

FOR ACTION

COUNCIL

11/12/2017

TO: Project Officer Land Use (Joshua Coy)

Subject: Planning Proposal for land at 33-43 Marion Street, Parramatta NOTE: Please ignore the resolution below as it is not the resolution for this item - this item has been actined by separate email to Joshua Coy.

Target Date: 10/01/2018

Notes:


File Reference: <FOLDERNUMBER> D05697387

RESOLVED (Dwyer/Tyrrell)

- (a) **That** Council reaffirm its position from pre administration and that Marion Street precinct (east of High Street) should have a maximum incentive FSR of 6:1 FSR with no height control in line with draft City Centre Planning Proposal as adopted by the Parramatta City Council in April 2016. This is exclusive of incentives for design excellence and incentives for high performing buildings.
- (b) **That** the Department of Planning be advised that this is Council's current position for the CBD PP in terms of informing their Gateway Assessment.
- (c) **That** Council use the two independent heritage assessments provided by the applicant and not spend the \$20,000 to complete similar work.
- (d) **That** given the compromised heritage and inaccuracies in the mapping, that no heritage conservation zone be considered in the Marion Street precinct.
- (e) **Further, that** Council officers finalise the assessment of the site-specific planning proposal and send to the State Government for Gateway Assessment in line with the above, that is:
 - a. maximum 6:1 FSR, excluding incentives for Design Excellence and high performing buildings
 - b. no heritage conservation zone
 - c. heritage items within and adjacent to the proposed development site (i.e. 37 Marion Street within the site and 29 and 31 Marion Street outside the site) are delisted in accordance with the two heritage reports provided by the applicant noting inaccuracies in listing, compromised heritage fabric and overall context of the sites location near the train station and within the area of the CBD planning framework.

[Open Item in Minutes](#)

This action sheet has been automatically been produced by the Governance Unit using **InfoCouncil**, the agenda and minutes database.

Please Update & Finalise this action by using the InfoCouncil Outstanding Actions key in Microsoft Word. 

All Action Notes entered through the InfoCouncil Outstanding Actions Screen will automatically appear in TRIM.

LEADING

ITEM NUMBER	13.9
SUBJECT	Planning Proposal for land at 33-43 Marion Street, Parramatta
REFERENCE	RZ/9/2017 - D05697387
REPORT OF	Project Officer Land Use

PURPOSE:

This report provides an update of the current status of the planning assessment for a Planning Proposal for land at 33-43 Marion Street, Parramatta. This report provides Councillors with a recommendation from Council Officers that will enable the assessment of a number of heritage issues to be further investigated, which will inform the final assessment and future recommendation on the matter to Council.

RECOMMENDATION

- (a) **That** Council note the issues identified in the current assessment of the Planning Proposal for land at 33-43 Marion Street, Parramatta.
- (b) **Further, that** Council immediately endorse the engagement of an independent heritage consultant to undertake a detailed investigation and assessment of:
 - All heritage items identified in Marion Street between Anderson Street and Station Street West.
 - Supporting heritage documentation provided by the applicant, including the heritage fabric analysis of items directly impacted by the Planning Proposal, being 37 Marion Street, and the adjoining properties of 29 Marion Street and 31 Marion Street.
 - Based on these findings, whether a Heritage Conservation Area for Marion Street be considered by Council at a future date.

THE SITE

1. The subject site is located at 33-43 Marion Street, Parramatta (refer to **Figure 1**). The legal description of the sites is Lots 10-13 of DP 976, Lot 14 of DP 182289, Lot A of DP 349279 and Lot 1 of DP 747666. The total site area is 2,367.5m² and currently contains a modern 3-storey commercial building, a 2-storey commercial shop with shop-top housing, a 2-storey commercial building, and three single storey detached residential dwellings. One of the residential dwellings, 37 Marion Street, is identified in Schedule 5 of the Parramatta Local Environmental Plan 2011 as Local Heritage Item I731.



Figure 1 Location map

2. The site is located on the corner of Station Street West and Marion Street, with a third frontage to Station Lane to the south that allows for vehicle and service access to the rear of the properties.
3. The site currently has an FSR of 2:1, however under the *Draft Parramatta CBD Planning Proposal* (CBD PP) Council, on 11 April 2016 when the CBD PP was endorsed, resolved to apply an FSR of 6:1 to the subject site. The site is currently zoned B4 Mixed Use. The Council subsequently on 10 July 2017, when considering a further Heritage Report related to the CBD Planning Proposal resolved to supersede the 11 April 2016 resolution with a further resolution which retains the existing FSR (2:1) and Height (12m) in the CBD PP.
4. On 11 May 2017 a Planning Proposal for the subject site was received by Council. The Proposal seeks to amend the PLEP 2011 to increase the height of building control from 12m to 102m and the maximum floor space ratio (FSR) from 2:1 to 10:1. The existing B4 Mixed Use zoning is not proposed to change. If the LEP is amended, the Proposal states that a mixed use development containing approximately 1330m² of commercial floor area and approximately 240 residential dwellings could be delivered on the site. The proposal provides material seeking to justify the demolition of a Heritage Item located on the subject site.

BACKGROUND

5. On 11 April 2016, Council adopted the draft Planning Proposal for the Parramatta CBD (CBD PP), which generally sought to increase the FSR of most sites within the Parramatta CBD to between 6:1 and 10:1, and to remove height limits subject to a number of conditions. The Heritage Report by Urbis, which was prepared to support the CBD PP, and the Council Officer report to Council, recommended that Marion Street retain an FSR of 2:1 due to the heritage sensitivity of the buildings in Marion Street to the west of the Western

Railway Line, and its proximity to the Harris Park West Heritage Conservation Area to the east of the railway line.

6. Since that time, a number of site-specific Planning Proposals have been lodged with Council that have, to varying degrees, while demonstrating compliance with the draft development standards proposed in the CBD PP, have led to heritage interface issues with local heritage items and heritage conservation areas within, or in proximity to land affected by the CBD PP being raised by both the NSW Heritage Council and the Department of Planning and Environment.
7. The Heritage Council concerns related to the site specific planning proposal for 142-154 Macquarie Street, Parramatta and included: negative impacts on historical archaeological resources, overshadowing, visual and streetscape impacts, and impacts on Harrisford House and Hambledon Cottage.
8. The DPE concerns related to two site specific planning proposals for 14-20 Parkes Street, Harris Park and 122 Wigram Street, Harris Park and were outlined in the Gateway determinations for these sites stating inter alia that, "The assessment of this Gateway review has highlighted the need for more detailed investigation of appropriate transitional controls specific to individual heritage conservation areas, to support the Parramatta CBD Planning Proposal. Such an investigation could clarify the purpose of the controls, provide a suitable evidence based methodology and consider the potential cumulative impacts of development on the heritage values of affected conservation areas".
9. To better understand these potential heritage issues, Council engaged Hector Abrahams Architects (HAA) in February 2017 to prepare a heritage study that assessed at a precinct scale the impact of the proposed draft controls in the CBD PP on heritage items and heritage conservation areas within and adjacent to the Interface Areas. The aims of the heritage interface study were to:
 - To identify potential heritage impacts resulting from the Parramatta CBD Planning Proposal as related to the Interface Areas.
 - To make recommendations to ameliorate adverse impact on heritage through modifications to the draft planning controls for the interface areas to ensure new growth and developments occur in a manner that protects and manages the city's heritage assets and demonstrates consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979).
10. On 11 May 2017 a Planning Proposal for the subject site was received by Council. A key issue of consideration identified by Council Officers in the early stages of the preliminary assessment of the proposal was the quality of, and methodology used to assess the heritage value of the heritage item at 37 Marion Street, as well as the heritage listed items that adjoined the subject site to the western boundary. Specifically, there is contention as to whether the items should be listed. The heritage assessment provided by the proponent essentially holds the position that, quote, "37 Marion Street has been demonstratively altered and terribly conserved so that it is not of quality and does not merit being a Heritage Item".
11. On 10 July 2017 Council endorsed the *Parramatta CBD: Heritage Study of Interface Areas* report ("the Study") and the "Council Response to the Parramatta CBD Heritage Study of Interface Areas". These documents were

subsequently forwarded to the DPE as supporting documentation for the CBD PP. Refer to **Attachment 1**.

12. Of relevance to this Planning Proposal, the Council resolution of 10 July 2017 endorsed the following recommendations:
 - That the incentive floor space ratio control be removed from the land on Marion Street between Anderson Street and Station Street West, and the existing floor space ratio controls as per PLEP 2011 (of 2:1) be reapplied to the affected land;
 - Remove incentive height provisions to the southern side of Marion Street and re-apply a 12m maximum height limit for the entire depth of the lots fronting Marion Street; and
 - That a separate defined heritage study be undertaken to investigate the potential listing of Marion Street as a Heritage Conservation Area (HCA). This study would assess the heritage significance of all existing buildings within the proposed HCA, including contributory significance and overall character, and would be undertaken as a separate piece of work of Council.
13. The formal position of Council at this point in time is 2:1 FSR for the subject site, which was resolved by the Administrator in endorsing the Heritage Interface Area Study and Council Officer Response at the 10 July 2017 Council meeting.

HERITAGE ASSESSMENT OF PROPOSAL

14. In the assessment of the heritage aspects of the Planning Proposal, it was identified by Council Officers that a mapping error exists on the current Parramatta Local Environmental Plan 2011 – Heritage Map (Sheet_HER_010). As identified in **Figure 2** below, Marion Street (“111”) and a section of Cowper Street (“94”) are notated on the map as heritage items, but are not identified in Schedule 5 of the PLEP 2011. This mapping error was also identified by the proponent’s heritage consultant in an email to Council on 24 August 2017, and confirmed by Council Officers to the proponent on 31 August 2017 (refer to **Attachment 3**). At the present time, these two mapping anomalies are listed to be removed in a future housekeeping amendment to the LEP.



Figure 2 Extract of PLEP 2011 – Heritage Map (Sheet_HER_010)

15. In its lodgment of the Planning Proposal, the proponent also provided two heritage reports, being a Statement of Heritage Impact and a Heritage Fabric Analysis and Photographic Record. Both of these reports provide an assessment of 37 Marion Street (Local Item I731) – which is proposed to be delisted and demolished to accommodate future redevelopment on the subject site – and adjoining heritage items located on the western boundary of the subject site, being 29 Marion Street (Local Item I729) and 31 Marion Street (Local Item I730). The Fabric Analysis Report also provides a fabric analysis study on properties within the subject site that are not listed as heritage items, being 33 and 35 Marion Street. Refer to **Figure 3** below, with heritage items identified in blue boxes.

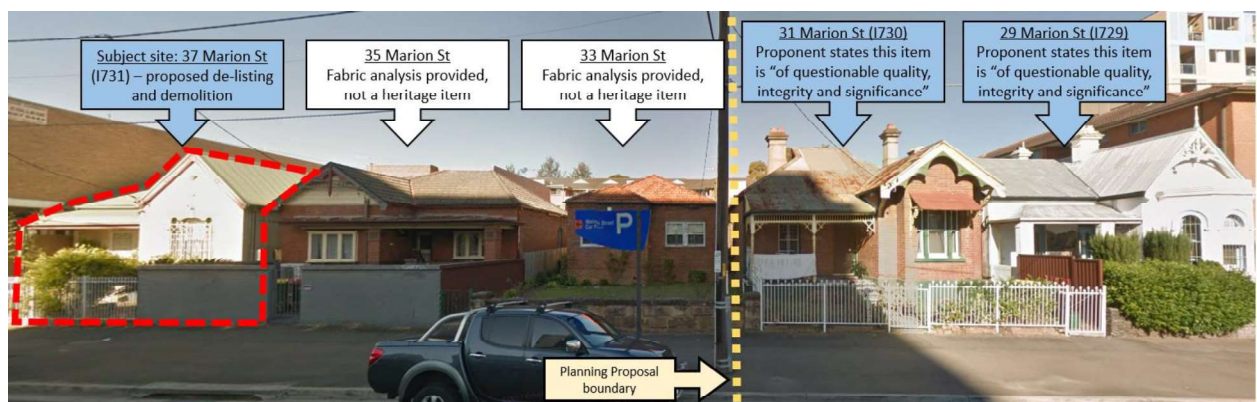


Figure 3 Street view of properties investigated in Heritage Fabric Analysis and Photographic Record (Source: Google Maps)

16. In short, the position of the proponent's heritage analysis is that "the listed items are disintegrated with items of questionable quality, integrity and significance amongst the tail of urban development and are in themselves of altered poor condition", and that "the predominant characteristic of the area is to have heritage items interspersed with high density new developments which surpass their scale and typology ... [and] the proposal will not have any significant adverse effect on the conservation and heritage significance of the area".
17. Council Officers have undertaken a preliminary review of the proponent's heritage reports. Council's assessment concluded that the findings relied upon by the proponent to recommend the delisting and demolition of heritage listed 37 Marion Street, the fabric analysis of adjoining heritage items, and the contention that the development would not result in a significant adverse impact on adjoining heritage items, are based on a methodology that should not be relied upon. Based on the photographic evidence provided by the proponent, Council Officers are of the strong view that the missing or damaged elements of building fabric can be restored or reconstructed and, on balance, continue to meet the applicable criteria for heritage listing.
18. Further, it is Council's position that one of the outcomes of allowing additional development to heritage items is that some of the profits generated through new development be invested in the restoration of the heritage item. This Planning Proposal is inconsistent with Council's approach to heritage management in that it would instead seek the de-listing, and demolition of the item rather than the retention and enhancement of the item to improve its value and significance.
19. A letter summarising this position was subsequently sent to the proponent on 11 October 2017, advising that following a preliminary assessment, and in the context of the Council resolution of 10 July 2017, Council Officers were not in a position to support the Proposal in its current form. It was requested that the proponent either withdraw the proposal, or provide a modified proposal that responded to the issues identified. A copy of this letter can be found at **Attachment 2**.
20. On 18 October Council received a response from the applicant, which disputed a number of points raised by Council Officers, particularly as they related to the heritage assessment. Refer to **Attachment 4**.

ISSUES/OPTIONS

21. Given that Council's current formal position is the site retain the existing 2:1 FSR, the assessment of the planning proposal has reached a point where for the matter to progress, a more detailed investigation of both the site specific, and precinct level heritage issues is required. Council has already resolved on 10 July 2017 to undertake the study of a proposed heritage conservation area along Marion Street. To that end, Council Officers have recommended to Council that an independent heritage consultant be engaged to investigate, assess, and provide recommendations on a number of issues that directly impact upon Council Officer's ability to finalise its assessment of the Planning Proposal for 33-43 Marion Street as a matter of urgency. These issues, which would form the basis of a future project brief, would likely include:

- Assessment of the current heritage listed items and their inventory sheets, to determine – in conjunction with a fabric analysis – whether these items are correctly listed.
 - Investigation of the relationship of the heritage items in Marion Street, to determine whether there are grounds for Marion Street to be recommended to a future Council meeting as a new heritage conservation area.
22. However, should Council wish to proceed with the Planning Proposal without undertaking the further study Council resolved to prepare on 10 July 2017 then the formal assessment should be finalized and forwarded to the Independent Hearing and Assessment Panel (IHAP). The recommendation of the IHAP would then be reported to Council to allow Council to determine whether the Planning Proposal should proceed and whether a Gateway Determination should be requested for this Planning Proposal. When considering whether to proceed with a Planning Proposal Council would normally consider all relevant matters including State Government Policies and Section 117 Directions issued by the Minister in an assessment report. This update report does not provide a complete assessment of this Planning Proposal and Council Officers recommend that Council not proceed with the Planning Proposal until the they have had the opportunity to consider a complete assessment of the Planning Proposal at a future Council Meeting.
23. Another issue that Council may wish to consider/clarify is the basis for the assessment. Based on the Council resolution of 10 July 2017 the formal position of Council in relation to the proposed controls for this under the CBD Planning Proposal is that the existing FSR (2:1) be retained as well as the existing height. Unless Council provides a further resolution in relation to this matter the Planning Proposal will be assessed against the resolved position of 10 July 2017.

FINANCIAL IMPLICATION FOR COUNCIL

24. It was envisaged that the funding for this study would be considered as part of the 2018-19 Budget preparation process. Should Council endorse the Council Officer recommendation, Officers will seek to fund the Study out of current budget allocations. The expected cost is to be in the order of \$20,000.


Joshua Coy
Project Officer, Land Use

Robert Cologna
Manager Land Use Planning

Sue Weatherley
Director Strategic Outcomes and Development

ATTACHMENTS:

1 <u>↓</u> Parramatta CBD Heritage Interface Study - Report to Council and attachments	216 Pages
2 <u>↓</u> Letter to Proponent - Preliminary Assessment	3 Pages
3 <u>↓</u> Proponent Letter to Councillors	27 Pages

[4](#)  Proponent Response to Council Officers Preliminary Assessment 14 Pages

REFERENCE MATERIAL

Council 10 July 2017

Item 11.15

LEADING

ITEM NUMBER	11.15
SUBJECT	Parramatta Central Business District Heritage Interface Study
REFERENCE	F2016/07744 - D05097988
REPORT OF	Team Leader – CBD Planning

PURPOSE:

The purpose of this report is to seek Council's endorsement of the Parramatta CBD Heritage Study of Interface Areas for forwarding to the Department of Planning and Environment as a supporting document for the Parramatta CBD Planning Proposal. Further, a resolution is also sought to adopt the Council officer's response to the study recommendations, which considers not only the findings of study, but also other strategic work which is underway for the Parramatta CBD.

Endorsement of the Parramatta CBD Heritage Study of Interface Areas and the Council officer response is sought at this Council meeting for the following reasons:

- (a) The issue of the Gateway Determination for the Parramatta CBD Planning Proposal by the NSW Department of Planning and Environment (DPE) will continue to be delayed if a resolution with respect to heritage matters is not made.
- (b) Work on the Draft Parramatta CBD Development Control Plan being prepared in association with the Parramatta CBD Planning Proposal will be delayed if a resolution is not made at this time as key directions in relation to the heritage interface areas are needed in order to progress this work so it can be exhibited alongside the Parramatta CBD Planning Proposal.
- (c) Resolution of this matter will also provide key strategic direction for a number of individual site specific planning proposals which fall within the heritage interface areas of the Parramatta CBD, which otherwise would be delayed.

RECOMMENDATION

- (a) **That** Council endorses the "Parramatta CBD Heritage Study of Interface Areas" provided at **Attachment 1** for the purposes of forwarding to the Department of Planning and Environment as a supporting document to the Parramatta CBD Planning Proposal.
- (b) **That** Council endorses the document, "Council Response to the Parramatta CBD Heritage Study of Interface Areas" provided at **Attachment 2** and that the Parramatta CBD Planning Proposal be updated accordingly prior to public exhibition.
- (c) **That** consultation on the "Parramatta CBD Heritage Study of Interface Areas" and the "Council Response to the Parramatta CBD Heritage Study of Interface Areas" occur as a part of the public exhibition of the Parramatta CBD Planning Proposal.
- (d) **That** the applicants of site specific planning proposals being assessed by Council which fall within the heritage interface areas of the Parramatta CBD be informed of the outcome of this report.

Council 10 July 2017

Item 11.15

- (e) **Further that** the Department of Planning and Environment be advised of this resolution to assist with its processing of the Gateway Determination of the Parramatta CBD Planning Proposal so as to facilitate public exhibition.

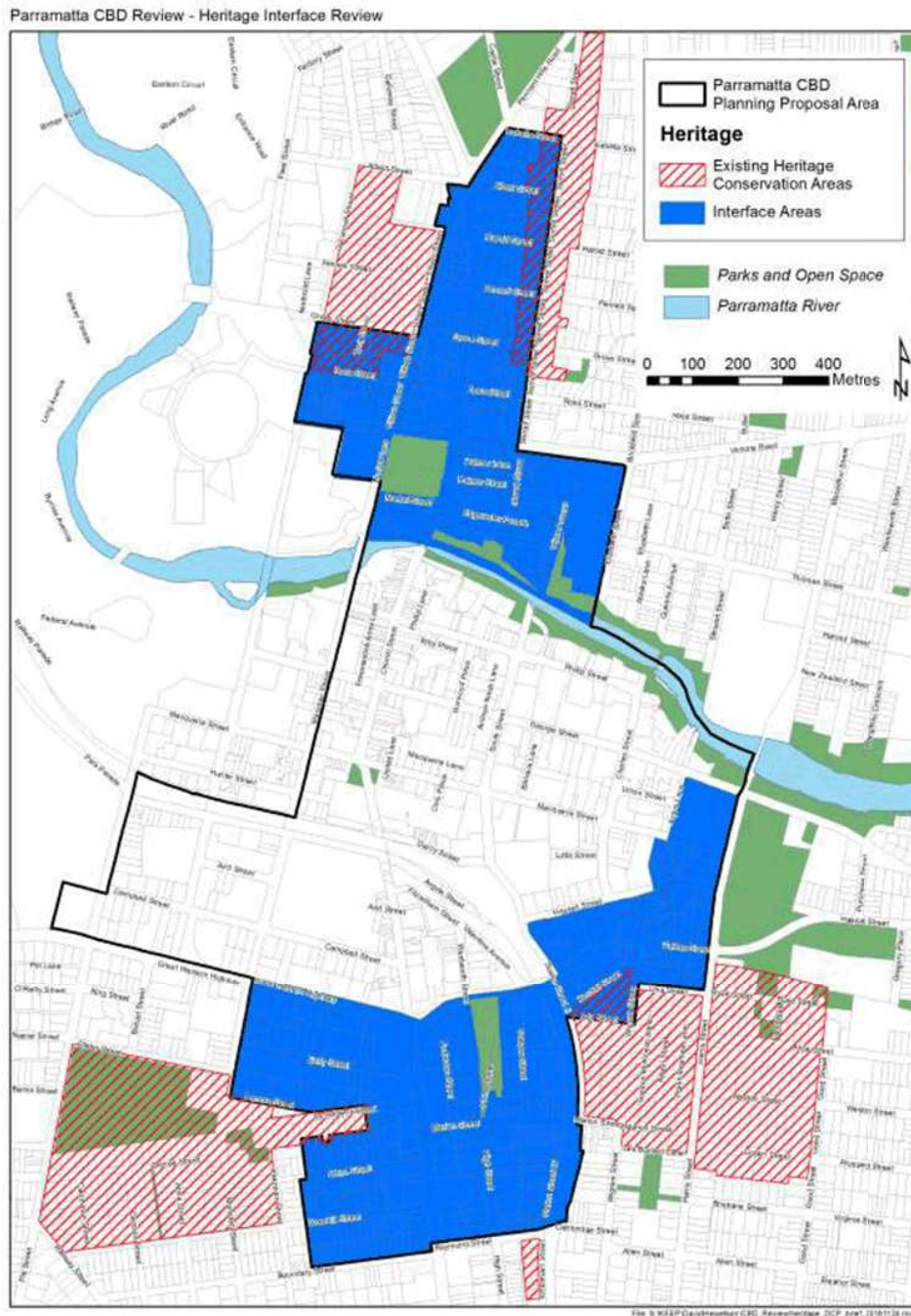
BACKGROUND

Parramatta CBD Planning Framework Review

1. The Parramatta CBD Planning Strategy (the Strategy) was adopted by Council on 27 April 2015 and set a framework for preparing a planning proposal to amend the planning controls for the Parramatta CBD. The Strategy's Implementation Plan identified a range of technical studies to be completed to accompany the Planning Proposal, including a Heritage Study (undertaken by Urbis).
2. At its meeting on 14 December 2015, Council considered a report on key policy areas that required strategic direction from Council to enable finalisation of a Draft Parramatta CBD Planning Proposal. One of these policy areas was FSR and heights for areas affected by heritage within the Draft Parramatta CBD Planning Proposal boundary. Two options were presented to Council, the first based on recommendations from the Heritage Study commissioned by Council and prepared by consultants (Urbis). The second alternate option was based on feedback received during Councillor Workshops. Council resolved at the meeting on 14 December 2015 to support the second alternate option with modifications.
3. The modified second option reflects the mapped Incentive FSR and heights contained in the 11 April 2016 Council endorsed Draft Parramatta CBD Planning Proposal. This endorsed draft was submitted to the NSW Department of Planning and Environment (DPE) on 21 April 2016 for the purpose of seeking a Gateway determination to allow public exhibition.
4. Further information in support of the Gateway determination for the draft Parramatta CBD Planning Proposal was submitted to DPE following endorsement by Council on 11 April 2017. This work included the Parramatta CBD Strategic Transport Study (identified in the 2015 Strategy Implementation Plan) and additional research on the proposed value sharing mechanism (Administrator resolution in June 2016 to prepare a Discussion Paper for public consultation).
5. DPE and Heritage Council of NSW concerns and issues arising during the assessment of several site specific planning proposals were the impetus for Council undertaking additional heritage analysis within the interface areas of the Parramatta CBD. The interface areas within the Parramatta CBD are located generally between the Parramatta CBD core and heritage conservation / lower scale residential areas as shown in Figure 1 below.

Council 10 July 2017

Item 11.15

**Figure 1: Interface Areas**

6. The Heritage Council concerns related to the site specific planning proposal for 142-154 Macquarie Street, Parramatta and included: negative impacts on historical archaeological resources, overshadowing, visual and streetscape impacts, and impacts on Harrisford House and Hambledon Cottage.

Council 10 July 2017

Item 11.15

7. The DPE concerns related to two site specific planning proposals for 14-20 Parkes Street, Harris Park and 122 Wigram Street, Harris Park and were outlined in the Gateway determinations for these sites stating inter alia that, *"The assessment of this Gateway review has highlighted the need for more detailed investigation of appropriate transitional controls specific to individual heritage conservation areas, to support the Parramatta CBD Planning Proposal. Such an investigation could clarify the purpose of the controls, provide a suitable evidence based methodology and consider the potential cumulative impacts of development on the heritage values of affected conservation areas"*.

Parramatta CBD Heritage Interface Study

8. To address the issues raised by the Heritage Council and the DPE, Council commissioned consultants Hector Abraham Architects (HAA) to prepare a heritage study to assess at a precinct scale the impact of the draft Parramatta CBD Planning Proposal on heritage items and heritage conservation areas within and adjacent to the 'Interface Areas'.
9. The aims of the heritage interface study are:
 - a. To identify potential heritage impacts resulting from the Parramatta CBD Planning Proposal as related to the Interface Areas.
 - b. To make recommendations to ameliorate adverse impact on heritage through modifications to the draft planning controls for the interface areas to ensure new growth and developments occur in a manner that protects and manages the city's heritage assets and demonstrates consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979).
10. HAA's study methodology involved reviewing Parramatta's historical development and making general remarks about the nature of heritage in the Parramatta CBD as a whole, including the impact of the Draft Parramatta CBD Planning Proposal on heritage. The consultants then focused on the interface areas and, based on historical and urban integrity, further divided the areas into thirteen 'Special Interest Areas'. Each Special Interest Area was described and defined in typological terms and the impact of the Draft Parramatta CBD Planning Proposal on the heritage significance assessed.
11. In summary, the consultants identified a number of heritage impacts resulting from the Draft Parramatta CBD Planning Proposal as related to the Interface Areas. To ameliorate these impacts, the consultants recommended a series of amendments and concluded that, *"These recommendations if adopted should ensure new growth and developments occur in a manner that protects and manages the city's heritage assets and demonstrate consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979)"*. The key heritage issues and recommendations identified by HAA are outlined below.
12. The first issue relates to the expectation for development potential resulting from incentive FSRs and unlimited or incentive heights which is at odds with listing heritage items and the forming of conservation areas to protect them from development. To address this, the consultant recommends the removal of incentive FSR and height controls for areas that contain a collection of heritage items and heritage conservation areas. This recommendation is supported by a number of other recommendations including ensuring heritage items are not

Council 10 July 2017

Item 11.15

isolated as a result of development, and incorporating heritage controls as part of any Design Excellence assessment involving or directly adjoining a heritage item.

13. The second issue relates to the lack of definition around the concept of 'appropriate transition' to heritage items and conservation areas. To address this, the consultant recommends the inclusion of specific heads of consideration for Parramatta CBD in addition to the standard LEP heritage provisions to give guidance to what constitutes an appropriate transition. A draft clause prepared by Council officers in response to the study recommendations is at **Attachment 2** (page 21).
14. The third issue relates to potential adverse impacts on heritage arising from the treatment of development in respect to lot amalgamation, corner sites, setbacks, subdivision patterns, overlooking and alienation. The consultants recommend a number of controls suitable for inclusion in the Parramatta Development Control Plan (DCP) 2011 to address these impacts. This will be explored in further detail by HAA as part of Stage 2 of their work to prepare best practice heritage development controls in the DCP for which future development applications for and in the vicinity of heritage items and heritage conservation areas within the Parramatta CBD may be rigorously assessed. This work will be reported to Council with the forthcoming Gateway Determination for the Draft Parramatta CBD Planning Proposal and associated Draft Parramatta CBD Planning Proposal.
15. In line with the above issues and recommendations, the consultants have recommended specific FSR and height controls for the three interface areas and these are shown in **Attachment 1** (Figures 93 and 94). The consultant recommendations are summarised below with the 11 April 2016 Council endorsed FSR and heights controls for the interface faces included for comparison purposes. A review of these recommendations by Council officers is provided in paragraphs 19 to 31.
16. North Parramatta Interface Area:
 - a. **Council Resolution (April 2016)** - Apply an incentive FSR of 6:1 and no height limit for the entire interface area, except for:
 - i. Sites north of the River and Prince Alfred Square which will be subject to a solar access plane.
 - b. **HAA Recommendation (June 2017)** - Retain the incentive FSR of 6:1 and no height limit for the entire interface area, except for:
 - i. Sites within the Sorrell Street HCA (Special Interest Area 5) and Catholic Institutional Area (SIA 3), and All Saints Church heritage items (SIA 6) where the incentive FSR and no height limit should be removed, and the base FSR and height limit should be the maximum being: 0.6:1 / 11m for SIA 5; 0.6 & 0.5:1 / 9 & 11m for SIA 3; and 0.8:1 / 11m for SIA 6.

Heritage Reason – To preserve the HCA or to maintain consistency in approach with HCAs for key clusters of heritage items.
 - ii. The sites at 8 – 12 Victoria Road and 2A Villiers Street where the incentive FSR and no height of building control should be removed, and a maximum FSR of 4.8:1 and height of building

Council 10 July 2017

Item 11.15

control of 49 metres be applied (as per the gazetted site specific planning proposal), with a solar access plane also being applied.

Heritage Reason – To reduce overshadowing impacts on Prince Alfred Square and retain the prominence of Church Street.

- iii. The block bounded by Villiers, Ross, Church and Victoria Road where the incentive no height limit should be removed, and the current base height limits should be the maximum (24, 34 and 49m).

Heritage Reason – To reduce overshadowing impacts on Prince Alfred Square and retain the prominence of Church Street.

- iv. The sites at 452 – 456 Church Street where the incentive no height limit control should be replaced with a maximum 10 metre incentive height of building control for the first 10 metres of the site.

Heritage Reason: To ensure the heritage items on either side of the sites at 452 – 456 Church Street do not become isolated as a result of inappropriate development.

- v. The sites at 2 Sorrell Street and 14 – 16 Lamont Street (western side of Wilde Avenue and part of SIA 4) where the incentive FSR of 6:1 should be removed for the part of the site fronting the River, and the base FSR of 4:1 should be the maximum.

Heritage Reason - To retain meaningful "open sky" river corridor from the heritage listed Lennox Bridge.

- vi. The site at 5 Elizabeth Street (eastern side of Wilde Avenue and part of SIA 4) where the incentive FSR of 6:1 should be removed and the base FSR of 0.8:1 should be the maximum.

Heritage Reason - To retain meaningful "open sky" river corridor from the heritage listed Lennox Bridge.

17. South East Parramatta Interface Area:

- a. **Council Resolution (April 2016)** - Apply an incentive FSR of 10:1 and no height limit, except for:

- i. Blocks south of Parkes Street where an incentive FSR of 3:1 and 4:1 will apply.

- b. **HAA Recommendation (June 2017)** - Retain the incentive FSR of 10:1 and no height limit for the entire interface area, except for:

- i. The sites recommended to be retained in the reconfigured boundary of the Harris Park West HCA (part of SIA 9) where the incentive FSR and no height limit should be removed, and the base FSR and base height of building control should be the maximum (0.2:1 / 6 & 18m).

Heritage Reason – To preserve the HCA

Council 10 July 2017

Item 11.15

- ii. The sites recommended to be removed from the Harris Park West HCA (part of SIA 9) where the no height limit control should be removed and an incentive height of building control of 20 and 26 metres apply.

Heritage Reason - The demolished sites no longer contribute to the HCA and the retained sites should provide a buffer.

- iii. The sites that will impact on overshadowing of Experiment Farm, Elizabeth Farm and Hambledon Cottage to be subject to a solar access plane (SIAs 7, 8 and 9).

Heritage Reason - To prevent any additional overshadowing of Experiment Farm, Elizabeth Farm and Hambledon Cottage as a result of CBD development.

18. South West Parramatta Interface Area:

- a. **Council Resolution (April 2016)** - Apply a range of incentive FSRs between 2-10:1 and no height limit, except for:
 - i. Sites within the Auto Alley precinct where a range of incentive height of building controls apply between 0 - 100m.

- b. **HAA Recommendation (June 2017)** - Retain the range of incentive FSRs and incentive height of building controls, except for:

- i. Sites along Marion Street to be scheduled as a Heritage Conservation Area (between Anderson and Station Street and within SIA 12), where the incentive FSR of 6:1 and no height limit should be removed, and a 12 metre maximum incentive height of building control apply on the northern side of Marion Street to the first 18 metres of the site, and for the remainder of the site, the base height of building control should apply. For the southern side of Marion Street, the 12 metre maximum incentive height of building control should apply to the whole block.

Heritage Reason: To protect the cluster of heritage items and historic subdivision pattern.

- ii. Sites at the western end of Marion Street and eastern end of Lansdowne Street (within SIA 11) where a 12m and 26m incentive height of building control should be applied to a portion of the site.

Heritage Reason: Views at the termination of a street within an interface area should not end abruptly with a tower, instead an open sky view should be maintained.

- iii. Sites on the northern side of Lennox Street and other areas adjacent to the South Parramatta HCA (within SIA 13) where the incentive height of building control (being no height limit for Lennox Street and for the remainder of the area) should be removed, and replaced with an incentive height of building control of 26 metres.

Heritage Reason: To provide adequate transition to the HCA and Marsden Street.

Council 10 July 2017

Item 11.15

- iv. Sites on the eastern and western side of High Street (part of SIA 12) where the incentive height of building control for the first 18 metres of a site should be removed, and the base height of building control of 12m should be the maximum permitted.

Heritage Reason: To reduce the impact of tall buildings on High Street, in particular on the centrally planted street trees.

Discussion of report recommendations

- 19. The HAA report makes a total of 153 recommendations for the interface study areas. A detailed assessment by Council officers of the HAA recommendations and supporting maps are contained in the document, 'Council Response to the Parramatta CBD Heritage Study of Interface Areas' (**Attachment 2**). Council officers support the majority of the HAA study recommendations with the exception of recommendations that are "outside the study scope", require separate investigative work, or where there is a compelling strategic planning argument. The recommendations not supported, or supported in part by Council officers are discussed in detail below, and are identified on the maps provided at **Attachment 2** (shown with blue coloured dialogue boxes).

2 Sorrell Street and 14 – 16 Lamont Street (refer to Map 2 - page 25 in Attachment 2)

- 20. The recommendation to reduce the incentive FSR for the river fronting portion of the sites at 2 Sorrell Street and 14 – 16 Lamont Street is inconsistent with Council's testing undertaken as part of the assessment of the site specific planning proposal at 2 Sorrell Street and draft Parramatta CBD planning proposal. It is recommended that this block adopt the incentive FSR of 5.2:1 as recommended in the Urbis Heritage Study, together with the solar access plane to protect the southern bank of the River. The solar access plane will keep building height lower at the River frontage, which achieves the same objective as proposed in the HAA Study to retain meaningful "open sky" river corridor from the heritage listed Lennox Bridge.

5 Elizabeth Street (refer to Map 2 - page 25 in Attachment 2)

- 21. The recommendation to reduce the incentive FSR for the site at 5 Elizabeth Street is inconsistent with Council's testing undertaken as part of the draft Parramatta CBD planning proposal. It is recommended that this block adopt the incentive FSR of 5.2:1 as recommended in the Urbis Heritage Study, together with the solar access plane to protect the southern bank of the River. The solar access plane will keep building height lower at the River frontage, which achieves the same objective as proposed in the Hector Abrahams Study to retain meaningful "open sky" river corridor from the heritage listed Lennox Bridge.

Active Street frontages (refer to Map 4 - page 27 in Attachment 2)

- 22. HAA recommends amendments to the Draft Parramatta CBD Planning Proposal Active Street Frontages Map as active frontages can create potential linkages between significant items or areas and this contributes positively to the amenity of a place. An active street frontages LEP requirement currently exists for a number of streets within the Parramatta CBD where business or retail uses at ground level are mandated to encourage pedestrian traffic. An active street frontage can also be achieved through the design and articulation of the built form particularly at ground floor. Council is proposing amendments to

Council 10 July 2017

Item 11.15

Parramatta DCP 2011 including revised ground floor built form controls to support the draft Parramatta CBD Planning Proposal. Given Fennell, Grose and Ross Streets recommended by HAA to be designated as 'active street frontages' have not been the subject of urban design testing, and Council is preparing DCP controls to address this, additional active street frontage controls are not supported.

George Street (refer to Map 5 - page 28 in **Attachment 2**)

23. The recommendation to remove FSR and height of building incentives from the north side of George Street (east of Charles Street) is out of scope for this study as it does not relate to transition to a HCA. It is also inconsistent with significant analysis undertaken for several site specific planning proposals in this area and therefore no change to the Council endorsed position of April 2016 is recommended.

Parkes, Harris, Una, Wigram and Kendall Streets (refer to Map 6 - page 29 in **Attachment 2**)

24. The recommendation to reduce the incentive height of building controls for the blocks bounded by Parkes, Harris, Una and Wigram (northern section) and Parkes, Kendall, Wigram and Station Street East to preserve a buffer zone to the HCA is supported. However, the reduction in height to 26 metres for two of the blocks is less than the current base height of building control (28 metres) and this is considered unreasonable. It is recommended for these blocks that the maximum height of building control be 28 metres, with the other sites having an incentive height of building control of 26 metres and 20 metres, which will achieve a buffer zone to the conservation area.

South-east Corner of Harris and George Street (refer to Map 6 - page 29 in **Attachment 2**)

25. HAA recommends that the land on the southeast corner of Harris and George Streets be listed as a local heritage item (archaeological) in Parramatta LEP 2011 considering its historic significance and archaeological potential. The land forms part of the State Heritage Register listing 01863 (Ancient Aboriginal and Early Colonial Landscape). This site is outside of the scope of the study and the Parramatta CBD Planning Proposal boundary. It is recommended that the process to investigate the criteria and thresholds for potentially listing this site as a heritage item be undertaken by Council as a separate piece of work.

Solar access plane - Experiment Farm, Elizabeth Farm and Hambledon Cottage (refer to Map 7 - page 30 in **Attachment 2**)

26. The recommendation to introduce a solar access plane to protect Experiment Farm, Elizabeth Farm and Hambledon Cottage from additional overshadowing due to development within the Parramatta CBD at any time of the day is partly supported, this being the introduction of a solar access plane for Experiment Farm. However, the unrestricted time application of this solar access plane is considered unreasonable and onerous and not supported. Council's testing shows that protecting solar access to Experiment Farm beyond 2pm into the late afternoon will have significant adverse impacts on development yield within the Parramatta CBD, with properties as far as O'Connell Street affected. In this regard it is recommended that the application of the solar access plane apply between 10am and 2pm mid-winter.

Council 10 July 2017

Item 11.15

27. Councils testing also shows that Elizabeth Farm and Hambledon Cottage will not be affected by overshadowing due to development within the Parramatta CBD between 10am and 2pm mid-winter. Therefore, the application of a solar access plane to Elizabeth Farm and Hambledon Cottage is unnecessary and no change to the Council endorsed position of April 2016 is recommended.

Marion Street (refer to Maps 8 and 9 - pages 31 and 32 in **Attachment 2**)

28. HAA recommends that the sites along Marion Street (between Anderson and Station Streets) be scheduled as a Heritage Conservation Area given the cluster of heritage items and historic subdivision pattern. A separate defined heritage study would be required to investigate whether Marion Street should be identified as a HCA. This study would assess the heritage significance of all existing buildings within the proposed HCA, including contributory significance and overall character. It is therefore recommended that the process to investigate the potential listing of Marion Street as a HCA be undertaken as a separate piece of work by Council.
29. In relation to the height of building controls for the northern side of Marion Street, HAA recommends that a 12 metre incentive height of building control apply for the first 18 metres of the site, and that the current base height of building control (18, 26 and 54 metres) become the incentive height of the building control for the rear portion of the sites along Marion Street (that have an incentive FSR of 2:1). This is inconsistent with the report recommendation for 'balanced streets' and recovering historic street hierarchy, and may lead to poor urban design outcomes. It is therefore recommended that the incentive height of building control is 'no height limit' for the portion of the site excluded from the 12 metre height limit and has an incentive FSR of 2:1.
30. HAA recommends lower building heights at the termination of Marion and Lansdowne Streets to retain an 'open sky' view. It is considered that this objective can be achieved through a site specific DCP control where the placement of a tower can be achieved through building setbacks.
31. In summary, it is considered that the Council amendments to the HAA recommendations outlined in this report and in the document, 'Council Response to the Parramatta CBD Heritage Study of Interface Areas' (**Attachment 2**) are justified, have considered the cumulative impacts, and will ensure new growth and developments occur in a manner that protects and manages the city's heritage assets. In particular, the introduction of a new 'heads of consideration' clause which will add further protection beyond that given by the standard LEP heritage provision (refer to proposed heritage clause in **Attachment 2**, page 21).

Comparison of heritage controls

32. The Parramatta CBD Heritage Study prepared by Urbis investigated heritage issues for the entire Parramatta CBD Planning proposal boundary. This study provided Council with a broad heritage analysis and recommended FSRs to inform detailed work through the planning proposal process. The Parramatta CBD Heritage Study of Interface Areas prepared by Hector Abraham Architects provides Council with a detailed heritage analysis of the interface areas within the Parramatta CBD Planning proposal boundary.
33. The general approach taken by HAA to ameliorate adverse impacts on heritage within the interface areas is to retain the current incentive FSR and incentive height of building control or no height limit; except for sites within heritage conservation areas and some areas containing a cluster of heritage items. The

Council 10 July 2017

Item 11.15

recommended maximum FSR and height of building control for these areas is generally the base FSRs and base height of building controls endorsed by Council on 11 April 2016. This approach to planning for HCAs and clusters of heritage items is the same approach recommended by Urbis, however Urbis extended the approach to a greater number of heritage item clusters.

34. The other key difference between the two studies was Urbis proposed a gradual increase in scale (increase in FSR) away from the HCA, whereas HAA is more aligned with the 11 April 2016 Council resolution, applying a single FSR to the entire interface area (with some exceptions including Auto Alley). The different approach to FSRs within the interface areas is represented diagrammatically in Figure 2 below.

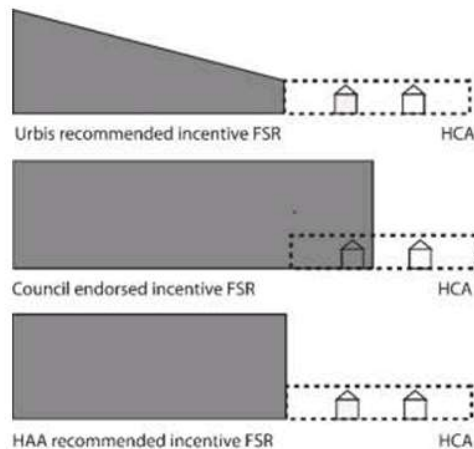


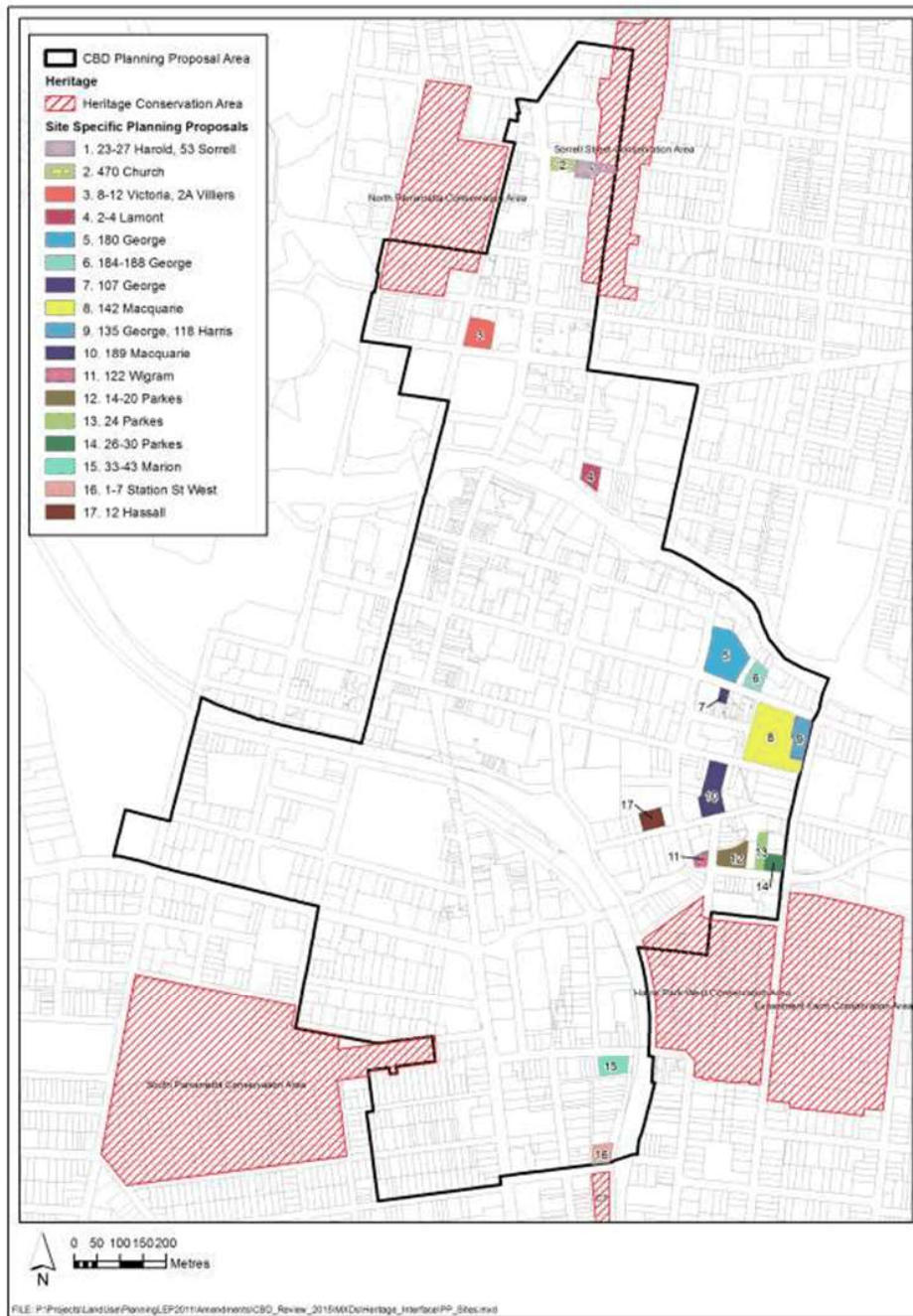
Figure 2: Comparison of FSR controls

Site specific planning proposals

35. The recommendations in the Parramatta CBD Heritage Study of Interface Areas have implications for several Council receipted site specific planning proposals within or adjacent to interface areas. These sites are identified on the map in Figure 3 below. The site at 8 – 12 Victoria Road and 2A Villiers Street, Parramatta (Site 3) is an exception having been recently gazetted, however is shown on this map as it is specifically discussed by the consultants in the Study (see paragraph 16).
36. The commentary below in paragraphs 37 to 39 address those site specific planning proposals that are discussed in the consultant report. These sites are identified on the map as Sites 4, 8, 11 and 12. It is noted that the site specific planning proposal at 23-27 Harold Street and 53 Sorrell Street, Parramatta (Site 1) is being considered by Council at this meeting and is discussed in further detail in this report under the heading 'Coordination with other reports'. The resolution of this report will have implications for the remaining site specific planning proposals shown on the map in Figure 3 and Council officers will communicate the outcome of this report to these applicants.

Council 10 July 2017

Item 11.15

**Figure 3: Site specific planning proposals**

37. Within the North Parramatta Interface area, the site specific planning proposal for 2 Sorrell Street, Parramatta (aka 2-4 Lamont Street) is currently being assessed by Council officers and has not been reported to Council. The HAA report recommends that where this site meets the river, the incentive FSR for a portion of this site be reduced to 4:1 to preserve the open nature of the River Foreshore Reserve and retain meaningful "open sky" river corridor from the

Council 10 July 2017

Item 11.15

heritage listed Lennox Bridge. As outlined in **Attachment 2**, Council officers do not support this amendment and recommend that this site, and the remainder of the block, adopt the incentive FSR of 5.2:1 as recommended in the Urbis Heritage Study, together with the solar access plane to protect the southern bank of the River. The solar access plane will keep building heights lower at the River frontage, which achieves the same objective as proposed in the HAA Study. See Maps 2 and 3 - pages 25 and 26 in **Attachment 2**.

38. Within the South East Parramatta Interface area, the site specific planning proposals for 142-154 Macquarie Street, Parramatta, 122 Wigram Street, Parramatta (aka 12A Parkes Street) and 14-20 Parkes Street, Harris Park have received Gateway Determinations from the DPE. The incentive or maximum FSRs for these sites (respectively) are 7:1, 8:1 and 8:1. The HAA report recommends that these sites all have an incentive FSR of 10:1 (refer to figures 93 and 94, pages 133 and 134 in Attachment 1), but that they also be subject to a solar access plane to limit overshadowing of the colonial landscape on the edge of the CBD (grounds and buildings of Experiment Farm, Elizabeth Farm and Hambledon Cottage), which in effect will limit their FSR. The solar access plane is proposed to protect the properties at any time of the day and year (refer to Map 7 – page 30 in **Attachment 2**).
39. As discussed above and outlined in **Attachment 2**, Council officers support the introduction of a solar access plane for Experiment Farm, but with a reduced application time of 10am – 2pm mid-winter. This timing is considered reasonable as protecting solar access into late afternoon will have significant adverse impacts on development yield in the Parramatta CBD. In addition, Council testing shows that the heights that can be achieved on the sites affected by the proposed solar access plane from Experiment Farm will be higher than the current 'base' height of building limits (i.e. 54m for the eastern part of the CBD); and, the plane at its lowest point will still enable a building height of approximately 100m to be constructed.

Yield

40. The amendments proposed by HAA will amend the 11 April 2016 Council endorsed housing and job yields. The table below (Figure 4) highlights that these amendments are not significant, and will not affect Council's capacity for both jobs and dwellings in the Parramatta CBD. In summary, there will be a reduced capacity equating to about 870 dwellings (1%) and 113 jobs (0.96%). The biggest reductions occur in Sorrell St HCA (where the incentive FSR drops from 6:1 to 0.6:1); followed by Marion Street (where the incentive FSR drops from 6:1 to 2:1). It is noted that a number of parcels in both areas are heritage items and were excluded from the estimated additional capacity in any event.
41. The recommendations within the 'Council Response to the Parramatta CBD Heritage Study of Interface Areas' (**Attachment 2**) will not amend the changes to job and dwelling yields beyond those identified above. This is because the Council officer recommendations amend mainly height of building controls.

Council 10 July 2017

Item 11.15

	Current (as at 2011)	2036 Target (additional)	Capacity under existing controls (additional)	Capacity under Planning Proposal (additional)	Capacity under Planning Proposal (amended by Heritage Interface Study)	% Reduction
Jobs	49,513	27,000	22,320	48,763	48,650	1%
Dwellings	4,769	7,500	5,712	20,297	19,427	0.96%

Figure 4: Comparison of job and dwelling yields**COORDINATION WITH OTHER REPORTS**

42. A site specific planning proposal for land at 23-27 Harold Street and 53 Sorrell Street, Parramatta (shown on Figure 3 above) is being considered by Council at this meeting to determine whether it should proceed to Gateway Determination with the DPE. This recommendation of the report was supported by the City of Parramatta Independent Hearing Assessment Panel on 20 June 2017.
43. The application seeks an amendment to Parramatta LEP 2011 to increase the maximum FSR and height on part of the site from 0.8:1 to 6:1 and 11m to 70m at 23-27 Harold Street and retaining the FSR and height of 0.6:1 and 11m at 53 Sorrell Street. The site at 53 Sorrell Street contains a heritage item of local significance and falls within the Sorrell Street HCA.
44. The amendments sought to the planning controls for the land at 23-27 Harold Street and 53 Sorrell Street are consistent with the HAA Study recommendations and subsequent Council response. Should Council adopt the Council officer recommendations including the specific recommendations for these sites, there are no implications for the council report on this site specific planning proposal.

CONSULTATION & TIMING

45. Statutory consultation will occur following issuing of the Gateway Determination where the Department of Planning and Environment will set out in a condition the organisations that Council must formally consult with as part of the Parramatta CBD Planning Proposal.
46. The findings of the Study will also inform public consultation in relation to the planning controls as the documents will be publicly exhibited along with the Parramatta CBD Planning Proposal. On that basis, it is not recommended to separately exhibit the Interface Study prior to the exhibition of Parramatta CBD Planning Proposal.

FINANCIAL IMPLICATION FOR COUNCIL

47. Should Council resolve to support the recommendations of this report, it will result in a marginal loss of expected potential value sharing revenue due to reduce floor space uplift for some sites. Notwithstanding the position of Council

Council 10 July 2017

Item 11.15

in response to value sharing, the final decision with respect to a value sharing mechanism in the Parramatta CBD Planning Proposal rests with the NSW State Government.

