BOVIS LEND LEASE

STATEMENT OF HERITAGE IMPACT

PHILLIP LANE

CITY OF SYDNEY

Anne Bickford MAACAI
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November 2002
1.0 INTRODUCTION

1.1 This Statement of Heritage Impact is the document required by the NSW Heritage Office to accompany an Excavation Permit Application under Section 60 of the NSW Heritage Act 1977. An Application under Section 60 is for approval to do a thing listed in section 57(1) to an item or land listed on the State Heritage Register...¹

Dot point 2 at the head of the form states that the form should have attached to it 1 copy of a heritage impact statement and any other supporting documentation.

The supporting documentation provided is the Archaeological Assessment Report for the northern part of Phillip Lane, for Bovis Lend Lease, by Anne Bickford, November 2002. There will be some unavoidable duplication in these two reports as the Archaeological Assessment deals with all of the historic remains in the northern part of Phillip Lane, whereas this Statement of Heritage Impact deals with only those parts which have been included on the State Heritage Register. They are on the Register as they are part of the curtilage of the Chief Secretary’s Building, a place of exceptional significance which is on the State Heritage Register (See Figures 2 and 5). This Building backs onto the northern part of Phillip Lane.

1.2 This Report follows the format of the Statements of Heritage Impact guideline produced by the NSW Heritage Office in 1996. This guideline sets out a model Statement of Heritage Impact and the headings in this Report follow that model.

2.0 STATEMENT OF HERITAGE IMPACT FOR

That part of the northern end of Phillip Lane in the City of Sydney which is within the curtilage of the State Heritage Register listing of the Chief Secretary’s Building. Phillip Lane is situated between Phillip Street and Macquarie Street. It forms a ‘T’ intersection at its northern end, one arm, to Phillip Street, and the other, to Macquarie Street (See Figure 1 Location Map).

3.0 DATE OF STATEMENT

November 2002

¹ P.1 of the Application.

Anne Bickford Heritage Consultants 135 Catherine St Leichhardt NSW 2040 Ph02/95699672 Fx02/95500261
4.0 REFERENCE
City of Sydney Heritage Study: Phillip Lane Inventory Number: 9043.
NSW Heritage Office State Heritage Inventory Item Name: Phillip Lane
NSW Heritage Office State Heritage Inventory Database Number: 2451192
NSW Heritage Office SHI Address: Phillip Lane, Phillip to Macquarie Streets.
NSW Heritage Office State Heritage Register: Part of the site is on the NSW State Heritage Register, as it is adjacent to the gates, wall, and building at the rear of the Chief Secretary's Building. This is within the curtilage of the Building when gazetted for a Permanent Conservation Order. Such places with a PCO have now been transferred to the State Heritage Register.

5.0 ADDRESS AND PROPERTY DESCRIPTION
That part of Phillip Lane which is in the curtilage of the rear of the Chief Secretary's Building for its entry on the State Heritage Register.

6.0 THIS STATEMENT WAS PREPARED BY
Anne Bickford of Anne Bickford Heritage Consultants, 135 Catherine Street Leichhardt NSW 2040. Phone: 02/95699672. Fax: 02/95500261.

7.0 FOR
Bovis Lend Lease Pty Ltd. Level 7 Tower Building Australia Square, Sydney 2000.
The Liaison Officer is Barry Steele, Bovis Lend Lease.

8.0 THE HERITAGE SIGNIFICANCE OF THE SITE
The stone remains of that part of Phillip Lane located between Phillip Street and Macquarie Street are listed in the NSW Heritage Office's State Heritage Inventory as being of historic significance at State level, and also as rare at State level. Some are on the State Heritage Register as part of the rear of the Chief Secretary's Building.
9.0 THIS STATEMENT FORMS PART OF THE STATEMENT OF ENVIRONMENTAL EFFECTS FOR

work to be done by Bovis Lend Lease for the City of Sydney, owner of the Lane, and the Department of Public Works and Services, which owns the Chief Secretary’s Building. The Building is on the NSW Heritage Council’s *State Heritage Register*, and the curtilage of the registration of the site impinges on to Phillip Lane, which runs directly behind the backyard of the building. The curtilage includes the bluestone cobblestone driveway, the remnant of bluestone paving outside the rear gates of the Chief Secretary’s Building, and the sandstone gutter adjacent to the cobbles. It also includes the land up to 2 metres from the rear wall of the yard and side of the building backing on to Phillip Lane.

Bovis Lend Lease is to upgrade Phillip Lane for the City of Sydney Council. At the northern end there are some stone remains of the original kerbs, gutters, and paving.

