The preservation movement in Australia
The retention of certain buildings in Australia today is seen essentially as the result of a movement engendered by national, social, and aesthetic pressures, which have become strong enough in some cases to stay the forces of the real estate market, and which can be carried out through the instrument of statutory town plans, or by other means. It is seen as the culmination of a long process of popular interest in architectural matters and an awakening critical awareness of the environment. The intellectual background is reviewed, and the official and popular manifestations of the movement summarised and discussed. Finally, an attempt is made to define areas of responsibility.
Many people have contributed to the gathering of information about historic buildings in Australia, and in particular to the information contained in this thesis. In the first place, experience as a Planning Officer with the Cumberland County Council and as the Secretary to its Historic Buildings Committee, was an invaluable introduction to the field of historic buildings and preservation, and allowed the first-hand experience of the problems involved as well as an opportunity to produce several monographs describing the historic buildings of various localities. Secondly, experience as an Assistant Town Planner with the State Planning Authority gave the opportunity for further research into the subject, with the preparation of several more publications.

Again, as a member of the Historic Buildings Committee of the National Trust in Sydney, further acquaintance of the subject was pursued; and membership of the Historic Buildings Committee of the Royal Australian Institute of Architects enabled some aspects of the subject to be more readily appreciated. To the other members of these Committees, a debt is owed for their enthusiasm for the buildings discussed and their unflagging interest in the subject of preservation.

For this thesis in particular, Mr John Morris and Miss Pam Harbison, Assistant Directors of the National Trust in Sydney, have been of great help, also Mr Nolan of the Tasmanian Tourist Bureau in Hobart, Mr J.B. Thwaites of the Tasmanian Scenery Preservation Board, Dr Clifford Craig of Launceston, Mr Harry Harper of the Royal Australian Historical Society, and Dr Ivan Boileau of Sydney University, with whom the thesis was discussed when it was taking shape.

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INTRODUCTION

In the study of the reasons and motives which lie behind the retention of buildings in the changing and evolving environment, it becomes apparent, once the usual planner's dictum that "worthwhile buildings should be preserved" is examined closely, that the issue is not a clear-cut one. The aesthetic ideal of richness and variety of townscape is one for which the planner is normally expected to make provision. That is, he is expected to interrupt the normal workings of the real estate market, either by direct regulations or by specialised zoning codes, to achieve something that is difficult to define in non-subjective terms.

Canons in architectural taste change over a period. The buildings considered outstanding by one generation may be derided by the next, and then the pendulum swings again, and, given a little perspective in time, they are re-assessed in a new context, not only on their actual merit as examples of architecture, but also with an element of nostalgia for the seemingly simpler values of a past age, which they may seem to reflect.

This process is actually happening in Australia at the moment. Only a relatively short time ago, Australian Colonial architecture from the period before 1850, alone was held to possess the qualities of architectural merit and historic interest which would qualify it for preservation. Victorian architecture, the word "Victorian" being used here to denote building roughly between the years 1850 and 1900, was scorned as being eclectic, decadent, decorated, and non-functional. This emphasis on the superior qualities of colonial architecture lingers on now in the popular imagination, and one finds the situation where a builder who makes a business of adding services to old terrace cores, dismembering the original buildings in the process, hangs a sign outside his work which reads "Colonial Restorations" though the buildings pay post-date the colonial period by some fifty years, and "Restorations" can only be regarded as a euphemism. The facade to the street however, is left intact, or rather, not only left intact, but embellished with further evidences of what appears to be colonial revivals in the popular imagination - coach-lamps, stripped brick-work, and extra cast-iron.

It must be pointed out however, that this "restoration" is part of the inevitable process which a preservation movement engenders. Though it may enrage the purists, it is nonetheless a serious manifestation of building-retention. This form of preservation was also
in evidence in England at the time of the nineteenth-century church restorers, and it moved Ruskin and Morris to great indignation.

It is noteworthy, however, that in the final stage of the process of the awakening of interest in a past style engendered by a preservation movement, the trappings of that style tend to be adopted into current building practices, even if the essence of the style is not understood; hence the "colonial" trimmings, columns, small-paned windows and pseudo-panelled doors, also on the project houses currently being built.

With regard to preservation, the planner may argue that in this modern age, because of a certain mathematical, dehumanised scale evident in modern architecture, the older buildings are now revealing themselves in a different way. Even the Victorian buildings represent more human values, and their foibles, their plaster urns, their moulded heads, and their intricate cast-iron patterning, are seen as a relief from the severity of the newer buildings.

The planner may argue too that every city should be characterised by a plurality of values, that this is part of the fascination of cities. The old should be combined with the new, reminding us that the small and friendly and eccentric and human can stand beside and complement the logical and scientific and dehumanised, that the past we have built upon still breaks through the ephemeral surface of the present.

It should be stated however, at the outset, that the preservation of buildings, like zoning for particular uses, is a factor which may make for inflexibility in city structure. As a city grows, it needs not only to expand in area, but also to have room within the built-up area for re-organisation to take place. It must be able to allow for evolving locational differentiation. This is particularly important in the Central Business District and the inner suburban ring, where the oldest buildings of a city are traditionally located.

Within the next few decades this readjustment of structure is going to make large and expensive claims upon the inner areas of Sydney and Melbourne. The buildings which persist in these areas from a previous period will be under very strong pressures, and probably will not continue to persist in great numbers. No more than a few of them can be retained for aesthetic and historic reasons alone, because their presence will have to be subsidised in some way. The "higher and better use" which can command a higher rent for the land, will have to be forgone for a symbolical use. If the buildings are capable of adaptation to the changing internal structure of the city, then survival will be easier. If they are capable of adaptation to modern use within their own four walls, then the wrecker's hand will
be stayed, at least for a time.

The Planner's Role

It has been assumed in this examination of the preservation movement in Australia that it is the mark of the planner, however partisan, that he assess a situation with a measure of detachment, that he should mark the successes and failures and try to discern the reasons for these, and that he should not blind himself to the situation as it exists and the forces that seem to him, on evidence, to be shaping it. His training should fit him to see the problem in all its aspects, to weigh the factors involved, and to draw conclusions with these factors in mind. A planner, necessarily assessing alternatives, must be able to see the problem of preservation not as a simple issue, but rather as one small facet of the larger problem of priorities in urban development.

It is with this in mind that seven approaches to the concept of preservation in general are examined in the following chapter.

Outline of Thesis

The seven approaches to the concept show considerable diversity. In each approach, the motives for preservation may differ, as do the ways in which the problem can be studied.

This first chapter in Part I is then followed by one in which the methods of survey and listing are examined, and criteria established as a means of considering and assessing buildings.

Part II of the thesis then recounts the background of the preservation movement in Australia. The role of the nineteenth century artists and commentators is seen to be important to the final emergence of a preservation movement. The contribution of the architectural historians, the amateur and the academic historians is discussed.

In the second chapter of Part II, an awakening of public interest after World War II is traced, and the emergence of the National Trusts in various states examined.

The third chapter of Part II deals with Statutory Regulations concerned with preservation in two key states, Tasmania and New South Wales. An appendix to this chapter gives some details of English and European regulations for comparison.

Finally, some conclusions are drawn about the stage now reached. Weaknesses are pointed out, and a schedule drawn up which could act as a basis for a possible plan of action in the future.
Photographs:

1. Goulburn Court House.
   This fine example of Victorian architecture is rich without ostentation, and dignified without coldness. It is still in use as a Court House in a major country centre. It was designed by James Barnet, the Government Architect, and built in 1885. This sort of building is carefully maintained as a matter of course by the N.S.W. Government Architect's Office, and in the future will grow in importance amongst preserved historic buildings. It now embellishes the Goulburn townscape in no small way.

2. Duntryleague, Orange.
   The country areas of New South Wales and Victoria are dotted with grand Victorian mansions, built by the squatters at the height of their prosperity, with no expense spared. Unwieldy to run in the mid-twentieth century, and not yet come into their own in the current fashions, they nevertheless are important and surprising elements in the Australian landscape, with their opulence of decoration and romantic silhouettes. The more fortunate of them still belong to the original property and family, like Belltrees at Scone; others, like Duntryleague at Orange, built in 1876, have been preserved by being taken over by an institution or a club. Duntryleague is now converted to a golf club-house, and the old grounds as well as the house have survived.
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PART I

CHAPTER 1

APPROACHES TO THE CONCEPT OF PRESERVATION

Synopsis

Seven approaches to the concept of preservation of buildings are examined, and the manifestations of some of them in the Australian context discussed. These seven approaches are:
1. The Image of the City Approach,
2. The Romantic-Naturalistic Approach,
3. The Ecological Approach,
4. The Cost-Benefit Analysis Approach,
5. The Land Valuation and Rating Approach,
6. The Topographical Approach, and
7. The Concept of Amenity Approach.

These seven approaches are introduced so that the ramifications of the preservation issue can be explored, and the implications of the approaches studied.
PART I

CHAPTER 1

APPROACHES TO THE CONCEPT OF PRESERVATION

The phrase "preservation of historic buildings" has come to be generally accepted in 1968 Australia to mean the retention and restoration of certain selected buildings of a certain past period, usually by some public or semi-public instrumentality which has this particular purpose in mind.

It will be pointed out that the issue of preservation is in fact a much wider one than this, and that to consider preservation seriously, many related matters have to be considered also. Because the word "preservation" has acquired this particular overtone, it has been qualified in the sub-title of this thesis, and in most cases, the word "retention" could be substituted.

In a similar way, the term "historic buildings" has come to attach itself to buildings from the past which have some symbolic quality and which have been selected by preservation societies or government bodies for retention. They are not necessarily "historic" in the literal sense of being "noted or celebrated in history", or even in the sense of "belonging to history".

Seven approaches to the concept of preservation or retention of buildings are examined in this chapter, and the manifestations of some of these in the Australian context are discussed.

These seven approaches are:

1. The Image of the City Approach.
3. The Ecological Approach.
5. The Land Valuation and Rating Approach.
7. The Concept of Amenity Approach.

The first approach views the problem from a visual standpoint. It concentrates on evolving a system of reading "legibility" into the urban landscape, and is not particularly concerned with underlying economic forces. The second completely ignores practical reality in the pursuit of an ideal, and is concerned with the quality of the

treatment that the buildings receive. The third, fourth, and fifth approaches accept the fact that preservation is desirable in certain cases, and are basically concerned with studies of how the forces of the real estate market can be interrupted to allow preservation. The sixth accepts the situation as it stands, with all its contending pressures, and builds a whole area of study using landscape and townscape as evidence for the evolutionary process of towns and societies. Finally, the concept of amenity is introduced as an approach commonly accepted by town planners in relation to the preparation of town planning schemes.

1. THE IMAGE OF THE CITY APPROACH

Historic buildings make their most valuable contribution to the urban landscape by the way in which they can help to create a "genius loci". They can give a sense of personal identification and orientation, even if unconsciously felt, to the citizen of the city, a sense which, it is argued, ultimately leads to the creation of a better community because its people can identify themselves more closely with their environment and hence have concern for it at an individual and more partisan level.

John Ruskin has put the case that as the influence of the natural things of the countryside, the trees, the change of seasons, the subtle varieties of the weather patterns, become more and more removed from the dweller in great cities, his sense of identification needs to be engendered by something else. Ruskin was one of the first to suggest that notable buildings can perform this function. He argues with passion and eloquence. "The very quietness of nature is gradually withdrawn from us; thousands who once in their necessarily prolonged travel were subjected to an influence, from the silent sky and slumbering fields, more effectual than known or confessed, now bear with them even there the ceaseless fever of their life; and along the iron veins that traverse the frame of our country, beat and flow the fiery pulses of its exertion, hotter and faster every hour. All vitality is concentrated through these throbbing arteries into the central cities; the country is passed over like a green sea by narrow bridges, and we are thrown back in continually closer crowds upon the city gates. The only influence which can in any wise there take the place of that of the woods and

1. John Ruskin, The Seven Lamps of Architecture, London, George Allen & Unwin, 1925, Chapter VI, "The Lamp of Memory", pp.359. First published 1849. Ruskin later wrote a footnote to the words quoted above, disillusioned with being popularly misunderstood. "Any more wasted words than nine throughout life, or bread cast on more bitter waters, I never heard of. This closing paragraph of the sixth chapter is the best, I think, in the book, - and the vainest."
ields, is the power of ancient Architecture. Do not part with it
or the sake of the formal square, or of the fenced and planted
alk, nor of the goodly street nor opened quay. The pride of the
ity is not in these."

If Ruskin mourned the waning influence of nature in the nine­
eenth century in grand Romantic style, his highly-coloured view
as taken even further by a notable social critic of the 1920s,
swald Spengler. In his Decline of the West, first published in
unich in 1918, Spengler viewed the emergence of the great city,
he gigantic megalopolis, the "city-as-world" as he called it, as
portent of doom. He foreshadowed Louis Mumford's view of the
ity as basically evil, and held, as well, a nostalgic view of a
ost and engulfed countryside. Both these writers deplored the
oss of the old and mature aspects of the cities. ("The sil­
quette of a great city, its roofs and chimneys, the towers and
omes on the horizon! What a language is imparted to us through
me look at Nurnberg or Florence, Damascus or Moscow, Peking or
enas!" Spengler wrote.) They are both repelled by and attracted
the city, and its continual growth and rebuilding is viewed with
sense of horror and amazement.

This highly-charged emotional view has lingered on to this day
cost-benefit analysis, and has attached itself most particularly
the more aesthetically pleasing old buildings, that is, to the
historic" buildings in the city landscape, which Ruskin claims
ct as a civilizing agent on a brutalised man, and which Spengler
es, along with his portents of disaster, invested with a great
agic of their own, images appearing in all their grandiose beauty.

In more recent times, and in more sober vein, an extensive
iscussion of the idea of the "legibility" or apparent clarity of
ual elements in the city structure, has been published by Kevin
ych1. Lynch defined the legibility of the cityscape as "the
se with which the parts can be organised into a coherent pattern"2.
defines five elements of the City Image:

* Paths - movement channels.
* Edges - barriers, seams, organising features.
* Districts - areas of two-dimensional extent, with a common
  identifying character.
* Nodes - strategic, intensive foci, junctions.
* Landmarks - point-references, simply-defined physical
  objects, notable buildings.

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2. Ibid., p. 47.
Historic buildings are important landmarks for a city. "Historical associations, or other meanings, are powerful reinforcements... Once a history, a sign, or a meaning attaches to an object, its value as a landmark rises." 1

In these days of poor church attendance, for example, when churches are no longer magnets attracting large numbers of people each day, they nevertheless remain extremely important to the image of the city, to its legibility, because they have attached to themselves, by their distinctive architecture, a specific association. They then act as visual if not social points of reference in the urban landscape.

Lynch, in his Appendix 2, also discusses the disadvantages of "imageability". With reference to primitive tribes, he says that "a landscape loaded with magical meanings may inhibit practical activities". It may stifle creative impulses, as people are left with not a single scene unoccupied by elaborate associations. The great urban agglomerations, however, are in the process of going to the other extreme. They tend, in their growth and re-grouping, to obliterate any "magical meanings". For most of them, imageability is an attribute that they need to cultivate as best they can.

The time of slow, piecemeal change, which is conducive to the evolution of a settled, mature townscape, is over in the major Australian cities. In the years since the end of World War II, they have changed more rapidly than ever before. Their populations have grown enormously, and their standards of living have risen. Motor traffic has had a great impact on the environment, and has become a major disruptive force to any sense of "genius loci". It is within this context of change, then, that the retention of specific buildings or groups of buildings can be deliberately used to establish a pattern of legibility in the urban landscape.

To summarise, in this Image of the City approach, historic buildings stand as visual symbols of a cultural background, they are seen to have a power of repose which comes through their patina of age, they are seen to have a "magical" quality which acts as a symbolic force, and they are seen as landmarks which can help establish a coherent, organised city pattern in the mind of the observer, and so enable him to grasp the structure underlying the apparent chaos in the great city.

2. Ibid., p.138.
2. THE ROMANTIC-NATURALISTIC APPROACH

This approach accepts the fact that certain buildings are to be retained, that this is desirable, but is especially concerned with the manner in which this is done. It has been named Romantic-Naturalistic because of its emotional and intuitive bias. It is romantic in the way it focuses attention upon a single aspect of preservation with exaggerated emotional intensity; it is Naturalistic in that it appeals to an intuitive sensibility rather than to a rigorous intellectualism.

Ruskin, the prophet, argued the case of the Romantic-Naturalist passionately, and pushed it to the limits of its logical extension. Morris, the practical idealist, was able to translate his and Ruskin's ideas into a practical plan of action. Their attitudes, diluted, still influence the preservation movement in Australia to a considerable extent.

William Morris, writer, designer, critic of English society in the Victorian period, and an active and exuberant man, was much influenced when at Oxford by the writings of John Ruskin. Morris has also been horrified by the activities of the Victorian church restorers. In 1877, he waxed indignant in print over what he considered to be the destruction of the Minster of Tewkesbury through the "restoration" of Sir Gilbert Scott, a well-known architect of the day. He deplored "those acts of barbarism which the modern architect, parson, and squire call 'restoration'."^1

He then wrote a sentence which has often since been quoted by preservationists: "What I wish for, therefore, is that an association should be set on foot to keep a watch on old monuments, to protest against all 'restoration' that means more than keeping out wind and weather, and, by all means, literary and other, to awaken a feeling that our ancient buildings are not mere ecclesiastical toys, but sacred monuments of the nation's growth and hope." Morris was responsible for the founding of the Society for the Protection of Ancient Buildings in the same year. Its original purpose was more to protect building from unwise and excessive restoration, than to prevent demolition.

Ruskin, thirty years earlier, had also berated the fashionable restorers and ecclesiastics who, in church restoration, seized upon a certain period and re-converted the building holus-bolus back to it, often destroying fine later additions in the process. "Restoration

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so called," he wrote¹, "is the worst manner of destruction." He held the view that it was impossible to restore anything that has ever been great or beautiful in architecture. "But, it is said, there may come a necessity for restoration! Granted. Look the necessity full in the face, and understand it on its own terms. It is a necessity for destruction." Ruskin, however, though against restoration, vehemently advocated the retention of buildings by ordinary maintenance and care. "Watch an old building with an anxious care; guard it as best you may, and at any cost, from every influence of dilapidation. Count its stones as you would jewels of a crown; set watches about it as if at the gates of a besieged city; bind it together with iron where it loosens; stay it with timber where it declines; do not care about the unsightliness of the aid: better a crutch than a lost limb; and do this tenderly, and reverently, and continually, and many a generation will still be born and pass away beneath its shadow."²

Ruskin's view was essentially in reaction against the excessive and often unnecessary church restorations which were being carried out in the wave of religious zeal that was sweeping England in the nineteenth century. Most preservationists in the twentieth century would not agree with him, but would nevertheless be influenced by his argument, even if they do not acknowledge it, when they state with less passion and more moderation: "It is better to preserve than repair, better to repair than restore, and better to restore than to reconstruct."³ Here, "preserve" is used in the sense of retaining the quality and condition.

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2. Ibid., p.357.
3. THE ECOLOGICAL APPROACH

The city can be viewed as a dynamic, evolving artifact. The disposition of the fabric of this artifact results from the competition of various uses for strategic location. The new, emerging equilibrium can be seen as a form of ecological balance, in the sense of being "concerned with the balances and mutual pressures of species living in the same habitat" within the assumption that there is continuity in the life patterns of all organic forms.¹ This view of the human community describes it as a population settled and limited to its habitat and culture, including in the term culture (1) a body of customs and beliefs, and (2) a corresponding body of artifacts and technical devices. The new equilibrium is caused by the interaction of (a) population, (b) artifacts, (c) customs and beliefs, and (d) the natural resources of the habitat.

Ecology is concerned with processes. The spatial relations in which human beings are organised are always in a process of change, in response to the operation of a complex of environmental, economic, and cultural forces. How important are cultural associations in this process? Can they over-ride economic pressure in certain cases? It is suggested by Walter Firey in an article entitled "Sentiment and Symbolism as Ecological Variables"², that the relationship that locational activities may bear to space is not solely an economic one. In an economic relationship, each activity will seek to so locate as to minimize the obstruction put upon its functions by spatial distance. Since the supply of desired locations is limited, it follows that not all activities can be favoured with choice sites. Consequently a competitive process ensues in which the scarce desirable locations are pre-empted by those locational activities which can exploit advantageous location so as to produce the greatest surplus of income over expenditure. Less desirable locations devolve to correspondingly less economizing land uses. The result is a pattern of land use that is presumed to be the most efficient for both the individual locational activity and for the community.

Firey argues that, "given the contractualistic milieu within which the modern city has arisen and acquires its functions, such

an 'economic ecology' has had a certain explanatory adequacy in
describing urban spatial structure and dynamics". It is basically
this view that Jane Jacobs endorsed when she launched an attack on
planning theory in her talk to the meeting of the Royal Institute
of British Architects in 1967. Zoning, she contended, tends to
freeze land use at particular places, and interferes with the econ­
omic processes engendered by the market situation, thus preventing
the diversification of industries which depend on a sufficient
measure of freedom to adapt to changing conditions.

Economic processes, because of this necessity to adapt to
changing conditions, are working against the retention of some
buildings, as the fabric of the city is renewed, with changes in
the scale and intensity of development.

Both Firey and Jacobs examine the free working of the economic
system under a sort of laissez-faire situation. Firey, however,
suggests that as any theory matures and approaches a logical closure
of its generalizations, it inevitably encounters facts which remain
unassimilable to the theoretical scheme, and he goes on to conclude
that certain ecological processes cannot be embraced in a strictly
economic analysis. Some data suggest that economic considerations
are not the only ones in locational activity, and thus the basic
premises of ecological theory as originally devised, need alteration.
"This alteration would consist, first, of ascribing to space not
only an impeditive quality but also an additional property, viz.,
that of being at times a symbol for certain cultural values that
have been associated with a certain spatial area. Second, it would
involve a recognition that locational activities are not only econo­
mizing agents but may also bear sentiments which can significantly
influence the locational process." 2

Firey took certain historic buildings in central Boston in his
test case. He discerned certain spatial patterns and landmarks
which Boston had inherited from the past and which possessed remark­
able persistence, even recuperative power, despite challenges from
other more economic land uses. He concluded that persistence can
only be understood in terms of the group values that the buildings
have come to symbolise.

The type of study he undertook to examine the Boston pattern

2. Walter Firey, "Sentiment and Symbolism as Ecological Variables",
can be used to examine the pattern in Australian cities, and can be applied to both civic spaces and buildings. The sentiments that Firey ascribed to Beacon Hill in Boston are aesthetic, historical, and familial in origin, and there are areas in Sydney, for instance, which suggest comparison. One of these is the Rocks area west of Circular Quay in the centre of the city.

The Rocks Redevelopment Scheme

A particularly choice site from many points of view, The Rocks has been protected from redevelopment in the past by the fact that it has been in State Government hands since 1801. A policy of retaining residential development has prevented encroachment by industry and commerce. The area has begun to assume an historic aura despite the fact that its buildings individually possess no outstanding historic or aesthetic merit. Numerous books and articles have appeared describing the area, and the overtones of convicts, smugglers, and whalers, tough criminals all, are enjoyed by the weekend stroller. Buildings such as the Hero of Waterloo Hotel (1842) tend to assume in popular legend a date earlier than their actual one, and this is not discouraged by their occupants.

Though the West Rocks contains the more interesting townscape, with Observatory Hill and Argyle Place forming a notable enclave, when the scheme for redevelopment for the East Rocks was put forward by J.W. Overall in June 1967, the historic aura theretoo was strong enough to cause him to state, "It is fundamental to observe that the area of land on the western side of Sydney Cove is of great significance in Australia's history." Sydney Cove, after all, was the site of the first European settlement of Australia and the place from which expansion ensued. As the initial settlement site, though dramatically changed since then, it still exerts a potent fascination on the seekers of first causes. Overall states in his report, "Any development proposal for the Western Side of Sydney Cove should take history into account as well as civic design because the historical importance of the area is unrivalled. Redevelopment, even in the name of progress, should not be allowed to cut a swathe through such history without due care and acknowledgement. Not all the original institutions remain. Some have disappeared in earlier redevelopments; some have been eroded by time and the importance of others lies more in a legend or an idea than in bricks and mortar. My aims have been to retain the best of the historical buildings and to commemorate the ideas and historical events with new developments."

2. Here, "history" seems to be equated with the physical fabric,
Amongst the civic design principles adopted by Overall are the retention of flights of steps, and the incorporation of "historic buildings worthy of preservation" into the new development with as little alteration to their appearance or to their surrounding levels as possible. The historic buildings considered worthy of preservation were not selected solely on their age or known historical associations. Though Cadman's Cottage (1816) is listed B by the National Trust, and the Metcalfe Bond Store (1820s) and the Argyle Bond (1828) are ancient buildings by Australian standards, the Ordnance Store is not particularly early (1887), little is known about two domestic buildings in York Street North, and one twentieth century building, Science House, is marked for retention. The Ordnance Store is an individual mid-Victorian brick building which raises two towers in a picturesque way to embellish the quayside; the two domestic buildings are neat colonial houses with good detailing, comparable to but not as good as some houses being demolished in the same scheme; and Science House is an expensive 1935 effort, an early Peddle, Thorpe and Walker, with carved stone details, ceramic decoration, and panelled interiors, a good untouched example of its period. Thus the term "historic building" has been used here in a particularly loose way, to denote a building which is of sufficient quality to justify retention in this redevelopment scheme. The buildings chosen have assumed the role of symbols for certain cultural values associated with their sites, and have thus been able to resist imminent demolition. Though there is no explanation in the Overall Report about how these buildings are to be retained, the purposes for which they are to be used after redevelopment, or who is to be responsible for their restoration and maintenance, it is presumed that the proposed Redevelopment Authority will clarify this.

Battery Point, Hobart

Another area which suggests comparison is Battery Point in Hobart, Tasmania. In a redevelopment scheme currently being prepared for the Hobart City Council, consideration is being given to the historic character of the area, though it is not clear how this is to be safeguarded. This character, however, has attached itself to the site despite the fact that there are few buildings of high quality. St George's Church is outstanding, but the houses, such as those in Arthur's Circus, which give the area its particular character and which have an emotional hold on Hobart citizens, are fairly undistinguished and dilapidated. Hobart abounds in much finer examples of early Australian colonial architecture, but the historic aura has attached itself most firmly to these particular buildings on Battery Point.
Macquarie Street Buildings, Sydney

It can be argued that historic buildings can impede progress, that they can interrupt the natural workings of the market, and force new development to unsuitable and uneconomic locations. A building is however necessarily related to its site, it adds value to the site and derives much of its value from the site.