48. Council owns land at No. 40 Marion Street (Lots 1 and 2 DP 128775; Lot 1 DP 934330; and Lot 2 DP 746026) and No. 38 Marion Street (Lot 9 DP 906071) being the 'Marion Street Car Park' (shown in Figure 5 below). Under the 11 April 2016 Council endorsed Draft Parramatta CBD Planning Proposal (which applied to the entire CBD area), the whole of the Marion Street Car Park site had an incentive FSR of 6:1. The HAA report recommends that the site have an incentive FSR of part 2:1 and part 6:1, which is the same as the current FSR for the car park site under PLEP 2011 (refer to Map 8 on page 31 in **Attachment 2**). The lower FSR (and also height) at the front of the site is on the basis of heritage considerations along Marion Street, which contains a cluster of heritage items. Should Council resolve to support the HAA recommendation (and subsequent Council officer recommendation) for the Marion Street car park site, the following financial implications should be noted (see table below).

Comparison of FSR controls (proposed and current)	Financial Implications
Comparison of <i>proposed</i> FSR controls under the Draft CBD Planning Proposal (April 2016) with amendments to the Draft CBD Planning Proposal as recommended in this report.	The reduction in <i>proposed</i> FSR will result in some financial implications for the value of Council's site. It should be noted that this <i>proposed</i> FSR has no formal status until a Gateway determination is received and the planning proposal placed on public exhibition.
Comparison of <i>current</i> FSR controls with amendments to the Draft CBD Planning Proposal as recommended in this report.	No financial implications as both <i>current</i> and recommended FSRs are the same.



49. The risks of not endorsing the Parramatta CBD Heritage Interface Study for forwarding to the DPE with the document, 'Council Response to the Parramatta CBD Heritage Study of Interface Areas' (**Attachment 2**) are:

- 16 -

Council 10 July 2017

Item 11.15

- b. Work on the Draft Parramatta CBD Development Control Plan being prepared in association with the Parramatta CBD Planning Proposal will be delayed as key directions in relation to the heritage interface areas are needed in order to progress this work so it can be exhibited alongside the Parramatta CBD Planning Proposal.
- c. Resolution of this matter will also provide key strategic direction for a number of individual site-specific planning proposals which fall within the heritage interface areas of the Parramatta CBD, which otherwise would be delayed.

RECOMMENDATION AND ANTICIPATED NEXT STEPS

- 50. The study prepared by HAA has assessed at a precinct scale the impact of the draft Parramatta CBD Planning Proposal on heritage items and heritage conservation areas within and adjacent to the 'Interface Areas'. This study together with the Council response fulfils the requirement of the DPE for a detailed investigation of appropriate transitional controls specific to individual heritage conservation areas to support the draft Parramatta CBD Planning Proposal.
- 51. In order to avoid delaying the Parramatta CBD Planning Proposal, it is recommended that Council endorses the "Parramatta CBD Heritage Study of Interface Areas" provided at Attachment 1 for the purposes of forwarding to the DPE as a supporting document to the Parramatta CBD Planning Proposal, together with the document, 'Council Response to the Parramatta CBD Heritage Study of Interface Areas' (**Attachment 2**).
- 52. Should Council adopt the recommendations contained in this report, the anticipated next steps would be:
 - a. Advising the Department of Planning and Environment of the Council's amendments to the draft Parramatta CBD Planning Proposal to address heritage interface related issues, in order to facilitate release of the Gateway determination as promptly as possible.
 - b. Receipt of Gateway determination from the Department of Planning and Environment, which would likely include conditions requiring amendments to planning controls to address issues in the Gateway determination, including heritage related issues.
 - c. Updating the draft Parramatta CBD Planning Proposal consistent with the Gateway conditions and reporting back to Council seeking endorsement to proceed to public exhibition accordingly.
 - d. This decision will guide future decisions on site specific planning proposals within the interface areas.

CONCLUSION

- 53. The HAA study has assessed at a precinct scale the impact of the Draft Parramatta CBD Planning Proposal on heritage items and heritage conservation areas within and adjacent to the 'Interface Areas' within the Parramatta CBD. To address the heritage impacts resulting from the Draft Parramatta CBD Planning

Council 10 July 2017

Item 11.15

Proposal, the HAA report outlines 153 recommendations. Council officers support the majority of the HAA study recommendations, with the exception of those that are “outside the study scope”, require separate investigative work, or where there is a compelling strategic planning argument. In this regard, the Council amendments to the HAA recommendations are justified, have considered the cumulative impacts, and will ensure new growth and developments occur in a manner that protects and manages the city’s heritage assets.

54. The HAA study together with the Council response fulfils the requirement of the DPE for a detailed investigation of appropriate transitional controls specific to individual heritage conservation areas to support the Draft Parramatta CBD Planning Proposal and demonstrates consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979). In order to avoid delaying the Parramatta CBD Planning Proposal, it is recommended that Council *endorses* the “Parramatta CBD Heritage Study of Interface Areas” provided at Attachment 1 for the purposes of forwarding to the DPE as a supporting document to the Parramatta CBD Planning Proposal, together with the document, ‘Council Response to the Parramatta CBD Heritage Study of Interface Areas’ (**Attachment 2**) to guide changes to the Parramatta CBD Planning Proposal prior to exhibition.

Janelle Scully

Team Leader – CBD Planning

Roy Laria

Service Manager – Strategic Planning

Jennifer Concato

Manager City Strategy

Sue Weatherley

Director Strategic Outcomes and Development

Rebecca Grasso

Director Marketing and City Identity**ATTACHMENTS:**

1	Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by Hector Abrahams Architects	134 Pages
2	Council Response to the Parramatta CBD Heritage Study of Interface Areas July 2017	32 Pages

REFERENCE MATERIAL

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects



Parramatta CBD
Heritage Study of Interface Areas



Version 1.7 21 June 2017

HECTOR ABRAHAMS
ARCHITECTS

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas (Draft)

June 2017

Version Control

Version	Author	Date
Version 1.0 (draft)	Hector Abrahams Architects	03 March 2017
Version 1.1 (draft) edited in response to feedback from CoP	Hector Abrahams Architects	27 March 2017
Version 1.2 (draft) edited in response to feedback from CoP	Hector Abrahams Architects	28 April 2017
Version 1.3 (draft) edited in response to feedback from CoP	Hector Abrahams Architects	04 May 2017
Version 1.4 (draft) edited in response to feedback from CoP	Hector Abrahams Architects	18 May 2017
Version 1.5 (draft) edited in response to feedback from CoP	Hector Abrahams Architects	07 June 2017
Version 1.6 (draft) edited in response to feedback from CoP	Hector Abrahams Architects	16 June 2017
Version 1.7 edited in response to feedback from CoP	Hector Abrahams Architects	21 June 2017

HECTOR ABRAHAMAS
ARCHITECTS


Parramatta CBD
Heritage Study of Interface Areas (Draft)

June 2017

Parramatta CBD

Heritage Study of Interface Areas

Version 1.7
21 June 2017

This report was prepared for
The City of Parramatta Council
by
Hector Abrahams Architects
Studio 402, Reid House
75 King Street
Sydney NSW 2000

Abbreviations used in this document

CBD	Central Business District
CPC	City of Parramatta Council
DCP	Development Control Plan
HAA	Hector Abrahams Architects
HCA	Heritage Conservation Area
PLEP	Parramatta Local Environmental Plan 2011
SLNSW	State Library of NSW

HECTOR ABRAHAMAS
ARCHITECTS


Table of Contents

1.0	Executive Summary	5
2.0	Introduction	6
2.1	Project Brief	6
2.2	Project Aims	7
2.3	Methodology	8
2.4	Review of Documentation	9
3.0	Interface Areas: Planning & Heritage Context.....	16
3.1	Description of Interface Areas.....	17
3.2	Historical development of Parramatta	20
3.3	Parramatta's Heritage	25
4.0	Heritage Impact of the Planning Proposal	29
4.1	Positive Heritage Impacts arising from the Planning Proposal	29
4.2	Negative Heritage Impacts arising from the Planning Proposal	30
5.0	Special Interest Area Analysis.....	55
5.1	North Parramatta Interface Area	55
5.2	North Parramatta Interface Area Recommendations	83
5.3	South-East Parramatta Interface Area	87
5.4	South-East Parramatta Interface Area Recommendations	104
5.5	South-West Parramatta Interface Area.....	108
5.6	South-West Parramatta Interface Area Recommendations	128
6.0	Summary Recommendations regarding FSR and Height	132

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

1.0 Executive Summary

Parramatta is the centre of the lands of the Burramattagal people. It is the oldest planned town in Australia, having been laid out as an agricultural town located at the tide point of the Parramatta River by Governor Philip in June 1790.

This is a study of the heritage impacts arising from the 2016 Planning Proposal to amend the Parramatta Local Environmental Plan for the Parramatta CBD as it particularly relates to three areas called the Interface Areas. The Planning Proposal seeks to meet the strategic directions and policy settings prescribed by the NSW Government in *A Plan for Growing Sydney*. The Parramatta CBD is to become significantly larger and will cover almost exactly all of the area of the original town

A summary of the history of the development of Parramatta is presented through a series of historic maps (Section 3.2 *Historical development of Parramatta*). Some general remarks are then made about the nature of heritage in the Parramatta CBD as a whole and the impact of the Planning Proposal on that heritage. These relate to the overarching vision and strategies of the Planning Proposal to make a substantially larger Parramatta CBD (Section 3.3 *Parramatta's Heritage*, and Section 4.0 *Heritage Impact of the Planning Proposal*).

The study then addresses the Interface areas which are to be bought into, or are situated next to the proposed enlarged Parramatta CBD. These areas notionally comprise an *interface* between the enlarged Parramatta CBD and areas which have long been protected as Heritage Conservation Areas, along with individual properties protected as Items of Environmental Heritage (Section 5.0 *Special Interest Area Analysis*).

For the purpose of analysis the three areas have been broken down further into thirteen Areas of Special Interest having historical and urban integrity. Each of these areas has been described and defined in typological terms and the impact of the Planning Proposal on their heritage has been assessed.

The outcomes of the study are

- The identification of potential heritage impacts resulting from the Parramatta CBD Planning Proposal as related to the Interface Areas (Section 4.0 *Heritage Impact of the Planning Proposal*);
- Recommendations to ameliorate adverse impact on heritage through modifications to the Planning Proposal (Section 4.0 *Heritage Impact of the Planning Proposal*, along with Sections 5.2, 5.4, and 5.6 *Interface Area Recommendations*);
- Recommendations to ameliorate adverse impact on heritage through proposed controls that could sit within the development control plan (Section 4.0 *Heritage Impact of the Planning Proposal*, along with Sections 5.2, 5.4, and 5.6 *Interface Area Recommendations*).

These recommendations if adopted should ensure new growth and developments occur in a manner that protects and manages the city's heritage assets and demonstrate consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979). The recommendations in this study relate only to the areas that have been examined, and do not apply to the entire Parramatta CBD.

HECTOR ABRAHAMAS
ARCHITECTS


5

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

2.0 Introduction

2.1 Project Brief

The following information has been summarised from the Project Brief - Parramatta CBD Heritage Study of Interface Areas and DCP Heritage Controls, December 2016 prepared by City of Parramatta Council.

The Parramatta CBD is identified in the Greater Sydney Commission's draft *Central West District Plan* as Sydney's Central City and is integral to the growth of the metropolitan area. In response the City of Parramatta Council has undergone a review of the planning controls for the Parramatta CBD and has proposed to expand the city centre boundary to allow Council to meet its growth targets for additional dwellings and jobs.

On 11 April 2016 council adopted a draft Parramatta CBD Planning Proposal to provide for an expanded and more intense commercial core to strengthen and facilitate the role of Parramatta as a Sydney's Central City and supported by a higher density mixed use. It is expected that the Planning Proposal will provide capacity for an additional 48,475 jobs and 19,362 dwellings.

As part of the preparation of the Parramatta CBD Planning Proposal a Heritage Study was undertaken by Urbis (December 2015) which investigated an analysis of the potential impact of these proposals on the items / places of heritage significance located within and surrounding the Parramatta CBD. The Study informed the preparation of new planning controls, including proposed floor space ratios (FSRs), which if adopted would be compliant with s.117 Direction 2.3 Heritage Conservation.

The Council report of 14 December 2015 outlined a series of options, including a Council officer recommended option, for a series of key policy areas, including height and FSR for areas affected by heritage. Council resolved to adopt a series of alternative options in relation to the key policy areas.

Accordingly the heights and FSRs for the Interface Areas proposed in the Parramatta CBD Planning Proposal are consistent with the Council Resolution from 14 December 2015, and do not reflect those recommended by Urbis' Heritage Study.

In summary this resolution requires that:

- a) Heritage items within the Parramatta CBD are proposed to have an incentive FSR of 10:1 and heritage items within the peripheral areas (i.e. Interface Areas) have an FSR of 6:1 except for the following:
 - Area directly to the north of Lancer Barracks, given this is an item of national heritage significance (a proposed FSR of 2:1)
 - Areas adjoining state heritage items within a significant landscape setting, including St John's Church (proposed FSR of 3:1) and St John's Cemetery (with a proposed base FSR 1.5:1, and incentive FSR of 1.5:1 and 6:1).
- b) The FSR for sites along Church Street and Harrisford House will all be set at 10:1. However the maximum height for Harrisford House is proposed is 8 metres to reflect its heritage status and encourage redevelopment with adjoining sites. Sites fronting Church Street (between the Parramatta River and Macquarie Street) will have a maximum height control of 12 metres to retain the character of this important street.

HECTOR ABRAHAMAS
ARCHITECTS


6

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

- c) The Planning Proposal does not propose any amendments to the existing PLEP 2011 controls relating to heritage under Clause 5.10.

In addition, Council has since received several site specific planning proposals within the Parramatta CBD which accord with these proposed controls but have raised issue of heritage impact within the Interface Areas. Council also has received advice from the Heritage Council of NSW in relation to the Parramatta CBD Planning Proposal which raises concerns in relation to the approach taken in the Planning Proposal for the Interface Areas.

Therefore Council required a Heritage Study to assess at a precinct scale the impact of the proposed controls on heritage items and heritage conservation areas within and adjacent to the Interface Areas, and to make recommendations which, if adopted, would ensure new growth and developments occur in a manner that protects and manages the city's heritage assets and demonstrate consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979).

2.2 Project Aims

In January 2017, the City of Parramatta Council (CPC) engaged Hector Abrahams Architects (HAA) to undertake a heritage study of the Parramatta CBD 'Interface Areas' to inform and support the Parramatta CBD Planning Proposal.

Council's aim for the heritage study is "to ensure Council appropriately considers the impacts of redevelopment on heritage assets (including listed items and heritage conservation areas) in and around the Interface Areas within the Parramatta CBD". The brief specifically required a precinct based approach to the examination of impact on heritage of the Planning Proposal.

The Study was to include recommendations to ensure new growth and developments occur in a manner that protects and manages the city's heritage assets and demonstrate consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979). The recommendations in this study relate only to the areas that have been examined, and do not apply to the entire Parramatta CBD.

This report is divided into two main parts:

Understanding Parramatta's Heritage (Section 3)

This part of the study provides a general overview of the heritage of Parramatta CBD Interface Areas, and the ways in which it will be affected by the Planning Proposal. General recommendations are set forth.

Specific Analysis and Recommendations (Sections 4, 5, and 6)

Part two is the analysis of each area and the impact of the Planning Proposal specific to that area, giving specific recommendations to be taken up in the PLEP and DCP. As part of this analysis, 13 distinct areas have been identified. The heritage impacts are discussed for each precinct as required by the brief. These areas have been studied by field survey work, reference to historical development of the town plan, physical description, and the production of typology statements. Appropriate modifications or additions to planning and development controls are suggested, to address adverse impacts on heritage in the Interface Areas and to guide future development of these areas so as to conserve heritage.

HECTOR ABRAHAMAS
ARCHITECTS


7

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

This Study therefore makes recommendations to ensure the proposed growth and developments within the interface areas occur in a manner that appropriately protects and manages the city's heritage assets and demonstrate consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979).

In particular, the recommendations should ensure satisfaction of the objective of the Direction to "conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance" as well as provisions that facilitate the conservation of:

1. (a) *items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area,*
2. (b) *Aboriginal objects or Aboriginal places that are protected under the National Parks and Wildlife Act 1974, and*
3. (c) *Aboriginal areas, Aboriginal objects, Aboriginal places or landscapes identified by an Aboriginal heritage survey prepared by or on behalf of an Aboriginal Land Council, Aboriginal body or public authority and provided to the relevant planning authority, which identifies the area, object, place or landscape as being of heritage significance to Aboriginal culture and people.*

2.3 Methodology

The key steps of methodology for the heritage study are given below, with short comments in italics.

- **Understanding** the current situation – *the extensive body of material preceding the Planning Proposal has been studied and key understandings confirmed in precis (section 2.1)*
- **Walking** the streets – *all streets in the interface areas have been walked, photographed and described in the field against twelve standard criteria (section 2.2)*
- **Describing** – *general and accurate descriptions have been made in words and photographs of thirteen precincts (section 4.0) The definitions of the precincts was informed by a review of the historical development of the Town of Parramatta (section 2.3)*
- **Developing** typology statements – *Typology statements have been made to provide an objective measure of what exists in a precinct, against which heritage impact assessments can be made (section 4.0)*
- **Locating** key impacts – *the proposed controls have been assessed precinct by precinct and conclusions offered about impacts on heritage significance to be expected. (section 4.0)*
- **Reviewing** – *assessing our own experience, and the informed views of Council's strategic planning staff specific and general suggestions are made about ways to ameliorate impact on heritage (section 3.2)*
- **Referencing** to larger planning picture – *linking our advice to the vision of the planning overview for the Central CBD, general comments about the impact on heritage of the planning scheme (section 4.0)*

HECTOR ABRAHAMAS
ARCHITECTS


8

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

2.4 Review of Documentation

2.4.1 Parramatta Local Environmental Plan 2011 (LEP)

The heritage provisions in Clause 5.10 of the current LEP provide standard statutory protection of the significance of both individual items and conservation areas in the Parramatta CBD. The LEP identifies and protects the following

Interface Area	Individual Items	Heritage Conservation Areas (HCA)
North Parramatta	30	Western half of Sorrell Street HCA Southern quarter of North Parramatta HCA
South West Parramatta	26	Abuts the eastern edge of the South Parramatta HCA
South East Parramatta	7	Abuts the north west edge and contains a small portion of the Harris Park West HCA, and the Tottenham Street HCA to the south

The LEP applies Floor Space Ratios and Height of Buildings to Items of Environmental Heritage and Conservation Areas that match the adjacent areas.

2.4.2 Parramatta Development Control Plan 2011 (DCP)

Section 3.5.1 of the DCP contains general principles for the protection of heritage items and conservation areas in one suite of clauses. It introduces criteria for design on places which are protected, covering adjacent development, development on the site, and alterations of structures. The first three principles relate to developments and give priority to preservation of Landform (C1), Respect for the significance of the item (C2) and preservation of subdivision patterns that are historic (C3).

2.4.3 A Plan for Growing Sydney

The Planning Proposal relates to the strategic directions and policy settings prescribed in the NSW Government's *A Plan for Growing Sydney*. In particular the proposal addresses the following goals of the plan:

- **Goal 1 – Sydney's competitive economy** *Direction 1.2 - Grow Greater Parramatta – Sydney's dual CBD*, in response to which the Parramatta CBD is to be allowed significant increase in area of developable floor space
- **Goal 2 – Sydney's housing choices** *Directions 2.1, 2.2. and 2.3 which increase the supply and prescribe the nature of housing in the CBD*, in response to which the Parramatta CBD will grow to accommodate large amounts of urban housing.
- **Goal 3 – Sydney's great place to live** *Direction 3.4 Promote Sydney's heritage, arts and culture*, in response to which the plan is required to preserve heritage
- **Goal 4 – Sydney's sustainable and resilient environment** *Direction 4.3 Manage the impacts of Development on the environment* in response to which the proposal addresses impact of natural flooding

The Planning Proposal seeks to accommodate in the Parramatta CBD a significant enlargement of developable floor space, for office and residential use (Goals 1 and 2). This is simply allowed for in the plan by a quantitative uplift of the existing controls over floor space under certain conditions. The proposal seeks to meet the third goal of *A Plan for Growing Sydney* to promote heritage simply by retaining most but not all existing protections and by a process of allowing development returns

HECTOR ABRAHAMAS
ARCHITECTS


9

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

to heritage properties by transfer of development rights to adjacent properties. The impact of this Planning Proposal will be found at the level of the whole city as well as near to the items to be preserved.

2.4.4 Existing Planning Strategy and Planning Proposal

On 11 April 2016 Parramatta City Council adopted the draft Planning Proposal for the Parramatta CBD, seeking to amend the *Parramatta Local Environmental Plan (PLEP) 2011*. The proposed amendments applied primarily to the Parramatta CBD area (Additional Local Provisions – Parramatta City Centre) contained in Part 7 of the PLEP 2011

Aspects of the proposal that may have an effect on heritage include:

- Built form controls (Height and FSR)
- Built form controls (FSR sliding scale)
- Built form controls (FSR 'out clause')
- Building Heights (Sun access protection)
- Community Infrastructure
- Design Excellence
- Opportunity Sites

In addition, a number of technical studies were undertaken to support the development of the Planning Proposal, including a heritage study undertaken by Urbis. This study recommended a number of matters relating to heritage within the CBD, including amendments to FSRs within the Parramatta CBD boundary.

2.4.5 Existing Heritage Study

As part of the preparation of the Parramatta CBD Planning Proposal, the *Parramatta CBD Heritage Study* was undertaken by Urbis (December 2015) which investigated an analysis of the potential impact of these proposals on the items/ places of heritage significance located within and surrounding the Parramatta CBD. The Study, the most recent and comprehensive study of the Parramatta CBD as a whole, informed the preparation of new planning controls, including proposed floor space ratios (FSRs), which if adopted would be compliant with s.117 Direction 2.3 Heritage Conservation. It is noted that the FSRs adopted by Council do not reflect those recommended by Urbis' Heritage Study.

The focus of the study was on the statutory listings individually and its recommendations appear to have led to the following key heritage strategies in the Planning Proposal:

- the increase in existing FSR for heritage items to match the increase in adjacent allotments
- exceptions to increasing the FSR of land on and around Harrisford, Lancer Barracks, St John's Cathedral and the buildings in Church street between Macquarie Street and the River
- the principle that FSR on heritage sites is transferable to adjacent sites
- augmentation of LEP and DCP provisions to preserve curtilages
- podium height controls along George and Church Streets (George Street exists in the current DCP)
- the principle of stepping down of FSRs at the periphery of the Parramatta CBD (not taken up in the Planning Proposal).

HECTOR ABRAHAMAS
ARCHITECTS

10

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

The City of Parramatta Council issued a Council Resolution on 14 December 2015, in relation to proposed heights and FSR's in the interface areas. The Council report outlined a series of options, including a Council officer recommended option, for a series of key policy areas, including height and FSR for areas affected by heritage. In summary this resolution requires that:

- d) Heritage items within the CBD are proposed to have an incentive FSR of 10:1 and heritage items within the peripheral areas (i.e. Interface Areas) have an FSR of 6:1 except for the following:
 - I. Area directly to the north of Lancer Barracks, given this is an item of national heritage significance (a proposed FSR of 2:1)
 - II. Areas adjoining state heritage items within a significant landscape setting, including St John's Church (proposed FSR of 3:1) and St John's Cemetery (with a proposed base FSR 1.5:1, and incentive FSR of 1.5:1 and 6:1).
- e) The FSR for sites along Church Street and Harrisford House will all be set at 10:1. However the maximum height for Harrisford House is proposed is 8 metres to reflect its heritage status and encourage redevelopment with adjoining sites. Sites fronting Church Street (between the Parramatta River and Macquarie Street) will have a maximum height control of 12 metres to retain the character of this important street.
- f) The Planning Proposal does not propose any amendments to the existing PLEP 2011 controls relating to heritage under Clause 5.10.

Therefore the heights and FSRs for the Interface Areas proposed in the Parramatta CBD Planning Proposal are consistent with the Council Resolution from 14 December 2015, but do not reflect those recommended by Urbis' Heritage Study.

2.4.6 Heritage Council of NSW and Gateway Reviews

The Heritage Council of NSW received a presentation of the Planning Proposal at their meeting of 7th September 2016 by City of Parramatta Council Officers. In their minutes of that meeting, the Council noted it "has significant concerns with the apparent direction of the Planning Proposal related to heritage impacts" and the "City of Parramatta decision appears to disregard the consideration of heritage in the Parramatta CBD and has not responded to concerns raised in previous correspondence as early as 2014."

The notes also state that "during the Heritage Council discussion of the presentation concerns were raised that the previous resolution of the Heritage Council has not been incorporated into the draft Planning Proposal."¹

The Planning Proposal was again discussed at the Heritage Council meeting of 7 December 2016, and members "were clear they did not support the proposal in its current form and reiterated that the original proposal was far more sensitive to the area and history."² The Heritage Council resolved that the proposal "is not supported as it will result in significant impacts on heritage listed properties"³ and that for the proposal to proceed certain documentation must be included in the assessment to enable a full assessment to be undertaken, including Draft DCP controls, draft Infrastructure Delivery Plan, and a draft Development Guideline for the Parramatta CBD, along with archaeological, landscape, aboriginal heritage, urban design and visual impact studies.

¹ Minutes of Meeting 434, Heritage Council of NSW, 7 September 2016

² Minutes of Meeting 437, Heritage Council of NSW, 7 December 2016

³ ibid

HECTOR ABRAHAMAS
ARCHITECTS

11

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

The Heritage Division has provided individual responses to several individual planning proposals. These concerns are outlined below:

142-154 Macquarie Street Parramatta

A development is proposed for an area with high archaeological significance. The site was occupied by an industrial building with attached offices, several outbuildings and a large at grade car park. Demolition has occurred. The site was previously occupied by the Cumberland Newspaper Group for administration, printing and warehousing.

The proposal seeks to:

- increase the maximum permissible building height for the site to 157m,
- increase the maximum permissible floor space ratio to 7:1,
- ensure a minimum of 21% non-residential floor space, and
- ensure that consent is not granted without approval under the Federal Airports Act 1996.

In 2014 the Heritage Council responded to the proposal in detail. Parramatta Council was asked to "assess the potential impacts of the proposed changes to building height controls and floor space ratios for the site on the World, National and State Heritage Register listed items in the vicinity of the site particularly Old Government House and the Domain. Council is also encouraged not to increase the floor space ratios on the site to minimise the potential for significant impacts on the archaeology of the site... further work is required to fully assess the impacts of the Planning Proposal on the State significant archaeology on the site."⁴

In later correspondence, the Heritage Council stated that "increasing the floor space ratio would negatively affect the site's ability to protect the remaining and State significant historical archaeological resources which should be retained in situ... These State significant deposits are associated with early convict historical development and occupation of Parramatta." It was noted that "if the Planning Proposal came to fruition in its current form these would need to be removed." Issues were also raised in terms of overshadowing, visual and streetscape impacts, and impacts on Harrisford House and Hambledon Cottage.⁵

14-20 Parkes Street, Harris Park

A Gateway determination enabled a maximum FSR of 8:1 and a maximum HoB of 110m (plus design excellence bonus). A review of that determination sought to increase the maximum FSR to 10:1 (plus design excellence bonus) and increase the maximum building height to 122.5m. This was accepted. The review noted that "this decision was based on site specific evidence with regard to built form, overshadowing and views...in making this decision it is considered that it should not be viewed as setting a precedent for allowing other adjacent sites within the heritage transition area to be deemed suitable for controls enabling a similar density."⁶ The review also noted that "the Department considers that any proposed increases to height and FSR on land in the vicinity of the heritage conservation area need to be considered on a precinct basis having regard to potential cumulative impacts. Without this precinct approach the Department would have concerns regarding the potential erosion of the opportunity to provide a meaningful transition between the Parramatta CBD and the urban conservation area."⁷

⁴ NSW Heritage Office Response, Planning Proposal Cumberland Newspaper Site No.142 Macquarie Street Parramatta, 6 January 2014 (File No. EF 14/9794 SF 14/41128)

⁵ Heritage Council response re 142-154 Macquarie Street Parramatta, 7 October 2016 (File No EF14/9794)

⁶ Alteration of Gateway determination – 14 to 20 Parkes Street, Harris Park, Department of Planning and Environment, 29 November 2016

⁷ Alteration of Gateway determination – 14 to 20 Parkes Street, Harris Park, Department of Planning and Environment, 29 November 2016

HECTOR ABRAHAMAS
ARCHITECTS


12

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

The review then makes specific recommendations relating to this study: "The assessment of this Gateway review has highlighted the need for more detailed investigation of appropriate transitional controls specific to individual heritage conservation areas, to support the Parramatta CBD Planning Proposal. Such an investigation could clarify the purpose of the controls, provide a suitable evidence based methodology and consider the potential cumulative impacts of development on the heritage values of affected conservation areas."⁸

122 Wigram Street, Harris Park

This proposal sought to increase the maximum FSR to 10:1 (with an appropriate funding mechanism) and increase the maximum building height to 77m (plus design competition bonus). An alteration of the Gateway Determination enabled a maximum FSR of 8:1.

Similar to the determination for 14-20 Parkes Street, "it is considered that this decision does not set a precedent for adjacent sites within the heritage transitional area, given that this decision is consistent with the transitional FSR's indicated within Council's heritage study prepared for the Parramatta CBD Planning Proposal."⁹

The review then makes specific recommendations relating to this study: "The assessment of this Gateway review has highlighted the need for more detailed investigation of appropriate transitional controls specific to individual heritage conservation areas, to support the Parramatta CBD Planning Proposal. Such an investigation could clarify the purpose of the controls, provide a suitable evidence based methodology and consider the potential cumulative impacts of development on the heritage values of affected conservation areas."¹⁰

⁸ ibid

⁹ Alteration of Gateway determination – 122 Wigram Street, Harris Park, Department of Planning and Environment, 29 November 2016

¹⁰ ibid

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

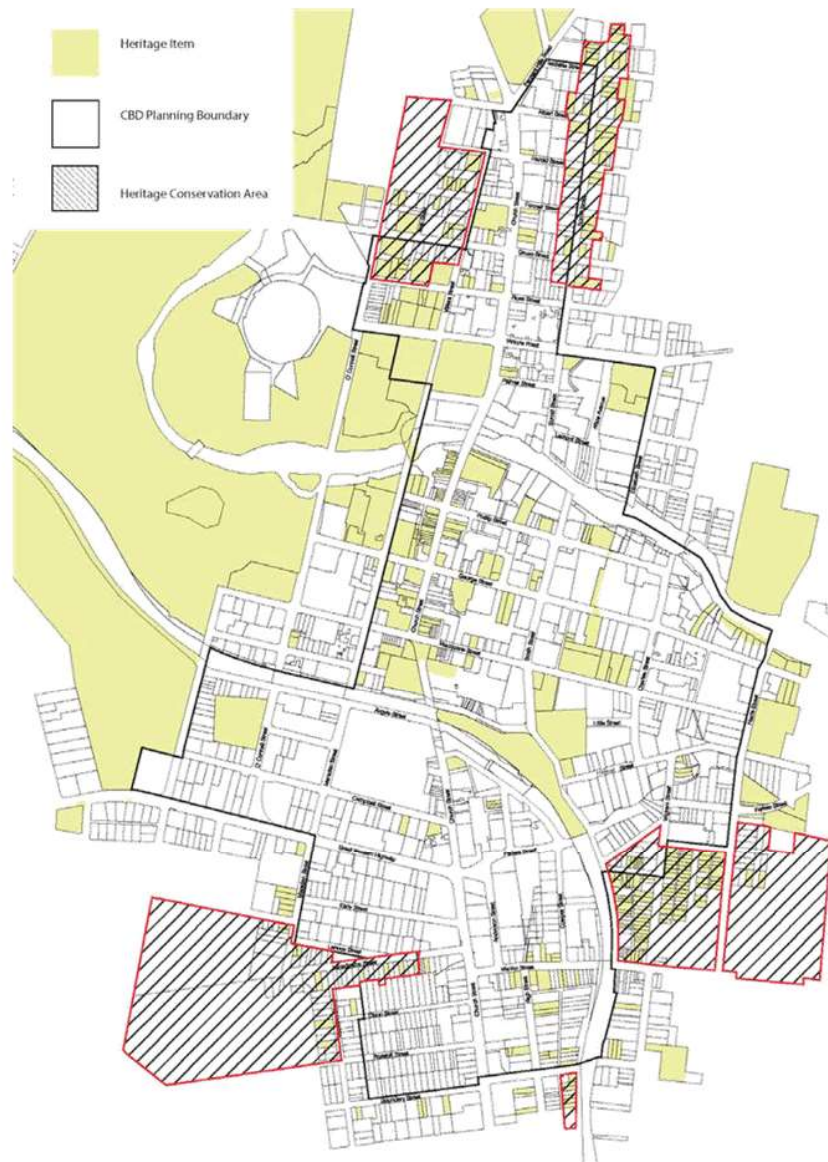


Figure 1: City of Parramatta Cadastral plan showing Parramatta CBD Planning Boundary, Heritage Conservation Areas and Individual Heritage Items
(Source: CPC with HAA overlay).

HECTOR ABRAHAMS
ARCHITECTS


14

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

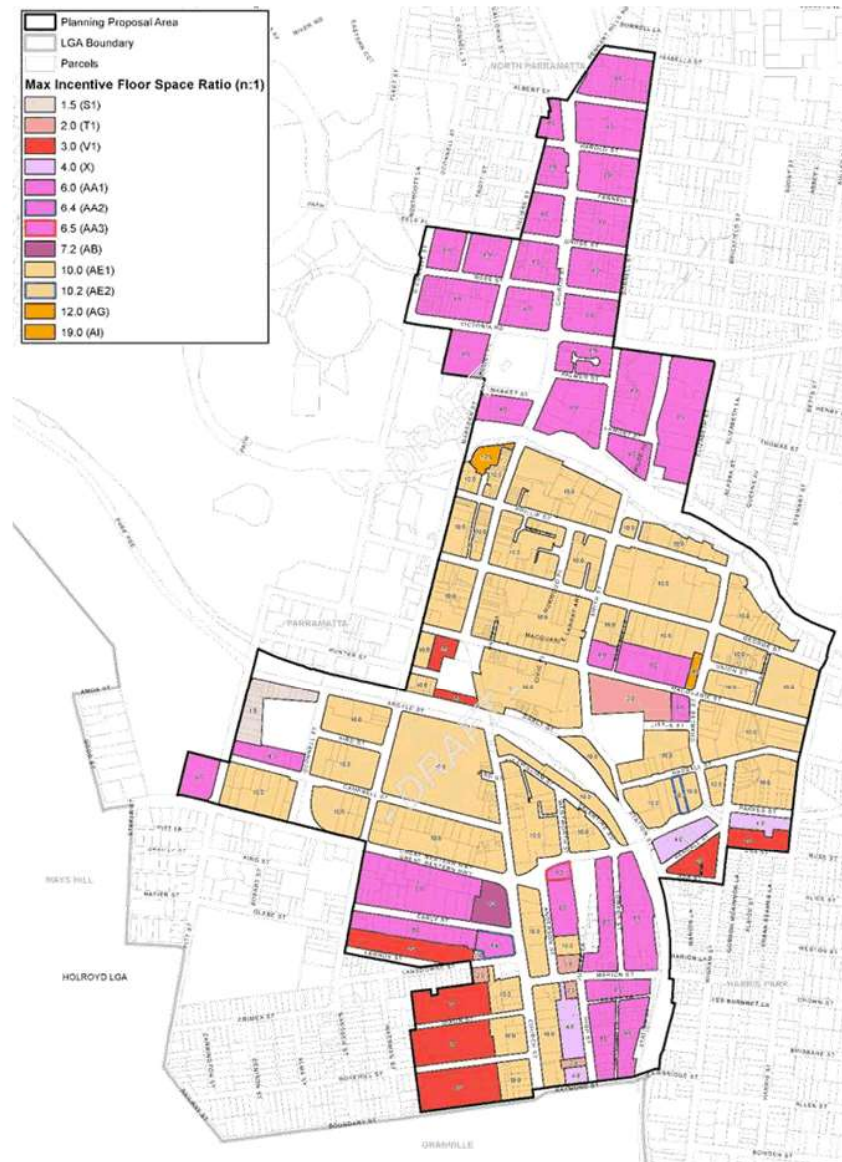


Figure 2: 2017 Current Cadastral Plan, showing Incentive Floor Space Ratio Map as adopted in the Parramatta CBD Planning Proposal on 11 April 2016.
(Source: CPC)

HECTOR ABRAHAMS
ARCHITECTS

15

3.0 Interface Areas: Planning & Heritage Context



Figure 3: Sorrell Street Conservation Area (Source: HAA)

3.1 Description of Interface Areas

The plans below show the three given interface areas along with a short description of each.

3.1.1 North Parramatta

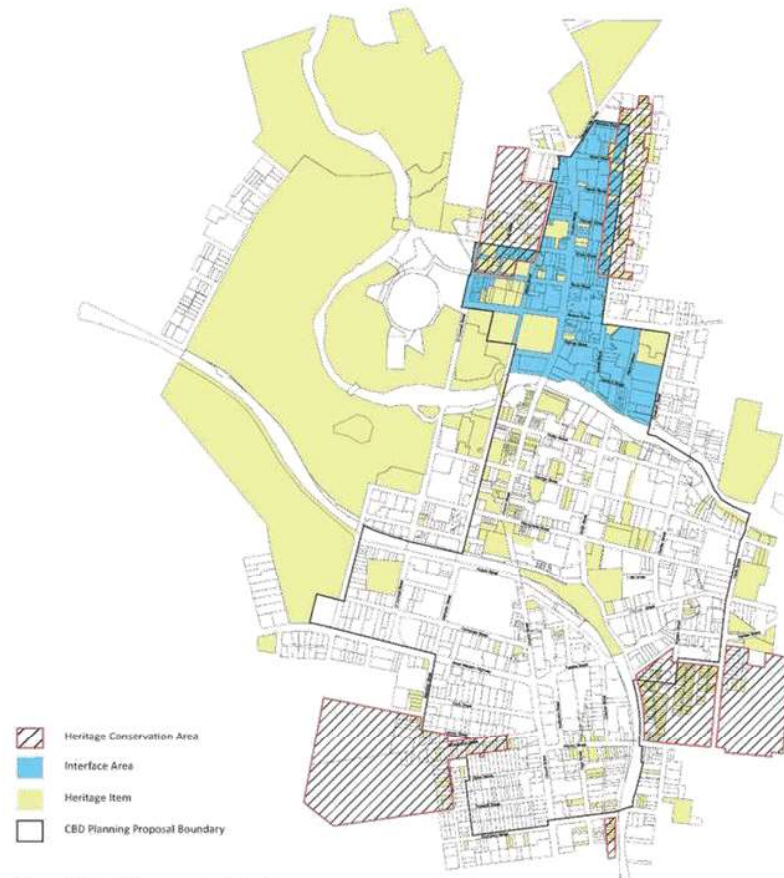


Figure 4: North Parramatta Interface area
(Source: CPC Cadastral Plan with HAA overlay)

North Parramatta Interface Area is centred the entire length of Church Street north of the river. This main road follows the natural ridgeline of the area, which climbs north toward the Catholic Cemetery. It is the main street of what is essentially a separate town, for it has its own churches, schools, shops, parks, theatre, memorials, and housing. Views towards the city of Parramatta when looking south down Church Street reinforce its close proximity to the Parramatta CBD, whilst retaining a distinct separation. The two conservation areas and listed heritage items are to be found in this area are at the sides, and are altogether residential, institutional and civic.

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

3.1.2 South-West Parramatta

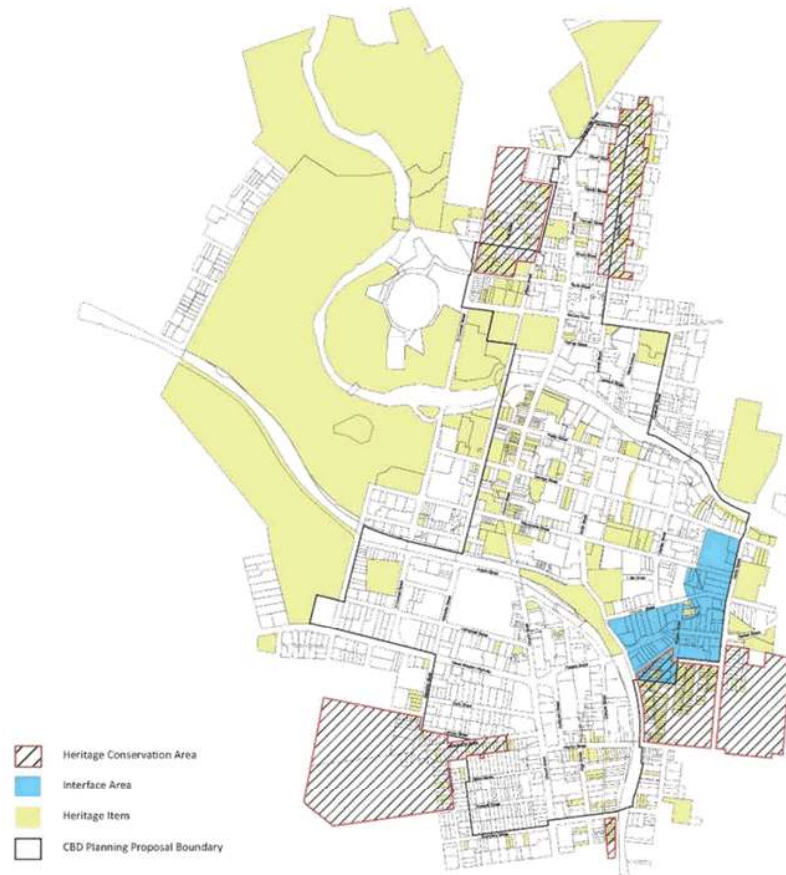


Figure 5: South West Parramatta Interface area
(Source: CPC Cadastral Plan with HAA overlay)

The South-West Parramatta Interface Area is centred on the southern section of Church Street, known as Auto Alley due to the numerous caryards that line this section of the historic "Sydney Road". The area forms the southern edge of the built up Parramatta CBD and has the potential to become its southern gateway. Either side of the narrow Auto Alley precinct are distinct areas of housing, some of which are identified as conservation areas. While development of the central corridor of this interface area is inevitable, the way in which it responds to neighbouring residential areas with heritage significance will be important.

The Clay Cliff Creek, location of many recorded Aboriginal campsites, runs through the precinct perpendicular to Church Street.

HECTOR ABRAHAMS
ARCHITECTS

18

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

3.1.3 South-East Parramatta

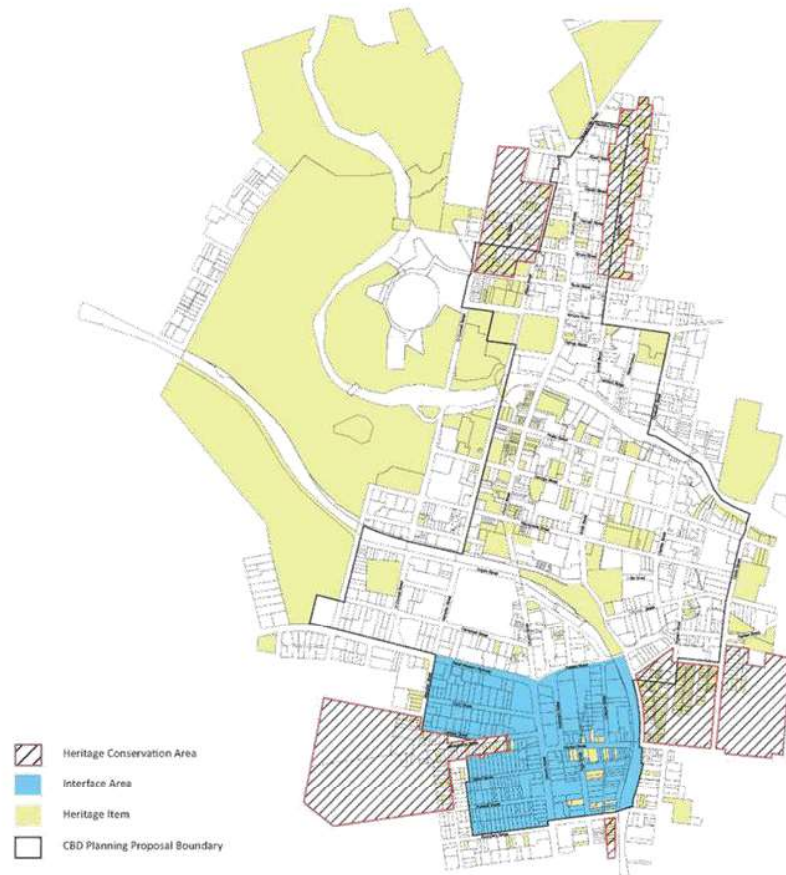


Figure 6: South East Parramatta Interface area
(Source: CPC Cadastral Plan with HAA overlay)

The South-East Parramatta Interface Area is situated between the most built up part of the Parramatta CBD and its eastern and southern edges. These edges have been in place since the early twentieth century and are comprised of the river, Queens Wharf reserve, and Harris Park suburb. Beyond the reserve to the east and across the river to the north are important colonial sites, including Hambledon, Experiment Farm and Elizabeth Farm and more reserves.

3.2 Historical development of Parramatta

The historical development of Parramatta is easily tracked by reference to plans made at the start of each phase of its development. They are presented here in chronological sequence laid over the current cadastral map of the Parramatta CBD. Under each plan some dot points give the features of the developmental phase. This development sequence demonstrates the historic foundations of each interface area in relation to the whole town.

1796 Plan of the Town of Rose Hill (Parramatta) by Governor Hunter (Source: SLNSW)

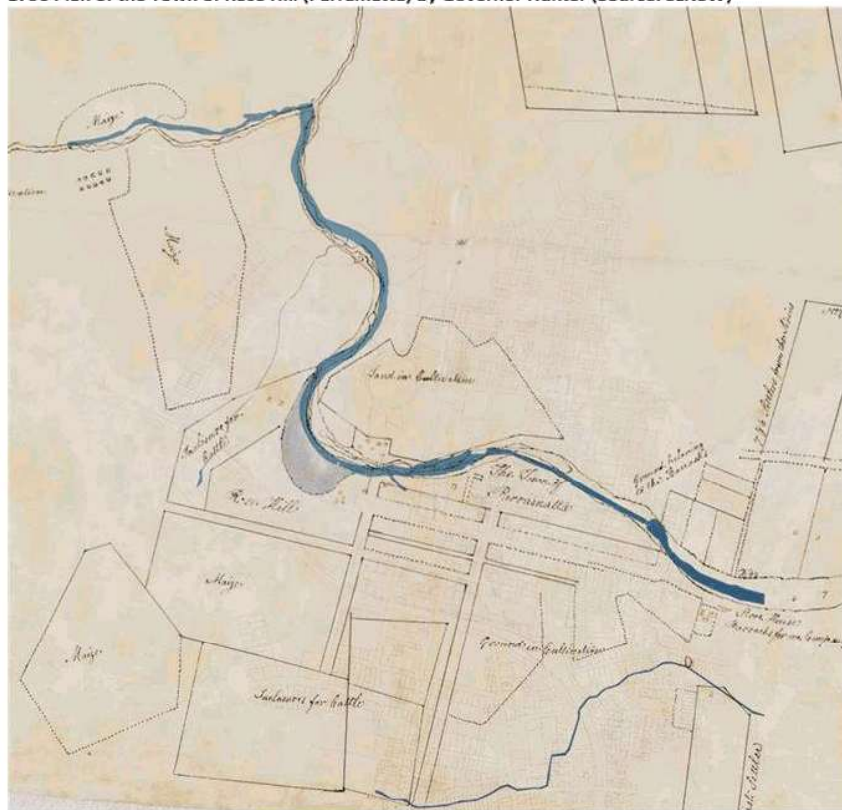


Figure 7: 1796 Plan of the Town of Rose Hill (Parramatta) by Governor Hunter
(Source: SLNSW)

- An agricultural town located at the tide point of the Parramatta River, where a crossing is possible. The town was laid out in June 1790 by Governor Phillip
- Establishment of George Street as the central street, connecting wharf with Government House
- Lay out of Church, Macquarie, and O'Connell streets
- Extension of Church Street to the Sydney Road, crossing Clay Cliff Creek
- Early boundaries for maize and cattle enclosures followed in later street and allotment boundaries

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

1814 Plan of Township of Parramatta by Governor Macquarie (Source: SLNSW)

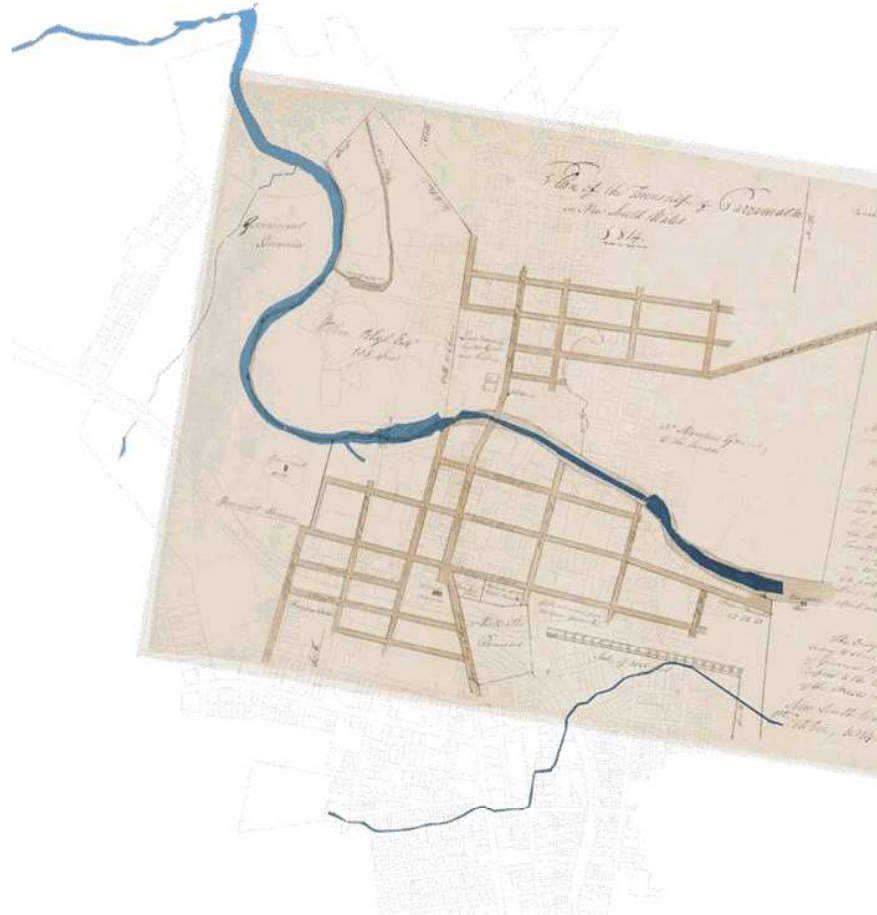


Figure 8: 1814 Plan of Township of Parramatta by Governor Macquarie
(Source: SLNSW)

- A Township at the junction of three main roads that connect to the two main centres of the colony, Sydney and Hawkesbury
- Extension of town grid on both north and south sides of river
- Names of streets established
- Parramatta River Bridged

HECTOR ABRAHAMS
ARCHITECTS

21

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

1840s Plans of the development of the estates of Samuel Marsden

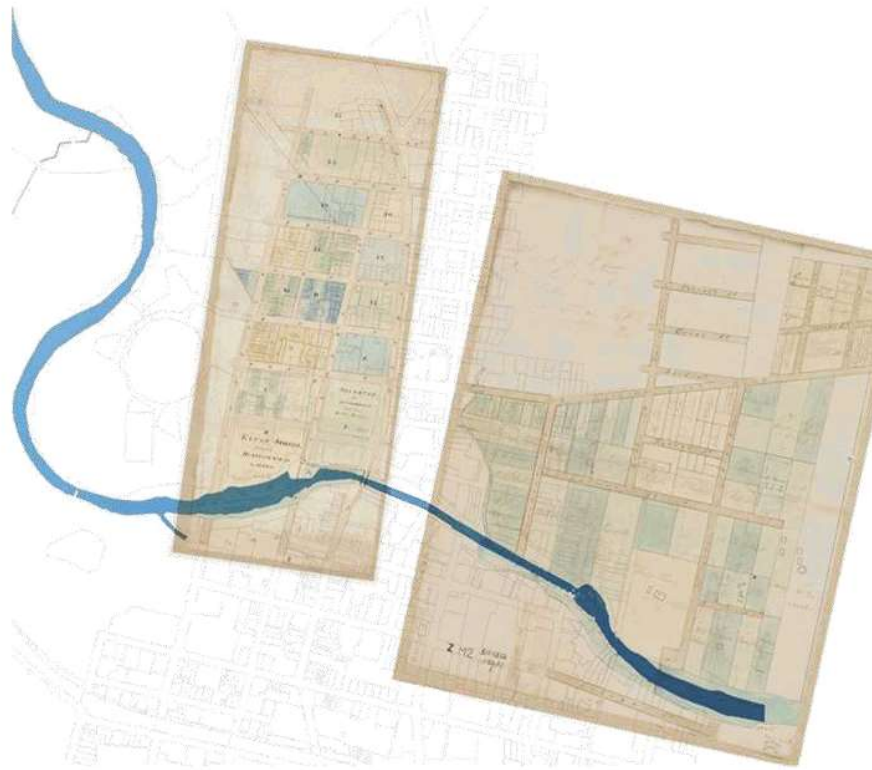


Figure 9: 1840s Plans of the development of the estates of Samuel Marsden
(Source: SLNSW)

- Civic nature of North Parramatta established by park reserve and school, coinciding with the cessation of Convict Transportation, and the transformation of a government town to a civic town
- Growth of city in easterly direction along river and road
- Subdivision of town size allotments

HECTOR ABRAHAMAS
ARCHITECTS

22

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

1857 Plan of suburban subdivision

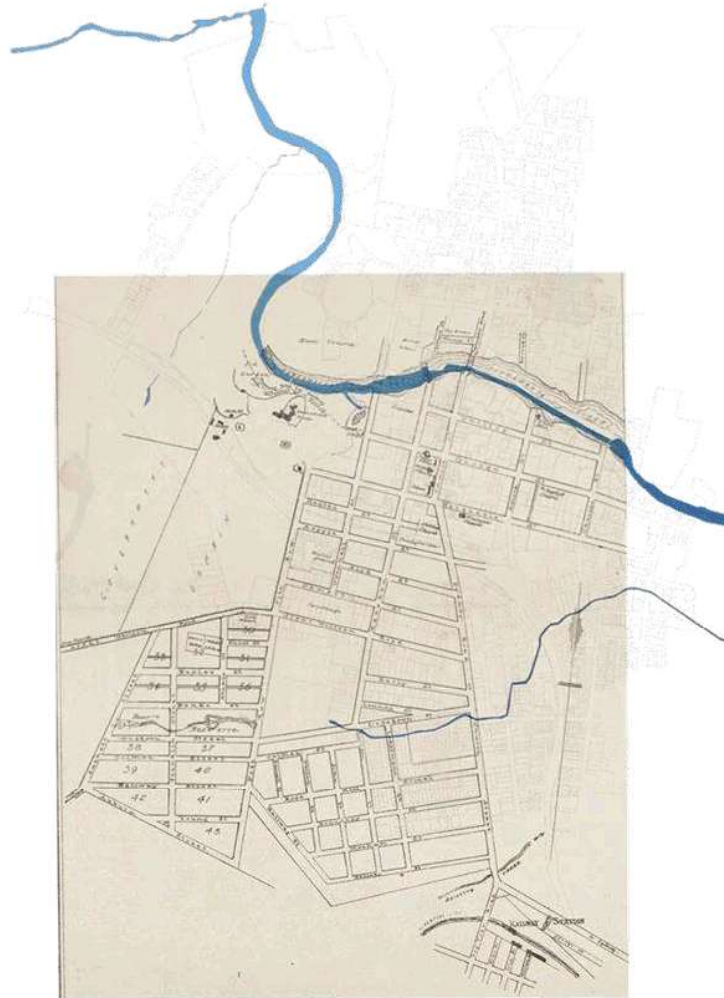


Figure 10: Plan of suburban subdivision
(Source: SLNSW)

- Subdivision of two large estates to south promoted by the construction of railway between Sydney and Parramatta Junction (Granville) in 1855
- Creation of suburban allotments, up to half of one acre
- Alignment of new suburban grids to Clay Cliff Creek

HECTOR ABRAHAMS
ARCHITECTS


23

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

1880, 1890, 1921 Plans of Subdivision of the Harris Estate into Harris Park



Figure 11: 1880, 1890, 1921 Plans of Subdivision of the Harris Estate into Harris Park
(Source: SLNSW)

- The extension of the railway closer into and beyond Parramatta is followed by small allotment town development of lands of the Harris Estate.
- The new grid of streets is aligned to the boundaries of the old Harris Estate
- Creation of Hassall and Park Streets, both backing onto the Clay Cliff Creek

HECTOR ABRAHAMS
ARCHITECTS

24

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

3.3 Parramatta's Heritage

An assessment of the impact of the Planning Proposal in general begins with a discussion of the significant heritage that is to be protected and its role in the future Parramatta CBD.