Barry Steele of Bovis Lend Lease has provided a description of the full proposal and explanation of the work. This is presented in full in the *Archaeological Assessment*. Here, only those sections of the lane next to the Chief Secretary’s Building on the State Heritage Register are listed.

9.1 Original Proposal

- Generally existing kerbs to be removed and replaced with new granite kerbs
- Footpath areas to be renewed with new base slab under brick pavers or bitumen. Existing cobbles at Chief Secretary’s drive to be carefully removed and reinstated over new base slab
- Chief Secretary’s moat grates to be removed and reinstated to adjusted levels to match road and footpath

9.2 Heritage Components of the Original Scope

The original scope recognised the following (included above):

- Chief Secretary’s drive cobbles - to be removed and reinstated
- Chief Secretary’s moat grates - to be removed and reinstated
- Macquarie/Phillip trachyte kerbs - remove/reinstall or provide new as required.

The original scope did not consider the following known/visible items

- Existing kerbs generally (sandstone kerb/layback, trachyte kerb inlet lintels, bluestone kerbs)
9.3 Heritage Discovery

Works to Phillip Lane east and subsequent investigations have revealed the following additional heritage items:

- Bluestone flagging approximately 1m east of the previously identified bluestone cobbles at the Chief Secretary's drive.

The discovery and subsequent investigations have raised the focus and understanding of the heritage significance of the area. As such the entire area/work has been reassessed, including those works that had previously been (apparently) acceptable.

9.4 Revised Scope

The proposed revised scope is shown in preliminary form on Jeff Moulsdale & Associates drawings. There remains some detailing work to complete the revised proposal.

Key components of the revised scope are:

- Sandstone layback at Chief Secretary's drive is to be retained in situ.

  Trachyte kerb inlet lintels at 3-way intersection are to be removed and reinstated on new footing to new level

- Phillip Lane west entrance at Phillip St to be reduced in width to reduce potential for damage to heritage Industrial Relations Commission and discourage illegal traffic movement

- Trachyte kerbstones at Phillip St and Macquarie St to be removed and reinstated to new alignment at raised crossings

- Footpath areas generally to be renewed with new base slab under brick pavers or bitumen. Existing cobbles at Chief Secretary's drive to remain in situ (i.e. no new base slab or relevelling) except for approximately 20 cobbles to be cut/removed or adjusted to suit the drive layback bridging detail. Existing bluestone flagging will be carefully removed, cleaned and reinstated over new base slab.

- Chief Secretary's moat grates to remain in situ. Existing road will be "profiled" down as required (up to 50mm) to ensure correct levels.

9.5 Heritage Impacts and Reasoning

The revised scope has some impact on the heritage items. Specific issues are explained as follows:
9.5.1 Bluestone, Trachyte and Sandstone Kerbs/Gutters

a) Phillip Lane east (north side) - section approximately 3m long already removed and disposed. Cannot be replaced. (Described as TRENCH on archaeological drawing).

b) Chief Secretary's drive layback - concrete flush kerb to be installed both sides of gutter to support grate. Bond breaker can be installed between kerbs and gutter. Some minor disturbance of gutter is expected in detailing. Attempt to clean off existing bitumen may affect gutter.

c) Adjacent to Chief Secretary's layback - stones will be retained/reused, however in order to accommodate ramping at the edges of the raised road and required footpath levels it is expected that adjustment will be required. It is further noted that a footpath base slab will be installed directly behind these kerbs. Disturbance may include removal and reinstatement on a footing, or possibly removal and re-bedding on roadbase. Some stone will need to be cut to create an inset for the drain grate to sit in.

d) Raised Crossings - where kerb alignment changes stones must be removed and reinstated on new footing to new alignment. Kerbstones are not required for the width of the top of the crossing. Existing stones in this area will be removed/relocated to assist with alignment changes. Any spare will be provided to Council. This is necessary as the alignment changes require extension of some kerbs.

e) Generally - significantly damaged stone will not be reused.

9.5.2 Bluestone Cobbles

The zone 400mm from the back of the sandstone layback will be disturbed. This will require cutting out the first 100mm, to create the flush kerb for the drain grate, and raising the level of the next 300mm to match the grate level. The cut out stones can be relaid nearby if necessary, however they will be small irregular pieces (See Figure 3).

9.5.3 Bluestone Flagging

The small section of flagging will be removed and reinstated over a new footpath base slab. This area sits between two areas of new footpath and is not feasible to keep in situ. The flagging is mostly covered in bitumen. It will be cleaned if possible, but more likely turned over when reinstated.