In Sydney, four buildings at the southern end of Macquarie Street have demonstrated their ability to persist even though pressures on their sites have grown enormously over the past few years, and they have persisted partly because they can be related only to the particular sites on which they stand. These four are St James's Church (1821), Hyde Park Barracks (1817), the Mint Building (1816) and Parliament House (1816). These buildings are not protected in any legal way, though three are listed in the State Planning Authority's Register of Historic Buildings, and all four are classified A by the National Trust. These buildings could not possibly give economic returns for the use of the land on which they stand. The values of these properties in 1962 were:

<table>
<thead>
<tr>
<th>Building</th>
<th>U.G.V.</th>
<th>I.G.V.</th>
<th>A.A.V.</th>
<th>Dimension of Site</th>
</tr>
</thead>
<tbody>
<tr>
<td>St James's Church</td>
<td>1,020,000</td>
<td>1,300,000</td>
<td>51,500</td>
<td>182' x 87' 88'</td>
</tr>
<tr>
<td>Hyde Park Barracks etc.</td>
<td>2,920,000</td>
<td>2,920,000</td>
<td>146,000</td>
<td>177'6&quot; x 230' 185'</td>
</tr>
<tr>
<td>Mint Building etc.</td>
<td>3,216,000</td>
<td>4,000,000</td>
<td>200,000</td>
<td>215'10&quot; x 330'10&quot;</td>
</tr>
<tr>
<td>Parliament House etc.</td>
<td>6,000,000</td>
<td>6,000,000</td>
<td>300,000</td>
<td>391' x 270'</td>
</tr>
</tbody>
</table>

It should be pointed out that in three cases, the building covers only a small portion of the site. The principal building of Hyde Park Barracks is 130 feet in length and 50 feet in breadth. The Mint Building and the oldest part of Parliament House are 137'6" x 48'; St James's covers the bulk of the site, being approximately 170' by 50' in plan.

The Mint Building and Hyde Park Barracks are publicly owned, and are intensively used by government departments. St James's Church is owned by the Church of England. If they had been privately owned they would have vanished long ago, but being in the hands of government and church bodies they have survived. Their cultural significance too has been a factor that has continually re-asserted itself over the years. All belong to bodies which are exempt from rates, which means that the sites on which they stand are not subject
to normal market pressures. All belong to bodies which possess considerable locational inertia. Once established, institutional buildings, of church, state, or private institution, tend to persist for long periods even if the original function changes in character. The Mint Building acts as a tidy screen in front of a jumbled mass of government buildings, many of them temporary. Redevelopment of the whole site would have to be undertaken to justify its demolition. This is also the case with Parliament House further along Macquarie Street.

Hyde Park Barracks has not succeeded in screening the later appendages as it was designed by Greenway not simply as a facade, but as a compound containing a central building as the dominant element in the composition. The compound began to be encroached upon before the 1850s, and has now virtually disappeared, leaving only a few traces of the old wall behind to be discerned amongst the later buildings by archaeologically-minded observers. This building has periodically been threatened. In 1948, the government was advised by an appointed committee that its "demolition is practically inevitable".

However, it has survived, and in the scheme currently put forward for the redevelopment of Macquarie Street with a new Parliament House and Law Courts, the bulk of the existing buildings on the eastern side of Macquarie Street are removed, but the four colonial historic buildings are retained as fairly dominant elements in the total design.

Culturally, all four buildings are closely associated with Macquarie, the "father of Australia", and with the convict system. The buildings stand as evidence of an old awakening to the potential of the new country. Macquarie, determined that the penal settlement would survive to become a great city, and his personal memorial, endowed it when still an impoverished outpost with substantial and stately buildings. They were important in their days of erection, not merely as buildings accommodating certain uses, but also as symbols of order and determined achievement. This symbolic character has been revived in recent years, it has re-attached itself to the buildings concerned, and they thus have a good chance of survival in the future.

4. THE COST-BENEFIT ANALYSIS APPROACH

Advocated by Nathaniel Litchfield and others for general use as a planning tool, the technique of cost-benefit analysis is a way of defining land use problems and demonstrating that planning can produce a greater margin of total benefits over total costs. This procedure, by attempting to put a value on the resources used and the services produced, and comparing the two by some approximate criterion such as the rate of return, can be used satisfactorily in the private sector of the economy. Difficulties arise, however, in the public sector, because benefits cannot be measured entirely in numerical or money terms.

Litchfield recommends this approach as a method of clarifying planning thought. He claims it is a more efficient method than the "meandering discussion, disputation and negotiation which makes up so much of our planning activity."

The example he uses to demonstrate his technique is "a ubiquitous problem in town planning, the preservation of an historic building, in which the benefit is very elusive of measurement." The building chosen is the Old Mint (1869-74) in San Francisco, a building with historic associations, and a good representative of a certain type of building style. It has no appropriate alternative contemporary use, it occupies a valuable site in a central location, and is the property of the Federal Government.

An exact parallel could be drawn here with the Customs Houses in Sydney and Melbourne. These buildings have been outgrown by the Customs Department. They are located on very valuable land close to the wharves, and this physical proximity is no longer necessary. The Commonwealth Government has two conflicting responsibilities here. It aspires, on the one hand, to a role of custodian of the national heritage. Canberra, the environment it is consciously creating, already abounds with 'space fetishes' and symbolic buildings, with the War Memorial for example, occupying an important place in its physical layout. It has undertaken a great building programme of frankly cultural buildings - the National Library is already occupying a dominant position on the lakeside and forcing a new scale on the hitherto essentially suburban Canberra scene, and this is to be followed by a National Art Gallery. The National University is already well established.

A second aspiration of the Commonwealth Government, however, relates...

to its function as a property owner on behalf of the national Taxpayer. In this role it seeks to spend money in an optimum way, and to conduct its affairs in a business-like fashion.

By conventional real estate analysis, the site value (Unimproved Capital Value) of the Customs House in Sydney is $1,140,000.1 The Improved Capital Value is $1,400,000. Thus the structure on the site is valued at $260,000 only, and the ratio of the improvement to the site value is 1:4. The question then to be resolved by the Commonwealth Government is whether the building is worth $1,140,000 to the Australian taxpayer as distinct from the Sydney citizen, whether the historic value can be placed as high as four times the real estate value, and whether the sentiment and symbolism attached to the building is of a sufficiently high order to be supported in a practical way by the Commonwealth Government as the ultimate custodian of the national heritage.

In Melbourne, where a new Customs House has been commenced, the Commonwealth responded to public concern as expressed by the Premier of Victoria, the National Trust of Victoria, and numerous letters to the press, with a proposal to retain the Old Melbourne Customs House (1858-1876) in Flinders Street, and restore it and adapt it for use for Parliamentary purposes.2 It is not yet known what the eventual fate of the Sydney Customs House will be.

The cost-benefit analysis approach tries to allow an assessment of buildings to be done in a highly objective way, and to test the contribution they make quantitatively. It is essentially the weighing of factors for and against, with the factors being given a numerical value to make them comparable. The weakness of this approach lies in the fact that the allotting of the numerical value may be fairly arbitrary where qualities are abstractions like cultural value or aesthetic significance. This problem of value-judgements is taken up again in the chapter on criteria.

1. Information from the Sydney City Council, values as at 30th July, 1962.
5. THE LAND VALUATION AND RATING APPROACH

It can be argued that the retention of historic buildings performs a useful economic function, apart from anything else, in the context of modern land valuation in a developing city. In a situation where the highest and best use theoretically connotes development up to the building margin of every property, and an increase of density on every site, then the letting space would tend to become greatly in excess of the demand, and rentals and values would fall. Old buildings, which, because of rises in building costs, are too valuable to be demolished, or because they are retained for some symbolic reason, play an important part in the preservation of economic stability in urban land usage.

It is considered that though individual site values may be in accordance with their potential market prices, and a few undeveloped sites might be developed to the optimum extent without disturbing greatly the general level of values, all-round development would mean chaos.

This applies particularly to land in New South Wales. The situation is further aggravated because in this state the system of rating land is based upon the Unimproved Capital Value of the land. This tends to encourage redevelopment to a higher density, as the property is still, after redevelopment, taxed at the same rate. The unimproved value of the land eventually rises, but only after a certain time-lag. The reverse is the case in Melbourne and in many American cities, where land is taxed according to its improved capital value. Accordingly, there, redevelopment is not encouraged to take place by the system of valuing and taxing land, as once a new building is erected, the rates are adjusted accordingly.

In New South Wales, therefore, the present valuation system means that buildings on highly-valued sites, especially in the city and inner-city areas, are directly threatened with demolition because of the way the land is taxed. Only those buildings which are held by governments, or bodies such as churches which are exempt from rates, have an easy prospect of survival in a situation where the value of residential land alone in the Sydney metropolitan area is rising at the rate of over 14% per annum, and house prices have increased only by about 6% per annum. The danger to historic buildings is obvious. If the building turnover, however, should rise to too high a rate, the danger to economic stability would also be apparent.

On the other hand, buildings can suffer from too little economic pressure in a situation of little or no demand. The slow economic decline of many Australian country towns results for some in a long period of quietus followed by a period when the decay of its structures becomes aggravated first by neglect, then by being left unoccupied, then by vandalisation which can almost amount to ruthless destruction, and then finally by disintegration by wind, weather, council order, or casual looters after building materials. This situation is particularly apparent in some of the inland Tasmanian towns, and it affects more than one country town in New South Wales and the other states also.

6. THE TOPOGRAPHICAL APPROACH

Geomorphologists have traditionally noted relict phenomena in their interpretation of land forms, but the study of the evolution of settlement through an interpretation of the present land forms plus the human addition to it, is of fairly recent origin. This topographical study includes the way the land has been cultivated, shaped by roads and canals, built upon by now-vanished towns, and it includes the extant remains of past structures, traces of ruins, buildings surviving from previous periods and their modifications, and the causes of these modifications. It includes a study of the materials contained in the buildings, the styles they used, and the purposes they served, within the context of the growth and decline of the town or countryside.

It is a means of reading a landscape as one would read a book, in a much richer and more complicated way than Kevin Lynch has propounded. His treatment of urban landscapes is three-dimensional. The topographical approach has an added dimension - the time scale.

W.G. Hoskins in The Making of the English Landscape, advocates the study of the historical evolution of the landscape through the topographical evidences which still remain upon it. He takes the landscape of England as it appears today, and tries to explain how it came to assume its present form. He is concerned with the way in which men have altered the landscape with their works, particularly with their towns and structures.

Though this type of study depends upon the existence of extant man-made phenomena in the landscape, it does not seek to retain them by any means other than those which are commonly operating at the time. This type of study seeks to discover the causes of the evolution and to examine buildings as evidences of pressures. Conscious preservation, on the other hand, is concerned with the symptoms of certain
pressures but usually does not seek causes.


If the English landscape bears the cultivation and labour of some thousands of years, the Australian bears less than two hundred. Nevertheless, these two hundred have made an enormous impact upon the topography here, and not always for the worse, as some conservationists would have us believe.

A knowledge of past building types and a good acquaintance with older building materials, is an essential tool in this type of study. In Tasmania, some work along these lines has been done by the geographer R.J. Solomon. In his study of Hobart's development, he suggests that "the simplest way to measure the extent of change (and perpetuation) is to survey the buildings of one period and seek them in another. Such an exercise is greatly supported by the existence of plans ... which can confirm assessments based on buildings styles and period characteristics." He suggests too that the mere recording of a building's presence or absence is a somewhat crude measure of developmental pressures, and that modifications and adaptations to original structures should be taken account of. He found that 24% of the building fabric of Sprent's Hobart of 100 blocks remained in 1962/63, with the area of greatest removal being the Central Business District. West and South Hobart and Battery Point form "an almost continuous band of notable historical persistence" because of their substantially residential character.

Solomon also suggests that with development in urban size and structure, the replacement of buildings is inevitable and the Georgian townscape components will largely disappear in the Central Business District unless specific action is taken to retain some of them. Pressures are first observable in architectural modifications, and ultimately in the complete demolition of buildings whose size or plan no longer fit their internal function or which stand in the way of changing land use or expanding services.

The method used by Solomon in his study of Hobart, he discusses at some length in an article published in 1966. "In any attempt to analyse the character of a townscape we find the house, or rather the unitary building of whatever functional type, to be the basic contributing element both materially and visually. This is the house


as part of a regional setting. At the same time, the more closely we apply our analysis, the more detailed our scrutiny, the more we find it necessary to look beyond the functional unit to its component parts. In other words, we must learn to recognize the architectural elements and constructional materials which in combination comprise an authentic fabric of particular style and period. They become, then, diagnostic agents in the process of analysis and classifications; any significant alteration to their basic characteristics is reflected in the structural entity of the building unit, and its impact may be assessable."

Solomon's study aims, through geographical analysis and description, to define and assess the degree to which the colonial architecture of early Hobart Town is preserved, and the contribution it makes to the present townscape.

Historic buildings, or buildings retained from earlier periods, are here used as the raw material for a study of town and landscape evolution. Other studies have also been begun on Australian towns and cities 1 & 2, which rely on relict buildings as evidence of urban evolution. This approach promises the emergence of a greater understanding of urban forms and urban functions which can only be of advantage to the town planner in his solution of contemporary urban problems.


7. THE CONCEPT OF AMENITY APPROACH

It is commonly accepted in England that some cognisance should be taken of special historic buildings in town planning schemes, and special planning regulations have been framed there to allow for this (See Part II, Chapter 3 and Appendix). In Australia, some planning schemes and notably the County of Cumberland Planning Scheme, have made provisions for the preservation of buildings.

Underlying these formal provisions for preservation which are embodied in town planning legislation, is a concept of "amenity" which has become accepted in town planning circles.

The word "amenity", which literally means "pleasantness" or "agreeable to mind, feeling or senses" has been extended in meaning by modern planning usage to denote personal convenience, or "that element in the appearance and layout of town and country which makes for a comfortable and pleasant life rather than a mere existence." Though each person's idea of amenity depends on his individual taste, it has been suggested that there are certain cases where the claims of amenity are fairly clear - noise disturbance to a residential area, noxious smells, any development likely to concentrate traffic in places where there is not enough room to take it comfortably, failure to provide enough schools, shops or open spaces to serve a neighbour­hood, the felling of trees with no provision for replanting, advertising in unsuitable places, and the alteration or destruction of a particularly charming or interesting building. All these things may injure the interests of amenity and therefore, be of concern to the planning authority.

It should be noted that these qualities are on the whole difficult to measure, and that the phrase "injurious to the interests of amenity" is as vague and undefined as the phrase "contrary to sound planning principles". The claims of amenity too must be weighed against the claims of development and change. The concept of amenity however underlies the whole purpose and process of planning, and it was felt that it could be realised in part through the control over detail - albeit architectural detail, street furniture, through building codes, and details of urban design. This is an architectural rather than a functional approach, and the degree of control and restriction required to make an effective impact is high.

The preservation of noteworthy buildings is seen as a means of maintaining a certain pleasant quality of townscape, a quality which may take generations to achieve, but can be swept away overnight. At the level of the individual site this quality which attaches itself to a site is often felt but not defined by the onlooker. It may, paradoxically, add a special attraction to a developer, who then may unwittingly destroy the building responsible in part for creating the amenity because he desires to place his new building in a pleasant location.

Town planning measures are traditionally designed to both allow development and conserve a certain standard of amenity that has been achieved in the past. Through these measures, a certain control over the environment can be achieved, and this includes the preservation of certain outstanding buildings, notwithstanding the fact that other agencies can be involved and other measures can be taken also to ensure preservation.
Berrima Court House
Designed by Mortimer Lewis, this Court House was built in 1836 at a time when Berrima was a thriving communications centre. The town has declined since it was by-passed by the railway, and its services have been replaced by those at Moss Vale and Mittagong. A graceful little building of deceptive scale, the Berrima Court House is no longer used for the purpose for which it was built, and no other suitable use has been found for it. Berrima's citizens recently refused to cooperate with a proposal put forward by the Minister for Lands that their town be designated a Historic Site, and the proposal was dropped.

Abandoned House, Campbelltown, Tasmania.
A bleak nostalgia is evoked by an empty and crumbling house which was once a neat, stylish, two-storey dwelling with elegant pilasters running up its symmetrical facade. This house speaks for many buildings in Tasmania and for many more in the country towns of the other states. The population has moved away, the houses become neglected, owners are reluctant to spend money on repairs because property values are declining, the houses are left empty, they become prey to vandals, and are finally abandoned.
Survey and criteria
PART I

CHAPTER 2

SURVEY AND CRITERIA

Synopsis

In order to keep arguments for preservation as non-subjective as possible, preservation societies usually try to evolve principles for measuring the quality of buildings. These are discussed in this chapter under the headings of Identification and Listing, Interior Context, Setting, Survey, Criteria for Selection, and Bias in Selection in Australia. Criteria is considered in some detail, and six main aspects are listed: (1) Historical and Cultural significance, (2) Architectural considerations, including style, scale and relationship with surroundings, and workmanship and materials, (3) Suitability, covering "integrity" of the structure, property boundaries, accessibility, adaption to modern use, and condition of repair of structure, (4) Cost, (5) Educational value, and (6) Status of body proposing preservation. Following these, desirable restoration principles are outlined together with a description of research in an ideal situation, and a summary of recommended restoration procedure.
PART I

CHAPTER 2

SURVEY AND CRITERIA

It is desirable to keep judgements on buildings as non-subjective as possible so that they can be defended by rational argument.

To this end, those concerned with the preservation of buildings often try to evolve principles whereby they can measure the quality of a building in some straightforward, even quantitative, way. In this chapter, these principles are discussed under the following headings:

Identification and Listing
Interior Context
Setting
Survey
Criteria for Selection
Bias in Selection in Australia
Restoration Principles

IDENTIFICATION AND LISTING

A common pre-occupation of preservation societies is the drawing up of lists.

This is a useful exercise in several ways. The lists, after a period, when they become extensive enough, and if records are kept in a consistent way, begin to form the basis of a comprehensive survey of known early buildings. In Australia, where the study of the history of architecture has been slow to start, the listing done by preservation societies has had a real impact on the extension of information available.

The placing of a building on a recognised list too, tends to give that building a certain status, particularly if this is then followed up by publicity of some sort, a newspaper article, inclusion in tours of buildings, visits by National Trusts members, a history compiled and published.

In the Symposium A published by the Council of Europe in 1964, it was concluded that it was impossible to safeguard a cultural heritage effectively before having identified the assets.

1. This followed after their document published in 1963 under the title The Preservation and Development of Ancient Buildings and Historical or Artistic Sites.
of which it is comprised. The Council decided on two main objectives:
"To acquire a real and systematic knowledge of Europe's cultural
heritage, and to develop it." It is particularly interesting that
they use the word "develop" rather than "preserve". Preservation is
the implied aim, but the approach is more dynamic than the maintenance
of the status quo. The monuments, preserved, must then assume a role
within the cultural structure of the country. It is considered that
identification, knowledge, and preservation, are of necessity con­
nected, and that identification, particularly when published, is an
indirect but effective form of protection.

In New South Wales, the Historic Buildings Committee of the
Royal Australian Institute of Architects in 1968 drew up a standard
index card for the recording of the hitherto neglected field of
twentieth century architecture. The National Trusts in each state
have a nucleus card index of buildings, emphasis being on early
buildings. These indexes, if consistently kept, ensure that any
investigation work done is then not lost; it is recorded in a central
place and available for consultation.

INTERIOR CONTEXT
In England and Europe inventories are also made of the "interior
context" of each building. So far is Australia, this aspect of
preservation has been largely neglected, mostly from necessity. It
is a rare house here which has objects of cultural interest embodied
in it in the way that superb decorations embellish the walls and
ceilings of the great English houses and European palaces. Indeed,
it is a rare house from colonial days, at least in New South Wales,
which still holds the artifacts of its hey-day. Houses like Camden
Park and Rouse Hill House are the exception, the rule being more
like Elizabeth Bay House, which, though once filled with all precious
and pleasant riches of the educated, scientifically-minded and
wealthy Macleay family, when it finally came into the hands of the
State Planning Authority in 1964, acquired solely for the purpose
of its preservation, contained none of its previous treasures.

Vaucluse House contains the accumulated Victoriana of the
Wentworth family, but most other houses open to the public in New
South Wales have their furnishings reconstructed in a hypothetical
way to a certain period, and do not contain their own artifacts.

1. The term "interior context" is used in the sense of the sum
total of a building's special features and the objects of
cultural interest of which it consists or which are embodied
in it.
SETTING

In a similar way, the settings of buildings receive scant attention in Australia, partly because their old settings, again, have often vanished, and partly because in many instances they were not particularly good to begin with. The old photographs of the late nineteenth century show the rough, muddy, dusty, treeless environment of the early towns - a landscape in transition. In Tasmania now, there is evidence of well-nurtured sites attached to notable buildings, but near the great cities of the eastern seaboard, this is most uncommon.

Often, buildings here need to be not only preserved, but also "developed" in the sense used by the Council of Europe Symposium. Their sites as well as their fabric may need careful and imaginative treatment. Hambledon Cottage at Parramatta, for instance, is doubly enhanced by the well-treed smallpark surrounding it, whereas Experiment Farm Cottage, robbed of its grounds by suburban encroachments, sits unhappily in its restored state in a tight little street of houses built a century later.

A good setting need not necessarily consist of a well laid out garden or parkland. It may be in the approach through an avenue of street trees, as at Hobartville at Richmond, N.S.W.; it may be the character of a whole estate, as at Belltrees at Scone and Lake House in Tasmania; it may be in the quality of the buildings which surround it; or it may be in its topographical situation as at Horbury Hunt's Rose Bay Convent, Argyle Place in Sydney, or at Beaufront Tasmania or Cleifden near Carcoar, N.S.W., with their barns and associated outbuildings and sometimes family graveyards which have become incidents in their landscapes.

This ancillary aspect of the preservation of buildings has not yet been given the serious consideration that it warrants in Australia. Little research has been done on the Australian gardens of the past, and nothing, to the writer's knowledge, published so far on the subject. It is necessary to know more about the gardening habits of our forefathers before we can hope to understand the environments they were trying to transplant here in the antipodes.

SURVEY

As in any investigation in the field of Town and Country Planning, ideally the first step towards the retention of specific buildings is a comprehensive survey of the field. Again, as in planning technique, survey is then ideally followed up by an analysis of the results in the light on certain criteria and with certain aims in view. The respective merits of various buildings are commonly weighed by the preservation societies, and some sort of status allotted to the buildings.
Planning bodies in Australia have to rely heavily on the voluntary private and semi-public organisations to supply information about buildings. In the case of the Cumberland County Council in Sydney, when a list of buildings known as the Register of Historic Buildings was drawn up by its Historic Buildings Committee in 1959, this Committee made its selection from a list of approximately 250 names which had been compiled with the advice of the Royal Australian Institute of Architects, the Royal Australian Historical Society, the National Trust and several Councils. All Councils were circulated with a request for recommendations, but not all responded. Probably, if a similar request were made in 1969 after the publicity of the intervening ten years, the response would be better.

This list, therefore, inevitably reflected the state of knowledge existing at the time, and it formed the basis of the survey that was then undertaken. A programme of research had to be initiated because it was found that even recognised buildings were not well documented, if documented at all.

This method of survey is far from ideal. It was by no means comprehensive, and it did not proceed from a firm basis of knowledge. This survey and subsequent investigation however, despite its shortcomings, broke new ground, and gradually, with the help of many people and many organisations, a more substantial body of background knowledge began to be assembled.

Generally, however, preservationists, planners and public officials here need access to more information. There is still a great lack of authoritative surveys of historical and architectural resources in Australia.

As mentioned, the National Trust has played an important part in this survey work, but even here, its lists are compiled in an ad hoc fashion, following up requests for information, or noting the buildings brought to the attention of its Committees. Few comprehensive surveys of specific areas have been undertaken.

The only area where any attempt at a comprehensive historic survey of the building stock has been undertaken, is the Camden-Campbelltown area, surveyed by the State Planning Authority in connection with its plans for metropolitan expansion into this sector.

The Trust’s Historic Buildings Committee has commenced its country investigations and these rely on the local Historical Societies to point out buildings of interest and arrange inspections, a valuable form of co-operation.

All sorts of organisations can help in this work. In 1967, under the sponsorship of the Department of Education, in a scheme
proposed by the State Planning Authority and endorsed by the National Trust, High Schools throughout New South Wales contributed to a "Census" of historic structures in their local areas. Entries were submitted by 26 schools, of varying standard, but some were carefully detailed and some genuine discoveries were made. The results of this "Census" were all lodged in the Mitchell Library, Sydney. Another survey was carried out the next year.

Ideally, historical and architectural buildings worthy of preservation should be identified, classified, and documented before rather than after they are threatened by demolition, or before they are adversely affected by zoning regulation, road widening, or urban developments of any kind. Authoritative knowledge often enables a community to avoid preservation problems before confrontation, and so avoid impractical and hysterical last-minute attempts at solution.

In A Report on Principles and Guidelines for Historic Preservation in the United States published by the National Trust for Historic Preservation there in 1964, recommendations are set out, and the importance of preliminary survey is emphasised. This document provides a good summary of current thought on preservation and its conclusions are particularly applicable to the Australian scene.

It states "The Survey and classification of historic and architectural monuments should be carried out at community, state, and national levels, (a) by official agencies or quasi-public agencies whose recommendations are likely to achieve official recognition, (b) under the guidance of professional personnel, (c) according to established criteria, and (d) with the assistance of consulting committees of recognised experts."

The records from each survey made should be deposited for permanent reference in a central library, or other official repository, and made available for use.

"Classified monuments should be listed in an official register, certificates should be presented to their owners, and where appropriate, plaques should be installed permanently recording the official status of each site, building or district; and official lists should be published and widely distributed."


2. Ibid., P.9.
In New South Wales, the official Register of Historic Buildings begun by the Cumberland County Council, which contains research material on the twenty-eight buildings listed on this Register, has been lodged by the State Planning Authority with the Mitchell Library. Measured drawings done by University of N.S.W. students, by arrangement with the Authority have also been lodged in the Mitchell Library. The National Trust also published "Register of Historic Buildings", somewhat confusingly named the same, but containing lists of many buildings classified by the Trust A, B, C, and D. This needs to be constantly brought up to date, as numerous buildings are added every year, and it is planned to re-publish it each year.

"All registered monuments should be periodically inspected to provide advice to the owners and to protect the public interest represented by the registration amidst the unpredictable conditions of change that mark our national growth." ¹ Privately-owned structures, though listed, are not regularly inspected in New South Wales, and it has been found difficult to exert any control over details like the colour of paint used unless the owner actively seeks advice or unless the building is in fact acquired by the preservation body concerned. Public Authorities are often more receptive to sensible advice, than are private owners. The National Trust has found, however, over the past few years that the volume of advice sought by official bodies and private persons has increased enormously.