This section describes how heritage contributes importantly to the centre of cities, reviews heritage in Parramatta, and outlines what the future of heritage may be, and attempts to define appropriate attitudes to heritage.

3.3.1 Heritage in the Centre of Cities

All major historic CBDs in Australia have heritage sites that make up their built form, and yet have dealt with this historic legacy in different ways, some positive and some negative. Whilst 1960s development in Sydney and Melbourne led to the unnecessary destruction of many historic buildings, both of these cities still retain many buildings, whole streets, and subdivision patterns that embody the pattern of development from their earliest days.

In an age when commercial centres are developing rapidly, heritage is always cited as a major component in the identity stakes of the future form of the city. Links to the past indeed influence the future direction of a city and when treated with respect, heritage accords distinctiveness to a city.

3.3.2 Heritage in Parramatta

Parramatta is wealthy in heritage terms. It is named after, and has a well-researched history as the centre of the lands of the Burramattagal people.

As the second town to be established on the continent, and the first to be planned, Parramatta has roots in the earliest days of the European colony. It was a seat of government, the landing place for convicts, and the centre of administration through the colonial period to 1840. The town grew into a city in the mid nineteenth century, was fully developed in all its civic institutions. That it retains so much of its heritage is evidenced in the listing of many heritage items at Local, State, National and World Heritage levels, and these should be capitalised upon and strengthened in any future development. The numbers of cities in the world that have items of World heritage significance are few, and Parramatta finds itself in unique company on a global scale. Its heritage is unarguably one of its key attributes.

Parramatta's heritage is distinguishable in three main ways:

Parramatta has been a civic town from the start

Unlike Sydney, which developed rapidly out of a camp, Parramatta was a town planned as a whole from the earliest days of its settlement. The city was defined in a landscape, given a defined grid both North and South of the River, and a suite of civic buildings and institutional precincts within and without the grid. This civic vision is important in any future planning in and around the Parramatta CBD.

Parramatta has cultural/planning boundaries, rather than geographical ones.

The established boundaries of Parramatta are not wholly limited by natural features. The city has since its earliest times extended north of the river and to the west now extends into an almost unbroken corridor of development to Sydney. The accepted boundaries of the Parramatta CBD at the present relate to early land grants and land held by the crown.

HECTOR ABRAHAMAS
ARCHITECTS


25

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Parramatta's built heritage comprises mostly houses

With a number of important exceptions, including peripheral institutional precincts and landscapes, the vast majority of Parramatta's heritage buildings are houses, some dating to the earliest days of Colonial settlement in Australia. This includes the two earliest houses in Australia, Old Government House and Elizabeth Farm

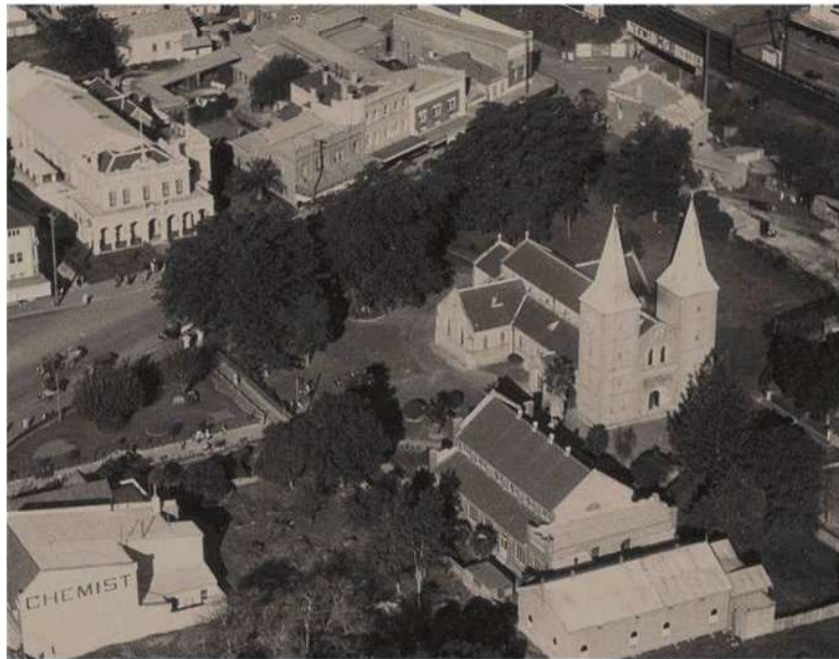


Figure 12: St John's Cathedral, Town Hall and Church Street. Parramatta was a town with all its civic functions planned from the start. (Source: Parramatta Heritage Centre, LSP0381)

3.3.3 Heritage Listings in Parramatta

The chronology of planning protection for heritage in the Parramatta CBD is briefly described as follows:

- Parramatta Local Environmental Plan 1996 (Heritage and Conservation) was gazetted in 1997. Amendment 1 introduced potential heritage items and conservation areas.
- Amendment 2 to Parramatta LEP 1996 (Heritage and Conservation) was gazetted in 2001 resulted in amendment to heritage items within the city centre.
- Sydney Regional Environmental Plan No 28 (applied to the city centre and surrounding primary area) was gazetted in 1999 and included a schedule of heritage items.
- Parramatta City Centre LEP was gazetted in 2007 and included relevant heritage items from Sydney Regional Environmental Plan No 28.

HECTOR ABRAHAMAS
ARCHITECTS

26

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

- Parramatta City Centre LEP 2007 amalgamated with Parramatta LEP 2011 in December 2015.

From a development point of view, heritage listings have gone through an economic cycle in Parramatta and are generally no longer contested - the market has adjusted and therefore compensation for heritage ownership is not warranted.

3.3.4 The Future of Parramatta's Heritage

Parramatta is distinctive among Australia's large cities in that it has undergone only two major cycles of development over two centuries— the original growth of the city including early development in the nineteenth century, and a phase of major office building in the 1980s. The next phase of Parramatta's history will see it move to a large scale high-rise CBD.

A key challenge for Parramatta in the immediate future is to retain the authenticity and setting of its heritage amidst very large scale development. The best and highest result is that heritage in Parramatta be not sidelined, isolated, swamped or ignored, but rather integrated with the new fabric of a bustling city environment.

Parramatta's schedule of individual items and conservation areas is in fact a collection or "network" of historic urban set outs, buildings and places that form the basis of the city's fabric.

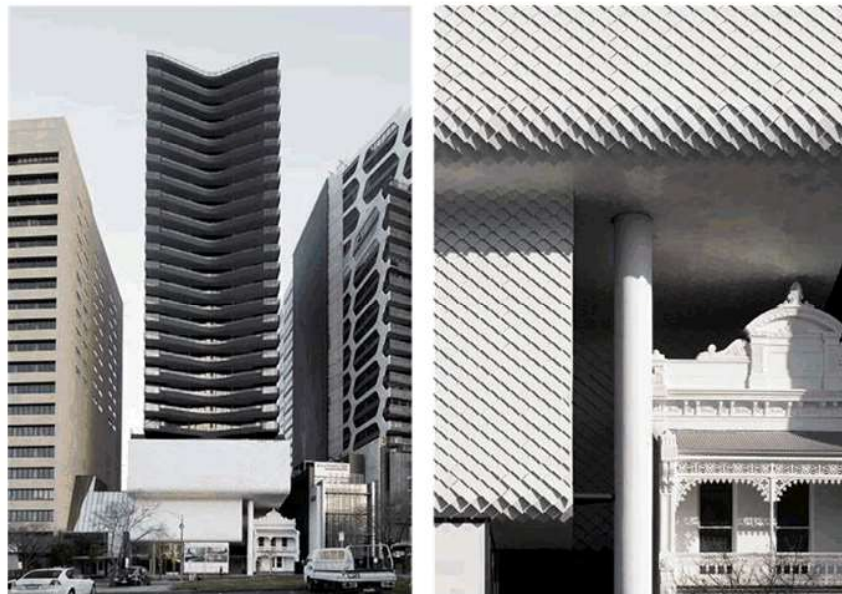


Figure 13: 50 Albert Road, South Melbourne – tower overhanging terrace house. An example of sidelining and swamping heritage, the impact of which extends across the city
(Source: <http://www.peterclarke.com.au/project/fifty-albert/?last=true>)

HECTOR ABRAHAMS
ARCHITECTS

27

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

3.3.5 A way to measure impact: Heritage Relationships

The objective of all heritage planning is to conserve the heritage significance of an item or place.

The brief requires the assessment of impact of proposals on heritage on the basis of precincts. Our approach to assessing impact in precinct terms is to address the nature of the *relationship* with the heritage item or area with its context in each precinct. The conservation of heritage values in a precinct will involve identifying, conserving or creating these relationships in a way that retains the heritage significance of a place.

Relationships with heritage items with their urban context are considered to operate primarily in four ways:

- Urban relationships such as mode of address to the street, and relation to historic designated subdivision pattern
- Historic relationships such as historic space around the item, its relationship to the natural landscape and names of items and places
- Scale relationships, usually assessed in terms of height and bulk
- Visual Relationships, comprising views to and from the heritage item

HECTOR ABRAHAMS
ARCHITECTS


28

4.0 Heritage Impact of the Planning Proposal

4.1 Positive Heritage Impacts arising from the Planning Proposal

The Planning Proposal for the Parramatta CBD seeks to amend the *Parramatta Local Environmental Plan (PLEP) 2011* in a number of ways that may have an effect on heritage. A number of aspects of the current proposal offer positive heritage outcomes and provide sensible departure points for heritage protection at the DCP level.

4.1.1 Protection of Heritage

Uniform approach

A planned uniform approach to heritage as part of the planning scheme, relating to standard procedures as opposed to a case by case basis, is necessary to “normalise” the approach to heritage. Heritage incentives may form part of this approach, but not at the exclusion of other heritage outcomes.

Fine grained approach in some areas

While a uniform basis to heritage has been adopted, certain areas within Parramatta have been approached in a more site-specific way. In the Planning Proposal, locations such as Church Street, George Street, and significant areas of Open Space a more detailed analysis and approach that consider their unique qualities is required.

4.1.2 Protection of Landscape

Implied connection of creeks and parks

Clay Cliff Creek provides an important historic marker within the city and its historic allotment boundaries that also has a significant environmental impact in terms of flooding and wind. The Planning Proposal implicitly makes a connection of existing parks and streets along this creek corridor. This has the potential to be of significant heritage benefit.

4.1.3 Community Benefits

Active street fronts

Although possibly viewed more as an urban design outcome, provisions in the Planning Proposal to make active street fronts should be seen positively in heritage terms for two reasons. Firstly this is a historic town designed to operate with active streets as its primary urban operation. Secondly, active streets promote an active network in which isolated heritage items which are located throughout the Parramatta CBD are linked in experience.

4.2 Negative Heritage Impacts arising from the Planning Proposal

This study has found the Planning Proposal will give rise to serious adverse impacts on heritage in thirteen special interest areas in different ways, however these can be addressed through the recommendations put forward in this study. This section is a discussion of issues of concern across the Parramatta CBD that is based on lessons learned from the interface areas. The following discussion addresses general issues that affect all of the Interface Areas and makes recommendations in light of them.

4.2.1 Statement of Aims in the PLEP

An aim of the current PLEP under clause 1.2(c) to be retained is:

to identify, conserve and promote Parramatta's natural and cultural heritage as the framework for its identity, prosperity, liveability and social development,...

The objectives of the one of the two predominant zones for the Parramatta CBD, B3 Commercial Core, includes:

To protect and enhance the unique qualities and character of special areas and heritage values within the Parramatta City Centre.

The other predominate zone proposed for the Parramatta CBD, B4 Mixed Use has a similar objective but does not include the words "and heritage values" but which are recommended to be added.

RECOMMENDATION:

- Include the words "and heritage values" in the objectives for B4 Mixed Use Zoning

4.2.2 Identifying Heritage Impact

The Planning Proposal on a number of occasions makes a requirement for development that involves a heritage item or conservation area to consider the *impact* of that development. For example, the Planning Proposal for the Parramatta CBD (at p29) states that:

4. The incentive maximum height control: ...
 - b. Where maximum building heights apply, it generally increases the building heights from the base height control to correspond with the incentive FSR control, except where impacted by heritage.

Heritage impact can be determined using the well-defined methodology published by the NSW Heritage Office, however the phrase "*impacted by heritage*" is likely to be vague in practice. What is probably meant in the incentive height control is "*except where impacted by obligations not to impact negatively on heritage.*"

The nature of an impact upon heritage is influenced by many factors, including the type, scale, and context of the proposal. A more helpful way to consider the impact of a new development upon heritage is to consider the relationship that will exist between them.

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

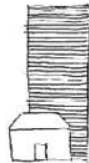
New development can and must be accommodated alongside existing heritage in a way that is respectful and appropriate, responding to the building, the street, and the wider area. Where a poor relationship exists, this can lead to poor heritage outcomes in terms of isolation, overshadowing, or disturbance of existing street patterns and rhythms.

Assessment should require:

- the area of context of items and conservation areas, in which the applicant is obliged to assess impact, is large enough to capture all potential impacts; and
- the assessment of impact is to have regard for relationships identified as important to Parramatta CBD Special Interest Areas.

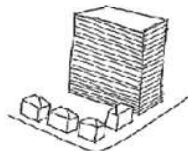
The Planning Proposal and proposed LEP provisions that require impact to be considered would be improved by the inclusion of specific heads of consideration. The following specific heads of consideration for Parramatta CBD development should be included in the standard heritage provisions to give guidance to what constitutes an impact (that is, what is the relationship between the existing and the proposed).

Assessing relationship to development within the Parramatta CBD:



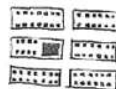
Immediate Relationship

This is impact upon the built fabric or within or adjacent to the lot of that heritage item, or impact upon a property located within a conservation area.



Street Relationship

This includes development that is visible from the street elevation. If the site is a corner location (or adjacent to a corner) then the impact upon both streets must be considered.



Area Relationship

Where a development is of a certain height and is adjacent to a conservation area or cluster of individually listed heritage items, then the impact of that development upon the significance of the conservation area must be considered.

HECTOR ABRAHAMS
ARCHITECTS

31

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

RECOMMENDATIONS:

- Specific heads of consideration for Parramatta CBD development should be included in the standard heritage provisions of the LEP to give guidance to what constitutes an impact.
- A Heritage Impact Statement should be prepared for any development potentially having any adverse impact upon an individually listed heritage item or conservation area. A key method of assessing the *impact* of a development upon a heritage item or conservation area is to consider the *relationship* between that new development and the item or area.
- For any lot amalgamation including or adjacent to a heritage item a Conservation Management Plan must be prepared and lodged with council for comment prior to the lodgement of a development application for the subdivision.
- Revise the wording in the PP from "impacted by heritage" to "except where impacted by obligations not to impact negatively on heritage."

4.2.3 Potential negative impact arising from FSRs and Height LimitsIncentive Height and FSR

Under the current PLEP 2011, the majority of sites in Parramatta have one height control and one FSR control. In the Planning Proposal an additional FSR and Height control are proposed so that most sites in the Parramatta CBD will maintain the existing controls as "Base FSR" and "Base Height", and allow a second "Incentive FSR" and "Incentive Height".

In general, the Incentive FSR for the Interface areas is 6:1, with Incentive Heights being unlimited. Auto Alley will be an exception, with varied height limits. This represents a substantial increase in bulk and height in most Interface Areas. In terms of potential impact on heritage, it is the Incentive FSR and Height that is assessed.

Heritage Impact of Incentive FSR and Height Limits

In planning terms, the proposed Incentive FSRs with no height limit is a dominant single tool to derive urban form and amenity. Amalgamation is necessary to achieve the potential held out in the proposal. The final form of the interface areas will be the result of a negotiation on sites which, so as to access the incentives, will undergo an individual design excellence process progressively. Because the outcomes of this Planning Proposal are very abstract heritage impacts are not predictable. Some specific vulnerabilities are discussed below.

Incentives to Heritage Items

The impact of increased FSR and Height will be most keenly felt on heritage items and conservation areas. It is not rational to have a blanket FSR and unlimited height controls in any area dominated by heritage items or within a conservation area, simply because the purpose of listing individual items and the forming of conservation areas is to protect them from development. To add an expectation of development potential to these places would have a negative impact locally and be setting a precedent, across the State.

HECTOR ABRAHAMAS
ARCHITECTS


32

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Isolation of Heritage Items

A part of the city composed of a predominately uniform collection of buildings or subdivision allotment can be gradually eroded in a piecemeal fashion, until the heritage qualities of a place are seen to rest on a building that, in isolation, may be of little heritage value. Isolated heritage sites make for permanent negative landmarks.



Figure 14: The qualities of a precinct may be gradually eroded.
(Source: HAA)

Design Excellence

Under the Planning Proposal, a development involving or directly adjoining a heritage item seeking to achieve a FSR of 3:1 or greater is to be subject to a competitive design process, the result of which may increase height and bulk adjacent to a heritage item. The impacts of this increased FSR and Height on the adjacent heritage item(s) must be assessed as part of any Design Excellence review.

The holding of a Design Excellence competition should not be seen as a guarantee that negative heritage impacts can be addressed or mitigated. In some cases, all proposed options for a site may in fact be inappropriate, with some sites simply unable to accommodate a proposal of a certain size. Further amalgamation may be required to provide an appropriate setting for a heritage item.

RECOMMENDATIONS:

- Incentive height and FSR provisions should not be applied to conservation areas
- Heritage items should not be isolated as a result of development
- Heritage controls must be included as part of any Design Excellence assessment involving or directly adjoining a heritage item.
- A heritage expert should form part of any Design Excellence jury for a proposal affecting a heritage item or heritage conservation area

HECTOR ABRAHAMS
ARCHITECTS


33

4.2.4 Potential negative impact on Parramatta's Heritage HousesUse

The best way of conserving a heritage building in a CBD is for it to have a viable use. Many houses within the Interface Areas have been sensitively adapted for commercial uses where residential occupation is no longer an option. Any use that can be accommodated with minor alteration to historic fabric (both internally and externally) should be encouraged over uses that require major alteration.

Where a viable use is not able to be found, it is preferable for a building to be "mothballed" temporarily rather than have drastic alterations carried out that result in significant loss of original fabric.

Setting and Space

The setting of a house is in most cases an important element of its significance, and may involve a street or river frontage, a particular view, a garden, or its visual relationship to neighbouring properties. The majority of houses in the interface areas are detached dwellings, and their elevations on all sides should be preserved by appropriate setbacks to preserve this historic setting. Particularly important for conserving context is the space to the rear of a house. At a minimum an area of deep soil landscape able to accommodate a tree should be retained at the rear of a property.

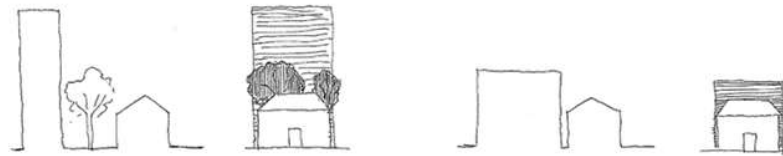


Figure 15: A building of greater height but which preserves a more appropriate setting to a house (left) is preferable to a building of greater bulk that reduces the setting (right).

(Source: HAA)

Rhythm of the street and Subdivision pattern

The subdivision pattern of a street is reflected in its buildings. The surviving houses of the interface areas reflect the subdivision pattern of an area, and establish the pervading setback, scale and character of their streets. New developments that may involve amalgamation of lots should seek to retain this pattern of development in their detailing. Therefore developments with long, linear podiums are not an appropriate response to their setting, as they conceal existing street patterns and visually join together historic houses or buildings which were historically separate items.



Figure 16: New developments should avoid long linear podiums that conceal street rhythm (left) and instead should conserve the existing pattern and rhythm of a street (right).

(Source: HAA)

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Setback patterns

Figure 17: Inappropriate setbacks may affect the character and rhythm of a street (left). New developments can return character and setting to a street and reconnect isolated heritage items with their context (right)
(Source: HAA)

An important element in the continuity of a streetscape and which provides an appropriate setting for a house is the setback pattern of a street. This is a very real threat to historic buildings in commercial areas, with increased pressure to both maximise floor space and to provide a street address to a development. New developments should seek to conserve historic setback patterns where they exist, and to restore them where they have been eroded by previous development.

Mode of Address to Street

New developments should be provided with positive and direct access that is in keeping with the existing mode of address of a building to a street. In the case of a corner site it may be appropriate for the building to address two streets, but it may not.

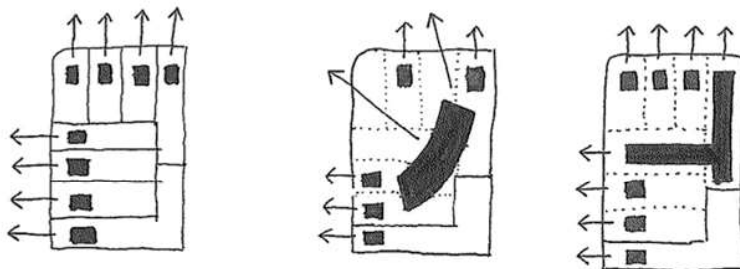


Figure 18: Existing historic direct mode of address to the street (left) can be lost through amalgamation and radical building siting (middle). New developments should maintain historic modes of street address (right)
(Source: HAA)

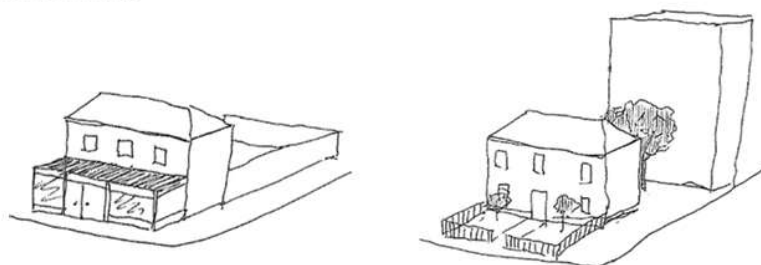
Recovery of setting

Figure 19: New developments may be provided with incentives or conditions to remove intrusive elements and guide the restoration of a historic building as a condition of consent. (Source: HAA)

HECTOR ABRAHAMAS
ARCHITECTS

35

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Some historic houses in the Parramatta CBD have been subject to insensitive alterations to their fabric, which may have resulted in an altered building form, colour, or street presence. In many cases, the actual historic nature of the building may be totally disguised. The recovery of the authentic building is to be given a priority in assessing development proposals in the Parramatta CBD.

Isolation

Parramatta's heritage is unique in that it is comprised in the most part of freestanding small houses, as opposed to commercial or government buildings. These houses are of a scale that makes their significance particularly vulnerable to adjacent large scale development and changes in context. In some cases, houses have become isolated heritage items simply as a result of poorly sited adjacent development. New developments should seek to respond to these isolated items in a way that recognizes them as vital parts of a rich urban fabric.



Figure 20: Developments without a buffer to new development, and which ignore historic subdivision patterns have a detrimental effect upon the setting of historic houses, and can result in further isolation (Marion Street, at left). Where trees have been retained, a setting for the historic house remains (Albert Street, at right). (Source: HAA)

RECOMMENDATIONS:

- All of the setting of a house that contributes to its significance must be conserved.
- In all cases retain an area of deep soil landscape to the rear of an historic house large enough to plant an appropriate tree in order to retain the detached nature of the dwelling and the presence of a garden setting.
- Conserve historic setback patterns where they exist, and restore them where they have been concealed by later development.
- Interpret the historic subdivision pattern of a street in new developments that involve amalgamation of lots through careful architectural detailing.
- New developments are to retain the historic mode of address to the street in the vicinity of the development
- Where a heritage item has been negatively impacted by past development, new development must include the reversal of the negative impact to the heritage item.
- Give priority to uses for heritage items that involve less change to significant fabric than uses that require more change.
- The retention of an entire building in a way that isolates it completely from its context is not acceptable.

HECTOR ABRAHAMAS
ARCHITECTS

36

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

4.2.5 Potential negative impact on Parramatta's Balanced Streets

The majority of streets in the Parramatta interface areas have a balance, with buildings of a similar scale on either side, or unifying elements such as consistent setbacks and street trees. There are exceptions to this rule, but at present the difference in scale and bulk is generally well resolved through the urban principal of a balanced street.

Some streets, by virtue of their historic subdivision patterns and building alignments, anticipate changes in scale and balance. These may occur at T intersections, at streets with side fences only, or adjacent to parks.

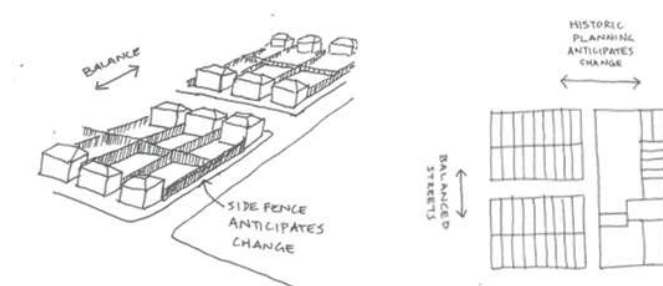


Figure 21: Some historic building alignments and subdivision patterns anticipate change in balance
(Source: HAA)

Increased densities will have the potential impact of creating unbalanced streets. New development should seek to achieve a greater balance to a street.



Figure 22: The existing balanced nature of a street (left) can be eroded as a result of mismatched development resulting in a poor relationship (right). (Source: HAA)

RECOMMENDATIONS:

- The existing balance of a street is to be preserved, particularly within and adjacent to conservation areas.
- Preserve street trees and building setbacks, and balance of building heights, which contribute to the balance of a street

HECTOR ABRAHAMAS
ARCHITECTS

37

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

4.2.6 Impact of the PLEP concept of TransitionAppropriate Transitions

The Draft LEP states that

7.15 Community Infrastructure

- (1) The objective of this clause is to allow greater residential densities and height in the Parramatta City Centre where community infrastructure is also provided.
- (2) The consent authority may approve development with a height and floor space ratio that does not exceed the increased building height and floor space ratio identified on the Incentive Height of Buildings Map and the Incentive Floor Space Ratio Map, but only if:
 - (a) the development is able to demonstrate an appropriate transition to any heritage items or conservation areas; and
 - (b) the development includes community infrastructure to the satisfaction of the consent authority, whether or not provided on the development site or an alternative site nominated by the consent authority.

7.16 Opportunity Sites

- (4) The consent authority may grant consent to development involving [even more FSR] if:....
- (b) the development demonstrates an appropriate transition to any heritage items; and
- (7) requires a DCP to be prepared which includes "(iii) any heritage issues and streetscape constraints,"

Definitions of an "appropriate transition" are difficult to apply, as what is appropriate in one heritage context may not necessarily be appropriate in another. The question is less one of *appropriate transition* and more one about the *relationship* with a heritage item or conservation area. Developing a clear methodology by which this can be demonstrated or tested in an assessment will require very pointed but widely applicable assessment criteria. Specific heads of consideration for Parramatta CBD development should be included in the standard heritage provisions to give guidance to what constitutes an "appropriate transition" (that is, what is the relationship between the existing and the proposed).

RECOMMENDATION:

- Specific heads of consideration for Parramatta CBD development should be included in the standard heritage provisions to give guidance to what constitutes an appropriate transition to a heritage item or conservation area

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

4.2.7 Potential negative impact arising from Amalgamation of lotsSliding Scale and Heritage Items

Under the existing provisions of the PLEP 2011, where a site area is less than that stated in the instrument, an FSR sliding scale control limits the maximum FSR that can be achieved on a site proportional to the site area. In order to achieve the maximum FSR, site amalgamation is thus promoted, the stated aim of which is to “prevent overdevelopment and inappropriate built forms on small sites”.

Whether a heritage item is adjoining or part of a site, a test should be made as to whether the proposed development can be suitably accommodated on that site. Simply because an amalgamation has occurred, it does not mean that a development of a certain size would be an appropriate outcome.

Development Adjacent to a Heritage Item

The Planning Proposal resolved to allow similar FSRs/heights for heritage items to those of adjoining properties. This was valued because it allows for flexibility and simplification of planning controls, and enabled developers to determine the value of the adjoining heritage item to their development. Because a heritage item may not be developed however, its FSR value could effectively be added to an adjacent site through a process of amalgamation. This increase in FSR and height immediately adjacent to a heritage item may have a negative impact upon the very setting that is sought to be protected through heritage listing.

Any development that involves such a proposal must be made to ensure that some benefit from the development is bestowed upon the heritage item as a condition of consent. This may take the form of restoration of the building or its setting (eg: removal of later intrusive additions, provision of appropriate landscaping) or the establishment of a properly funded maintenance plan.

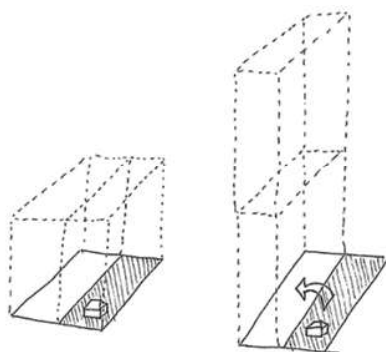


Figure 23: The effect of floor space transfer adjacent to a heritage item (Source: HAA)

With a “blanket” FSR across much of the Interface Areas as part of the Planning Proposal, this will lead to double the amount of permissible floor area adjacent to heritage items compared to other adjacent sites. In some cases this will have a negative impact and in other cases the impact may be able to be addressed through Design Excellence. There will be some sites where the impact is only addressable by the amalgamation of more sites and locating resultant floor area further away from the heritage item.

HECTOR ABRAHAMS
ARCHITECTS

39

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Amalgamation Direction

The direction in which amalgamations occur will have a determinative effect on the future urban form. Some streets may go up, whilst others stay low. Developments must respect the primary street address of a development site and conserve the legibility of a subdivision pattern in attempting amalgamation.

Street hierarchy

The Parramatta CBD is characterised by relatively small lots, a historical pattern which should be reflected in any redevelopment but nonetheless often required to be amalgamated to appropriately accommodate buildings of the scale anticipated for this CBD.

Subdivision patterns reflect the hierarchy of streets, with main streets and side streets readily distinguishable. New development should preserve this pattern of street networks. Side streets should not be made to dominate in any new development where this will disrupt existing urban patterns and the legibility of street hierarchy.

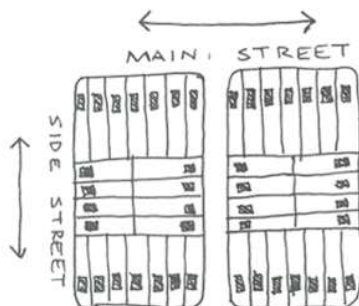


Figure 24: The hierarchy of streets must be retained
(Source: HAA)

Retention of Facades

New developments may be located “behind” existing heritage listed properties, but in fact may have their own street address. It is vital that a form of heritage “facadism” does not occur as a result of new development born out of lot amalgamation. Façade retention is not an acceptable development option for a heritage item.

Overhanging of Heritage Items

Retention of a historic building should be considered one of the primary motivating factors in a development, and not as an afterthought. To that end, development that “overhangs” a heritage item is deemed to reduce the significance of that item and is unacceptable and should not be permitted. A connection to the sky is an important element of a historic building and this must be preserved.

HECTOR ABRAHAMAS
ARCHITECTS

40

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

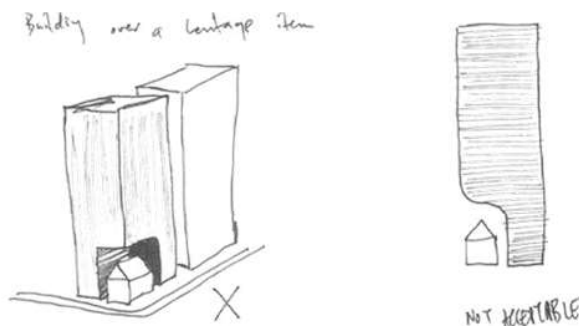


Figure 25: Development that overhangs a heritage item is not permitted
(Source: HAA)

RECOMMENDATIONS:

- Preserve the historic hierarchy of streets
- Amalgamation alone is not the only criteria as to whether a development may be suitably accommodated on a site.
- Some sites may require further amalgamation before a development may become appropriate in heritage terms.
- Façade retention is not an acceptable development option for a heritage item.
- Any development that involves amalgamation with a heritage item must bestow some of the benefit of that development upon the heritage item.
- Development that overhanging the space above a heritage item is not permitted.

Isolation of Heritage Items and Widowing of Sites

General FSR provisions apply to heritage items, which provide additional value to an item despite the expectation that any redevelopment of the land containing the item will be constrained by the need to conserve its significance.

In terms of site amalgamations, the presence of a significant FSR may provide an incentive to include an item in a redevelopment proposal so as to utilise its development potential on another part of the amalgamated site. This provides good opportunities to ensure that the relationship of the new development to the item is exhibits design excellence and that the item be suitably restored and conserved with a purposeful use.

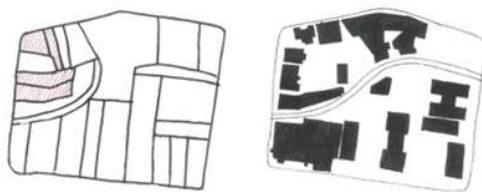


Figure 26: Buildings allow subdivisions to be understood. Amalgamations should preserve this intrinsic character of the city. (Source: HAA)

HECTOR ABRAHAMS
ARCHITECTS

41

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

However, inclusion of a heritage item may provide a disincentive if the FSR obtained (through purchase of the site) cannot be utilised within the development or that a satisfactory relationship between the development and the item is not able to be achieved.

This underscores the need to ensure that planning requirements such as heritage conservation considerations and design excellence are applied equally whether a redevelopment parcel either contains or adjoins a heritage item.

However, a prevailing concern remains that amalgamations required to implement the Parramatta CBD Planning Proposal may result in poor urban and heritage conservation outcomes in that small sites or heritage items may be isolated (or "widowed") whereby suitable redevelopment of remnant areas could be significantly compromised.

Similarly, some amalgamations have the potential to significantly prejudice the potential for an appropriate relationship between new development and a heritage item despite design excellence processes and the like, simply because of an unsuitable site shape, dimension and/or configuration that cannot be overcome by design solutions.

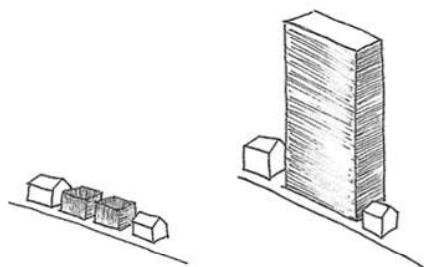


Figure 27: Individual heritage items can have a positive relationship to each other (left) or become isolated (right) as a result of new development. (Source: HAA)

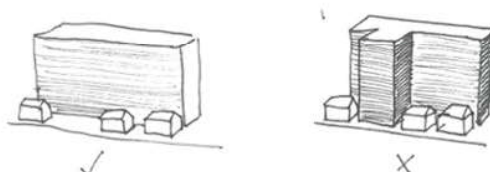


Figure 28: In the context of a row of detached houses, the significance may be better preserved by retaining a gap, than by attempting to ensure a consistent setback to the street. (Source: HAA)

RECOMMENDATIONS:

- Prioritise heritage conservation considerations in assessing developments that amalgamate heritage sites.
- Ensure that heritage places do not become isolated due to a development.

HECTOR ABRAHAMAS
ARCHITECTS

42

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

4.2.8 Potential negative impact from treatment of Corner Sites

In a CBD formed of a grid of streets, corner sites are the most important to urban form, legibility, amenity, and views. Some corners may be occupied by buildings, some not. In areas such as Sorrell Street, connections between that street (precinct) and Church Street (a separate precinct) are important and understood at corners. Amalgamation of lots should not disrupt the pattern of a street corner.

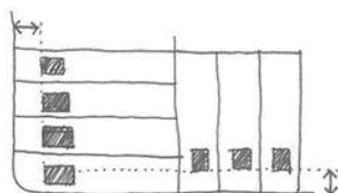


Figure 29: Setbacks at corner sites can be important indicators of street hierarchy and subdivision patterns, and should be maintained.

(Source: HAA)

RECOMMENDATIONS:

- Retain the existing setbacks for all lots adjacent to a corner lot in any amalgamation proposal.
- Recognise the important role that corner sites play in terms of street address, street hierarchy, and connection points. In some instances a building of greater height and bulk will require a larger setback than existing to preserve the character of both streets.

4.2.9 Potential negative impact arising from treatment of Setbacks

Setbacks are of vital importance in the retention of settings of significance to heritage items and in conservation areas. Setbacks can influence street balance, streetscape character, prevent isolation of heritage items, maintain views and permit sunlight penetration.

Street Setbacks

Figure 30: Setbacks have been gradually eroded along High Street, and this has affected the balance and quality of the street. (Source: Google Maps with HAA overlay)

HECTOR ABRAHAMS
ARCHITECTS

43

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Retention of setbacks is of vital importance to the character of a street. Encroachment by one development can have a drastic impact upon all neighbouring properties, leading to a general degradation of the character and streetscape of a place.

House Setbacks

Setbacks exist on all sides of a property, not just to the street, and detached houses are particularly vulnerable to becoming isolated if these setbacks are not maintained. At a minimum, a deep soil zone that is able to accommodate a suitable size tree should be provided at the rear of any house within an interface area to provide a buffer to any new development.

Shop Setbacks

Streets with shops are particularly susceptible to changes in setback. Efforts should be made to ensure that a consistent address to the street is retained. Leaving a "gap" in a row of commercial premises that have been designed as a continuous wall to the street is not acceptable.

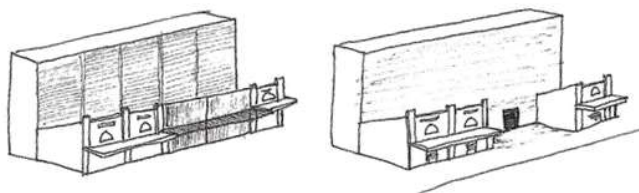


Figure 31: Commercial streets should retain their mode of address to the street (left) and not create "gaps" as a result of new development (right) (Source: HAA)

Increasing Setbacks

In some situations where a heritage item is of high significance and/or has a particularly strong form of urban address, it may be desirable to increase the setback of a building in order to preserve its context and significance. Examples of this within the Sydney CBD include the open spaces adjacent to 31 Bligh Street (pictured below) and 165 Castlereagh Street.



Figure 32: Sometimes a setback can be of benefit in providing a setting for a historic building within a CBD context (Source: Ray White Real Estate listing for 25 Bligh Street, Sydney²¹)

²¹ <https://jagonal.com.au/office/rent/NSW/Sydney/Sydney-CBD/CBD-Core/Bligh-Chambers/7992#summary>

HECTOR ABRAHAM
ARCHITECTS

44

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

RECOMMENDATIONS:

- Generally preserve existing street setbacks in new developments to conserve street balance and character
- Always retain a setback of deep soil zone to the rear of a heritage house sufficient for a tree to prevent its isolation as a result of any development.
- Recover historic street setbacks to regain streetscape qualities where these have been eroded
- Increase setbacks adjacent to heritage items where historic setbacks are not recoverable

4.2.10 Potential negative impact arising from treatment of Subdivision patterns

Figure 33: The podium of Regent Place reproduces subdivision patterns in George Street, Sydney
(Source: HAA)

The essential human scale of the Parramatta CBD is a result of historic subdivision patterns. The amalgamation of lots for tower construction (an inevitable outcome of the Planning Proposal) has the potential to make tower podiums of a monumental scale in the Parramatta CBD. If podiums are not correctly articulated to reflect subdivision and setback patterns they can have a negative impact upon this finer-grain scale. Examples of this erosion of urban scale within the Interface Areas are many.

A recent development in George Street Sydney (illustrated above) opposite St Andrew's Cathedral and Sydney Town Hall has employed a podium base and retained an existing historic building, and a pattern of building and property alignment has been employed to the benefit of the street and the surrounding context.

HECTOR ABRAHAMAS
ARCHITECTS

45

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

RECOMMENDATION:

- Give expression to historic subdivision patterns in all new development.
- Recovery of historic subdivision and setback patterns in the fabric of new developments.

4.2.11 Potential negative impact arising from Overlooking and AlienationObjective principles for creating an appropriate buffer

A number of recent developments have had the unintended effect of creating a “wall” to a street that has raised the height significantly to which sky becomes visible. A previously dynamic skyline can quickly become uniform, while streets that once appeared open can become overlooked.

Street width, planting, topography, and orientation can all affect the impact that new development can have on existing street character. Increased height for certain developments may in some cases be a better outcome than a dominating, lower-scale building of greater visual bulk.



Figure 34: Apartments overlooking Jubilee Park, but with no connection to the place.
(Source: HAA)

Particularly vulnerable are the edges of the interface areas, where they abut areas outside of the Parramatta CBD Planning Proposal. A new high-rise development in one street may look over the back gardens of several existing properties whose lot boundaries run perpendicular (such as happens in Inkerman Street, South-West Interface area).

HECTOR ABRAHAMS
ARCHITECTS
■

46

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

A number of possible locations for developments that have an alienating effect on neighbouring properties or public places exist in the interface areas. Detrimental outcomes could include:

- Overshadowing
- Overlooking
- A sense of “looming” for exceptionally tall properties
- De-activation of streets with the loss of smaller shopfronts
- Abrupt transitions of scale

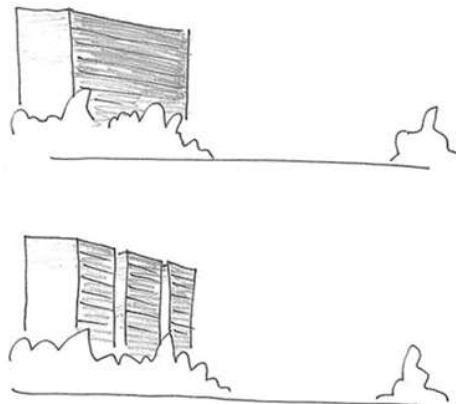


Figure 35: The modulation of a building façade can have a dramatic effect on its bulk.
(Source: HAA)

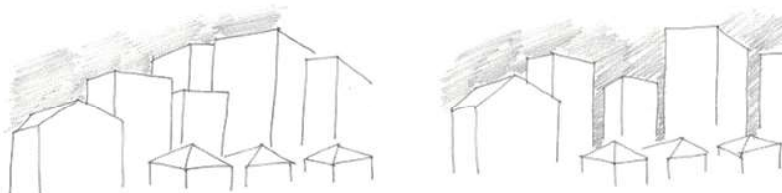


Figure 36: New developments must be assessed from multiple angles to prevent the creation of a “wall” of development.
(Source: HAA)

RECOMMENDATIONS:

- Modulate building form to prevent creation of a “wall” effect
- setback higher levels of tall development adjacent to public space to reduce bulk
- Tall buildings not to front directly on to public reserves but to be separated by creation of an active street or path
- Creation of active frontages to developments on multiple sides where appropriate
- Preserve sky visibility between and around tall developments.
- Consideration of street width in any new development proposal to avoid creation of canyons

HECTOR ABRAHAMAS
ARCHITECTS

47

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

4.2.12 Potential negative impact arising from Overshadowing of outer Conservation Areas (solar access)

Under the Planning Proposal Parramatta CBD will acquire very tall buildings.

A major impact will fall on the surrounding residential districts which are HCAs if shadows from the new high rise buildings extend onto them in any way.

Areas of potential heritage impact arising from solar access include:

- Parramatta riverfront, which should maintain north-south street connections that allow sun penetration to the riverbanks and foreshore walking paths.
- Prince Alfred Square will be highly compromised by adjacent tall development on Victoria Road. The proposed solar access zone, while technically achieving a 51% area of sunlight to the park, does not address the reality that due to the historic planting of the park the "sunny" portion of the place will in fact be shaded by existing mature trees.
- The section of Harris Park West Conservation Area bounded by Station Street East and Wigram Street is particularly susceptible to overshadowing.

Experiment Farm Cottage

Experiment Farm Cottage is of National Significance as the site of the first land grant in Australia, made in 1789 by Governor Phillip to the former convict, James Ruse. By 1791 Ruse had successfully farmed the 30 acre site as an experiment in self-sufficiency, proving that a new settler could feed and shelter his family with relatively little assistance to get started. The Indian-style bungalow there today was built by Surgeon John Harris, c1835. It is one of Australia's oldest standing properties and features in an 1837 sketch and subsequent watercolour by Conrad Martens.¹²



Figure 37: Experiment Farm Cottage
(Source: HAA)

¹² <https://www.nationaltrust.org.au/places/experiment-farm-cottage/>

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Experiment Farm Cottage was the first house purchased by the National Trust (NSW) in 1961. In 2000 the former Parramatta City Council acquired and demolished suburban dwellings that encroached onto the cottage, restoring long lost vistas.¹³

It is vital that new development in the Parramatta CBD does not overshadow this place. It is important to retain a sense of separation from the Parramatta CBD, and any shadow directly as a result of a tower development would compromise this separation from the Parramatta CBD.

- Building and garden of Experiment Farm Cottage as outlined below should have no additional overshadowing as a result of Parramatta CBD development. This applies throughout the day and is not limited by any time restrictions.



Figure 38: Experiment Farm Cottage solar access curtilage
(Source: HAA)

¹³ http://www.discoverparramatta.com/places/heritage_and_historic_sites/experiment_farm_cottage

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Elizabeth Farm

Elizabeth Farm is associated with major figures who were prominent in the 19th century development of the colony, including John and Elizabeth Macarthur, and the Swann family in the 20th century. There is a large surviving collection of documentary evidence connected to the house, which contains part of the oldest surviving European construction in Australia. The garden contains some of the earliest European plantings in Australia. It is an example of early colonial architecture and early agricultural experiments.

The property forms the core of a major historic farm estate which was highly influential in the development of the wool industry in Australia, the introduction and acclimatisation of plants and economic crops such as olives and vines. By its size, location and history of subdivision the property was influential on the development of the town of Parramatta.

The property is also significant in the history of conservation in NSW, being the first to be preserved by direct acquisition by the State Government, and the second property to have a permanent conservation order placed over it under the Heritage Act 1977.¹⁴



Figure 39: The residence of John McArthur Esqre. near Parramatta, New South Wales by Joseph Lycett, 1825. (Source: Sydney Living Museums)

It is vital that new development in the Parramatta CBD does not overshadow this place. It is important to retain a sense of separation from the Parramatta CBD, and any shadow directly as a result of a tower development would compromise this separation from the Parramatta CBD.

- Building and garden of Elizabeth Farm as outlined below should have no additional overshadowing as a result of Parramatta CBD development. This applies throughout the day and is not limited by any time restrictions.
- Some additional overshadowing of the grounds (bounded by Alice, Arthur and Alfred Streets and the Clay Cliff Creek) by development of the adjacent school site may be permitted between 12pm and 6pm.

¹⁴ Read, S. (2003) Statement of Significance for Elizabeth Farm, NSW State Heritage Register listing, accessed May 2017 (<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5051394>)

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 40: Elizabeth Farm Cottage solar access curtilage. The core of the site including the cottage and garden must not be subjected to any additional overshadowing.
(Source: HAA)

Hambledon Cottage

Hambledon Cottage was built by John Macarthur in 1824 as a second house on his Elizabeth Farm Estate. The Statement of Significance for the house describes it as a fine and rare example of an 1820s domestic building and is expressive of the taste, aspirations and needs of its several owners. Its landscape includes plantings dating from its earliest construction and are now some of Australia's oldest surviving European tree plantings. The Hambledon Cottage site is an important component of an estate (Elizabeth Farm) that became a prototype of Australian land management. It also has strong associations with a number of individuals and families important in the development of Parramatta.¹⁵

It is acknowledged that the historic plantings provide a high level of shade to this house, however it is vital that new development in the Parramatta CBD does not overshadow this place. It is important to retain a sense of separation from the Parramatta CBD, and any shadow directly as a result of a tower development would compromise this separation from the Parramatta CBD.

- The building and garden of Hambledon Cottage as outlined should have no additional overshadowing as a result of Parramatta CBD development. This applies throughout the day and is not limited by any time restrictions.

¹⁵ Statement of Significance for Hambledon Cottage, NSW State Heritage Register listing, accessed June 2017 (<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052762>)

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 41: Hambledon Cottage solar access curtilage.
(Source: HAA)

RECOMMENDATIONS:

- There must be no additional overshadowing of Experiment Farm as a result of Parramatta CBD development.
- There must be no additional overshadowing of the Elizabeth Farm site as a result of Parramatta CBD development.
- There must be no additional overshadowing of the Hambledon Cottage site as a result of Parramatta CBD development.
- Incidental overshadowing of the Elizabeth Farm greater precinct as a result of development of the adjacent school may be permitted.
- The Parramatta CBD Planning Proposal Incentive FSR and Heights will be impacted by the above recommendations. Further testing is required by Council to ascertain the extent of solar access plane which would apply to the Parramatta CBD Planning Proposal to ensure protection of solar access to Elizabeth Farm, Experiment Farm and Hambledon Cottage.
- The amount of solar access to Prince Alfred Square should be maximised as far as possible.
- The amount of solar access to the Parramatta River should be maximised as far as possible.

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

4.2.13 Potential negative impact arising from allocation of Active Streetfronts

Active street frontages should be carefully considered in terms of heritage benefit due to the positive contribution they can make to the amenity of a place and the potential linkages they can create between significant items or areas.

The current proposal makes policy for creating a number of active street front areas in the North Parramatta Interface Area along Church Street, but the possibility exists to extend some of these active frontages down the side streets where commercial activity already exists, such as Palmer Ross, Grose and Fennell Streets.

RECOMMENDATIONS:

- The location of defined Active street frontages should be extended to connect a network of heritage items and places throughout the interface areas.
- Pedestrian activity should be encouraged, particularly in the streets that intersect with northern Church Street and the riverbank.

4.2.14 Potential negative impact arising from treatment of Views

Important views have been identified as part of this study in the interface areas. Views may relate not only to spires and towers, but also to reflections in the river.

Views along main streets of sky

Views at the termination of a street within an interface area should not end abruptly with a tower, instead an open sky view should be maintained.

Views along the Parramatta River

The Parramatta River affords a unique series of views as it bends throughout the Parramatta CBD. The view of the river itself, and also the views along it are important within the context of the Parramatta CBD, in particular the views from and towards the historic Lennox Bridge. The still nature of the river makes it particularly susceptible to reflections from adjacent tall buildings, and these may have the unintentional effect of reducing clear sky reflections along this important view corridor.

Views from historic properties

A number of historic properties exist in the interface areas. Much consideration is given in planning in an attempt to consider views *towards* these properties, but equal consideration should be given to views *from* the site, particularly in the context of housing. The setting of a property can be significantly diminished by inappropriate adjacent development. The examples below of views both to and from the "Judge's House" in Kent Street Sydney show this effect clearly.



