's Domain is significant as a cultural landscape of importance in Australia's history. Although the Park has been reduced from the original 99.6 hectares to 85 hectares, allocated in 1856, it contains a number of historic elements that have a tangible link with the earliest days of the foundation of British colonial settlement of Australia, and that interlink with the landscape. These historical elements include the Crescent, the governor's dairy, the bathhouse, memorials, carriageways and gatehouses, and the remains of Governor Brisbane's observatory. These historic elements demonstrate strong links with cultural processes of importance in Australia's development from a penal colony dependant on Great Britain to a self governing colony. Old Government House provides evidence of the evolution of early colonial and convict administration. The development of the house itself mirrors the growth and complexity of these processes, both as the governor's home and as the seat of administration, while the Domain and the Crescent mark the commencement of agricultural production in Australia. Other historic elements within the Domain provide evidence of the beginnings of astronomical and botanical science in this country. Uniquely for a site of this age in Australia, the pattern of use and living established by the early governors is still clearly legible in the house and the surviving historic elements in the landscape.

Criterion Values

(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.

Old Government House and the Governor's Domain at Parramatta Park are significant for their association with the life and work in Australia of the early colonial governors. Governors Phillip, Hunter, King, Macquarie and Brisbane all resided and worked at the house, and all have left their mark on the site through their development of the fabric of the respective buildings and the enhancement of the Domain. Old Government House and the Domain provide a remarkable insight into the life and work of these governors. This insight is

enhanced by the wealth of information available about the site, both in terms of its documentation and the pictorial representations and photographs of the various stages of its development.

Old Government House and Parramatta Park were listed in the former Register of the National Estate, now maintained by the Australian Heritage Council as a reference database. The site is entered as Numbers 3036 and 3072, and was originally entered on the Register in 1978 (House) and 1980 (Park).

Register of the National Estate 1978, 1980

This building, built c 1799 and enlarged 1815 to a design by Lieutenant John Watts, was associated with the administration of the colony from its early days until superseded by the 1845 Government House on the shores of Sydney Harbour. Has now been suitably restored and seems to illustrate the best of elegant colonial Georgian architecture of the period. Used by the King's School 1910-70.

One of the most historic urban parks in Australia. The first successful crops were grown here. This firmly established the Colony of New South Wales. The crescent by the river became the genesis for the early township and Government Farm. From 1790-1857 it was the inland residence of all Colonial Governors. In Macquarie's time, Government House and Domain was considered the showplace of the Colony. Imported plant and trees were nurtured here. The park, its land forms, landscapes and remaining historic buildings retain potential for it to regain its former visual status.

The Register of the National Estate is no longer an active register, but is maintained as a database for historical reference.

5.3 World Heritage Values

Old Government House and Domain contributes to the Australian Convict Sites group nominated for serial inscription on the World Heritage List. The group as a whole has the potential to meet the following World Heritage criteria:

Criteria iv) It is an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates significant stages in human history.

Criteria vi) It is directly or tangibly associated with events or living traditions with ideas, or with beliefs, with artistic or literary works of outstanding universal significance.

Tables 2a and 2b below show the assessed ability of each site in the serial group to meet a particular aspect of the two criteria.

In Table 2a, Old Government House and Domain contributes to the serial group through its capacity to meet Criterion IV by demonstrating in its fabric and setting the reformation of convicts through the reformatory administration of Governor Macquarie in particular, but also other vice-regal representatives notably governors Phillip, King and Brisbane.

Tables 2a and 2b: World Heritage Values: the contribution of each site to World Heritage serial group

Table 2a: contribution of each site measured against Criterion IV.

CRITERION (IV) THEMATIC ELEMENTS → SITE↓	Geo-political spheres of influence	Punishment and deterrence	Reformation of convicts
Kingston & Arthur's Vale	✓	✓	✓
Old Government House and Domain			✓
Hyde Park Barracks			✓
Old Great North Road	✓	✓	
Cockatoo Island	✓		
Brickendon-Woolmers	✓		✓
Darlington Probation Station			✓
Cascades Female Factory	✓	✓	✓
Port Arthur	✓	✓	✓
Coal Mines	✓	✓	
Fremantle Prison	✓		✓

In Table 2b, Old Government House and Domain contributes to the serial group through its capacity to meet Criterion VI as a tangible association with the ideas and beliefs that supported the use transportation as the dominant method of dealing with convicted criminals in the late 18th and early-mid 19th centuries.

Table 2b: Contribution of each site measured against Criterion VI

CRITERION (VI) THEMATIC ELEMENTS → SITE↓	Penal transportation as dominant model	Penal transportation in Age of Enlightenment, shift in punishment of crime in modern era from punishing the body to psychological punishment	Influence on emergence of national penitentiary system
Kingston & Arthur's Vale		✓ 'separate system'	
Old Government House and Domain	✓		
Hyde Park Barracks	✓		
Brickendon-Woolmers		✓ assignment system	
Darlington Probation Station		✓ probation system	
Old Great North Road	✓		
Cascades Female Factory		✓ female factory system	
Port Arthur Historic Site		✓ 'open air panopticon', 'separate system' and segregated boys prison	
Coal Mines Historic Site			✓
Cockatoo Island Convict Site			✓
Fremantle Prison		✓ panopticon design prison	✓

Source: Department of Environment, Water, Heritage & the Arts, Heritage Division, 2009

The Tables show the way in which each site contributes to the outstanding universal values of the serial group of eleven sites. The contribution of Old Government House and Domain is its ability to illustrate, in its built forms and the overall cultural landscape of the whole site, the reformation of criminals through the administration of the convict system. It is directly associated with the ideas

and beliefs in the operation of systems of transportation, especially the management of convicts through complex systems of incentives and punishments for better behaviour. These representations of the site are illustrated with greater nuance and detail in the Local, State and National assessments of the significance of the place within each of those contexts (see sections 5.1 and 5.2 above).

Should the Australian Convict Sites be inscribed on the World Heritage List, the Statement of Outstanding Universal Values for the serial group will be inserted into the management plan.

6. Statement of Significance

Old Government House and Domain, Parramatta Park, is of Local, State and National heritage significance for its unique evidence of the convict period in the history of Parramatta, New South Wales and Australia, particularly its associations with the survival of the first colonial settlement in 1788 and the subsequent establishment of European-style agriculture in Australia, the vice-regal control of the convict system, especially under governors Phillip, Macquarie and Brisbane, and their activities associated with consolidating Imperial power, notably botanical collecting, astronomical observations, and the economic development of colonial New South Wales, the Georgian-style architecture of Old Government House and its outbuildings (of which it is a key Australian exemplar), the multi-layered cultural landscape embracing the vice regal residence, the parklands and the town of Parramatta, its development as one of Australia's earliest dedicated public parks, and the extent of the known and potential archaeological resources within the landscape. . The Place is also significant for illustrating the associations between the Burramatta clan of the Dharug People and their pre-contact lifestyle as well as the continuing connections of their contemporary descendants with the site.

Old Government House and Domain, Parramatta Park is also highly significant for its contribution to the serial inscription of eleven Australian Convict Sites on the World Heritage List, illustrating in its built forms, archaeological sites and the overall topographical form of the whole site as a cultural landscape, its role as a command centre within the Imperial convict system, and the reforming activities of Governor Macquarie; and reflecting ideas and beliefs in the punishment and reformation of.

The initial survival of the penal settlement in 1788-89 can be attributed to the successful establishment of farming in what became the Domain, which assured the subsequent development of the convict system in Australia. Government House was continually expanded with convict labour, and mirrors the increasing complexity of the convict system. By Governor Macquarie's time the House had become a key destination for international travellers, especially French, Spanish and Russian, who all reported upon the success of the penal colony and the use of the colony to project British power in the South Pacific. Governor King's establishment of botanic gardens on the site, using convict labour, contributed to British prestige and authority in the scientific world. Governor Brisbane's operation of the observatory, constructed with convict labour, helped maintain British naval power through accurate charting of the stars for maritime navigation, and provided the basis for surveying the colony and expanding settlement, much of it associated with the increased use of assigned convict labour, and the settling of convicts whose sentences had expired. The expansion of penal stations to western and northern Australia, partly to forestall French and Dutch colonial ambitions, was planned from Old Government House by Governor Darling.

7.0 Statutory Management: requirements

7.0 Statutory frameworks

The constitutional division of powers in Australia means that the principal, and oldest, statutory framework for the conservation management of the site operates under the laws of the State of New South Wales. This framework consists of a general planning law, the *Environmental Planning & Assessment Act 1979*, which provides the plan making functions of the NSW Government and of Parramatta City Council (see sections 7.2.1, 7.2.1.1 and 7.2.1.2 below), and also the planning policy functions of the Minister for Planning, among other things. The State also has a general heritage law, the *Heritage Act 1977* (see s7.2.2 below), and a specific law for the management bodies at the site, the *Parramatta Park Trust Act 2001* and The *Parramatta Park (Old Government House Act 1967* (see s7.2.3 below. The statutory framework at a national level is more recent, and provided under the laws of the Commonwealth of Australia through the *Environment Protection & Biodiversity Conservation Act 1999* (see s7.1.1 below).