9.5.4 Moat Grates Including Stone Surround

These will be essentially untouched. Footpath around will be demolished and reinstated. This is to be done carefully. Concrete will be chipped off stone if possible.
10.0 THE FOLLOWING ASPECTS OF THE PROPOSAL RESPECT OR ENHANCE THE HERITAGE SIGNIFICANCE OF THE ITEM OR CONSERVATION AREA FOR THE FOLLOWING REASONS:

10.1 Bluestone cobbles, paving, sandstone gutter, and trachite lintel in the area of rear gates of Chief Secretary's Building

All are to be retained in situ as much as is possible. Some of the cobbles will have to be cut into to make the support for the metal drain grate. This is to protect the sandstone gutter from the weight of the cars and trucks entering and exiting the Chief Secretary's Yard.

10.2 The trachyte kerbs

Those in Phillip and Macquarie Streets will be removed and reinstated to the new alignment of the footpaths.

10.3 The archaeological plans annotated by Barry Steele

These show the new work which will be done to the existing stone remains to allow the Phillip Lane upgrade, while preserving as much as possible of the heritage elements (See Figure 4).

11.0 THE FOLLOWING ASPECTS OF THE PROPOSAL COULD DETRIMENTALLY IMPACT ON HERITAGE SIGNIFICANCE. THE REASONS ARE EXPLAINED AS WELL AS THE MEASURES TO BE TAKEN TO MINIMISE IMPACTS:

The only proposal which could detrimentally impact on the heritage significance of the remains is the proposal in 9.5.3 above to turn over the bluestone flagging when reinstating it. Such flagging is rare and should be cleaned of its bitumen covering and replaced with its original side up. This shows the worn patina of age, like the other stone around it which is to remain in situ, such as the bluestone cobbles near to it and the sandstone gutter. If steps are taken to engage a stone conservator to clean the stones of bitumen and concrete, while retaining their original colour and patina, then there will be no thought of turning any of the pavers over.

12.0 THE FOLLOWING SYMPATHETIC SOLUTIONS HAVE BEEN CONSIDERED AND DISCOUNTED FOR THE FOLLOWING REASONS:

Sympathetic solutions have been considered and applied.

Since being made aware of the heritage significance of the site Bovis Lend Lease have made every effort to incorporate heritage solutions into their upgrading of the northern end of Phillip Lane.
Such early city infrastructure clustered in the one area is rare, as very little of it is known to have remained. Throughout the city most has been replaced by concrete.

13.0 ATTACHMENTS

Figure 1  Location Map
Figure 2  NSW Heritage Council Permanent Conservation Order No. 776 Chief Secretary’s Building. 3 pages.
Figure 3  Jeff Moulsdale & Associates. Phillip Lane Re-design. Section 1 – showing localized raised bluestone cobbles, sandstone gutter, and grated drain.
Figure 4  Archaeological Plans Annotated by Barry Steele of Bovis Lend Lease.
Figure 5  NSW Heritage Office State Heritage Register Listing for Chief Secretary’s Building. Taken from the Heritage Office’s Website.

14.0 REFERENCES


Figure 1 Location Map Phillip Lane
Figure 2 NSW Heritage Council Permanent Conservation Order No.776
Chief Secretary's Building.

Heritage Counsil of New South Wales

Heritage Council
Under the Heritage Act, 1977

Jane Doe

Heritage Consultant

Anne Bickford Heritage Consultants 135 Catherine St Leichhardt NSW 2040 Ph02/95699672 Fx02/95500261
HERITAGE ACT, 1977

EXEMPTIONS UNDER SECTION 57(2)

I, the Minister for Urban Affairs and Planning, in pursuance of Section 57(2) of the Heritage Act, 1977, do by this, my order, grant an exemption from Section 57(1) of the said Act in respect of the engaging in or carrying out of any activities described in Schedule C by the owner, mortgagee or lessee of the land described in Schedule B on the item of the environmental heritage described in Schedule A.

SCHEDULE ‘A’

The item of the environmental heritage known as The Chief Secretary’s Building, Macquarie, Bridge and Phillip Streets, Sydney.

SCHEDULE ‘B’

All those pieces or parcels of land as shown edged heavy black on the plan catalogued H.C. 1834 in the office of the Heritage Council of New South Wales.

SCHEDULE ‘C’

1. The maintenance of the components of the place, where “Maintenance” means the continuous protective care of the fabric, contents and setting of the place.

2. In respect only of those internal floor areas designated in the October 1994 Conservation Plan endorsed by the Heritage Council of New South Wales as being of “Lesser Significance” pages 68 to 73 inclusive:–

   • The installation of lightweight demountable partitions, suspended ceiling systems, floor coverings, in a manner that is reversible without damage to fabric of the item, and the repainting of the internal fabric of those areas.