Figure 42: Views to and from the Judges House, 531 Kent Street Sydney.
(Source: <http://sydney-eye.blogspot.com.au> and HAA)

HECTOR ABRAHAMS
ARCHITECTS

53

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

RECOMMENDATIONS:

- Compile a Parramatta CBD register of views that must be preserved.
- Views both to and from any adjacent heritage item must be considered as part of any development

4.2.15 Potential negative impact on Clay Cliff Creek

A specific study of the Clay Cliff Creek should be made in order to save and fully interpret this creek basin within the newly-developed Parramatta CBD.

The basin of the Clay Cliff Creek is

- The basis of the alignment of street grids historically along its entire length
- A conduit of water under, on and above ground
- A conduit of ventilation through the Parramatta CBD
- The only natural landscape feature of the core of the southern Parramatta CBD
- The obvious pedestrian cross route from Parramatta west to the Parramatta River

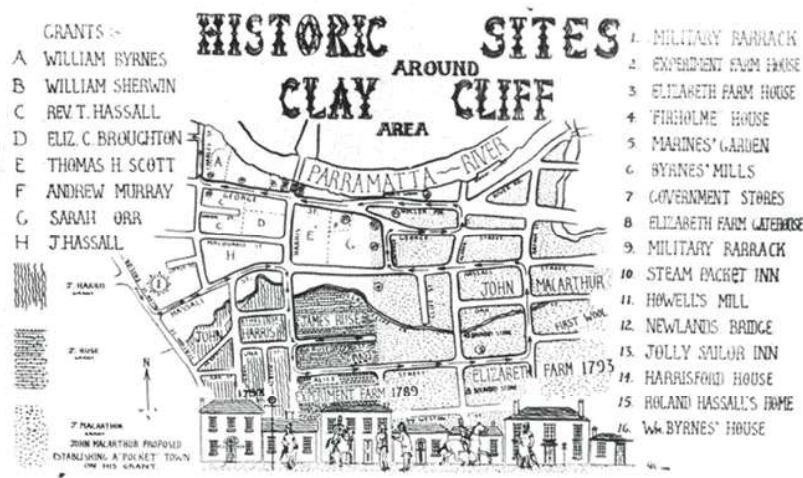


Figure 43: Clay Cliff Creek is of major historic value within the interface areas.

(Source: Parramatta Heritage Centre, Clay Cliff Creek, Historic Sites, LSP00433, <http://arc.parracity.nsw.gov.au/the-river-foreshore-parramatta/>)

RECOMMENDATIONS:

- Clay Cliff Creek should not be built over
- The alignment of Clay Cliff Creek should be fully expressed in new adjacent development, regardless of height or scale
- Clay Cliff Creek should be made a publically accessible corridor of land adjacent to the creek, with a view towards using the creek as a connecting element between existing green spaces in the city.

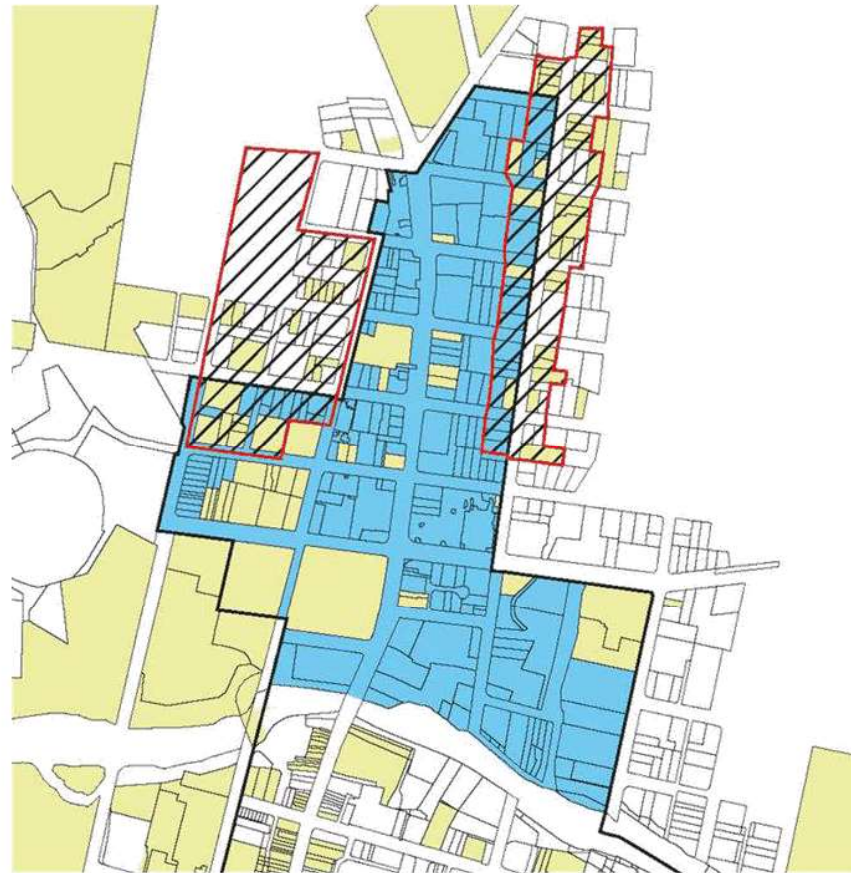
HECTOR ABRAHAMAS
ARCHITECTS





54

5.0 Special Interest Area Analysis

Based on field work and understanding of the historic development of the City, the following thirteen special interest areas are defined. Each is mapped and described, and a statement made about what type of area it is. There follows a discussion of the impacts on heritage in and adjacent to the precinct. Recommendations to address that impact in the Planning Proposal are collected at the end of each interface area.

5.1 North Parramatta Interface Area



-  Heritage Conservation Area
-  Interface Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMS
ARCHITECTS

55

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



North Parramatta Interface - Existing FSR



North Parramatta Interface - Existing Height

HECTOR ABRAHAMAS
ARCHITECTS


56

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



HECTOR ABRAHAMS
ARCHITECTS

57

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



HECTOR ABRAHAMS
ARCHITECTS

58

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

North Parramatta Interface Special Interest Areas



Figure 44: North Parramatta Special Interest Areas
(Source: HAA)

Special Interest Area 1: The linear nature of a ridge road and commercial street

Special Interest Area 2: Public Square at an important intersection and meeting place

Special Interest Area 3: An institutional precinct

Special Interest Area 4: The banks of a river

Special Interest Area 5: A tree lined street of suburban character

Special Interest Area 6: The grounds of a church and an historic marker

HECTOR ABRAHAMS
ARCHITECTS

59

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)





June 2017

Special Interest Area 1: Church Street North



Figure 45: Special Interest Area 1, Church Street North
(Source: HAA)

The Main Street Special Interest Area links the two parks at each end of Church Street. The character of the street extends into the surrounding side streets.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMS
ARCHITECTS

60

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 46: Church Street North (Source: HAA)

a) Boundaries

Church Street, between Victoria Road and Pennant Hills Road

b) Description

A car-dominated commercial centre for North Parramatta, with a variety of building types and sizes unified only by a major roadway and bookended by two historic parks. There is a mixture of historic single or two storey masonry shops, with some 1990s commercial developments. Earlier development steps up the hill. Each end of the precinct has recently been transformed (bookended) by high rise residential towers. Varying street width (4-6 lanes) and footpath dimensions change the character of the road as it rises to the north. Some trees line the verges. The road has a wide character due to the predominantly low buildings on each side and occasional plantings of mature Eucalyptus trees. It is buffered to the east and west by distinct conservation areas.

c) Typology Statement

A ridge road, a Main Street in a town linked but distinct from the Parramatta (southern) CBD and the summit of all surrounding streets. It is a main street with a series of crossroads.

d) Proposed Planning Controls (2016)

Proposed controls for the precinct involve an incentive uniform FSR of 6.0 and unlimited height. These proposals are likely to lead to very tall buildings in the middle of the precinct, notably around the cluster of heritage items between Fennell and Grose Streets. Development in these areas should be considered more sensitively, with redevelopment of the Fennel Street carpark also likely to impact the setting of heritage listed items to the south.

 HECTOR ABRAHAMAS
 ARCHITECTS


61

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

e) Heritage Priorities

This area includes six individual listed items, but contains a large number of old (if modified) buildings. It retains its street alignment, subdivision patterns and some sandstone kerbing. Some heritage items are close by in side streets.

The Planning Proposal creates tall commercial and residential buildings forming a built-up CBD in this area. It is important for the new tall developments not to create a walled canyon to Church Street that narrows it and disengages it from its surrounding residential streets and the parks at the top and bottom.

Some heritage items have been compromised by later intrusive additions that have impacted upon their street presence. The removal of these intrusive additions should be encouraged in any future development.

The heritage priorities for this area include:

- Recover the grain of the original subdivision patterns
- Preserve in built form the incline or ascent of Church Street
- Bring height towards the centre of the precinct, close to Church Street, rather than towards its edges that abut conservation areas
- Prioritise corner relationships with the ridge road, permitting long views at each corner towards heritage conservation areas at the next corner



Figure 47: Some heritage items retain their street prominence (left), while others have been compromised by later intrusive additions (right) (Source: HAA)

f) Impacts on HeritageSubdivision Patterns

Amalgamation of lots is an inevitable outcome of the Planning Proposal. These developments threaten the essential historic grain or scale of the Precinct by eroding the subdivision patterns in Special Interest Area 1.

While tower podiums may reduce the impact of a development on an adjacent heritage building, the building of a long, linear podium can have a jarring effect on the sense of rhythm in the street. Linear podiums also reduce the sense of a gradual incline that is an important element of this street.

Direction of Amalgamation of lots

The direction in which amalgamations occur will have a strong potential impact on heritage. Corner sites play an important role in this precinct, as they connect a busy, ridge road with more suburban side streets. Amalgamation of lots should not "widow" or "sandwich" heritage items, and corner lots should not be "surrounded" as a result of amalgamation.

HECTOR ABRAHAMS
ARCHITECTS
▲

62

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 48: Subdivision patterns and the sense of an incline within the street are often not reflected when sites are amalgamated (Source: HAA)

Height

The taller development should be located along Church Street. This will lessen the impact of form on the side streets that lead to conservation areas.

Views

The two important views at the North and South of the precinct that focus on the cemetery and Prince Alfred Square should be preserved. They are at risk of being obscured or reduced at the point where Church Street bends. They can be preserved merely by being careful with building set back.

Views from Church Street down side streets, particularly Grose and Fennel Streets, should be preserved by limiting the height of building at the corners. Existing setbacks should be enforced.



Figure 49: The view from Church Street towards Conservation Areas should be considered (Source: HAA)

HECTOR ABRAHAMAS
ARCHITECTS

63

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Overshadowing

Limit overshadowing of adjacent conservation areas.

Balanced Streets

Church Street is at present a balanced street in terms of building heights and setbacks, although some recent developments and the presence of some large undeveloped lots has reduced this impact in certain sections of the precinct. Whilst respecting existing heritage listed buildings, the location of new towers should consider the street balance in terms of height on opposite sides of Church Street.

Isolated Heritage Items

Special Interest Area 1 contains six isolated heritage items, three of which are located on corner sites. Appropriate measures should be taken in any future amalgamations and the design of developments to return the character and setting to a street and reconnect isolated heritage items with their context.

Large sites

A number of large sites (currently used as carparks) exist within Special Interest Area 1, all of which represent potential areas of large scale development. Any development should place the bulk of its height near the ridge road to help the buffering effect on adjacent conservation areas.

Active Street fronts

Active street frontages should be extended into the side streets. This is particularly warranted in the more southern areas of the precinct where commercial tenancies extend down these streets.

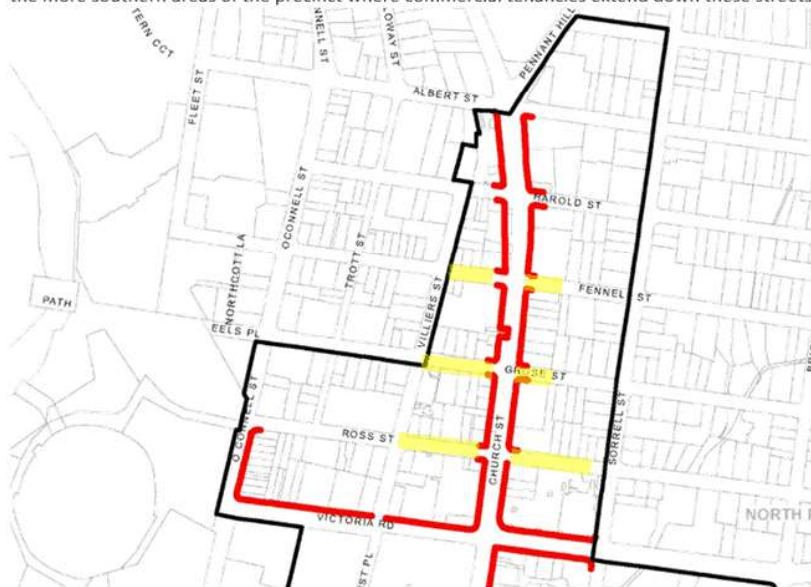


Figure 50: Parramatta CBD Planning Proposal Active Street Frontages Map with HAA overlay showing proposed additional active street frontages in yellow. (Source: CPC with HAA overlay)

HECTOR ABRAHAMS
ARCHITECTS

64

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)





June 2017

Special Interest Area 2: Prince Alfred Square



Figure 51: Special Interest Area 2, Prince Alfred Square
(Source: HAA)

Prince Alfred Square has a major civic role at the junction of Church Street and Victoria Road. Diagonal pathways through the park mean that it has four distinct street frontages. It is of high heritage significance and has recently been considered for listing on the State Heritage Register.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMS
ARCHITECTS

65

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 52: Prince Alfred Square
(Source: HAA)

a) **Boundaries**

Victoria Road, Church Street, Marist Place and Market Street

b) **Description**

Located on the site of Parramatta's first gaol (1797), second gaol (1804), first female factory (1804) and a village green or square from 1837 onward, the square is a rare example of the early Public Parks Movement in NSW dating from c.1888 and planted in a formal style, it provides a meeting point between the commercial centres of Parramatta and North Parramatta.¹⁶ An intact representative example of a square or public park layout from the Victorian era, embellished in the Edwardian, inter-war and post-war eras, it has several civic features (clocks, memorials, and bandstand) and significant plantings. It looks out on and it is the setting for several historic buildings and the Catholic precincts. Diagonal pathways mean that different zones of the park open to different streets, with different effects. The northern quadrant of the park is generally the least utilised, being located nearer to the high traffic volume of Victoria Road, however the entire park is utilised for events such as Parramatta Winterlight.

c) **Typology Statement**

A central formal civic park.

d) **Proposed Planning Controls (2016)**

A site specific Planning Proposal was gazetted (amending the PLEP 2011) on 22 July 2016 resulting in an amendment to the PLEP 2011 of a maximum FSR of 4.8:1 and a maximum height

¹⁶ Heritage Council of NSW: Notice of intention to consider listing on the State Heritage Register of Prince Alfred Square, 18/04/2017

HECTOR ABRAHAMAS
ARCHITECTS

66

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

of 49m on the corner of Villiers Street and Victoria Road, opposite Prince Alfred Square. This amendment will have a potentially negative impact upon solar access to the Prince Alfred Square Special Interest Area.

The Parramatta CBD Planning Proposal recommends an Incentive FSR of 6:1 and an Incentive Height determined by solar access provision, that being providing solar access on 21 June between 12.00 and 14.00. The provision of sunlight, particularly during the middle of the day, is of paramount importance to this public park. There should be no further increase in height or FSR.

e) Heritage Priorities

The Park is an important connection space between the river and North Parramatta. Large scale development is proposed for the north and east perimeters of the park. The Planning Proposal correctly includes specific controls to protect the amount of sunlight into the park in the middle of winter. However, these controls are minimal and only the southern half of the park- that with a full cover of trees – is guaranteed sun.

New developments must address the park, and not back on to it as is the case of the Riverside Theatre.

f) Impacts on Heritage

Views



Figure 53: Views of the obelisk and church spires against the sky backdrop from Prince Alfred Square
(Source: HAA)

Views to Prince Alfred Square should be preserved from all locations where they currently exist at street level. To meet this requirement, future buildings on Victoria Road will require extra but not large setbacks.

Views of the spire of St Patrick's Cathedral against a clear sky background must be retained from all parts of the square. Views looking east to the memorial obelisk and the spire of the former congregational church in Church Street must retain their present clear sky background.

Overshadowing

Overshadowing of Prince Alfred Square should be limited as far as possible, particularly during the middle of the day when it may be used at lunchtime. The square has a distinct planting pattern that means that the southern side of the park is shaded by existing trees. The northern side of the square should therefore be provided with as much direct sun as possible.

Street Elevations

HECTOR ABRAHAMS
ARCHITECTS

67

Item 11.15 - Attachment 1

*Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects*

*Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)**June 2017*

New adjacent development must in its design consider the Square and its being seen from the square.

Development at the corner of Villiers Street and Victoria Road

A proposal exists for the redevelopment of the site at 8-12 Victoria Road and 2A Villiers Street. Height and bulk are inevitable as a result of approved FSR and Height controls for the site. Any development in this location should locate height towards Church Street, as this is the dominant main street in this location. Height should not be placed on Villiers Street. Any proposal should seek to increase the maximum solar access to Prince Alfred Square, above and beyond the current planning controls.

HECTOR ABRAHAMAS
ARCHITECTS


68

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

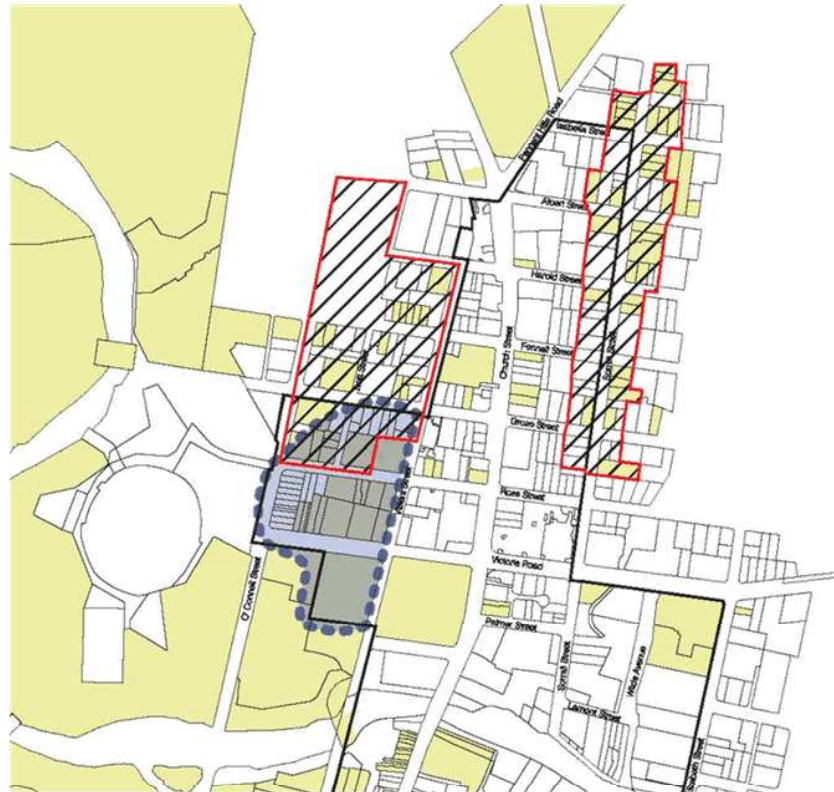
Special Interest Area 3: Institutional (Catholic) Special Interest Area

Figure 54: Special Interest Area 3, Institutional (Catholic) Special Interest Area
(Source: HAA)

The Catholic Special Interest Area extends across three street blocks and has a number of building types that are predominately educational, fenced in a compound resulting in a unified area.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMAS
ARCHITECTS

69

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 55: St Patrick's Cathedral
(Source: HAA)

- a) Boundaries**
Marist Place/Villiers Street, Grose Street, Trott Street, Ross Street, O'Connell Street and Victoria Road
- b) Description**
Three blocks all related to the education and worship of the Catholic Church. It contains imposing, historic buildings of civic character, set within landscaped, gated precincts.
- c) Typology Statement**
An identifiable institutional precinct formed as a series of fenced compounds
- d) Current Planning Controls**
Current FSR and height limits are low and have afforded an appropriate scale of development within the context of the Cathedral and Prince Alfred Square.
- e) Heritage Priorities**
Almost the whole of this precinct is listed as heritage items, and is adjacent to the boundary of the World Heritage and State Heritage listings of Parramatta Park and the Old Government House. It is therefore not possible to have tall development in the non-heritage listed allotments in the precinct that would not have a major impact on the precinct.
School expansion may impact upon the setting of some surrounding single storey housing because of size and bulk. Although not individually listed, Nos. 9-19 Grose Street form an

HECTOR ABRAHAMAS
ARCHITECTS
■

70

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

important part of the setting of the Conservation Area, and should be retained. New buildings along Victoria Road may obscure views of the cathedral and the landmark prominence of its steeple if adequate setbacks are not deployed.

f) **Impacts on Heritage**Subdivision Patterns

The development of the school over many years has gradually eroded the historic subdivision pattern of this site, particularly along O'Connell Street, and Victoria Road. The subdivision pattern along Grose Street should be preserved.

Height and FSR

Incentive height and FSR provisions should not be applied to conservation areas.

Views

Existing views of the Cathedral Spire from all parts of the area at ground level should be maintained.

Overshadowing

Overshadowing of the Cathedral precinct on Victoria Road should not be permitted as a result of any development within the area.

Active Streetfront

Figure 56: Proposed Active Street Frontages should be removed where dotted. (Source: CPC with HAA overlay)

The active street front provisions should be removed in light of the historic "compound" nature of this precinct. The above diagram shows the areas in purple that should be amended. School fencing will not permit the desired activity or permeability of this provision.

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)





June 2017

Special Interest Area 4: Riverbank



Figure 57: Special Interest Area 4, Riverbank
(Source: HAA)

The riverbank precinct extends along the southern boundary of the interface area and encompasses both sides of the river.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMS
ARCHITECTS

72

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 58: Parramatta River bank looking north
(Source: HAA)

- a) **Boundaries:**
Parramatta River, between Brickfield Street and O'Connell Street
- b) **Description**
An important open space within the Parramatta CBD, focussed on the river and the historic Lennox Bridge. The flat grassed area rises sharply to the north and is bordered by apartment buildings.
- c) **Typology Statement**
A riparian corridor with high bank, set below the street level and providing the major pedestrian link east-west through the interface area. A flat area against the river, rises steeply to the north where it is terminated by high density residential areas.
- d) **Current Planning Controls**
Current planning controls have seen a dramatic change in this precinct, with the construction of very tall towers on the southern bank having a dramatic impact on the setting of the historic Lennox Bridge and altering the scale of the waterway. The flats have no active address to the riverside public open space.

HECTOR ABRAHAMS
ARCHITECTS
■

73

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

e) Heritage Priorities

Maintaining views to and from the historic Lennox Bridge, including the consideration of reflections in the water. Preserve the active nature of the public space.

f) Impacts on Heritage

Amalgamation of lots

Consideration must be given to the amalgamation of lots on the northern bank of the river, in order to prevent the creation of a "wall" of development. Building bulk should be reduced where possible to allow penetration of sunlight and movement of air.

Height and Overshadowing

Building height should be restricted so as to permit adequate sunlight to the river and its banks.

Views



Figure 59: Views along the Parramatta River looking east and west.
(Source: HAA)

Parramatta River is a major historic focal point for the city, and is one of the major contributing elements to the identity of the place. The river is tidal and its waters are broad and flat, its surface acting as a mirror in a very different way to downstream sections of the river which are affected by waves, boats and wind.

The reflection is particularly striking at certain points given the meandering nature of the river. The photo at the above left shows Lennox Bridge reflected in the water, with tree-lined shores beyond. The photo at right shows the impact of reflection on the newly built tower on the southern bank adjacent to Lennox Bridge. The reflection of the river at this point effectively doubles the height of the tower, while the tower itself divides the river in two, reducing its apparent width and reducing the amount of reflected sky.

The view of Lennox Bridge from the Marsden Street Bridge and causeway with a clear river reflection and view of open sky above is to be maintained. This is the effect of the proposed changes to the FSR and Height provisions at the southern end of Sorrell Street.

Alienation and Active Street Frontages to Park

Many of the existing riverside developments provide no connection to the river at pedestrian level, and often carpark areas have fronted the riverside within this precinct. New developments must address the riverside setting and provide an active address to the river. This is particularly important on the southern elevation of the Riverside Theatre and the Southern Bank of the river generally.

HECTOR ABRAHAMAS
ARCHITECTS
●

74

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

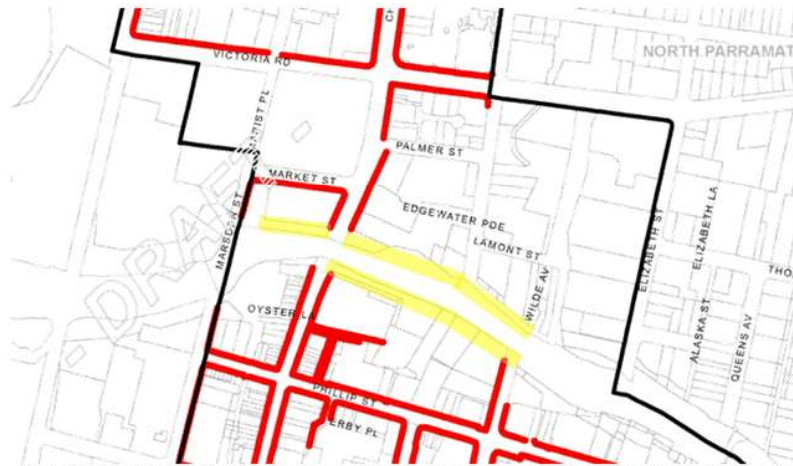


Figure 60: Parramatta CBD Planning Proposal Active Street Frontages Map with HAA overlay showing proposed additional active street frontages in yellow.
(Source: CPC with HAA overlay)

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)





June 2017

Special Interest Area 5: Sorrell Street



Figure 61: Special Interest Area 5, Sorrell Street
(Source: HAA)

Sorrell Street residential Special Interest Area closely follows the existing conservation area, which is concerned with preserving the unified streetscape character.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMS
ARCHITECTS

76

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 62: Sorrell Street looking south
(Source: HAA)

a) **Boundaries**

Sorrell Street, between Isabella and Grose Streets

b) **Description**

A residential precinct comprised mainly of 3-4 storey apartments and some nineteenth century houses, opposite a complete row of nineteenth century houses. The street is lined by an impressive row of trees on both sides.

c) **Typology Statement**

A residential street of the nineteenth century modified by walk-up apartment blocks from the 1990s, interspersed between a numbers of the houses, and set back from the street. Historic buildings exist on most corners, permitting views west up to Church Street ridge. Street is unified and shaded by an impressive row of trees.

d) **Current Planning Controls**

The area is currently part of a conservation area, covering both sides of the street and including a number of individual heritage items. The current FSR of 6.0:1 and existing height limit of 11m on the western side of Sorrell Street, when combined with deep setbacks, have created a unified streetscape and appropriate setting for heritage items.

HECTOR ABRAHAMS
ARCHITECTS
■

77

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

e) Heritage Priorities

The street is at risk of losing its unified nature and becoming unbalanced, with the potential for large scale development on the western side. The impact of taller buildings within Special Interest Area 1 (Church Street) can only be ameliorated by having an adequate buffer zone between it and Sorrell Street.

The heritage priorities for Sorrell Street are:

- Only allowing rebuilding on the west side of the street in a way that preserves the balance of the street
- Preserving views to the ridge road (Church Street) at each cross street
- Ensuring any tall development is located towards Special Interest Area 1 (Church Street)
- Limiting overshadowing of the street

f) Impacts on HeritageSubdivision Patterns

Redevelopment of the western side of Sorrell Street has been carried out in a way that has for the most part retained the historic subdivision of this street. This is an important element of the conservation area and has meant that the essential grain of the precinct has not been eroded.

Amalgamation of lots

The direction in which amalgamations occur will have a dramatic effect on the future urban form. Corner sites play an important role in this precinct, as they permit a view from a quiet residential precinct to a busy ridge road and taller structures. Amalgamation of lots should not "widen" or "sandwich" heritage items, and corner lots should not be "surrounded" as a result of amalgamation.

Setback patterns

More recent developments near Ross Street have breached the predominant setback, and this has affected the character of the street and limited the extent of the precinct. Any new development on the western side of Sorrell Street should retain the existing building setback.



Figure 63: Corner of Harold and Sorrell Streets, looking west
(Source: HAA)

HECTOR ABRAHAMS
ARCHITECTS

78

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Height

Excessive building height on the western side of this street (regardless of setback) would have a negative impact upon the heritage significance of the area. The existing height limits for this precinct should remain.

FSR

Incentive FSR is not to be applied in conservation areas.

Overshadowing

The impact of any future development to the west of the Precinct upon the street trees must be considered in any application. Overshadowing of existing properties (particularly the rear of the western side of Sorrell Street) must be considered in any application. A continuous wall of development is not desirable. Sorrell Street conservation area could be adversely overshadowed if the western portion of the conservation area is not protected from tall buildings.

Balanced Streets

A key feature of the Sorrell Street precinct is its balanced nature. Key contributions to this include the existing street trees, building setbacks, areas of deep soil landscape both in front of and behind existing buildings, and the height of buildings on both sides. Excessive building height on the western side of this street (regardless of setback) would have a negative impact upon the heritage significance of the area.

Setbacks

An important element of the conservation area is the setback of the buildings from the street. New developments within the precinct have maintained this. All future developments should include space for a front garden to match neighbouring properties. Buildings that are located on a corner site should maintain the existing setbacks to both street elevations.



Figure 64: Existing setbacks on a section of Sorrell Street. Unit developments on the western side do not protrude in front of the building line of historic buildings, and this does much to retain the character of the street (Source: HAA)

HECTOR ABRAHAMS
ARCHITECTS

79

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)





June 2017

Special Interest Area 6: All Saint's Precinct



Figure 65: Special Interest Area 6, All Saint's Precinct
(Source: HAA)

The All Saints precinct includes the Church and Hall, with their substantial grounds.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 66: All Saint's Church
(Source: HAA)

g) Boundaries

Elizabeth Street, Victoria Road and Wilde Avenue, and the southern side of the church hall in Elizabeth Street.

h) Description

A uniform grouping of buildings belonging to the Anglican Church. It contains imposing, historic buildings of civic character, set within landscaped, unfenced grounds.

i) Typology Statement

An identifiable religious precinct occupying a well-defined area, and a notable landmark upon entry to Parramatta from the east.

j) Current Planning Controls

Current FSR and height limits are low and have afforded an appropriate scale of development within the context of the Church and its grounds.

k) Heritage Priorities

The whole of this precinct is listed as heritage items. New buildings along Wilde Avenue may obscure views of the landmark prominence of the church steeple if adequate height controls are not deployed. Given the three storey unit development in this area, this is considered a low-risk outcome at present, and more likely impacts are to come from new tall buildings constructed in the ParramattaCBD (this is already occurring with the buildings near to the Lennox Bridge).

HECTOR ABRAHAMAS
ARCHITECTS

81

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

I) Impacts on Heritage

Height and FSR

Incentive height and FSR provisions should not be applied to conservation areas. Although All Saint's Church is not technically a conservation area, it should be treated as such.

Views

Existing views of the Church Spire from Victoria Road should be maintained. This spire has important landmark status when approaching Parramatta from the east along this road. This can be achieved through appropriate setback and building siting.



Figure 67: All Saint's Church Spire, as seen from Victoria Road.
(Source: HAA)

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

5.2 North Parramatta Interface Area Recommendations

North Parramatta Interface - Recommended FSR



HECTOR ABRAHAM'S
ARCHITECTS

83

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

North Parramatta Interface - Recommended Height

HECTOR ABRAHAMS
ARCHITECTS


84

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

North Parramatta Interface - LEP Recommendations

Special Interest Area 1: The linear nature of a ridge road and commercial street

- The section of Church Street between Fennell and Grose Streets contains a cluster of heritage items. No new building work should be permitted in front of the west elevation of 446 Church Street (former Peacock Inn), and intrusive elements should be removed as part of any proposal.
- 452-456 Church Street should have a 10m height limit to Church Street and a setback that ensures the heritage items either side do not become isolated as a result of inappropriate development.
- Since development of the Fennell Street carpark is likely to impact the setting of heritage listed items to the south and west, taller buildings should be located to the east, along Church Street

Special Interest Area 2: Public Square at an important intersection and meeting place

- There must be no further increase in height or FSR to the site at the corner of Victoria Road and Villiers Street.
- Solar access to the park must be maximised.

Special Interest Area 3: An institutional precinct

- The proposal of a "blanket" FSR of 6.0:1 across the site with unlimited height controls is not acceptable in a precinct dominated by heritage listed items and bordering a conservation area. There should be no incentives within the controls for this place.
- Retain the FSR and HoB in the North Parramatta Conservation Area at the existing level.

Special Interest Area 4: The banks of a river

- Preserve the key historic view in this precinct which is the view east from Marsden Street, showing Lennox Bridge and its riverside setting.
- Reduce the incentive FSR where Wilde Avenue meets the river to preserve the open nature of the River Foreshore Reserve in this area and
- Maintain the sky view behind Lennox Bridge when viewed from the west.

Special Interest Area 5: A tree lined street of suburban character

- Remove the proposed "blanket" incentive FSR of 6.0:1 and unlimited incentive height from the Sorrell Street Conservation Area
- Maintain the current height limit of 11m and existing setbacks in order to preserve the Sorrell Street Conservation Area.

Special Interest Area 6: The grounds of a church and an historic marker

- The proposal of a "blanket" FSR of 6.0:1 across the site with unlimited height controls is not acceptable in a precinct dominated by heritage listed items. There should be no incentives within the controls for this place.
- Retain the FSR and HoB at the existing level, to maintain consistency in approach with other Conservation Areas.

HECTOR ABRAHAMAS
ARCHITECTS


85

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

North Parramatta Interface - DCP Recommendations**Special Interest Area 1: The linear nature of a ridge road and commercial street**

- Amalgamation of lots must not result in isolation of heritage sites
- Preserve the prominence of views to the termination points of the parks at each end.
- Step up the form of buildings and podiums with the topography of the street.
- Give expression to historic subdivision pattern in all development.
- Adhere to a common design of footpath surfaces, planting, lighting to unify the main street as a defined precinct.
- Maintain the varying width of the road.
- Preserve views to east and west along side streets by limiting the height of buildings on corner sites, particularly at Grose and Fennell Streets, to ensure an appropriate relationship to buildings on each street. A tower setback should be implemented at the corner.

Special Interest Area 2: Public Square at an important intersection and meeting place

- Increase the level of sun to the park in winter.
- Developments adjacent to the park are to address the park.
- Preserve views into and out of the park, including those to the Cathedral and the former Congregational Church.
- Retain existing views from the park of the steeples of St Patricks Cathedral and former Congregational Church against the sky in all directions.
- Preserve views to the park from Victoria Road where they already exist. To meet this requirement, future buildings on Victoria Street will require extra but not large setbacks.
- The taller part of any development on the Villiers Street and Victoria Road corner site, is to be placed to the east, towards the tall buildings of Church Street.

A Special Interest Area 3: An institutional precinct

- Retain the visual prominence of the steeple of St Patricks Cathedral against the sky when seen from Prince Alfred Square and Victoria Road.

Special Interest Area 4: The banks of a river

- New tower podiums along the upper northern bank to be separated to prevent development from forming a wall and limit overshadowing along the river.
- Preserve all existing openings of streets to the river.
- Plan for pedestrian routes down to the river.
- Re-establish all north-south street connections to the river.
- Consider key views at river bend in the siting of new towers to avoid impact on the visual amenity of the river
- All development is to have an active address to the river.

Special Interest Area 5: A tree lined street of suburban character

- Give expression to historic subdivision patterns in any new development.
- Preserve all street trees and existing historic setbacks.
- Restrict setback of development at corners so as to permit visual connections to the Church Street ridge.

Special Interest Area 6: The grounds of a church and an historic marker

- Retain the visual prominence of the steeple of All Saint's Church against the sky when seen from Victoria Road.

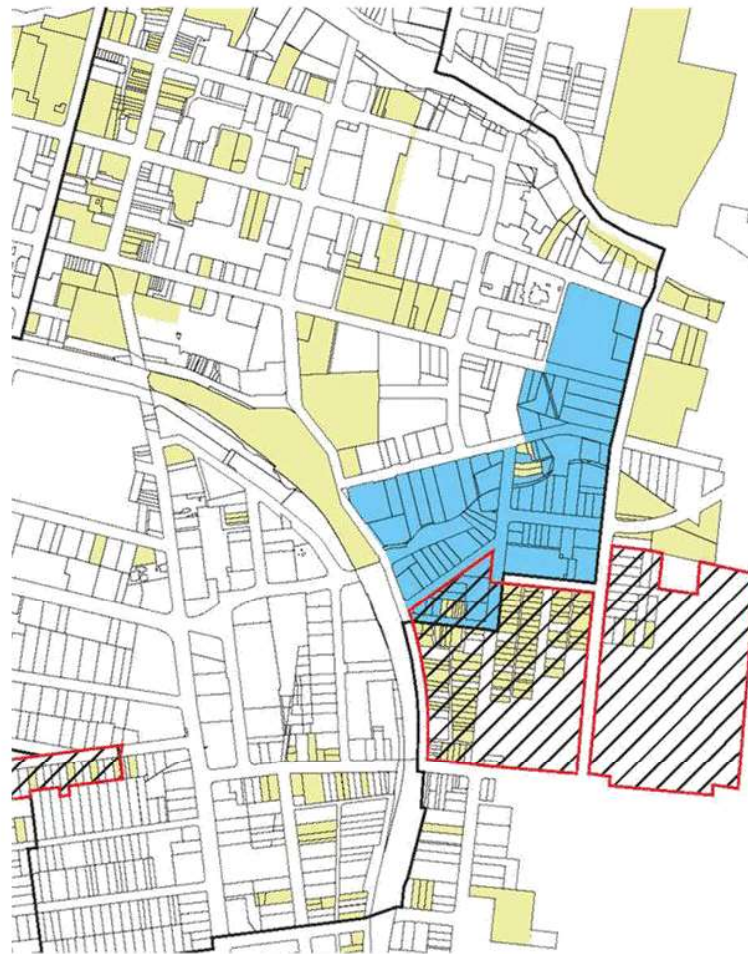
HECTOR ABRAHAMAS
ARCHITECTS






86

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

5.3 South-East Parramatta Interface Area



-  Heritage Conservation Area
-  Interface Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMAS
ARCHITECTS


87

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



South-East Parramatta Interface - Existing FSR



South-East Parramatta Interface - Existing Height

HECTOR ABRAHAMS
ARCHITECTS

88

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



South-East Parramatta Interface - Base FSR



South-East Parramatta Interface - Base Height

HECTOR ABRAHAMS
ARCHITECTS

89

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



HECTOR ABRAHAMS
ARCHITECTS

90

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

South-East Parramatta Interface Special Interest Areas



Figure 68: South-East Parramatta Special Interest Areas
(Source: HAA)

Special Interest Area 7: The eastern end of George Street and an important entry point to the city

Special Interest Area 8: The edge of the CBD

Special Interest Area 9: Buffer to Harris Park Conservation Area

Special Interest Area 10: The area of Clay Cliff Creek

HECTOR ABRAHAMSON
ARCHITECTS

91

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Special Interest Area 7: Early George Street

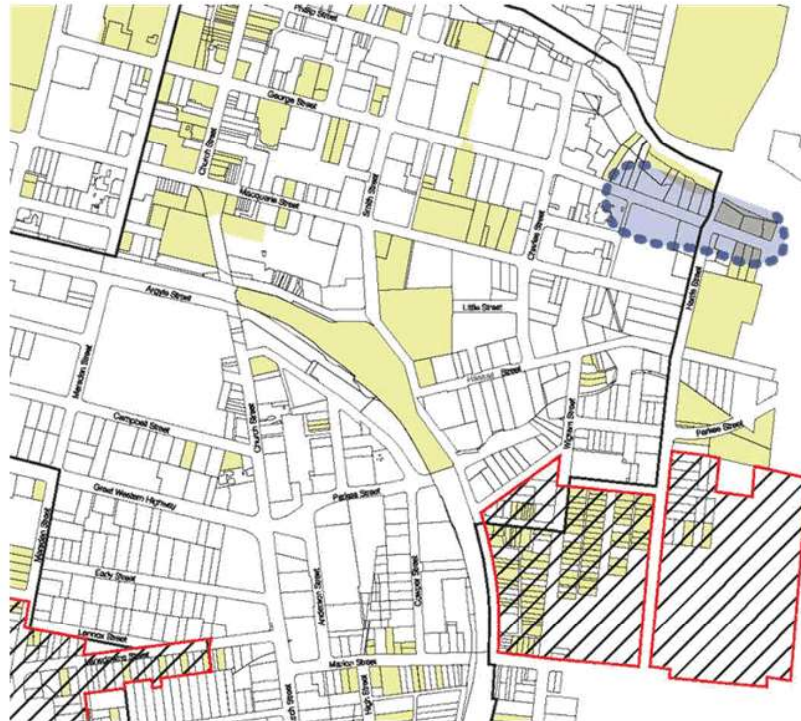






Figure 69: Special Interest Area 7, Early George Street
(Source: HAA)

The small area of river flat at the east end of George Street.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMS
ARCHITECTS

92

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 70: Eastern end of George Street with low rise development
(Source: HAA)

a) Boundaries

East end of George Street at the intersection with Harris Street, near to the early Georgian house Harrisford and the Ancient Aboriginal and Early Colonial Landscape at the corner of Harris and George Streets.

b) Description

The area comprises the level land at the east end of George Street, at the intersection with Harris Street. George Street was laid out as the central street of Parramatta in 1790, and forms an important axis with Old Government House.

c) Typology Statement

The historic primary entrance street to Parramatta from the east, with significant archaeological significance.

d) Current Planning Controls

Current planning controls have permitted large development to the west and south of Harrisford. At present the house maintains an easterly aspect and its original relationship to the river is readily interpreted. The easternmost end of George Street maintains a view to the sky. Controls for building setbacks along George Street aim to preserve the special character of this street.

e) Heritage Priorities

The slight bend at the easternmost end of George Street must be treated with great care. The open end of the street is at risk if tall development were to fall directly on the axis with Old Government House. A meaningful connection between the historic house Harrisford and the river should be preserved. Tall buildings would have a very great impact on this historic precinct.

The heritage priorities for this area are:

- The effect of tall towers upon existing street alignment views and heritage items
- Amalgamation of sites eroding the subdivision grain of the street

HECTOR ABRAHAMAS
ARCHITECTS

93

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

f) Impacts on Heritage

Subdivision Patterns

Recent developments have done much to erode the legibility of historic subdivision patterns in this precinct.

Amalgamation of lots

Amalgamation of lots for tower construction is an inevitable outcome of the Planning Proposal. These developments threaten to monumentalise the Parramatta CBD. The essential small grain of the CBD is a result of the subdivision patterns in the Parramatta CBD area.



Figure 71: Podium showing amalgamation of lots in George Street, Parramatta and the early house Harrisford

(Source: Google Maps)

The above image of the eastern end of George Street shows the historic property Harrisford to the right, with a new development across the road. While the podium and tower concept arguably reduce the impact on Harrisford and help to maintain a certain level to George Street, the effect of the long, linear podium is jarring on the perceived rhythm in the street.

New developments must recognise existing and historic subdivision patterns, particularly at street level.

Height and FSR

Development of a substantial height should not be permitted at the point where George Street bends. A tower development at this point could have a negative impact upon the other planning policies for George Street that are intended to preserve a wide, regular avenue along this important street that reinforces its historic importance and relationship to Old Government House. Note: the area north of George Street is outside the study area.

Views

The view of Harrisford when approached from the east along George Street must be maintained. A visual connection between Harrisford, the east end of George Street and the River is to be maintained as part of any development.

HECTOR ABRAHAMAS
ARCHITECTS

94

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)





June 2017

Special Interest Area 8: Town Edge to Queen's Wharf Reserve



Figure 72: Special Interest Area 8, Town Edge to Queen's Wharf Reserve (Source: HAA)

The area of Harris Street as it traverses the flat alluvium of the Clay Cliff Creek

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMS
ARCHITECTS

95

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 73: Harris Street looking south
(Source: HAA)

a) Boundaries

The western side of Harris Street between Parkes Streets and the boundary of Early George Street Special Interest Area to the north.

b) Description

Two blocks of the early town of Parramatta, the eastern edge of which is set by this straight section of Harris Street. The Precinct forms the town side of the street to the reserve. It is traversed by the Clay Cliff Creek. It forms the east edge of the major colonial landscape on the eastern side off Parramatta, comprising Elizabeth Farm, Hambledon, Experiment Farm Cottage, the archaeological site of the Military Barracks and the river.

c) Typology Statement

A creek alluvium defined by Park Address, town edge, and edge of major colonial precinct.

d) Current Planning Controls

An existing FSR of 4.0:1 and height of 54m forms a balanced edge condition to the park. The row of fig trees in the Park along Harris Street form an important boundary not only to the park, but also as a visible boundary to the Parramatta CBD.

e) Heritage Priorities

Major tall buildings are planned for in this precinct. Harris Street forms an important definition to the edge of the city, therefore future proposals should address the park not put the horticulture of the park at risk by overshadowing, nor introduce an effect of alienation by having passive street fronts. The Clay Cliff Creek should not be covered, or ignored.

HECTOR ABRAHAMS
ARCHITECTS

96

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

f) Impacts on HeritageSubdivision Patterns

Amalgamation of lots is an inevitable outcome of the Planning Proposal. These developments threaten the essential grain of the Precinct by eroding the subdivision patterns in the Parramatta CBD area.

While the podium and tower concept arguably reduce the impact on the street and may negate the impact of a new development on an adjacent heritage building, the building of a long, linear podium can have a jarring effect on the sense of rhythm in the street.

Amalgamation of lots

The direction in which amalgamations occur will have a dramatic effect on the future urban form. Amalgamation of lots should not "widow" or "sandwich" heritage items, and corner lots should not be "surrounded" as a result of amalgamation.

Height and Overshadowing

The impact of any overshadowing on the row of Fig trees along the eastern side of Harris Street must be considered as part of any proposal. Additional overshadowing of buildings or grounds of Experiment Farm or Elizabeth Farm should not occur as part of any proposal.

Active Streetfront

Any development along the western side of Harris Street must present an active address to the park.

Clay Cliff Creek

A specific study of the Clay Cliff Creek should be made in order to save and fully interpret this creek basin within the newly-developed CBD. The basin of the Clay Cliff Creek is the basis of the alignment of streets historically along its entire length. It is a conduit of water under, on and above ground, as well as a conduit of ventilation through the CBD. One of the only natural landscape features of the core of southern CBD, it is the obvious pedestrian cross route through from Parramatta west to the Parramatta River.

Clay Cliff Creek should not be built upon. Its alignment should be expressed in new adjacent development, regardless of height or scale. It should be made a publically accessible corridor of land adjacent to the creek, with a view towards using the creek as a connecting element between existing green spaces in the city.

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Special Interest Area 9: Buffer to Harris Park Conservation Area

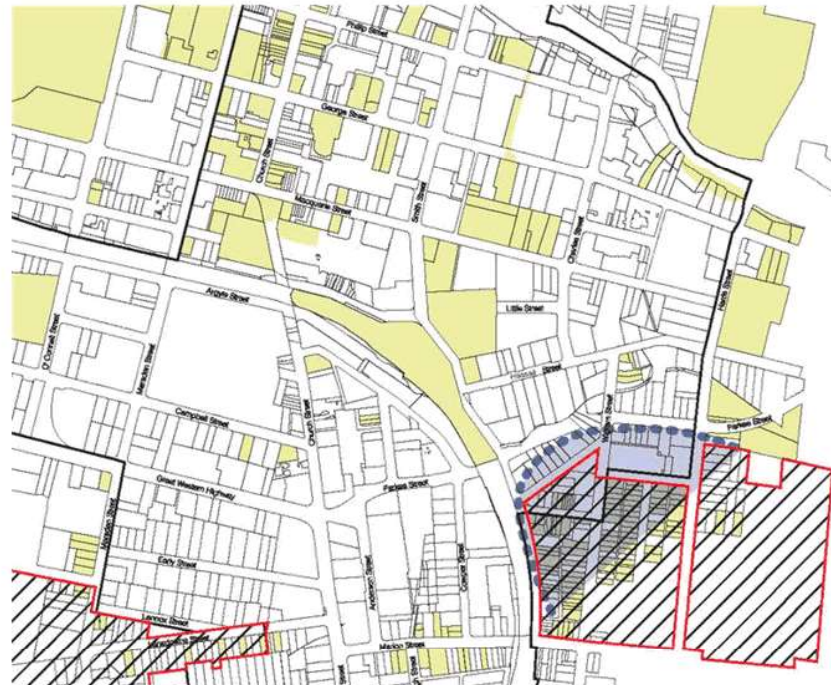






Figure 74: Special Interest Area 9: Buffer to Harris Park Conservation Area
(Source: HAA)

A small area between the Harris Park West Conservation Area and the built up part of the Parramatta CBD.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 75: View west down Una Street with development in the background
(Source: HAA)

- a) **Boundaries**
Parkes Street, Station Street East, Ada Street, Wigram Street, Una Street and Harris Street.
- b) **Description**
Three blocks in the gully between the town of Parramatta and its suburb of Harris Park. The streets connect the differently aligned street grids of the two places. The buildings in this precinct are from two to nine stories and stage a transition between the two. They are built to the alignment of the streets, and have active frontages to the street. The precinct has an important visual link to Harris Park down Wigram Street, afforded by a small park on the corner of Wigram and Parkes Streets.
- c) **Typology Statement**
A successful urban buffer between a conservation area and major large scale CBD. The buffer is effected in scale (two storey to above ten) and street activity (active to non-active).
- d) **Current Planning Controls**
Current planning controls provide an effective buffer, and allow for an appropriate relationship to the conservation areas to the south.

HECTOR ABRAHAMAS
ARCHITECTS
 architects

99

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

e) Heritage Priorities

No major uplift in FSR is proposed here, and the buffer will be retained. However there is the possibility that the buildings on the buffer will be rebuilt, and if so, controls should be made to preserve the expression of the original subdivision of allotments as a method of controlling scale. There is a potential for overshadowing of the Harris Park West CA from new development further north into the Parramatta CBD. The existing conservation area should be modified in the area surrounded by Ada, Wigram and Kendal Streets to include only the properties that front Ada Street.

The heritage priorities for Special Interest Area 9 are:

- Preserve the effective buffer with a height limit
- Define the limits for the former part of a conservation area

f) Impacts on Heritage

Subdivision Patterns and Amalgamation of lots

Amalgamation of lots is an inevitable outcome of the Planning Proposal. These developments threaten the essential grain of the Precinct by eroding the subdivision patterns in the Parramatta CBD area.

The direction in which amalgamations occur will have a dramatic effect on the future urban form. Corner sites play an important role in this precinct, and the principle address of a property should be maintained (this is particularly the case in Una Street). Amalgamation of lots should not "widow" or "sandwich" heritage items, and corner lots should not be "surrounded" as a result of amalgamation. This is a particular concern within the area surrounded by Ada, Wigram and Kendal Streets, and the way in which any future development will relate to listed heritage items.

Height and FSR

Incentive height and FSR provisions should be removed from Conservation areas. The precinct is to have incentive heights between 20 and 26m, and FSR values between 3.0: 1 and 4.0:1 as indicated. These values are to provide an appropriate buffer between the Harris Park Conservation Area and the Parramatta CBD to the north.

Overshadowing

Overshadowing of Experiment Farm, Elizabeth Farm and Hambledon Cottage is not permitted as a result of any development.

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

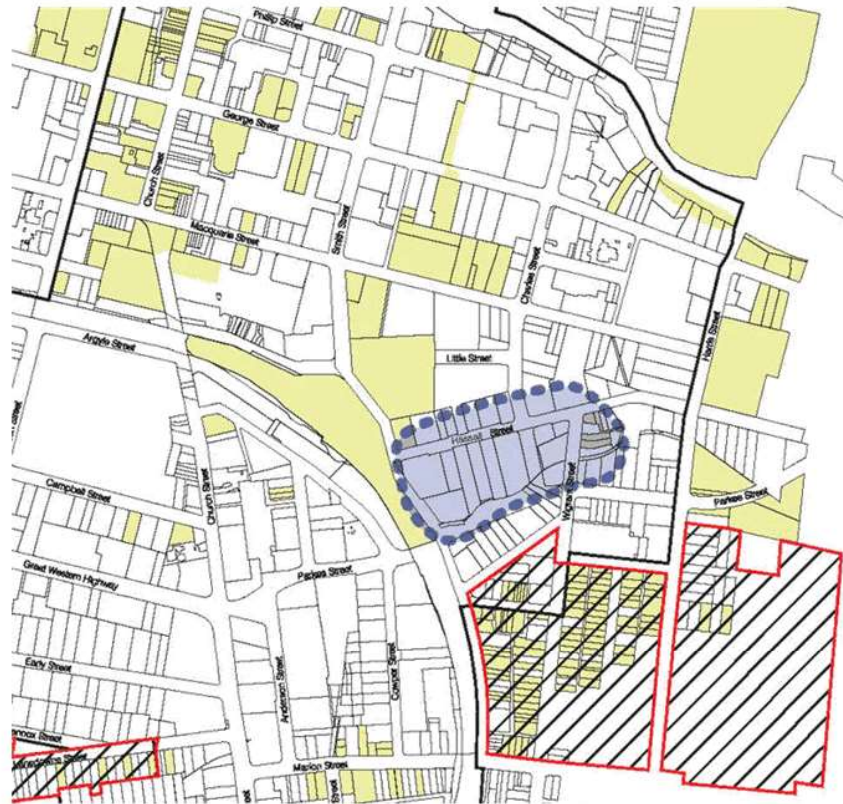




Special Interest Area 10: Parramatta CBD Apartment Zone

Figure 76: Special Interest Area 10, Parramatta CBD Apartment Zone (Source: HAA)

A major street between the two street grids

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMAS
ARCHITECTS

101

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 77: Recent development near Hassell Street
(Source: HAA)

a) Boundaries

Parkes Street between Station Street East and the western boundary of Special Interest Area 8 Station Street East, northern allotments of Hassall Street, Charles Street to Little Street, then to Macquarie Street, east to Rowland Hassall School, to Parkes Street.

b) Description

Special Interest Area 10 is an area where two distinct town grids meet, leading to a series of irregular subdivisions and street patterns. It is dominated by tall Apartment buildings, which do not align with streets, the alignment of which follow the Clay Cliff Creek. This area has a loose urban form, and always has, originating as the rear allotments of streets set out on the line of the creek. A central identity node is found at the intersection of Hassall and Charles Streets, where there is a large Port Jackson Fig, a small cluster of shops, and a street view to the wooded horizon at the rise above the Harris Park Suburb. In and around the precinct there are to isolated heritage places, including Lancer Barracks and Commercial Hotel, and two houses in Wigram Street.

c) Typology Statement

A meeting point of distinct town grids. High rise buildings set off bent streets comprising the landscape of a natural creek. Network of isolated heritage items. Central intersection with important views, intimacy and big tree.

d) Current Planning Controls

This area is considered by its bulk and height to be part of the CBD, be it as a residential apartment zone. The retention of certain heritage listed houses in a new development at the

HECTOR ABRAHAMAS
ARCHITECTS

102

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

corner of Wigram and Hassell Streets is questionable – the properties have all lost their sense of space to the rear, while the new building has a diminished street address as a result.

e) Heritage Priorities

Development could further obscure the topography and watercourse of the Clay Cliff Creek. It could fail to address it.