"Drawings and photographic records of all architectural and archeological evidence in sites or buildings whose destruction cannot be avoided is essential, as well as the physical salvage of all movable objects of permanent historic or scientific interest, to provide a cumulative records of our heritage." ² There is no systematic programme for this sort of record-making in New South Wales, though in some cases, the National Trust may arrange for some record to be made if a well-known building is to disappear. The chief repository for records in New South Wales is the Mitchell Library.

¹ U.S. Trust Report, p.10.
² Ibid., p.10.
CRITERIA FOR SELECTION

The National Trusts in Australia tend to state their criteria for selection to their A lists in terms of eligibility for preservation. The principles they have adopted are set out in an Appendix to this chapter.

Usually, criteria drawn up by most bodies is still couched in very general and subjective terms. The criteria adopted may depend on the purpose for which the survey is made. In England under the 1947 Town and Country Planning Act the Minister appointed a Committee to establish criteria for listing. It was felt that there were not many buildings whose value could be precisely measured, apart from the relation they bore to their situation and their neighbours, and their conclusion was that an absolute standard was inapplicable to values that were enhanced or diminished by the chance of position.

It was pointed out that other factors made assessment difficult—some buildings were valuable from their association with great men and important events, or because, without being works of art, they formed significant links in architectural history. Social customs, extinct industries, the uses of certain materials, regional characteristics, and the treatment of the ground plan as well as the layout and furnishing of gardens, courts and grounds, were among the matters to be considered.

The Committee advised the Minister that no limit of date should be imposed; modern buildings had an equal claim to consideration with those of a past age, though strict standards were necessary in selecting from the more numerous buildings of the last hundred years. The work of living architects was omitted.

An attempt at a more detailed set of criteria has been put forward by the U.S.A. National Trust, which is useful as well as reasonably impartial. They regard historic preservation as a "Well-rounded programme of scientific research and study, protection, restoration, maintenance, and the interpretation of sites, buildings and objects significant in American history and culture. 2 Substitute the word "Australian" for "American" and you have a working definition for an improved situation here. Their approach, certainly with respect to the restoration, is that of an archaeologist to his site.

Their criteria is placed under the following headings: historical and cultural significance, suitability, educational value, cost, and status of body proposing preservation. To this list, the heading of architectural considerations should be added, so that account can be taken of style, scale, workmanship, and materials.

These criteria are considered in more detail below.

1. **Historical and cultural significance.** This is considered to be found in structures or sites from which a visitor may grasp in three-dimensional form one of the larger patterns of the country's heritage. Structures which are identified with the lives of historic personages or important events may be important for this reason.

"Here antiquity is not sufficient basis for selection of a structure for permanent preservation, but it can be a factor."¹ In Australia, antiquity does tend to assume an importance of its own. (See section on Bias).

2. **Architectural Considerations**

   (a) **Style.** A building should be viewed, amongst other things, in terms of the ideals and intent of its builder, i.e. as an example of its architectural period. This presumes a knowledge of the aims as well as the characteristics of any one building period, and a recognition of good design and workmanship within the terms of the style in question.

   Aesthetically, the buildings can also be viewed as links in the progressive epochs of the history of taste.

   (b) **Scale and relationship with surroundings.** Scale is a factor within each individual building whereby the parts are so related to each other that a harmonious result is achieved, and also a factor of the relationship of that building with surrounding buildings. This relationship is notoriously difficult to control, because though a certain building may itself be protected, its neighbours may be built in such a way to virtually destroy its former scale and "integrity", in the sense of intangible elements of feeling and association. The quality of St. Anne's Church at Ryde, for example, has been destroyed in this way by the gaudy trappings of a service station placed alongside and below the church.

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¹ U.S. Trust Report, p.17.
The maintenance of a satisfactory scale for older buildings necessarily lies with the contemporary architect. It is a mistake to consider, however, that scale is mainly a matter of size. New high-rise buildings in some contexts can exist quite happily in relation to older buildings, particularly in residential areas, where buffers of trees and gardens allow an easier absorption of the larger building into the landscape. On the other hand, notorious examples of complete insensitivity on the part of contemporary architects and their patrons can be found in many parts of Sydney and Australia. Control of scale is difficult to achieve and then often impossible to embody in regulations while allowing a reasonable freedom to present-day architectural endeavour; each case has to be judged on its merits.

(c) Workmanship and materials. The numbers of new building materials now available and the modern practice of mass-production and pre-assemblage of parts have basically altered the character of building construction, decoration, details and finish. The methods of the nineteenth century, particularly the early nineteenth century, with its lath-and-plaster walls, elaborate jointing in carpentry, widely-moulded architraves and skirtings, substantially made doors, finishes made with manual planes and tools, and early hand-made nails and hardware, will not be repeated. All buildings therefore, built at that time, have some intrinsic interest in their structures.

The quality of the construction should be considered in the evaluation of a building's eligibility for preservation. This is often poor in early Australian buildings, even in some of the better-known colonial buildings. Also to be considered are the elaboration and execution of the exterior and interior finishes, and the size and importance of the building in its context when it was first constructed. Wide divergences in the quality of material used and of workmanship became evident in the Victorian period, the period of widespread speculative building and great pretentious houses. But even some of the spec-built terraces and small houses at this time were substantially built as better materials became available and building methods became more skilled.

In the twentieth century, the differences between well-built and cheaply-built structures have increased again. The expensive buildings are often outstandingly lavish - the great banks, hotels and picture palaces for example, and the utility buildings - blocks of flats and houses built with a terminable life-span in view, are often shoddy. The quality of workmanship and materials then must be particularly considered in the evaluation of the
structures of this century.

3. **Suitability**

(a) **Integrity.** Preference should be given to structures which have a preponderance of original material, and which have retained their "integrity". The word "integrity" used with reference to historic buildings means a "composite quality derived from original workmanship, original location, and intangible elements of feeling and association."¹

(b) **Property boundaries.** These need to be adequate to protect the essential values of the structure, and enable the proposals for it to be carried out successfully.

(c) **Accessibility to the public.** This is important if the building is to assume a role in the country's cultural consciousness. Encroachments, present or potential, by business, industry, housing, or traffic, should be considered; also the availability and effectiveness of fire and police protection. The houses in Queen Street, Campbelltown for example, acquired by the State Planning Authority, suffered considerably because of the difficulty experienced in protecting them from local vandals while they were vacant before restoration. Much of their "integrity" was lost during this period.

(d) **Adaption to modern uses.** Only a small number of historic buildings can support themselves as museums open to the public. Some definite proposal has to be made for the use of the building in the long-term and this may mean bringing plumbing facilities etc. up to date, sometimes even re-arranging the room uses, to fit the building for present-day occupation. Preservationists usually fall into two schools of thought about this type of adaptive restoration. Some favour it, others have serious reservations. The problem is to know where to draw the line once it has been decided that the building is to be adapted to modern uses. The aim should be to achieve this as little interference as possible with the "integrity" of the structure.

(e) **Condition of repair of the structure.** If the degree of restoration needed is too great for the resources contemplated to be allotted, then the building may become a great burden instead of a cultural asset. The Tasmanian National Trust have probably given themselves such a building in Clarendon, a huge house in the north near Evandale, remote from settlement, accepted as a gift, but costing a great amount to restore, with no prospect of consistent use in the future.


A realistic estimate of the cost of maintenance, or of restoration and subsequent maintenance needs to be made, so that the sponsor of the project is well aware of the expense and difficulties ahead. It is usual, in the case of colonial buildings in New South Wales, for the cost of acquiring the structure to be equalled, if not considerably surpassed, by the cost of restoring its fabric alone without any allowance for furnishings.

A well-considered plan of preservation implies that either the project be fully endowed to sustain it in the future after the initial acquisition and perhaps restoration, or that the structure itself is potentially self-sustaining through successful adaption to modern conditions.

5. Educational Value.

Structures are usually preserved, not with the motive of merely sustaining them, and certainly very rarely with the idea of making a profit from them, but usually with the motive of some form of 'public use and enjoyment'. This is in fact written in to the Ordinance which empowered the Cumberland County Council and later the State Planning Authority to acquire and preserve buildings.

The most obvious way to carry this out is by developing a historic museum in the structure, ideally with each such project having a place in a co-ordinated programme of similar projects, to increase its usefulness as an educational force. One such museum then re-inforces another in the same way that one antique or other specialist shop re-inforces another. At Parramatta, for example, the prospect of five museums in historic buildings - Experiment Farm Cottage (National Trust), Hambledon Cottage (Parramatta City Council and Parramatta Historical Society), the Lancer Barracks (the Lancers Historical Museum), Old Government House (to be a museum of early Governors, National Trust), and Elizabeth Farm House (a Trust formed by a local body and the Royal Australian Historical Society) - will provide a rich variety of colonial buildings to attract numerous visitors and children, each re-inforcing the impression received from the other, even though they are not closely or directly related to each other in a locational sense.

Museums, however, are not the only educational uses for historic buildings. They can continue to perform their usual functions, as at Sydney Observatory and Fort Denison, and retain great educational value because of the traditional uses they still carry on.

1. This has been the case with the Queen Street houses in Campbelltown, acquired by the Cumberland County Council and its successor the State Planning Authority of N.S.W. It has also been the case with Experiment Farm Cottage at Parramatta.

The administrative responsibility of the body proposing preservation needs to be examined. Because preservation projects are long-term ventures, it is essential that the legal authority, the organizational soundness, and the adequacy of finance of the sponsoring group be well established. Another important consideration is the competence of the trustees, committee members, and staff to whom the preservation effort is entrusted.

BIAS IN SELECTION IN AUSTRALIA

Most of the preservation societies have a bias towards certain types of buildings, for example, houses and public buildings, rather than warehouses, banks and commercial buildings. They also have a bias towards certain periods. In Australia, the Georgian period is acclaimed as producing buildings which were seemingly aesthetically pleasing, and, most important in the mid-twentieth-century, "honest". (Since Ruskin, judgment passed on works of art, including architecture especially, has taken unto itself moral overtones. The Romantic architecture of the later nineteenth century is still suffering neglect because in trying to express an idea, rather than expressing the material of which it consisted and the function for which it was built, it has been accused of being eclectic, derivative, flamboyant, decorative and therefore "dishonest".)

The Georgian period has come to represent the norm of good taste in the preservationists' minds, even though there is quite a strong case for the view that the bulk of early Australian architecture is derived from Regency, rather than from Georgian, models.

Because of this period and style bias towards the earliest architecture built here, we have the situation where the oldest buildings are considered, stylistically, to be the best. Their preservation then assumes greater urgency and importance. Not only are they the buildings of the founding fathers, but they are also considered the buildings of the greatest simplicity and refinement, symbols of lost cultures and better (aesthetic) days. Their aura is intensified, their presence becomes more symbolical.

As well, any building, however humble, which is known to have been built before 1820, even in many cases 1830, immediately assumes an importance which is not derived solely from its aesthetic qualities

and historical associations. The climate, with its harsh weathering effect, contributes to the atmosphere of venerability, even antiquity, that these buildings can assume. John Betjeman, a professional observer of buildings, when in Australia several years ago perceived this. To him, the buildings from colonial days assumed an aura in their Australian context similar to the aura surrounding European monuments of antiquity.  

RESTORATION PRINCIPLES

With a nod in the direction of John Ruskin and William Morris, it soon becomes obvious that the restoration principles adopted in the actual treatment and repair of the historic monuments may vary with the purpose for which the structure is being preserved, the resources available at the time, including money resources, and the state of the building when acquired by the preserving body.

The manifesto put forward by the American National Trust states:

"A worthy building deserves careful and sympathetic maintenance to keep out the weather and to guard against other deteriorating factors. When parts wear out they should be promptly replaced in kind, thus preserving architectural character. But few buildings are so favored. When their design goes out of fashion and equipment becomes worn or obsolete they usually fall into a state of neglect or even abandonment. If fortunate, they may be able to remain standing until the cycle of taste again allows them to be recognised as assets. When maintenance has failed, the process of restoration must be invoked to recapture the character with which the building was formerly endowed. At that time it is usually necessary to strengthen the old fabric, and to add such conveniences as may be needed for modern use."

"The motives governing preservation and restoration are several - aesthetic, archaeological, scientific and educational... The demands of scholarship for the preservation of every vestige of architectural and archaeological evidence... might, if rigidly satisfied, leave the monument in a condition which gives the public little idea of its major historical aspect or importance. Aesthetically, the claims of unity or original form or intention, of variety of style in successive periods of building and remodelling, and of present beauty of texture and weathering may not always be wholly compatible."

They conclude that in the attempt to reconcile these claims and motives, the ultimate guide has to be the informed and experienced

judgment of those responsible for the preservation venture.

The Americans have evolved a rigorous and elaborate set of principles to guide the actual restoration procedures. At a general level, these are set out by their National Trust under eight points. (See pages 49-51). At a more specific level, and concerned with actual practice, guidelines are set out by Orin M. Bullock in a book *The Restoration Manual* written for the Committee on Historic Buildings of the American Institute of Architects. Subtitled "A clear description of steps and procedures essential to authentic restoration of all kinds", it presumes complete dedication to the hypothetical preservation cause, and also unlimited funds and time at the disposal of the restorer. It advocates essentially an ideal programme.

**RESEARCH IN AN IDEAL SITUATION**

An extensive course of background research is recommended before any actual restoration is commenced, research of three kinds—historical, archaeological and architectural. "In restoration work the historian's research recovers the "story" of the site, information about the building, the people who built and those who used it, their lives, property, and personal possessions. It is the rare historical report, however, which includes an accurate physical description of the house or explains the exact nature of its contents. For this we must look to the archaeologist who may recover the physical remains which bring to life the mental picture created by the reports of the historian. Then the physical remains of the structure itself, its background and setting, must be studied and related to the information assembled by the historian and the archaeologist. The extent of documentary source material available for historical research is literally endless and the accumulation of evidence related to a building and its uses can never be said to be absolutely complete."¹ In practice, this attitude cannot be sustained too far. This is true of any research, and part of the researcher's task is to know when to draw the line, when to stop gathering and start assembling information. In Australia, too, the situation differs in that buildings are quite often not well documented, and the difficulty may be to find enough documentary source material to build up an adequate picture.

Bullock discusses primary sources, secondary sources, what he calls "peripheral" sources and sociological data, as well as the techniques of research and indexing. Aspects of this type of research in Australia are discussed more fully in the first Chapter in Part II of this thesis.

The archaeological research advocated, with its elaborate excavation procedures, photographing and testing methods, has not been carried out professionally in association with historic buildings here, though an archaeological dig was organised at Raymond Terrace on the site of a colonial pottery and some excavation has been carried out in connection with the restoration of Old Government House Parramatta, unearthing some brick paving which must date from the first structure on the site. In practice in restoration work in Australia, it needs to be clearly stated in the contract with the builders and impressed upon them by any suitable means, that any artifact found by the workmen on the site is to be kept by the client, as traditionally, builders' workmen keep any coins, old bottles, or anything else they may find in the course of their work.

Architectural research should determine the character and date of a building and its parts. "This will include identifying the several periods of its construction and of all modifications, additions, and changes that have been made, as well as the order of their occurrence. It should provide the information on which to base recommendations for a restoration period or date. It will also identify the architectural details which will be incorporated in the working drawings. Before the actual fabric of the building is studied, the architect must become conversant with all authenticated source material related to the structure, the site, its builders, owners and occupants. Restoration is not a function of architectural imagination and original design, but one of accurate identification, understanding and replacement. For this the architect must be familiar with the people, architecture, and culture of the period."^1

Results of a superficial examination of the overall form, size, proportions and materials should be noted systematically. "In practice it will be found that very few buildings older than a single generation are still in their original condition and there are

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even fewer for which there is documentation, even in the most
general terms, of the changes made by various owners and
occupants". 1

It is then advocated by Bullock that this superficial
examination would then be followed by a more detailed examination
of the materials in the building. "Having assimilated all that is
known about the property from documentary and historical references,
studied the findings of the archaeologist, made measured drawings
and an examination of every accessible part of the structure, taken
photographs, determine the tentative date for restoration and
established the basic presentation or use program, it now becomes
necessary to determine accurately the form, character, and
sequence of the various alteration, additions and changes to which
the structure has been subject during the course of its history." 2
Floorboards, exposed joists, skirting boards, paneling and trim,
plaster work, framing members, nail holes, old materials re-used in
the building, joinery, exterior features, all must be examined and
assessed. Sections of the building must be dated accurately by
examination of these and of the brickwork, exterior wall-covering,
roof covering, species of wood used, framing members, painted work
colours, wallpapers, nails, glass, and other materials. Though this
may be possible in America, it is not yet possible in Australia
to date a building with absolute accuracy, purely by an examination
of its materials. Not enough recorded work on this aspect of
preservation has yet been carried out, case histories of restorations
are not commonly kept or generally accessible. There is a real
need for investigation and accessible knowledge in this field.

Plans and Specifications

The plans and specifications for restoration work need to be more
carefully detailed than those for ordinary work. It is common
for an architect to charge more than the usual 8% on the total cost
of work. Ten percent, or even 16% has been charged in Australia.
Restoration work demands an unusual amount of skill in emulating
past methods and results. Ironically, in many cases, architects are
often expected to offer their services free, not a desirable practice
from several points of view. Details of applying materials and
finishes must be clearly set out, and the use of proper hardware,

2. Ibid., p. 49.
hinges, locks, nails, doorknobs, light fittings etc. is most important for the final impression.

It is particularly difficult in Australia to find architects, builders, and craftsmen who are both skilled in and sympathetic to restoration work.

After Completion.

After completion, maintenance should be carefully and quickly done when needed. In America it is pointed out that the one major maintenance problem of historic buildings is that of floors, which are subject to conspicuous deterioration through the wear of thousands of visitors' feet. There is also the need to make changes and alterations to buildings which are in constant use. Discretion needs to be exercised here.

Attention should be paid to the interpretation of the building, once restored. This can be done through commentary or booklet form, and should be related to the persons to whom the building is being presented. Schoolchildren, for example, would need a different introduction to that given to architectural historians. The account should include a description of the background of the design and style of architecture; the basic form of the building; characteristic details; unique features; if appropriate, evidence of several periods; original work and new work should be identified, means of dating the building explained. Old photographs and contemporary drawings should be collected where possible. A documented account of the restoration itself should also be kept. This interpretation will help to bring the static building to life, and to enable it to assume a role in the country's known culture.

Restoration Procedure

Certain restoration procedures may have inherent incompatibilities, and various claims and motives may have to be reconciled. The eight general principles set out by the American National Trust are:

1. Restoration of historic buildings requires the professional knowledge and special skill of architects, historians, archaeologists, landscape architects, museologists and experienced craftsmen. In Australia, this battery of highly-qualified consultants can be summoned only the National Trust at the moment, on an honorary basis. Public bodies, which have to pay for advice of this type, cannot

afford to indulge in such a thorough programme.

2. Reasonable efforts should be made to exhaust the archaeological and documentary evidence as to the form and successive transformations of the monument. A complete record of such evidence, by drawings, photographs, notes and transcripts should be kept and made available. Sample specimens of physical evidence should also be preserved. All changes proposed should be studied in drawing and specification form to ensure thorough communication between layman, architect and constructor.

3. In treating surviving old buildings, it is better to preserve than repair, better to repair than restore, and better to restore than to reconstruct.

4. It is ordinarily better to retain genuine old work of several periods, rather than arbitrarily to restore the whole, by new work, to its aspect at a single period. In no case should our own artistic preferences or prejudices lead us to modify on aesthetic grounds, work of a bygone period representing other artistic tastes. No surviving old work should be removed or rebuilt for structural reasons if any reasonable additional trouble and expense would suffice to preserve it.

5. Every reasonable additional care and expense are justified to approximate in new work the materials, methods and quality of old construction, but new work should be permanently identified and great discretion should be used in simulating old materials with modern materials. If old materials from other buildings are used, their source and use should be permanently recorded. Where missing features are to be replaced without sufficient evidence as to their own original form, careful study should be made of other surviving examples of the period and region and precedents found for the replacement.

6. The nature of preservation and restoration work is such that it generally involves more time than would be expected in new construction. Many of the most important problems are unsuspected until the fabric is opened up.

7. Removal and reconstruction of a building should follow the same principles as sound restoration. Americans have a long history of moving buildings, and they extend this to apply to historic buildings as well, often moving them to new sites in accordance with some educational or landscape project. Here, removal is uncommon, and is not endorsed by preservation bodies on the whole.
Colonial buildings in particular are most difficult to move because of the poor quality of their materials. Old sandstock bricks often crumble away if disturbed, the earliest mortar was largely mud, and Sydney sandstone though easy to work, often wears away and weakens with weathering and rising damp. Victorian buildings are easier to move, and there are instances of churches being moved successfully (the old Mortuary chapel Rookwood moved to Canberra, The Presbyterian Church, Glebe, built 1879 on a site at the corner of Parramatta Road, moved to Bridge Road, Glebe in 1927; St. Andrew's Presbyterian Church, Station Street, Wentworthville, 1840, moved from Church Street, Parramatta in 1928; and All Saints Chapel, Hunters Hill, 1857, moved in 1962 to Figtree Avenue from Joubert Street). Moving a building generally would be as costly or even more costly than building an identical new building.

8. When a historic building survives into modern times in its original use, it is important to retain all its principal features with only minor modification for modern use. When a building ceases to be used for its original purpose other uses should be sought in order to perpetuate its life, uses which are consistent with preservation of the building's outstanding values. In such cases, limited compromise with restoration standards may be justified, especially in the interior, to obtain desired conveniences. Only a limited number of exceptional buildings are important enough to be preserved solely for exhibition. These buildings must be cared for and restored with utmost fidelity to the highest restoration standards.

These eight principles provide a good summary of procedures to be followed in a preservation venture, and can be used as guidelines to preservation in Australia.
5.
The Queen Victoria Building.
A great, domed pile in the centre of Sydney, occupying a whole city block, the Queen Victoria Building is threatened by redevelopment proposals. Built 1893-98 by the City Council to a design by George Macrae, it did not function for long as a market, and was converted to hold offices and the City Library. This photograph was taken soon after the building was opened. It has the largest dome in Sydney, clustered about with smaller domes, and is a building of monumental scale. The Sydney County Council, a major occupier of its renting space, has recently moved out, and there is an urgent need to find an alternative use for a large part of the building. Various schemes put forward by interested parties have been largely uneconomic in character.

6.
Panshanger, Tasmania.
This drawing, done by W. Hardy Wilson, and included in his *Old Colonial Architecture in New South Wales and Tasmania*, shows the front prospect of Panshanger, a great country house near Longford in Northern Tasmania. The house, built in 1835 for Joseph Archer, is associated with a fine complex of well-built out-buildings, and stands within a dream-like landscape which has evolved slowly since colonial days. Its copses of great, dark trees, its sweeping lawns, its fantasy water-tower, carry on the tradition of the greatest age of English landscaping.
THE PRESERVATION MOVEMENT IN AUSTRALIA

PART II
The intellectual background
PART II

CHAPTER 1

THE AUSTRALIAN CLIMATE OF OPINION, WITH A DISCUSSION OF ITS SOURCES:
THE INTELLECTUAL BACKGROUND TO THE PRESERVATION MOVEMENT

Synopsis

The background of the preservation movement in Australia. A review of nineteenth century interest in building activity and the documented value-judgements on the Australian visual environment necessary to the final emergence of a body of informed opinion and the formation of pressure groups in the preservation field. The role of the topographical artists and the commentators on colonial and Victorian life; the appearance of the architectural historians and their publications; the amateur local historians and the Historical Societies; attitudes of the professional historians.
PART II
CHAPTER 1

THE AUSTRALIAN CLIMATE OF OPINION, WITH A DISCUSSION OF ITS SOURCES;
THE INTELLECTUAL BACKGROUND TO THE PRESERVATION MOVEMENT

Preservation as a conscious policy amongst individuals, groups, and governments is a late-comer to the Australian scene.

Government action, in the State Government context, is usually engendered by strong and persistent public pressure, and most effectively brought about by organised groups of enthusiasts who define their aims within realisable limits. It is usually at the end of a chain of publicised events, and it is usually designed to fit in with a dominant climate of opinion existing amongst the members of the public who make themselves concerned with the particular matter, and who organise themselves effectively to form a persistent pressure group. It will be demonstrated in the next chapter that this process did in fact take place in the preservation field in New South Wales.

After World War II ended in 1945 there was a general climate of opinion desiring re-assessment and reform in domestic matters. Attention was focussed particularly on building, and town planning was seen as a means of effecting improvements after the long lull in activity occasioned by the war and the diversion of economic effort. It is at this time that a number of letters begin to appear in the newspapers at fairly consistent intervals expressing nationalistic sentiments, deploring the loss of historic buildings, and drawing attention to 'threatened' buildings.

The Nineteenth Century Background

These letters marked a stirring of public interest in architecture after a long period of disregard. By contrast, interest in building activity had been at a high level during the nineteenth century in Australia. A great amount of parochial pride was expressed, heralding the completion of new structures in the city, and speaking in glowing terms of the progress made visible and tangible by these buildings.

These parochial writers and engravers had, in turn, been preceded in the late eighteenth and early nineteenth centuries, by a whole series of topographical artists who concerned themselves with depicting in a clear, detailed, and precise manner, the physical nature of the colony and its buildings. Their drawings, particularly where they were

1. The paper examined as a good guide to current opinion is the Sydney Morning Herald. The issues from 1945 to 1961 are indexed and so can be used to reveal trends. There are no indexes available after 1961. See Part II, Chapter 2.
engraved and placed together in a book such as Joseph Lycett's *Views of Australia and Van Diemen's Land*, 1824, were often accompanied by a written description. As time went by, the descriptive passages tended to grow more favourable and more biased, and finally ended in extolling the virtues of the scene and the nature of the architecture.

Joseph Fowles, in the introduction addressed 'To the Public' in his book *Sydney* in 1848, says: "We shall endeavour to represent Sydney as it really is - to exhibit its spacious Gas-lit Streets, crowded by an active and thriving population - its Public Edifices - and its sumptuous shops, which boldly claim a comparison with those of London itself: and to show that the Colonists have not been inattentive to matters of high import, we shall display to our Readers the beautiful and commodious buildings raised by piety and industry for the use of Religion." The careful engravings in Fowles' book, besides edifying the prospective immigrant and the English relatives of the Sydney citizen at the time it was published, today provide important historical evidence because they painstakingly and accurately reproduce the buildings in the streets of Sydney, to scale. Some he depicted are still standing at the present time.