7.1. Commonwealth (National and World) framework

7.1.1 *Environmental Protection and Biodiversity Conservation Act 1999* and Regulations 2000.

Through its inclusion on the National Heritage List, the Old Government House and Domain site is subject to the EPBC Act and EPBC Regulations.

7.1.2 Approvals by the Commonwealth Minister

Central to the control of identified National and World Heritage values under the EPBC Act is the need for Ministerial approval of an activity or 'action that has, will have or is likely to have a significant impact on certain aspects of the environment'—that is, the National or World Heritage values of identified places/properties—and his/her determination as to whether the action 'should proceed' (Chapter 2, Part 2, Section 11). This Management Plan provides a framework for identifying and managing situations where activities with a significant impact or likely to have a significant impact on 'a declared World Heritage property' or 'a National Heritage place' may be proposed, requiring approval from the Minister or a decision by the Minister that approval is not needed (Sections 11–15). In these situations, the Management Plan also assists by setting out the essential preliminary information for the Minister to assess 'the relevant impacts of an action' (Sections 85–86).

7.1.3 Bilaterally Accredited Management Plans

Bilateral Agreements made under the EPBC Act provide for the Commonwealth accredited State management processes for sites listed on the World and National heritage lists. There is currently no bilateral agreement between the Commonwealth and the State regarding the Old Government House and Domain site.

7.2. New South Wales (Local and State) Framework

7.2.1 *Environmental Planning & Assessment Act 1979*

The *Environmental Planning and Assessment Act 1979* (EP&A Act) establishes the environmental and land use planning system for New South Wales to encourage the proper management, development and conservation of natural resources and the built environment. The Act requires proposed development to comply with relevant planning controls according to their nature, scale, location and potential impacts on the physical and social environment.

The Act allows for the creation of environmental planning instruments such as State Environmental Planning Policies (SEPPs) and Local Environmental Plans (LEPs). These planning instruments set out the planning provisions and rules that apply to areas that the Minister for Planning considers are of State or Regional significance.

7.2.1.1 Sydney Regional Environmental Plan No. 28 – Parramatta, 1999

Within the Parramatta REP Parramatta Park is included in the Government Precinct which also comprises the Parramatta River and the North Parramatta Government site. Parramatta Park is recognised as a nationally significant cultural landscape and key planning strategies for the Old Government House and Domain are to:

1. conserve, restore, interpret and promote the Park's landscape sites monuments, archaeological resources, buildings, important views and vistas;
2. protect the Park's boundaries from further excisions, encroachments and inappropriate development;
3. enhance and promote the Park's passive recreational assets and capitalise on the potential links to the North Parramatta Government site

Under the Parramatta REP, Parramatta Park is zoned as primarily for public recreation use and heritage conservation.

7.2.1.2 Parramatta City Centre Local Environmental Plan 2007

In 2007, Parramatta City Council and the NSW Department of Planning exhibited a draft City Centre Plan, incorporating a Local Environment Plan, Development Control Plan and Civic Improvement Plan. The LEP was gazetted in December 2007. Under the City Centre Plan, Parramatta Park is listed as a local heritage item and the proposed plan adopts the provisions for Parramatta Park contained within the Parramatta REP.

7.2.1.3 Proposed State Environmental Planning Policy (World Heritage)

NSW will enact a regulatory mechanism to protect the World Heritage values of Old Government House and Domain. A State policy (State Environmental Planning Policy) for World Heritage, prepared under the Environmental Planning and Assessment Act 1979, will require the World Heritage values of the property to be taken into consideration when undertaking land use planning on or near the property.

The State policy will identify matters to be taken into account in the consideration of any development proposals to be carried out on the World Heritage property and within the buffer zones. This is in addition to the provisions in this Management Plan, that ensures the property is managed with regard to World Heritage values.

Should the inscription of the Australian Convict Sites on the World Heritage list occur, these sites will be included in the State policy.

The Old Government House and Domain World Heritage Property and its buffer zone is shown in Figure 16 below

Note: A buffer area referred to in this management plan has the same meaning as a buffer zone referred to in paragraphs 103-107 of the Operational Guidelines for the Implementation of the World Heritage Convention (January 2008).



Figure 16: Old Government House and Domain World Heritage Property (unshaded) and its proposed Buffer Area (hatched area). (Source: Department of Planning, 2008).

7.2.1.4 Heritage Act 1977

Old Government House and Domain site is listed on the New South Wales State Heritage Register (SHR) and is thus subject to the relevant provisions of the Heritage Act relating to SHR items. The Heritage Council is the approvals body for works to places listed on the SHR. Key approval functions of the Heritage Council particularly relevant to the long term conservation of the Old Government House and Domain site and the role of this Management Plan include:

- controls over the management, development and conservation of listed sites
- controls relating to the protection of certain archaeological relics;
- issues related to heritage management by government instrumentalities;
- requirements associated with disposal of land/items on the State Heritage Register; and
- offences and penalties against the Act and regulations.

7.2.1.4.1 Exemptions

The Heritage Act provides for the Heritage Council to provide exemptions from its approval requirements under certain conditions. Parramatta Park Trust currently has exemptions for the following:

- The maintenance of any building, structure, monument or work on the site , where maintenance means the continuous protective care of existing material;
- Horticultural maintenance, including lawn mowing, cultivation, pruning and remedial tree surgery;
- Weed control by methods not affecting historic plantings or remnant native vegetation;
- Control of noxious animals by methods not affecting native fauna;
- Removal or pruning of trees considered by a qualified tree surgeon to be dead or dangerous;
- Erection and dismantling of temporary structures , signs, crowd control barriers, banners, stages, lighting and sound and public address equipment associated with special events and functions held in the Park;
- Suppression of domestic and other fires in cases of active threat by fire to life or property;
- Maintenance of safety clearances around power lines in accordance with current guidelines published by the Energy Authority of N.S.W;
- Maintenance and repair of existing roads, paths, fences, gates, drains, water reticulation facilities and other utilities;
- Maintenance of safety clearances around railway lines.

7.2.1.4.2 Minimum Maintenance Requirements

Under Section 118 of the Heritage Act, Old Government House and Domain is subject to specified minimum standards of security, maintenance and repair works to ensure the long term conservation of significant features and fabric, including annual reporting.

Current management procedures by the Parramatta Park Trust and the National Trust that plan for, fund and oversee the implementation of conservation works on the site ensure that these

'minimum standards' requirements for conservation and reporting are fully complied with. Further detail on these management procedures is included in the Management Framework section below.

7.2.1.5 Parramatta Park Trust Act 2001

The Parramatta Park Trust Act 2001 controls the current administration and management of Parramatta Park by a statutory trust of seven (7) members, appointed by the Minister. The functions of the Trust are set out under Part 3 section 6 of the Act, being:

- a) to maintain and improve the trust lands, and
- b) to encourage the use and enjoyment of the trust lands by the public by promoting the creational, historical, scientific, educational and cultural heritage values of those lands, and
- c) to ensure the conservation of the natural and cultural heritage values of the trust lands and the protection of the environment within those lands, and
- d) such other objects, consistent with the functions of the Trust in relation to the trust lands, as the Trust considers appropriate.

In the exercise of its functions, the Parramatta Park Trust is subject to the control and direction of the Minister. Conservation and land management operations are undertaken by staff with expertise in administration, conservation and technical services.

The Parramatta Park Trust Act 2001 No 17 (section 36) allows the Trust to make regulations for, among other things:

1. The use and enjoyment of the trust lands, and the care, control and management of the trust lands (including regulating or prohibiting the parking and use of vehicles within the trust lands), and
2. The determination and payment of fees for:
 - The use of recreation areas in the trust lands, and
 - The use of roadways or other areas within the trust lands for organised activities, and
 - Filming or photography within the trust lands for the purpose of cinema or television productions for commercial purposes, or
 - The use or purchase of any written or other material that is the property of the Trust.

The Act also allows for the enforcement of its regulations by creating an offence punishable by a penalty not exceeding 10 penalty points.

7.2.1.6 Parramatta Park (Old Government House) Act 1967

The purpose of the *Parramatta Park (Old Government House) Act 1967* No. 33 is to provide for the care, control and management of that land and to appoint The National Trust of Australia (New South Wales) as trustee of the land. The National Trust is appointed as a trustee of the land under the Crown Lands Act 989, No. 6 and may use the land for such purposes as the responsible Minister may from time to time approve.