The key view to Harris Park from the intersection of Hassall and Charles Streets should be preserved.

Heritage items threaten to be isolated by large scale development. Attempts should be made to connect these items to each other in a meaningful way, and to prevent their isolation.

f) Impacts on Heritage

Subdivision Patterns and Amalgamation of lots

Amalgamation of lots is an inevitable outcome of the Planning Proposal. Recent developments have affected the legibility of original subdivision patterns, particularly at the corner of Wigram and Hassall Streets. These developments threaten the essential grain of the Precinct by eroding the subdivision patterns in the Parramatta CBD area.

Amalgamation of lots should not “widow” or “sandwich” heritage items, and corner lots should not be “surrounded” as a result of amalgamation.

Views

The key view to Harris Park from the intersection of Hassall and Charles Streets should be preserved.

Clay Cliff Creek

A specific study of the Clay Cliff Creek should be made in order to save and fully interpret this creek basin within the newly-developed Parramatta CBD. The basin of the Clay Cliff Creek is the basis of the alignment of streets historically along its entire length. It is a conduit of water under, on and above ground, as well as a conduit of ventilation through the Parramatta CBD. One of the only natural landscape features of the core of southern Parramatta CBD, it is the obvious pedestrian cross route through from Parramatta west to the Parramatta River.

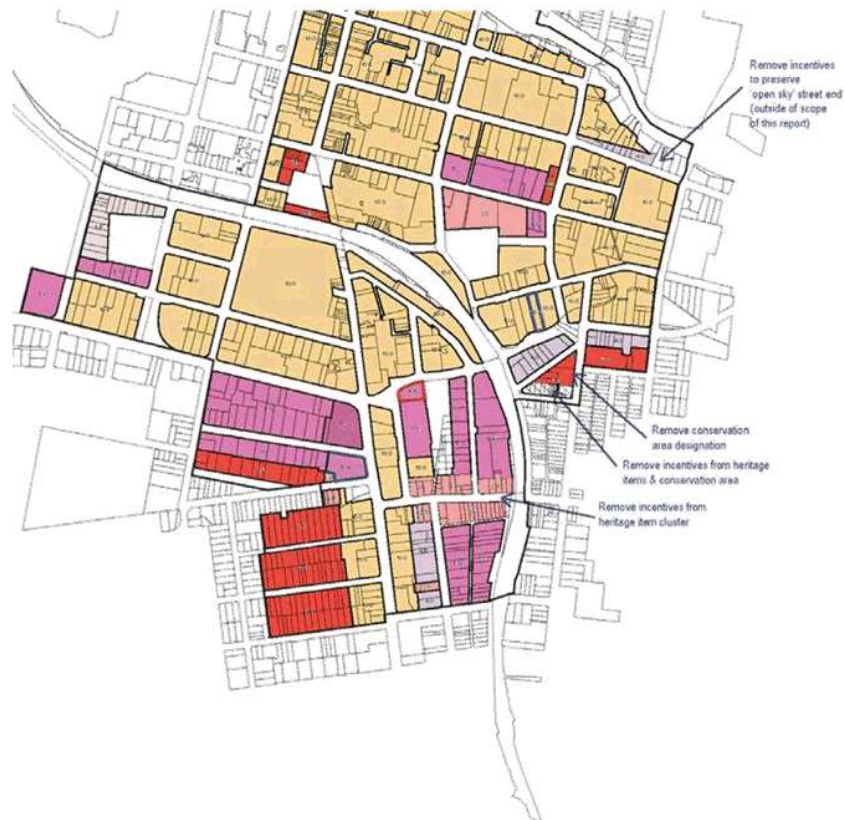
Clay Cliff Creek should not be built upon. Its alignment should be expressed in new adjacent development, regardless of height or scale. It should be made a publically accessible corridor of land adjacent to the creek, with a view towards using the creek as a connecting element between existing green spaces in the city.

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

5.4 South-East Parramatta Interface Area Recommendations

South-East Parramatta Interface - Recommended FSR



HECTOR ABRAHAMS
ARCHITECTS
▲

104

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

South-East Parramatta Interface - Recommended Height

HECTOR ABRAHAMAS
ARCHITECTS


105

South-East Parramatta Interface - LEP Recommendations**Special Interest Area 7: The eastern end of George Street and an important entry point to the city**

- Control development to not fall directly on the visual axis with Old Government House.
- Preserve the historic spatial connection between the historic house Harrisford and the river, views of the riverbank, river and Gasworks Bridge from western part of George Street.
- Consider the listing of land on the southeast corner of Harris and George Streets as a heritage item on the LEP, considering its historic significance and archaeological potential. The land forms part of the State Heritage Register listing 01863 (Ancient Aboriginal and Early Colonial Landscape). Although outside of the scope of this study, this omission should be addressed as the land forms part of the curtilage to this Special Interest Area.

Special Interest Area 8: The edge of the CBD

- New tall buildings must not create any additional overshadowing of the buildings and grounds of Experiment Farm, Elizabeth Farm, or Hambledon Cottage. The Parramatta CBD Planning Proposal Incentive FSR and Heights will be impacted by the above recommendation. Further testing is required by Council to ascertain the extent of solar access plane which would apply to the Parramatta CBD Planning Proposal to ensure protection of solar access to these areas.
- The Clay Cliff Creek should not be built over
- Extend the defined area of Active Street front to include the western side of Harris Street
- All new buildings to address the east.

Special Interest Area 9: Buffer to Harris Park Conservation Area

- New tall buildings must not create any additional overshadowing of the buildings and grounds of Experiment Farm, Elizabeth Farm, or Hambledon Cottage. The Parramatta CBD Planning Proposal Incentive FSR and Heights will be impacted by the above recommendation. Further testing is required by Council to ascertain the extent of solar access plane which would apply to the Parramatta CBD Planning Proposal to ensure protection of solar access to these areas.
- Remove the incentive FSR from the conservation area.
- Amend Incentive heights to be 26m / 8 storey and 20m / 6 storey in order to preserve an effective buffer zone to the conservation area.
- The boundary of the Harris Park West conservation area should be redefined so as not to include the demolished zone along Kendall Street

Special Interest Area 10: The area of Clay Cliff Creek

- The Clay Cliff Creek should not be built upon.

South-East Parramatta Interface - DCP Recommendations**Special Interest Area 7: The eastern end of George Street and an important entry point to the city**

- Maintain the podium controls and tower setbacks for George Street that are in place in the DCP.
- Reduce the FSR area at the eastern end of George Street in order to maintain both a view east from George Street, and a view west from George Street to Harrisford. Such a change would appear to be the only effective way remove incentives and preserve what are essentially vital setbacks to ensure the retention of historic views and relationships at the entry point to the Parramatta CBD from the east.
- Give expression to historic subdivision patterns in all new development.

Special Interest Area 8: The edge of the CBD

- Control the bulk and nature of the architecture that fronts the street and the park to overcome isolation and alienation
- Make clear the shape and form of Clay Cliff Creek in all adjacent proposals on the part of the creek that falls into this precinct, regardless of height or scale.
- Do not erect buildings over the Clay Cliff Creek.





A Special Interest Area 9: Buffer to Harris Park Conservation Area

- In all new development give expression to the historic subdivision pattern in the buildings
- Make clear the shape and form of Clay Cliff Creek in all adjacent proposals on the part of the creek that falls into this precinct, regardless of height or scale.
- Do not erect buildings over the Clay Cliff Creek.

Special Interest Area 10: The area of Clay Cliff Creek

- Preserve view of Harris Park
- Development to address the landscape basis of the precinct
- The planning and form of development is to interpret the creek and its importance. This should include opening it up and bridging it, allowing pedestrians to walk and cross it.

June 2017

-  Heritage Conservation Area
 Interface Area
 Heritage Item
 Parramatta Planning Proposal CBD Boundary

108

Item 11.15 - Attachment 1

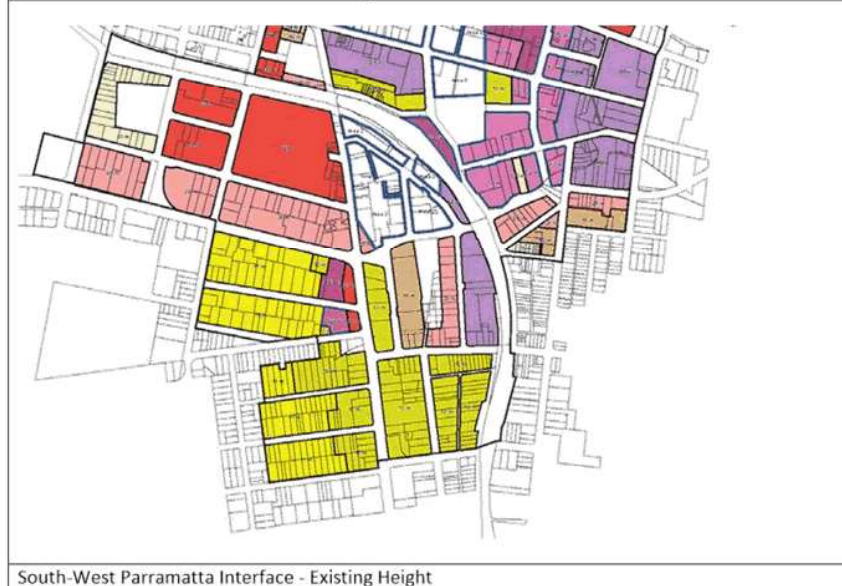
Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



South-West Parramatta Interface - Existing FSR



South-West Parramatta Interface - Existing Height

HECTOR ABRAHAMS
ARCHITECTS

109

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



HECTOR ABRAHAMS
ARCHITECTS

110

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



HECTOR ABRAHAMS
ARCHITECTS

111

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

South-West Parramatta Interface Special Interest Areas

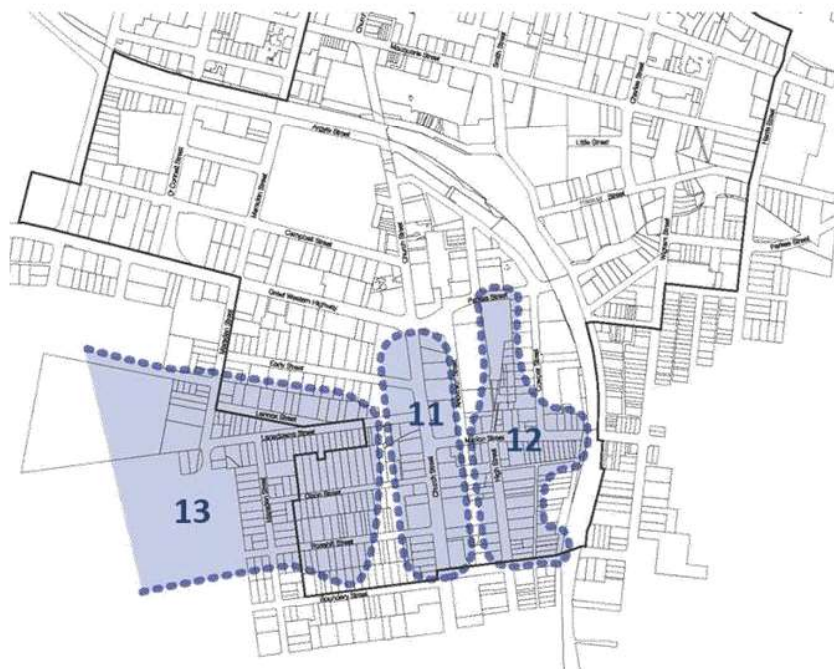


Figure 78: South-West Special Interest Areas
(Source: HAA)

Special Interest Area 11:	Auto Alley
Special Interest Area 12:	Marion and High Street Village
Special Interest Area 13:	Dixon and Rosehill Street Suburban Precinct

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)


June 2017

Special Interest Area 11: Auto Alley



Figure 79: Special Interest Area 11, Auto Alley
(Source: HAA)

Auto Alley is the major historical entry point to Parramatta from Sydney.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMS
ARCHITECTS

113

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 80: Auto Alley looking north with the city beyond
(Source: HAA)

a) **Boundaries**

Intersections at Great Western Highway & Western Motorway overpass (where Church Street turns into Woodville Road).

b) **Description**

A car-dominated strip bordered by large lots with low scale car yards/dealerships, forming the southern gateway to Parramatta. Existing development is generously setback in parts from Church Street resulting in expansive views north towards the Parramatta CBD skyline. When the future high rise city is built, this will be one of the key views of it.

c) **Typology Statement**

Distinctive uniform car strip both the road (up to six lanes of traffic) and businesses comprised of car yards and dealerships. The precinct is typified by large lot sizes with low scale development (2-3 storeys).

d) **Proposed Planning Controls (2016)**

The existing FSR and height levels clearly relate to the automotive trade that is synonymous with this stretch of road. Proposed controls allow the building of tall towers. A new "broadway" entry to Parramatta CBD will be a result.

HECTOR ABRAHAMS
ARCHITECTS
▲

114

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

e) Heritage Priorities

The area has been synonymous with car sales and servicing since the early part of the 20th century, but its major historical importance is its role as the "Sydney Road" or southern entrance to Parramatta. Views towards Parramatta from the road have long been a feature of the arrival sequence to the town/city, and glimpses should be maintained, particularly on the eastern side

The heritage priorities for this precinct are:

- Avoid towers on Church Street at the termination points of Marion and Lansdowne Streets, thus preserving view of sky along those streets
- Avoid a 100m tall continuous "wall" of development by curating views along Church Street to the Parramatta CBD proper

f) Impacts on Heritage

Subdivision Patterns and Amalgamation of lots

Amalgamation of lots is an inevitable outcome of the Planning Proposal, although the existing large lots make this less likely within this precinct.

While the podium and tower concept arguably reduce the impact on the street and may negate the impact of a new development on an adjacent heritage building, the building of a long, linear podium can have a jarring effect on the sense of rhythm in the street. Linear podiums also reduce the sense of a gradual incline that is an important element of this street.

The direction in which amalgamations occur will have a dramatic effect on the future urban form. Corner sites play an important role in this precinct, as they connect a busy road with more suburban side streets. Amalgamation of lots should not "widow" or "sandwich" heritage items to the rear of the allotments, and corner lots should not be "surrounded" as a result of amalgamation.

Height, FSR and Views

Height and FSR values for this area should be altered as directed at the points where Church Street intersects with Marion and Lansdowne Streets. Development is to be limited to heights of 12m and 26m in order to preserve the important views of open sky at the end of these streets within conservation areas or with a high concentration of individually listed heritage items



Figure 81: View west along Marion Street towards Church Street, with open sky view (Source: HAA)

HECTOR ABRAHAMS
ARCHITECTS

115

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Alienation

The scale and bulk of development along Church Street must be carefully managed so as to avoid the creation of a continuous wall of development at the main gateway to Parramatta. The proposed development will not only be seen from Church Street, but will also be viewed from the surrounding suburban precincts which include Heritage Conservation Areas. This is particularly the case where the increased height and FSR of Church Street abuts the smaller scale High Street development.

HECTOR ABRAHAMAS
ARCHITECTS


116

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)


June 2017

Special Interest Area 12: Marion and High Street Village



Figure 82: Special Interest Area 12, Marion and High Street Village
(Source: HAA)

An atypical Special Interest Area shape that is based on the intersection of two roads lending a village character to a small pocket of land between a major road and a railway line. It extends out of the Parramatta CBD zone to include the Tottenham Street Heritage Conservation Area.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMAS
ARCHITECTS

117

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 83: Marion Street with recent development in Cowper Street behind
(Source: HAA)

a) **Boundaries**

Centred on High Street and Marion Street, between Parkes Street and an area south of Raymond Street. Runs parallel between Auto Alley and the railway line, including Jubilee Park.

b) **Description**

A village precinct running parallel and backing onto Auto Alley, comprised of single storey heritage listed houses in the immediate vicinity of multi storey modern development, and 2-3 storey commercial buildings near the railway. An isolated park with adjoining single storey community buildings permits the precinct to extend to Parkes Street.

c) **Typology Statement**

Village with high street, park, cross street and small allotments. It is comprised of predominately single storey heritage listed houses along Marion Street. The precinct connects Jubilee Park and High Street in a pedestrian corridor that still retains a discernible number of original properties.

d) **Current Planning Controls**

Current controls have allowed the preservation of this heritage precinct to be compromised. Although not a listed conservation area, Marion Street and a large number of items are individually listed making effectively a conservation area. Existing FSR and heights extend all the way from Church Street to the west, and these should be amended to give this precinct its own character.

HECTOR ABRAHAMS
ARCHITECTS
■

118

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

e) Heritage Priorities

A number of more recent developments and combining of lots have made major negative impacts on the character of this precinct, particularly around Marion Street, principally through the removal of a credible spatial setting to items. The jump in height and bulk, particularly around Cowper Street, has sometimes been of a different scale, while developments along High Street retain the character of the subdivision.

The Planning Proposal increases the HoB around this area, further exacerbating the potential for clashes in scale. The precinct is under serious threat.

The Heritage priorities for Special Interest Area 12 are:

- Control height and bulk on the western side of High Street
- Preserve an open sky view at the western end of Marion Street
- Preserve the grain of the existing subdivision pattern
- Isolated heritage items at risk of bully arguments to de-list as a result of proposed amalgamations



Figure 84: The retention of heritage buildings in Marion Street, but with their original sense of space and order compromised by an overbearing development to the rear (Source: HAA)

f) Impacts on HeritageSubdivision Patterns and Amalgamation of lots

Amalgamation of lots is an inevitable outcome of the Planning Proposal. These developments threaten the essential grain of the Precinct by eroding the subdivision patterns in the Parramatta CBD area.

While the podium and tower concept arguably reduce the impact on the street and may negate the impact of a new development on an adjacent heritage building, the building of a long, linear podium can have a jarring effect on the sense of rhythm in the street. Proposals along Station Street show podiums that diminish the historic subdivision pattern of the street, and such proposals should be avoided.

HECTOR ABRAHAMAS
ARCHITECTS


119

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

The direction in which amalgamations occur will have a dramatic effect on the future urban form. Corner sites play an important role in this precinct, as they connect a busy, ridge road with more suburban side streets. Amalgamation of lots should not "widow" or "sandwich" heritage items, and corner lots should not be "surrounded" as a result of amalgamation.

Amalgamations for a development that result in the isolation of a heritage item should not be permitted. The resultant isolation of a heritage item is not a reason for its de-listing and demolition, but rather the result of a poor proposal that does not properly consider its relationship to its surrounding context and the ability of an amalgamated lot to accommodate development.

Height and Overshadowing

Solar access planes are in place to preserve adequate sunlight to Jubilee Park, however any attempts to increase this should be encouraged as part of any development proposal.

The effects of overshadowing of the historic trees in High Street as the result of any development should be investigated.

Development at the intersection of Station and Raymond Streets, as well as the western side of High Street that is of excessive height may have an alienating effect on the adjacent Tottenham Street Conservation Area and surrounding individual heritage items as a result of increased bulk and also overshadowing.

Balanced Streets

A particular concern for a balanced street is High Street. The existing street trees help define the scale and character of this highly unique street in the Parramatta LGA. Any future development should actively seek to relate to the scale of these trees and the existing heritage listed properties. This is achieved by a combination of setbacks and podium levels.

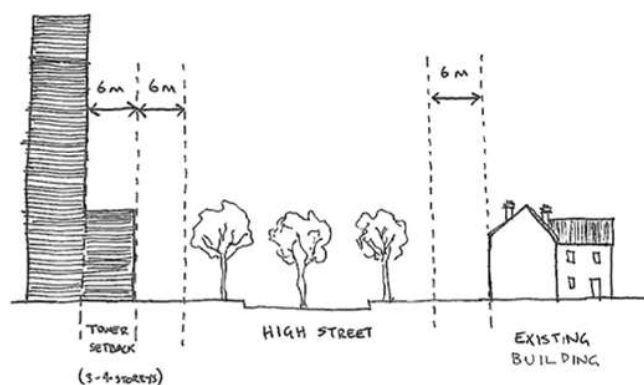


Figure 85: The unique character of High Street with its central avenue of trees must be retained by providing appropriate setbacks, podiums and planting.
(Source: HAA)

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Isolation

Heritage items must not become isolated as a result of development in this precinct. A number of heritage items are dispersed along High Street in particular, and new developments must be designed sensitively in a way that links, rather than isolates, these items. Appropriate setbacks and streetfront heights will be critical in this regard.

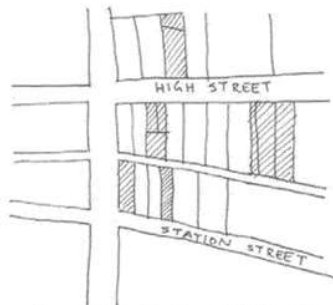


Figure 86: A collection of individual heritage items is at risk of isolation in this precinct.
(Source: HAA)

Alienation

A number of locations for developments that either currently or could have an alienating effect on neighbouring properties or public places exist in this precinct. Jubilee Park, High Street, and Marion Street are all at risk.

Detrimental outcomes could include:

- Overshadowing
- Overlooking
- A sense of "looming" for exceptionally tall properties
- De-activation of streets with the loss of smaller shopfronts
- Abrupt transitions of scale



Figure 87: Apartments overlooking Jubilee Park, but with no connection to the place. (Source: HAA)

HECTOR ABRAHAMS
ARCHITECTS

121

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Clay Cliff Creek and Jubilee Park

Jubilee Park provides one of the longer remaining stretches of Clay Cliff Creek within the Interface Areas that is publically accessible. This connection to the Creek, and its ability to connect other heritage items make it an important public space with further urban potential.

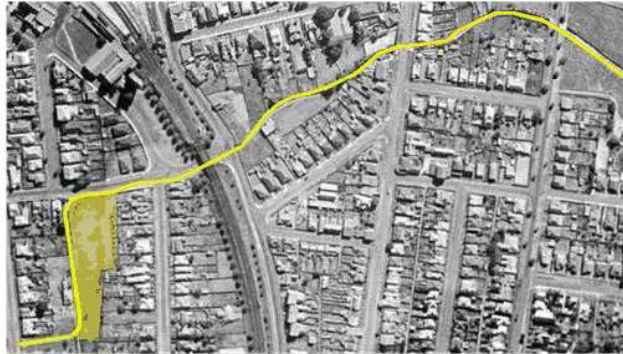


Figure 88: A 1943 aerial photograph showing Jubilee Park and its bordering of Clay Cliff Creek (Source: SIX View Maps with HAA overlay)

Street Trees in High Street

High Street is unique in the Interface Areas (indeed it appears unique in the Parramatta LGA) as one of very few streets with centrally planted street trees. Buildings should be set back adequately to preserve these trees, which appear as mature specimens in 1943 aerial imagery.



Figure 89: The unique character of High Street with its central avenue of trees

HECTOR ABRAHAMS
ARCHITECTS

122

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

(Source: HAA)



Figure 90: A 1943 aerial photograph showing street trees to High Street, creating an identifiable precinct
(Source: 1943 Aerial Photograph, accessed via SIXMaps)

HECTOR ABRAHAMAS
ARCHITECTS


123

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Special Interest Area 13: Dixon and Rosehill Street Suburban Precinct

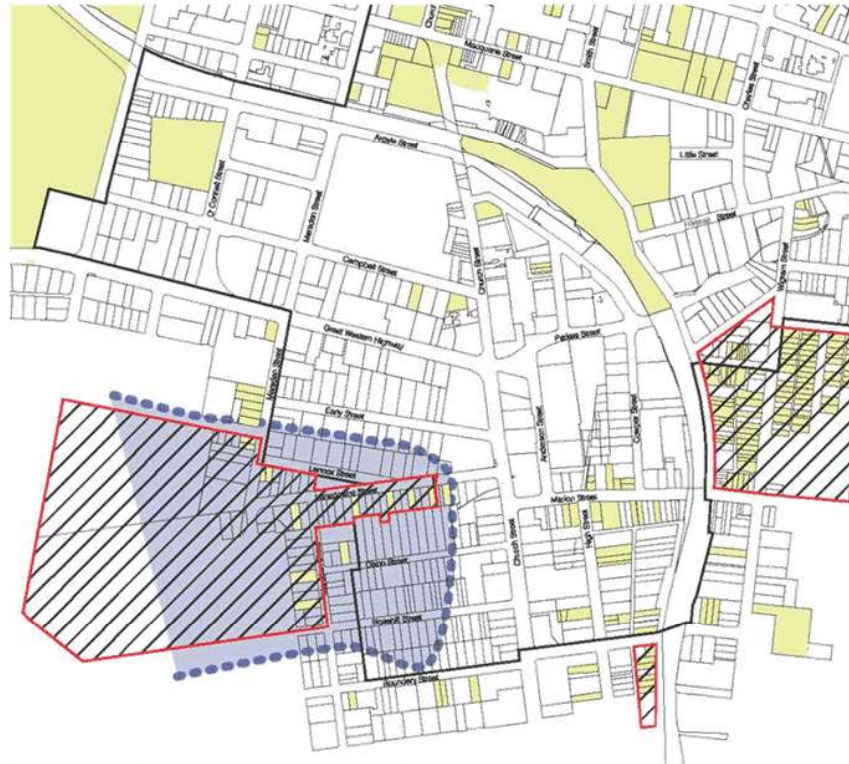






Figure 91: Special Interest Area 13, Dixon and Rosehill Street Suburban Area
(Source: HAA)

A small residential subdivision located between a conservation area and Auto Alley, with visible and important connections to Clay Cliff Creek.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary

HECTOR ABRAHAMS
ARCHITECTS

124

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017



Figure 92: Dixon Street looking east
(Source: HAA)

a) **Boundaries**

Lansdowne, Dixon, Rosehill and Boundary Streets, including the line of Clay Cliff Creek up to Marsden Street. To the east, the precinct abuts the Auto Alley precinct.

b) **Description:**

A mixture of cottages, bungalows and more recent construction are broken up by some new 3-4 storey unit blocks. Streets are pedestrian friendly with grass verges, street trees and some distant views towards the Parramatta CBD. This area was the outer suburb of Parramatta, laid out in the 1850s, with access to the new rail link to Sydney. It is a hill side looking north east to the Town of Parramatta. This precinct, particularly the north-western corner, provides an important connection corridor to Ollie Webb Reserve and the line of Clay Cliff Creek and the adjacent conservation area.

c) **Typology Statement**

The early suburb of Parramatta Town made up of primarily single storey detached residences on small, regular individual lots.

d) **Current Planning Controls**

A current FSR of 8.0:1 and height limit of 11m have allowed this precinct to be an effective neighbour to the adjacent conservation area. Small three storey developments that maintain the subdivision pattern have been inserted without a drastic impact on neighbouring properties which, although not heritage listed, nonetheless have a dominant single storey typology.

HECTOR ABRAHAMS
ARCHITECTS

125

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

e) Heritage Priorities

In the existing planning scheme, the height of development in this area is 11m that of Auto Alley is 12m. This is to be greatly increased in the proposed scheme, to 40m and 100m respectively. However the relatively low FSR controls proposed suggest that these heights will only be achieved with very significant amalgamation of allotments. The maximum case scenario would yield a large amount of open space.

The reliance on a dominant development control, HoB and FSR in this case makes the assessment of possible heritage impact speculative.

The increased scale of the adjacent Auto Alley is more predictable, it is very likely to yield an avenue of tall buildings uniform in floor plate to suit commercial zoning.

Therefore this precinct becomes more important as a buffer from the Alley to the South Parramatta Conservation Area. The planning controls should be developed to not only create a FSR, but a desired location for the open space.

It may be more predictable to model controls for this area that will yield a buffer successful in the manner of Special Interest Area 12, the buffer to Harris Park West HCA.

f) Impacts on HeritageSubdivision Patterns and Amalgamation of lots

Historic subdivision patterns are readily discernible within this precinct and are a key feature of its streetscapes. Amalgamation of lots is an inevitable outcome of the Planning Proposal. These developments threaten the essential grain of the Precinct by eroding the subdivision patterns in the Parramatta CBD area.

While the podium and tower concept arguably reduce the impact on the street and may negate the impact of a new development on an adjacent heritage building, the building of a long, linear podium can have a jarring effect on the sense of rhythm in the street. Developments that do not reinforce the existing street pattern in terms of subdivision and setback can have a negative effect on existing heritage properties.

The direction in which amalgamations occur will have a dramatic effect on the future urban form. Corner sites play an important role in this precinct, as they connect a busy road with more suburban side streets. Amalgamation of lots should not "widow" or "sandwich" heritage items, and corner lots should not be "surrounded" as a result of amalgamation.

Height and FSR

Appropriate controls on height and FSR will be of critical importance in this precinct. They are the only means by which an appropriate change of scale can occur between an intact conservation area and a new avenue of high-rise buildings on Church Street. Unlike other Interface Areas of the Parramatta CBD which have evolved over time and seen a gradual process of amalgamation and development, this precinct is at present one homogenous scale and relates directly to the adjacent conservation area in that it primarily still retains its original subdivision patterns and first generation of buildings (single storey houses related to the development of the railway and subsequent private residential estates). Major development along Auto Alley will see tall towers built west of Church Street and south of the Great Western Highway for the first time, effectively extending the Parramatta CBD across what has until this time been its natural boundary. These controls are critical to the prevention of clashes of scale that would result in an "overbearing" presence above existing single storey properties. Incentive heights are to be limited as per the control plan.

HECTOR ABRAHAMS
ARCHITECTS


126

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

Balanced Streets

A key feature of this precinct is the balanced nature of its streets. Key contributions to this include the existing street trees, building setbacks, areas of deep soil landscape both in front of and behind existing buildings, and the height of buildings on both sides. Changes to FSR and HoB plans threaten to disrupt this pattern.

Setbacks

An important element of the precinct is the setback of the buildings from the street. New developments within the precinct have maintained this, although some recent taller developments have actually *increased* the setback from the street and this has a jarring effect upon the place. All future developments should include a deep soil setback to match neighbouring properties. Buildings that are located on a corner site should maintain the existing setbacks to both street elevations.

Alienation

A number of locations for developments that either currently or could have an alienating effect on neighbouring properties or public places exist in this precinct. Detrimental outcomes could include:

- Overshadowing
- Overlooking
- A sense of "looming" for exceptionally tall properties
- De-activation of streets with the loss of smaller shopfronts
- Abrupt transitions of scale

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

5.6 South-West Parramatta Interface Area Recommendations

South-West Parramatta Interface - Recommended FSR



HECTOR ABRAHAMAS
ARCHITECTS


128

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

South-West Parramatta Interface - Recommended Height



HECTOR ABRAHAMS
ARCHITECTS

129

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

South-West Parramatta Interface - LEP Recommendations

Special Interest Area 11: Auto Alley

- The view west of open sky from Marion Street should be preserved. This would result in amended maximum heights to blocks on Church Street.
- Preserve the similar view (although with a higher possible limit) East from Lansdowne Street. Without a sky view at their respective ends, the heritage character of these streets will be compromised.

Special Interest Area 12: Marion and High Street Village

- Marion Street should be scheduled as a Heritage Conservation Area, and thus incentives should not apply in this zone.
- Preserve the open view of sky at the western end of Marion Street
- Preserve High Street as a residential street. It is unique in the Interface Areas as one of very few streets with centrally planted street trees.

Special Interest Area 13: Dixon and Rosehill Street Suburban Precinct

- Remove the 40m- 80m height limit backing on to a street of houses (in particular the Lansdowne Street conservation area)

HECTOR ABRAHAMAS
ARCHITECTS


130

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams ArchitectsParramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

June 2017

South-West Parramatta Interface - DCP Recommendations

Special Interest Area 11: Auto Alley

- Retain the boulevard width in any future development by implementing defined setbacks and to avoid the creation of a "corridor" prior to arrival at the city.
- Modulate building form to prevent creation of a continuous wall of development
- Set back higher levels of buildings adjacent to public space to reduce bulk
- Define active frontages to developments on multiple sides of development

Special Interest Area 12: Marion and High Street Village

- Setbacks of all existing buildings and historic subdivision allotments to be retained and expressed in any development.
- Consider High Street and Jubilee Park as future pedestrian alternative to Auto Alley and scale accordingly.
- Set back buildings adequately to preserve High Street trees, which appear as mature specimens in 1943 aerial imagery. Allow no further intrusions on the dominant setback of the street.
- Allow no overshadowing of house allotments in the precinct.
- Separate adjacent development higher than six storeys so as to not form a wall.
- Preserve a view of the sky, ventilation and sun penetration between buildings as experienced from the precinct.
- Consider the impact of any development in terms of overshadowing and isolation of the Tottenham Street Conservation Area.

Special Interest Area 13: Dixon and Rosehill Street Suburban Precinct

- Prepare specific controls for this area that will yield a buffer successful in the manner of Precinct 8, the buffer to Harris Park West HCA. Retain smaller subdivision lot sizes and avoid combining of lots.
- Give expression to historic subdivision patterns in new development

HECTOR ABRAHAMAS
ARCHITECTS


131

6.0 Summary Recommendations regarding FSR and Height

The majority of the recommendations relate to FSR and Height. These have been summarised below and in the following two plans:

North Parramatta Interface Area

- Remove FSR and height incentives in Sorrell Street Conservation Area, Catholic Institutional Area (Precinct 3), and All Saints Church heritage items.
- Remove incentives and retain existing FSR and Height at corner of Villiers Street and Victoria Road, in order to prevent overshadowing of Prince Alfred Square and St Patrick's Cathedral, and to retain prominence of Church Street precinct.
- Remove incentives to retain meaningful "open sky" river corridor from Lennox Bridge.

South East Parramatta Interface Area

- Reconfigure boundary of conservation area at intersection of Kendall and Ada Streets to remove listing from demolished area.
- Remove FSR and Height incentives from Ada Street conservation area.
- Change incentive height for important buffer zone between Una, Harris, Parkes and Wigram Streets.
-

South West Parramatta Interface Area

- Remove incentive FSR and Height from Marion Street heritage item cluster.
- Maintain "open sky" at western end of Marion Street and eastern end of Lansdowne Street.
- Reduce incentive height to northern side of Lennox Street, and to other areas as shown to provide adequate transition to Marsden Street.
- Consider impact of tall buildings on High Street, in particular on the centrally planted street trees.

*Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)*

May 2017

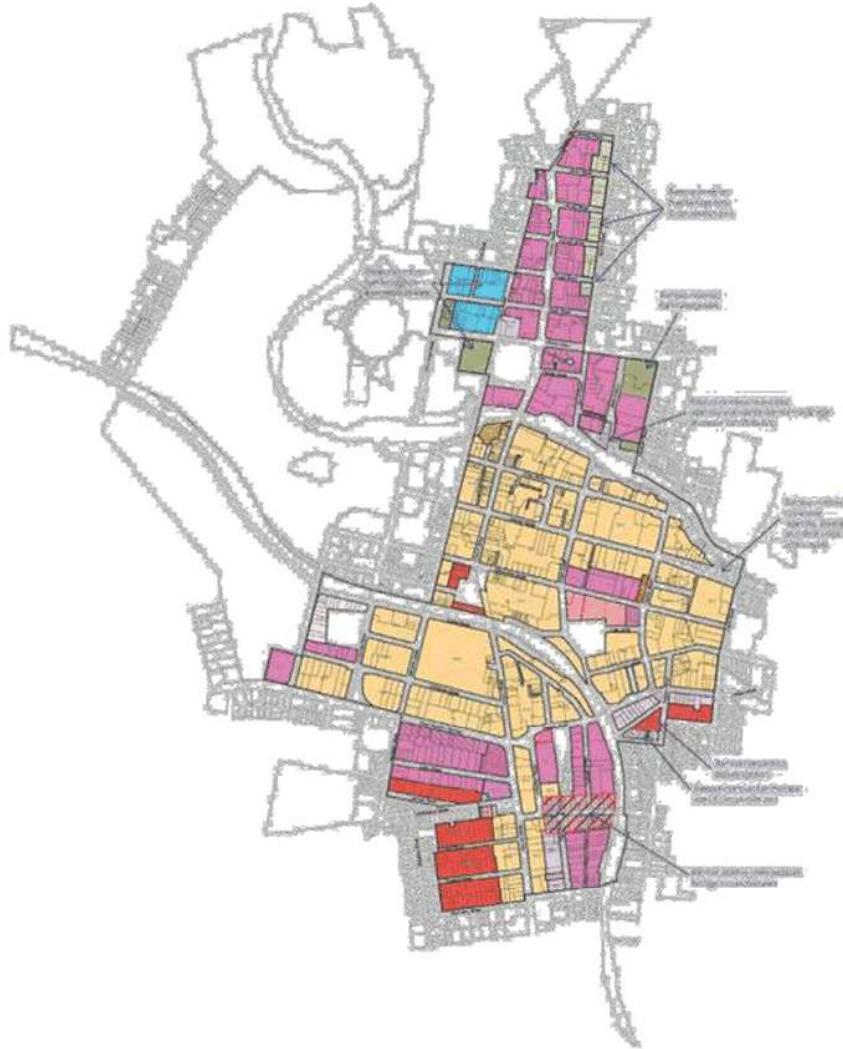


Figure 93: Summary of FSR recommendations
(Source: HAA)

HECTOR ABRAHAM
ARCHITECTS

133

Item 11.15 - Attachment 1

Parramatta CBD Heritage Study of Interface Areas June 2017 prepared by
Hector Abrahams Architects

Parramatta CBD
Heritage Study of Interface Areas V. 1.4 (Draft)

May 2017

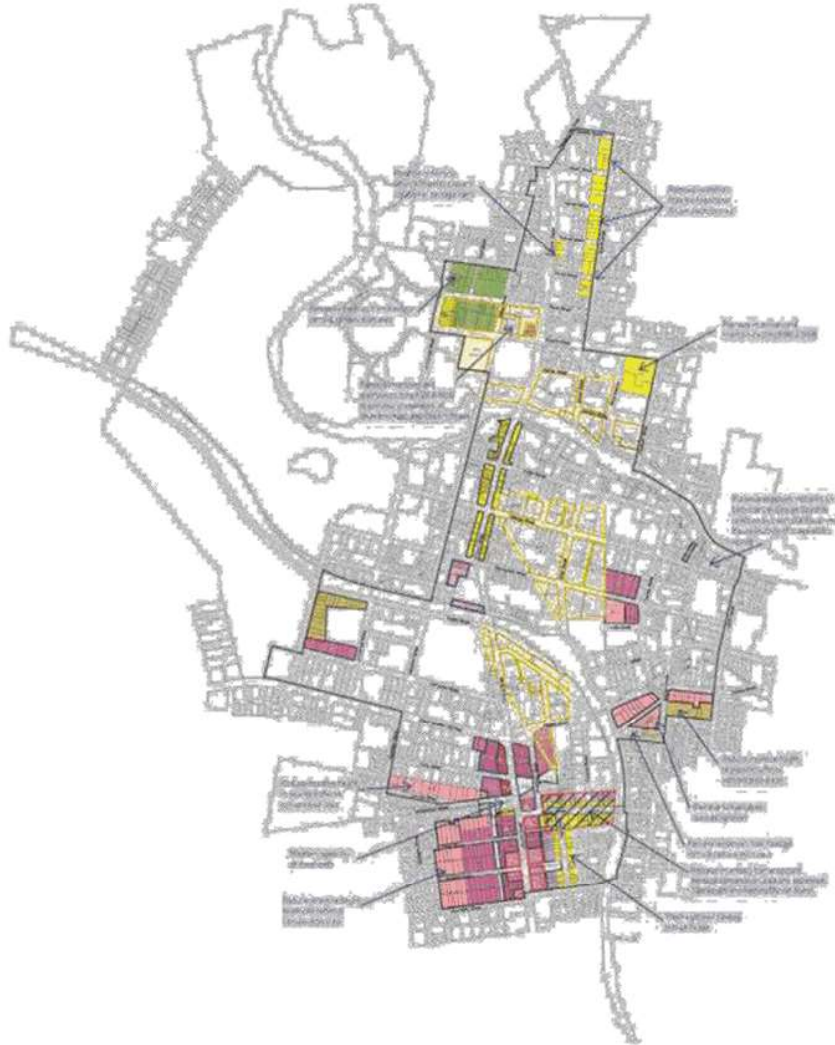


Figure 94: Summary of Height recommendations
(Source: HAA)

HECTOR ABRAHAMS
ARCHITECTS

134

PARRAMATTA CBD

Council Response to the Parramatta CBD Heritage Study of Interface Areas

July 2017

1

Council Response to the Parramatta CBD Heritage Study of Interface Areas
Endorsed by Council on [insert date].

Introduction

This document is Council's response to the "Parramatta CBD Heritage Study of Interface Areas" prepared by Hector Abrahams Architects (HAA). It was formally adopted by Council on [insert meeting date].

The document consists of three parts, as follows:

Part 1 – Response to Study Recommendations

Part 2 – Proposed heritage clause

Part 3 – Recommended map updates

Council generally supports the majority of the HAA study recommendations, with the exception of those recommendations that are "outside the study scope", require separate investigative work, or where there is a compelling strategic planning argument for an alternate position.

The purpose of this document is to inform changes to the Draft Parramatta CBD Planning Proposal (2016).

PART 1 – RESPONSE TO STUDY RECOMMENDATIONS

No.	Study Recommendation	Response
General Recommendations:		
1	Include the words “and heritage values” in the objectives for B4 Mixed Use Zoning.	Supported. PP to be updated.
2	Specific heads of consideration for CBD development should be included in the standard heritage provisions of the LEP to give guidance to what constitutes an impact.	Supported. PP to be updated. Refer to proposed heritage clause at Part 2.
3	A Heritage Impact Statement should be prepared for any development potentially having any adverse impact upon an individually listed heritage item or conservation area. A key method of assessing the <u>impact</u> of a development upon a heritage item or conservation area is to consider the <u>relationship</u> between that new development and the item or area.	Supported. Clause 5.10 of the Parramatta LEP 2011 already requires this, and the PP to be updated to include additional heads of consideration as detailed above (refer to proposed heritage clause at Part 2).
4	For any lot amalgamation including or adjacent to a heritage item a Conservation Management Plan must be prepared and lodged with council for comment prior to the lodgement of a development application for the subdivision.	Supported. PP to be updated (refer to proposed heritage clause at Part 2). Requirement for a CMP will be required prior to issue of a development consent.
5	Revise the wording in the PP from “ <i>impacted by heritage</i> ” to “ <i>except where impacted by obligations not to impact negatively on heritage.</i> ”	Supported. PP to be updated.
6	Incentive height and FSR provisions should not be applied to conservation areas.	Supported. PP to be updated.
7	Heritage items should not be isolated as a result of development.	Supported. PP to be updated to include additional heads of consideration as detailed above (refer to proposed heritage clause at Part 2) with supporting provisions in the DCP.
8	Heritage controls must be included as part of any Design Excellence assessment involving or directly adjoining a heritage item.	Supported. Clause 7.10(4)(d)(iii) of the Parramatta LEP 2011 already requires this.

Item 11.15 - Attachment 2

Council Response to the Parramatta CBD Heritage Study of Interface Areas
July 2017

9	A heritage expert should form part of any Design Excellence jury for a proposal affecting a heritage item or heritage conservation area	Supported.
10	All of the setting of a house that contributes to its significance must be conserved.	Supported. This provision would be better placed in the DCP.
11	In all cases retain an area of deep soil landscape to the rear of an historic house large enough to plant an appropriate tree in order to retain the detached nature of the dwelling and the presence of a garden setting.	Supported. This provision would be better placed in the DCP.
12	Conserve historic setback patterns where they exist, and restore them where they have been concealed by later development.	Supported. This provision would be better placed in the DCP.
13	Interpret the historic subdivision pattern of a street in new developments that involve amalgamation of lots through careful architectural detailing.	Supported. This provision would be better placed in the DCP.
14	New developments are to retain the historic mode of address to the street in the vicinity of the development.	Supported. This provision would be better placed in the DCP.
15	Where a heritage item has been negatively impacted by past development, new development must include the reversal of the negative impact to the heritage item.	Supported. This provision would be better placed in the DCP.
16	Give priority to uses for heritage items that involve less change to significant fabric than uses that require more change.	Supported. This provision would be better placed in the DCP.
17	The retention of an entire building in a way that isolates it completely from its context is not acceptable.	Supported. This provision would be better placed in the DCP.
18	The existing balance of a street is to be preserved, particularly within and adjacent to conservation areas.	Supported. PP to be updated as per Height of Building (HOB) map amendments.
18	Preserve street trees and building setbacks, and balance of building heights, which contribute to the balance of a street.	Supported. This provision would be better placed in the DCP.
20	Specific heads of consideration for CBD development should be included in the standard heritage provisions to give guidance to what constitutes an appropriate transition to a heritage item or conservation area.	Supported. PP to be updated. Refer to proposed heritage clause at Part 2.

4

Item 11.15 - Attachment 2

Council Response to the Parramatta CBD Heritage Study of Interface Areas
July 2017

21	Preserve the historic hierarchy of streets.	Supported. This provision would be better placed in the DCP.
22	Amalgamation alone is not the only criteria as to whether a development may be suitably accommodated on a site.	Supported. This provision would be better placed in the DCP.
23	Some sites may require further amalgamation before a development may become appropriate in heritage terms.	Supported. PP to be updated. Refer to proposed heritage clause at Part 2.
24	Façade retention is not an acceptable development option for a heritage item.	Supported. This provision would be better placed in the DCP.
25	Any development that involves amalgamation with a heritage item must bestow some of the benefit of that development upon the heritage item.	Supported. This provision would be better placed in the DCP.
26	Development that overhanging the space above a heritage item is not permitted.	Supported. This provision would be better placed in the DCP.
27	Prioritise heritage conservation considerations in assessing developments that amalgamate heritage sites.	Supported. PP to be updated. Refer to proposed heritage clause at Part 2.
28	Ensure that heritage places do not become isolated due to a development.	Supported. This provision would be better placed in the DCP.
29	Retain the existing setbacks for all lots adjacent to a corner lot in any amalgamation proposal.	Supported. This provision would be better placed in the DCP.
30	Recognise the important role that corner sites play in terms of street address, street hierarchy, and connection points. In some instances a building of greater height and bulk will require a larger setback than existing to preserve the character of both streets.	Supported. This provision would be better placed in the DCP.
31	Generally preserve existing street setbacks in new developments to conserve street balance and character.	Supported. This provision would be better placed in the DCP.
32	Always retain a setback of deep soil zone to the rear of a heritage house sufficient for a tree to prevent its isolation as a result of any development.	Supported. This provision would be better placed in the DCP.
33	Recover historic street setbacks to regain streetscape qualities where these have been eroded.	Supported. This provision would be better placed in the DCP.
34	Increase setbacks adjacent to heritage items where historic setbacks are not recoverable.	Supported. This provision would be better placed in the DCP.

5

Item 11.15 - Attachment 2

Council Response to the Parramatta CBD Heritage Study of Interface Areas
July 2017

35	Give expression to historic subdivision patterns in all new development.	Supported. This provision would be better placed in the DCP.
36	Recovery of historic subdivision and setback patterns in the fabric of new developments.	Supported. This provision would be better placed in the DCP.
37	Modulate building form to prevent creation of a "wall" effect.	Supported. This provision would be better placed in the DCP.
38	Setback higher levels of tall development adjacent to public space to reduce bulk.	Supported. This provision would be better placed in the DCP.
39	Tall buildings not to front directly on to public reserves but to be separated by creation of an active street or path.	Supported. This provision would be better placed in the DCP.
40	Creation of active frontages to developments on multiple sides where appropriate.	Supported. This provision would be better placed in the DCP.
41	Preserve sky visibility between and around tall developments.	Supported. This provision would be better placed in the DCP.
42	Consideration of street width in any new development proposal to avoid creation of canyons.	Supported. This provision would be better placed in the DCP.
43	There must be no additional overshadowing of Experiment Farm as a result of CBD development at any time of the day.	Supported in part. PP to be updated to protect solar access between 10am and 2pm mid-winter. Protecting solar access into late afternoon will have significant adverse impacts on development yield in the Parramatta CBD.
44	There must be no additional overshadowing of the Elizabeth Farm site as a result of CBD development at any time of the day.	Supported in part. No change to the PP required. Council testing shows that Elizabeth Farm will not be affected by overshadowing due to development within the Parramatta CBD between 10am and 2pm mid-winter. Therefore, the application of a solar access plane to Elizabeth Farm is unnecessary and no change to the Council endorsed position of April 2016 is recommended.
45	There must be no additional overshadowing of Hambledon Cottage site as a result of Parramatta CBD development at any time of the day.	Supported in part. No change to the PP is required. As detailed above, Council testing shows that

6

		Hambledon Cottage will not be affected by overshadowing due to development within the Parramatta CBD between 10am and 2pm mid-winter. Therefore, the application of a solar access plane to Hambledon Cottage is unnecessary and no change to the Council endorsed position of April 2016 is recommended.
46	Incidental overshadowing of the Elizabeth Farm greater precinct as a result of development of the adjacent school may be permitted.	Supported. This provision would be better placed in the DCP.
47	The Parramatta CBD Planning Proposal Incentive FSR and Heights will be impacted by the above recommendations. Further testing is required by Council to ascertain the extent of solar access plane which would apply to the Parramatta CBD Planning Proposal to ensure protection of solar access to Elizabeth Farm, Experiment Farm and Hambledon Cottage.	Further testing prepared by Council to support recommended updates to the PP as detailed above (i.e. A new solar access plane). Refer to solar access map in Part 3.
48	The amount of solar access to Prince Alfred Square should be maximised as far as possible.	Supported in part. Solar access protection for Prince Alfred Square already exists in the PP based on detailed urban design analysis. No further change recommended.
49	The amount of solar access to the Parramatta River should be maximised as far as possible.	Supported in part. Solar access protection for Parramatta River already exists in the PP based on detailed urban design analysis. No further change recommended.
50	The location of defined Active street frontages should be extended to connect a network of heritage items and places throughout the interface areas.	Supported in part. This is better placed in the DCP to achieve a built form that is engaging through the design. Refer to active street frontage map in Part 3.
51	Pedestrian activity should be encouraged, particularly in the streets that intersect with northern Church Street and the riverbank.	Supported, with the exception of the riverbank due to flooding issues and detailed urban design work undertaken as part of the River Strategy.
52	Compile a CBD register of views that must be preserved.	An analysis of significant views has already been undertaken in the Heritage Study by Urbis (Appendix

		B). In addition, critical heritage views identified in the HAA study could be addressed in the DCP.
53	Views both to and from any adjacent heritage item must be considered as part of any development.	Supported. This provision would be better placed in the DCP.
54	Clay Cliff Creek should not be built over.	Supported. This provision would be better placed in the DCP.
55	The alignment of Clay Cliff Creek should be fully expressed in new adjacent development, regardless of height or scale.	Supported. This provision would be better placed in the DCP.
56	Clay Cliff Creek should be made a publically accessible corridor of land adjacent to the creek, with a view towards using the creek as a connecting element between existing green spaces in the city.	Supported. This provision would be better placed in the DCP.
North Parramatta Interface Area - Map Recommendations (shown on Maps 2, 3 and 4):		
57	Recommend FSR Map modifications (Page 83).	Supported, with the exception of the block bound by the River, Sorell, Lamont and Wilde Avenue. Part of this block is subject to a site-specific planning proposal. For the purposes of consistency with the internal assessment of that site specific planning proposal, it is recommended that this block adopt the FSR of 5.2:1 as recommended in the Urbis Heritage Study, together with the solar access plane to protect the southern bank of the River. The solar access plane will keep building heights lower at the River frontage, which achieves the same objective as proposed in the Hector Abrahams Study. The same FSR is recommended for the block opposite (5 Elizabeth Street). Refer to maps in Part 3.
58	Recommend Height Map modifications (Page 84)	Supported, with one exception being the block bounded by Villiers, Ross, Church and Victoria Road. For the purposes of consistency with the incentive FSR of 6:1, where the incentive no height limit should be retained. Refer to maps in Part 3.