As well as the artist-commentators, there were a series of descriptive books serving the awakening European interest in the exotic specimens of the legendary South Seas. Starting off with Sir Joseph Banks, who voyaged with Captain James Cook to land at Botany Bay in 1770, and who described his first impression of the Australian landscape as resembling to his imagination "the back of a lean cow", these descriptive books were often written in the form of journals. The educated young English naval officer or young man with scientific leanings, hastened to the Pacific and Australia to observe the curiosities and to record them for his contemporaries. In England the market for the topographers, naval draughtsmen, and chroniclers lay with the intelligensia and naturalists, and the officials in the New South Wales administration often acted as their agents. The situation changed after the death of the great patron Sir Joseph Banks in 1820, and the books produced become less expensive, with fewer illustrations. Before this, however, Captain Cook, Governors Phillip and Hunter, Lieut. William Bradley, Surgeon John White, and Captain Tench, all produced detailed accounts of their impressions of the new environment. The French, touring the area ostensibly for scientific purposes, beginning with La Perouse and continuing the enquiry with Francois Peron, in Australian waters with Nicholas Baudin in 1802, Louis de Freycinet, who returned to Sydney in 1819, and Dumont d'Urville in 1827, produced lavish books of engravings of the flora and fauna, with topographical views as well, accompanied by comments on the existing buildings and towns.
When free immigration became well established from the 1820s onward, there were more descriptive books, often based on the author's two or three years' sojourn in Australia, which gave advice to prospective settlers. A pattern was set by P. Cunningham's *Two Years in New South Wales*, 1827, and continued by numerous commentators, including G. Bennett with *Wanderings in N.S.W. etc.*, 1834, and J. Backhouse with *A Narrative of a Visit of the Australian Colonies*, 1843. Many of the authors were clergymen with a missionary bent.

Three notable observers who later put their observations to important use in their own scientific enquiries were Joseph Hooker, Charles Darwin, and T.H. Huxley.1

In New South Wales, after Fowles, other commentators used the columns of the newspapers to describe and usually commend current architectural achievements. On January 9, 1858, an article in the *Sydney Morning Herald* on 'Our Architectural Advancement etc.' began, "Visitors from the sister colonies, who have previously resided in Sydney invariably express no inconsiderable amount of gratification on observing the marked improvements so strikingly displayed in the numerous public buildings which adorn our city." The University, St Mary's Church, St Benedict's, Sydney Grammar School, the Museum, and "the fine effect which is daily bursting into view at St Paul's College," all received favourable, if uncritical, mention. Not many buildings were deplored, as were the carvings on James Barnet's General Post Office in Martin Place, completed in 1874 much to the indignation of a vocal minority of taxpayers who considered them "grotesque and immoral". Numerous articles in the *Illustrated Sydney News*, published from 1853 to 1894, described buildings, both existing and potential, and regularly carried illustrations of new buildings. Emulation of England was a driving force. "The more modern public buildings of Sydney are massive edifices, of workmanship not surpassed in the Mother Country."2

1. Sir Joseph Hooker, later a famous English botanist who succeeded his father as Director of Kew Gardens in London in 1865, visited Australia in 1841-42. He was very impressed by Alexander Macleay's house, Elizabeth Bay House, and his garden, and arranged with Macleay to exchange collections of plants. Published *Flora Tasmaniae* in 1860.

Charles Darwin, author of *On the Origin of the Species by means of Natural Selection* (London, 1859), visited Australia in 1836 as a young man. He published an account of the voyage, *Journal of researches into the Geology and Natural History of the various countries visited by H.M.S. Beagle* (London, 1839), which ran to several editions. His comments on the towns of Sydney and Bathurst are interesting, if not as flattering as those of other observers.

Thomas Huxley, also a noted Natural Historian, visited Australia in H.M.S. *Rattlesnake*, from 1847 to 1850. His researches into anatomy and comparative morphology here led to a distinguished career in the biological sciences.

One commentator of particular interest to town planners was W.S. Jevons. He came to Sydney to take charge of the newly-established mint in the 1850s, and being a diligent young man with a capacity for original inquiry, he examined the town of Sydney with a critical eye. He later returned to England to become one of the greatest economists of the age.

He left some remarkable manuscript documents behind him, which he evidently intended at some time to prepare for publication. In a 41 page document entitled "Remarks upon the Social Map of Sydney, 1853," he describes the city and its suburbs in a way in which a town planner would describe it today. He examines the underlying geological foundation and its evident effects on settlement. He describes the houses and categorises them into first, second, and third class; he notes the predominant materials and construction; he lists the manufacturing industries, and the occupations of the suburban dwellers. He seeks the reasons for the establishment of "business thoroughfares". He criticises the disposition of the streets and the inadequate provision of drainage. Streets are classified according to their size and use (preceding Buchanan by some 110 years). All this is illustrated by rough plans and diagrams, and was intended to be related to a "Social Map", which was in fact a land use map with the condition of buildings delineated by colour as well as their use. Their condition was deduced from the occupations of their inhabitants, hence the term "Social Map". Unfortunately this map was either never completed, or has been lost in the intervening years. A keyed map of Goulburn however, does exist with his papers, showing the existing buildings and land use in 1859, accompanied by some "Remarks" in which he examines the reasons for the town's establishment and growth.

The work of Stanley Jevons has been mentioned here to illustrate the fact that the discovery and recording of these types of documents is an essential part of the establishment of a knowledgeable background against which architecture can be seen in a realistic context. Architecture in this country, its context, its development, its character, and its quality, has to be known and comprehended before a fair assessment can be made about its eligibility for preservation. Because this aspect of the Australian background is only just beginning to be explored and documented, understanding of the nineteenth century environment here is still at a fairly rudimentary level.

In the latter half of the nineteenth century, the camera made its appearance. This was fortunate, as the quality of the engravings produced had fallen off considerably since the days of the naval topographers. Not only was the impressive Holtermann collection assembled in the 1880s, giving an incomparable impression of the environment of
the gold-mining towns, and showing great panoramic views of Sydney Harbour, but the N.S.W. Government also engaged several professional photographers to record certain areas and many of the public buildings. The wet-plate technique, with its large negatives stored in glass, has left a legacy of superbly detailed photographs, which are now of great value in the study of existing buildings from that era.

The engravers, however, had an impressive last fling in the 1870s and 1880s. Australia Illustrated, edited by Edwin Carton Booth, was published in 1874-76, and contained 120 steel engravings, half after J. Skinner Prout, based on actual landscapes and townscape. The nineteenth century practice of remarking on the state of development of the towns and buildings reached a climax about 1888, the centenary year of foundation, in the publication of the Centennial History of New South Wales by W.F. Morrison, and The Picturesque Atlas of Australia, 1888, with its 800 wood-engravings, edited by Andrew Garran. All this now provides valuable source material.

Though this was not yet the time for the advocating of the retention of old buildings, with the climate of opinion as it was expansionist and optimistic, these articles and books denoted a background of specific observation of the environment which necessarily must be established long before any movement for architectural preservation can emerge.

Comparison with the English and French Preservation Movements

In England, the Society for the Preservation of Ancient Buildings was founded by William Morris in 1877, and the National Trust was formed in 1894, at the end of a long period of intense interest in architectural styles. The widely-read books of Augustus Welby Pugin and John Ruskin had preceded Morris's Society by thirty years or more. They in turn had been preceded by the influential Gentleman's Magazine, by the writings of Batty Langley, Horace Walpole, Edmund Burke, J.C. Loudon, and the eighteenth and nineteenth century antiquarians, headed by James Benthem, Francis Grose, and John Britton, who among them had assembled a vast body of detailed knowledge about the buildings of England. Though the preservation societies, when formed, helped to create a body of informed opinion, they also depended upon the existence of a body of assembled information which had already been compiled, sifted, and criticised. This was needed to provide the climate in which the societies could be founded and flourish.

Similarly, in France, the formation by the French government

1. A Select Bibliography on the English and French Backgrounds has been assembled. See Bibliography, p.xxvii.
of the Commission des Monuments Historiques in 1855, directly responsible for the widespread restoration, by the government, of French medieval buildings, was preceded by the writings of Joseph Laborde, J.J.S. Taylor, Charles Nodier, and Ludovic Vitet. Prosper Merimee, E.E. Viollet-le-Duc, and Vitet, great medievalists, wrote notable treatises on buildings, lavishly illustrated, when the preservation movement got under way.

In Australia, by contrast, there has been no tradition of informed public debate on architecture, despite the interest shown in the works described previously in this chapter. Massive antiquarian background studies do not exist here. Instead, the antiquarian tradition has stumbled along under the wing of the local historical societies. This fact means that most research done on buildings here has to start from scratch, and is often a lengthy and time-consuming exercise. Peter Balmford and J.L. O'Brien point out that "the study of nineteenth-century architecture in Victoria (as in the rest of Australia) has at present reached the stage reached by European archaeology a century ago." Since they wrote this however, some of the gaps are beginning to be filled.

Australia after the turn of the century

To return to the Australian field, after 1900, a periodical of reasonable standard emerged, which described the architecture built locally in Sydney. Called Art and Architecture, it began in 1904 and continued until 1911, giving way to a less substantial magazine name Architecture, which continued until 1955, to become transformed again to Architecture in Australia in 1955. In 1960, Architecture in Australia devoted a whole issue to the subject of preservation and the buildings considered worthy of preservation.

The Cyclopaedia of New South Wales, published in 1907, contained a 41-page article on architecture up to that time. Previous development since colonial days was reviewed, but the article was concerned more with architecture contemporary to its time. A large tome in four volumes, Pastoral Homes of Australia, was published in 1910-11 and 1914. This described the houses and the families of the principal squatters, with some illustrations.

Early Stirrings of the Preservation Movement

In 1907, an article appeared in the magazine *Art and Architecture* \(^1\), by Frank Walker, advocating the preservation of "historic spots and landmarks in our city and country". He mentions the Mint Building, the removal of which had "lately agitated the minds of the authorities"; Observatory Hill, Dawes' Point and Kurnell, Macquarie Place and an oak tree remaining from the old Government House garden on the eastern side of Phillip Street near Bridge Street. The same Frank Walker read a paper to the New South Wales Institute of Architects on September 5th, 1907, on "The Vice-Regal Residences of New South Wales" in which, after describing the various houses\(^2\), he ends with the following pious words, "Let us hope for the credit of history, and for the lasting honour of those who rightly seek to venerate the landmarks of the past, and to preserve them intact from the hands of the spoiler, the citizen of the year of grace 2037 will still be able to point with certainly to the spot where Governor Phillip raised his canvas hut, and entered into His Majesty's great possession."

In the same magazine some measured drawings of early buildings begin to appear, done by Byera Hadley, who encouraged his students to measure up old buildings.

The First Phase: Hardy Wilson and uncritical enthusiasm

The first man to have a real impact on the Australian climate of opinion was the architect W. Hardy Wilson. He discovered the rustic charm of the Georgian Colonial houses. He published *The Old Cow-pasture Road* in 1920 at his own expense, and in it described the colonial buildings of Liverpool, Camden, and Campbelltown, with a great deal of sentiment. He saw them in a child-like fairytale way and his descriptions glowed with nostalgia. He did not concern himself with historical facts and dates, and in the introduction of his *Museum Opus, Old Colonial Architecture in New South Wales and Tasmania*, he mentions only one architect, Francis Greenway, by name.

With Hardy Wilson, Australia's period of uncritical enthusiasm began. His influence spread gradually but steadily. The plates from his book *Old Colonial Architecture in New South Wales and*

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2. Portable canvas house (1783), Georgian cottage with the only set of stairs in the colony (1790), castellated stables (1817), Palladian essay in miniature at Parramatta (1790 and 1815), and picturesque Gothic Revival extravaganza (1837-1845).
Tasmania were superbly printed. They were designed to be removed and framed, and many an Australian family with some interest in the arts decorated its walls with these prints in the 1920s and 1930s. His choice of buildings, all from before 1850, and depicted so lovingly, was to indicate the type of building for which concern was to be expressed in a more public way in the 1950s and 1960s. Appearance in this book was to set the seal of high aesthetic and historical approval in the following three decades. Hardy Wilson himself considered that his selection included "all the most admirable old architecture existing". His labours encompassed about a hundred drawings and sketches and fifty measured drawings; his book reproduced fifty of the drawings. His collection is housed in the National Library, Canberra. Of the fifty plates in his book, thirty-seven are of colonial buildings in New South Wales near Sydney, and eleven are of Tasmanian buildings. Nine of the New South Wales buildings have now been demolished, nine have been classified 'A' by the National Trust, and two classified 'B'.

Local Historians

Writers on Australian buildings and Australian towns began to sustain a trickle of books and articles on local history from the 1920s. Not yet considered intellectually respectable, the pursuit tended to become a "scissors and paste" activity, with no serious attempt at scholarly documentation or interpretation made. The great exception was the Journal of the Royal Australian Historical Society. Interpersed among the reminiscences and explorers' tales, were scholarly articles describing localities and buildings. J.F. Campbell made a notable contribution in this field with his articles on Parramatta, the Hunter Valley, New England, and various Sydney localities. Lacking however, were good pictorial representations of the places described, and there was virtually no attempt at critical assessment of development. The events were described, and the growth of the localities remarked upon, but translation into visual form on paper was not pursued.

Another writer, an amateur historian, albeit a dedicated one, should be mentioned here. G. Nesta Griffiths began publishing her books in 1947. Her concern was mainly with families and genealogy, and the houses they lived in were seen in this context. Her style was chatty and naive, but her eye was a sharp and accurate one, and she was careful to acknowledge the sources of her information. In her books¹ a great deal of detailed information about the large houses of Sydney and the homesteads of the squatters is assembled.

¹ See Bibliography for this chapter. Books published after 1900, p.xxvi.
Post-War Publications: The Architectural Historians

The first serious monograph on an Australian architect appeared in 1949 with the publication of M.H. Ellis's *Francis Greenway*. Though Ellis was an acknowledged authority on the Macquarie era, his treatment of Greenway the personality is ironic in tone and somewhat unsympathetic. He emphasises the querulous, muddled side of Greenway's nature at the expense of an assessment of his professional labours.

It was not until Morton Herman published his *Early Australian Architects and Their Work* in 1954 that both a considerable body of detailed information about colonial architecture and an attempt at an assessment of it became available. For the first time the bias was architectural. The drawings were measured drawings, the descriptions were detailed and accurate, and the sites of the buildings were pinpointed. The book has been criticised for its omission of photographs, commonly used in all serious architectural publications to supplement text and drawings, for its disregard of seminal buildings like Henrietta Villa and Ultimo Place because they no longer exist, and more seriously, for the lack of any treatment of the English background of Australia's colonial architecture. Nevertheless, it provided a most important start to the study of architectural history in Australia.

Herman followed this up with *Victorian Sydney* in 1956, which used photographs extensively, allied with pen vignettes. This presented a less thorough treatment of his subject than his first book, but it is a useful documentation of some of the late nineteenth century buildings. It deals particularly with city buildings, the substantial banks and business houses that were gradually transforming the centre of Sydney from a two-storey, small-scale Georgian seaport town to a six-to-eight storey brown-sandstone commercial centre, buildings which are now, in turn, being replaced in a second major wave of rebuilding by the steel-and-concrete framed, high-rise commercial buildings of the mid-twentieth century. The Victorian house received fairly summary treatment.

In 1963, Herman published *The Blackets*, dealing with Edmund Blacket and his architect sons Cyril and Arthur. This account reveals Edmund Blacket as one of Australia's great architects, astonishingly prolific, and in his specific field, church building in the Gothic Revival style, outstanding amongst his contemporaries in Australia.

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Robin Boyd published his critical assessment of Australian domestic architecture, *Australia's Home*, in 1952. In this book, Boyd reflects more on the social attitudes that gave rise to the adoption of certain building styles, than on specific examples of these styles. He adopts the role of a social critic rather than an architectural historian. He illustrates a few archetypes of styles, but again, photographs are conspicuously absent, and he does not discuss the work of specific architects after the colonial period. The names he chose for various building styles have been widely used since.

The approach of the social critic was carried even further in *The Australian Ugliness*, 1960, where he launches a serious attack on the visual untidiness of the environment. He deals in generalities, no names are named, either of architects or buildings, and the strongest attack is against the anonymous service appendages – telegraph poles, light posts, bus shelters, and multi-coloured park benches. Boyd's most appealing book is probably the simply-told story, *The Walls Around Us*, 1962, in which brief descriptions of various styles are supplemented by simple but perceptive illustrations.

Professor J.M. Freeland also entered the field with *Melbourne Churches 1836-51*, 1963, *The Australian Pub*, 1966, and *Architecture in Australia*, 1968. The last is an impressive first attempt at a comparative view of Australian architecture as a whole, with examples drawn from all states. Emphasis is given to the social, environmental, and administrative pressures which engendered and influenced the buildings.

**Other Publications Since 1958**

The years since 1958 have produced an unprecedented crop of Australiana which could be classed as reference or source books for the study of historic buildings, or more properly, buildings. E. Graeme Robertson has written on cast-iron, with excellent photographs in well-produced volumes, Clifford Craig has documented the engravers of Tasmania, Bernard Smith, in a seminal work, the early nineteenth century aesthetic background and the ideas behind it, Geoffrey Dutton has written on Colonel Light, Will Verge on John Verge, Roy Smith on John Lee Archer, James Birrell on Walter Burley Griffin. The National Trusts in various states have produced volumes of photographs. The Cumberland County Council and then the State Planning Authority has issued four monographs on the colonial buildings of various localities near Sydney, with two further monographs dealing with specific buildings in more detail.

1. A list is included in Bibliography B for this chapter. See p.xxv.
2. See Part II, Chapter 2, Appendix, p.ii.
Two important basic reference works, *The Australian Encyclopaedia*, in ten volumes, and the *National Dictionary of Biography*, first two volumes, have been printed since 1958.

Besides these, there should be added the various histories put out by Municipalities celebrating their centenaries, like W.A. Bayley's *History of Campbelltown*, and there have also been a number of books for a more popular market, such as the series begun by Sydney Sketchbook, Unk White and Tess Van Sommers, Alan Sutherland's *Sketchbook of the Rocks, Homesteads of Victoria 1855-1900*, by Maurice Cantlon, and *Let's Buy a Terrace*, by Rob Millier. This last picture book is evidence of the popular market for terrace houses which has established itself in the last five years, though curiously enough, no definitive, well illustrated work on the terrace has appeared.

Important gaps yet to be tackled by architectural historians are the lives and works of most of the important Victorian figures - William Wardell, G.A. Mansfield, Benjamin Backhouse, Joseph Reed, Horbury Hunt, etc. The study of twentieth century architecture too, has only just begun, and very little at a sophisticated level has been published.

The Academic Historians and Local History

The study of history proper in Australia began to consider the local scene after World War II and decades of neglect. The rambling reminiscences began to be replaced by scholarly studies of town or district development, often sponsored by local councils celebrating a centenary. The most outstanding of these came from Melbourne - Margaret Kiddle's *Men of Yesterday*, 1961, dealing with early settlement in the Western Districts of Victoria, Weston Bate's book, *A History of Brighton*, 1962, Geoffrey Blainey's *A History of Camberwell*, 1964, and Susan Priestley's *Echuca*, 1965.

Academic historians, in fact, began to cultivate a field hitherto left to the historical geographers, who had been concerning themselves for some time with the growth of towns and the development of regions. For the historians, the study of local and regional history has changed from being not quite intellectually respectable to having a new importance in the re-assessment of Australian history as a whole. The latest to enter the field, with a projected study of land use in Monaro, is Sir Keith Hancock, hailed as he is as one of the great

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1. Notable amongst the geographers is T.M. Perry, whose book, *Australia's First Frontier*, 1963, on the spread of settlement in New South Wales from 1788 to 1829, is an important contribution.
Hancock, in a public lecture in Sydney in November 1968, outlined his history of Monaro as a study of land use. He is concerned with the duality of "improving" and "spoiling" land. Settlement has meant acclimatization, both of the people and of the land, and he remarked that little attention had been paid to this question by Australian historians.

The study of land use has been traditionally claimed as the province of the town planner, but the study of the history of land use by an historian of calibre should serve the valuable purpose of putting a perspective on present usages. The conservationist is traditionally impassioned, but the historian is trained to remain cool, and to see the virtues as well as the deficiencies of both development and conservation.

Since the publication of *Historical Studies: Australia and New Zealand* began in 1940 under Professor R.G. Crawford at Melbourne University, this periodical has stimulated the awakening interest in basic local information by providing a forum for criticism and assessment of research and presentation techniques. It was realised that before a balanced view of the development of Australia could be achieved, the details must be collected, tabulated, re-sorted, and arranged in a series of convenient patterns.

"Good historians build icebergs. Only a fraction of their labour appears above the surface. Below, in several layers, lies the process of construction. Or look at it another way. Imagine the historian building a structure in the shape of a pyramid. To raise the lower half he quarries and scoops, in the light of his training, from here and there in the general territory of his inquiry, raising an imposing mass of evidence, organized to the best of his ability into notes and filed by categories, but revealing little, if any, final pattern. In the tradition of Beatrice Webb he will both crush rocks and leave them whole... Too much enthusiasm for "quarrying will reveal an antiquarian, too little a journalist, whilst the man who leaves the boulders and topsoil as they are is committed to scissors and paste."  

According to Peter Balmford and J.L. O'Brien "The study of nineteenth-century domestic architecture in Victoria (as in the rest of Australia) has at present reached the stage reached by European archaeology a century ago... To assign a date to an object was thus to fit it into place in a typological scheme built around a comparatively tenuous framework, provided by a limited number of dated examples." In other words, the digging and crushing, with respect to Australian architecture and the environments of towns and countryside, has hardly begun. Balmford and O'Brien maintain that
too much attention has been given to the architectural examples which are good of their kind, the type of building which the preservationists classify as 'A' or 'B'. "What is now required is the assiduous collection and recording of a wide range of closely dated archaeological objects which scientific methods have made possible in archaeology." They then outline how, in their view, this can be done, by the use of Rate-books and Street Directories, cross-checked by Title Searches, newspapers, contemporary published accounts or manuscripts, building journals, and early maps.

This is quite a long way from the days when Hardy Wilson blithely said of the buildings he depicted, "Perhaps, some day, an historian will take pleasure in ferreting-out the birthdates, or those of them that are worth recording. The purpose now before us is to try and make a beautiful book without heed of whatever historical or architectural interest it may possess."¹

These beginnings of a critical attitude towards published works, from a second academic discipline, history as well as architecture, can enable light to be thrown on the subject of architecture, and historic buildings in particular, from differing points of view. This promises to lead to a more balanced approach than has been previously possible.

The Role of the Historical Societies

While the standards of local historical research were raised on the one hand, the activities of the amateur historian were extended on the other, mainly through the aegis of local Historical Societies, which have proliferated in a quite remarkable way in the last decade in New South Wales. The central organisation, the Royal Australian Historical Society, founded in 1901, has been responsible for public lectures and the quarterly publication of a Journal dealing exclusively with Australian subjects.

A common feature amongst local historical societies in the past has been their tendency towards flux. Like all voluntary organisations, their strength depends upon a few enthusiasts. For a time their activities may prosper, a series of Journals may be embarked upon², but the enthusiasm then dies away and the society may disband. However, in October 1968, when a Seminar on Local History Museums

1. W. Hardy Wilson, Old Colonial Architecture in New South Wales and Tasmania, p. 3.

2. Campbelltown and Airds Historical Society Journal, for example, was published from 1948 to 1950; Parramatta and District Historical Society Journal from 1916 to 1935, four volumes at intervals of several years.
was held at the Royal Australian Historical Society building in Young Street, there were no less than 115 active local and specialist Historical Societies flourishing in New South Wales.

A common project amongst the societies is the establishment of a museum, often with the sponsorship of the local municipal or shire council, which may be called upon to assist with the provision of space for the housing of the exhibits. These museums vary enormously in standard. The best of them, like those at Armidale and Gulgong, have a careful selection of artifacts, dated, and arranged in an orderly and meaningful way, so that a genuine contribution is made to the understanding of the past development of the town or district. Well conducted, these museums can be invaluable educational tools. Badly arranged, like the museum on Bare Island in 1967, they are a muddled hotch-potch of cluttered and unrelated trivia. One thing conspicuously absent in all historical museum displays in Australia is the influence of the professional designer. Bad displays mean immediate lessening of interest through confusion and lack of rigorous selection. Most societies, probably not wishing to offend donors, have not adopted the basic principles of a good museum—that storage space should equal or even exceed display space, and that one article, displayed well and briefly explained, is worth more than three dozen things jumbled together and not commented upon.

Local Historical Societies often try to secure a building of some historic or architectural interest to house their collections, and in this way they have been responsible for the revival and in some cases, extensive restoration, of buildings. The Royal Historical Society, following this trend, purchased, in 1968, an interesting balconied building at 133 Macquarie Street dating from 1853, which will serve the dual purpose of providing the Society with meeting rooms, library, museum, etc., and preserving a fine example of mid-Victorian architecture. Esk Bank House (1842) near Lithgow, Hambledon Cottage (1824) at Parramatta, the Gulgong Museum, and the Port Macquarie Museum (c.1835), are all good examples of the establishment of a museum allied with the preservation of buildings of interest. In Victoria, at Swan Hill, there is the example of preservation extending to a whole street, climaxed by an old paddle-steamer.

However, if the past pattern of fluctuation is continued, it seems unlikely that more than a few of the best of the local museums will survive for longer than a decade or two after they have been established. The stimulus of collecting and arranging which may bring forth enthusiasm and support, vanishes when the museum is in smooth running order, and all that then remains to be done for most societies
drop in. Nevertheless, this present emergence of the local Historical Society, particularly in country towns, is a phenomenon of some significance to the preservation movement. It denotes an interest in past development at the so-called "grass-roots" level, and it means that a local pressure-group is formed which can then lend its weight on other allied issues of preservation and civic design.

There is quite a lot of contact between the local Historical Societies, and some critical appraisal of their activities is emerging. A publication entitled *Local History in Australia* was published by the Royal Australian Historical Society in 1967, written by Philip Geeves, which outlined the basic steps needed for research into local history.

The societies are beginning to examine architects and architecture. A paper, for example, was delivered on James Barnet in October 1968 by D.I. McDonald. They are also turning their attention to the production of regional and town histories. *Men and a River*, by Louise Daley of the Richmond River, and *Written in Gold*, by Eileen Maxwell of Gulgong, are two recent examples. Many more studies of this kind are needed before a balanced picture of the whole of the Victorian period as well as twentieth century development, can be achieved.

A historical society of some note, the Tasmanian Historical Research Association, has been established in Tasmania since — and has published some important articles in its *Papers and Proceedings*. Harley Preston, in "Early Domestic Architecture in Hobart," stresses the importance of the reigning English taste as a source for Australian eighteenth and nineteenth century architecture. He discusses the evidences of the romantic and picturesque style, and states a case for the view that it is in the American context that Georgian architecture is best seen in its imperial phase, and that Australian colonial architecture is descended from Regency rather than Georgian models. He warns of the dangers of the tendency to reduce all buildings to the authorship of half-a-dozen or so known names, and he claims, quite rightly, that early Tasmanian architecture is in every way comparable with that of New South Wales, despite the later start.