The National Trust of Australia (NSW) elects a board of 12 directors and appoints one ex-officio director to administer and direct trust functions in accordance with the *National Trust of Australia (NSW) Act 1990* (see s.7.2.1.5 below). Old Government House is managed by on site staff supported by technical and curatorial staff located at National Trust Head Office.

7.2.1.7 National Trust of Australia (New South Wales) Act 1990

[the] *National Trust of Australia (New South Wales) Act 1990*, No. 92 establishes the National Trust in New South Wales as a statutory corporation (but not representing the Crown). The National Trust manages the site in accordance with the provisions of the Act. The objectives of that Act are as follows:

- (a) to acquire, control, maintain, protect and preserve for the benefit of the public generally land, buildings, works, structures and articles, of beauty or of national, historical, antiquarian,

scientific, artistic, architectural or cultural interest (including Aboriginal relics, Aboriginal rock carvings and Aboriginal rock paintings and archaeological sites), and
(b) to protect and preserve the natural features of and to conserve the fauna and flora on, any land referred to in paragraph (a) and acquired by, or under the control of the Trust, and
(c) to encourage and promote, by any means whatsoever, public appreciation, knowledge and enjoyment of, respect for, and interest in, any land, buildings, works, structures or articles referred to in paragraph (a), and
(d) to provide and improve amenities on and access to any land, buildings, works and structures referred to in paragraph (a) and acquired by or under the control of the Trust, and
(e) to co-operate with any corporation, body or society, either within or outside New South Wales, having objects wholly or substantially similar to the objects of the Trust, in promoting the objects of such corporation, body or society or the Trust.

8.0 Conservation Management: Framework

8.1 Generally

8.1.1 Oversight by Parramatta Park Trust and National Trust (NSW)

The Old Government House and Domain site is owned by the Crown in Right of New South Wales. Old Government House is managed on behalf of the Government of New South Wales by The National Trust of Australia (NSW). The former Domain (Parramatta Park) is held in trust and managed by the Parramatta Park Trust on behalf of the Government of New South Wales. The Minister currently administering the *Parramatta Park Trust Act 2001* and the *Parramatta Park (Old Government House) Act 1967* is the NSW Minister for Sport and Recreation. The former Domain has been in the care and management of a Parramatta Park Trust since 1858. Statutory changes have amended the legislative mechanisms used to establish and administer the Parramatta Park Trust over that time.

Policy

8.1.1.1 Old Government House and Domain should continue to remain in public ownership

8.1.2 Management approaches and objectives

This Management Plan, and the associated planning documents identified in Section 2.5, guide the conservation and management of the Old Government House and Domain site so as to protect, interpret and enhance its identified heritage significance, including Local, State, National and World Heritage values.

The sequence, focus and contents of the documents reflect the evolutionary development of the site's present use, management and conservation/presentation objectives by the Parramatta Park Trust and the National Trust (NSW). Examining the documents in chronological order would allow identification of their contribution to the conservation and management objectives and procedures of the two Trusts for the site as a whole. To this end, the original documents are appended to this Plan to enable such an understanding.

However, for the purposes of this Plan a more succinct approach is taken to identify the key conservation policies across the documents, summarize and annotate them with further commentary on implementation and current status (where useful) and reaffirm such policies as current policy. Whenever the wording of any policy appears to diverge from an original policy, the original should be used to interpret the current policy unless explicitly stated otherwise. The documents also contain a number of conservation policies of a relatively minor nature, which are not reconsidered below but are reaffirmed by this Plan as current conservation policies.

The original conservation policies are repeated below under the relevant sub-sectional headings, followed by a numbered conservation policy that reiterates in an updated or revised form the original or varied policy statement.

8.2 Management Plans and Policies

The Parramatta Park CMP (2008) provides a framework for all activities within the Park through a set of guiding policies, as below:

1. The primary responsibility of PPT is the conservation and interpretation of the Park's heritage, improvement of amenities and the provision of visitor services.
2. Parramatta Park will be conserved as a cultural and historical icon to all Australians and others, integrated with the surrounding environment and the community and harmoniously existing with the recreational and sporting facilities.
3. The Park landscape will be managed to recognise all periods of its use and to enhance and interpret its cultural significance.
4. The principle Park use will be as a place for appreciating and understanding the Park's cultural landscape.
5. A major use of the Park will continue to be as a place for recreation, sport and entertainment.
6. The Park will maintain funding adequate for its operations and will encourage and achieve ongoing community support.
7. PPT will continue to acquire knowledge about the Park and its history, natural systems, uses, visitors, and external impacts through ongoing research and investigation.
8. The Park's natural systems will be protected, restored and regenerated.
9. The Park boundaries will be protected from encroachments and developments which compromise its significance.
10. There will be no further excisions from the Park including land for easements (except where such easements relate specifically to PPT functions).
11. Opportunities for return of lands previously excised from the Park will be sought.

(Parramatta Park CMP 2008, 14.1).

8.2.1 Fabric and setting

Retain vistas of the House from within the Park. Retain vistas from the House to the east and north. Consider the reinstatement of one of the nineteenth-century configurations of the carriage loop and pathways (OGH CMP 1997, policies 4.0.1, 4.0.3 and 4.0.4).

The overriding criterion for all future landscape works in the Park is to retain or reinstate the landscape character as recorded in the historic records including restoration and enhancement of natural systems and landforms

The following critical views and vistas will be actively maintained within the Park:

- *Mays Hill to Hunter Street,*
- *Old Government House and grounds of Parramatta Park- views to east (George Street, O'Connell Street and the river),*
- *Parramatta River from the west in Parramatta Park,*

- Parramatta Park to Kings School and Lennox Bridge,
- the Ridge of the Crescent to Parramatta,
- the visual relationship between the monuments and their siting on the ridge line,
- from the ridge line to the Macquarie Street gates and the centre of Parramatta
- from the Dairy to Westmead and Wistaria Gardens,
- out of the Park from the Domain to Westmead, the west and north-west.

Vegetation will be managed to ensure the retention of significant views through regular pruning and careful planting programs.

The views from Old Government House to George Street will be opened up through vegetation management and tree removal.

New structures, either permanent or temporary will not be constructed where they will have a detrimental affect on significant views.

(Parramatta Park CMP 2008 policies 39, 40, 41, 42)

Policy

8.2.1.1 Continue to reinstate, interpret and /or reconstruct known historical views and vistas that connect Old Government House and its former Domain (Parramatta Park)

Retain a smooth transition that does not interrupt vistas from the grounds of the House into the surrounding parkland and vice versa. Base the design of new fences on the form of fences previously used within the park. (OGH CMP 1997, policies 4.1.1 and 4.1.2)

Macquarie's landscape legacy in the Park will be enhanced and reinstated where appropriate and in conjunction with research and detailed landscape design. (Parramatta Park CMP 2008 policy 21)

Policy: 8.2.1.3 Continue to manage the cadastral interface between the Parramatta Park and Old Government House sites in a way that visually minimises the boundaries.

Policy 8.2.1.4 Any new fencing to mark cadastral or other boundaries will reflect known historical fencing forms in the same area and will not obscure views and vistas between the House and the parklands.

Do not permit large scale development adjacent to or within the Park. Retain vistas from the House to the east and north. (OGH CMP 1997, policies 4.0.2, 4.0.3)

Appropriate conservation planning recognised by external authorities will underpin the management of cultural and natural heritage. (Parramatta Park CMP 2008 policy 14)

PPT will work with Parramatta and Holroyd Council's and other authorities to ensure that developments along the Park boundaries do not detract from significant views from within the Park. (Parramatta Park CMP 2008 policy 43)

Policy

8.2.1.5. The Parramatta Park Trust and the National Trust (NSW) will continue to make representations where appropriate concerning proposals for changes within the buffer area that may have potential to affect the World Heritage values of the Old Government House and Domain site (see also policy 8.2. and s.7.2.1.1.4).

Ensure that all conservation works, including design documentation and supervision are undertaken by suitably qualified conservation practitioners using this management plan as a basis. Seek funding to ensure all building works, including maintenance, are undertaken by skilled tradesmen familiar with conservation methodology and practice, under the supervision of a suitably qualified person. Ensure that all repairs to stonework and undertaken by Banker Masons and that all brickwork is repaired by skilled bricklayers. Repairs to original joinery should be undertaken by a highly skilled joiner. (OGH CMP 1997, policies 7.0.1, 7.0.2 and 7.0.3)

PPT will use and develop expertise appropriate to the tasks of conserving the evidence, features and qualities that relate to significance, and the setting of the Park. . (Parramatta Park CMP 2008 policy 150)

Regular heritage management training will be provided for staff, volunteers and contractors. . (Parramatta Park CMP 2008 policy 151)

Access to experienced cultural heritage expertise will be provided when required and well trained expert cultural heritage staff will be retained on staff. (Parramatta Park CMP 2008 policy 152)

Policy:

8.2.1.6 Skilled artisans and trades people, with expertise in conservation practices, will continue to be engaged for works to all significant fabric, especially stonework, brickwork and joinery, on standing structures, and for the supervision of such works, in accordance with this management plan and its appended conservation management documents.