Item 11.15 - Attachment 2

Council Response to the Parramatta CBD Heritage Study of Interface Areas
July 2017

North Parramatta Interface Area - LEP Recommendations:		
Special Interest Area 1 – Main Street (Church Street):		
59	The section of Church Street between Fennell and Grose Streets contains a cluster of heritage items. No new building work should be permitted in front of the west elevation of 446 Church Street (former Peacock Inn), and intrusive elements should be removed as part of any proposal.	Supported. This provision would be better placed in the DCP.
60	452-456 Church Street should have a 10m height limit to Church Street and a setback that ensures the heritage items either side do not become isolated as a result of inappropriate development.	Supported. PP to be updated. The 10m height limit to apply to first 10m of the site to align with the rear gutter of 446 Church Street. This is consistent with the map and principles in the HAA study.
61	Since development of the Fennel Street carpark is likely to impact the setting of heritage listed items to the south and west, taller buildings should be located to the east, along Church Street.	Supported. This provision would be better placed in the DCP.
Special Interest Area 2 – Prince Alfred Square:		
62	There must be no further increase in height or FSR to the site at the corner of Victoria Road and Villiers Street.	Supported. This site has been subject to a planning proposal which has recently been gazetted. The incentive FSR and incentive height will reflect that of the approved planning proposal, with no additional height and FSR beyond that, as per the recommendation.
63	Solar access to the park must be maximised.	Supported in part. A solar access plane for Prince Alfred Square already exists in the CBD planning proposal. This was based on detailed urban design analysis. No further change recommended.
Special Interest Area 3 – Institutional (Catholic):		
64	The proposal of a “blanket” FSR of 6.0 across the site with unlimited height controls is not acceptable in a precinct dominated by heritage listed items and bordering a conservation area. There should be no incentives within the controls for this place.	Supported. PP to be updated. Refer to maps in Part 3.
65	Retain the FSR and HoB in the North Parramatta Conservation Area at the existing level.	Supported. PP to be updated. Refer to maps in Part 3.
Special Interest Area 4 – Riverbank:		

9

Item 11.15 - Attachment 2

Council Response to the Parramatta CBD Heritage Study of Interface Areas
July 2017

66	Preserve the key historic view in this precinct is the view east from Marsden Street, showing Lennox Bridge and its riverside setting.	Supported. This provision would be better placed in the DCP.
67	Reduce the incentive FSR where Wilde Avenue meets the river to preserve the open nature of the River Foreshore Reserve in this area.	Supported. The incentive FSR will be removed from the Wilde Avenue road corridor.
68	Maintain the sky view behind Lennox Bridge when viewed from the west.	Supported. This provision would be better placed in the DCP.
Special Interest Area 5 – Sorrell Street:		
69	Remove the proposed “blanket” incentive FSR of 6.0 and unlimited incentive height from the conservation area	Supported. PP to be updated. Refer to maps in Part 3.
70	Maintain the current height limit of 11m and existing setbacks in order to preserve this conservation area.	Supported. PP to be updated. Refer to maps in Part 3.
Special Interest Area 6 – All Saint’s Precinct:		
71	The proposal of a “blanket” FSR of 6.0:1 across the site with unlimited height controls is not acceptable in a precinct dominated by heritage listed items. There should be no incentives within the controls for this place.	Supported. PP to be updated. Refer to maps in Part 3.
72	Retain the FSR and HoB at the existing level, to maintain consistency in approach with other Conservation Areas.	Supported. PP to be updated. Refer to maps in Part 3.
North Parramatta Interface Area - DCP Recommendations:		
Special Interest Area 1 – Main Street (Church Street):		
73	Amalgamation of lots must not result in isolation of heritage sites.	Supported. DCP to be updated.
74	Preserve the prominence of views to the termination points of the parks at each end.	Supported. DCP to be updated.
75	Step up the form of buildings and podiums with the topography of the street.	Supported. DCP to be updated.
76	Give expression to historic subdivision pattern in all development.	Supported. DCP to be updated.
77	Adhere to a common design of footpath surfaces, planting, lighting to unify the main street as a defined precinct.	Supported. DCP to be updated.
78	Maintain the varying width of the road.	Supported. DCP to be updated.

10

Item 11.15 - Attachment 2

Council Response to the Parramatta CBD Heritage Study of Interface Areas
July 2017

79	Preserve views to east and west along side streets by limiting the height of buildings on corner sites, particularly at Grose and Fennell Streets, to ensure an appropriate relationship to buildings on each street. A tower setback should be implemented at the corner.	Supported. DCP to be updated.
Special Interest Area 2 – Prince Alfred Square:		
80	Increase the level of sun to the park in winter.	Supported in part. A solar access plane for Prince Alfred Square already exists in the CBD planning proposal. This was based on detailed urban design analysis. No further change recommended.
81	Developments adjacent to the park are to address the park.	Supported. DCP to be updated.
82	Preserve views into and out of the park, including those to the Cathedral and the former Congregational Church.	Supported. DCP to be updated.
83	Retain existing views from the park of the steeples of St Patricks Cathedral and former Congregational Church against the sky in all directions.	Supported. DCP to be updated.
84	Preserve views to the park from Victoria Road where they already exist. To meet this requirement, future buildings on Victoria Street will require extra but not large setbacks.	Supported. DCP to be updated.
85	The taller part of any development on the Villiers Street and Victoria Road corner site, is to be placed to the east, towards the tall buildings of Church Street.	Supported. DCP to be updated.
Special Interest Area 3 – Institutional (Catholic):		
86	Retain the visual prominence of the steeple of St Patricks Cathedral against the sky when seen from Prince Alfred Square and Victoria Road.	Supported. DCP to be updated.
Special Interest Area 4 – Riverbank:		
87	New tower podiums along the upper northern bank to be separated to prevent development from forming a wall and limit overshadowing along the river.	Supported. DCP to be updated.
88	Preserve all existing openings of streets to the river.	Supported. DCP to be updated.
89	Plan for pedestrian routes down to the river.	Supported. DCP to be updated.

Item 11.15 - Attachment 2

Council Response to the Parramatta CBD Heritage Study of Interface Areas
July 2017

90	Re-establish all north-south street connections to the river.	Supported. DCP to be updated.
91	Consider key views at river bend in the siting of new towers to avoid impact on the visual amenity of the river	Supported. DCP to be updated.
92	All development is to have an active address to the river.	Supported. DCP to be updated.
Special Interest Area 5 – Sorrell Street:		
93	Give expression to historic subdivision patterns in any new development.	Supported. DCP to be updated.
94	Preserve all street trees and existing historic setbacks.	Supported. DCP to be updated.
95	Restrict setback of development at corners so as to permit visual connections to the Church Street ridge.	Supported. DCP to be updated.
Special Interest Area 6 – All Saint's Precinct:		
96	Retain the visual prominence of the steeple of All Saint's Church against the sky when seen from Victoria Road.	Supported. DCP to be updated.
South-East Parramatta Interface Area - Map Recommendations (shown on Maps 2, 3 and 4):		
97	Recommend FSR Map modifications.	Supported, with the exception of the recommendation to remove incentives from the north side of George Street. This recommendation is out of scope for this study (as it does not relate to transition to a HCA) and is inconsistent with significant analysis undertaken for site specific planning proposals in this area. Refer to maps in Part 3.
98	Recommend Height Map modifications.	Supported, with the exception of: the blocks bound by Parkes, Harris, Una and Wigram (northern section) and Parkes, Kendall, Wigram and Station Street East, where the current height of 28m has been used (instead of the 26m recommended by consultants). This is to ensure consistency with current base height controls.

		As detailed above, the recommendation to reduce heights on the northern side of George Street is outside the study area and does not relate to transition to a HCA. It is also inconsistent with significant separate work which has been undertaken for separate site-specific planning proposals in this area. Refer to maps in Part 3.
South-East Parramatta Interface Area - LEP Recommendations:		
Special Interest Area 7 – The eastern end of George Street and an important entry point to the city:		
99	Control development to not fall directly on the visual axis with Old Government House.	As detailed above, the recommendation to remove incentives from the north side of George Street is not supported as it is out of scope for this study (as it does not relate to transition to a HCA) and is inconsistent with significant analysis undertaken for site specific planning proposals in this area. Refer to maps in Part 3.
100	Preserve the historic spatial connection between the historic house Harrisford and the river, views of the riverbank, river and Gasworks Bridge from western part of George Street.	As detailed above, the recommendation to remove incentives from the north side of George Street is not supported as it is out of scope for this study (as it does not relate to transition to a HCA) and inconsistent with significant analysis undertaken for site specific planning proposals in this area. Refer to maps in Part 3.
101	Consider the listing of land on the southeast corner of Harris and George Streets as a heritage item on the LEP, considering its historic significance and archaeological potential. The land forms part of the State Heritage Register listing 01863 (Ancient Aboriginal and Early Colonial Landscape). Although outside of the scope of this study, this omission should be addressed as the land forms part of the curtilage to this Special Interest Area.	This site is outside both the study area and CBD planning proposal area. A separate study would be required to investigate whether the site should be listed as a heritage item. This could be undertaken as a separate piece of work at a later date.
Special Interest Area 8 – The edge of the CBD:		

Item 11.15 - Attachment 2

Council Response to the Parramatta CBD Heritage Study of Interface Areas
July 2017

102	New tall buildings must not create any additional overshadowing of the buildings and grounds of Experiment Farm, Elizabeth Farm or Hambledon Cottage. The Parramatta CBD Planning Proposal Incentive FSR and Heights will be impacted by the above recommendation. Further testing is required by Council to ascertain the extent of solar access plane which would apply to the Parramatta CBD Planning Proposal to ensure protection of solar access to these areas.	Supported with amendments as detailed above. PP to be updated. Refer to solar access map in Part 3.
103	The Clay Cliff Creek should not be built over.	Supported. This provision would be better placed in the DCP.
104	Extend the defined area of Active Street front to include the western side of Harris Street.	Supported in part. This is better placed in the DCP to achieve a built form that is engaging through the design. Refer to active street frontage map in Part 3.
105	All new buildings to address the east.	Supported. This provision would be better placed in the DCP.
Special Interest Area 9 – Buffer to Harris Park West Conservation Area:		
106	New tall buildings must not create any additional overshadowing of the buildings and grounds of Experiment Farm, Elizabeth Farm, or Hambledon Cottage. The Parramatta CBD Planning Proposal Incentive FSR and Heights will be impacted by the above recommendation. Further testing is required by Council to ascertain the extent of solar access plane which would apply to the Parramatta CBD Planning Proposal to ensure protection of solar access to these areas.	Supported with amendments as detailed above. PP to be updated. Refer to solar access map in Part 3.
107	Remove the incentive FSR from the conservation area.	Supported. PP to be updated. Refer to maps in Part 3.
108	Amend Incentive heights to be 26m /8 storey and 20m / 6 storey in order to preserve an effective buffer zone to the conservation area.	Supported, but PP to use 28m for the blocks bound by Parkes, Harris, Una and Wigram (northern section) and Parkes, Kendall, Wigram and Station Street East so as to ensure consistency with current base height controls. Refer to maps in Part 3.
109	The boundary of the Harris Park West conservation area should be redefined so as not to include the demolished zone along Kendall Street.	Supported. PP to be updated. Refer to maps in Part 3.

Special Interest Area 10 – Buffer to Harris Park West Conservation Area:		
110	The Clay Cliff Creek should not be built upon.	Supported. This provision would be better placed in the DCP.
South-East Parramatta Interface Area - DCP Recommendations:		
Special Interest Area 7 – The eastern end of George Street and an important entry point to the city:		
111	Maintain the podium controls and tower setbacks for George Street that are in place in the DCP.	This recommendation will be subject to further analysis by Council to inform the DCP in regard to appropriate podium controls and tower setbacks for George Street, including a review of how effective the current controls are and how they are being applied.
112	Reduce the FSR area at the eastern end of George Street in order to maintain both a view east from George Street, and a view west from George Street to Harrisford. Such a change would appear to be the only effective way remove incentives and preserve what are essentially vital setbacks to ensure the retention of historic views and relationships at the entry point to the CBD from the east.	As discussed above, the recommendation to remove incentives from the north side of George Street is not supported as it is out of scope for this study (as it does not relate to transition to a HCA) and inconsistent with significant analysis undertaken for site-specific planning proposals in this area. Refer to maps in Part 3.
113	Give expression to historic subdivision patterns in all new development.	Supported. DCP to be updated.
Special Interest Area 8 – The edge of the CBD:		
114	Control the bulk and nature of the architecture that fronts the street and the park to overcome isolation and alienation	Supported. DCP to be updated.
115	Make clear the shape and form of Clay Cliff Creek in all adjacent proposals on the part of the creek that falls into this precinct, regardless of height or scale.	Supported. DCP to be updated.
116	Do not erect buildings over the Clay Cliff Creek.	Supported. DCP to be updated.
Special Interest Area 9 – Buffer to Harris Park West Conservation Area:		
117	In all new development give expression to the historic subdivision pattern in the buildings	Supported. DCP to be updated.
118	Make clear the shape and form of Clay Cliff Creek in all adjacent proposals on the part of the creek that falls into this precinct, regardless of height or scale.	Supported. DCP to be updated.
119	Do not erect buildings over the Clay Cliff Creek.	Supported. DCP to be updated.

Special Interest Area 10 – Buffer to Harris Park West Conservation Area:		
120	Preserve view of Harris Park	Supported. DCP to be updated.
121	Development to address the landscape basis of the precinct	Supported. DCP to be updated.
122	The planning and form of development is to interpret the creek and its importance. This should include opening it up and bridging it, allowing pedestrians to walk and cross it.	Supported. DCP to be updated.
South-West Parramatta Interface Area - Map Recommendations (shown on Maps 8 and 9):		
123	Recommend FSR Map modifications (page 128).	Supported, PP to be updated. Refer to maps in Part 3.
124	Recommend Height Map modifications (page 129).	Supported, PP to be updated with one change to Marion Street where the HAA recommended base height of building control for part of the site be amended to apply a 'no height limit' given the varied base heights in the affected area and potential impact on the 'balanced street' objective. This will also facilitate improved urban design outcomes. Refer to maps in Part 3.
South-West Parramatta Interface Area - LEP Recommendations:		
Special Interest Area 11 – Auto Alley:		
125	The view west of open sky from Marion Street should be preserved. This would result in amended maximum heights to blocks on Church Street.	Supported. This provision would be better placed in the DCP. No change to the building height map is recommended.
126	Preserve the similar view (although with a higher possible limit) East from Lansdowne Street. Without a sky view at their respective ends, the heritage character of these streets will be compromised.	Supported. This provision would be better placed in the DCP. No change to the building height map is recommended.
Special Interest Area 12 – Marion and High Street Village:		
127	Marion Street should be scheduled as a Heritage Conservation Area, and thus incentives should not apply in this zone.	A separate defined heritage study would be required to investigate whether Marion Street should be scheduled as a HCA. The study would assess the heritage significance of all existing building within the proposed heritage conservation area, including contributory significance and overall character. This could be

		undertaken by Council at a later date as a separate piece of work.
128	Preserve the open view of sky at the western end of Marion Street	Supported. This provision would be better placed in the DCP. No change to the building height map is recommended.
129	Preserve High Street as a residential street. It is unique in the Transition Areas as one of very few streets with centrally planted street trees.	Supported in part. The current zoning of High Street is B4 Mixed Use which permits inter alia commercial premises, shop top housing and residential flat buildings. As High Street is not identified on the Active Street Frontages map, residential only developments are permitted and therefore no change to the PP is recommended. An update to the PP is proposed to introduce a 12m height limit along both sides of High Street to the first 18m as recommended. This aligns with existing heritage buildings in the street.
Special Interest Area 13 – Dixon and Rosehill Street Suburban Precinct:		
130	Remove the 40m- 80m height limit backing on to a street of houses (in particular the Lansdowne Street conservation area)	Supported. PP to be updated. Refer to maps in Part 3.
South-West Parramatta Interface Area - DCP Recommendations:		
Special Interest Area 11 – Auto Alley:		
131	Retain the boulevard width in any future development by implementing defined setbacks and to avoid the creation of a “corridor” prior to arrival at the city.	Supported. DCP to be updated.
132	Modulate building form to prevent creation of a continuous wall of development.	Supported. DCP to be updated.
133	Set back higher levels of buildings adjacent to public space to reduce bulk.	Supported. DCP to be updated.
134	Define active frontages to developments on multiple sides of development.	Supported. DCP to be updated.
Special Interest Area 12 – Marion and High Street Village:		

Item 11.15 - Attachment 2

Council Response to the Parramatta CBD Heritage Study of Interface Areas
July 2017

135	Setbacks of all existing buildings and historic subdivision allotments to be retained and expressed in any development.	Supported. DCP to be updated.
136	Consider High Street and Jubilee Park as future pedestrian alternative to Auto Alley and scale accordingly.	Supported. DCP to be updated.
137	Set back Buildings adequately to preserve High Street trees, which appear as mature specimens in 1943 aerial imagery	Supported. DCP to be updated. Height controls for High Street are also to be added to PP. Refer to maps in Part 3.
138	Allow no overshadowing of house allotments in the precinct.	Recommend objective based DCP controls to guide siting of built form to minimise overshadowing of house allotments.
139	Separate adjacent development higher than six storeys so as to not form a wall.	Supported. DCP to be updated.
140	Preserve a view of the sky, ventilation and sun penetration between buildings as experienced from the precinct.	Supported. DCP to be updated.
141	Consider the impact of any development in terms of overshadowing and isolation of the Tottenham Street Conservation Area.	Supported. DCP to be updated.
Special Interest Area 13 – Dixon and Rosehill Street Suburban Precinct:		
142	Prepare specific controls for this area that will yield a buffer successful in the manner of Special Interest Area, the buffer to Harris Park West HCA. Retain smaller subdivision lot sizes and avoid combining of lots.	Supported. DCP to be updated. Refer to maps in Part 3.
143	Give expression to historic subdivision patterns in new development.	Supported. DCP to be updated.
Summary Recommendations regarding FSR and Height (page 132):		
North Parramatta Interface Area:		
144	Remove FSR and height incentives in Sorrell Street Conservation Area, Catholic Institutional Area (Precinct 3), and All Saints Church heritage items.	Supported. PP to be updated.
145	Remove incentives and retain existing FSR and Height at corner of Villiers Street and Victoria Road, in order to prevent overshadowing of Prince Alfred Square and St Patrick's Cathedral, and to retain prominence of Church Street precinct.	Supported. This site has been subject to a planning proposal which has recently been gazetted. The incentive FSR and incentive height will reflect that of the approved planning proposal, with

		no additional height and FSR beyond that, as per the recommendation. Refer to maps in Part 3.
146	Remove incentives to retain meaningful "open sky" river corridor from Lennox Bridge.	<p>The block bound by the River, Sorrell, Lamont and Wilde Avenue is subject to a site-specific planning proposal. For the purposes of consistency with the assessment of that site-specific planning proposal, it is recommended that this block adopt the FSR of 5.2:1 as recommended in the Urbis Heritage Study, together with the solar access plane to protect the southern bank of the River. The solar access plane will keep building height lower at the River frontage, which achieves the same objective as proposed in the HAA study. The same FSR is recommended for the block opposite (5 Elizabeth Street).</p> <p>Further to the above, the incentive FSR will be removed from the Wilde Avenue road corridor.</p> <p>Refer to maps in Part 3.</p>
South-East Parramatta Interface Area:		
147	Reconfigure boundary of conservation area at intersection of Kendall and Ada Streets to remove listing from demolished area.	Supported. PP to be updated. Refer to maps in Part 3.
148	Remove FSR and Height incentives from Ada Street conservation area.	Supported. PP to be updated. Refer to maps in Part 3.
149	Change incentive height for important buffer zone between Una, Harris, Parkes and Wigram Streets.	Supported, but PP to use 28m for the blocks bound by Parkes, Harris, Una and Wigram (northern section) and Parkes, Kendall, Wigram and Station Street East so as to ensure consistency with current base height controls. Refer to maps in Part 3.
South-West Parramatta Interface Area:		
150	Remove incentive FSR and Height from Marion Street heritage item cluster.	Supported with respect to FSR including the 12m incentive height

		<p>of building control apply for the first 18 metres of the site. However, the recommendation that the current base height of building control (18, 26 and 54 metres) become the incentive height of the building control for the rear portion of the sites along Marion Street (that have an incentive FSR of 2:1) is not supported. This is because it is inconsistent with the report recommendation for 'balanced streets' and recovering historic street hierarchy, and may lead to poor urban design outcomes. It is therefore recommended that the incentive height of building control is 'no height limit' for the portion of the site excluded from the 12 metre height limit. The application of the 12m height limit to the first 18m of the site is consistent with the map and principles in the HAA study.</p> <p>Refer to maps in Part 3.</p>
151	Maintain "open sky" at western end of Marion Street and eastern end of Lansdowne Street.	Supported. DCP to be updated. No changes recommended to height maps.
152	Reduce incentive height to northern side of Lennox Street, and to other areas as shown to provide adequate transition to Marsden Street.	Supported. PP to be updated. Refer to maps in Part 3.
153	Consider impact of tall buildings on High Street, in particular on the centrally planted street trees.	Supported. PP to be updated. The application of the 12m height limit to the first 18m of the site is consistent with the map and principles in the HAA study. Refer to maps in Part 3.

PART 2 – PROPOSED HERITAGE CLAUSE**7.21 Managing heritage impacts****(1) Objective**

To ensure that development in the Parramatta City Centre demonstrates an appropriate relationship to heritage items and heritage conservation areas that responds positively to heritage fabric, the street and the wider area.

(2) Land to which this clause applies

This clause applies to any development on land in the Parramatta City Centre which includes or is directly adjacent to a heritage item or heritage conservation area.

(3) Heads of consideration – impact on heritage

- (a) Development consent must not be granted to the erection of a building on land to which this clause applies unless the consent authority has considered the *impact* of the development on heritage items or heritage conservation areas.
- (b) In considering what constitutes an *impact* on a heritage item or heritage conservation area, the following heads of consideration must be considered in the assessment of any development application on land to which this clause applies:
 - (i) Immediate relationship – The impact upon the built fabric or within or adjacent to the lot of that heritage item, or impact upon a property located within a heritage conservation area, must be considered.
 - (ii) Street relationship – Where development is visible from the street elevation, the impact upon the street must be considered, and in the case of a corner site (or a site that is adjacent to a corner), then the impact upon both streets must be considered.
 - (iii) Area relationship – Where a development is of a certain height and is adjacent to a heritage conservation area or cluster of individually listed heritage items, then the impact of that development upon the significance of the heritage conservation area or heritage items must be considered.

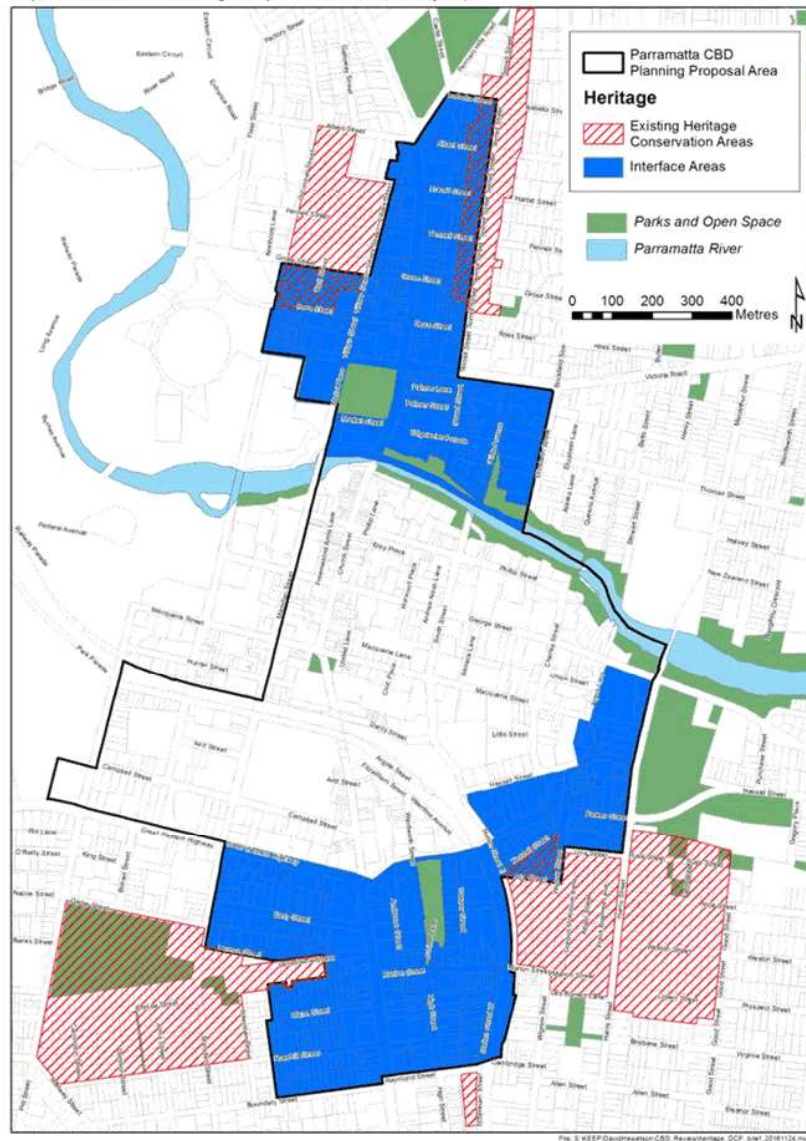
(4) Heritage assessment

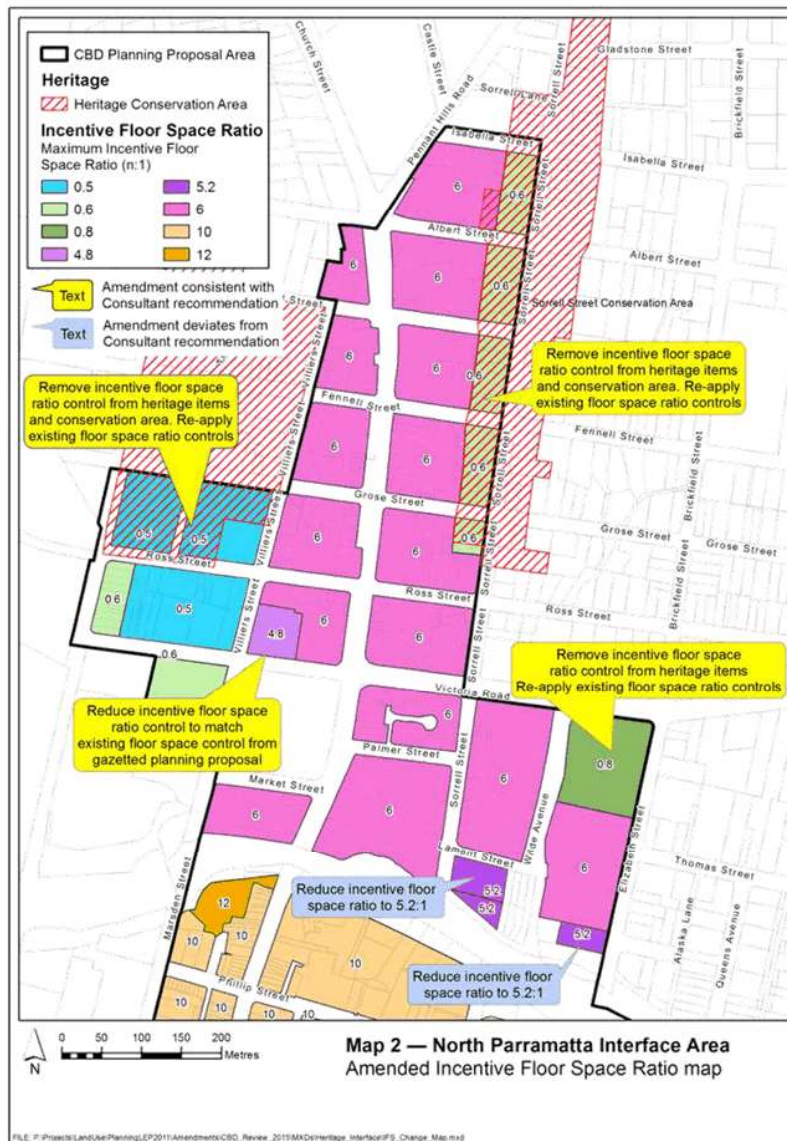
- (a) Development consent must not be granted to the erection of a building on land to which this clause applies unless the consent authority has considered:
 - (i) a heritage impact statement; and
 - (ii) in the case of any development involving a lot amalgamation including or adjacent to a heritage item, a conservation management plan.
- (b) The heritage impact statement should address the following:
 - (i) the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned;
 - (ii) an area of context of heritage items and heritage conservation areas that is large enough to capture all potential impacts; and
 - (iii) important heritage relationships, as identified in the heads of consideration in clause (3).

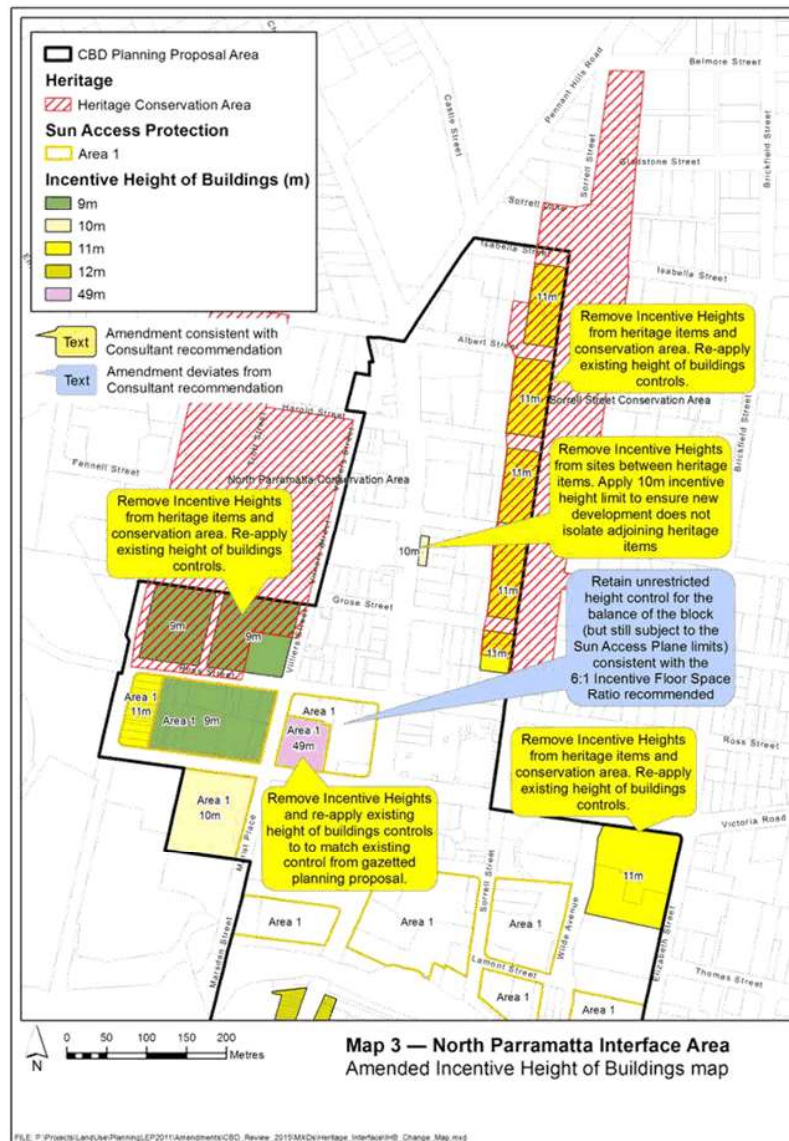
- (c) Where a conservation management plan is required in accordance with clause 4(a)(ii), it should include conservation policies and management mechanisms that address the following:
 - (i) whether further lot amalgamation is required before a development may become appropriate in heritage terms; and
 - (ii) whether heritage conservation considerations have been prioritised in assessing developments that amalgamate heritage sites.

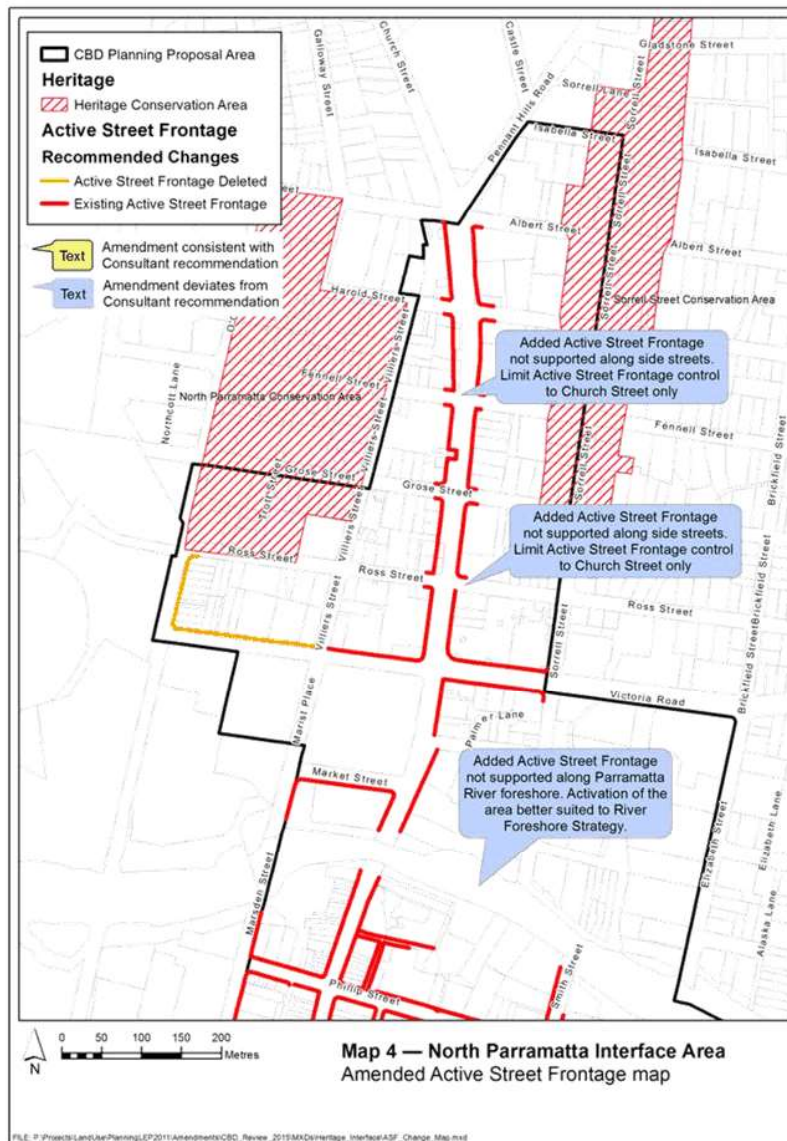
PART 3 – RECOMMENDED MAP UPDATES

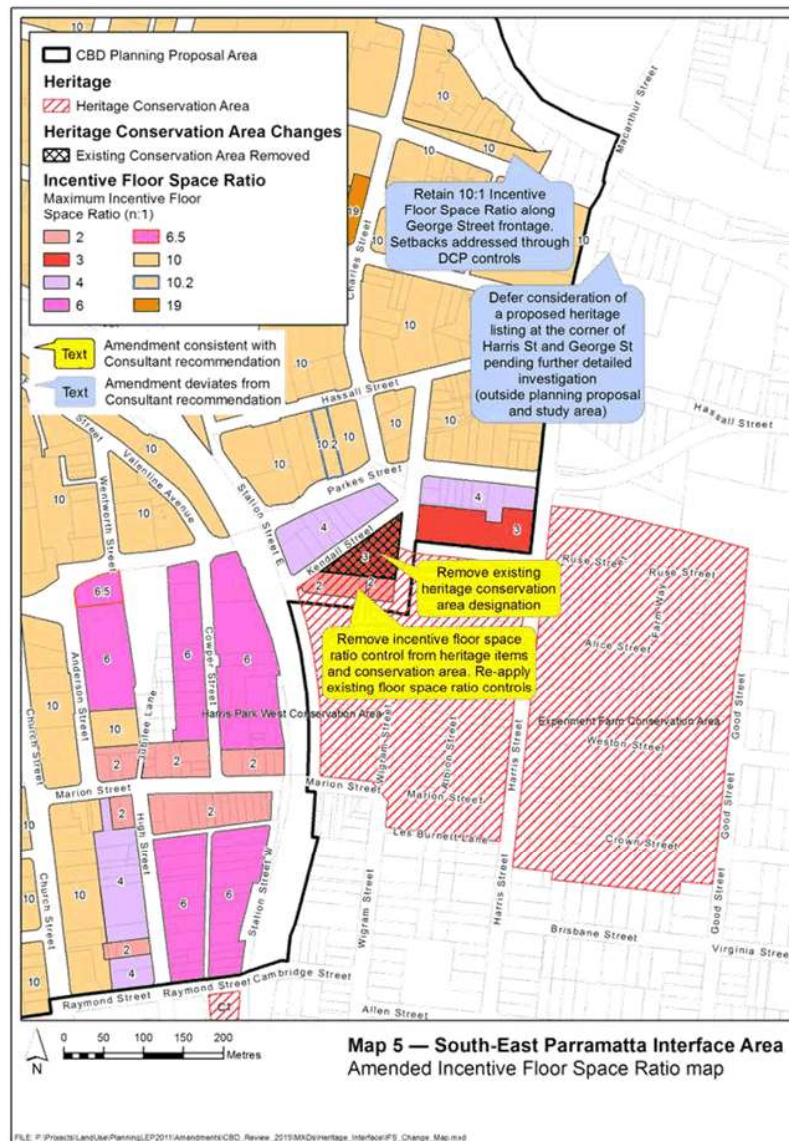
Map 1 — Parramatta CBD Heritage Study of Interface Areas Locality Map

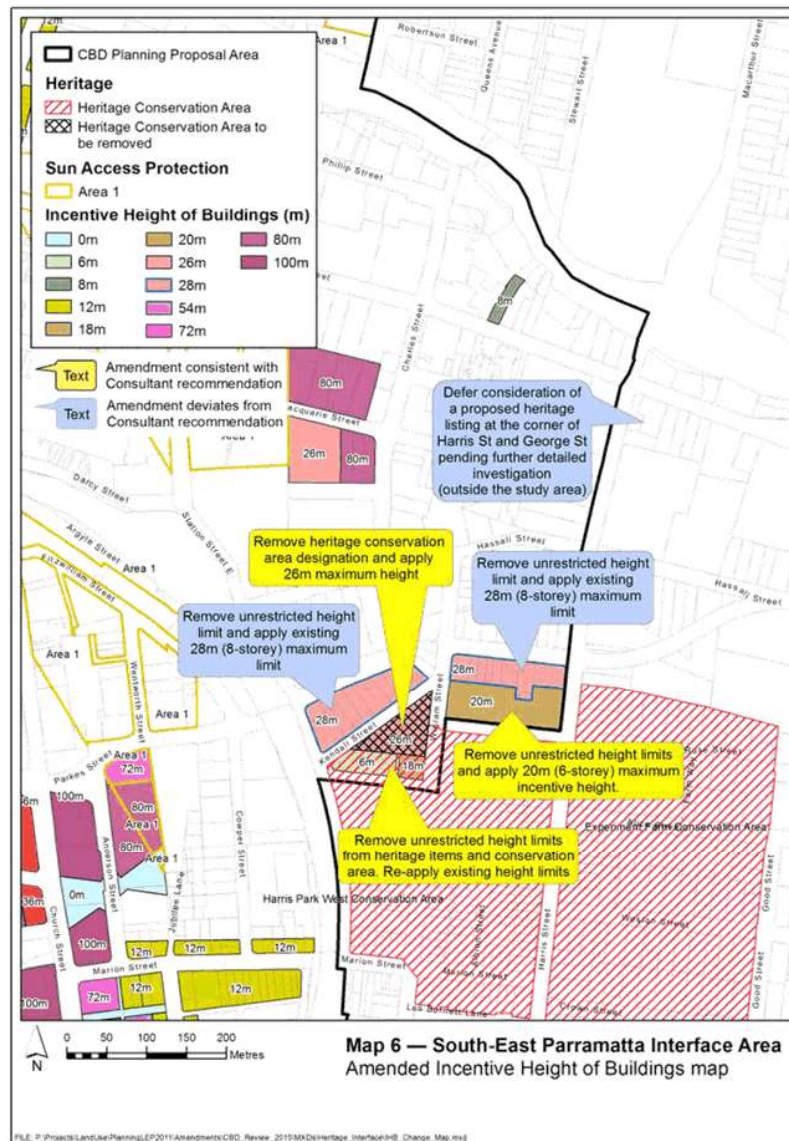




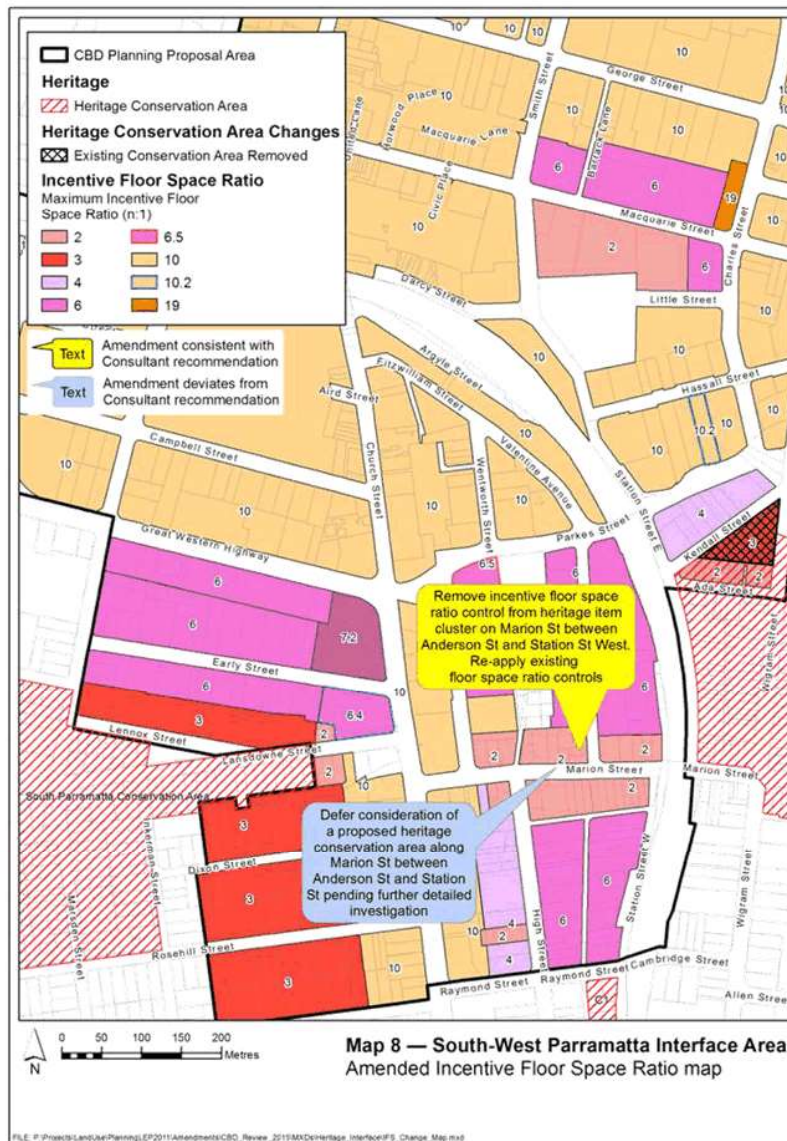




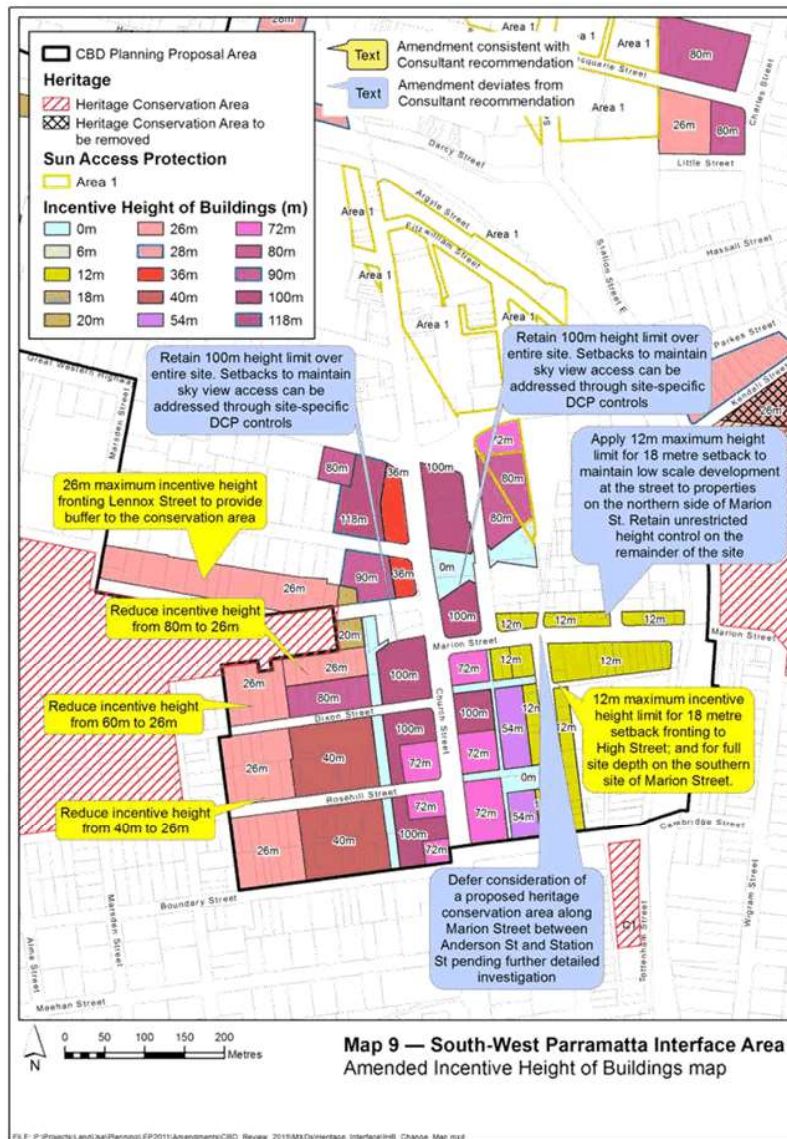








30



32

PARRAMATTA CBD

Council Response to the Parramatta CBD Heritage Study of Interface Areas

July 2017

1

Council Response to the Parramatta CBD Heritage Study of Interface Areas

Endorsed by Council on [insert date].

Introduction

This document is Council's response to the "Parramatta CBD Heritage Study of Interface Areas" prepared by Hector Abrahams Architects (HAA). It was formally adopted by Council on [insert meeting date].

The document consists of three parts, as follows:

Part 1 – Response to Study Recommendations

Part 2 – Proposed heritage clause

Part 3 – Recommended map updates

Council generally supports the majority of the HAA study recommendations, with the exception of those recommendations that are "outside the study scope", require separate investigative work, or where there is a compelling strategic planning argument for an alternate position.

The purpose of this document is to inform changes to the Draft Parramatta CBD Planning Proposal (2016).

PART 1 – RESPONSE TO STUDY RECOMMENDATIONS

No.	Study Recommendation	Response
General Recommendations:		
1	Include the words “and heritage values” in the objectives for B4 Mixed Use Zoning.	Supported. PP to be updated.
2	Specific heads of consideration for CBD development should be included in the standard heritage provisions of the LEP to give guidance to what constitutes an impact.	Supported. PP to be updated. Refer to proposed heritage clause at Part 2.
3	A Heritage Impact Statement should be prepared for any development potentially having any adverse impact upon an individually listed heritage item or conservation area. A key method of assessing the <u>impact</u> of a development upon a heritage item or conservation area is to consider the <u>relationship</u> between that new development and the item or area.	Supported. Clause 5.10 of the Parramatta LEP 2011 already requires this, and the PP to be updated to include additional heads of consideration as detailed above (refer to proposed heritage clause at Part 2).
4	For any lot amalgamation including or adjacent to a heritage item a Conservation Management Plan must be prepared and lodged with council for comment prior to the lodgement of a development application for the subdivision.	Supported. PP to be updated (refer to proposed heritage clause at Part 2). Requirement for a CMP will be required prior to issue of a development consent.
5	Revise the wording in the PP from “ <i>impacted by heritage</i> ” to “ <i>except where impacted by obligations not to impact negatively on heritage.</i> ”	Supported. PP to be updated.
6	Incentive height and FSR provisions should not be applied to conservation areas.	Supported. PP to be updated.
7	Heritage items should not be isolated as a result of development.	Supported. PP to be updated to include additional heads of consideration as detailed above (refer to proposed heritage clause at Part 2) with supporting provisions in the DCP.
8	Heritage controls must be included as part of any Design Excellence assessment involving or directly adjoining a heritage item.	Supported. Clause 7.10(4)(d)(iii) of the Parramatta LEP 2011 already requires this.

9	A heritage expert should form part of any Design Excellence jury for a proposal affecting a heritage item or heritage conservation area	Supported.
10	All of the setting of a house that contributes to its significance must be conserved.	Supported. This provision would be better placed in the DCP.
11	In all cases retain an area of deep soil landscape to the rear of an historic house large enough to plant an appropriate tree in order to retain the detached nature of the dwelling and the presence of a garden setting.	Supported. This provision would be better placed in the DCP.
12	Conserve historic setback patterns where they exist, and restore them where they have been concealed by later development.	Supported. This provision would be better placed in the DCP.
13	Interpret the historic subdivision pattern of a street in new developments that involve amalgamation of lots through careful architectural detailing.	Supported. This provision would be better placed in the DCP.
14	New developments are to retain the historic mode of address to the street in the vicinity of the development.	Supported. This provision would be better placed in the DCP.
15	Where a heritage item has been negatively impacted by past development, new development must include the reversal of the negative impact to the heritage item.	Supported. This provision would be better placed in the DCP.
16	Give priority to uses for heritage items that involve less change to significant fabric than uses that require more change.	Supported. This provision would be better placed in the DCP.
17	The retention of an entire building in a way that isolates it completely from its context is not acceptable.	Supported. This provision would be better placed in the DCP.
18	The existing balance of a street is to be preserved, particularly within and adjacent to conservation areas.	Supported. PP to be updated as per Height of Building (HOB) map amendments.
18	Preserve street trees and building setbacks, and balance of building heights, which contribute to the balance of a street.	Supported. This provision would be better placed in the DCP.
20	Specific heads of consideration for CBD development should be included in the standard heritage provisions to give guidance to what constitutes an appropriate transition to a heritage item or conservation area.	Supported. PP to be updated. Refer to proposed heritage clause at Part 2.

21	Preserve the historic hierarchy of streets.	Supported. This provision would be better placed in the DCP.
22	Amalgamation alone is not the only criteria as to whether a development may be suitably accommodated on a site.	Supported. This provision would be better placed in the DCP.
23	Some sites may require further amalgamation before a development may become appropriate in heritage terms.	Supported. PP to be updated. Refer to proposed heritage clause at Part 2.
24	Façade retention is not an acceptable development option for a heritage item.	Supported. This provision would be better placed in the DCP.
25	Any development that involves amalgamation with a heritage item must bestow some of the benefit of that development upon the heritage item.	Supported. This provision would be better placed in the DCP.
26	Development that overhanging the space above a heritage item is not permitted.	Supported. This provision would be better placed in the DCP.
27	Prioritise heritage conservation considerations in assessing developments that amalgamate heritage sites.	Supported. PP to be updated. Refer to proposed heritage clause at Part 2.
28	Ensure that heritage places do not become isolated due to a development.	Supported. This provision would be better placed in the DCP.
29	Retain the existing setbacks for all lots adjacent to a corner lot in any amalgamation proposal.	Supported. This provision would be better placed in the DCP.
30	Recognise the important role that corner sites play in terms of street address, street hierarchy, and connection points. In some instances a building of greater height and bulk will require a larger setback than existing to preserve the character of both streets.	Supported. This provision would be better placed in the DCP.
31	Generally preserve existing street setbacks in new developments to conserve street balance and character.	Supported. This provision would be better placed in the DCP.
32	Always retain a setback of deep soil zone to the rear of a heritage house sufficient for a tree to prevent its isolation as a result of any development.	Supported. This provision would be better placed in the DCP.
33	Recover historic street setbacks to regain streetscape qualities where these have been eroded.	Supported. This provision would be better placed in the DCP.
34	Increase setbacks adjacent to heritage items where historic setbacks are not recoverable.	Supported. This provision would be better placed in the DCP.