**Conclusion**

It can be seen from this review of the Australian background, that access to the information which is vitally necessary to back up any preservation venture and make it a meaningful exercise depends upon a whole structure of amateur and academic endeavour. This research

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is now only still in its preliminary stages, and this situation, by its very nature, cannot change overnight. It must evolve with the contributions of many people at many levels over a long period.
Terrace Houses, Glenmore Road, Paddington.
In the last five years the terraces of the inner areas of Sydney, built mainly during the period from 1870 to 1900, have come into their own again. Renovated and refurbished with modern plumbing and new kitchens, they are seen as a desirable alternative to flat-life in the Eastern Suburbs or commuter-life in the outer areas of Sydney. Fashion has favoured them, as current taste decrees a new liking for cast-iron balconies and Victorian furbelows.

Pugin in the Antipodes.
St Paul's Church in Oatlands, Tasmania, was designed in 1848 and opened in 1850. It was built to plans presented to the first Catholic Bishop of Hobart by the great gothicist, Augustus Welby Pugin. Oatlands, in the Tasmanian Midlands, half-way between Launceston and Hobart, is a town built almost entirely of stone, with a consistency of quality rare in Australian towns. It has few or no facilities for tourists at present. An imaginative but sensible measure for the Tasmanian government to take in order to bolster up the declining town life would be to subsidise a suitable hotel-motel here. There is considerable interest in the buildings of the town, and its location lends itself to an overnight stay on the route between Hobart and Launceston.
Popular interest in preservation
PART II

CHAPTER 2

POPULAR INTEREST IN PRESERVATION IN THE POST-WAR YEARS IN N.S.W.

Synopsis

Newspaper files in New South Wales have been used as indicators of public interest in the preservation of buildings. Three periods have been discerned: the laying of the publicity framework, two "causes célèbres", and a third period in which the National Trust becomes firmly established with increasing influence. A review of the development of the National Trust of Australia is then undertaken, because as well as being a body of prime importance in the preservation field, the activities of the various state branches provide an index of public interest and participation in each state. Their memberships, roles, listings and bias are examined and compared. Further details of their administrative structures, properties held, finances, and publications, are given in an Appendix to this chapter.
PART II
CHAPTER 2

POPULAR INTEREST IN PRESERVATION IN THE POST-WAR YEARS IN N.S.W.

Evidence from New South Wales newspaper files

The Sydney Morning Herald Index, published quarterly from 1927 to 1961, and invaluable as an indicator of trends over this period, was examined in the light of an indicator of public interest in the preservation of buildings. Both its "Letters to the Editor", and its articles on Australian History and Architecture were examined.

Three periods have been discerned:

3. 1960-1968: increasing influence of the National Trust, now become firmly established and identified by the public with preservation. More direct participation by other civic bodies, both official and voluntary, is shown, but there is a lessening of newspaper interest.

The emergence of the various National Trusts in each state is then discussed, their structures examined, and trends observed.

(1) 1945-1958: The Laying of the Publicity Framework

Public awareness of historic buildings appears to have gone hand in hand with direct threats to well-known buildings. The first post-war flurry came in 1946, when Hyde Park Barracks was threatened with demolition. Inadequate for the purpose for which it was being used (law courts and offices), and in a very dilapidated state¹, the Barracks nevertheless called forth eleven letters to the editor, several articles, and a leading article in the Sydney Morning Herald² when it became known that demolition was being considered. The Sydney City Council later came out for its retention, and so did the Cumberland County Council.

Letters then began to appear quite regularly about Sydney's "historic buildings", and preservation was advocated. The pleas

1. See Hyde Park Barracks, published by the State Planning Authority and Angus and Robertson, in 1965.
2. Letters: 1946, July 2,4,5,9,11,12,13,15,16; Articles: July 1,16; Leader: July 3.
were not directly related to any particular body or government instrumentality. They were general pleas, deploring the fact that buildings were threatened, or demolished, or crumbling away from neglect, but they lacked direction. Responsibility was not yet defined at a recognisable level.

Cumberland County Council Historic Buildings Committee

However, in 1946, the Cumberland County Council, newly set up in an attempt to co-ordinate the activities of Sydney's 42 councils and to enable a comprehensive town plan to be prepared for the whole of the metropolitan area, had included in its Planning Scheme Ordinance a clause whereby buildings could be proclaimed as being of scientific or historic interest, and could be acquired by the responsible authority. This became law in 1951, and the Cumberland County Council began to make a survey, draw up lists, and set up a Historic Buildings Committee of people representing interested bodies. Several buildings were later proclaimed by the Governor, preventing demolition or alteration, and a programme of research and publication was embarked upon.

Other Ventures

In 1947, a public meeting was held to form the National Trust of Australia (New South Wales). It operated as a pressure group, and was active in writing letters to the paper and preparing articles.

In New South Wales, one notable house had already been publicly acquired in order to preserve it as a sort of shrine. As early as 1910, the state government had purchased Vaucluse House, Vaucluse, with the professed intention of preserving it for posterity and commemorating its master, W.C. Wentworth. This house was then placed under the care of a Trust specially formed, but since 1967, has come under the jurisdiction of the National Parks Service of the Lands Department. With its extensive grounds and fine garden, it has, over the years, sustained considerable attraction for the tourists, the picnickers, the schoolchildren, and the local Sydneysider on a Sunday drive.

In 1949, Waverley Council, after some concern over the fate of Bronte House (1839), one of the first romantic villas in Sydney, built by Mortimer Lewis for the lawyer Robert Lowe, and the genesis of the suburb of Bronte, acquired the house "for historical purposes", and arranged for a lease.

In the fifteen years after 1945, the papers contain numerous letters concerned with the preservation of colonial buildings.

Attention was directed particularly to the oldest relics and to the

1. See Part II, Chapter 3.
buildings of Macquarie, who, more than any other person, was emerging as a national father figure. There were also many articles by journalists about early days and early buildings. Many of these were fairly superficial, many were sentimental. They dealt in superlatives - "Sydney's Oldest Statue", "Melbourne's Last Hansom Cabs", "The First Telegram 100 years ago", were some of the titles. "Sydney 100 Years Ago" was a regular series from 1949 to 1952. Anything older than one hundred years, the magic number, was considered "historic".

(2) 1958-1960: Two "Causes Célèbres"

After the publicity framework was laid during the years from 1945 to 1958, great impetus to the preservation movement was given by two "causes célèbres", Macquarie Field House and St Malo. The former was a stately colonial house on the outskirts of Sydney on land owned by the Department of Agriculture, which did not propose to use it in any way except for the storage of grain. It became quite ruinous by 1958, but the threat of demolition focussed public attention on it, and during the year 1958, no fewer than fourteen letters to the editor were written about it, a leading article, "Thinking Twice About Vandalism" came out in its favour, and from then on a number of articles appeared persistently. These caused the Department of Agriculture to stay the demolisher's hand, though nothing was done towards positive retention. Restoration did not take place until 1962, and then almost by chance and by a private enthusiast at his own expense. The National Trust was by then established as an effective go-between for the two parties.

St Malo was responsible for a great deal of agitation. This house at Hunters Hill, dating from the 1850s, stood in the path of a proposed expressway link between two new bridges across the Lane Cove and Parramatta Rivers. Here was a public villain and a clear-cut issue. The Department of Main Roads provided a ready target for the charge of vandalism. Demolition is more spectacular than neglect. The latter is hardly newsworthy, but the former becomes news overnight. From 1953 onwards, in fact, obituary notices of buildings about to be demolished became quite common in the newspapers, but no house caused such a stir as St Malo, which, curiously enough, was not a house of particularly outstanding architectural or historical merit. It nevertheless had gained a reputation as a "historic building" and it had the sponsorship of the National Trust. It had assumed a symbolic value.

This house provided a focus for the uncritical enthusiasm which was beginning to show itself at the time. Twenty-four letters to the Herald appeared in 1959, backed up by as many news items and articles. The matter graduated to front page news; University students marched in protest. The campaign continued throughout 1960 until the building was demolished in July 1961. It was a lost cause from the beginning, but the furore was considerable and had some interesting side-effects.

About this time, statements were made by the Premier, J.J. Cahill and his successor R.J. Heffron, about some buildings which deserved preservation. The possibility that the Mint Building was in danger was denied; the Joubert Chapel at Hunters Hill, like St Malo in the path of the expressway, was moved to a new site at the expense of the Department of Main Roads; Liverpool State Hospital was to be converted to a technical college with the historic character of its exterior maintained; the replanning of Macquarie Street was to provide for the retention of the Mint Building, Hyde Park Barracks, and Parliament House; Windsor Court House was to be renovated with its original character preserved; and five buildings were declared "places of historic interest" under the County of Cumberland Planning Scheme.

All this can be interpreted as evidence of official response to the prevalent climate of opinion and the pressures which were beginning to form and become articulate. The battle of St Malo put the campaign for preservation on to an entirely new footing. The National Trust became widely known and identified with preservation.

One immediate and unfortunate side-effect however of the St Malo agitation was the fact that when Subiaco, Hannibal Macarthur's great mansion of the 1840s with its fine early colonial farm outbuildings, became threatened with demolition in 1960-61, the fire of public agitation was spent and demolition was not longer so newsworthy. The destruction of this building was, in retrospect, a national loss. It was one of the few really great houses that Australia produced in the colonial period, a powerful image which a culture with few enough powerful images of its own could ill afford to erase.

3. Ibid., September 22, 1959.
4. Ibid., February 17, 1960.
1960-1968: Increasing Influence of the National Trust

The National Trust, now become firmly established and identified with preservation, gains increasing influence after 1960. There is also more direct participation in preservation by other civic bodies, both official and voluntary. More attention is given to their roles in the next chapter which discusses responsibility in the preservation field.

Newspaper interest in buildings and preservation reached a climax with the Historic Buildings Competition held jointly by the National Trust and the Sydney Morning Herald in 1962. The competition was open to owners or lessees of buildings erected before 1900, and the buildings were judged in the categories of town or country houses, terraces, public buildings, and privately owned buildings open to the public. Over 500 entries were received, many from government departments, which were in fact proud of some of their older buildings and the way in which they had been maintained. Pictures of the buildings entered were published over a period of some months, an an exhibition was held at the end of the competition after the results were announced in January, 1963. Judges were Professor Leslie Wilkinson, Morton Herman, and Margaret Lord.

Since this time, newspaper participation in efforts to preserve buildings has been noticeably less, though the National Trust tends to find the press readily on side if there is a serious controversy in the wind. But preservation, particularly of Colonial Georgian buildings, is no longer a burning issue, and the number of letters to the editor in 1966 and 1967 was considerably less than the peak of 35 letters in 1959, the year of St Malo. To an enquiry about the type of article suitable for publication in his paper, an editor of the Herald informed the Historic Buildings Committee of the Royal Australian Institute of Architects in 1968 that articles on various aspects of architecture other than colonial buildings would be acceptable, the colonial topic in his opinion now having been played out.

The obvious lessening of newspaper interest may be partly due to the fact that many more books, pamphlets, and articles, have become available to the public through various other agencies since 1960. The interest is still there, but is being catered for by different and more sophisticated means.

There has been a change in the attitude of civic bodies generally, both voluntary and official. Local Historical Societies have been founded, often using or acquiring historic buildings for their museums. Government bodies are more aware of the need to consider the historic quality of buildings before action is taken, though they are still
reluctant to allocate funds directly. The Department of Main Roads is more wary. Careful repairs were carried out on the Lansdowne Bridge (1836), for example, near Liverpool. The Cumberland County Council, and later its successor the State Planning Authority of New South Wales, increased the number of proclaimed buildings to eleven, and proceeded to acquire some of them. The Department of Lands concerned itself more closely with conservation in general and the preservation of historic sites, including buildings, in particular. In some cases, local Councils also show more concern. Voluntary bodies such as the Paddington Society, the Balmain Society, and the Hunters Hill Trust, have become effective pressure groups.

The period 1960-1968 is marked too by an increasingly more practical and responsible attitude by the preservationists. They no longer merely make pleas, but tend to seek the practical solution of the problem in the quarter where action is most likely to be generated.

A Review of the Development of the National Trust of Australia

A review in some detail has been undertaken of the emergence and activities of the National Trusts in the various states of Australia because it is considered that they are bodies of prime importance in the preservation field.

Their activities are regarded in the nature of an index to the interest that is shown by the general public in preservation. The Trusts provide an accessible outlet to this interest, and can, when the time is ripe, translate it into some form of positive action. Material in this section is derived largely from the National Trust Annual Reports, their several Bulletins or Newsheets, the Proceedings of the Seminar on Historic Preservation in Australia, held in August 1967 at the Australian National University in Canberra, and from the Minutes of the New South Wales Trust's Historic Buildings Committee, of which the author has been a member since 1966. The staff of the New South Wales Branch have been most helpful in providing information.

The composite membership of the various state Trusts have increased substantially in the last five years, from 8,860 in 1963, to an estimated 22,550 in 1968. The table overleaf shows the yearly increase in membership figures for each state since 1963. Some of the figures are estimated, as exact figures were not available. The estimated figures are marked with an asterisk.
The roles of the Trusts have now been defined, and they have begun the task of listing and categorising buildings. Each state Trust has developed in a slightly different way, and a certain bias has in each case become apparent. Their activities are examined in this chapter under the headings of Membership, Role, Listing, and Bias. Details of their administrative structures, properties held, finances, and publications, are given in an Appendix.

Figures have been quoted as at a certain date, in some cases 1966, in others 1967 or 1968. Precise figures as at December 1968 have not been in each case available. The objective here, in any case, is to show trends and compare activities. Each year the buildings held and listed by the various Trusts grow in number, as the situation is a dynamic one.

New South Wales

The National Trust of Australia (New South Wales)

Address: 115 Pitt Street, Sydney.

The National Trust had its origins in Australia in New South Wales, commencing as an association of individuals in 1945 in the immediate post-war period. It was incorporated as a non-profit company in 1950, and then, in 1960, incorporated as a body with stated preservation objectives by Act of Parliament. It remained, however, constituted as an independent organisation, not linked with any particular Government Department nor responsible to any Minister.

Membership

Over the period from 1945 to 1968, its membership figures show a modest beginning, with relatively few members, and a slow growth rate in the first fourteen years, reaching 1,290 in 1959, the year St Malo was demolished. From then on there is a steady increase.

<table>
<thead>
<tr>
<th>National Trust Body</th>
<th>Date Formed</th>
<th>Membership 1963</th>
<th>Membership 1968</th>
</tr>
</thead>
<tbody>
<tr>
<td>New South Wales</td>
<td>1945</td>
<td>4059</td>
<td>9783</td>
</tr>
<tr>
<td>South Australia</td>
<td>1955</td>
<td>1220</td>
<td>4000*</td>
</tr>
<tr>
<td>Victoria</td>
<td>1956</td>
<td>2500*</td>
<td>5850</td>
</tr>
<tr>
<td>Western Australia</td>
<td>1959</td>
<td>100*</td>
<td>712</td>
</tr>
<tr>
<td>Tasmania</td>
<td>1960</td>
<td>981</td>
<td>1800</td>
</tr>
<tr>
<td>Queensland</td>
<td>1963</td>
<td></td>
<td>400*</td>
</tr>
<tr>
<td>Totals</td>
<td></td>
<td>8860</td>
<td>22550</td>
</tr>
</tbody>
</table>

1945-1959 ... 1290  1934 ......... 5295
1960 (June) ... 1607  1965 ......... 6324
1961 ......... 2130  1966 ......... 7555
1962 ......... 3018  1967 ......... 8515
1963 ......... 4059  1968 ......... 9788
The role of the National Trust in New South Wales has been defined by its Director as contributing towards historic preservation through:

(a) Ownership or control of selected buildings and "restoring these as authentically as possible to set an example to others who may wish to tackle similar tasks".

(b) Classification of buildings according to stated criteria throughout the state so that an assessment of state's building resources can be made. (Attention in the last twelve months has been increasingly directed towards country centres by their Historic Buildings Committee.)

(c) Arranging publicity by means of exhibitions, lectures, journal and newspaper articles, to awaken and reinforce the public interest in preserving such buildings. "It has been found necessary to achieve some measure of public support before support is forthcoming from State or Local Government bodies", the Director observed.

(d) Arranging through the Royal Australian Institute of Architects for architectural advice to be given, on an honorary basis, for the restoration or maintenance of private properties of historic interest.

(e) With the assistance of some suppliers of paint and roofing iron, arranging for discounts to be made available to owners of private buildings and churches classified A and B.

(f) Continuing by all legitimate means to press for the preservation of buildings as they become threatened.


2. The Royal Australian Institute of Architects (New South Wales Chapter) has also constituted an Historic Buildings Committee, of which the author is an appointed member, and this committee tries to complement the Trust's work. The offer of honorary advice, however, can be misleading, as it means in practice that only general advice such as that a building is considered worthy of restoration, is possible. Detailed professional advice, involving the drawing up of plans and specifications, and the supervision of work is not possible, though many people expect this when they contact the Trust or the Institute requesting advice.

The Institute committee has recently commenced a survey of notable twentieth century buildings up to World War II, and is attempting to compile a record of all known measured drawings of historic buildings, and a card index of buildings under the headings of architect and type of building. It is not as active as the Trust Historic Buildings Committee, partly because the Secretary is a member of the committee and not a paid executive arm.
Listing

In December 1957, the National Trust of N.S.W. issued the first comprehensive list of the buildings which they had classified up to that date, grouped into localities under the sub-headings of Sydney, City and Suburbs, and Country, with buildings listed in alphabetical order. At that time, of the 400 listed, 74 or 19% were given an A classification, 104 or 26% B, 141 or 35% C, and 81 or 20% D. Of the 400, 43 A buildings, 34 B, 40 C and 13 D, that is, a total of 130 were located in the Sydney metropolitan area, the remaining 272 being in country areas.

Since then there has been a drive to classify a large number of additional buildings, so the total number classified by December 1968 was in the vicinity of 700. The majority are placed in the B or C category. An A classification implies some sort of action by the Trust to try to ensure preservation, and has to be ratified by the Trust Council before it is accepted. The A list remains relatively small. The criteria used in the classification of buildings was slightly amended in July 1958, and now stands as set out in the Appendix to the chapter on Criteria.

Bias

The selection of buildings considered preservation-worthy is decidedly Georgian in bias. The early colonial buildings, those built before 1850 and derived from Georgian models, continue to hold the most potent appeal to both the popular imagination and the active preservationists. Only 14 of the listed A buildings date from after 1850, and of these, five are churches. Though there is an increasing awareness of Victorian buildings, now that the best examples of Colonial architecture are known and recorded, it is significant that when a highly selective list was drawn up by the Historic Buildings Committee for inclusion in a hypothetical national list to be compiled by the recently formed Australian Council of National Trusts, the ten buildings considered most important were, all but one, Georgian-Colonial in style. Six pre-date the mid-1820s and three were built in the 1830s. Most are public or institutional buildings. Only one is still in private hands.

This emphasis means that the Trust's voice has not been raised with any intensity yet to champion the cause of the great Victorian buildings which in fact gave the City of Sydney much of its character until the 1960s, and which still give depth and colour to important key city positions - the G.P.O., the Lands Department, the Town Hall, the Queen Victoria Building and St Andrew's, the Hickson Street warehouses, and the nineteenth century commercial houses in George
Street. The first two are included in the A list, but in the looming battle over the Queen Victoria Building, the majority of Trust committee members cannot regard its preservation as "essential to the heritage of the state" (criteria for A classification).

The Royal Exchange has already been replaced, and pressure is now on the great stone ornamented Victorian banks and commercial houses of George Street and Martin Place, as well as on the fine Kent and Sussex Street warehouses. These buildings are of course far more difficult to preserve than the smaller Georgian buildings. In most cases too, they are subject to direct market pressures, with no buffer of institution or government body between them and the wrecker's hammer. The third great wave of city rebuilding has begun, and these will no doubt largely vanish as the pattern of the city changes. The forces of replacement will be too strong for the forces of retention.

The N.S.W. Trust has a bias towards buildings of aesthetic interest. It is noticeable in their lists that buildings are usually selected more for their aesthetic quality than for their association with events or people of significance.

The Trust in N.S.W. has now reached a stage where its aims are defined and its criteria established. It is aware of the types of pressures which can best achieve its purpose. It is commonly consulted by public bodies, and its advice is carefully given and often heeded. Its voice is now realistic as well as enthusiastic. It is aware from its own experience that preservation costs money, that responsibilities must be defined, that causes must lie within the realm of practical achievement, and that buildings must be capable of being sustained over long periods, not merely "saved" for the time being.

Though New South Wales leads the field in Trust activities, autonomous bodies of a similar type have been set up in all the other Australian states.

A good summary of the activities of each state Trust is contained in the Proceedings of the Historic Preservation in Australia Seminar, Canberra, August 1987 (henceforth referred to as Seminar 1987). This information has been supplemented by the newsletters, bulletins, and annual reports put out by the various bodies.\(^1\)

1. Executive officers of the National Trust office in Sydney have been most helpful. Members of the Tasmanian Trust have also been of assistance.
Victoria

The National Trust of Australia (Victoria)
Address: "Como", South Yarra.

Membership

In Victoria, the National Trust was formed in 1956. Its membership growth, with subscription at $4.50 yearly, was slow until 1959; there were 475 members at June that year. Its membership accelerated to 4500 in 1966, 5300 in 1967, and 5850 in 1988.

It was formed with a specific project in mind, the purchase and restoration of a distinguished early house set in large grounds, Como. $325,000 was raised and spent to purchase, restore, and develop the property, which serves as the Trust headquarters and which has become a great tourist attraction in Melbourne with 85,000 visitors a year.

Role

The Victorian National Trust sees itself as an educative body as well as a pressure group and property owner. As stated in its summary of main objects for which it was established, it aims "to educate the public and stimulate their interest in places and things which are of national or local importance because of educational, historic, architectural, traditional, legendary, artistic, literary, scientific, antiquarian, or archeological reasons, including places of natural beauty and their flora and fauna." To do this it conducts educational activities, it produces publications, and it assists with scholarships.

It also acquires, maintains, and manages suitable buildings, objects, or sites for the purpose of their preservation and to make them readily accessible to the public.

Listing

The Victorian Trust has directed great energy towards the examination, classification and recording of some 1,500 buildings.

<table>
<thead>
<tr>
<th>Classification</th>
<th>Metropolitan and Suburban</th>
<th>Regional</th>
<th>Total</th>
</tr>
</thead>
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<tr>
<td>A</td>
<td>23</td>
<td>29</td>
<td>52</td>
</tr>
<tr>
<td>B</td>
<td>56</td>
<td>86</td>
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</tr>
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<td>C</td>
<td>193</td>
<td>271</td>
<td>464</td>
</tr>
<tr>
<td>D</td>
<td>242</td>
<td>365</td>
<td>607</td>
</tr>
<tr>
<td>O (Object of interest)</td>
<td>32</td>
<td>40</td>
<td>72</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>546</td>
</tr>
<tr>
<td></td>
<td></td>
<td>791</td>
<td>1337</td>
</tr>
</tbody>
</table>

2. Ibid.
Notable Towns

Activity has extended to cover the study of towns which are of overall historic and architectural interest while not necessarily having building groups suitable for high individual classification. Maldon, a gold town virtually unchanged since the years of its settled prosperity, is classified as a Notable Town.

Bias

Its bias is necessarily more towards the later nineteenth century than that of the N.S.W. Trust, but its based period for classification still extends only to 1900, with the exception of a Burley Griffin ceiling at the Capitol Theatre which is included in their A list.

It is professedly more interested in education, and many of its activities are directed towards this. It appears to consist of a particularly energetic body of people, with more members actively participating in its work in committees, than members do in the New South Wales Trust.

South Australia

The National Trust of South Australia
Address: Austral House, 288 North Terrace, Adelaide.

Membership

The National Trust of South Australia was formed by Act of Parliament in 1955. Membership was 2,955 in 1966. From 509 in 1957, its yearly membership increase has been to 540, 549, 598, 748, 910, 1220, 1816, 2240, 2955. By 1968 the membership figure was approximately 4000.

Role

A less militant group than those in New South Wales and Victoria, the South Australian Trust sees itself as "crystallising a popular predisposition towards preserving worthwhile historic buildings and localities"1.

Listing

In 1967 there did not appear to be a definitive list.

Bias

The South Australian Trust appears to have, quite erroneously, a somewhat apologetic attitude towards the state's buildings. "We lack the rich colonial architecture perceptible in New South Wales and Tasmania"2. South Australia in fact possesses a consistently good collection of nineteenth century buildings, built in a

2. Ibid.
distinctively regional style. Limestone or bluestone walls, with brick quoining often painted white, make crisp, neat, sturdy buildings with considerable character.

The bias of the South Australian Trust has so far been more towards nature conservation that the preservation of buildings, and a predominating number of its properties are flora or faunal reserves. There is a strong emphasis on country branches, with over 50% of the members living outside Adelaide.

Western Australia

The National Trust of Australia (Western Australia)
Address: Vapelch House, 633 Murray Street West, Perth.

This Trust was formed in 1959. It was proclaimed a statutory body in 1965, but its function is purely advisory.

Membership
In 1935 there were 208 members; in 1966, 352; in 1968, 712.

Role
Its influence is not yet sufficiently developed for government bodies to have sought its advice directly. It has however recently caused the formation of an Advisory Committee to the Metropolitan Regional Planning Authority, at first to advise on landscaping and flora and fauna, now to include buildings.

Listing
At the Seminar in August 1967, listing was not mentioned as a major activity.

Bias
As yet, the activity of the Western Australian Trust appears to be largely carried out on an ad hoc basis; the crises are met as they arise. This Trust has all the marks of a voluntary preservationist body in its infancy - not enough members, money, or prestige as yet to make a great impact, but fairly vigorous and extremely partisan.

It has a special interest in Western Australian flora, and its concern for nature conservation is quite marked.

In 1968, the Western Australian Government exhibited interest in a scheme to develop Kalgoorlie as a town of historic interest which may attract tourists on the cross-continent railway from Sydney which has recently been completed. Funds have been promised for the restoration of buildings and the development of the tourist potential of the former gold boom town.
Tasmania

TASMANIA

The National Trust of Australia (Tasmania)
Address: Miss T. Shaw, 2 Kenyon Street, Launceston.

This was set up and registered as a company in 1980. The immediate stimulus for its formation was the move to preserve Franklin House at Launceston.

Membership
Beginning with 261 people in 1960, numbers have progressed to 1404 in 1966 in yearly stages of 261, 516, 842, 981, 1274, 1404. In 1963, 1200 members were registered.

Role
It is mainly concerned with the preservation of pre-1850 colonial buildings which have outstanding architectural or historical interest. It has not as yet concerned itself particularly with nature conservation.