Elements identified as having exceptional or high significance should be retained, and conserved, preferably in situ. The retention of items of moderate significance is desirable. Items of low or neutral significance may be retained or removed as required. Intrusive items should, eventually, be removed. (OGH CMP 1997, policy 7.1)

Policy:

8.2.1.7 The gradings of fabric, and the recommended hierarchy for the treatment of such fabric set out in the *Old Government House Conservation Plan 1997*, will continue to guide the management of the fabric of that complex unless verifiable research leads to the adjustment of the grading of any particular item of fabric.

Conserve original or c1909 replacement structural members in situ, and consider carefully c1909 replacement. Only remove if it is to reveal gubernatorial fabric. Conserve original and early brickwork in situ. Remove fabric that is hastening the deterioration of fabric of greater significance. Replace hard cement render on a gradual basis, as the need arises. (OGH CMP 1997, policies 7.2.1, 7.2.2, 7.2.3 and 7.2.4)

Policy

8.2.1.8 All fabric from the vice-regal period will be retained and conserved, as will fabric from the 1909 restoration works (unless its removal reveals obscured fabric of the vice-regal period); and all fabric that contributes to the deterioration of more significant fabric (including hard cement render) will be removed whenever possible.

Do not add new openings, internal or external, to the main House, do not remove any fabric (i.e. paint layers and render mixtures) that may contain evidence of earlier colour schemes. Base the decoration of rooms on a study of documentary, physical evidence. In the absence of documentary or physical evidence base the decoration on an analysis of the historical context and comparative examples. Repaint elements known to have been painted. Utilise a range of colours, and types of paint, known to have been employed within the House. Do not remove earlier paint layers. Reinstatement of missing elements is acceptable provided that the reinstatement is based on physical and/or documentary evidence. Interpret the introduction of profiles from other contemporary buildings. (OGH CMP 1997, policies 7.3.1, 7.3.2, 7.3.3, 7.3.4 and 7.3.5).

Significant form, layout and materials of roads, paths, built and landscape elements will be retained. (Parramatta Park CMP 2008 policy 50)

Adaptive reuse of the gatehouses and Rangers Cottage and use of the Visitor Centre will ensure that significant fabric is conserved and that inappropriate intervention will not occur. (Parramatta Park CMP 2008 policy 51)

Policy

8.2.1.9 New openings will not be made in significant fabric, and fabric that may contain evidence of earlier decorative schemes from significant phases will be retained.

8.2.1.10 Decorative schemes are to be based upon known historical documentary or physical evidence of such schemes, or in the absence of such evidence, to be guided by comparative analyses.

8.2.1.11 Reconstruction of known earlier elements is acceptable provided they are based upon known historical documentary or physical evidence of such elements, they contribute to the interpretation of the significance of the site, and they are identifiable as reconstructed elements.

Prepare a record plan for Old Government House including all of the outbuildings associated with the House that locates the archaeological work undertaken to date. Monitor the condition of the archaeological collection. Encourage the use of the archaeological collection for research purposes. (OGH CMP 1997, policies 9.0.1, 9.0.2 and 9.0.3).

Archaeological sites and relics will be interpreted on a permanent or temporary basis through a variety of means including on-site interpretation of sub-surface remains, recreation of pathways, roads, fences or other features and interpretation in the Visitor Centre, Dairy Precinct and other locations where appropriate. (Parramatta Park CMP 2008 policy 64)

Policy:

8.2.1.12 Continue to monitor the condition of the archaeological collections and encourage their use for research purposes, including the establishment of a sequential understanding of the archaeological excavations and analyses of the site to date.

Consider further archaeological investigation as follows: underfloor examination and recording (though not excavation) of main building: stairhall, north and south crosshall; excavation to examine north Phillip outbuilding; excavation to examine remnant footing of south Phillip outbuilding; examination of nineteenth century configuration of the south pavilion (esp. in relation to original ceiling heights and also door and window apertures, the housekeepers room, scullery and kitchen, staircase in hall and possible fixed shelving in pantry); examination of the configuration of the external stairs to east doorway on the north colonnade; and examination of earlier garden paths and the carriage loop. (OGH CMP 1997, policy 9.0.5)

Policy:

8.2.1.13 Priorities for future archaeological investigation of the complex, including underfloor areas, will be identified in an archaeological research design that is integrated within archaeological research programs for the whole site.

8.2.2 Uses

Do not permit secondary uses of the House, out buildings or grounds that obscures the primary use of the House.

Do not allow the building to be unoccupied. (OGH CMP 1997: policies 1.0.1 and 1.0.2)

Policy

8.2.2.1 Only uses that enhance and facilitate understanding of the significance of Old Government House, and which ensure the House remains occupied, will be permitted.

Include provisions [in a CMP for Parramatta Park] to protect cultural and natural heritage values in agreements and criteria for temporary uses. Public events and fund-raising uses should not adversely impact on heritage values. (LMP 2002, policies under Principle 1)

Recreational activities and entertainment will be managed to minimise impact on the heritage significance of the Park. This is to include noise management which may impact on Park visitors' experiences. (Parramatta Park CMP 2008 policy 76)

Public events which assist in interpreting the heritage significance of the Park will be encouraged. (Parramatta Park CMP 2008 policy 85)

The use of the Park for events and functions will be managed by a booking system that limits and controls participant numbers to achieve management objectives. (Parramatta Park CMP 2008 policy 86)

Restrictions may be placed on the nature and location of temporary structures to be used in special events in accordance with the conditions on the inventory sheets in Volume 2 or any other conditions imposed by the Trust. (Parramatta Park CMP 2008 policy 87)

PPT may refuse permission for a special event or function to be held in the Park on the basis of its impact on Park infrastructure or heritage, its function which may be at odds with the aims and objectives of the PPT, past conduct of an event, or any other reason. (Parramatta Park CMP 2008 policy 88)

Policy

8.2.2.2 Agreements for temporary uses of the site will include provisions for respecting and not damaging the heritage significance of Old Government House and Domain.

8.2.3 Interpretation

The Old Government House complex should be considered as an entity including the main house, the rear courtyard, the officers quarters, the servants yard, the grounds, the former bath house, the former observatory and house, the vestiges of earlier outbuildings. (OGH CMP 1997, policy 2.2.2)

Evidence of Aboriginal occupation in the Park will be conserved and interpreted in conjunction with local Aboriginal groups. The evidence will be interpreted in the following areas: river and creek environments, grasslands, ridgeline, scar trees, Old Government House. (Parramatta Park CMP 2008 policy 18)

The history and evidence of the Park as a colonial contact site shall be conserved and interpreted with particular reference to archaeological and historical evidence. (Parramatta Park CMP 2008 policy 20)

The Park will be interpreted as a cultural landscape: its sites, buildings, monuments and other features are the Parks 'collection'. (Parramatta Park CMP 2008 policy 138)

The Park will be interpreted as the pre-eminent colonial landscape in Australia. (Parramatta Park CMP 2008 policy 139)

Policy 8.2.3.1

The Old Government House complex will be interpreted and presented as a whole entity and not as disconnected structures

Integrate the management and presentation of the setting of the House, including key views and the surviving outbuildings in Parramatta Park with the management and presentation of Old Government House. (OGH CMP 1994, policy 2.2.3)

Policy 8.2.3.2

Interpret the Vice Regal era functional and spatial relationships between Old Government House and the other structures and landscapes elements in Parramatta Park.

Interpret the occupation of the House by Lachlan Macquarie, including social and political history of the period; interpret the layout of the kitchen suite in its nineteenth century form (as built by Macquarie); interpret the other governors; interpret the use of the building by The King's School; interpret the first National Trust restoration; interpret changes in conservation policy over the last 25 years; relate Old Government House to other contemporary houses in Parramatta, to indicate the range of accommodation in the town; interpret the cultural significance of Old Government House and its setting; and collaborate with the Parramatta Park Trust in interpreting the Governor's Domain. (OGH CMP 1997, policies 11.0.1, 11.0.2, 11.0.3, 11.0.4, 11.0.5, 11.0.6, 11.0.7, 11.0.8, 11.0.9)

Macquarie's landscape legacy in the Park will be enhanced and reinstated where appropriate and in conjunction with research and detailed landscape design. (Parramatta Park CMP 2008 policy 21)

Policy:

8.2.3.3 The interpretation of Old Government House will continue to emphasise the vice-regal period, notably the Macquarie period; as well as include a focus on The Kings School period, the role of the place in changing conservation philosophies and practices; and the relationship between the House and the town of Parramatta.