35	Give expression to historic subdivision patterns in all new development.	Supported. This provision would be better placed in the DCP.
36	Recovery of historic subdivision and setback patterns in the fabric of new developments.	Supported. This provision would be better placed in the DCP.
37	Modulate building form to prevent creation of a "wall" effect.	Supported. This provision would be better placed in the DCP.
38	Setback higher levels of tall development adjacent to public space to reduce bulk.	Supported. This provision would be better placed in the DCP.
39	Tall buildings not to front directly on to public reserves but to be separated by creation of an active street or path.	Supported. This provision would be better placed in the DCP.
40	Creation of active frontages to developments on multiple sides where appropriate.	Supported. This provision would be better placed in the DCP.
41	Preserve sky visibility between and around tall developments.	Supported. This provision would be better placed in the DCP.
42	Consideration of street width in any new development proposal to avoid creation of canyons.	Supported. This provision would be better placed in the DCP.
43	There must be no additional overshadowing of Experiment Farm as a result of CBD development at any time of the day.	Supported in part. PP to be updated to protect solar access between 10am and 2pm mid-winter. Protecting solar access into late afternoon will have significant adverse impacts on development yield in the Parramatta CBD.
44	There must be no additional overshadowing of the Elizabeth Farm site as a result of CBD development at any time of the day.	Supported in part. No change to the PP required. Council testing shows that Elizabeth Farm will not be affected by overshadowing due to development within the Parramatta CBD between 10am and 2pm mid-winter. Therefore, the application of a solar access plane to Elizabeth Farm is unnecessary and no change to the Council endorsed position of April 2016 is recommended.
45	There must be no additional overshadowing of Hambledon Cottage site as a result of Parramatta CBD development at any time of the day.	Supported in part. No change to the PP is required. As detailed above, Council testing shows that

		Hambledon Cottage will not be affected by overshadowing due to development within the Parramatta CBD between 10am and 2pm mid-winter. Therefore, the application of a solar access plane to Hambledon Cottage is unnecessary and no change to the Council endorsed position of April 2016 is recommended.
46	Incidental overshadowing of the Elizabeth Farm greater precinct as a result of development of the adjacent school may be permitted.	Supported. This provision would be better placed in the DCP.
47	The Parramatta CBD Planning Proposal Incentive FSR and Heights will be impacted by the above recommendations. Further testing is required by Council to ascertain the extent of solar access plane which would apply to the Parramatta CBD Planning Proposal to ensure protection of solar access to Elizabeth Farm, Experiment Farm and Hambledon Cottage.	Further testing prepared by Council to support recommended updates to the PP as detailed above (i.e. A new solar access plane). Refer to solar access map in Part 3.
48	The amount of solar access to Prince Alfred Square should be maximised as far as possible.	Supported in part. Solar access protection for Prince Alfred Square already exists in the PP based on detailed urban design analysis. No further change recommended.
49	The amount of solar access to the Parramatta River should be maximised as far as possible.	Supported in part. Solar access protection for Parramatta River already exists in the PP based on detailed urban design analysis. No further change recommended.
50	The location of defined Active street frontages should be extended to connect a network of heritage items and places throughout the interface areas.	Supported in part. This is better placed in the DCP to achieve a built form that is engaging through the design. Refer to active street frontage map in Part 3.
51	Pedestrian activity should be encouraged, particularly in the streets that intersect with northern Church Street and the riverbank.	Supported, with the exception of the riverbank due to flooding issues and detailed urban design work undertaken as part of the River Strategy.
52	Compile a CBD register of views that must be preserved.	An analysis of significant views has already been undertaken in the Heritage Study by Urbis (Appendix

		B). In addition, critical heritage views identified in the HAA study could be addressed in the DCP.
53	Views both to and from any adjacent heritage item must be considered as part of any development.	Supported. This provision would be better placed in the DCP.
54	Clay Cliff Creek should not be built over.	Supported. This provision would be better placed in the DCP.
55	The alignment of Clay Cliff Creek should be fully expressed in new adjacent development, regardless of height or scale.	Supported. This provision would be better placed in the DCP.
56	Clay Cliff Creek should be made a publically accessible corridor of land adjacent to the creek, with a view towards using the creek as a connecting element between existing green spaces in the city.	Supported. This provision would be better placed in the DCP.
North Parramatta Interface Area - Map Recommendations (shown on Maps 2, 3 and 4):		
57	Recommend FSR Map modifications (Page 83).	Supported, with the exception of the block bound by the River, Sorell, Lamont and Wilde Avenue. Part of this block is subject to a site-specific planning proposal. For the purposes of consistency with the internal assessment of that site specific planning proposal, it is recommended that this block adopt the FSR of 5.2:1 as recommended in the Urbis Heritage Study, together with the solar access plane to protect the southern bank of the River. The solar access plane will keep building heights lower at the River frontage, which achieves the same objective as proposed in the Hector Abrahams Study. The same FSR is recommended for the block opposite (5 Elizabeth Street). Refer to maps in Part 3.
58	Recommend Height Map modifications (Page 84)	Supported, with one exception being the block bounded by Villiers, Ross, Church and Victoria Road. For the purposes of consistency with the incentive FSR of 6:1, where the incentive no height limit should be retained. Refer to maps in Part 3.

North Parramatta Interface Area - LEP Recommendations:		
Special Interest Area 1 – Main Street (Church Street):		
59	The section of Church Street between Fennell and Grose Streets contains a cluster of heritage items. No new building work should be permitted in front of the west elevation of 446 Church Street (former Peacock Inn), and intrusive elements should be removed as part of any proposal.	Supported. This provision would be better placed in the DCP.
60	452-456 Church Street should have a 10m height limit to Church Street and a setback that ensures the heritage items either side do not become isolated as a result of inappropriate development.	Supported. PP to be updated. The 10m height limit to apply to first 10m of the site to align with the rear gutter of 446 Church Street. This is consistent with the map and principles in the HAA study.
61	Since development of the Fennel Street carpark is likely to impact the setting of heritage listed items to the south and west, taller buildings should be located to the east, along Church Street.	Supported. This provision would be better placed in the DCP.
Special Interest Area 2 – Prince Alfred Square:		
62	There must be no further increase in height or FSR to the site at the corner of Victoria Road and Villiers Street.	Supported. This site has been subject to a planning proposal which has recently been gazetted. The incentive FSR and incentive height will reflect that of the approved planning proposal, with no additional height and FSR beyond that, as per the recommendation.
63	Solar access to the park must be maximised.	Supported in part. A solar access plane for Prince Alfred Square already exists in the CBD planning proposal. This was based on detailed urban design analysis. No further change recommended.
Special Interest Area 3 – Institutional (Catholic):		
64	The proposal of a “blanket” FSR of 6.0 across the site with unlimited height controls is not acceptable in a precinct dominated by heritage listed items and bordering a conservation area. There should be no incentives within the controls for this place.	Supported. PP to be updated. Refer to maps in Part 3.
65	Retain the FSR and HoB in the North Parramatta Conservation Area at the existing level.	Supported. PP to be updated. Refer to maps in Part 3.
Special Interest Area 4 – Riverbank:		

66	Preserve the key historic view in this precinct is the view east from Marsden Street, showing Lennox Bridge and its riverside setting.	Supported. This provision would be better placed in the DCP.
67	Reduce the incentive FSR where Wilde Avenue meets the river to preserve the open nature of the River Foreshore Reserve in this area.	Supported. The incentive FSR will be removed from the Wilde Avenue road corridor.
68	Maintain the sky view behind Lennox Bridge when viewed from the west.	Supported. This provision would be better placed in the DCP.
Special Interest Area 5 – Sorrell Street:		
69	Remove the proposed “blanket” incentive FSR of 6.0 and unlimited incentive height from the conservation area	Supported. PP to be updated. Refer to maps in Part 3.
70	Maintain the current height limit of 11m and existing setbacks in order to preserve this conservation area.	Supported. PP to be updated. Refer to maps in Part 3.
Special Interest Area 6 – All Saint’s Precinct:		
71	The proposal of a “blanket” FSR of 6.0:1 across the site with unlimited height controls is not acceptable in a precinct dominated by heritage listed items. There should be no incentives within the controls for this place.	Supported. PP to be updated. Refer to maps in Part 3.
72	Retain the FSR and HoB at the existing level, to maintain consistency in approach with other Conservation Areas.	Supported. PP to be updated. Refer to maps in Part 3.
North Parramatta Interface Area - DCP Recommendations:		
Special Interest Area 1 – Main Street (Church Street):		
73	Amalgamation of lots must not result in isolation of heritage sites.	Supported. DCP to be updated.
74	Preserve the prominence of views to the termination points of the parks at each end.	Supported. DCP to be updated.
75	Step up the form of buildings and podiums with the topography of the street.	Supported. DCP to be updated.
76	Give expression to historic subdivision pattern in all development.	Supported. DCP to be updated.
77	Adhere to a common design of footpath surfaces, planting, lighting to unify the main street as a defined precinct.	Supported. DCP to be updated.
78	Maintain the varying width of the road.	Supported. DCP to be updated.

79	Preserve views to east and west along side streets by limiting the height of buildings on corner sites, particularly at Grose and Fennell Streets, to ensure an appropriate relationship to buildings on each street. A tower setback should be implemented at the corner.	Supported. DCP to be updated.
Special Interest Area 2 – Prince Alfred Square:		
80	Increase the level of sun to the park in winter.	Supported in part. A solar access plane for Prince Alfred Square already exists in the CBD planning proposal. This was based on detailed urban design analysis. No further change recommended.
81	Developments adjacent to the park are to address the park.	Supported. DCP to be updated.
82	Preserve views into and out of the park, including those to the Cathedral and the former Congregational Church.	Supported. DCP to be updated.
83	Retain existing views from the park of the steeples of St Patricks Cathedral and former Congregational Church against the sky in all directions.	Supported. DCP to be updated.
84	Preserve views to the park from Victoria Road where they already exist. To meet this requirement, future buildings on Victoria Street will require extra but not large setbacks.	Supported. DCP to be updated.
85	The taller part of any development on the Villiers Street and Victoria Road corner site, is to be placed to the east, towards the tall buildings of Church Street.	Supported. DCP to be updated.
Special Interest Area 3 – Institutional (Catholic):		
86	Retain the visual prominence of the steeple of St Patricks Cathedral against the sky when seen from Prince Alfred Square and Victoria Road.	Supported. DCP to be updated.
Special Interest Area 4 – Riverbank:		
87	New tower podiums along the upper northern bank to be separated to prevent development from forming a wall and limit overshadowing along the river.	Supported. DCP to be updated.
88	Preserve all existing openings of streets to the river.	Supported. DCP to be updated.
89	Plan for pedestrian routes down to the river.	Supported. DCP to be updated.

90	Re-establish all north-south street connections to the river.	Supported. DCP to be updated.
91	Consider key views at river bend in the siting of new towers to avoid impact on the visual amenity of the river	Supported. DCP to be updated.
92	All development is to have an active address to the river.	Supported. DCP to be updated.
Special Interest Area 5 – Sorrell Street:		
93	Give expression to historic subdivision patterns in any new development.	Supported. DCP to be updated.
94	Preserve all street trees and existing historic setbacks.	Supported. DCP to be updated.
95	Restrict setback of development at corners so as to permit visual connections to the Church Street ridge.	Supported. DCP to be updated.
Special Interest Area 6 – All Saint's Precinct:		
96	Retain the visual prominence of the steeple of All Saint's Church against the sky when seen from Victoria Road.	Supported. DCP to be updated.
South-East Parramatta Interface Area - Map Recommendations (shown on Maps 2, 3 and 4):		
97	Recommend FSR Map modifications.	Supported, with the exception of the recommendation to remove incentives from the north side of George Street. This recommendation is out of scope for this study (as it does not relate to transition to a HCA) and is inconsistent with significant analysis undertaken for site specific planning proposals in this area. Refer to maps in Part 3.
98	Recommend Height Map modifications.	Supported, with the exception of: the blocks bound by Parkes, Harris, Una and Wigram (northern section) and Parkes, Kendall, Wigram and Station Street East, where the current height of 28m has been used (instead of the 26m recommended by consultants). This is to ensure consistency with current base height controls.

		<p>As detailed above, the recommendation to reduce heights on the northern side of George Street is outside the study area and does not relate to transition to a HCA. It is also inconsistent with significant separate work which has been undertaken for separate site-specific planning proposals in this area.</p> <p>Refer to maps in Part 3.</p>
South-East Parramatta Interface Area - LEP Recommendations:		
Special Interest Area 7 – The eastern end of George Street and an important entry point to the city:		
99	Control development to not fall directly on the visual axis with Old Government House.	<p>As detailed above, the recommendation to remove incentives from the north side of George Street is not supported as it is out of scope for this study (as it does not relate to transition to a HCA) and is inconsistent with significant analysis undertaken for site specific planning proposals in this area. Refer to maps in Part 3.</p>
100	Preserve the historic spatial connection between the historic house Harrisford and the river, views of the riverbank, river and Gasworks Bridge from western part of George Street.	<p>As detailed above, the recommendation to remove incentives from the north side of George Street is not supported as it is out of scope for this study (as it does not relate to transition to a HCA) and inconsistent with significant analysis undertaken for site specific planning proposals in this area. Refer to maps in Part 3.</p>
101	Consider the listing of land on the southeast corner of Harris and George Streets as a heritage item on the LEP, considering its historic significance and archaeological potential. The land forms part of the State Heritage Register listing 01863 (Ancient Aboriginal and Early Colonial Landscape). Although outside of the scope of this study, this omission should be addressed as the land forms part of the curtilage to this Special Interest Area.	<p>This site is outside both the study area and CBD planning proposal area. A separate study would be required to investigate whether the site should be listed as a heritage item. This could be undertaken as a separate piece of work at a later date.</p>
Special Interest Area 8 – The edge of the CBD:		

102	New tall buildings must not create any additional overshadowing of the buildings and grounds of Experiment Farm, Elizabeth Farm or Hambledon Cottage. The Parramatta CBD Planning Proposal Incentive FSR and Heights will be impacted by the above recommendation. Further testing is required by Council to ascertain the extent of solar access plane which would apply to the Parramatta CBD Planning Proposal to ensure protection of solar access to these areas.	Supported with amendments as detailed above. PP to be updated. Refer to solar access map in Part 3.
103	The Clay Cliff Creek should not be built over.	Supported. This provision would be better placed in the DCP.
104	Extend the defined area of Active Street front to include the western side of Harris Street.	Supported in part. This is better placed in the DCP to achieve a built form that is engaging through the design. Refer to active street frontage map in Part 3.
105	All new buildings to address the east.	Supported. This provision would be better placed in the DCP.
Special Interest Area 9 – Buffer to Harris Park West Conservation Area:		
106	New tall buildings must not create any additional overshadowing of the buildings and grounds of Experiment Farm, Elizabeth Farm, or Hambledon Cottage. The Parramatta CBD Planning Proposal Incentive FSR and Heights will be impacted by the above recommendation. Further testing is required by Council to ascertain the extent of solar access plane which would apply to the Parramatta CBD Planning Proposal to ensure protection of solar access to these areas.	Supported with amendments as detailed above. PP to be updated. Refer to solar access map in Part 3.
107	Remove the incentive FSR from the conservation area.	Supported. PP to be updated. Refer to maps in Part 3.
108	Amend Incentive heights to be 26m /8 storey and 20m / 6 storey in order to preserve an effective buffer zone to the conservation area.	Supported, but PP to use 28m for the blocks bound by Parkes, Harris, Una and Wigram (northern section) and Parkes, Kendall, Wigram and Station Street East so as to ensure consistency with current base height controls. Refer to maps in Part 3.
109	The boundary of the Harris Park West conservation area should be redefined so as not to include the demolished zone along Kendall Street.	Supported. PP to be updated. Refer to maps in Part 3.

Special Interest Area 10 – Buffer to Harris Park West Conservation Area:		
110	The Clay Cliff Creek should not be built upon.	Supported. This provision would be better placed in the DCP.
South-East Parramatta Interface Area - DCP Recommendations:		
Special Interest Area 7 – The eastern end of George Street and an important entry point to the city:		
111	Maintain the podium controls and tower setbacks for George Street that are in place in the DCP.	This recommendation will be subject to further analysis by Council to inform the DCP in regard to appropriate podium controls and tower setbacks for George Street, including a review of how effective the current controls are and how they are being applied.
112	Reduce the FSR area at the eastern end of George Street in order to maintain both a view east from George Street, and a view west from George Street to Harrisford. Such a change would appear to be the only effective way remove incentives and preserve what are essentially vital setbacks to ensure the retention of historic views and relationships at the entry point to the CBD from the east.	As discussed above, the recommendation to remove incentives from the north side of George Street is not supported as it is out of scope for this study (as it does not relate to transition to a HCA) and inconsistent with significant analysis undertaken for site-specific planning proposals in this area. Refer to maps in Part 3.
113	Give expression to historic subdivision patterns in all new development.	Supported. DCP to be updated.
Special Interest Area 8 – The edge of the CBD:		
114	Control the bulk and nature of the architecture that fronts the street and the park to overcome isolation and alienation	Supported. DCP to be updated.
115	Make clear the shape and form of Clay Cliff Creek in all adjacent proposals on the part of the creek that falls into this precinct, regardless of height or scale.	Supported. DCP to be updated.
116	Do not erect buildings over the Clay Cliff Creek.	Supported. DCP to be updated.
Special Interest Area 9 – Buffer to Harris Park West Conservation Area:		
117	In all new development give expression to the historic subdivision pattern in the buildings	Supported. DCP to be updated.
118	Make clear the shape and form of Clay Cliff Creek in all adjacent proposals on the part of the creek that falls into this precinct, regardless of height or scale.	Supported. DCP to be updated.
119	Do not erect buildings over the Clay Cliff Creek.	Supported. DCP to be updated.

Special Interest Area 10 – Buffer to Harris Park West Conservation Area:		
120	Preserve view of Harris Park	Supported. DCP to be updated.
121	Development to address the landscape basis of the precinct	Supported. DCP to be updated.
122	The planning and form of development is to interpret the creek and its importance. This should include opening it up and bridging it, allowing pedestrians to walk and cross it.	Supported. DCP to be updated.
South-West Parramatta Interface Area - Map Recommendations (shown on Maps 8 and 9):		
123	Recommend FSR Map modifications (page 128).	Supported, PP to be updated. Refer to maps in Part 3.
124	Recommend Height Map modifications (page 129).	Supported, PP to be updated with one change to Marion Street where the HAA recommended base height of building control for part of the site be amended to apply a 'no height limit' given the varied base heights in the affected area and potential impact on the 'balanced street' objective. This will also facilitate improved urban design outcomes. Refer to maps in Part 3.
South-West Parramatta Interface Area - LEP Recommendations:		
Special Interest Area 11 – Auto Alley:		
125	The view west of open sky from Marion Street should be preserved. This would result in amended maximum heights to blocks on Church Street.	Supported. This provision would be better placed in the DCP. No change to the building height map is recommended.
126	Preserve the similar view (although with a higher possible limit) East from Lansdowne Street. Without a sky view at their respective ends, the heritage character of these streets will be compromised.	Supported. This provision would be better placed in the DCP. No change to the building height map is recommended.
Special Interest Area 12 – Marion and High Street Village:		
127	Marion Street should be scheduled as a Heritage Conservation Area, and thus incentives should not apply in this zone.	A separate defined heritage study would be required to investigate whether Marion Street should be scheduled as a HCA. The study would assess the heritage significance of all existing building within the proposed heritage conservation area, including contributory significance and overall character. This could be

		undertaken by Council at a later date as a separate piece of work.
128	Preserve the open view of sky at the western end of Marion Street	Supported. This provision would be better placed in the DCP. No change to the building height map is recommended.
129	Preserve High Street as a residential street. It is unique in the Transition Areas as one of very few streets with centrally planted street trees.	Supported in part. The current zoning of High Street is B4 Mixed Use which permits inter alia commercial premises, shop top housing and residential flat buildings. As High Street is not identified on the Active Street Frontages map, residential only developments are permitted and therefore no change to the PP is recommended. An update to the PP is proposed to introduce a 12m height limit along both sides of High Street to the first 18m as recommended. This aligns with existing heritage buildings in the street.
Special Interest Area 13 – Dixon and Rosehill Street Suburban Precinct:		
130	Remove the 40m- 80m height limit backing on to a street of houses (in particular the Lansdowne Street conservation area)	Supported. PP to be updated. Refer to maps in Part 3.
South-West Parramatta Interface Area - DCP Recommendations:		
Special Interest Area 11 – Auto Alley:		
131	Retain the boulevard width in any future development by implementing defined setbacks and to avoid the creation of a “corridor” prior to arrival at the city.	Supported. DCP to be updated.
132	Modulate building form to prevent creation of a continuous wall of development.	Supported. DCP to be updated.
133	Set back higher levels of buildings adjacent to public space to reduce bulk.	Supported. DCP to be updated.
134	Define active frontages to developments on multiple sides of development.	Supported. DCP to be updated.
Special Interest Area 12 – Marion and High Street Village:		

135	Setbacks of all existing buildings and historic subdivision allotments to be retained and expressed in any development.	Supported. DCP to be updated.
136	Consider High Street and Jubilee Park as future pedestrian alternative to Auto Alley and scale accordingly.	Supported. DCP to be updated.
137	Set back Buildings adequately to preserve High Street trees, which appear as mature specimens in 1943 aerial imagery	Supported. DCP to be updated. Height controls for High Street are also to be added to PP. Refer to maps in Part 3.
138	Allow no overshadowing of house allotments in the precinct.	Recommend objective based DCP controls to guide siting of built form to minimise overshadowing of house allotments.
139	Separate adjacent development higher than six storeys so as to not form a wall.	Supported. DCP to be updated.
140	Preserve a view of the sky, ventilation and sun penetration between buildings as experienced from the precinct.	Supported. DCP to be updated.
141	Consider the impact of any development in terms of overshadowing and isolation of the Tottenham Street Conservation Area.	Supported. DCP to be updated.
Special Interest Area 13 – Dixon and Rosehill Street Suburban Precinct:		
142	Prepare specific controls for this area that will yield a buffer successful in the manner of Special Interest Area, the buffer to Harris Park West HCA. Retain smaller subdivision lot sizes and avoid combining of lots.	Supported. DCP to be updated. Refer to maps in Part 3.
143	Give expression to historic subdivision patterns in new development.	Supported. DCP to be updated.
Summary Recommendations regarding FSR and Height (page 132):		
North Parramatta Interface Area:		
144	Remove FSR and height incentives in Sorrell Street Conservation Area, Catholic Institutional Area (Precinct 3), and All Saints Church heritage items.	Supported. PP to be updated.
145	Remove incentives and retain existing FSR and Height at corner of Villiers Street and Victoria Road, in order to prevent overshadowing of Prince Alfred Square and St Patrick's Cathedral, and to retain prominence of Church Street precinct.	Supported. This site has been subject to a planning proposal which has recently been gazetted. The incentive FSR and incentive height will reflect that of the approved planning proposal, with

		no additional height and FSR beyond that, as per the recommendation. Refer to maps in Part 3.
146	Remove incentives to retain meaningful “open sky” river corridor from Lennox Bridge.	<p>The block bound by the River, Sorrell, Lamont and Wilde Avenue is subject to a site-specific planning proposal. For the purposes of consistency with the assessment of that site-specific planning proposal, it is recommended that this block adopt the FSR of 5.2:1 as recommended in the Urbis Heritage Study, together with the solar access plane to protect the southern bank of the River. The solar access plane will keep building height lower at the River frontage, which achieves the same objective as proposed in the HAA study. The same FSR is recommended for the block opposite (5 Elizabeth Street).</p> <p>Further to the above, the incentive FSR will be removed from the Wilde Avenue road corridor.</p> <p>Refer to maps in Part 3.</p>
South-East Parramatta Interface Area:		
147	Reconfigure boundary of conservation area at intersection of Kendall and Ada Streets to remove listing from demolished area.	Supported. PP to be updated. Refer to maps in Part 3.
148	Remove FSR and Height incentives from Ada Street conservation area.	Supported. PP to be updated. Refer to maps in Part 3.
149	Change incentive height for important buffer zone between Una, Harris, Parkes and Wigram Streets.	Supported, but PP to use 28m for the blocks bound by Parkes, Harris, Una and Wigram (northern section) and Parkes, Kendall, Wigram and Station Street East so as to ensure consistency with current base height controls. Refer to maps in Part 3.
South-West Parramatta Interface Area:		
150	Remove incentive FSR and Height from Marion Street heritage item cluster.	Supported with respect to FSR including the 12m incentive height

		<p>of building control apply for the first 18 metres of the site. However, the recommendation that the current base height of building control (18, 26 and 54 metres) become the incentive height of the building control for the rear portion of the sites along Marion Street (that have an incentive FSR of 2:1) is not supported. This is because it is inconsistent with the report recommendation for 'balanced streets' and recovering historic street hierarchy, and may lead to poor urban design outcomes. It is therefore recommended that the incentive height of building control is 'no height limit' for the portion of the site excluded from the 12 metre height limit. The application of the 12m height limit to the first 18m of the site is consistent with the map and principles in the HAA study.</p> <p>Refer to maps in Part 3.</p>
151	Maintain "open sky" at western end of Marion Street and eastern end of Lansdowne Street.	Supported. DCP to be updated. No changes recommended to height maps.
152	Reduce incentive height to northern side of Lennox Street, and to other areas as shown to provide adequate transition to Marsden Street.	Supported. PP to be updated. Refer to maps in Part 3.
153	Consider impact of tall buildings on High Street, in particular on the centrally planted street trees.	Supported. PP to be updated. The application of the 12m height limit to the first 18m of the site is consistent with the map and principles in the HAA study. Refer to maps in Part 3.

PART 2 – PROPOSED HERITAGE CLAUSE

7.21 Managing heritage impacts

(1) Objective

To ensure that development in the Parramatta City Centre demonstrates an appropriate relationship to heritage items and heritage conservation areas that responds positively to heritage fabric, the street and the wider area.

(2) Land to which this clause applies

This clause applies to any development on land in the Parramatta City Centre which includes or is directly adjacent to a heritage item or heritage conservation area.

(3) Heads of consideration – impact on heritage

- (a) Development consent must not be granted to the erection of a building on land to which this clause applies unless the consent authority has considered the *impact* of the development on heritage items or heritage conservation areas.
- (b) In considering what constitutes an *impact* on a heritage item or heritage conservation area, the following heads of consideration must be considered in the assessment of any development application on land to which this clause applies:
 - (i) Immediate relationship – The impact upon the built fabric or within or adjacent to the lot of that heritage item, or impact upon a property located with a heritage conservation area, must be considered.
 - (ii) Street relationship – Where development is visible from the street elevation, the impact upon the street must be considered, and in the case of a corner site (or a site that is adjacent to a corner), then the impact upon both streets must be considered.
 - (iii) Area relationship – Where a development is of a certain height and is adjacent to a heritage conservation area or cluster of individually listed heritage items, then the impact of that development upon the significance of the heritage conservation area or heritage items must be considered.

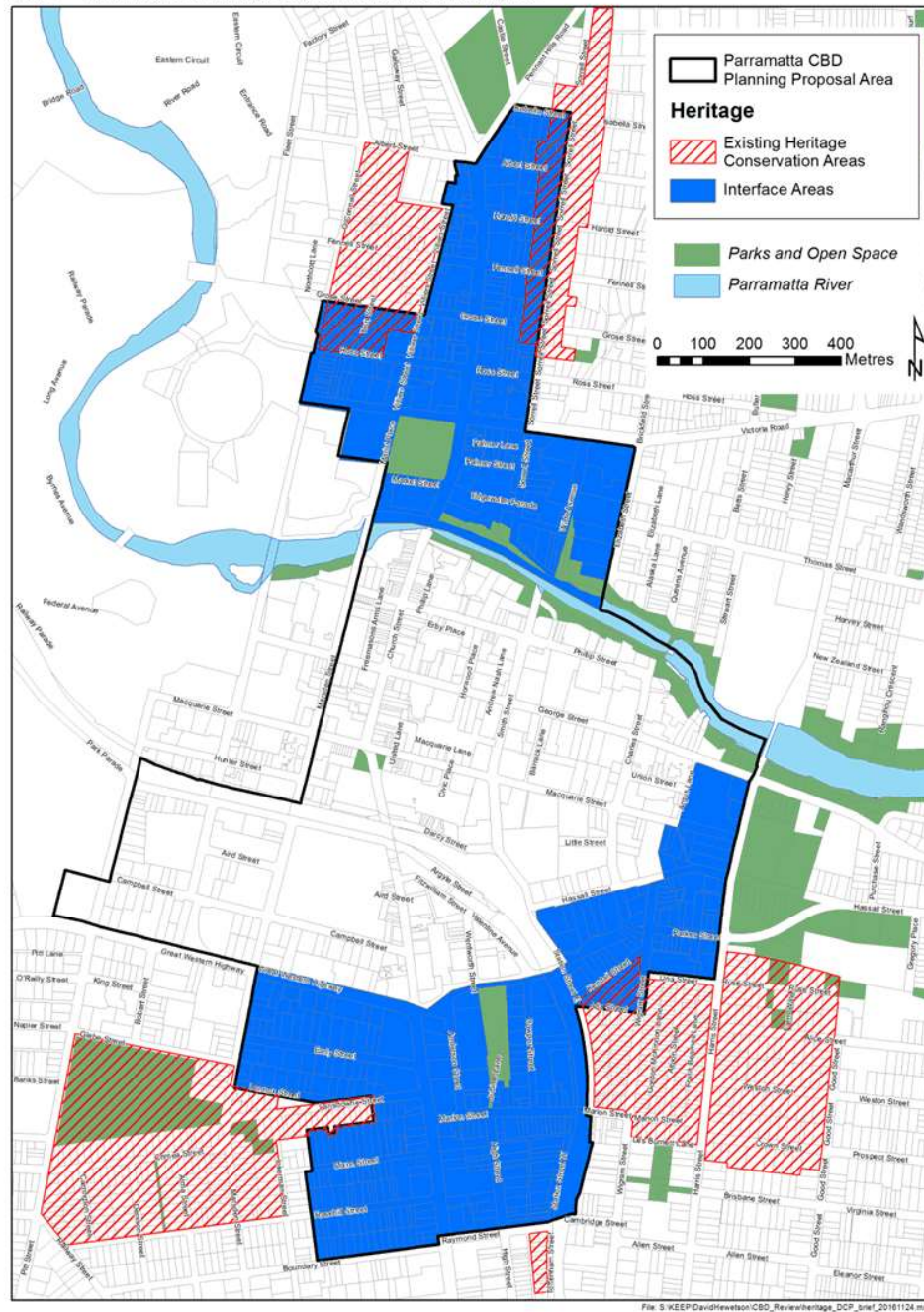
(4) Heritage assessment

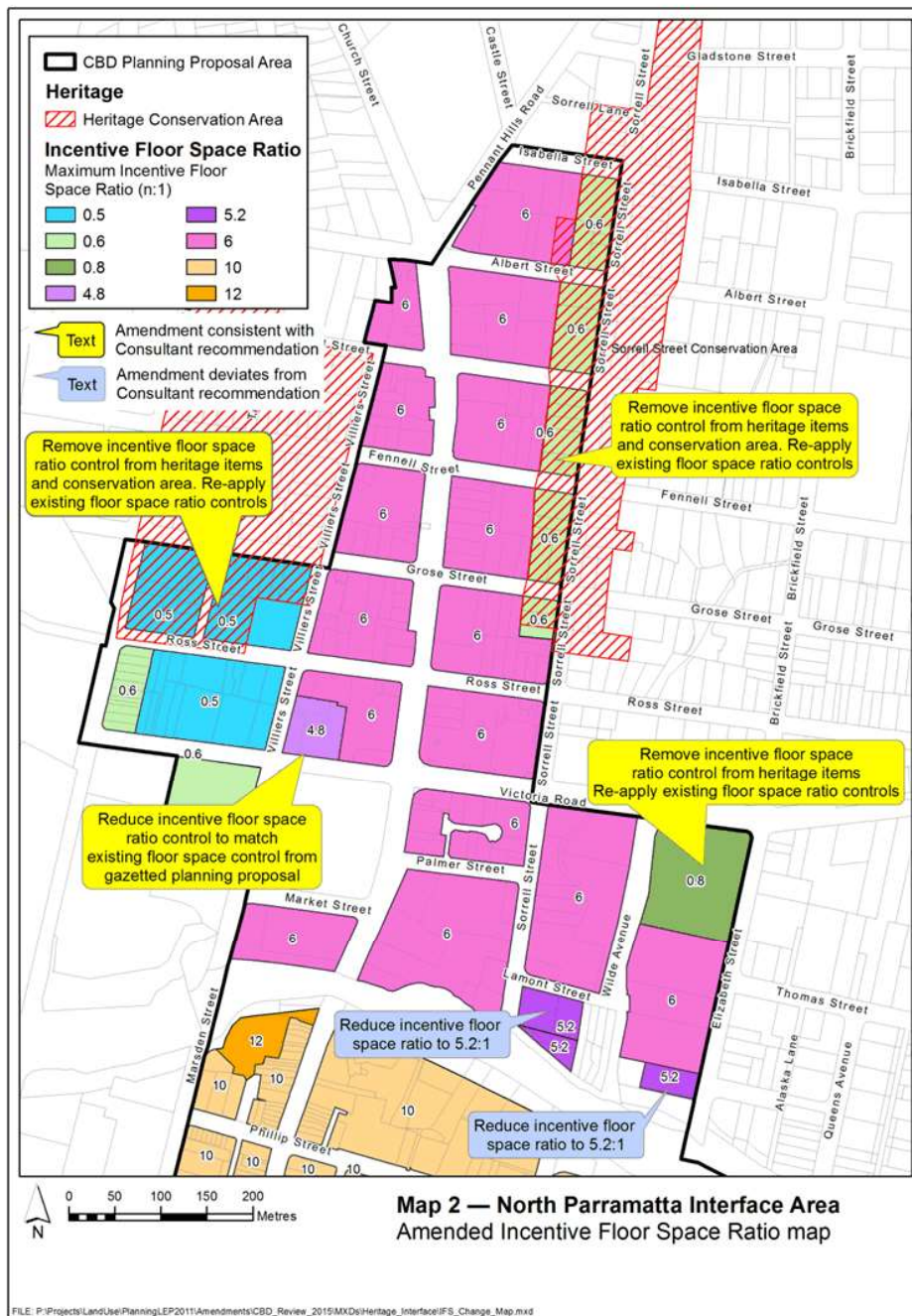
- (a) Development consent must not be granted to the erection of a building on land to which this clause applies unless the consent authority has considered:
 - (i) a heritage impact statement; and
 - (ii) in the case of any development involving a lot amalgamation including or adjacent to a heritage item, a conservation management plan.
- (b) The heritage impact statement should address the following:
 - (i) the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned;
 - (ii) an area of context of heritage items and heritage conservation areas that is large enough to capture all potential impacts; and
 - (iii) important heritage relationships, as identified in the heads of consideration in clause (3).

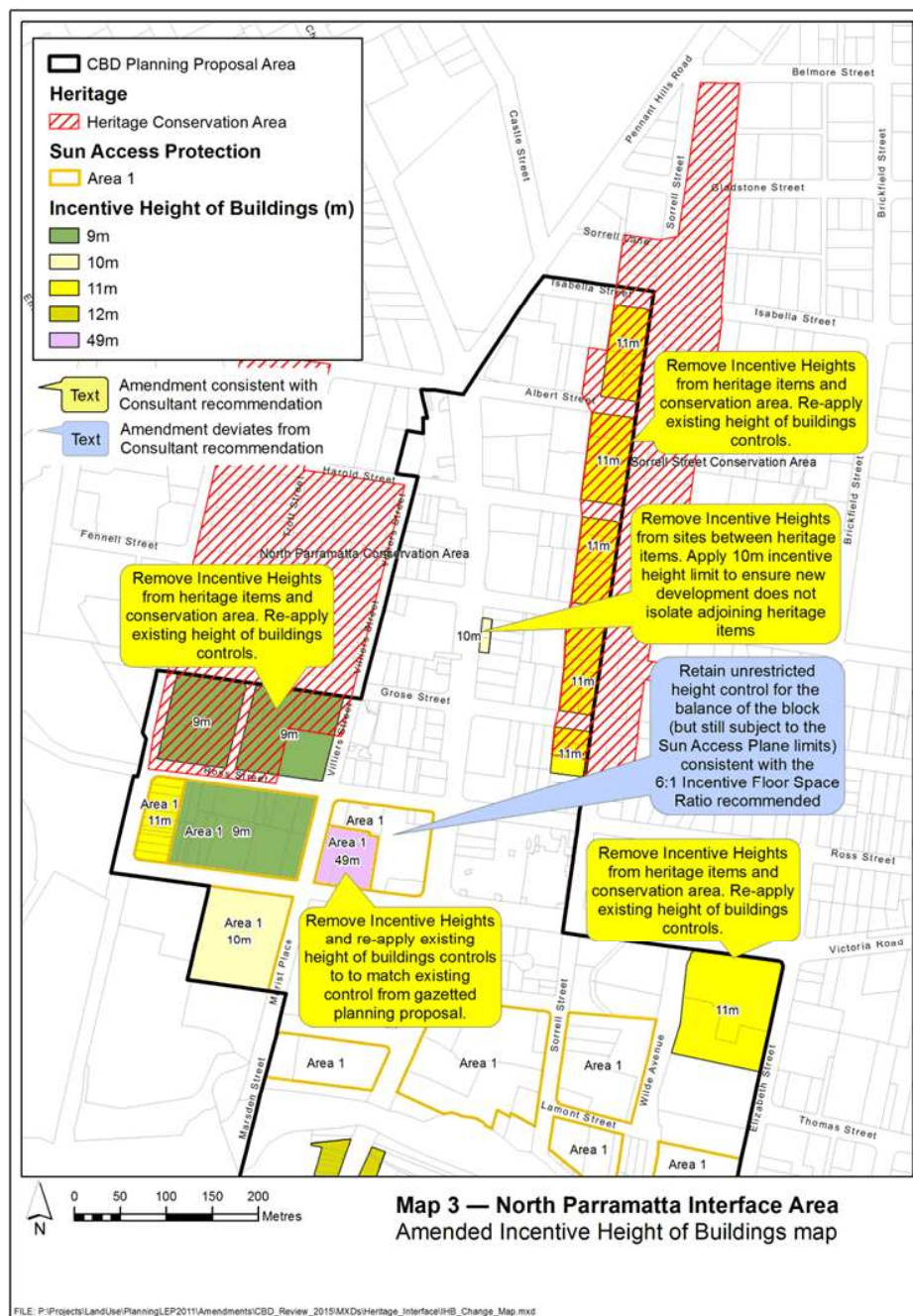
- (c) Where a conservation management plan is required in accordance with clause 4(a)(ii), it should include conservation policies and management mechanisms that address the following:
 - (i) whether further lot amalgamation is required before a development may become appropriate in heritage terms; and
 - (ii) whether heritage conservation considerations have been prioritised in assessing developments that amalgamate heritage sites.

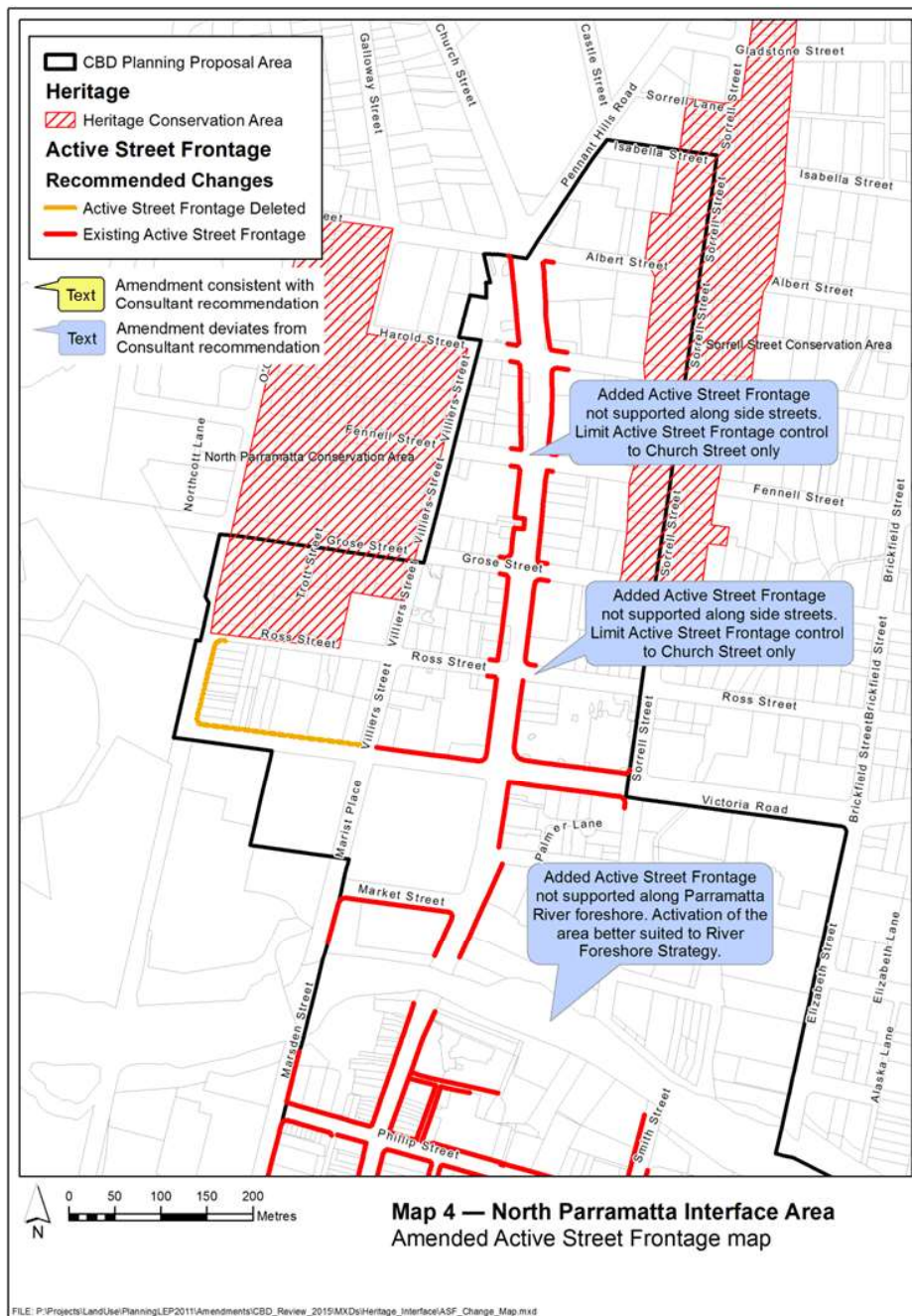
PART 3 – RECOMMENDED MAP UPDATES

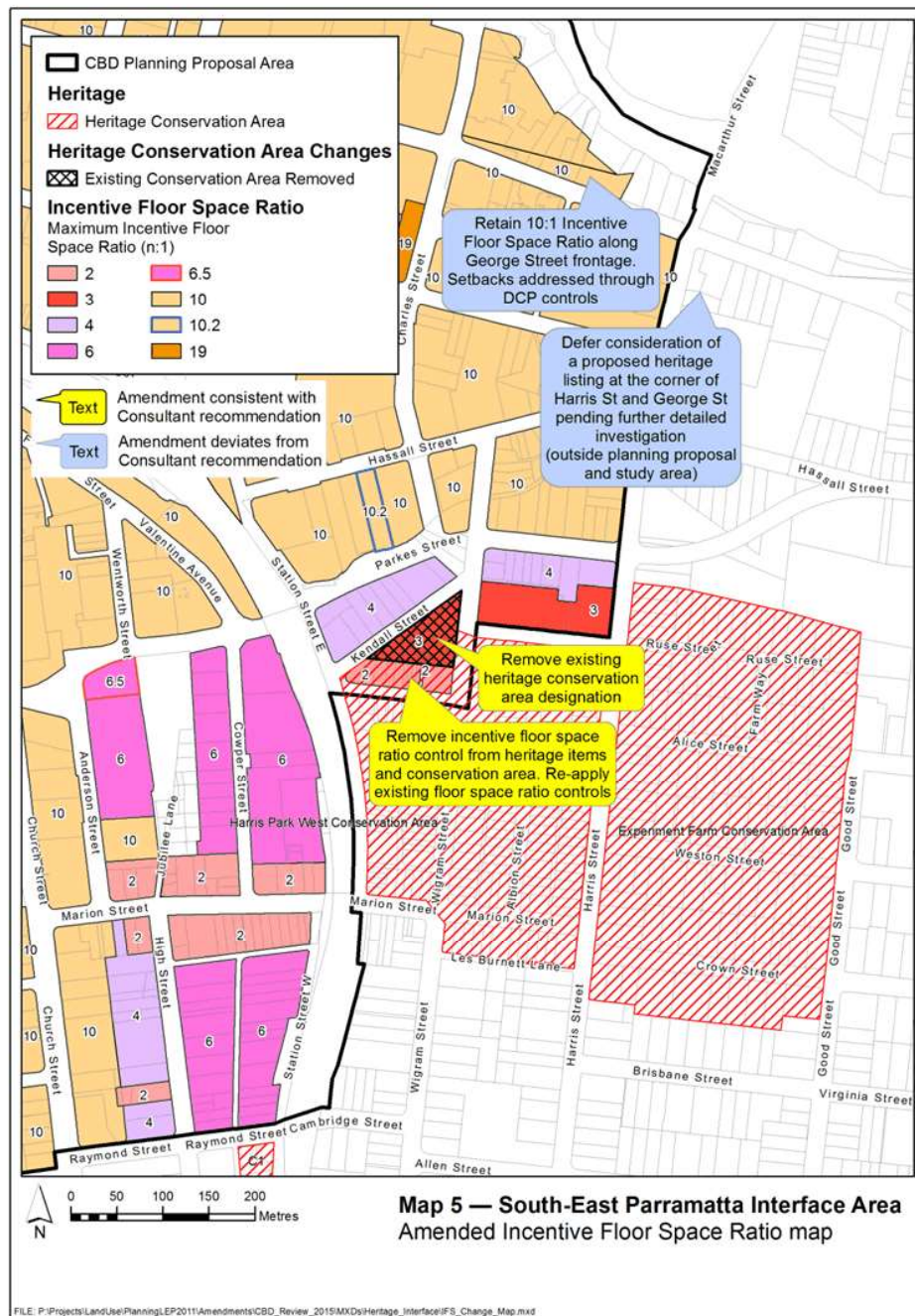
Map 1 — Parramatta CBD Heritage Study of Interface Areas Locality Map

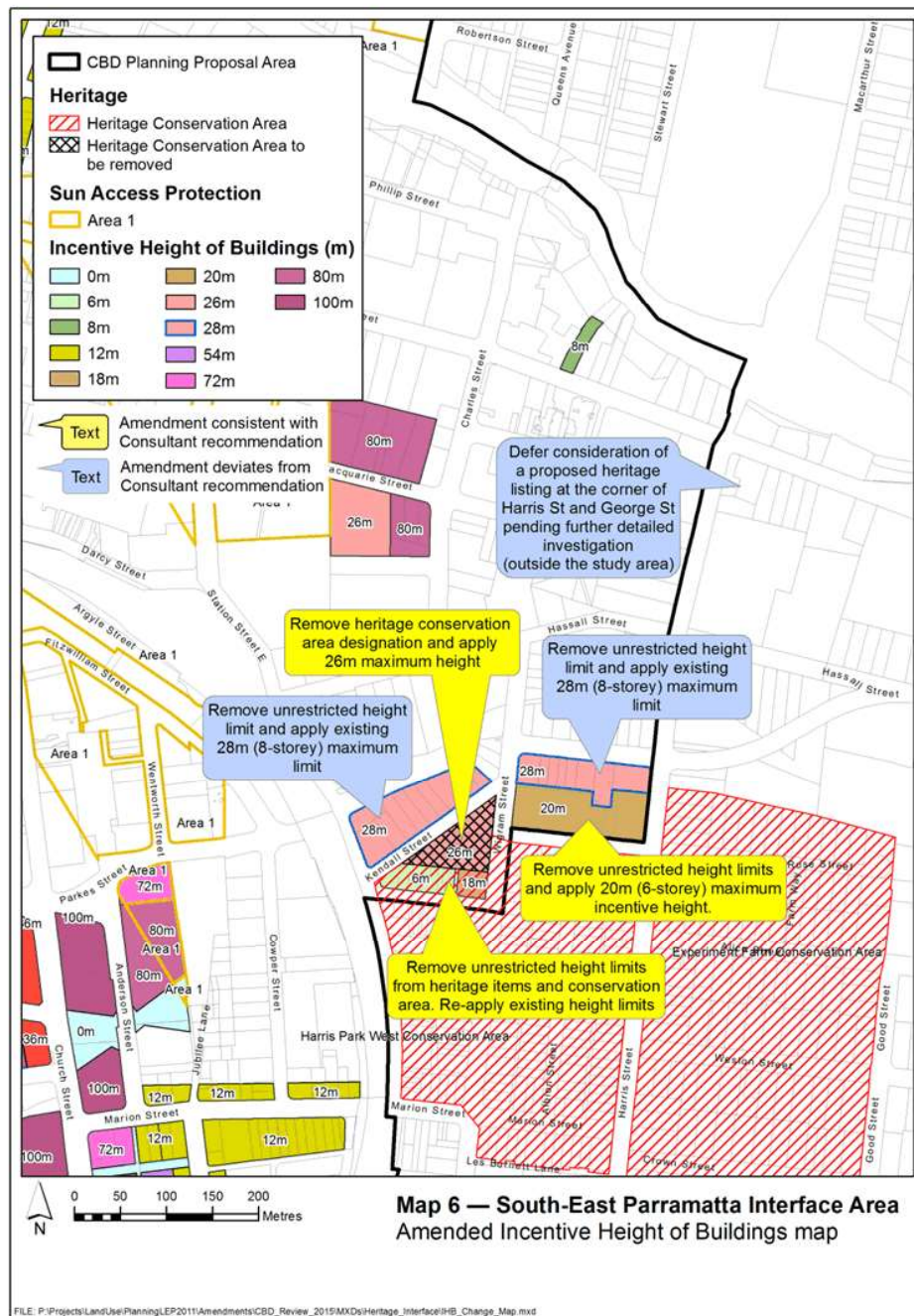




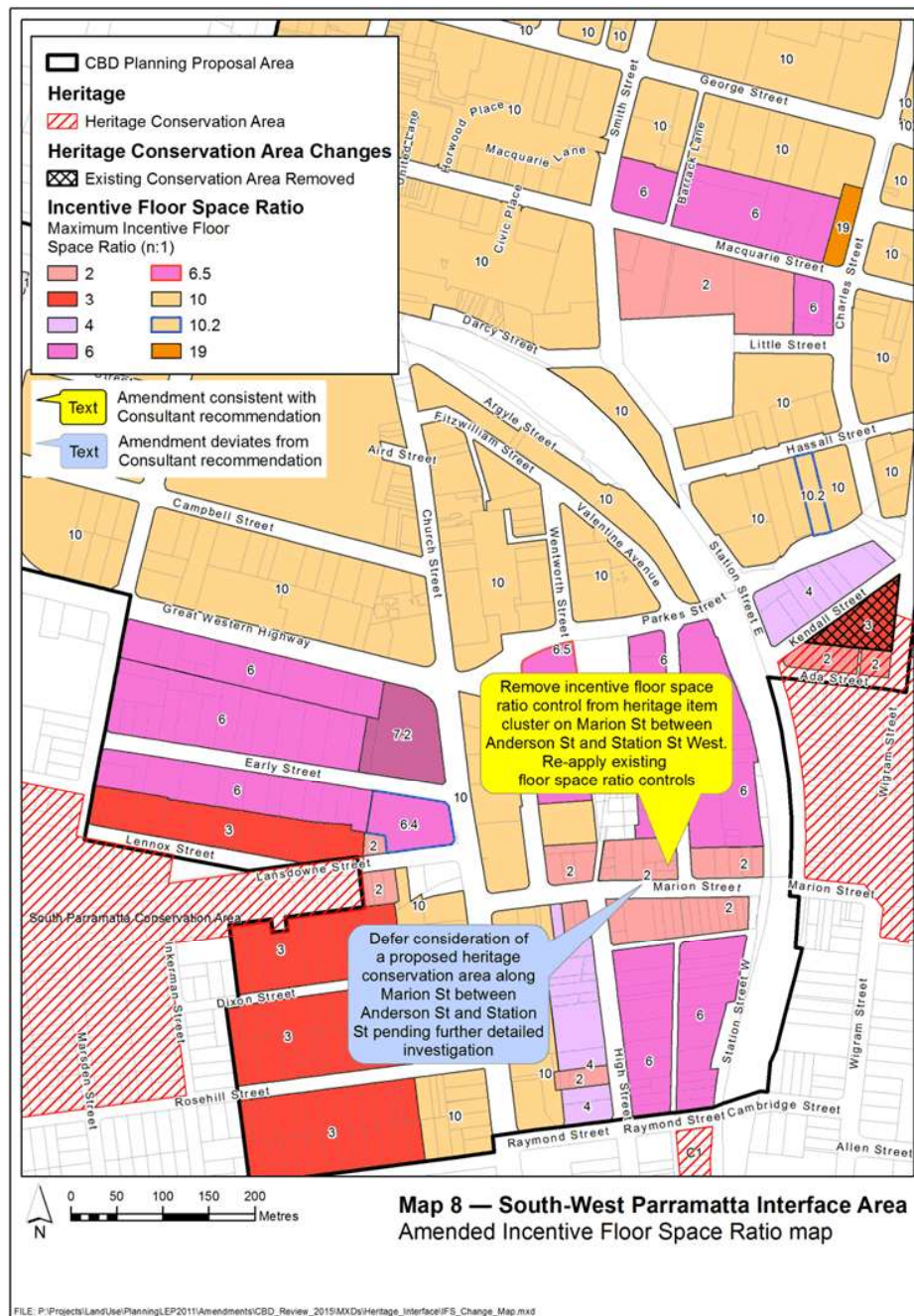




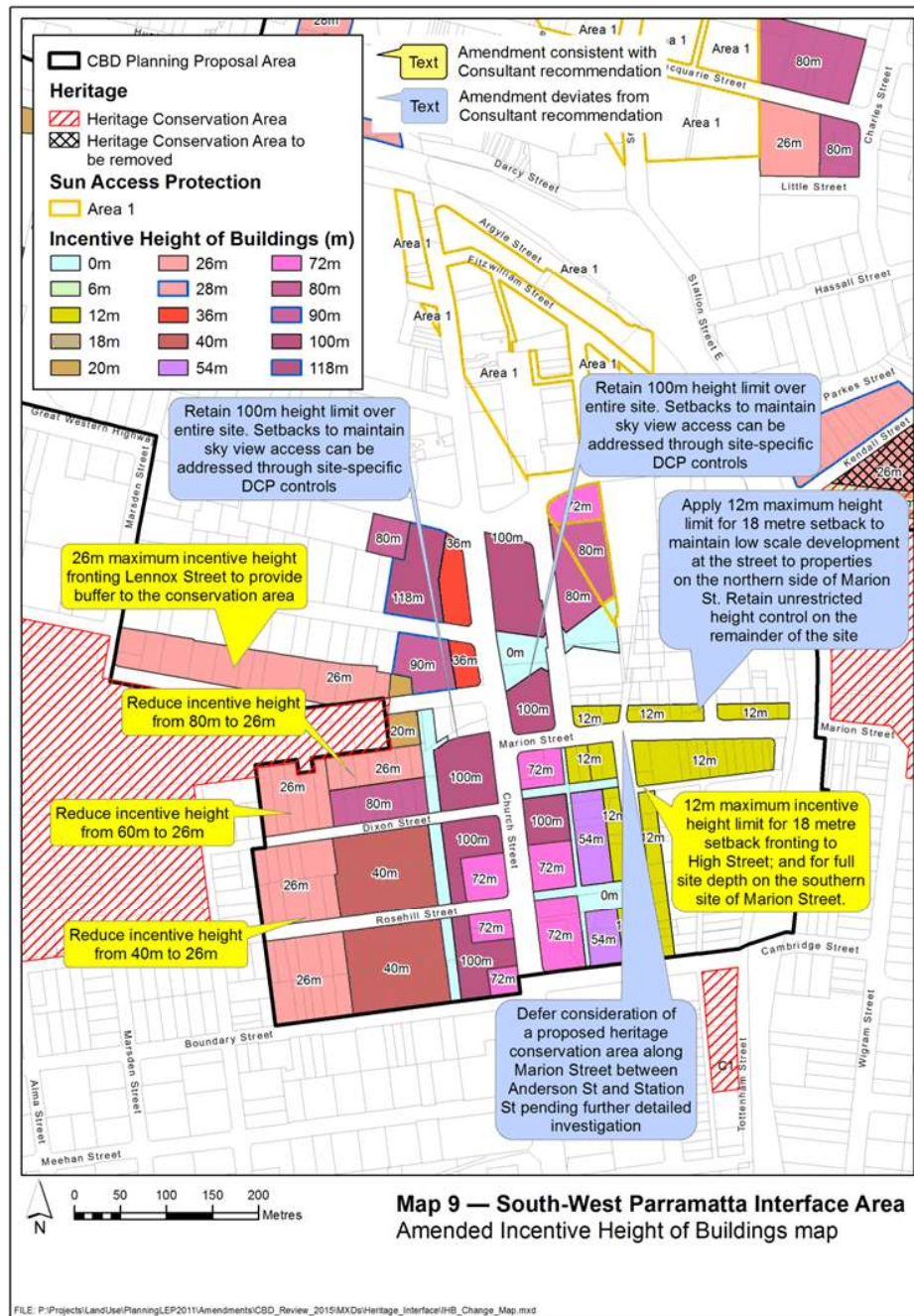








30



32

Our Reference: RZ/9/2017
Contact: Robert Cologna
Telephone: 9806 5635

11 October 2017

Mr. James Matthews
Pacific Planning Pty Ltd
PO BOX 8
CARINGBAH NSW 1495

Dear Mr. Matthews,

Planning Proposal for 33-43 Marion Street, Harris Park

I refer to the planning proposal that was lodged on 11 May 2017 for the land at 33-43 Marion Street, Parramatta. The planning proposal seeks to amend the Parramatta Local Environmental Plan 2011 by increasing the maximum building height from 12m to 102m (32 storeys) and increase the maximum floor space ratio (FSR) from 2:1 to 10:1.