Bias
There is a definite bias towards buildings rather than nature conservation in Tasmania. For a small, relatively recently-formed and largely untried body, the Trust in Tasmania enjoys considerable prestige. This is probably due to the influence of its President, Dr. Clifford Craig, and the fact that Tasmanian Society has traditionally taken an interest in its colonial mansions, of which it has an outstanding crop. There has also been a strong and informed interest in the island's history by a group of people centred on a learned society, the Tasmanian Historical Research Association, which has been publishing papers since the war.

Queensland

QUEENSLAND

The National Trust of Australia (Queensland)
Address: Box 1494V, G.P.O. (237 Edward Street,) Brisbane.

This was incorporated by Statute in 1963.

Membership
In 1966 it had 301 members.

Role
Its role is seen as a preservationist society, a society to protect and augment the amenity of buildings, lands and chattels of interest, and to encourage public enjoyment of these.

Bias
From the paper given by Sir Raphael Cilento at the 1967 Seminar, despite the complaint that a defined role has not so far emerged for the Queensland National Trust, it appears that Queensland has already acquired a special bias, an interest in historic sites - such as
landing places, ghost towns, the old fortified post of Somerset, Cape York.

It also appears, that like the South Australian Trust, its eyes are blind as yet to the interest of its own peculiar architectural idiom - in Queensland, the wooden house on stilts. Its outstanding group of late nineteenth century stone government buildings in the city centre of Brisbane also go unremarked, as do its multi-tiered, elaborately decorated hotels.

THE AUSTRALIAN COUNCIL OF NATIONAL TRUSTS

In February 1965, the inaugural meeting was held in Canberra of the Australian Council of National Trusts. It was incorporated as a non-profit company. This body was formed to provide a meeting ground for representatives of the various State Trusts, to give the Trust a common voice for the whole of Australia, and more particularly, one with which it could reach the ear of the Commonwealth Government. Mr. Justice J.H. McClemens was made Chairman.

Two immediate tasks were outlined:
1. Compilation of a composite list of buildings, monuments, and other objects having special national significance. The New South Wales definitions were adopted. These were later revised to stand as they appear in the Appendix to this chapter.
2. Comprehensive review of legislation in overseas countries and Australia as it affects the activities and objectives of National Trusts. The Legislative areas to be examined were: taxation and municipal rating, death and gift duties, property, restrictive covenants, and town planning.

These aims show that the Trust, now with some years of experience behind it, is aware of the effective pressures it can use, and the possible fruitful avenues for future investigation.

The National Trust in Australia as an Index of Public Interest: A Comparison Between States.

A comparative look at the activities of the National Trust in the various States, seen in the nature of an index to the interest of the general public in preservation, shows that each State body differs considerably in its functions and influence, though the professed aims are roughly the same.

The branches in New South Wales and Victoria are by far the most active, with high membership figures, well-defined policies, and experience at extorting pressure on public bodies.
Of the two main interests - the preservation of buildings and the conservation of landscape - some States show an inclination to pursue one rather than the other. South Australia and Western Australia have leaned towards nature conservation; Tasmania and Victoria towards the preservation of buildings. Victoria has also developed a strong interest in education. The Trust in New South Wales, the earliest formed, is the most articulate and highly developed group.

Generally, in proportion to their numbers and income, their energy and persistence is prodigious for voluntary organisations. Their committees provide forums for discussion, their classification systems, though they could be charged with having a bias towards the taste fashionable at the time, are doubly useful as means of discovering, comparing, and recording buildings. An important result of their activities is the slow emergence of a body of informed opinion.

In some States, membership figures are not as high as they could be because of a slight tendency towards social exclusiveness. In some States too, the value of their own buildings with vernacular characteristics is so far regarded too indifferently.

The preservation of historic buildings is regarded by these bodies as a "cause" for which they are prepared to "fight". Newly-formed, they tend to be vociferous and emotional; stronger in numbers and influence they tend to be more realistic and more institutionalised. However, even as mature, articulated societies, they are capable of remaining responsive to members' pressures, and remain a means whereby the enthusiasts can translate their enthusiasm into some form of action.

As responsible institutions too, they can and do perform a useful function as advisory bodies to government departments and local government bodies, as well as being holders of property "in trust". These two roles have already been recognised by most State governments, by gifts of buildings as well as fairly modest grants for general expenses.

The Trusts are also recognising that a legitimate area for influence is through Local Government bodies and their town planning schemes. In New South Wales, Exhibited Schemes are examined to see if any known buildings or reserves are affected, and objections are lodged under the name of the National Trust, which are then considered by the Minister for Local Government or by the Council concerned.

In the long run, when the fires of the period of ready enthusiasm have waned, the National Trusts will probably be most important as property-holding bodies. The English National Trust, with its origin
in 1894, has in seventy years become the largest property-owner in England. This is not to say that this would be a profitable activity, even in many decades' time, or ever. The New South Wales Branch stated in its Annual Report, 1968, that the income from its properties, some of which are open to the public for a fee, had barely covered running expenses alone. The Victorian National Trust figures for 1968 show that fees, souvenirs, booklets, and activities held in the buildings, can, similarly, raise only bare running expenses. Como earned £21,580 and cost £20,789 to run. La Trobe's Cottage earned £4,011 and cost £4,588. The English National Trust, before it accepts the gift of a building, may require the donor to endow it in some way to allow for upkeep, and this may well come to be the case in Australia also.

The formation of a National Council will allow more contact between the States, with an opportunity for the comparison of methods and ideas. Two joint Seminars have been held, one in 1967 on Historic Preservation, and another, in 1968, on Notable Towns.

The Australian Council of Trusts is advocating tax and death duty concessions for buildings listed by the Trusts. If tax concessions were forthcoming, then this would be a means of overcoming the pressures of the market and be an even more important factor in stabilising the buildings. The first step in long term preservation is to institutionalise the buildings, the second, to remove from the pressures of the market.

It is not known however whether the Commonwealth Government will be responsive to pressures for direct intervention in the preservation field. It has tended so far to regard this as the province of the State and local governments. As in city development and redevelopment generally, though the cry for Commonwealth money goes up regularly, this would in fact bring its attendant problems. It raises general and important issues of areas of responsibility.

Pressure on the Commonwealth could however be well used in the immediate future to encourage the Commonwealth Departments - the Postmaster General, Justice, Customs, and the Army, in particular, to preserve some of their own buildings, and to treat some of the more interesting ones with careful respect. In some cases this is already done. The Army, for instance, has a good record in New South Wales, the Navy a poor one. Commonwealth money could also be sought for special projects like the colonial remains at Norfolk Island, already under the Commonwealth Department of Works, but suffering the ravages of many years' neglect or perfunctory repairs.
9.

Ballina Post Office, North Coast of N.S.W.
The centenary year of Australia's foundation, 1888, was a great year for the laying of foundation stones of public buildings. Many post offices throughout New South Wales bear this date, amongst them this picturesque Victorian one at Ballina. These post offices are often the most imposing structures in country towns, forming important elements in their townscapes. On the whole, the Commonwealth Department of Works, which with the Postmaster General, is now the custodian of post offices, has treated them well, though in some cases, insensitive modernisations have been made to the interiors. The Commonwealth Government, as a self-styled guardian of Australian symbols, has a special responsibility towards the buildings which are in its own hands.

10.

Fernhill, Mulgoa.
Proclaimed a historic buildings under the provisions of the County of Cumberland Planning Scheme Ordinance, Fernhill is secure from demolition in the future. Still in private hands in 1969, and being favoured with an owner who respects the building, this fine colonial mansion has been carefully repaired in the last decade. Built in 1842 by one of William Cox's sons, Edward, from stone quarried nearby, the house with its columned bow-fronted verandah overlooks a pleasant rural valley near the Nepean River.
PART II

CHAPTER 3

STATUTORY REGULATIONS CONCERNED WITH PRESERVATION

Synopsis

Legislation at the State and Local Government levels is examined in two key States, Tasmania and New South Wales. In Tasmania the Tasmanian Scenery Preservation Act was passed in 1915, and more recently, in 1963, the Hobart and Launceston Corporation Acts have specific provisions for preservation, so far not exercised. Opportunities for fruitful action in Tasmania are outlined. In New South Wales the County of Cumberland Planning Scheme Ordinance, 1951, as now administered by the State Planning Authority, has provision for the proclamation of "places of scientific and historic interest", and six buildings have been acquired. The National Parks and Wildlife Act, 1967, has also concerned itself with "Historic Sites" and has designated six of these.

A comparison is made with English and European legislation, details of which are set out in an appendix to this chapter. This appendix summarises English provisions embodied in Town Planning Legislation, the English bodies, other than Government bodies, which concern themselves with preservation, provisions in France and other European countries, and the role of UNESCO.
There is little legislation in Australia concerned with the preservation of buildings in comparison with the elaborate legislative structures erected over the years in England and European countries. There is no national or federal legislation here. Legislative action has devolved upon the state and local levels of government. This is apart from state legislation incorporating National Trust Bodies, which are measures aimed at conferring status rather than committing the government concerned to any support. In Queensland, in fact, incorporation was only granted provided the Trust undertook not to approach the government for assistance in the future.

STATE LEGISLATION

State legislation in two key states, Tasmania and New South Wales is examined.

TASMANIA

The Tasmanian Scenery Preservation Act was passed as early as 1915. It was oriented more to the preservation of sites, woodlands, and views, than buildings, but was responsible for an important preservation venture, that of the penal settlement at Port Arthur, after 1916. More recently the Scenery Preservation Board has purchased, furnished, and opened to the public Entally House near Launceston, and it has made its headquarters in a pleasant early stone house in Davey Street, Hobart. It has wide powers under the Act, but these are seldom used because of the inadequacy of the funds made available.

Local councils in Tasmania possess, under its Town and Country Planning Act of 1944, powers to preserve places "of historic interest or natural beauty", but again, no advantage appears to have been taken of this provision. Section 220 of the Hobart Corporation Act of 1963 (as amended) has made provision for preservation measures to prohibit demolition by a preservation order and award compensation.
Section 220 - Hobart Corporation Act 1965 (as amended)

(1) The corporation may by order -
   (a) prohibit the demolition of a building that is by itself or with others of historical or architectural interest or of special beauty;
   (b) prohibit the alteration of or adding to the building except as the council may approve; and
   (c) require the owner thereof to keep the building in good and tenantable repair.

(2) An order under this section -
   (a) shall be known as a preservation order;
   (b) may extend to the grounds of the building; and
   (c) if it so extends may prohibit the destruction of specified vegetation and the alteration of the appearance of the grounds.

(3) A landowner in respect to whose building a preservation order is made -
   (a) is entitled to compensation for any expenditure made worthless by the order, in accordance with Part III of the Public Authorities' Land Acquisition Act 1949; and
   (b) if the cost of maintenance to comply with the order is excessive in relation to the annual value of the building it is entitled to be subsidised to the extent of the excess by the corporation.

(4) A preservation order -
   (a) operates as a covenant between the owner and the corporation that the owner his executors administrators and assigns will comply with the order;
   (b) runs with the land in equity;
   (c) is registrable accordingly; and
   (d) is enforceable by the corporation as if it were lord of all other lands in the city and the tenants in chief thereof were natural persons holding

The powers under this section have not been exercised. The City Corporations of Hobart and Launceston have, instead, promised $10,000 and $5,000 respectively each year for three years from 1966, to be matched by the state government, to their National Trust bodies. This appears to be in the nature of a gesture of support for preservation, while avoiding the troubles and difficulties of direct involvement in the practical problems.

It is unfortunate that within the scope of this thesis a fuller treatment cannot be given to Tasmania, as this state is considered to be the most suitable for preservation measures to be carried out on a large scale. The island contains the most impressive collection of stone colonial buildings in Australia, and it has an extremely evocative atmosphere. After an architectural beginning made substantial by economic prosperity from the great whaling and sealing days, by cheap convict labour, and by a countryside which took kindly to a transplanted culture,
a hiatus of development settled over the island. Its inland towns, marvellous old towns of stone buildings built in the mid-nineteenth century, have suffered a gradual decline as Hobart and Launceston drained away their people. This decline has meant that their atmosphere has not been disrupted by modern intrusions.

As a mendicant state, Tasmania now receives a larger proportion per head of population from Commonwealth funds than do the more prosperous states. These funds are used for public works and services of various kinds. There is thus more public affluence in this particular state of Australia than is usual. At the same time, Tasmania is desperately trying to develop tourism as a major industry.

Though exact figures of tourist activity are not available because of the lack of breakdown in arrival figures, the number of persons arriving in Tasmania, including Tasmanians returning, and some migrants, was 128,118 in 1950/51, and this increased yearly to 241,731 in 1965/66. It has been estimated that approximately 10% of Tasmania's population travels interstate each year. In 1965/66 this would have been in the vicinity of 33,000. Approximately 200,000 people then would be visitors to the island. Over half, 54%, were from Victoria, 26% from New South Wales, 10% from South Australia, 3% from Queensland and Western Australia, 1% from the Capital Territory, and 3% from overseas (estimated roughly from 1954 figures made available by the Tasmanian Tourist Bureau). The Tourist Department's receipts from visitors for travel and accommodation in 1964/65 totalled $3,292,000.

So far, according to the Tourist Bureau in Hobart, the tourists have not shown a marked preference for visits to historical places, with the great exception of Port Arthur. It appears that this is mainly due to lack of adequate information, inept publicity, and lack of facilities for visitors. The stage is set here for imaginative action. A programme of state acquisition of key properties which could then be developed to fit into a co-ordinated plan of preservation for active use in the pattern of the tourist industry. Only a small proportion should be museums. A series of key buildings in the Midland towns could be acquired and motel-hotel accommodation sponsored in the towns by the state government (along the lines of the Paradores sponsored by the Spanish government in Spain) to encourage a steady flow along the Midland highway.

1. Mr. Nolan of the Tasmanian Tourist Bureau in Hobart was consulted in February 1937, and he kindly made the following figures available.
At present, the main tourist route is via the east coast, and no good-quality accommodation is available in the Midlands. Appropriate country houses could be approached to be opened on specific days during the summer season for inspection in conjunction with these main stopping-places. The National Trust could play an important part, as could local historical societies. The towns themselves hold considerable interest.

The combination of circumstances apparent in Tasmania at present indicates that the time is ripe there for the implementation of a serious programme of preservation, to be undertaken basically as an economic measure. This would be costly, and would need to be done on a large scale. In the long run, it is considered that the return would justify the venture on economic grounds alone. As well, the contribution to Australian culture would be considerable.

NEW SOUTH WALES

In New South Wales, the Local Government Act, 1919, made provision for preservation of buildings in Part XIII, which dealt with Public Recreation and such matters as the care of public reserves and parks, the provision of swimming pools and ancillary buildings, “cultural welfare” by library services, schools or arts, art galleries, museums etc., and gymnasium.

Section 365 of this Part, under the heading “Places of Interest”, which also deals with public monuments, makes provision for preservation. “The Council may protect, acquire, preserve, and maintain places of historical or scientific interest and natural scenery”. This section is very rarely used by Councils. In Sydney, Waverley Council created a precedent when it acquired Bronte House in 1945. It was repaired and leased to caterers who arrange for parties there. The quality of the restoration undertaken was perfunctory, and the potential of the house, associated as it is alongside a park and ravine leading down to the beach, has not been well developed. Parramatta Council has restored Hambledon Cottage under their powers. Mosman Council has converted a fine Victorian mansion, lavishly decorated with cast iron to house its municipal library. These are exceptions.

When the County of Cumberland Planning Scheme covering the Sydney metropolitan area was drawn up in 1945 and became law in 1951, under Part XIA of the Local Government Act, Clause 33 of the County Scheme Ordinance, entitled “General Amenity and Convenience”, grouped Historic Buildings with Foreshore Buildings Lines and Tree Preservation Orders, and set out machinery whereby buildings could be proclaimed and acquired by the responsible authority. A certain procedure was defined:
(1) The Governor, on the application of the responsible authority, may, by proclamation, declare any land, building or work to be a place of scientific or historic interest.

(2) A copy of such proclamation shall be served by the responsible authority on the owner and occupier of any such land, building or work.

(3) Where any land, building or work has been declared a place of scientific or historic interest, a person shall not make any alterations or additions to the land, building or work or demolish such building or work without the consent of the responsible authority.

(4) The responsible authority may acquire any such land, building or work for the purpose of preserving it for public use and enjoyment.

(5) Where any land, building or work has been declared under this Clause to be a place of scientific or historic interest the owner of such land, building, or work may, by notice in writing, require the responsible authority to acquire the land, building or work.

Upon receipt of any such notice the responsible authority shall acquire the land, building or work to which the notice relates.

(6) The responsible authority may with the consent of the Council or Trustees or any authority established for that purpose place any such land, building or work under the care, control and management of such Council, trustee or authority.

The planning schemes of local councils within the County of Cumberland mostly include the same proclamation provisions in their ordinances, naming the State Planning Authority as the "responsible authority".

Both Part XIIA of the Local Government Act and the County of Cumberland Scheme, the first Planning Scheme prepared under it, were indirectly influenced by the English Town and Country Planning Acts of 1932 and 1944, which contained provisions designed to allow the preservation of some historic buildings. There has been no evidence found, however, of any direct influence, as the wording or provisions of the English legislation is not repeated in any exact way.

The New South Wales legislation is much more elementary than that in Great Britain. Apart from the great difference in the scale of operation, there is little room for negotiation, there is no statutory listing of similar scope, and there is no provision for contribution to upkeep.

Cumberland County Council - Historic Buildings Committee

The Public Library of New South Wales, and the Architecture Faculties of Sydney and the University of New South Wales. This Committee began meeting in 1958 and continued until 1964 when the Cumberland County Council was abolished and replaced by the State Planning Authority.

This advisory committee has not been re-constituted since the State Planning Authority was established, a fact that is symptomatic of a lessening of interest in preservation at this particular official level. It is also symptomatic of a recognition of the complexity of the problems involved, and the mounting costs that effective preservation entails. Of the eleven buildings proclaimed, only one proclamation has taken place since the inauguration of the Authority. The acquisition and restoration of six of these proclaimed buildings has proved very costly, $280,953 having been spent by January 1969. This figure includes expenditure by the Cumberland County Council, but most of the expense has been borne by the Authority.

The costliness of the process and the difficulties inherent in the undertaking, particularly that of securing a suitable use for the building after it has been acquired, have deterred the Authority from making further proclamations. It is doubtful whether a Planning Authority is a suitable body to restore, maintain, and run, historic properties. It has no maintenance staff of its own, and each decision has to be ratified at several levels, so action is inevitably slow. Management and control of the properties following restoration is difficult, and is not pursued as an end in itself.

Though the Authority is a suitable body to deal with acquisitions of this type, it is probable that the buildings would be better served by being placed under a more flexible body which could more readily arrange leasing or display, as well as repairs and maintenance. Some buildings could be vested in the National Trust, some in a special trust set up for the purpose, others could be maintained by a more direct arrangement with a special branch within the New South Wales Department of Works.

The State Planning Authority has defined the limits of its concern with historic buildings as the County of Cumberland area, and in so doing has adopted responsibility for the powers and duties laid upon it by the assumption of the mantle of the Cumberland County Council, but has indicated its unwillingness for any further spatial extension of this particular activity.
National Parks and Wildlife Bill

On the other hand, another New South Wales State Government instrumentality has entered the field of preservation, under the aegis of the Minister for Lands. Introduced into State Parliament in 1966 and passed in 1967, the National Parks and Wildlife Bill is concerned mainly with wilderness and wildlife protection and conservation, but extends its scope to include also Historic Sites. The Act puts a specific definition on the term "National Park" as "Spacious land areas essentially of primitive wilderness character which contains scenery and natural wonders so outstanding in quality that their preservation intact for the benefit, enjoyment and inspiration of the people is a National concern." 1 It also defines the lands which are to be dedicated as "State Parks" and "Historic Sites". The eleven "National Parks" designated cover 2,039,500 acres, the largest of them being the 1,314,000 acre Kosciusko National Park. The Blue Mountains National Park covers 243,000 acres, and all the areas are larger than 15,000 acres. "State Parks" are generally from one to five thousand acres. Forty-seven "Native Reserves" totalling 104,000 acres have also been established, and there are six "Historic Sites" set up "to preserve or acknowledge buildings, objects, monuments, or events of national significance". These are Bare Island and the La Perouse monuments at the mouth of Botany Bay, Sydney; Captain Cook's Landing Place at Kurnell on the southern shore of Botany Bay; Vaucluse House, a large house built by W. C. Wentworth, set in extensive grounds; Mootwingee, an impressive group of aboriginal drawings north of Broken Hill; and Hill End, the residue of a once-thriving goldmining town north of Bathurst. Generally the buildings on these sites are not of outstanding aesthetic quality as structures, but when considered as parts of the landscape, combine with their sites to form an environment of interest. The impressive ruins of Trial Bay Gaol have also been included in an area designated as a National Park.

Future dedication of additional parks or sites will be done through an Act of Parliament. A key consideration was the management and control of the National Parks, and to carry this out effectively, The National Parks and Wildlife Service has been set up. The Minister for Lands, in formulating the bill, sought the advice of active nature conservation bodies, and under the provisions of the bill two advisory bodies are to be set up, an Advisory Council of 13 members representing conservation organisations, including "A person who is a trustee or member of a local committee for an historic site", and an Advisory Committee.

of six Architects and one landscape Architect. The aim is to "masterplan" each site by defining areas in which certain objectives will take precedence.

Influence of the United States National Park Service

This National Parks and Wildlife Act was influenced by activities of the United States National Park Service and a former director of that Service, Mr. P. S. Weems, was appointed to help establish the New South Wales service. In the United States an Historic Sites Act was passed in 1935 empowering the Secretary of the Interior "to make a survey of historic and archaeological sites, buildings, and objects for the purpose of determining which possess exceptional value as commemorating or illustrating the history of the United States". The criteria for selection has a strong patriotic and historical basis. The site or building must stand out in national significance and be more than 50 years old; it should be needed to fill a gap in a theme or period amongst those already acquired; it should be substantially intact and genuine, and suitable for effective preservation and use, and its acquisition should be feasible in terms of finance. Again, emphasis is laid here on what should be done with the building after it has been acquired. An Act of Congress is required for each acquisition. By 1960 it was recognised that the number of sites or buildings which could be acquired was only very small, and a Registry of National Historic Landmarks, to encourage and acknowledge preservation by bodies other than governmental, was instituted.

In the United States a great fillip has been given to the preservation movement by the Federal Grants aiding Redevelopment Projects.

Great Britain

A concerted attempt to evolve a workable system of preservation through the medium of planning schemes has been made in England. Preservation Orders could be placed on buildings after 1932. Other legislation in 1947 and 1962 extended the powers. Details of the English town planning regulations concerned with preservation are given in an appendix to this chapter.

In Britain of course, the preservation of buildings is justified not only on the grounds of amenity, and of enriching the quality of environment, and as being necessary and proper parts of an evolving landscape, but also on purely economic grounds. Every year several million tourists are attracted

to her shores, bringing with them large amounts of foreign currency, vital to the balance of her international trade position.

The hard core of touristic activity is the visiting of buildings notable in history - the Tower, the Houses of Parliament, the Wren Churches, the Great Country Houses, the medieval spires of Oxford and Cambridge.

**Europe**

The situation in Europe should be briefly mentioned even though it has had little direct influence on preservation in Australia. Indirectly, however, the results of preservation undertaken in Europe, as in Great Britain, have had an influence since World War II. Never before have so many Australians gone abroad to visit the places where the foundations of Western Civilisation have been laid. The richness of the physical and architectural patterns they have seen there has impressed them, and, once returning to Australia, they tend to seek some physical evidence here of a similar, if not as extensive continuity.

In Europe, those concerned with preservation continuously speak of their "threatened heritage", despite a long tradition of preservation activity, particularly by government action. A brief summary of some of the most important preservation measures operating in Europe is included as an appendix to this chapter.

It can be readily appreciated that the situation as regards historic buildings in Australia is very different. Few of the buildings here are recognised as being in the "national monument" class. The great age of ecclesiastical building when Europe and England assumed their mantles of churches was long past when Australia was settled, the age of the great country houses and richly-decked palaces was over, and even the Georgian tradition was fading by the time Australian society was rich enough to commence building its more substantial expressions of public authority.

Among the plethora of European laws and activities in the preservation field, certain common principles stand out:

1. Acceptance of the idea of preservation of national monuments.
2. Acceptance of responsibility and direct involvement by the central government.
3. Acknowledgement that some form of compensation must be given to the owners, either in the form of contribution or purchase.
4. In most European countries, with the notable exception of Great Britain, preservation is a matter for separate legislation. It is not necessarily associated with town planning schemes.
11.
Convict Ruins, Tasman Peninsular, Tasmania.
Convicts in the early days were brought to another, smaller penal settlement near Port Arthur on the Tasman Peninsular. Its ruins today overlook the calm blue waters of a wide inlet, and like most ruins, carry an atmosphere of tranquil melancholy. Little known by tourists, the site contains a series of underground rooms, the remains of an elegantly detailed commandant's house, and a gaol built into a rocky hillside. The site is owned by the Tasmanian Scenery Preservation Board. Even ruins need preservation. These embellish the landscape, enriching an already remote and romantic scene.

12.
St. Thomas's Church, Port Macquarie.
This substantial brick country church, built during the years 1824-1828, is largely unaltered since the days when Port Macquarie was a penal settlement. It stands on the brow of a hill overlooking the town. Port Macquarie is emerging now as a major coastal tourist resort, with its good fishing and beaches attracting large numbers each year. It has a thriving local Historical Society Museum, established in 1960 with the aid of a loan from the municipal council, which attracts approximately 50,000 visitors each year, making a real contribution to the life of the town and its attraction for tourists.
Areas of responsibility
PART II

CHAPTER 4

THE PRESENT POSITION, WITH AN ATTEMPT TO DEFINE AREAS OF RESPONSIBILITY

Synopsis

The preservation movement in Australia has now reached a plateau state of consolidation, with emotionalism channelled into certain activities, and institutions formed with established roles. In this final chapter, weaknesses observed in the case as it is presented in Australia are outlined; the need for higher standards is recognised. The examples of Hunters Hill, Windsor, and Paddington are discussed. The workings of Town Planning Regulations for and against the preservation of buildings is summarised, with some special problems and possibilities. The idea of Notable Towns, an extension of the preservation concept, is briefly introduced. Finally, a Schedule of Buildings has been drawn up in an attempt to set out generalisations of trends observed, with an estimate of what can be expected in the future. In this Schedule, the buildings are related to the bodies considered responsible for their upkeep and preservation, the major threats which affect them, and their prospects of survival in the long term. Conclusions reached from the study of the preservation movement in Australia are summarised briefly.
PART II

CHAPTER 4

THE PRESENT POSITION, WITH AN ATTEMPT TO DEFINE AREAS OF RESPONSIBILITY

After the first burst of idealistic enthusiasm, sponsored by the historians, the nationalists, the sentimentalists, the aestheticians, the architects, and the town planners, the preservation movement in Australia has now reached a plateau stage of consolidation. The emotionalism, though not yet spent, is channelled into certain activities and certain institutions, which have now achieved established roles, and which are beginning to take a more responsible and realistic attitude towards the problem.