   • The repair and upgrading of services and fittings where this does not involve alterations to or opening up of early fabric, or appear on the facade of the building.

3. Repair or reconstruction of roadways, footpaths, re-kerbing and guttering and associated drainage works and utility installations by authorised instrumentalities provided that such works are superficial and do not disturb potential archaeological resource sites.
HERITAGE ACT, 1977

PERMANENT CONSERVATION ORDER NUMBER 776

In pursuance of Section 44 of the Heritage Act, 1977, I, the Minister for Urban Affairs and Planning, do, by this my order:

(i) make a permanent conservation order in respect of the item of the environmental heritage specified or described in Schedule "A"; and

(ii) declare that this permanent conservation order shall apply to the curtilage or site of such item, being the land described in Schedule "B".

Craig Knowles
Minister for Urban Affairs and Planning

Sydney, 10th April 1997.

SCHEDULE "A"

The property known as The Chief Secretary's Building situated on the land described in Schedule "B".

SCHEDULE "B"

All those pieces or parcels of land bounded by Macquarie, Bridge and Phillip Streets, Sydney, as shown edged heavy black on the plan catalogued HC. 1834 in the office of the Heritage Council of New South Wales.
Figure 3  Phillip Lane Redesign Section 1  Showing localized raised bluestone cobbles

RAIZE BLUESTONE COBBLES LOCALLY TO TOP OF GRADED DRAIN.

HEELED PROOF GRADED DRAIN

ASPHALT RAMP IN AC10 MIN. LAYER THICKNESS MAX. LAYER THICKNESS

LAYERS MINIMUM 30mm THICK.

9:1 SAND CEMENT BENDING TO EXISTING SANDSTONE FLAGGING

BOUND BASE D820 WITH 5% CEMENT.

SECTION 1

SCALE 1:20

JEFF MOULSDALE & ASSOCIATES
CONSULTING CIVIL ENGINEERS & PROJECT MANAGERS
1438 RAGLAN STREET MOSMAN NSW 2088
PHONE: (02) 9960 2252
FAX: (02) 9960 3266

MINOR AMENDMENTS TO NOTES AND FOOTING 19.11.02

ISSUE FOR REVIEW 24.10.02

Project
PHILLIP LANE
RE-DESIGN TO SUIT EXISTING
COBBLESTONE PAVING
FLAGSTONE

Title
SECTION THRU

Drawn
MBK
Scale
1:20

JMA Job No
98004
Figure 4  Archaeological Plans, Annexed by Bovis Lend Lease Showing

Proposals

STATEMENT OF HERITAGE IMPACT FOR THE NORTHERN END OF PHILLIP LANE

November 2002

13
CONCRETE KERB & GUTTER

TRENCH

THE ASTOR

CHIEF SECRETARY'S BUILDING

METAL GRILL

METAL GRILL

METAL GRILL

CONCRETE KERB & GUTTER

PHILLIP LANE - New footpath around grilles

Road surface profiled then oversheeted with asphalt

Kerb & gutter of footpath all demolished. Metal grilles & stone surround remain in situ

BITUMEN

COAL TAR MACADAM COVER ON SS FLAGGING

TRENCH

STATEMENT OF HERITAGE IMPACT FOR THE NORTH END OF PHILLIP LANE

SYDNEY SANDSTONE

BLUESTONE (BASALT/DOLERITE)

BOWRAL TRACHITE

CONCRETE

PHILLIP LANE - SYDNEY

SCALE 1:50, OCT NOV, 2002

DRAWN BY FRANZ REIDEL FOR

ANNE BICKFORD HERITAGE CONSULTANT

1 METRE
Figure 5  NSW Heritage Office State Heritage Register Listing for Chief Secretary's Building

Chief Secretary's Building

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All Addresses

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Owner/s

Organisation Name: Treasury - items need transfer
Owner Category: State Government
Date Ownership Updated: 

Statement of Significance

The Chief Secretary's building is of national significance by reason of its historic, social, architectural, aesthetic and scientific values. It embodies, by its construction for and association with, pre-eminently important office and department of the Colonial, later Chief Secretary. This most enduring of political and administrative institutions achieved, through its expansion and growing politicisation, the most far reaching powers of any of the administrative departments of the Colonial bureaucracy. The decisions made in this department affected every level of society in the colony. After the institution of responsible government in 1856 the office of the Chief Secretary was almost continuously held until the twentieth century by the Premier of NSW further underlining its important role. Several outstanding figures in NSW political life held this office and through it, and the role of the Premier, were able to campaign for the most important political agendas of the time, including, but not exclusively, economic and land reform and Federation. The locations, size and lavish treatment graphically demonstrate the importance of the departments that were housed there, the social hierarchy of its occupants as well as the practical workings of the fully developed late nineteenth century bureaucracy. The interior finish demonstrates refinement of public taste. Its continual occupation as government offices through to the twentieth century make it possible to demonstrate, through changes made to the fabric, changing community practices such as greater opportunities for women in the workforce. The building is one of the most significant late nineteenth century architectural works in Sydney. It embodies two of the most significant projects of Barnet and Vernon and was ranked, by contemporary...
accounts, with pre-eminent public works of the time such as the GPO. It remains a dominant element in the Victorian streetscapes of this part of Sydney. Its placement in relation to Government House, Parliament House, the Treasury Building and other major departmental offices symbolises the relationship to the office to both political and public offices. (Jackson Teece Chesterman Willis 1994:65)