8.2.3.4 An integrated approach to the interpretation of Old Government House and Parramatta Park will be developed to respond to the characteristics for which it is included in the world heritage nominated *Australian Convict Sites*, notably the role of the house as a command and control centre for convict systems in New South Wales, Van Diemen's Land and Norfolk Island; the role of governors Phillip, King, Macquarie, Brisbane and Darling; the connections between the government houses in Parramatta and Sydney, and elsewhere; the eighteenth century survival of the convict settlement; relationships between vice-regal authority and Aboriginal peoples; and the holistic character of the cultural landscape of the House and its Domain.

8.2.4 Management (see also s9.2.1)

Prepare a Total Asset Management Strategy for Old Government House that establishes mechanisms for future asset management, mechanisms for future maintenance and capital works, mechanisms for adding to the collection, and a program for future maintenance and capital works. (OGH CMP 1997: policy 2.3)

An assets register will be prepared and maintained by the PPT. (Parramatta Park CMP 2008 policy 45)

A cyclical maintenance program will be developed for all Park infrastructure and assets including heritage items. . (Parramatta Park CMP 2008 policy 46)

An active program of maintenance and conservation will be implemented and reviewed annually for all built, archaeological, natural and landscape elements within the Park. (Parramatta Park CMP 2008 policy 48)

Where required, physical protection in the form of barriers, padding, temporary fencing and patrols will be used to protect the Park's assets during events or other activities. (Parramatta Park CMP 2008 policy 91)

The impacts of visitors on heritage buildings and monuments which are open to the public will be monitored on the following basis: six monthly for the Dairy Precinct, Bath House and Observatory, and 12 monthly for other buildings, monuments and other items. (Parramatta Park CMP 2008 policy 92)

Policy 8.2.4.1

Existing asset management strategies for Old Government House and for Parramatta Park will be reviewed to establish links between the strategies to guide asset management in a holistic manner.

Catalogue all documentary material relating to Old Government House. Update the catalogue as necessary. Allow access to the archival and archaeological material for research purposes. Undertake specialised research projects to supplement the archival material held. (OGH CMP 1997, policies 3.1.1, 3.1.2 and 3.1.3)

The Park's existing significant movable heritage collection (archaeological artefacts, library records and photos) will be recognised and stored, displayed and managed in accordance with appropriate professional advice. (Parramatta Park CMP 2008 policy 65)

The Park will remain the archaeological repository for material excavated from within the Park boundaries but will not accept archaeological material from other sites. (Parramatta Park CMP 2008 policy 66)

New movable heritage items will only be accepted or purchased where they have been clearly identified in an interpretation proposal and where the conservation of the items can be achieved. (Parramatta Park CMP 2008 policy 67)

Records of the history of the Park including an archive of historic images will be kept in a designated library space within the PPT Offices and may be available for public inspection on request. (Parramatta Park CMP 2008 policy 135)

Management actions including conservation works, planting programs, plant and tree removals, and interpretation programs will be recorded in detail and archived in the PPT Offices to ensure that the history of Park management is preserved. (Parramatta Park CMP 2008 policy 136)

Policy

8.2.4.2 Mechanisms will be developed between the Parramatta Park Trust and the National Trust (NSW) to facilitate whole-of-site archiving, recording and research programs.

8.2.5 Future Development

Ensure all conservation works, refurbishment and associated new works are undertaken in accordance with the aims and intentions of the Burra Charter, are undertaken in accordance with the aims and intentions of this conservation plan, and are aimed at ensuring the retention and enhancement of the cultural significance of the place (OGH CMP, policy 2.2.1)

New works will follow the design guidelines outlined in the LMP. (Parramatta Park CMP 2008 policy 68)

Generally only those permanent new structures associated with PPT administrative functions will be permitted within the Park. A permanent office building will not be constructed until all options for relocation to existing buildings (including those currently off-Park) have been exhausted. (Parramatta Park CMP 2008 policy 69)

New works should not adversely impact upon the significant landscape qualities of the place. They should be recognisable as being of their own period and be subject to detailed site specific design. (Parramatta Park CMP 2008 policy 70)

New works which do not have historical precedent in the evolution of the Park or which would lead to the loss of the Park's cultural or natural significance should not occur. (Parramatta Park CMP 2008 policy 71)

Reviews of Environmental Factors will be prepared for all proposed activities in the Park at the discretion of a meeting of Trustees. External proponents may be asked to prepare and fund the preparation of REFs. (Parramatta Park CMP 2008 policy 72)

Policy

8.2.5.1 All new works to the place will be undertaken in accordance with *Burra Charter* principles, the suite of conservation management plans and documents, and aim to retain and enhance the heritage significance of the place.

Locate new works so as to not obscure view to the main façade of the House, not obscure the layout of the grounds, not obscure the relationship between the main House and the former Officer's Quarters (Garrison Building), and not obscure views to the north from the north pavilion. (OGH CMP 1997, policy 6.3.1)

Ensure that new works complement the characters of the existing buildings in terms of scale, detail and choice of materials. (OGH CMP 1997, policy 6.3.2)

Policy

8.2.5.2 The location and design of any new works in the vicinity of Old Government House will be located and designed to retain existing views to the façade of the House, conserve visual relationships within the Old Government House complex, and retain and enhance views from the pavilions as well as the central block of Old Government House.

8.2.6 Community involvement

Allow the public to view conservation works before, during and after works have been completed. Aim to ensure that visitors gain an understanding of the conservation process. (OGH CMP 1997, policy 7.4)

Any archaeological excavations will be developed with a public participation component which may include site visits, talks, participation in the excavation or post excavation work and/or displays in the Visitor Centre. (Parramatta Park CMP 2008 policy 63)

Policy

8.2.6.1 Members of the community will be actively invited to witness conservation works as they are in progress, within a specific interpretation or education program that includes content on conservation processes.

Ensure this Conservation Plan becomes a publicly accessible document. (OGH CMP 1997, policy 2.1.1)

This plan will be made publicly available on the PPT web site and from the PPT office for purchase. (Parramatta Park CMP 2008, policy 132)

Policy

8.2.6.2. This Management Plan, including its appendices, will be made available to the public at Old Government House, the office of the Parramatta Park Trust, and online where this is technically feasible.

Activities will be conducted in the Park so as to protect the Park's natural and cultural values. (Parramatta Park CMP 2008 policy 79)

Policy

8.2.6.3 Recreational activities, access, use and entertainments will be managed to minimise impact on the heritage significance of the site through a system of appropriate and enforceable regulations and other statutory controls.

8.2.7 Management Plan endorsement and review

8.2.7.1 Endorsement

On completion, this Management Plan for Old Government House and Domain will be submitted to the following agencies for endorsement:

- the Heritage Council of New South Wales; and
- the Commonwealth Department of Environment, Water, Heritage and Arts.

8.2.7.2 Review

The Management Plan will be monitored on an ongoing basis by the Parramatta Park Trust and the National Trust (NSW) and will be reviewed at intervals of not more than five years, as required under s324W of the *Environment Protection and Biodiversity Conservation Act 1999*, as stated in policies 2.1.3 of the *Old Government House CMP 1997*, policy 14.5 of the *Parramatta Park CMP 2008*, and in accordance with best-practice guidelines in the *Burra Charter 1999*.

This plan will be updated in five years time or as required. (Parramatta Park CMP 2008 policy 131)

Policy

8.2.7.3 This Management Plan will be reviewed every five years.

9. Conservation Management: Implementation

9.1 Risk Management

Risk management forms an integral process for managing the Old Government House and Domain site.

Parramatta Park Trust Disaster Plan for the heritage buildings and monuments (2004) is the principal document guiding risk management and response. The plan covers all monuments and sites and events that would have an impact on the heritage values of the landscape (floods, fires, bomb threats, transport, accidents). The disaster plan establishes protocols to identify and deal with risks of varying natures. This document supports the conservation policies and provides a comprehensive approach to the mitigation of potential risks to the heritage values of sites, monuments, buildings and landscapes of Parramatta Park. The plan identifies and analyses current and foreseeable risks and events that may have an impact on the heritage values of the landscape and the structures within the site. Policies aim to avoid or mitigate these risks. Policies direct and manage the conservation process or methods to be used and procedures for monitoring and reviewing those processes.

Existing protection from risk is in the statutory framework outlined in Part 6.

However to ensure that all foreseeable risks to the National and World heritage values are identified, PPT/NT will develop an integrated Heritage Risk Management Policy and an integrated Heritage Risk Plan, specifically to focus on identifying risks to the National and World Heritage values of OGHD.

This will achieve an integrated response to implementing policy and thus will mitigate adverse risks to the National and World Heritage values of the Old Government House and Domain site, in order to protect and conserve those values. This document will be prepared in accordance with Australian Standards AS 4360:2004, Risk Management.