A certain popular awareness is also evident, more widespread but perhaps less acute than it was in the early 1960s. This popular awareness is in many cases still not well-informed. There remains too, at some levels, a positive and surprisingly quite emotional anti-preservation attitude amongst people who regard old buildings either as rubbish, or as a threat to some imagined picture of progress.

Weaknesses in the Case for Preservation

The preservation of historic buildings generally tends to be regarded as a sort of cultural activity, and like other cultural activities such as the production of ballet, drama, opera, the establishment of art galleries, etc., is regarded as an "extra" embellishment to Australian life. It is not thought of as being essential. Open space, parks, and sporting facilities are thought of as being infinitely more important. Councils take definite and costly steps to establish these and point to them with pride. One Council near Sydney for instance, can afford to establish 15 football ovals, but is doubtful about affording a small historic building to house its local Historical Society's museum.

This attitude towards cultural matters engenders the further attitude that the services of people connected with preservation - architects, historians, writers, artists etc. should be offered voluntarily, without charge, for the cause of preservation. This works quite well at the beginning stages of a preservation movement, but in the long run it engenders a non-professional attitude which may prove less effective than a thorough professional approach.
There is also a need for a more realistic understanding of the issues involved. Preservation can mean an infringement of property rights for the sake of a cause that the owner may not endorse. It can be championed by numbers of people in a fine flush of enthusiasm who may not be aware of the implications of their proposals. A preservation venture may cause them to embark on a programme of restoration which proves far too costly for their resources because of poor information or a lack of hard-headed assessment in the first place.

Higher Standards Needed

The time has now come for a tightening up of standards. There is an urgent need for higher standards of information and understanding of the issues involved, higher standards of restoration techniques, higher standards of building presentation and “development” in the best sense within its locality; higher standards of museum display and arrangement if a building is used for this; higher standards of research to establish in more detail the original interiors of buildings and to determine their history and the people who lived in them; and higher and more subtle standards of publicity. Books can no longer afford to be just picture-books, buildings must be considered from periods other than the colonial. The single building must be seen related to its whole environment and not treated in isolation. Buildings in a group, the street, a district, reinforce each other’s qualities. The study of historic buildings should be seen to be related to other studies in other fields.

It should be recognised also that the motives which lie behind the preservation movements will be different in different circumstances. Various aspects of the movement were outlined in Chapter one of Part I, and it can be seen that there are quite disparate ideas behind the approaches.

Sometimes, when the cry of preservation goes up, the motives may need to be separated out and re-examined. The issue may not be only a preservation one, and the people concerned may advance the argument for the preservation of historic buildings where the real reason is the maintenance of a certain status quo in an area threatened by strong pressures for change.

Hunters Hill

The suburb of Hunters Hill, for example, has advanced arguments for preservation. Its residents claim a special historic character for their area. Here the word “historic” is used in a very loose way.
The buildings and the locality can claim a certain aesthetic quality created by stone walls and cast iron decoration used together, sometimes embellished with carved wooden bargeboards and valances, versions of the picturesque villa overlooking peaceful stretches of water. Some of the roads are very narrow, bordered by stone property walls and large shady trees. Any attempt at converting these to modern street standards would ruin their atmosphere. The Hunters Hill Trust was formed in reaction to recent unit-erections in the area to protect this character, and, five hundred strong, its members swept out the sitting municipal councillors in 1968 and replaced them with their own men. The action was so successful that it seems unlikely that the motive was unmixed. However, the sleepy charm of Hunters Hill is to be preserved from encroachments by tower blocks. It will be interesting to see what restrictions necessary to preserve historic character will be finally placed on the property owners by this Council, as the proposals of the Civic Trust as put forward in detail before the Council elections were quite stringent.

Hunters Hill may well prove to be a testing ground for preservation on a larger scale than hitherto possible. Success may be encouraged by the fact that this centrally-located peninsular may continue to attract the people who are rich enough to maintain the status quo throughout a period which will be characterised in Sydney by a regularly increasing scale of land values. The fact that the peninsular contains little commercial development may be to its favour. The fact that a definable threat, the building of blocks of units, has also suddenly become quite apparent in the area in the last two or three years, should also favour the preservationists. As has been pointed out in a previous chapter, the direct threat calls forth the greatest response. Hunters Hill has also the memory of the St. Malo demolition behind her.

The preservationists in this area have directed their energies in the right quarter. Instead of declaring, like the members of the Paddington Society, that they form a non-political body, they have influenced the political decision-makers in the way most likely to have results - by challenging them at the source of their power, the council elections. Their cause then becomes an election issue, and can no longer be dismissed. If they then become elected to a majority, they can implement their policies directly, within the framework of the local government structure.

Preservation through Town Planning Regulations

Administrative measures designed to preserve buildings can be enforced through town planning regulations. These are usually related to the
concept of amenity. The role of the State Planning Authority has already been outlined. At the level of the local council, several measures are possible. A proclamation clause is often included in their Planning Scheme Ordinances, with the responsibility delegated to the State Planning Authority if the council lies within the County of Cumberland, but the councils that are concerned especially with the retention of their outstanding buildings, or buildings of local interest, can also make their own arrangements for preservation either through their planning schemes or under a general provision of the Local Government Act.

The Examples of Windsor and Paddington

Windsor, with a planning scheme drawn up but not yet gazetted at February 1969, has included a special clause in the ordinance as well as the general proclamation clause. Clause 75 of the draft ordinance reads:

"75. Notwithstanding any other provision of this Ordinance a person shall not make alteration or additions to the buildings referred to in Schedule 7 to this Ordinance or demolish such buildings without the consent of the Council, and the concurrence of the Authority."

The Schedule referred to contains thirty-three key buildings.

This draft ordinance creates an important precedent. Here is a local council which intends to mount a close guard over a substantial number of key buildings in the town. The control proposed may be difficult to enforce. If a building so scheduled is defaced or demolished, or allowed to deteriorate through lack of maintenance, it is not clear what redress the council will have. Nevertheless, with this sort of pressure to restrain them, owners will be very conscious of the historic value put on their buildings, and the prospects for retention should be bright.

A different type of measure is proposed for Paddington. There, a site ratio of 1:1 upon a large area of terrace houses may help to discourage the penetration of high-rise apartment blocks. This is the approximate site ratio of the present two-storey terraces which in the last five years have seen a remarkable regeneration. From an area commonly regarded in the 1950s as ripe for redevelopment because of the age and condition of its buildings, it has attracted firstly a wave of migrants settling in Sydney, and secondly a wave of renovators catering for a demand by old Australians for houses conveniently close to the city area and the harbour. With regeneration they are becoming a comparable alternative to the only readily-available form of new housing in the Eastern Suburbs, the home-unit.
As well, the town planning measure of the Green Belt to stop Sydney's outward expansion, has increased the pressures on the Inner Suburban houses. Dwellings are not allowed to degenerate too far, as kept in reasonable order they can command high rents in a situation where housing demand is greater than the housing supply. Also the fact that terraces are on small blocks in private ownership means that large sites, necessary for multi-storey buildings and/or uses other than residential, are difficult to form, and therefore redevelopment is discouraged.

A number of forces are at work here, and their combination has resulted in the preservation and regeneration of a complete locality of houses considered by many to be more typical of Sydney than the houses of the colonial period. The process has been accompanied by a sharp rise in real estate values, in some cases of over 100% between the 1962 and 1968 Valuer-General's figures.

Focus has been lent to this movement by the Paddington Society, formed mostly by the newer residents who have moved into the area, and concerned with protecting both their new-found environments and their new-found property values. This Society was able to bring effective pressure to bear when two major road-widenings were proposed through the area. Their case was put by a Queen's Counsel engaged by the Society at a Special Inquiry called by the Minister for Local Government following the agitation aroused by the measure. At the end of 1968, a final determination of the matter by the Minister is pending.

As a Society concerned with preservation, the Paddington Society has blundered however in declaring itself a non-political body. Because of this, their voice will not be heard with the force it could have commanded if it had had a supporter elected for the Paddington ward to the Woollahra Council, which became responsible for the area in 1968.

Town Planning Regulations Working Against Preservation

Site Ratio Regulations

Other town planning regulations may actively discourage preservation, not directly, but indirectly as a side-effect. The site ratio provisions in the City of Sydney and for high-rise buildings generally do just this. To achieve a certain building height, the site around must be clear of structures - new and old. Any old building associated with the site therefore cannot hope to survive, even if the developer were willing for it to remain, as this would mean a reduction in the size and rentable space in the new building.
Foreshore site ratio provision to preserve views and "amenity" can also destroy any likelihood of older buildings remaining where these provisions are in operation. The generous site allowances, designed to conserve amenity, may in fact destroy the evidences of the old character of the suburb completely, even though it was partly these which lent the suburb its attraction and amenity in the first place.

More attention needs to be given to the side-effects of these regulations before they are framed and allowed to become enforceable.

Another side-effect of planning legislation which works against preservation is the fact that under a Planning Scheme, demolitions generally, and of residential buildings in particular, can be carried out without Council's consent.

Section 317BA of the Local Government Act states:-

"(1) A person shall not, without the approval of the council, demolish any building used or designed for use for residential purposes or any part of any such building except for buildings located in zoned industrial areas, commercial areas and living areas under control of any planning authority." Development needs planning consent, but demolition does not. There is no direct control, and moral pressure would hardly be sufficient against a determined owner. Where the building is in private hands, therefore, as the situation exists in New South Wales at the moment, proclamation by the State Planning Authority, means only a limited control, and listing by the National Trust is largely a measure of bluff. Only when the body concerned actually purchases the building can a predictable control be exercised.

Owner's Rights

The attitude of suspicion by private owners of property where there is any proposal by a governmental body for preservation, is largely unwarranted but very real. Owners fear that their private rights will be infringed and that their property values will fall.

When several houses were proclaimed, for instance, under the provisions of the County of Cumberland Planning Scheme, without exception the owners were suspicious, and in some cases, almost hostile, until it was gradually realised that no untoward demands would be made on them.

The regulation that no alteration is permissible without consent is very difficult to police for a central body like the State Planning Authority. Usually nothing is known of an alteration until after the damage is done. Constant surveillance of the properties is not feasible, and unless the owner is willing to cooperate, enforcement of these provisions is difficult. The validity of these
provisions, too, unlike other important restrictions on owners' rights imposed by zoning, has not been tested in a court of law. If an owner did demolish a proclaimed building, it is not known what redress the responsible authority would have. In a similar way, if an owner claimed compensation for restriction on his rights, it is not known how this would be resolved. It would be useful for a case to be tested in court, as a decision on this matter would help to clarify procedures, and define both the responsible authority's position and that of the owner of the building designated "historic". It is usual for controversial planning matters to be tested in this way, and the special treatment of a building on historic grounds could be similarly tested.

Covenanting

It is often advocated that some sort of notification covenant be placed on buildings which are listed by some body, possibly the National Trust, to allow some months of manoeuvring before the time for demolition comes when an alternative use and owner may be able to be found for the building. This could either be done privately, by means of a notification covenant imposed on the building by the owner and contracted with some responsible body, or else publicly, by means of a provision similar to notification of demolition of listed buildings in England and France, whereby the public authority which has listed the building is notified if demolition is intended, as has the opportunity of acquiring the building. This sort of measure would involve efficient administrative arrangements if it were to work successfully.

No form of covenanting of buildings has been pursued here so far. Another possibility would be the covenanting of property by owners so that the quality of the building concerned is conserved in a subsequent sale, and demolition made impossible for a certain period, say 100 years, from the time of the imposition of the covenant. This would almost certainly have an adverse effect upon the property value unless the property possessed, on the other hand, some outstandingly special quality, generally acknowledged, which would compensate for the restriction. This is the sort of preservation action that bodies like the National Trust, or Civic Trusts, could pursue if they were so inclined. It would mean that they would need to purchase the property, renovate or restore it in a suitable way, and sell it again with the covenant placed upon it. To be feasible, this sort of thing would need to be carried out in an area characterised by rising land values, so that capital could be constantly recouped.
Notable Towns: An Extension of the Preservation Concept

The United States Supreme Court ruled in 1954 that a city has as much right to be beautiful as it has to be safe and clean, and this assumption would underline the acceptance of the strict architectural controls, operated as a function of local government, which would be necessary for the preservation of a district or a town. While it is not proposed to deal with this notion in detail in this thesis, it should be mentioned that these controls, basically devices to prevent the construction of incompatible new buildings, or unfortunate alterations to existing ones, would mean the virtual freezing of a town or part of a town at a certain stage. There are instances where this could be done successfully in Australia, but it would have to be supervised closely, not only from the architectural point of view, but also from the point of view of the economic life of the town.

A fading city, once prosperous and elegant, like Williamsburg in America, may be revived by the application of a private fortune; a thriving city, like the jewel of the Adriatic, Venice, may struggle to maintain an outstanding environment in the face of strong economic pressures for change; a small village, the home of a minority religious community, may decide to preserve its physical status quo as it preserves its spiritual status quo; a hypothetical village may be reconstructed from a previous era by the removal and reerection of examples from all over the countryside to create an artificial but educational village-museum, as at Skansen in Stockholm; all these preservation ventures are at a scale that has not been envisaged in Australia.

Some thought however has recently been given to the concept of Notable Towns, and this was the subject of a 1968 Seminar held by the National Trust. A report previously prepared for the National Trust by a sub-committee, with the author as chairman, makes attempt to establish elementary criteria for the consideration of Notable Towns. It is included as an appendix to this chapter. In Victoria, the town of Maldon, declared a Notable Town gratuitously by their National Trust, is showing signs of uneasiness under the mantle. Basically, the right of an owner to dispose of his property as he so wishes, is somewhat blurred by such a designation where the implications are not set out in detail and tested.

Some form of subsidy or encouragement, by way of acquisition or sponsoring associated activities which can become self-supporting, by the body responsible for the designation, is probably necessary to justify the tight controls that would be needed to control any change and which may tend to stultify or be imagined to stultify the economic life of the town. This could be regarded as a form of compensation.
A move has been made by the Minister for Lands, through the National Parks and Wildlife Service, to designate a former village, Hill End, a Historic Site. The issue is simplified here by the fact that this old gold-mining settlement is already largely on crown land.

This extension of the preservation concept to cover a complete town or locality sees the whole urban fabric as important, with each building making a contribution to the total environment. Any serious attempt at such large-scale preservation would require stringent property controls, and could probably only succeed in Australia in a situation where the town is experiencing an economic decline. New buildings may disrupt the aesthetic pattern. Gentle decay is, for a time, much more attractive. If assistance to maintain the structures can be given at a crucial time, then this may both help preserve the character of the town, and stay further decline for a while. Tourists, though an economic stimulus, would require certain changes — motels, garages, and cafes for instance, and their visits would need to be numerous and consistent to make any positive contribution to the life of the town. Many country towns in Australia are in decline. Some of the more interesting of these—Carcoar and Wingham in New South Wales; Ross, Oatlands and Campbelltown in Tasmania; Coolgardie in Western Australia, for example, will need some form of assistance in the next few decades if they are not to fade away like ghosts. The threat is not one engendered by economic growth and redevelopment as in the cities, but by economic decline and population loss.

Berrima

An attempt was recently made at Berrima to preserve the town as a historic village by the Minister of Lands. This small township, about 70 miles from Sydney, was an administrative and communications centre in the mid-nineteenth century, which suffered a decline from the time it was by-passed by the railway. Its buildings are largely of stone, and early in character. The main economic activity of the town is the servicing of the large Berrima gaol, also an early stone structure.

The proposal to declare the village historic was supported by a promise of the public acquisition of properties if the owners so desired, and a proposal for tight controls over development, though no embargo was envisaged. A considerable amount of local opposition was received however, despite endorsement by the National Trust and the Berrima Trust, so the proposal was dropped. This was especially unfortunate, as Berrima, being within the ambit of a day-trip from Sydney, had the promise of being developed as a notable historic town. If enough tourists had then been attracted, this would have then
provided a much-needed stimulus to the economic life of the village.

**Schedule of Buildings**

In summary, an attempt has been made to set out in Schedule form generalisations of trends observed and an estimate of what can be expected in the future. An attempt is also made here to designate certain areas of responsibility related to certain categories of buildings.

In all the building categories listed, the buildings which are considered to have the best chance of survival are firstly those held by State or Commonwealth Government Departments; secondly, buildings held by strongly based institutions; and thirdly, some varieties of private houses.

The buildings with the poorest chance are those of an industrial or commercial character and buildings which cannot be adapted to changing uses. Churches present a special problem because of their outstanding townscape value related to the difficulty and costliness of maintenance in an era of declining congregations. It may be in the future that some form of subsidy will be necessary if the best of these are to remain.

Paradoxically, some of the high-rise building being erected in the mid-twentieth century have probably the best prospects of all for survival. This is due to the construction techniques used. Reinforced concrete buildings especially, with their in situ work, are virtually indestructible in urban centres or at great height, because explosives are usually out of the question. With steel-framed buildings, the main problem for demolishers would be to remove the concrete cover to reveal connections, so that the frame can be demolished piece by piece. Pre-cast concrete buildings present a different problem again. If pre- or post-tensioning is not used, demolition would be easier, but prestressed buildings would have to be demolished as they are built, in a careful and complex way. The various forms of prefabrication construction vary in difficulty in proportion to the degree of cast or prefabricated work involved. Generally, demolition of all these types of buildings would be an extremely costly, troublesome and complex operation. Their frames will therefore tend to persist, while their external features will probably be changed from time to time to suit the changing fashions, and their interiors will be re-grouped and re-partitioned to meet changing circumstances.

Houses, if they possess the ability to be adapted to suit changing ways of life and changing social conditions, have a good
chance of survival if they are not too close to an expanding central core area. At the moment, the tide of fashion is in their favour, and as the refurbishing of old houses, particularly old terrace houses, is a profitable business, there is a tendency to keep them rather than to clear the site.

It is suggested that the Commonwealth be responsible in a special way for its own buildings, and advocated that a Special Branch be set up within the Commonwealth Department of Public Works Offices in each State to deal especially with buildings of historic or notable quality. In addition to competent architects with an understanding of and a sympathy towards the buildings under its care, it should employ staff in other specialised fields such as history and landscape design, and also have access to expert consultants as need be.

A good basic list of 185 buildings, 148 post offices and 37 other important buildings, has already been nominated in New South Wales by occupying Commonwealth Departments or by the Commonwealth Department of Works Principal Architects.

The Schedule of Buildings, related to the bodies considered responsible for their upkeep and preservation, the major threats which affect them, and their prospects of survival in the long term, follows.
<table>
<thead>
<tr>
<th>BUILDING CATEGORY</th>
<th>EXAMPLES</th>
<th>BODY CONSIDERED RESPONSIBLE</th>
<th>MAIN THREAT</th>
<th>PROSPECTS FOR PRESERVATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Other Commonwealth Public Buildings</td>
<td>Post Offices, Commonwealth Courts</td>
<td>Commonwealth Government</td>
<td>Extensions and adaptations</td>
<td>Good, though interiors are commonly modernised unnecessarily without any attempt at sympathetic adaptation</td>
</tr>
<tr>
<td>3. Special Historic Sites on Commonwealth land</td>
<td>Convict Ruins on Norfolk Island</td>
<td>Commonwealth Government</td>
<td>Neglect</td>
<td>Poor in the past, could be better in the future</td>
</tr>
<tr>
<td>5. Other State Government Buildings</td>
<td>Railway Stations, Old Forts, e.g. Fort Denison, Schools, Hospital buildings</td>
<td>State Government, Dept of Public Works and appropriate Department</td>
<td>Need for extensions, Changes in population composition</td>
<td>Fair</td>
</tr>
<tr>
<td>6. Buildings in Areas under the control of statutory authorities or other institutions such as churches</td>
<td>The Rocks Area Church of England Glebe at Woollahra and Glebe</td>
<td>Appropriate authority or institution</td>
<td>Large-scale redevelopment because area is in one ownership, uneconomic returns</td>
<td>Good in some cases, for specified buildings in the area, very poor in other cases</td>
</tr>
<tr>
<td>7. Special Listed Buildings for which State effort at preservation are being made (a) Private houses</td>
<td>Proclaimed buildings Historic Sites</td>
<td>State Planning Authority National Parks and Wildlife Service</td>
<td>Neglect before acquisition, vandalisation before restoration, lack of co-operation from residents</td>
<td>Very good in the long term</td>
</tr>
<tr>
<td>8. Local Public Buildings</td>
<td>Council Chambers, Town Halls, Schools of Arts</td>
<td>Local Municipal or Shire Council</td>
<td>Additions or modernisations, replacement, neglect, vandalisation</td>
<td>Fair to poor</td>
</tr>
<tr>
<td>9. Major Institutional Buildings</td>
<td>Sydney University, Darlinghurst Technical College, Some Private Schools</td>
<td>Institutional bodies themselves, Dept of Public Works for some state buildings.</td>
<td>Growth within the institution, pressures to move location</td>
<td>Very good</td>
</tr>
<tr>
<td>BUILDING CATEGORY</td>
<td>EXAMPLES</td>
<td>BODY CONSIDERED RESPONSIBLE</td>
<td>MAIN THREAT</td>
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<tr>
<td>10. Churches</td>
<td>Many C19th parish churches throughout the country, some cathedrals, rectories</td>
<td>Church bodies of different denominations, dependent on appeals for funds for repairs</td>
<td>Changing population structure, general decline in interest in religion</td>
<td>Fair in short run, problematical in the long term.</td>
</tr>
<tr>
<td>11. Major Commercial Buildings</td>
<td>City Banks, large department stores, warehouses, country banks</td>
<td>Commercial houses, retail traders, agents</td>
<td>Obsolescence, Rising land Values, Changes in shopping or business patterns, Changes in goods movement and distribution patterns, Changes in financial structure.</td>
<td>Poor</td>
</tr>
<tr>
<td>12. Minor Commercial Buildings</td>
<td>Shops, cafes, offices, etc., Specialist shops and restaurants.</td>
<td>Private businesses</td>
<td>Economic changes, Generally poor, may be better in the case of some specialist shops and restaurants where atmosphere is commercially important.</td>
<td></td>
</tr>
<tr>
<td>13. Industrial Buildings</td>
<td>Factories, refineries, gas works, etc.</td>
<td>Privately financed companies, internationally owned companies</td>
<td>Changes in economic or trade patterns, Changes in nature of supply and distribution</td>
<td>Poor</td>
</tr>
<tr>
<td>14. Entertainment and Sports Buildings</td>
<td>Cinemas, theatres, grandstands</td>
<td>Motion picture distributors, theatrical companies, sporting bodies</td>
<td>Evolution of entertainment media, Changes in popular taste</td>
<td>Poor</td>
</tr>
<tr>
<td>15. Hotels</td>
<td>Colonial Inn, C19th Hotels</td>
<td>Licensees supervised by the licensing court. In case of those designated &quot;Historic Inns&quot; close supervision is needed.</td>
<td>Modernisation, Balconies threatened by council orders in some country towns</td>
<td>Fair</td>
</tr>
<tr>
<td>16. Special Smaller Buildings, often Houses</td>
<td>Buildings acquired by Historical Societies, National Trust Buildings, buildings owned by other societies or bodies in trust.</td>
<td>Private Owners</td>
<td>Rising land values, lack of funds, strength or variable nature of society</td>
<td>Good</td>
</tr>
<tr>
<td>17. Houses</td>
<td>Colonial houses, large Victorian houses, terrace houses, Good C20th houses</td>
<td>Private owners, in some cases a preservation society</td>
<td>Neglect, change of role, social changes, redevelopment</td>
<td>Good, if capable of being adapted to modern life</td>
</tr>
<tr>
<td>18. High-rise Buildings</td>
<td>New City offices, large house-unit blocks</td>
<td>Company owned, or many private owners together</td>
<td>Little threat at present. Very troublesome to demolish.</td>
<td>Good. The frames of most of these buildings will probably remain. Their cladding and interior fittings can be changed.</td>
</tr>
</tbody>
</table>

* It is suggested that a special Branch be set up within the Commonwealth Department of Public Works Offices in each state to deal especially with buildings of historic or notable quality. In addition to architects with an understanding and knowledge of their subject and a sympathy towards the buildings under their care, this Branch should employ an historian and a landscape architect, and have access to expert consultants as need be.

** The New South Wales State Department of Public Works has an excellent record with respect to historic buildings under its care.
Conclusion

The key to secure preservation for the buildings inherited from the past is institutionalisation. A single owner dies and cannot protect his building from the pressures which crowd in upon it, but an institution can continue on through generations. Its properties attain a certain inertia, and tend to become symbols, identified with their particular institutions.

Town planning measures, on the other hand, can help create a climate which can actively encourage preservation to take place. Direct participation in the way of building acquisitions by planning bodies or local councils is also possible, especially where urban expansion is being closely controlled, but the scale of such public acquisition for the sake of preservation must remain fairly minimal in the face of the scope and difficulties of the problem. There are signs that some local councils are adopting a more responsible attitude towards the buildings in their areas, partly due to greater pressure by organised preservationists, or direct political action by an election challenge, the most effective form of action of all at the local government level.

Side-effects of planning measures are probably as important in the long run as deliberate attempts at preservation. As pointed out, town planning measures can discourage preservation as a side-effect, and measures aimed at improving "amenity" such as site ratio and height controls should be scrutinised very carefully before they are brought into force, and when in force, should be able to be varied in some cases to allow preservation to take place.

The conclusion reached by this study of the preservation movement in Australia is that preservation may result from a combination of pressures and events, rather than from a single stand with a clear-cut motive. It must also, however, have a conscious and organised effort behind it, as in this era of rapid change, no building is safe unless some provision is made for its future. Objectives must be defined, so that when the time is ripe, for example at the preparation of a planning scheme stage when objections are being received, or at a time when political action could be effective, the pressures can be directed in a certain way. The motives may be various.

Responsibility for preservation cannot lie with only one body or one authority. The idea that only one body should be responsible for the preservation of buildings would lead to a stifling of local and individual efforts, and this is the level at which preservation efforts, on a modest scale, can be most rewarding, and have the happiest results. Each instance is best dealt with on its
individual merits.

In the first chapter of this thesis, various ways of regarding the problem of preservation were introduced so that the ramifications of the preservation issue could be explored, and the implications of the slogans usually applied to the situation studied.