**Description**

- **Designer:** Barnet and Vernon
- **Builder:** Various
- **Construction Years:** 1873 - 1893
- **Physical Description:** In its existing configuration the Chief Secretary's Building consists of 2 major directly linked components. At Macquarie, Bridge and Phillip Streets - a four storey sandstone building, with a copper and slate roof mansard and a copper clad dome. At Phillip Street - a five storey sandstone building with copper roofed mansards. The original building was designed by Barnet in what is now called the Victorian Free Classical style; characteristics of this style are the massive basement wall with superimposed classical orders and circular arched openings, wide arcaded balconies and balustraded parapets behind which are the barely visible low pitched hipped roofs. When Vernon added to and extended this building he chose the somewhat different, though related, Victorian Second Empire style, the chief characteristics of which can be seen in the iron crested mansard roofs and the pavilion dome. Barnet adopted a scheme of decoration that involved variations from floor to floor and a further variation within each floor. The most ornate decoration was given to all corridors and entrances, principal room located at the four corners of the building on levels 2 and 3, large rooms at the centre of the bridge Street elevation on levels 2 and 3. Decreasing ornateness was given to the spaces along the Bridge Street elevation, between principal rooms on levels 2 and 3. Austere, simple decoration was given to the range of rooms facing south into the Phillip Lane courtyard. (Jackson Teece Chesterman Willis 1994:34 & 51)

**Physical Condition and/or Archaeological Potential:**

- Physical condition is good. Archaeological evidence of the most eastern extension of First Government House may be located under the street and footpath to the west of the Chief Secretary's building. (Jackson Teece Chesterman Willis 1994:33)
- **Date Condition Updated:** 30 Oct 97

**Modifications and Dates:**

- The original building comprises levels 1 to 4 was constructed between 1873 and 1881. In 1894-96 the mansard at level 5 and the dome were added. The Phillip Street additions were built in four major stages over the period 1890-1893. Stage 1 : 3 bay width, levels 1-6. Stage 2 : Infill over Phillip Lane, Levels 2-5. Stage 3 : 2 bay width, Levels 1-6. Stage 4 : Mansard increased in height, Level 6. Other alterations included: Before 1897 - Room added on level 2 & 3 of original building. 1914 - formation of Governor's Suite, Level 2 of original building. 1920 - Insertion of timber stair, level 1 to level 2, north-east corner of original building. 1942 - conversion of Bridge Street lift from hydraulic to electric operation. Between 1896 and 1970 - refer to conservation plan for detailed analysis. April 1967 - the Department of Public Works relocated from the Chief Secretary's Building to their new headquarters in the State Office Block. Major alterations to interiors occurred on all levels and safety aspects improved. After 1970 - the original latrine block a further in the middle of the courtyard was demolished and the pre-1897 additional rooms on levels 2 & 3 of the original building were demolished. The building was entirely re-roofed and the sandstone facaded cleaned. (Jackson Teece Chesterman Willis 1994:37-39)