The role of the management plan will be to determine the values and heritage significance and provide policy direction to conserve those values and significance. Other plans developed by PPT and NT act collectively to underpin the total asset management and protection strategy of the Old Government House and Domain site by its custodians. These include conservation plans for individual buildings and structures, strategic asset maintenance plans, building maintenance schedules, security/fire management plans and policies.

9.2 Expert Advice, Consultation & Policy Implementation

Parramatta Park Trust has extensive in-house policy and conservation expertise available to it from full-time and part-time staff with knowledge in the areas of:

- building,
- historical structures,
- landscape and natural systems,
- flora and fauna,
- archaeology
- asset management and
- interpretation and recreation.
-

In addition, Parramatta Park Trust has the capacity to engage consultants for specialist advice and to draw on expertise under administrative arrangements from the Department of the Arts, Sport and Recreation.

The National Trust of Australia (NSW) has access to extensive in-house policy and technical advice from a range of expert committees available to provide expert advice as required, including:

- Museums and Collections Committee (interpretation, collection management, research)
- Historic Buildings Committee (research, architecture, materials conservation)
- Landscape Conservation Committee (research, horticulture, landscape conservation)
- Parks and Gardens Conservation Committee (cultural landscape conservation, historic gardens, tree preservation)
- Architectural Advisory Committee (design, architectural history)

9.2.1 Integrated Place Advisory Panel

Policy:

9.2.1.1 Parramatta Park Trust and the National Trust will establish an OGHD Integrated Place Advisory Panel (OGHD IPAP).

9.2.1.2 The Objectives and membership of the OGHD IPAP will be consistent with those described in s.9.2.1 of this management plan.

Membership of the panel will include representation from:

- Parramatta Park Trust
- The National Trust of Australia (NSW)

Additional, expert membership will be sourced from the following fields of expertise:

- Heritage conservation
- Visual and public Arts
- Architecture
- History
- Historical Archaeology
- Landscape architecture and management

The objectives for the panel are:

- Oversight implementation of the management plan
- Monitor outcomes consistent with Local, State, National and World Heritage values
- Provide conservation advice to the site managers
- Review management policies and approaches for the whole site
- Provide a forum for discussion and liaison between the National Trust and Parramatta Park Trust
- Facilitate liaison with the proposed Australian Convict Sites Advisory Committee
- Provide a forum for forward planning

Membership of the panel will be for a period consistent with management plan review cycles and membership shall be based upon expertise relevant to the protection and management of the whole place (OGH and the Domain) and the World and National Heritage values.

9.3 Public and Expert consultation

This Management Plan will be exhibited in conjunction with the exhibition of the proposed State Environmental Planning Policy (World Heritage). The invitation to comment will be advertised in local and State newspapers and on the websites of the Parramatta Park Trust, National Trust and Heritage Branch, Department of Planning.

Continuing public consultation shall be executed through the OGHD Integrated Place Advisory Panel.

9.4 Compliance, Offences and Penalties

The *Parramatta Park Trust Act 2001* and the *Parramatta Park (Old Government House) Act 1967* provide the authority and framework for the management of use of the Old Government House and Domain site through either statutory regulations or by-laws. Activities and use of the site will be conducted in a manner and form so as to protect the natural and cultural values of the site.



Figure 17: View to southern elevation of Old Government House, looking across the recently interpreted Governor Phillip carriageway (originally constructed c1790). This image illustrates the implementation of the site's comprehensive management planning, in this instance, of policies in the Landscape Masterplan (2002). (Photo: David Wallace, Parramatta Park Trust, November 2007)

10. Appendices

10.1 Description of the buffer area for Old Government House and Domain, Parramatta

A description of the proposed buffer area, defined according to the Operational Guidelines for the Implementation of the World Heritage Convention (February 2005), paragraph 104.

The proposed buffer area for the Old Government House and Domain covers an area of 29.39 Ha hectares, and encompasses the immediate setting of the World Heritage property, important views to and from the property, and important historical-function attributes of the property, as described below.

The immediate setting,

Old Government House and Domain is located on a hill top (Rose Hill) overlooking an enclosed vale (Parramatta River and The Crescent) forming the World Heritage property. The immediate setting for the property within the buffer zone consists of the hill overlooking the Parramatta River valley townscape and broader plain with the open grasslands and treed copses and glades of Parramatta Park, former fields and agricultural pastures and the upper reaches of the Parramatta River. This setting reinforces understandings of the property as a control centre over the large convict workforce throughout the Domain, and metaphorically as a command centre for all the penal stations and convicts in the colony.

Important views.

Important views from Old Government House over the broader Domain (now forming Parramatta Park) are contained within the buffer zone emphasising the command and control function of Old Government House and Domain and consistent with historical records such as maps and plans, illustrations and paintings. Longer and more extensive views extend from the Domain and beyond the Buffer Area eastwards along the Parramatta River to Lennox Bridge, westwards and southwards to Mays Hill, the highest point in Parramatta Park. There are reciprocal views back from these positions to the Domain and Government House within the buffer zone. There is also an occasional vista from the eastern edges of the property along several key streets of the Parramatta CBD, which are also contained within the buffer zone.

Other areas or attributes that are functionally important [in this case, historical functions from the convict period].

The buffer zone includes the Flat Rocks in Parramatta Park, which mark the type of terrain encountered not far from The Crescent by Governor Phillip's expedition in April 1788 that led to his decision to establish a settlement and government farm, with convict management and labour on a site within the World Heritage property, and which saved the colony from starvation.

The historical-function connections between Old Government House & Domain that illustrate the functions of the Governor are captured by including within the buffer area archaeological remains of the government farm and of a number of other industrial functions within the Domain, such as the mill and mill race (c. 1798 – 1812) on the northern banks of the Parramatta River, as well as former carriageways, bridges and river crossings. The northern and western parts of the river either side of the property are also included in the buffer zone for the function in the late 1780s as the transport corridor between the Government House and its Domain, Parramatta and Sydney Harbour, 20 kilometres to the east.

The locations of cattle yards and the physical evidence in the form of extant furrows of maize fields from the Government Domain are included within the buffer area and demonstrate the diversity and intensiveness of convict-labour based industries operating with the Domain. As well, the buffer area demonstrates the extent of land clearing undertaken by convict labour to create the Domain.

Collectively, these sites within the buffer zone make evident the use of the Domain as a centre of government administration and demonstrate the nature of Vice-Regal authority within the convict system, and are a microcosm of the functional role of the Governor across all convict stations and settlements.

10.2 Representative sample of vice-regal decision making that occurred at Old Government House in relation to convicts and penal administration.

Convict uprising

The supply of food in the infant colony was again becoming precarious by the end of 1791, and in December Governor Phillip ordered that the rations be issued daily rather than weekly. On New Year's eve, the convict population Parramatta was becoming rebellious, and David Collins reported on the events of that evening:

*"This measure being disapproved of by them, they assembled in rather a tumultuous manner before the governor's house at Parramatta ... to request that their provisions might be served as usual on Saturdays. The governor, however, dispersed them without granting their request."*¹⁴

This is the first reported threat of a convict uprising, perhaps prompted by Phillip's residence in the Parramatta Government House at the time.

Botanical gardens

The newly-appointed Governor King wrote to Sir Joseph Banks in the spring of 1800 advising him that he was sending several boxes of natural history specimens, including "...a fruit found growing about Port Stephens, two warratarrs, &c...". He also wrote of the botanist George Caley, who had collected some of the specimens, stating that he was living at Parramatta, and "...has the use of Government House for his plants, &c ... and we intend to establish a botanical garden near it... I can assure you, sir, that no assistance shall be wanting to enable him to fulfil your mission."¹⁵ Caley spent nearly a decade botanising from his base in the Domain, and apparently made extensive use of the House at various times for curating his specimens and reporting to his patron Sir Joseph Banks.