To summarise, in this study of the preservation movement in Australia, the retention of certain buildings is seen to be the side-effect of a certain climate of opinion and a certain combination of pressures. Preservation is a process rather than an event, and must be capable of being sustained over a long period. It is concerned with the symptoms rather than with the causes of certain economic and ideological processes. It may come about as the result of national, social, and aesthetic pressures, which have become strong enough in some cases to stay the forces of the real estate market. It can be carried out through the instrument of statutory town plans, or by other means. It is seen essentially as the culmination of a long process of popular interest in architectural matters and an awakening critical awareness of the environment.
Appendices
PART I. CHAPTER 2. APPENDIX

THE NATIONAL TRUST OF AUSTRALIA (NEW SOUTH WALES)

HISTORIC BUILDINGS COMMITTEE

CLASSIFICATIONS: Definitions and Principles

STATE CLASSIFICATIONS:

There are four classifications of buildings, indicating their degree of priority for preservation, as follows:

A. Buildings having great historical significance or high architectural quality, the preservation of which is regarded as essential to the heritage of the state.
B. Buildings which are highly significant, the preservation of which is strongly recommended.
C. Buildings which are of considerable interest, the preservation of which should be encouraged.
D. Buildings of sufficient interest to be recorded.

PRINCIPLES OF CLASSIFICATION:

In determining classifications of buildings, regard is to be paid to the degree in which they possess one or more of the following characteristics:

Historical: Scene of great events in the development of the country. Association with a famous person or family. Demonstration of a way of life of a past period.

Architectural: Excellence of design and craftsmanship of the period and style. Extent of original workmanship and material. Rarity of type. Architectural significance from an historical point of view. In general, what may be termed the "inner content" of a building. State of preservation.

Site of Building: Beauty and authenticity of landscape. Integration with urban and rural environment.

Educational Value to the Community.

NATIONAL LIST

A list of buildings, or groups of buildings has been prepared for submission to the Australian Council of National Trusts for admittance to the National List. These will be of national importance, having the greatest historical significance or the highest architectural quality, the preservation of which is regarded as essential.

(Note: "Architectural quality" includes buildings which are of importance in the history of architecture in Australia.)

A summary of the administrative structures, properties held, finances, and publications of the various State National Trusts, is included. Each State is dealt with in turn.

NEW SOUTH WALES

Administrative Structure

This has become increasingly sophisticated as the Trust's activities and membership have extended in New South Wales. It has a governing Council of 15 elected and 13 appointed members which determines policy. The appointees are selected to establish direct contacts with various Government instrumentalities and learned institutions. They include representatives of The Australian Museum, the Departments of Local Government and Education, the National Parks and Wildlife Service, the Local Government Association, the State Planning Authority, the Public Library, and the Royal Australian Institute of Architects, as well as the Universities of Sydney, N.S.W., and New England.

It has a full-time staff headed by a Director with considerable but defined powers of day-to-day decision-making, three Assistant Directors, and a secretarial staff.

Much of its work is done through eighteen appointed committees and six advisory panels. The recommendations of the committees are put before the Council of the Trust, which may or may not accept and endorse them. Though most of the committees are concerned with preservation either directly or indirectly, two key committees deal with Conservation and Landscape, and Historic Buildings. The latter deals with current matters about buildings, brought forward either by its members or by the public, for which some comment or advice is sought. It also has a continuing programme of inspecting, discussing, classifying, and recording buildings of historic interest throughout New South Wales.
Two Regional Committees have been formed so far, the Southern Tablelands Committee, and the National Trust Hunter Regional Committee, which in 1968 absorbed the former Hunter Regional Trust.

Properties
At June 1968, the N.S.W. Trust owned or controlled 17 properties, which included nine buildings:

- Experiment Farm Cottage, Parramatta
  exact date unknown, c.1800?
- Lindsay, Darling Point, 1834.
- Riverdale, Goulburn, c.1840.
- Old Government House, Parramatta, 1798, 1816.
- Balmain Watch House, 1853.
- Tenterfield School of Arts.

It actively supported the preservation of several more, in particular St. Matthew's Church at Windsor, for which it raised money for restoration ($47,685 to date).

Finance
Its income for the year ended 30th June 1966 totalled $48,000. Nearly half of this, $20,000, came from membership subscriptions ($3 Yearly), $15,000 came from donations, and $10,000 from the N.S.W. Government. The Women's Committee raised $20,000, mainly by organised inspection of historically interesting and/or tastefully furnished private houses, an activity which has great appeal to the general public.

Its properties brought in an income of $22,000, a sum which barely covered their running expenses. Special projects, for example, the restoration of Old Government House, Parramatta, often attract special gifts to the Trust (in this case $50,000 by the Commercial Bank of Australia in commemoration of its centenary).

In 1968, the income had risen to $75,000, with $27,000 from subscriptions and $13,000 from the state government.

Publications
Apart from its bi-monthly Bulletin and Annual Reports, the Trust has been responsible for the publication of Georgian Architecture in Australia, Ure Smith, 1963, basically a picture book with commentaries by Morton Herman, Daniel Thomas, and Marjorie Barnard. It has also been responsible for a pamphlet "Historic Sydney, where to go, what to see" distributed through the Tourist Bureau.

A more ambitious project, sponsored by the publisher Cassells, is a large, well-produced and lavishly illustrated book to be
called Historic Homesteads of Australia and aimed at the coffee-table market, now being prepared for publication at the end of 1969. A series of chapters is contributed by a group of people in each state.

VICTORIA

Administrative Structure

The National Trust of Australia (Victoria) is a company limited by guarantee, with the general aim of historic preservation. Its policies are determined by a Council of 40, one third of the members retiring annually, with eligibility for re-election. The Chairman has executive power, and there is a permanent Secretariat headed by an Administrator (appointed 1966).

There are sixteen Committees dealing with general issues and five Committees concerned with special buildings. Four Regional Branches have been founded, the North-Eastern centred on Wangaratta and including Beechworth; the Central Victorian, centred on Bendigo; the Ballarat; and the Hamilton Regional Committee.

Finance

In 1966, the current value of assets exceeded $1,000,000. Its income was $28,226, with subscriptions accounting for $14,317, and a government grant for administration contributing $12,000. It relies on donations and fund-raising by appeal and by its Women's and Junior Committees for capital expenditure.

Properties

Nine buildings are owned or controlled:

Como, 1840's.
La Trobe's Cottage, 1839.
The Beechworth Powder Magazine, 1860's.
Illawarra, 1880's.
Old Heidelberg Police Station.
Lonsdale's Cottage, 1837.
Lake View, Chiltern, childhood home of Henry Handel Richardson.
Bendigo Joss House.
Slab Hut, Beechworth.

Other objects of interest collected include the paddle steamer "Adelaide", the Nareeb Gates, the main features of the A.N.Z. Bank, 351 Collins Street, a large carriage collection, and collections of furniture, rare china and glass, and period costumes.
Publications

A monthly Newsletter of events and activities is circulated, supplemented by Annual Reports and a quarterly which may consist of an article on some building or subject, such as "Victoria's First Notable Town, Maldon" (Feb., 1966), "Local History Today" (Aug., 1964), "La Trobe's Cottage" (Nov., 1964). The Ballarat branch has published a special booklet.

A substantial book, Historic Buildings of Victoria, Jacaranda Press, edited by David Saunders, was published in 1966. It contains ten articles to set the background, including one on the growth of the metropolis, one on architectural style, and one on the Central Area. Others deal with country districts. The bulk of the book is made up of over 600 carefully captioned photographs, the labours of their Survey and Identification Committee.

A book of this type, which includes factual and direct recording, quickly becomes an invaluable source book for future investigators. It provides a basic from which further work can depart, as well as being of intrinsic value in itself. This is the type of book which should be published by all the state Trusts.

SOUTH AUSTRALIA

Administrative Structure

The South Australian Trust is not as centrally oriented as the Trusts in Sydney and Melbourne. There is a central Council and office, but 27 branches throughout the state had been formed by 1967, and these are responsible for most of the properties owned. The Council has 21 elected members and 15 nominated members, being representatives of learned and conservation societies. No government bodies are represented. There are nine committees to deal with various aspects of their work.

Properties

Amongst the 23 or more properties owned by the South Australian Trust in 1967, several were buildings of historic interest:

1. Overland Corner Hotel.
2. Old Telegraph Station, Gawler.
3. Willunga Police Station, Court House, cells and stables.
4. Melrose Police Station and Court House.
5. Miner's Cottage, Moonta.
7. Napper's Hotel Ruins, Barmera.
8. Obelisk, Robe.
10. Interest in the Burra Girls' Reformatory (with Burra Corporation).
11. Interest in Captain Sturt's House at Grange (with Corporation of Henley and Grange).
Finance
The Trust depends for funds on members’ subscriptions and appeals. It does not receive any money from the state government, but the government has given it space in Austral House for its offices.

Publications
A bi-monthly Newsletter is circulated, with Annual Reports, and an illustrated pamphlet suggesting walks in the City of Adelaide has been published. A booklet Victorian Adelaide was published in 1968 by the South Australian Libraries Board in Association with E.J.R. Morgan and S.H. Gilbert of the National Trust. It gives some basic details of 170 buildings, and contains a large number of small photographs.

Listing
Classification of buildings by the Early Buildings Committee has commenced, in the categories A, B, C and D. The D category is stated to contain buildings of "No Interest", a dangerous category for a preservation society to relegate buildings to, whatever the taste fashionable at the time.

WESTERN AUSTRALIA

Administrative Structure
Policy is determined by a council of 25 which includes 9 nominees representing the Premier, Local Government, the Tourist Development Authority, the University of Western Australia, the Royal Society, and the Royal Australian Institute of Architects (W.A. Chapter). There are five committees supporting the Council.

Properties
The Old Farm Strawberry Hill, built in 1836 by Sir Richard Spencer at Albany, was vested in the Trust in 1963 after years of neglect. It is now restored, furnished and open to the public. From March 1966 to May 1967, 14,102 people paid to see it. In 1967 the state also intended to vest Woodbridge, an old house at East Guildford on the banks of the Swan, in the Western Australian Trust.

Influence
Conscious preservation of buildings in Western Australia in recent years, for which the W.A. Trust claims some credit as having influenced the bodies responsible, has been carried out in the following cases:

The Arch (only) of the Pensioners Barracks, Perth (by the State Govt.)
The Old Court House (converted to headquarters of the Law Society).
Old Asylum Fremantle (joint State Govt. and City of Fremantle venture, to become a marine museum).
The Fremantle Round House (Fremantle Port Authority).
Old Mill at South Perth (Brisbane Wunderlich Company).
Old Pump House at Mundaring Weir
Old Gaol at Toodyay
Government building at Coolgardie and promotion of the town generally in connection with the opening of the standard gauge railway from the eastern states.

Tourist Development Authority.
The Trust is pushing the ghost town of Cossack, with a similar end in mind.

As in New South Wales, historical societies are very active in Western Australia, and often establish local museums in buildings of note, for example in an old homestead on the Greenough, the Old Barracks at Kojonup, Patrick Taylor Cottage at Albany, the Mechanic's Institute at Guildford, and Prospect Villa at Busselton.

Finance
Apart from annual subscriptions by members, since 1965 the state government has given a yearly grant of $4,500 to cover administrative costs.

Publications
A bi-monthly Newsletter has been issued since 1963.

TASMANIA

Administrative Structure
In Tasmania, the Trust is divided into three main divisions, Northern, North-Western, and Southern, each having a regional committee of twenty with an Executive Committee as well. The Tasmanian Council of 60 includes all the members of each of the three regional committees. It also has an Executive Committee.

Properties
1. Franklin House, Launceston, 1839, built by Britton Jones, later W.K. Hanke's school. Bought by the Trust with help from the Government.
2. Clarendon, 1830's, built by James Cox. Gift. $60,000 donated by Government for restoration.
3. The Grange, Campbell Town, 1848, designed by James Blackburn for Dr. William Valentine. Bequeathed. Leased to Adult Education Board.

Finance
Money has been provided by the Tasmanian Government to help finance specific Trust projects. There is no direct yearly grant, but, under their Corporation Acts, the City Council of Hobart is to set aside $10,000 a year for three years, and Launceston $5,000 for three years, and these grants are to be matched by the government with the aim of preventing unnecessary demolition.
Publications
A quarterly Newsletter is issued, and an illustrated map of the old main road from Hobart to Launceston has been printed. Following an Historic Buildings Competition run by the Trust and the Mercury newspaper in 1965, the photographs gleaned were published, with a text by Brian Lewis, Roy Smith, and Robin Boyd, as a book called *Priceless Heritage* in 1964, Platypus Press.

Listing
An A list of numerous buildings has been drawn up and circulated.

Queensland

Administrative Structure
It has a governing council of 20, ten of whom are elected, with ten representatives of other interested bodies.

Properties
Wolston House, Wacol, built in 1852 by Dr. Stephen Simpson, was given by the government to the Trust as an alternative to demolition. It is in the process of piece-meal restoration.
Seven acres of bushland reserve at Brookfield and land at Childers have been bequeathed to the Trust.

Finance
At August 1967 there had been no government grant, and its meagre funds were all from subscriptions and appeals. A small office room is provided by the government.

Publications
By 1967 no regular Newsletter or publication had yet emerged.
An Annual Report is circulated.

Listing
A preliminary list of buildings and sites that the Trust considers should be preserved has been drawn up. This is a small list, and includes:

- The Old Windmill (Observatory) on Wickham Terrace, Brisbane.
- Old Government Stores, 1824-29.
- Old St. Stephen's, Elizabeth Street, Brisbane (designed by Pugin) threatened.
- Newstead House, 1846, Brisbane, museum and headquarters of the Royal Historical Society of Queensland.
- Ormiston House.
- J. & G. Harris Store, 1854, now demolished.
- Burley Griffin Incinerator at Ipswich.
- Port Douglas Court House.
ENGLISH AND EUROPEAN PROVISIONS FOR PRESERVATION

ENGLAND - Provisions embodied in Town Planning Legislation

The English Town Planning Act of 1925 introduced in its First Schedule of "Matters to be dealt with by General Provisions prescribed by the Minister" the matter of the preservation of objects of historical interest or natural beauty being considered one of the objects which a town planning scheme might secure.

The Town and Country Planning Act of 1952 went a step further and introduced the power to make preservation orders forbidding demolition of buildings of special architectural or historic interest without the consent of the local authority. The pattern of excluding, from the scope of these provisions, buildings belonging to the Crown or to ecclesiastical authorities, or within the care or control of the Commissioner for Works, was instituted at this time.

The 1952 legislation was entirely restrictive in character. It could forbid demolition, but did not empower the local authority to acquire the building.

English legislation developed further in the 1944 Town and Country Planning Act, to be re-enacted with only small modifications in the 1947 Act and also in the Act of 1962 where it was associated with the preservation of trees and woodlands. In the process, the Ministry responsible, the Town and Country Planning Ministry, was renamed the Ministry of Housing and Local Government. The power of control was extended to alterations which might seriously affect the character of a building and local authorities were enabled to acquire buildings. The 1944 Act also prescribed an important innovation in procedure, the listing of buildings of special architectural or historic interest, this the Minister was authorised, and by the 1947 Act, required, to carry out.

Listing of buildings has two main purposes. Firstly, two months' notice has to be given to the local planning authority and the Minister before any work can be carried out demolishing or materially altering it. Secondly, listing is intended to guide
local planning authorities in their selection of buildings for preservation in any redevelopment plan. As well, the compilation of lists by similar methods and with similar standards throughout the country is serving to produce a census of architecture in Great Britain.

Preparation of Lists

The Ministry employs a body of investigators, each of whom undertakes a survey of a particular area, and draws up a preliminary list, adding a brief description of each building and marking its position on a map. When a survey of an area is complete, a provisional list of buildings in all three classes is prepared and sent out to local authorities and interested public bodies and societies. The learned societies often provide useful information. Their comments are considered, the statutory list is compiled for the 1,470 local authority areas in England and Wales plus a supplementary list. The Minister serves notices on the owners and occupiers, who are also notified in the same way if the buildings are removed from the list.

This listing by the Ministry, apart from about 200 provisional lists, is now almost complete, though some additional listing, particularly of Victorian and Edwardian buildings is taking place. An overwhelming proportion of the buildings listed are of architectural, rather than historic, interest. Almost all surviving buildings from earlier than 1700 and the most significant dating from 1700 to 1830 have been listed. The recent development of interest in Victorian buildings has caused the scope of listing to be extended to a limited number of Gothic and early Gothic buildings. In general, this does not extend further than 1914, but sometimes a later building is included provided its architect is not still living.

Building Preservation Orders

At the end of the two months' period defined by listing, the owner is free to pull the building down unless a Building Preservation Order has been made upon it. These can be made by the local council, confirmed by the Ministry or sometimes by the Minister himself. No compensation is payable under an order, but if an owner can successfully claim that an order deprives him of reasonable beneficial use of the building, he can compel the local authority concerned to buy it from him. By 1965, 532 Building Preservation Orders had been made on 2,012 buildings. Local authorities can also acquire by agreement buildings of special local significance.

1. As at 1951.
A *Demolition Order*, as made by the local housing authority under the Housing Act 1936, made it necessary for the authority under a legal obligation, to have the building demolished as soon as it was unoccupied. A provision was put into the 1949 Housing Act requiring demolition orders to be converted to closing orders in the case of buildings included in statutory lists.

Local planning authorities also have powers to acquire historic buildings by agreement, or compulsorily when a building subject to a preservation order is not being properly maintained by the owner. This power was extended by the *Local Authorities (Historic Buildings) Act* of 1962, to the making of grants or loans to buildings by the local planning body. The Ministry of Housing and Local Government's Statutory List is used as a basic list, but if the building is not contained in this list the building can still qualify, provided the consent of the Minister is obtained. Churches can be included.

An Act designed to complement the powers set down in the Town and Country Planning Act, was passed in 1953, the *Historic Buildings and Ancient Monuments Act*. This empowered the Minister of Works to make grants towards the maintenance of buildings and to the upkeep of any adjoining land, or to acquire them or to assist local authorities to do so. The grants are made on the condition that the owner allows limited public access to his building. This grant is mostly, but not necessarily, applied to private dwellings. To advise the Minister in his allocation of moneys, Historic Buildings Councils for England, Wales and Scotland were set up. The average annual grants total is approximately £450,000. This Act brings the actions by the Ministry of Works into complementary association with the provisions made under the Town and Country Planning Acts. The Ministry of Works has however, been associated with preservation since 1882 when the *Ancient Monuments Protection Act* was passed, and in 1963-4 spent £1,065,000 on the repair and maintenance of its own properties.

**ENGLAND** - Bodies other than the Ministry of Housing and Local Government, and the Ministry of Works, concerned with the preservation of historic buildings

In addition to well-defined action undertaken by public bodies in Great Britain, there are numerous private bodies which have concerned themselves with preservation there. Their activities have been as important as the governmental action, and their influence has been considerable. The most important of these is the National Trust for Places of Historic Interest or Natural Beauty, founded in 1894, and now the largest landowner in the country. A list of the main bodies is given below with brief summaries about their activities.
Government

1. **Royal Commissions or Historical or Ancient Monuments in England, Wales and Scotland**
   
   Function to record the monuments to 1714, now to 1855. Published detailed information on early buildings, but their work is slow.

2. **National Buildings Record**

Non-Government

1. **National Trust for places of Historic Interest or Natural Beauty**
   
   Founded 1894. Now the largest landowner in Great Britain. It has acquired, mainly by gift or testamentary bequest, a large number of historic houses which are open to public inspection on selected occasions. By arrangement some of these are still occupied by the families of the donors. Others are partly or wholly let. The Treasury can also accept either land or an historic house towards the payment of death duties, and these are then handed to the National Trust for administration.

2. **County Archaeological Societies** own and administer remains of castles and abbeys.

3. **Society for the Preservation of Ancient Buildings**
   
   Founded by William Morris in 1877. Its original purpose was more to protect buildings from unwise, uninformed or excessive restoration than to prevent demolition. It has revived to become an active propagandist and a source of useful advice on both methods of preservation and adaptation to other uses.

4. **The Georgian Group**
   
   Founded as an offshoot of the above Society in 1937, a great champion of seventeenth and eighteenth century buildings.

5. **Victorian Society**
   
   Has made substantial inroads into public prejudices against Victorian and Edwardian buildings.

6. **Ancient Monuments Society**
   
   Regularly publishes its *Transactions* containing a collection of articles on different aspects of ancient monuments and preservation.

7. **Council of British Archaeology**
   
   Acts as co-ordinator of all local archaeological societies.
8. **Civic Trust**

Founded in 1957. Principal objects are to encourage high quality in architecture and planning and to "eliminate ugliness". Acts as a co-ordinator of the local preservation societies.

9. In Great Britain there are now over 500 local preservation or civic societies.

**EUROPEAN PROVISIONS**

**FRANCE**

France was the first country in Europe to provide measures designed for the protection of her historic buildings. The first list was drawn up in 1840, and the whole movement was associated with a renewed interest in architectural history, as it was in England. Under the supervision of Prosper Merimee, Violet le-Duc was responsible for the nineteenth century programme of restoration of the great French Gothic Cathedrals.

France's principal preservation law was passed in 1913. Action is more direct and determined on the whole than in England, and in France churches are included in the preservation schemes. The law provides for two categories: "Classified Monuments" and buildings "Listed on the Inventory". There were in 1966 about 11,000 classified buildings including 5,000 ecclesiastical buildings and 80 cathedrals. The principle of the scheme is the control of demolition and alteration by granting money for supervised restoration.

Reserve powers of public acquisition are used if necessary. Owners of classified buildings usually receive up to 50% of the cost of repairs from Minister's grants. In 1965 nearly £6 mn. sterling was spent by the French government on the preservation and restoration of historic buildings. Control over the field of visibility up to 500 yards around the classified building is also exercised.

The second list, or inventory, includes 15,000 items and is similar in intention to the English system of scheduling. For these, four months' notice has to be given to the Minister of any proposals for the buildings or site. This allows discussion, but demolition cannot be prevented unless the Minister transfers the building to the classified list.

**Other European Countries**

In Belgium, Holland, Denmark, Norway, Sweden, Austria and most of the countries of Western Europe, the central governments have
imposed certain limitations on private ownership for the sake of preservation. In Germany and Switzerland, action is on local basis of the lander and the canton. In Italy, because the number of historic buildings is so vast, Italian legislation is more concerned with buildings of such importance that they need to come under State ownership. Once a building is declared, its preservation becomes the responsibility of the State, which can acquire the building, or can be compelled by the owner to acquire the building.

Outstanding in Eastern Europe, preservation and restoration action in Poland was on a vast scale following the devastation of World War II when almost all the famous historic buildings were badly damaged or destroyed. The Poles chose to recreate the old image of many of their towns and cities, and restoration and reconstruction, carried out under the supervision of a Directorate General of Museums and of the Protection of Monuments, has been considered remarkably comprehensive and successful. The Directorate has concerned itself not only with individual buildings but with their setting of parkland, trees and garden ornaments. Based on records such as the topographical paintings of Bellotto, scrupulous rebuilding of market squares and whole areas in Warsaw, Wroclaw and Poznan was carried out. A purist philosophy was adopted, and the buildings were re-created to a specific date, without later accretions. This sort of action is possible only where the central government has complete control over every aspect of the restoration and is prepared to take the initiative, draw up the master scheme, and finance the bulk of the work.

UNESCO

As part of its programme of educational and cultural advancement UNESCO began a long-term policy of support for preservation, by propaganda, through publications, conventions, campaigns and direct contribution, as at Abu Simbel in Egypt. From 1954, concern was directed particularly to groups of monuments as distinct from isolated historical monuments. The character of landscape and sites received special attention. A world-wide campaign was conducted in 1984 with the object of stimulating official and unofficial interest, of encouraging studies and research, and of promoting knowledge of problems concerning the protection and appreciation of monuments.
REPORT TO THE HISTORIC BUILDINGS COMMITTEE OF THE NATIONAL TRUST OF AUSTRALIA (NEW SOUTH WALES) BY THE SUB-COMMITTEE SET UP TO CONSIDER THE QUESTION OF NOTABLE TOWNS AND PLACES

In its discussion this Committee followed the recommendation of the Council by "taking as a starting point the situation which arises when a number of buildings cannot be considered as a group under the existing categories, but collectively make up a piece of townscape worthy of preservation, such as the buildings at the top of Bridge Street".

In the discussion about the suitability or otherwise of possible terminology to describe the towns and groups of buildings which would be included in such a category, various headings were considered - Notable Towns, Notable Townships, Areas, Places, Streets, Sites, and Urban Groups. The Sub-Committee reached the conclusion that it would be unsuitable to group "Notable Towns" with building groups in smaller areas, if a clear concept of what the category contained was to be achieved. It therefore suggests that two terms be adopted:-

1. Notable Towns, and
2. Notable Townscape,

to cover the categories envisaged. These terms are related, but distinct. The former allow a town to be considered as an entity, with its nucleus of civic buildings, both official (e.g. Court House, Post Office, Churches, etc.) and private (e.g. Pubs, Stores, Offices). The latter allows the consideration of groups of buildings which do not have a distinct nucleated form.

To arrive at an appropriate definition of a Notable Town and a Notable Townscape, the criteria set out for consideration in the Classification of Buildings Form was taken and revised.

The criteria evolved in this way are set out below:-

Matters to be considered when arriving at a recommendation for a Notable Town, or a Notable Townscape, wherein a nucleus, or group, of buildings become more important considered together in their immediate environment and in relation to each other, than they are if considered separately in themselves:
HISTORY
1. Association with event or person or more than local interest.
2. Significant morphology (pattern of growth and change).

ARCHITECTURE
1. Unity of style, or
2. Historic progression of styles,
3. Predominance of any one material and/or type of construction.

SITE
1. Relationship with topography.
2. Atmosphere, or "genius loci".
3. Key buildings should be identified.

It is envisaged that a second form be also filled in, as in the case of single buildings recommended for classification, to allow listing of information known and references available. While it is recognised that the aim would be to have finally as complete a historical dossier as possible about the town, in many cases it would be impossible to achieve this initially. However, any information that is available should be recorded on this second form, plus information of a more practical kind, such as exact location, mileage from Sydney, and modern accommodation available nearby.

Addendum: Places suggested for consideration:
Berrima, Hill End, Sofala, Carcoar, Silverton, Cobbitty Group, Town Hall Group, Bridge Street Group, Gulgong, Braidwood, Hartley, Murrurundi, Morpeth, Paterson, Hunters Hill, Rockley, Wollombi, Bodalla.

NOTABLE TOWNS SUB-COMMITTEE
Helen Baker (Convenor),
Colman Wall, Rodney Connors,
Jeffrey Burns, John Morris.

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ARTICLES FOUND TO BE OF SPECIAL VALUE

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A. NINETEENTH CENTURY WORKS

B. BOOKS PUBLISHED AFTER 1900

C. THE ENGLISH AND FRENCH BACKGROUND
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