**Current Use:** Offices

**Former Use:** Offices
In 1856 New South Wales was granted responsible government. This important step in self government brought with it a number of new portfolios requiring new office space as well as a greater need for the departmental head and his staff to be located in approximately the same space. At this time the several departments were located in a number of buildings some hired and some still housed in the domestic buildings constructed in the earliest days of the colony. During the later years of the nineteenth century, while some former responsibilities were removed from the authority of the Colonial Secretary, it remained a pre-eminently prestigious and important political position. The Premier and the Colonial Secretary were usually one or, in coalition governments where the Premier chose another portfolio, such as Lands, the post of Colonial Secretary usually was held by the head of the coalition party. It was against this high profile role of the Colonial Secretary as well as the expansion of that and several other departments and the escalating costs of rental properties such as those in Phillip and Young Streets and that the construction proposal and plans were formed for the new building for the Chief Secretary. The site of the building was highly symbolic of the elevation in status of the office. Further up Bridge Street, it formed a significant element of the most important political and administrative offices. In close proximity to Government House, the gates to that residence being across the road, it was in close to Parliament House and overlooked the Treasury Building. Its position halfway between Parliament and Government House, was both practical and illustrative of the respective relationships of those offices. By 1869 sufficient finance had been raised to construct a new and worthy building for the office of the Chief Secretary of the colony as well as providing offices for the Works Department. James Barnet, the Colonial Architect, designed an impressive multi-storied building to occupy the six lots in an 'L' shaped portion of the block fronting bridge Street in the period. The drawings were prepared in the period of July 1869 to mid 1870. For this work Barnet was paid nineteen pounds and ten shillings. The first tender for the work, excavation and masonry, was let in 1873 to the McCredie Brothers. However by mid 1874, only a little over three thousand pounds had been spent out of an estimated sixty thousand pounds expenditure. By mid 1875 over fifteen and a half thousand pounds had been spent on the new building. By this time tenders had been let for marble and timber floors. By mid 1876 the expenditure on the building had risen to 33,128 pounds and by mid 1877 to 52,424 pounds. By 1878 it was obvious that the building was going to considerably exceed the original estimates for its construction costs. By June of that year over seventy-six thousand pounds had been spent, sixteen thousand pounds above the original estimate. This figure did not encompass the thirty-five thousand pounds it was estimated would be required for the finishing trades. The last works on the buildings included the commissioning and erection of statues by Giovanni Fontana and the completion of the finishing trades. In 1880 it was reported that work on the Colonial Secretary's building was completed at a final cost of 81,558 pounds, nineteen shillings and one penny. It was noted, though, that the finishing trades were still ongoing at that time, having spent over 42,620 pounds upon them. These works were completed the following year. As early as 1882 alterations, their extent and nature unknown, were carried out in the building to a cost of 992 pounds. In 1883 at a cost of 11037 pounds and in 1884 for 760 pounds. From 1885 to 1886 repairs of apparently a minor nature were required. The modifications made to the
building in the first years of its existence suggest that the original plan was not comprehensive in addressing the needs of the various departments that were to occupy it. By the end of the 1880s space within the building was at a premium. Several of the occupants complained to the effect that, despite the construction of the building, they were in little better situation than had been the case prior to its existence. The Commissioner for Roads complained that he was inconvenience having so many officers so far away. The Engineer-in-Chief for the Harbours and River complained that he had insufficient office accommodation and the Acting Engineer-in-Chief for Railways complained that he lost time because his staff were so widely distributed in various offices. The only option was to extend the ten year old building. In November 1889 the Acting Engineer-in-Chief prepared a sketch of a proposed extension to the existing Chief Secretary's building. It encompassed a building of six storeys fronting Phillip Street to sixty feet with a depth of 102 feet and a lane at the back. The building was designed to house the Railway Commissioners and the clerical staff of the public Works Department on the ground and first floors. The principle consideration for the new building was economy. The Acting Engineer-in-Chief pointed out that the work was to be done quickly, the tenders let as soon as possible and the project to be kept under twenty thousand pounds. By February 1890 an estimate of just over 18,000 pounds had been prepared for the work. Tenders were called in March of the same year for the resumption of the terrace houses and yards that occupied the site of the proposed extension to the building. The tender for what became known as the first contract, the six storey building, was let in April 1890. By mid 1890 the expenditure on the new building amounted to 15,603 pounds while alterations and repairs in the existing structure came to over 877 pounds. In July 1890, while work continued on the first extension to the Chief Secretary's building, approval was given for the construction of an extension to this only partially constructed building. This extension was considered necessary largely because of the needs of the Public Works Department. The new building generally was designed to house that department and would free the Board room of the office which was then occupied by the Public Works Committee. The extensions comprised a new range that was to connect to the southern line of the new building having a frontage of forty-four feet to Phillip Street and an eastern extension to the lane of 32 x 20 feet. The cost of this new work was estimated to be 14,136 pounds and it involved the resumption and demolition of more terraces along Phillip Street. The tender for the second contract was let in September 1890. A further modification to the work was the decision to link the new (and extended) building to the existing building by means of a more substantial link than the originally designed iron footbridges. Eventually it would be a five storey addition. By mid 1891 the land required to be resumed for the new work had been bought at a cost of 25,725 pounds and expenditure on the additions under construction amounted to 14,669 pounds. As well, over a thousand pounds had been spent on alterations and repairs in the existing building. Despite this massive outlay consideration was given to yet a third extension to the south of the new wing or, more precisely, what measures could be taken to avoid this additional project. This was investigated by Vernon because even with the additional work the Public Works Department could not be accommodated in the building. To avoid a costly solution, Vernon proposed raising the height of the existing building to create virtually two new floors. Vernon was concerned that the vertical addition to the building would imbalance it in relation to the Bridge Street elevation. Vernon estimated the vertical addition for the concrete dome roof then in the contract. Fallick and
Murgatroyd were contracted to carry out the new stage of work. By mid 1892 45,097 pounds had been spent on the various works which were finally completed in 1893 for a total cost of 54,926 pounds two shillings and ninepence. Fire had always been a constant worry and therefore an extensive Mansard roof and central dome was added providing additional accommodation and adding to the architectural completeness of the building. For the few final years of the nineteenth century and for most of the following twentieth century work within the Chief Secretary's Building was confined to altering and adding as the need arose. There were no planned programs of extension or renovation. The interiors of the building began to reflect this ad hoc approach to office accommodation which in turn illustrate the changing roles of the various departments housed within the building. Minor alterations, particularly the provision of ladies lavatories, demonstrate a changing pattern with the workforce that serviced the departments. The period of the 1920s was the most active in terms of work carried out on the building. Plans were prepared for a private stair for the minister for Health in 1920, for a roof over the bridge connecting the old and new buildings in 1924, extensions to the ladies room on the ground floor in 1927 as well as several other minor conversions and alterations. After World War II improvements were made to the building to bring it in line with modern standards and requirements. The construction of the State Office Block in the 1960s and the subsequent relocation of the Public Works Departments there allowed the Chief Secretary's building to be renovated and re-used for several new purposes. Through the later 1960s and to 1971 the Chief Secretary's Building underwent major changes to accommodate new occupants principally the Divorce Courts, including accommodation for judges, the Opera House Trust, the Commissioner for Western Lands and the Valuer General's Department. By the 1980s the value of the building had come to be appreciated as a significant item of the city's environmental and historic landscape. To this end, as a bicentennial project, a million dollar project was set in motion to restore the stonework of the building. This work was completed in 1990 at a cost of approximately two million dollars. (Jackson Teece Chesterman Willis 1994:26)