Tolerating Catholicism

In 1792 Governor Phillip was petitioned by five Catholics, three of them emancipists, at Parramatta for the presence of a Catholic priest¹⁶. The petition was refused, but eleven years later a General Order was published on the 12th April 1803 requiring "Every person in the colony professing the Roman Catholic religion..." to muster at Government House, Parramatta on the 20th of the month, with those living in Sydney and the Hawkesbury to have provided their names beforehand. On the day of the muster, Governor King had a proclamation read in which he granted a conditional pardon to the convict Reverend Dixon to enable him to act as a Roman Catholic priest¹⁷

Father Dixon was authorised to conduct church services and other 'clerical functions' in the colony under certain conditions: the King's 'liberal toleration' in allowing Catholic observances was to be observed, no 'seditious conversations' were to occur during the services, services were to be performed in Parramatta, Sydney and the Hawkesbury on a rotating basis, the priest was to be responsible for ensuring there was no improper behaviour at or following services, police would be stationed at each services, and 'every person' was reminded that religious worship by any sect was not to be disturbed. These regulations were signed by Father Dixon at the muster¹⁸

A year later Governor King reported that the toleration of Father Dixon and Catholicism had had "...the most salutary effects on the number of Irish Catholics we have ..." ¹⁹and two months later he wrote that despite believing "...it will be admitted that no description of people

¹⁴ Collins, D., *An Account of the English Colony in New South Wales*, Libraries Board of South Australia, Adelaide 1971: 192-193

¹⁵ King to Banks, 28/9/1800, *Historical Records of NSW*, Vol. IV: 205-206

¹⁶ in Freeman, P., *Murphy House, St Patrick's Cathedral Precinct, Parramatta, Conservation Management Plan*, Peter Freeman Pty Ltd., Canberra 2003: 5

¹⁷ Government & General Order, 12/4/1803, *Historical Records of NSW*, Vol. V: 97-98

¹⁸ Proclamation, 19/4/1803, *Historical Records of NSW*, Vol. V: 97-98

¹⁹ King to Lord Hobart, 1/3/1804, *Historical Records of NSW*, Vol. V: 324

are so bigoted to their religion and priests as the lower order of Irish", he had endeavoured to follow "...your Lordship's liberal sentiments on this head"²⁰,

Unfortunately, the convict rebellion at Vinegar Hill some months later destroyed King's belief in the wisdom of toleration, and he withdrew the authorisation for Dixon to act as a priest and for any form of Catholic worship in the colony²¹. However, later governors returned to policies of Toleration, notably resulting in the granting of land and construction of a Roman Catholic chapel and school in 1829 (present site of St Patrick's Cathedral) before the Catholic Emancipation Act was passed in Britain in 1829²².

This first attempt at religious toleration in the convict settlement acknowledged the significant numbers of Catholics in the convict population, estimated by King to be 25%, and demonstrated the authority of the Governor to both tolerate and suppress religious diversity had been demonstrated. The symbolism of the muster talking place at Government House reinforced the role of the Governor as the source of authority within both the convict system, and the lives of convicts and former convicts. Their spiritual needs were as important as their needs for food, clothing and accommodation, and the Governor had the power to provide or deny these needs. This was especially so where there was seen by the ruling élite to be a direct connection between religious faith, ethnicity and political views. This episode also illustrates local attempts to apply Imperial policies, and the capacity of a Governor to modify the application of those policies when required by local circumstances.

Rum Rebellion

In January Governor Bligh was detained by officers of the NSW (or Rums) Corps in Government House Sydney, and the governance of the colony usurped by the officers. They attempted to remove Bligh to Government House Parramatta, where he could be kept under house arrest until he could be sent back to England. Lieutenant-Colonel Foveaux wrote to his superior, Colonel Paterson, in October of Bligh's "...*determination not to relinquish Government House at Sydney, altho' required by me, in obedience to your instructions, to remove to Paramatta [sic]...*"²³. Foveaux tried on several occasions to remove Bligh to Parramatta, offering to have the Government House and its gardens prepared for his 'reception', but without success.

Later in the year the botanist George Caley was able to get permission from the officers to visit Bligh under house arrest. Bligh met Caley in the hallway, stating "*You see how they have served me; they might as well have done the same by the King of England*". Caley reported to his patron Sir Joseph Banks that he had been busy at Parramatta with his botanical work, and had not involved himself with the usurpation. He was shocked by Bligh's detention, and reported that Foveaux had "...*taken part with the ruling party, and had actually given orders for Gov'r Bligh to quit the Government House, at Sydney, and to go to Parramatta*"²⁴. Eventually, Bligh was able to seize the ship Porpoise, and sailed to Hobart Town where he remained in exile for much of 1809 until Macquarie arrived and regained control of the colony in January 1810.

The royal succession

King George III died in 1820, and upon the news reaching the colony Governor Macquarie issued a General Order from Government House, Parramatta announcing the death of the King, and setting out the arrangements for the public mourning. The Order also announced the Governor's intention to proclaim the Prince Regent as King George IV in five days time at Sydney²⁵.

The General Order illustrates the critical role of the Governor at the apex of the convict system. He was not simply a representative of the Crown but was, for all intents, the king in

²⁰ King to Lord Hobart, 9/5/1804, *Historical Records of NSW*, Vol. V: 116

²¹ Freeman, op. cit.: 6

²² Freeman, op. cit.: 6-8

²³ Foveaux to Paterson, 27/10/1808, *Historical Records of NSW*, Vol. VI: 786-787.

²⁴ Caley to Banks, 28/10/1808, *Historical Records of NSW*, Vol. VI: 795-799

²⁵ Government and General Orders, Government House Parramatta, *Historical Records of Australia*, Ser 1, v. X: 340-341

New South Wales. In commuting death sentences and granting other forms of clemency to the convicts, for example, he exercised the royal prerogative rather than a statutory responsibility.

This was a momentous event: George III had been king for over 60 years, and the only sovereign to have reigned in the colony. In proclaiming a new king the Governor ensured the continuity, not only of the royal succession in the colony, but of his own office and official powers, and so of the entire convict system.

Although in reality royal (and vice-regal) power was increasingly constrained by the evolving parliamentary system in London, and by often competing social and political forces in Britain and New South Wales such as the anti-slavery and penal reform movements, the symbolic importance of this General Order was not lost on the colony's convict and free populations.

The symbolism inherent within the General Order reinforced the authority of the Governor within the convict system and across the colony generally. The term 'Government House' today rather obscures the real extent of the authority vested in the single appointed office of Governor, but during the convict era the term clearly and accurately conveyed the function of this office as 'the government'.

Punishment and deterrence

The management of the whole convict system at this time from Government House, Parramatta is illustrated by Brisbane's reports from Parramatta to London on his review of the murder trials of three convicts in Van Diemen's Land and his consideration of whether to reopen Norfolk Island as "...a place of punishment for encreased [*sic*] Criminality"²⁶. He later reported to London on preparations being made to re-occupy Norfolk Island, including his plan to place the Island under Martial Law "...which would not only form part of the punishment in itself, but save the complicated machinery of Civil Courts ... reserving, however, capital cases for reference here."²⁷ Brisbane also reported from Parramatta on an official visit to Port Macquarie, and another to Moreton Bay to check its potential for use as a penal settlement²⁸. Brisbane advised London from Parramatta of his policy with regard to remote penal settlements for secondary punishment:

I have always considered it would be necessary to abandon [Port Macquarie as a penal settlement] as soon as the tide of free Settlers extended that far, in the Same way I acted in regard to Newcastle; and I consider it always the preferable mode to form a penal Settlement, in the first instance, in order to pave the way for the free Settler, who could never venture so far amongst the savage Tribes, until Government had preceded them; and as there were various shades of crime, so their ought to be graduations of Punishment²⁹

Brisbane also set out his views on female convicts and illustrated the interconnected nature of the penal settlements and stations:

...The Female Factory at Parramatta ... I have begun an addition, the stone wall of which is nearly complete, capable of containing 60 Females under Sentence, who will be separated from the convict women sent here ...and I now begin to give effect to the Sentences of the Courts, and Women ordered there are Securely placed and employment of a useful nature found. Both men and Women are easily managed so long as you can keep Drink from them ... I have written to Lt. Governor Arthur to acquaint Him that those Subjects, he cannot manage in V.D. Land, to send to me to be conveyed to Norfolk Island³⁰

These reports demonstrate the increasing use of punishment as deterrence through Brisbane's implementation of the reforms of the convict system arising from the Bigge Report, although Liston makes the point that Brisbane was largely anticipating Bigge's recommendations as he was not officially notified of them until his successor Darling arrived

²⁶ Brisbane to Bathurst, 3/11/1824, *Historical Records of Australia*, Ser 1, v. XI: 409-410

²⁷ Brisbane to Horton, 24/3/1825, *Historical Records of Australia*, Ser 1, v. XI: 553

²⁸ Brisbane to Bathurst, 21/5/1825, *Historical Records of Australia*, Ser 1, Vol. XI: 604

²⁹ Brisbane to Horton, 24/3/1825, *Historical Records of Australia*, Ser 1, v. XI: 555

³⁰ *Historical Records of Australia*, Ser 1, v. XI: 557

in 1825³¹. These were colonial administrative responses to implementing Imperial convict policy. Imperial policy was being strongly influenced by public opinion in Britain (as well as, to some degree) in New South Wales, and Brisbane regularly and in some detail reported to London from Parramatta on his ongoing reform program. The consideration of such overall approaches to the convict system clearly illustrate the links between Government House, Parramatta and the convict sites in Van Diemen's Land and Norfolk Island as well as in New South Wales (such as the Female Factory).