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Historic Themes

Australian Theme
(abbrev)
7. Governing - Governing

New South Wales Theme
Government and Administration - Activities associated with the governance of local areas, regions, the State and the nation, and the administration of public programs - includes both principled and corrupt activities.

Local Theme

Assessment of Significance

SHR Criteria a) [Historical Significance]

The building embodies, by its construction for and association with, pre-eminently important office and department of the Colonial, later Chief Secretary. The position of Chief Secretary was one of the most enduring political and administrative institutions in the country. The earliest incumbent of the office, or the position that would evolve into that office, was appointed in 1788. Through its expansion and growing politicisation during the first half of the nineteenth century, it achieved the most far reaching powers of any of the administrative departments of the colonial bureaucracy. The decisions made in this department affected every level of society in this colony. The importance of the office is emphasised by the almost continuous responsibility for this portfolio taken by by successive Premiers of NSW after the institution of responsible government in 1856. This link between the chief political office and administrative department was not to be
broken until the middle years of the twentieth century. The office space afforded for ministerial occupation illustrates this link as does the Executive Council Chamber. Because of the dual political/administrative connections of this office it was associated with several outstanding and prominent figures in both the social and political life of NSW and, because of the significance of that state, Australia. Henry Parkes, Charles Cowper and John Robertson were some of the prominent incumbents of the office. Through the association of the office with these figures it has come to be associated with dominant political and social agendas of the nineteenth century. Federation, economic and land reforms may be counted amongst these. The position provided its occupant a prominent platform from which he could campaign for other issues although the office should not be misinterpreted as providing a focus for specific agendas. Each, including Federation, was achieved through the work of several key individuals and work, forums and conventions in several places throughout Australia. It was the workings of this office and its connections that made those agendas possible. This building is historically significant because it demonstrates through its location, size and lavish treatment the evolution in importance of this particular department and that of the Public Works Department. It replaced a two storey essentially domestic structure which had housed those two departments since 1813. The magnitude of the building, particularly in comparison to its predecessor, illustrates not only the growth of the department but also the prestige attached to it. The location of the building is historically significant. It forms a particularly important component in an area that, since its election for the site of First Government House, has been associated with the upper echelons of political and administrative life in the country. It has close physical proximity to (second) Government House, the NSW Parliamentary buildings and the principal offices of the main departments, Treasury, Lands and Education. The building is of historical importance because of its demonstration of the fully developed nineteenth century public service and the practical workings of that bureaucracy. The internal plan layout, individual spaces and degree of elaboration of finishes demonstrate the dual hierarchy of its users as well as the specific departmental organisation. It is a rare, though not unique, example of such offices on this scale. The additions made to the building in the 1890s for Public Works not only demonstrate the increasing needs and specialisation of that department after its reorganisation and the inadequacy of the original design to meet these needs, but the increasing expansion and prominence of the public service. The continuous association of the building with government uses and the changes made to the building during the twentieth century, even in minor ways, have the ability to demonstrate important new conditions in the wider community such as increased employment opportunities for women. (Jackson Teece Chesterman Willis 1994:62-63) The Chief Secretary's building is of aesthetic significance because its primary contribution to the surviving Victorian era streetscapes in Phillip Street, Macquarie Street and, in particular Bridge Street. It remains a dominant building in the pre-eminent administrative and political quarter of Sydney. The finishes and artworks purposely bought for the building, many from the Sydney International Exhibition and some commissioned in London, are of the highest quality and lavishness. They not only demonstrate the prestige of the department but are exemplars of late nineteenth century public taste and refinement. The Chief Secretary's building is of architectural significance because of the high quality of its architectural composition and execution, both externally and internally. It represents two works of great importance in the professional careers of two outstanding nineteenth century architects, Barnet as Colonial Architect,
considered it second only to his work at the GPO. The additions by Vernon represent one of the first and major works by the newly appointed Government Architect. That they were completed in a style and quality matching that of the original building (at least outwardly) in a time of severe economic recession is a further testament to the contemporary importance attached to this building. The Chief Secretary's Building remains one of the pre-eminent public buildings of the nineteenth century, comparing equally with the GPO and Sydney University. (Jackson Teece Chesterman Willis 1994:64)