The increasing emphasis being given to private, free settlement in New South Wales is also evident at this time. Brisbane wrote from Government House, Parramatta to London in the same year describing his proclamation of Martial Law in the interior of New South Wales for four months (14th August to 11th December 1824)³². Martial Law allowed the use of British soldiers in the 40th Regiment to engage in official warfare. Redcoats swept through the Wiradjuri lands in the upper Macquarie River catchment, eventually forcing the submission of the Wiradjuri warrior-leader Windradyne in an official ceremony at Parramatta³³. Following the end of the war, the occupation of the eastern Wiradjuri lands by emigrant pastoralists and settlers rapidly increased, with assigned convict labour providing a workforce as well as security against further Wiradjuri resistance. This expansion of the penal colony into the eastern Wiradjuri lands was symbolically marked by Macquarie's planting of new place names: Macquarie River, Bathurst townsite and Queen Charlotte's Vale being notable examples.

The paradoxical nature of well-behaved convicts being assigned to private work on the frontier where they then became a part of the enforcing, upon another people, of the very system of laws that had convicted and transported them, may account for the often brutal nature of contact between convicts and Aboriginal peoples. It illustrates the inherent contradictions in administering a system of convict punishment and deterrence that needed the continuing and expanding occupation of Aboriginal lands while also seeking to enforce British justice among Aborigine, convict and free alike. It was these demands and contradictions that successive Governors wrestled with in the public rooms and offices of Government House, Parramatta. These same tensions were also being played out in Van Diemen's Land, coming to a head after the island's separation from New South Wales in 1825³⁴ when Lieutenant-Governor Arthur proclaimed Martial Law in 1829³⁵.

Promoting marriages among convicts

The turbulent nature of New South Wales society at this time is illustrated by Governor Brisbane's responses to public allegations and rumours in the local press concerning convict women at the Female Factory in Parramatta³⁶. Thirty two of the convict women had been sent to Emu Plains Penal Station at the foot of the Blue Mountains where it was hoped they would enter into marriages with male convicts. Allegations were made in the colonial press that the women had been sent to Emu Plains "...for impure purposes", and Brisbane wrote to London from Government House, Parramatta that not only were the allegations untrue, but that 23 of the women had entered into marriages, with the remaining women being returned to the Female Factory³⁷. However the lurid stories continued, and in September Brisbane reported from Parramatta that he had brought an impartial investigator from Van Diemen's Land to inquire into the whole affair. The investigation had subsequently cleared Brisbane (and the women) of all the allegations, although the rumours persisted.

These events illustrate the difficulties faced in trying to create a new society from the top down. Brisbane's vice-regal office in Parramatta may have given him the authority to call in an investigator from far-away Van Diemen's Land, but his attempts to foster the marriage and

³¹ Liston, C., *New South Wales under Governor Brisbane, 1821-1825*, unpub thesis (Ph.D.) - University of Sydney, 1981.

³² xxx

³³ Connor, J., *The Australian Frontier Wars 1788-1838*, UNSW Press, Kensington 2002: 53-67

³⁴ *New South Wales Act 1823*, 4 Geo IV, c96; Order-in-Council 14 June 1825 -

<http://www.foundingdocs.gov.au/item.asp?sdID=73>

³⁵ Stephens, T., 'Another change to the armband', *Sydney Morning Herald*, 9 December 2006: 34

³⁶ Brisbane to Bathurst, 10/9/1825, *Historical Records of Australia* Ser 1, Vol. XI: 813

³⁷ Brisbane to Bathurst, 10/9/1825, *Historical Records of Australia* Ser 1, Vol. XI: 812-831

settling of the convicts and the founding of new families were not popular with the free emigrants. These tensions reflect the changing nature of NSW society at the time: free settlers were beginning to rival the convicts (current and former) in numbers, and demanding a greater say in the way the colony was run. Their attacks upon the morality of arranging convict marriages were ultimately attacks upon the morality of a convict system as a whole, and were reflected in many of the arguments later presented in London by anti-transportationists at the Molesworth Committee in 1837³⁸.

Managing Norfolk Island and Van Diemen's Land

The difficulties with managing a single 'system' from Parramatta via London are illustrated in the transfer of convicts for the reopening of Norfolk Island as a penal settlement. Brisbane wrote of this in September 1825:

It has been represented to your Lordship by Colonel Sorrel, late Lieut. Governor of Van Diemen's Land, that the small Penal Settlement formed at Macquarie Harbour, which was scarcely more than adequate for the accommodation of Two Hundred Convicts, has been appropriated as a place of punishment for a considerable number of Offenders from New South Wales, and of the very worst descriptions ... and called my attention to the impolicy of such a measure ... and further sought to impress upon me the importance of Van Diemen's Land participating in the benefits of the larger penal Settlement, which may be in contemplation to establish in New South Wales. ...there are but two penal Settlements in this colony, vizt. Newcastle for the slighter offences, and Port Macquarie for those of a graver character. It happened that three Approvers and ninety eight Runaways made their escape at different times from the latter Settlement. ... I was left no other possible alternative but that of sending them to a new Settlement, and the only one was Macquarie Harbour in Van Diemen's Land. ... I now hasten to bring the important fact before your Lordship, which Colonel Sorrel thought proper to conceal, vizt. That there are, at the present moment, one hundred and ninety eight Convicts of the very worst description, serving under Van Diemen's Land sentences, at Port Macquarie and Newcastle. I must, therefore, take the liberty of requesting your Lordship to decide which of the two Colonies appear to have participated most in this exchange of Felons. I have further to acquaint your Lordship that, immediately on the receipt of your Lordship's commands to resume possession of Norfolk Island, I myself wrote to Colonel Arthur, Lieut. Governor of Van Diemen's Land, to acquaint him of the circumstances, and to direct him to forward here, for the purpose of being sent to that Island, such desperate characters as he considers dangerous or insecure in Van Diemen's Land. I trust this step, taken in conjunction with the other fact, will impress upon your Lordship's mind that it has been very far removed from my intention to exclude, from the fair participation of the advantages of Norfolk Island, from the criminals of other Colonies³⁹.

Penal stations in northern and western Australia

In August 1824 Governor Brisbane reported from Government House, Parramatta that preparations were well under way for forming a settlement on Bathurst Island and the Coburg Peninsula on the northern coast of the continent under the command of Captain J Bremer; and that a colonial schooner would be conveying Brisbane to "...the new penal settlement I am about to form in Moreton Bay", after which it would sail on to Bathurst Island⁴⁰

In October 1826 Governor Darling reported that he was equipping the brig *Amity* to convey an expedition to King George's Sound on the south west coast of the continent. Darling stated that he was "...very apprehensive [that] King George's Sound will be found totally unfit for the purpose even of a Penal Settlement"⁴¹. Several weeks later Darling reported that HMS *Fly* and the colonial brigs *Amity* and *Dragon* had sailed for Western Port and King George's Sound, with the expedition for each place consisting "...of two Officers and 18 Rank and file,

³⁸ Ritchie, J., 'Towards ending an unclean thing: the Molesworth Committee and the abolition of transportation to NSW 1837-40', *Historical Studies*, Vol. 17, No. 67: 144-164

³⁹ Brisbane to Bathurst, 7/9/1826, *Historical Records of Australia*, Ser 1, Vol. XI: 810-812

⁴⁰ Brisbane to Bathurst, 12/8/1824, *Historical Records of Australia* Ser 1, Vol. XI: 338

⁴¹ Darling to Bathurst, 10/10/1826, *Historical Records of Australia* Ser 1, Vol. XII: 640

with 20 Convicts, who have been sent for the purpose of assisting in establishing the Settlements..." along with six months provisions. Darling stated that as soon as he had received reports back from King George's Sound "*I shall be able to determine as to the expediency of establishing King George's Sound as a Penal Settlement...*" The real nature of the penal settlement is revealed in the 'secret instructions' given to Major Lockyer that he was to make known to any foreign power, especially the French, who may arrive at the settlement: "*Should it so happen that the French have already arrived, You will, notwithstanding, land the Troops agreeably to your Instructions, and signify that it is considered the whole of New Holland is subject to His Britannic Majesty's Government, and that orders have been given for the Establishment of King George's Sound as a Settlement for the reception of Criminals accordingly.*"⁴²

⁴² Darling to Lockyer, in Darling to Bathurst, 24/11/1826: *Historical Records of Australia*, Ser 1, Vol. XII: 640, 700-701

10.3 Associated management documents

1. *Old Government House Conservation & Management Plan (1997) and Supplementary Volume (2001)*
2. *Parramatta Park Conservation and Management Plan (2008)*
3. *Parramatta Park Landscape Master Plan (2002)*
4. *Parramatta Park Archaeological Zoning Plan (1995)*