The Chief Secretary's building has social significance because it was the workplace of departments including Public Works which, more than other, had overwhelming influence on all aspects of life at every level of society. The size and finish of the building and its various artworks demonstrate the importance and esteem afforded to the office necessary for the workings of government. The Executive Council Chamber derives significance from its lengthy association with the key decision-making apparatus of State government. (Jackson Teece Chesterman Willis 1994:63)

The building has scientific/technical significance by the use of corrugated aluminium roofing on the dome, one of the earliest uses of this cladding material in Australia. (Jackson Teece Chesterman Willis 1994:64)

It is a rare, though not unique, example of such offices on this scale.

Items are assessed against the State Heritage Register (SHR) Criteria to determine the level of significance. Click here to view the SHR criteria. Refer to the Listings below for the level of statutory protection.

<table>
<thead>
<tr>
<th>Listings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heritage Listing</td>
</tr>
<tr>
<td>Heritage Act - State Heritage Register</td>
</tr>
<tr>
<td>Heritage Act - Permanent Conservation Order - former Local Environmental Plan</td>
</tr>
<tr>
<td>Register of the National Estate</td>
</tr>
</tbody>
</table>

References

<table>
<thead>
<tr>
<th>Type</th>
<th>Author</th>
<th>Year</th>
<th>Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management Plan</td>
<td>Jackson Teece Chesterman Willis</td>
<td>1994</td>
<td>Conservation Plan Chief Secretary's Building Volumes 1 and 2</td>
</tr>
</tbody>
</table>

Procedures /Exemptions

<table>
<thead>
<tr>
<th>Section of Act</th>
<th>Description</th>
<th>Title</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>21(1)(b)</td>
<td>HC endorse conservation plan</td>
<td>Plan</td>
<td>Also refer to standard exemptions gazetted 23 October 1998. Order Under Section 57(2) to exempt the following activities from Section 57(1): 1. The maintenance of the components of the place, where &quot;Maintenance&quot; means the continuous protective care of the fabric, contents and setting of the place. 2. In respect only of those internal floor areas</td>
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<td>57(2)</td>
<td>Exemption to allow Heritage Act work</td>
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designated in the October 1994 Conservation Plan endorsed by the Heritage Council of New South Wales as being of "Lesser Significance" pages 68 to 73 inclusive: * The installation of lightweight demountable partitions, suspended ceiling systems, floor coverings, in a manner that is reversible without damage to fabric of the item, and the repainting of the internal fabric of those areas. * The repair and upgrading of services and fittings where this does not involve alterations to or opening up of early fabric, or appear on the facade of the building. 3. Repair or reconstruction of roadways, footpaths, re-kerbing and guttering and associated drainage works and utility installations by authorised instrumentalities provided that such works are superficial and do not disturb potential archaeological resource sites. 

Refer to Standard Exemptions for Works Requiring Heritage Council Approval document.

Oct 23 1998

Source of information for this entry
Name: NSW Heritage Office
Email: watters@heritage.nsw.gov.au
Web Page: www.heritage.nsw.gov.au

Administration
Database Number: 5045423

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