Council Officers have undertaken a preliminary assessment of the Planning Proposal and can advise that we are unable to support the proposal in its current form. Specifically, the following issues were identified:

Heritage

- On 11 April 2016, Council adopted the draft Planning Proposal for the Parramatta CBD (CBD PP) to seek a Gateway Determination from the NSW Department of Planning and Environment (DPE).
- Since that time, a number of site-specific Planning Proposals have been lodged with Council that have, to varying degrees demonstrated compliance with the development standards adopted in the CBD PP. A particular issue identified were heritage interface issues with local heritage items and heritage conservation areas within, or within proximity to land affected by the CBD.
- To better understand these potential heritage interface issues, Council engaged Hector Abrahams Architects to prepare a Study to assess at a precinct scale the impact of the proposed controls on heritage items and heritage conservation areas within and adjacent to the Interface Areas, and to provide recommendations to ensure new growth and development occurs in a manner that protects and manages the city's heritage assets and demonstrates consistency with Section 117 Direction 2.3 Heritage Conservation.

- On 10 July 2017 Council endorsed the *Parramatta CBD: Heritage Study of Interface Areas* report ('the Study') and the "Council Response to the Parramatta CBD Heritage Study of Interface Areas". These documents were subsequently forwarded to the DPE as a supporting documentation to the CBD PP.
- Of relevance to this Planning Proposal, the Council resolution of 10 July 2017 endorsed the following recommendations:
 1. That the incentive floor space ratio control be removed from the land on Marion Street between Anderson Street and Station Street West, and the existing floor space ratio controls as per PLEP 2011 (of 2:1) be reapplied to the affected land;
 2. Remove incentive height provisions to the southern side of Marion Street and re-apply a 12m maximum height limit for the entire depth of the lots fronting Marion Street; and
 3. That a separate defined heritage study be undertaken to investigate the potential listing of Marion Street as a Heritage Conservation Area (HCA). This study would assess the heritage significance of all existing buildings within the proposed HCA, including contributory significance and overall character, and would be undertaken as a separate piece of work of Council.
- The demolition of a local heritage item is highly unlikely to be supported prior to the completion of this study; and
- A modified Planning Proposal that reflects Council's endorsed position on heritage conservation in the South-West Parramatta Interface Area could be considered by Council officers to have strategic merit, subject to a future assessment of other relevant planning considerations.

Urban design

- The current planning proposal for the subject site will be significantly at odds with potential future controls for Marion Street resulting from the endorsed Council position in relation to Heritage Interface Issues, which forms a supporting document to the CBD PP.
- It is also considered that a point tower concept is unlikely to adequately respond to the context and envisaged building typology that would respect the heritage significance of South-West Parramatta Interface Area. This is notwithstanding the additional question of demolishing the heritage item at 37 Marion St, which also forms part of the planning proposal.
- It is noted that a 2:1 FSR is unlikely to be fully realised with a 12m maximum height limit, and further testing of the controls would likely be required. Further, Council is yet to undertake a separate defined heritage study assessing the potential merit of establishing a new HCA, and the CBD PP is yet to receive a Gateway Determination, creating further uncertainty around future controls for the Interface Area.
- It is therefore recommended that site-specific planning proposals that are inconsistent with the Draft Heritage Interface Study are deferred

until there is greater certainty regarding future controls, to ensure that the Draft CBD Planning Proposal is not undermined prior to the issuing of a Gateway Determination by the DPE.

Accordingly, it is requested that you either provide Council with a modified proposal that responds to the issues identified, or withdraw the Proposal. Please indicate within 14 days of this correspondence whether you are withdrawing the Planning Proposal. A proportionate refund of the application fee may be possible.

Please contact Robert Cologna, Service Manager – Land Use Planning, on 9806 5144 should you wish to discuss this matter.

Yours sincerely,

Robert Cologna
A/Service Manager – Land Use Planning

**Pacific Planning**

Property | Planning | Project Management

T 04040 007 700

E info@pacificplanning.com.au

ABN 88 610 562 760

24 October 2017**Via email.****RE: Marion Street: Irregularities and lack of merit based process and reporting.**

Dear Councillors

On 10 May 2017, Pacific Planning made a request to Parramatta Council to consider a planning proposal seeking to increase the permitted height and density for a site consolidated from nos. 33 - 43 Marion Street Parramatta. That site-specific planning proposal had been prepared to respond to a locality wide density of 6:1 which was part of a rezoning recommended for Gateway by Council resolution of 11 April 2016.

In essence, Pacific Planning argues that due to its proximity to Harris Park Station and the Parramatta CBD, the eastern end of Marion Street should accommodate much higher densities than currently proposed.

As the development is a significant one it was anticipated that some degree of focused discussion would occur with senior council staff aimed at a reasoned merit based outcome. That has not occurred.

Instead, in the circumstances outlined below, and provided in more detail in the attached letter to council staff, objective assessment of the proposal has been obstructed by false barriers in the form of erroneous heritage listings operating to mislead the Council about compatible urban design and proposed demolitions, as well as steps taken by staff to prevent two independent heritage studies supplied by the applicant on the subject land from being considered.

Further this lack of detailed reporting to the Council during 2016 and 2017 has led to the Council, under Administration, providing an amended recommendation to the Gateway regarding the preferred land use controls for this area of the Parramatta CBD Draft LEP, which were different to that of the former elected Council.

The matters of concern are addressed separately below.

1. Heritage Listing of Road Pavements

The first way in which fair objective consideration of the proposal has been obstructed is that the heritage map has misleadingly coloured the road pavements of parts of Marion and Cowper Streets (being modern bitumen with concrete curbing) as heritage items, when they present no heritage quality whatsoever (as seen in the following photo of the eastern end of Marion Street):





Figure 1: view of Marion Street looking east toward Harris Park.

2. Independent Heritage Reports Hidden from Council Consideration

The second barrier to fair assessment is the frustration of attempts by Pacific Planning to present detailed professional heritage assessments of three houses which had been included in Council's list of heritage items based on seemingly drive-by assessment alone. That is, Council had listed as heritage items one house which forms part of the development site, and two houses which are nearby, on the basis of very preliminary advice without any professional analysis of the structures.

As is standard practice in all local government areas, the applicant commissioned an eminent heritage architect – John Oultram – to conduct a detailed evaluation of the heritage significance of each of the three listed buildings that might be significantly affected by the proposal. For certainty, a second completely independent report was commissioned so the results could be compared. Both experts agreed that the buildings did not have sufficient heritage significance to warrant listing as items.

One might expect that these reports would be taken into account in Council's assessment of the planning proposal. However, instead Council staff have taken active steps to prevent Council considering them, including:

- (a) Failing to bring those available assessments to the attention of 'Hector Abraham Architects' who were engaged to prepare a 'Study of interface Areas', which was therefore prepared assuming that no detailed heritage analysis of the three buildings was available. The Report can be seen to refer to a 'concentration' of listed heritage items in Marion Street, but does not purport to have studied the fairness of the listings, and indeed questions whether the listings are warranted at all. That critically undermines the reliability of the conclusions.
- (b) Failing to bring those assessments to the attention of the Administrator when she considered the recommendation that should be made to the Minister.
- (c) Failing to refer to those assessment reports in any of the reporting to Council.

- (d) Despite providing written confirmation to our heritage consultant that the mapping errors of item 94 and 111 (roads) was known to them it was not reported to the Council when the specific issue of heritage in the Marion precinct was a key topic of policy consideration.

3. No Step Taken to Address Erroneous Mapping

The cumulative result of the misleading listing of the road surface of Marion and Cowper Streets, and the failure to refer to the two negative independent heritage assessments can be seen from comparing these two maps on which the development site is outlined – one with the roads and the inappropriate listings removed.



Figure 2: Current LEP map.



Figure 3: Appropriate representation of mapping when expert reports and mapping errors applied.

In short, instead of the planning proposal being unfairly presented as ignoring a surrounding heritage hub, the true position is that the eastern end of Marion Street presents no heritage significance worth listing. If that context was known to the Council, a very different assessment emerges.

4. Amending Planning Control Recommendations to the Council without all Facts Presented.

On 10 July 2017, the then Council, under Administration, considered a report recommendation from staff advising the Council to recommend to the Gateway significantly lower land use controls for Marion Street than those previously recommended by the former elected Council for the CBD Draft LEP in 2016.

Despite, our regular consultation with senior staff in late 2016, early 2017 and mid 2017 where we raised, with our heritage consultant present: the issues of the lack of value in the heritage significance of the Marion Street properties and the errors in the Council LEP mapping, with these consultation meetings leading to the lodgement of detailed scientifically researched heritage reports supporting a planning proposal and a development application:

- (a) At no time did the council staff provide this information to the Council or the council staff appointed heritage consultant;
- (b) At no time did the council staff advise the Council of the acknowledged mapping errors in the LEP of items 94 and 111.
- (c) Council staff reported on 10 July to the Council in Administration that further reporting would be required to specifically test the heritage value of listed items to ascertain the legitimacy of considering a conservation listing for the Marion Street area, but did not mention our independent expert's advice during the consultation meetings or the availability of the two negative independent assessments it had already been provided with.
- (d) This prevented clear scientifically based reporting being provided on the important issue of heritage effecting land use controls for the CBD Draft LEP.

5. Way Forward

The risk to a fair and balanced assessment of the appropriate planning direction for this important site is that advice has been provided to the planning Minister which does not consider the true facts.

In the circumstances, what is called for is an opportunity for the Council to consider all of the relevant information in a balanced way, so as it may determine whether the position communicated to the Department with the Gateway referral should be updated and corrected for the CBD Draft LEP.

Therefore, the Council should seek to:

1. Amend the advice provided to the Minister's delegate regarding the amended controls for the CBD Draft LEP in the Marion Street precinct.

2. Advance the site-specific planning proposal with all the detailed studies to the Gateway. This will assist in ensuring clear advice is provided to the Council from the Minister's delegate on any additional studies required to be undertaken to provide advice on land use controls for the specific site and the Marion Street area more widely to support the best planning outcomes for the CBD Draft LEP.

Kind regards



Matthew Daniel
Development Director
Pacific Planning

ENCL.

1. Letter from PCC to Pacific requesting withdrawal of PP.
2. Letter in response to PCC.
3. Letter to Council staff re mapping errors.
4. Email of council staff acknowledging LEP mapping error.
5. Minutes of 10 July 17 meeting of Council amending original Council policy.



Our Reference: RZ/9/2017
Contact: Robert Cologna
Telephone: 9806 5635

11 October 2017

Mr. James Matthews
Pacific Planning Pty Ltd
PO BOX 8
CARINGBAH NSW 1495

Dear Mr. Matthews,

Planning Proposal for 33-43 Marion Street, Harris Park

I refer to the planning proposal that was lodged on 11 May 2017 for the land at 33-43 Marion Street, Parramatta. The planning proposal seeks to amend the Parramatta Local Environmental Plan 2011 by increasing the maximum building height from 12m to 102m (32 storeys) and increase the maximum floor space ratio (FSR) from 2:1 to 10:1.

Council Officers have undertaken a preliminary assessment of the Planning Proposal and can advise that we are unable to support the proposal in its current form. Specifically, the following issues were identified:

Heritage

- On 11 April 2016, Council adopted the draft Planning Proposal for the Parramatta CBD (CBD PP) to seek a Gateway Determination from the NSW Department of Planning and Environment (DPE).
- Since that time, a number of site-specific Planning Proposals have been lodged with Council that have, to varying degrees demonstrated compliance with the development standards adopted in the CBD PP. A particular issue identified were heritage interface issues with local heritage items and heritage conservation areas within, or within proximity to land affected by the CBD.
- To better understand these potential heritage interface issues, Council engaged Hector Abrahams Architects to prepare a Study to assess at a precinct scale the impact of the proposed controls on heritage items and heritage conservation areas within and adjacent to the Interface Areas, and to provide recommendations to ensure new growth and development occurs in a manner that protects and manages the city's heritage assets and demonstrates consistency with Section 117 Direction 2.3 Heritage Conservation.
- On 10 July 2017 Council endorsed the *Parramatta CBD: Heritage Study of Interface Areas* report ('the Study') and the "Council Response to the

PARRAMATTA
WE'RE BUILDING AUSTRALIA'S NEXT GREAT CITY

City of Parramatta Council ABN 49 907 174 773
126 Church Street, Parramatta PO Box 32, Parramatta NSW 2124
P 02 9806 5050 F 02 9806 5917 www.parracity.nsw.gov.au

Parramatta CBD Heritage Study of Interface Areas". These documents were subsequently forwarded to the DPE as a supporting documentation to the CBD PP.

- Of relevance to this Planning Proposal, the Council resolution of 10 July 2017 endorsed the following recommendations:
 1. That the incentive floor space ratio control be removed from the land on Marion Street between Anderson Street and Station Street West, and the existing floor space ratio controls as per PLEP 2011 (of 2:1) be reapplied to the affected land;
 2. Remove incentive height provisions to the southern side of Marion Street and re-apply a 12m maximum height limit for the entire depth of the lots fronting Marion Street; and
 3. That a separate defined heritage study be undertaken to investigate the potential listing of Marion Street as a Heritage Conservation Area (HCA). This study would assess the heritage significance of all existing buildings within the proposed HCA, including contributory significance and overall character, and would be undertaken as a separate piece of work of Council.
- The demolition of a local heritage item is highly unlikely to be supported prior to the completion of this study; and
- A modified Planning Proposal that reflects Council's endorsed position on heritage conservation in the South-West Parramatta Interface Area could be considered by Council officers to have strategic merit, subject to a future assessment of other relevant planning considerations.

Urban design

- The current planning proposal for the subject site will be significantly at odds with potential future controls for Marion Street resulting from the endorsed Council position in relation to Heritage Interface Issues, which forms a supporting document to the CBD PP.
- It is also considered that a point tower concept is unlikely to adequately respond to the context and envisaged building typology that would respect the heritage significance of South-West Parramatta Interface Area. This is notwithstanding the additional question of demolishing the heritage item at 37 Marion St, which also forms part of the planning proposal.
- It is noted that a 2:1 FSR is unlikely to be fully realised with a 12m maximum height limit, and further testing of the controls would likely be required. Further, Council is yet to undertake a separate defined heritage study assessing the potential merit of establishing a new HCA, and the CBD PP is yet to receive a Gateway Determination, creating further uncertainty around future controls for the Interface Area.
- It is therefore recommended that site-specific planning proposals that are inconsistent with the Draft Heritage Interface Study are deferred until there is greater certainty regarding future controls, to ensure that the Draft CBD Planning Proposal is not undermined prior to the issuing of a Gateway Determination by the DPE.

Accordingly, it is requested that you either provide Council with a modified proposal that responds to the issues identified, or withdraw the Proposal. Please indicate within 14 days of this correspondence whether you are withdrawing the Planning Proposal. A proportionate refund of the application fee may be possible.

Please contact Robert Cologna, Service Manager – Land Use Planning, on 9806 5144 should you wish to discuss this matter.

Yours sincerely,



Robert Cologna
A/Service Manager – Land Use Planning

**Pacific Planning Pty Ltd**

Property | Planning | Project Management

PO BOX 8 CARINGBAH NSW 1495

T 0437 521 110

E jmatthews@pacificplanning.com.au

18 October 2017

Robert Cologna
City of Parramatta Council
126 Church Street
PARRAMATTA NSW 2124

Attention: Joshua Coy, Project Officer, Strategic Land Use Planning

Dear Rob,

**Planning Proposal
33-43 Marion Street, Parramatta**

I write to respond to your letter of 11 October 2017 containing a '*preliminary assessment*' of the Planning Proposal advanced by Pacific Planning concerning land at 33-43 Marion Street, Parramatta.

The Proposal when adopted would amend Parramatta Local Environmental Plan (LEP) 2011 to increase the maximum building height permissible on the land from 12 metres to 102 metres (32 storeys), and increase the maximum floor space ratio control from 2:1 to 10:1. As such it is a significant planning matter for the city.

The '*preliminary assessment*' suggests that the Proposal should not proceed - in substance because of assumptions about heritage and existing urban design which are plainly wrong. In summary, the assessment erroneously presents the immediate locality of the proposal as dominated by significant listed heritage fabric, whereas in fact the coloured map that is relied upon as supporting that presentation erroneously colours the road surface of Marion Street and Cowper Street as heritage items, and identifies unworthy buildings as of heritage significance without the benefit of any heritage inventory analysis to inform the listing.

The letter then suggests that assessment of this significant Proposal should be stalled until Council completes a heritage study over some unknown length of time, even though assessments by two eminent heritage experts have already been supplied confirming that there will be no significant heritage impact.

The Planning Proposal was lodged on 11 May 2017, which means the "*preliminary assessment*" of the Planning Proposal has taken 5 months.



In that context, where a significant building project is being stalled by misinformation and an unwillingness to consider professional independent assessment advice, it is appropriate for senior Council management to intervene to move consideration of the Planning Proposal forward on an objective basis.

To that end, your personal involvement in the further assessment of the Proposal is sought to advance the Proposal for determination as soon as practicable, and to ensure the Planning Proposal (and associated demolition DA) are reported to Council with a fair summary of the thorough and rigorous heritage assessment that is available.

Introduction

The preliminary assessment reported in the 11 October letter says that the Planning Proposal cannot be supported in its current form 'at this stage', for reasons of heritage significance and urban design. However, in reaching that position, Council staff can be seen to have ignored the detailed and targeted professional studies accompanying the Planning Proposal, instead relying on the conclusions of a CBD wide assessment conducted by Council's consultants which were plainly never intended for that aimed at providing only a broad-brush overview of the city

In short, the assessment relies upon a presentation of heritage significance of the area which does not exist and a misdescription of the surrounding built form, which has been compromised by high density development.

Particularly, neither the Urbis Heritage Study nor the Hector Abrahams Heritage Study of Interface Areas includes any site-specific analysis of the heritage listings within the areas they cover, and do not purport to provide the analysis necessary for Council to reject a site-specific proposal. In contrast, the required detailed heritage analysis has been provided by the thorough assessment conducted applying the protocols of the Heritage Manual contained in the John Oultram and Cracknell Lonergan reports.

When preparing the Planning Proposal, Council was unable to supply any evidence or detailed professional analysis supporting the listing of the heritage items along this part of Marion Street. Until the professional heritage reports supporting the Planning Proposal were prepared, no such heritage assessment seems to have ever been available.

Given that the only site-specific heritage assessment information available supports the Planning Proposal, it is hard to see how Council staff could reasonably have rejected the Planning Proposal on heritage grounds. There is simply no evidence to support rejection of the Planning Proposal.

In Attachment 1 to this letter, I have provided in table form a response to each of the separate propositions in your 11 October letter.

Consequently, for the reasons set out in that Attachment and in this letter, I request that council staff proceeds to assess the application appropriately and progress advice to the Council on the application. In doing so we hope to work with council staff to ensure that the Council is appropriately advised of the issues of error in the LEP mapping, the heritage significance of items on Marion Street and the evidence base for listing and justification for delisting/demolition.

Background

To inform the appropriate development outcome of the subject site, having regard to the strategic planning framework and heritage listings on Marion Street, it is important to consider the background and history of the application.

In late 2016, Council senior planning staff were approached with the view to lodge an application. At that time, we were advised that the key issue for the site was listing of heritage items and the requirement for more and better study of the effected items. Council staff directed us toward the 2015 Heritage Study undertaken by Urbis on behalf of Council when preparing the draft CBD LEP. It is noted that the Study in recommending *"the existing FSR of 2:1 is to be maintained for development fronting Marion Street"*, did not include any analysis of the heritage values of those items and also acknowledged that *"the setting of the precinct has been compromised by high density development"*.

Therefore, there was very little evidence base to inform and assist with the appropriate development controls for the subject site. Notwithstanding, we carefully considered the appropriate consultants and identified a heritage consultant who has the credible and detailed understanding of the Parramatta LGA. The consultant also possessed the largest collection of historical library on the Parramatta European heritage. Post the appointment of this first consultant we then engaged an additional independent heritage consultant to undertake an autonomous analysis, including separate onsite fabric analysis investigation and independent research of historical items. Finally, this consultant applied his recommendation in accordance with the specific OEH guidelines. Those reports are with council.

Meeting with Council – 1 February 2017

On 1 February 2017, a meeting was held with council staff where we advised of our intention to investigate an amendment to the planning controls for the site following the completion of detailed heritage investigation on the land. At that meeting staff advised us that any proposal would need to carefully consider and provide further assessment of heritage listed items. Council officers invited us to report advice back to them for consideration. The consultant advised council staff that the initial but detailed findings of listed buildings, including 29, 31 and 37 Marion Street were that the buildings were in very poor condition and were intrusively and irreversibly altered and as a result were not worthy of retention.

Council staff acknowledged the findings and advised that any historical records possessed by Council may assist with understanding the evidence base for the listings and capacity for the area to accommodate redevelopment. Subsequently we were advised by Council that no records existed that would assist with the validity and evidence base for the listings; consistent with our consultants' records and findings.

Meeting with the Department of Planning and Environment

We met with the Regional Office of the Department of Planning and Environment and advised them of the studies we were undertaking. At that time, we advised the Department that the advice we were receiving from the expert Heritage consultants was that the listings seemed to be not valid and the original 1998 historical data in the LEP were incorrect. The Department advised that they were not

surprised of this information. They advised that the LEP did not prohibit demolition. It was also considered that the issue of local heritage listings were complicated requiring extensive resources and cost to specifically test the value in accordance with the OEH guidelines as to the actual and real value of items and the validity of them being maintained. They felt in the interests of appropriate scientific planning merit assessment process it was appropriate for studies to be undertaken to provide specific evidence based research to test the validity of items. The Department advised that for this circumstance it was sensible to undertake these studies prior to a gateway consideration, not post.

The Department advised us that the draft CBD LEP had issues needing further assessment and therefore they were advising the council to undertake further and more detailed studies on the issue of heritage. We were encouraged by the Department to provide information to the Council but as the draft CBD LEP would take some time to consider that it was likely wise to consider lodging a planning proposal to enable further and more detailed study including the relevance of the heritage items.

Meeting with Council - 10 May 2017

On 10 May 2017, a meeting was held with Council staff where we advised that we were progressing with the lodgement of an application and that further historical research identified errors in the historical assumptions in the listing of items in the LEP, which further weakened the integrity of listings in the area. At the meeting, we also provided Council with our concerns that the LEP had mapping errors that promoted Marion Street to be more impacted by heritage than actually is the case.

At this meeting, the Council officers advised us that the Department had requested that a report be undertaken to assess the heritage issues in the draft CBD LEP and provide advice back to the Minister. That study had been commenced. The detailed heritage investigations and empirical scientific evidence were offered to assist Council and Council's consultant understand the validity of the listings, in order to be able to make informed and accurate recommendations on interface issues and potential development controls.

The offer was subsequently rejected by Council staff.

Heritage

The draft CBD LEP provides for an FSR of up to 6:1 along Marion Street, and up to 10:1 nearby. The Heritage Study prepared by Urbis was considered when establishing proposed controls for the City Centre South Area of the CBD.

The Urbis Heritage Study was initiated as follows:

"The Parramatta CBD Heritage Study prepared by Urbis investigated heritage issues for the entire Parramatta CBD Planning proposal boundary. This study provided Council with a broad heritage analysis and recommended FSRs to inform detailed work through the planning proposal process."

While the Heritage Study provided a broad heritage analysis, it failed to provide any detailed analysis of the validity of heritage listings in Marion Street and failed to identify the mapping errors in the LEP. In doing so, the assessment of heritage along Marion Street in the Study is as follows:

"There are a number of heritage items retained along Marion Street (north and south side) with some additional items in the vicinity. Items are generally characterised by 1-2 storey residential development, incorporating late 19th and early 20th century styles."

Further, the Urbis Report in considering the context and setting for these items notes:

"The setting of the precinct has however been compromised by high density development, in particular along Cowper Street and adjoining heritage items to the south of the precinct."

The Urbis Study, does not contain heritage assessment and recommended development controls sufficient to inform reliable and reasoned decision on the capability of the area to accommodate future redevelopment. Further, the Study did not pick up the errors in the LEP Mapping, whereby the pavement area of Marion Street and Cowper Street roads are specifically listed. A more thorough and detailed level of analysis was required before that report and the Hector Abrahams Interface Report can make reliable recommendations concerning the subject site.

The Hector Abraham Architects Heritage Study of Interface Areas was initiated as follows:

"The Parramatta CBD Heritage Study of Interface Areas prepared by Hector Abraham Architects provides Council with a detailed heritage analysis of the interface areas within the Parramatta CBD Planning proposal boundary."

The Hector Abrahams Study premises its discussion around heritage and development based on a high concentration of individually listed heritage items. Unfortunately, the errors are not identified, and again this was not brought to the attention of the consultant by Council staff (albeit that council staff have advised in writing that they are aware of the errors in the LEP yet the Council were not informed). Further, their Study is based on an assumption that all listings are warranted and informed by evidence and science. I note the Study was finalised in June 2017 after the Planning Proposal was lodged, which was supported by detailed heritage and fabric analysis, prepared by Cracknell & Loneragan Architects and John Oultram Heritage and Design.

I am therefore very concerned that the recommendations in both Council commissioned heritage studies have been misinformed and are therefore not reliable in forming a predetermined view on the demolition Development Application and Planning Proposal. Both applications have been supported by extensive research, analysis and thorough internal investigations of a number of heritage items.

This is not to say that where heritage values are truly evident that they should not be protected and future development should be appropriately respectful of these values. However, there is no evidence behind the recommendations of the Study and the appearance of a concentration of items on a map is not an adequate basis to withdraw or revise the Planning Proposal or reject the demolition Development Application.

For example, the mapping errors that list the Marion Street and Cowper Street roads have not been removed and not picked up by the Heritage studies and Council reports despite Council staff being aware of this and advising our heritage consultant in writing. Further, the detailed heritage and fabric analysis

of a number of items on Marion Street has found no science to the listings. Therefore, as detailed below, the appearance of a concentration of heritage items completely changes when the errors are corrected and the analysis we have undertaken and provided is applied. We note that item I724 is also poorly represented in the LEP mapping when the actual site conditions are considered.

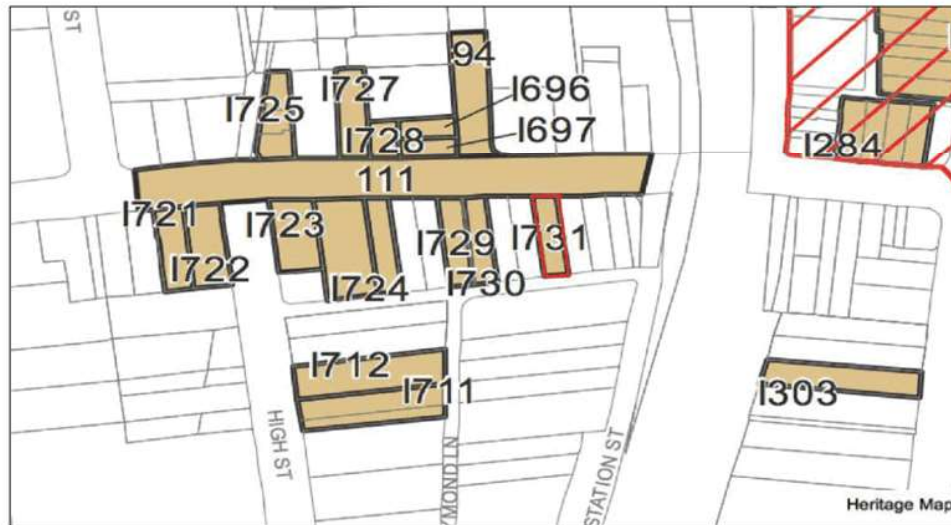


Figure 1: Current LEP Heritage Map for Marion Street



Figure 2: Potential Heritage Map when errors and listings are corrected

The above LEP Heritage map could be further amended following additional detailed analysis of other heritage items not captured by the Planning Proposal or its interface. Under the above scenario, the eastern end of Marion Street is capable of supporting redevelopment without the heritage conflicts previously assumed. It was on this basis that the Planning Proposal was prepared. Heritage was the first

matter assessed when considering the development potential, if any, of the site. It is noted that the expert reports provided with the applications support the outcomes of the proposed LEP change for this site. Notably Council's letter relies on the heritage studies and most recent Council resolution in recommending the letter be withdrawn or amended. However, the heritage analysis is misguided and does not reflect the evidence base that has informed the preparation of the Planning Proposal in regard to heritage. Further, this was not brought to the attention of Council when considering the CBD Planning Proposal and Heritage Interface Study on 11 April 2016 and 10 July 2017.

In this regard, it is therefore requested that Council undertake its normal rigorous assessment of the material and evidence submitted in support of the Planning Proposal, advance the correction of the mapping errors and progress the Planning Proposal to the next stage of the plan making process. It is evident from the above, that there is a lack of historical evidence for the listings in the Marion Street area and the Planning Proposal and Development Application is supported by thorough analysis and assessment.

Urban Design

Council's letter notes the future development of the subject site facilitated by the Planning Proposal will be *"significantly at odds with potential future controls for Marion Street resulting from the endorsed Council position in relation to Heritage Interface Issues"*.

Council's currently endorsed position was based off heritage studies that were not informed by detailed heritage and fabric analysis that tested the integrity of the listings. In making a recommendation for a Heritage Conservation Area (HCA) along Marion Street, the Heritage Interface Study by Hector Abrahams recommends:

"A separate defined heritage study would be required to investigate whether Marion Street should be identified as a HCA. This study would assess the heritage significance of all existing buildings within the proposed HCA, including contributory significance and overall character."

That statement acknowledges that the heritage listings in the area required further detailed assessment and the validity of the listings were questionable.

An adequate assessment of the heritage significance of the (inappropriately) listed items should have been undertaken to start with, rather than assuming significance without evidence when recommending development controls and the listing of a HCA. In contrast, the controls advanced in the Planning Proposal are supported by the detailed heritage and fabric analysis undertaken by our independent consultants.

Therefore, while Council's letter refers to the existing Council resolution, it is a resolution made without detailed heritage analysis, and relies upon erroneous mapping which has not been brought to Council's attention.

What the controls advanced by the Planning Proposal will achieve is an appropriately dense form of development for this central CBD location which will interface well with the nearby heritage that is truly of value.

Further, the concept of a point tower in this location as identified by the supporting Urban Design Report prepared by Aleksandar Design Group, was proposed for the following reasons:

- To mitigate any overshadowing to the south of the site, and ensure a fast-moving shadow would provide sun access to surrounding residential properties.
- To provide for ground floor open space, through links and active frontages to create a strong public realm through to the train station.
- To define the end of Marion Street, create an entry point from the train station, and a logical extension of tall buildings on the east side of Cowper Street.
- The concept of a tall building next to or nearby smaller heritage items is not unusual or uncommon, particularly throughout the Parramatta CBD, with example of buildings even cantilevering over heritage items. Also,

Nearby heights on Marion Street extend to 100 metres with FSR's up to 10:1, including land on Anderson Street that abuts heritage items. With the evidence base supporting the Planning Proposal, that Council has not been made aware of, the heights and FSR's for the eastern end of Marion Street have not been adequately informed.

Conclusion

Council's letter suggests that the Planning Proposal should be delayed until Council undertakes further testing of the controls, and conducts a further heritage study of the heritage significance of existing buildings. However, (fortunately) that assessment work has already been undertaken for heritage on the subject site, which Council has not been made aware of.

It is an important aspect in the development of public policy that elected and delegated decision makers are presented with accurate and clear information when advice is sought from public officers on policy direction. We feel an historical analysis of process to date shows that not all relevant information has been provided to those decision makers at critical times.

Council staff should ensure this issue is considered for future reporting.

We also request that in the interests of appropriate merit based assessment requirements, comments relating to the merit of the Development Application are withdrawn at this time until detailed assessment has been considered.

Therefore, in closing, it is considered that the Planning Proposal has site specific and strategic planning merit and should be progressed to the next stage of the plan making process for consideration by Council and the Gateway for the following reasons:

- Council endorsed a greater FSR of up to 6:1 on the subject site, and up to 10:1 nearby.
- The application includes a generous public benefit offer in line with Council draft policy to assist in the provision of significant public benefit.
- The Heritage studies did not consider the heritage significance of items that influenced recommendations on height and FSR.

- The mapping errors in the LEP related to the listing of the roads have not been amended or brought to the attention of the heritage consultants or Council.
- The recommendations that informed Council's endorsed position on the Interface Study were misinformed and unreliable.
- Testing of the heritage items and development controls have been undertaken in great detail for the subject site in support of the application.
- For Council to determine to refuse the demolition Development Application without considering the results of the available heritage assessment reports is against the objects of the EP&A Act. Considerable analysis has been undertaken, including fabric analysis of the integrity of the item.
- Council has endorsed a position that recognises that a Study is required that considers the heritage significance of individual items, notwithstanding the recommendations on development controls. Detailed heritage significance of individual items has been undertaken and made available, which Council has not been made aware of or had the ability to consider in the context of the Council's commissioned heritage studies and CBD Planning Proposal.
- Deferring site specific planning proposals will only cause uncertainty. The purpose of the Gateway process is to allow further analysis and study to be undertaken in relation to these issues.

Therefore, as previously stated, it is requested that the Planning Proposal and supporting documentation, including the detailed heritage study that has been undertaken be assessed and reported to Council for further consideration.

In this regard, I look forward to working with Council and the Department of Planning and Environment on the proposal and considering further the issues related to urban design and heritage significance and interface. If you have any questions in relation to this matter, please do not hesitate to contact me on 0437 521 110.

Yours sincerely



James Mathews
Planning Director
Pacific Planning

Attachment 1 – Response to issues raised by Council 11 October 2017

Council Comments	Response Items and Notes
Council Officers have undertaken a preliminary assessment of the Planning Proposal and can advise that we are unable to support the proposal in its current form. Specifically, the following issues were identified:	<p>We note that the council has been in receipt of the Planning Proposal since 11 May 2017. It has taken council 5 months to undertake a preliminary assessment of the application.</p> <p>We note that we have provided a detailed and comprehensive application that specifically addresses a number of issues particularly in relation to heritage and urban design.</p>
Heritage	
On 11 April 2016, Council adopted the draft Planning Proposal for the Parramatta CBD (CBD PP) to seek a Gateway Determination from the NSW Department of Planning and Environment (OPE).	<p>Noted.</p> <p>The then elected council provided a density control for our site which is not too dissimilar to that applied for under the Planning Proposal. The Heritage Study that supported the CBD PP, in acknowledging that <i>"the setting of the precinct has been compromised by high density development"</i> included no analysis of the heritage significance of existing heritage listings, which should have been the basis for any recommendations on the potential for future redevelopment and proposed development controls.</p>
Since that time, a number of site-specific Planning Proposals have been lodged with Council that have, to varying degrees demonstrated compliance with the development standards adopted in the CBD PP. A particular issue identified were heritage interface issues with local heritage items and heritage conservation areas within, or within proximity to land affected by the CBD.	<p>We note the issue of heritage. Our project team, including our heritage and urban design consultants have been in contact prior to and post lodgement of the Planning Proposal. The application is benefited from autonomous studies specifically on the significance of a number of heritage items on Marion Street. Those studies have identified errors in the LEP mapping, which was also acknowledged in writing by Council staff, and challenged the validity of the listings through detailed fabric and historical analysis.</p> <p>Our detailed analysis of the fabric and conditions of 37 Marion Street demonstrate that there is no value in the item and building being retained. Further reports in relation to other heritage items have also been prepared and offered to Council to assist with its Heritage Studies and informing development controls for sites in this area.</p> <p>We note that we met and informed Council of these issues and provide reports to them to assist in the understanding of issues. It is therefore of interest as to why council has proceeded down a path of reports to protect heritage items when no assessment has been considered on the value or relevance of those items. We feel therefore that good planning process has not been followed by council in considering these items.</p>

<p>To better understand these potential heritage interface issues, Council engaged Hector Abrahams Architects to prepare a Study to assess at a precinct scale the impact of the proposed controls on heritage items and heritage conservation areas within and adjacent to the Interface Areas, and to provide recommendations to ensure new growth and development occurs in a manner that protects and manages the city's heritage assets and demonstrates consistency with Section 117 Direction 2.3 Heritage Conservation .</p>	<p>We met with Council staff with our consultants on 1 February 2017 and again on 10 May 2017 and advised that our independent studies for a number of items on Marion Street were showing that there was little to no value in the items listed in the LEP. At that time we advised staff that it would be sensible to firstly consider if the items had any actual value and we would be happy to provide our reports to staff and Mr Abrahams prior to the finalisation of the reports so the Administrator could have the value of the entire items. Staff did not accept this offer and made recommendations to Council on development controls and interface policies based on an assumption that all heritage listings were accurate. The two separate Heritage Reports in relation to 37 Marion Street were lodged with the Planning Proposal</p>
<p>On 10 July 2017 Council endorsed the <i>Parramatta CBD: Heritage Study of Interface Areas</i> report ('the Study') and the "Council Response to the Parramatta CBD Heritage Study of Interface Areas". These documents were subsequently forwarded to the DPE as a supporting documentation to the CBD PP.</p>	<p>I note the draft CBD PP provides for an FSR of up to 6:1 along Marion Street, and up to 10:1 nearby.</p> <p>Further, I note the Hector Abraham Architects Heritage Study of Interface Areas was initiated as follows:</p> <p><i>"The Parramatta CBD Heritage Study of Interface Areas prepared by Hector Abraham Architects provides Council with a detailed heritage analysis of the interface areas within the Parramatta CBD Planning proposal boundary."</i></p> <p>The Hector Abrahams Study premises its discussion around heritage and development based on a high concentration of individually listed heritage items. The errors in the LEP mapping are not identified and the Study is based on an assumption that all listings are warranted and informed by evidence and science. The evidence provided and offered as part of the Planning Proposal submission has not been considered or assessed when informing the controls recommended by the Heritage Interface Report and subsequently endorsed by Council. It is again of concern that development controls are being proposed without due diligence of the integrity of the heritage listings in the area.</p> <p>I also note that while this has been submitted to DPE, a Gateway determination has yet to be issued.</p>
<p>The demolition of a local heritage item is highly unlikely to be supported prior to the completion of this study; and</p>	<p>Two independent and autonomous heritage studies have been undertaken in support of the demolition of 37 Marion Street, which is listed as an item of local heritage under the Parramatta LEP 2011. The studies included detailed heritage significance and fabric analysis to determine the integrity of the listing and value of retention. I note that staff were provided a draft of the studies at our meeting in May where we advised that the fabric analysis showed that the property had little value.</p>

	<p>I therefore question the justification of Council staff to reject the evidence base and detailed heritage analysis by two independent heritage experts and the pre-emptive position in relation to the demolition Development Application of 37 Marion Street. I am not aware of any evidence to the contrary that Council is in ownership of, and therefore such a statement is against the objects of Section 79C of the <i>Environmental Planning and Assessment Act 1979</i>. For Council staff to form this view implies that our consultants' heritage analysis is untrue or misleading, especially when Council have been unable to provide any evidence or science to the alternative.</p>
<p>A modified Planning Proposal that reflects Council's endorsed position on heritage conservation in the South-West Parramatta Interface Area could be considered by Council officers to have strategic merit, subject to a future assessment of other relevant planning considerations.</p>	<p>We feel that the council's process of determining controls for this area has not followed a sensible merit based processes of firstly testing the items in the LEP. The recent acknowledgement of council strategic staff of the knowledge of the errors in the LEP mapping are of interest. Despite staff noting knowledge of this error it was not reported to the council or the administrator at any time. We feel such omissions call into question the validity of the Hector report.</p> <p>The basis for the development controls proposed by the Heritage Interface Report are inconsistent with the extensive analysis and independent findings of our heritage consultants. There is no assessment of the integrity of the listings that has informed the Heritage Interface Report, which calls in to question its reliability.</p> <p>The Planning Proposal has been informed by extensive analysis of heritage and urban design issues in proposing appropriate development controls for the site. To dismiss this work preferring to rely on a Report with no evidence base is not a preferred approach. In this context it is preferred that the proposal undergo the usual Council assessment processes and proceed to a meeting of Council where the matters raised in the submission can be raised.</p>
<p>Urban design</p> <p>The current planning proposal for the subject site will be significantly at odds with potential future controls for Marion Street resulting from the endorsed Council position in relation to Heritage Interface Issues, which forms a supporting document to the CBD PP.</p>	<p>I note that Council's currently endorsed position was based off heritage studies that were not informed by detailed heritage and fabric analysis that tested the integrity of the listings. Nearby heights on Marion Street extend to 100 metres with FSR's up to 10:1, including land on Anderson Street that abuts heritage items. With the evidence base supporting the Planning Proposal, that Council has not been made aware of, the heights and FSR's for the eastern end of Marion Street have not been adequately informed.</p> <p>While Council has endorsed potential future controls for Marion Street, the evidence base and science behind the controls lacks integrity and depth. The study and analysis undertaken in support of the Planning Proposal demonstrates that alternative controls for</p>

<p>It is also considered that a point tower concept is unlikely to adequately respond to the context and envisaged building typology that would respect the heritage significance of South-West Parramatta Interface Area. This is notwithstanding the additional question of demolishing the heritage item at 37 Marion St, which also forms part of the planning proposal.</p>	<p>part or all of Marion Street may be more appropriate subject to Council assessment and formal consideration.</p>
<p>It is noted that a 2:1 FSR is unlikely to be fully realised with a 12m maximum height limit, and further testing of the controls would likely be required. Further, Council is yet to undertake a separate defined heritage study assessing the potential merit of establishing a new HCA, and the CBD PP is yet to receive a Gateway Determination, creating further uncertainty around future controls for the Interface Area .</p>	<p>Further, the concept of a point tower in this location, as identified by the supporting Urban Design Report prepared by Aleksandar Design Group was proposed for the following reasons:</p> <ul style="list-style-type: none"> • To mitigate any overshadowing to the south of the site, and ensure a fast-moving shadow would provide sun access to surrounding residential properties. • To provide for ground floor open space, through links and active frontages to create a strong public realm through to the train station. • To define the end of Marion Street, create an entry point from the train station, and a logical extension of tall buildings on the east side of Cowper Street. • The concept of a tall building next to or nearby smaller heritage items is not unusual or uncommon, particularly throughout the Parramatta CBD, with example of buildings even cantilevering over heritage items.
<p>It is therefore recommended that site-specific planning proposals that are inconsistent with the Draft Heritage Interface Study are deferred until there is greater certainty regarding future controls, to ensure that the Draft CBD Planning Proposal is not undermined prior to the issuing of a Gateway Determination by the DPE.</p>	<p>I find it difficult to understand why the heritage significance of these items would not have been undertaken to start with, rather than making this assumption when recommending development controls and the listing of a potential Heritage Conservation Area. Further, the detailed heritage and fabric analysis undertaken by our consultant and the additional autonomous expert assessment underpins the Planning Proposal. The recommendation by the Hector Abrahams Study that a separate defined heritage study that assesses the heritage significance of all existing buildings should be prepared is an acknowledgement that there is a lack of rigor and uncertainty around the heritage listings in the area.</p> <p>The purpose of the Gateway process is to allow further analysis and study to be undertaken in relation to these issues. It is certain that independent studies have both found errors in the mapping in the LEP and a lack of heritage significance in the listing of items in the LEP. To ignore this evidence base provided to Council that may assist Council in preparing appropriate development controls for Marion Street actually undermines the heritage assessment and interface analysis being undertaken by Council.</p> <p>The work we have undertaken should be utilised by Council and the State Government in its deliberations in relation to appropriate controls for Marion Street.</p>

	<p>In this regard, while it is acknowledged that Council does seek to undertake more detailed assessment of the integrity of the heritage listings, after the fact, the evidence identified in the Planning Proposal should be forwarded to the DPE to assist the Gateway in its deliberations over the CBD PP.</p> <p>For the reasons set out in this table, which directly addresses the matters raised by Council in its letter, I believe that the extensive assessment and fabric analysis undertaken in support of the Planning Proposal supports the redevelopment of the subject site to a height and density above that recommended by the Heritage Studies commissioned by Council, which have not considered the heritage integrity of existing items. Consequently, I request that council staff proceeds to assess the application appropriately and progress advice to the Council on the application</p>
<p>Accordingly, it is requested that you either provide Council with a modified proposal that responds to the issues identified, or withdraw the Proposal. Please indicate within 14 days of this correspondence whether you are withdrawing the Planning Proposal. A proportionate refund of the application fee may be possible.</p>	

JOHN OULTRAM HERITAGE & DESIGN

Level 2, 386 New South Head Road

DOUBLE BAY NSW 2028

(Access from Knox Lane)

PO Box 1441

DOUBLE BAY NSW 2028

Telephone: (02) 9327 2748

Email: heritagedesign@bigpond.com

ABN 23 581 172 790

24th August 2017

The General Manager

Parramatta City Council,

PO Box 32,

Parramatta,

NSW 2124

Attention: Zoran Popovic – Heritage Advisor

Dear Sirs,

Re: Marion and Cowper Street, Harris Park – Heritage Listings

We are currently researching several properties in Marion Street and have come across an anomaly in the heritage listings for the area.

On the heritage Map HER_010 (see below) two items are shown that are not listed in Schedule 5 Part 1 of the LEP and that are not identified as archaeological items.

The items are

94		# ¹	
111		#	

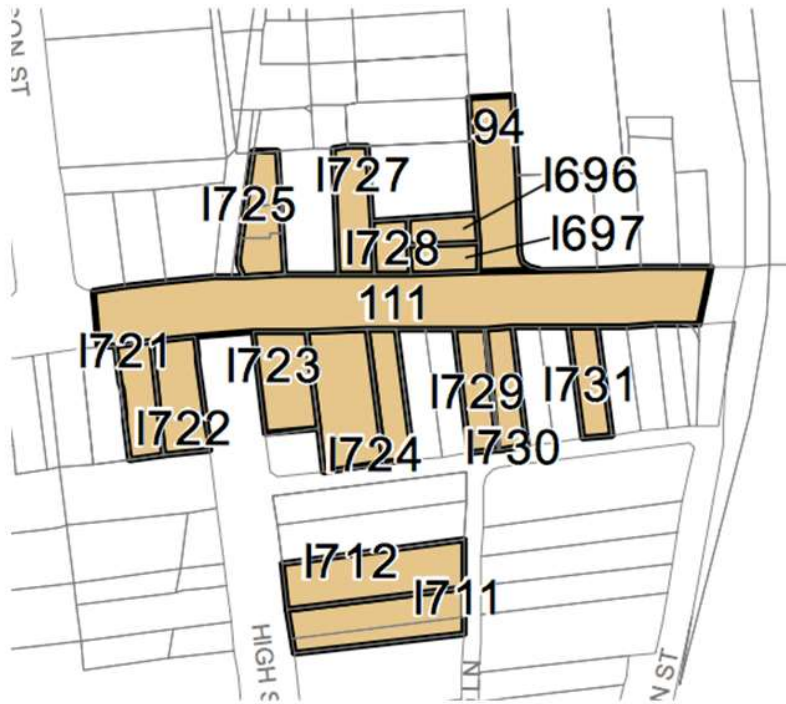
Could you please clarify what these items are and their current status.

Yours faithfully,



JOHN OULTRAM

¹ # These items could not be identified in the LEP
Nominated Architect. John Oultram NSW ARB 7359



Parramatta Local Environmental Plan 2011 – Heritage Map Sheet HER_010

Nominated Architect: John Oultram. NSW ARB 7359

Begin forwarded message:

From: Zoran Popovic <ZPopovic@cityofparramatta.nsw.gov.au>
Subject: FW: Marion/Cowper Street, Harris Park
Date: 31 August 2017 9:27:38 am AEST
To: "heritagedesign@bigpond.com" <heritagedesign@bigpond.com>
Cc: Robert Sutton <RSutton@cityofparramatta.nsw.gov.au>

Dear John

Thank you for your enquiry.

Please see below reply from our Strategic Land Use Planning team.

I trust these comments are of assistance. Please contact me if you have any further queries regarding this matter.

Kind Regards

Zoran Popovic| Heritage Advisor
City of Parramatta
PO Box 32, Parramatta NSW 2124
(02) 9806 5559
* zpopovic@cityofparramatta.nsw.gov.au



**CITY OF
PARRAMATTA**

Hi Zoran,

I refer to the request for clarification on the anomalies relating to the heritage listing of properties in Marion and Cowper Street, Harris Park, that staff in Council's Land Use team are aware of.

It is acknowledged that two items shown on Heritage Map HCA _010 as numbers 94 and 111 are not listed in Schedule 5 of Parramatta LEP 2011. Neither are these areas defined as archaeological sites in Schedule 5 of the LEP. From investigations conducted by staff, the inclusion of these items on the heritage map appears to be a map error.

It is noted that provisions in Clause 5.10 Heritage Conservation of Parramatta LEP relates of relevance generally to the protection of Heritage Items. 'Heritage item' as defined in the dictionary of Parramatta LEP, 'means a building, work, place, relic, tree, object or archaeological site the location and nature of which is described in Schedule 5'. Therefore, it is not considered that areas/items shown on the Heritage Map as numbers 94 and 111 would have status in terms of Clause 5.10 as they are not described in Schedule 5.

It is proposed that these anomalies should be investigated and resolved by a future housekeeping amendment to Parramatta LEP 2011.

Regards

Paul Kennedy | Project Officer – Land Use Planning
City of Parramatta

From: John Oultram [heritagedesign@bigpond.com]
Sent: Friday, 25 August 2017 4:03 PM
To: Zoran Popovic
Subject: Marion/Cowper Street, Harris Park

Zoran

Letter re the above

Can you please calcify

Thanks

John

John Oultram Heritage & Design
Level 2, 386 New South Head Road
DOUBLE BAY NSW 2028
(entry via Knox Lane)

11.15 SUBJECT Parramatta Central Business District Heritage Interface Study REFERENCE F2016/07744 - D05097988 REPORT OF Team Leader – CBD Planning 677 RESOLVED (Chadwick)

(a) That Council endorses the "Parramatta CBD Heritage Study of Interface" Areas" provided at Attachment 1 for the purposes of forwarding to the Department of Planning and Environment as a supporting document to the Parramatta CBD Planning Proposal.

(b) That Council endorses the document, "Council Response to the Parramatta CBD Heritage Study of Interface Areas" provided at Attachment 2 and that the Parramatta CBD Planning Proposal be updated accordingly prior to public exhibition.

(c) That consultation on the "Parramatta CBD Heritage Study of Interface Areas" and the "Council Response to the Parramatta CBD Heritage Study of Interface Areas" occur as a part of the public exhibition of the Parramatta CBD Planning Proposal.

(d) That the applicants of site specific planning proposals being assessed by Council which fall within the heritage interface areas of the Parramatta CBD be informed of the outcome of this report.

(e) Further, that the Department of Planning and Environment be advised of this resolution to assist with its processing of the Gateway Determination of the Parramatta CBD Planning Proposal so as to facilitate public exhibition.

**Pacific Planning Pty Ltd**

Property | Planning | Project Management

PO BOX 8 CARINGBAH NSW 1495

T 0437 521 110

E jmatthews@pacificplanning.com.au

18 October 2017

Robert Cologna
City of Parramatta Council
126 Church Street
PARRAMATTA NSW 2124

Attention: Joshua Coy, Project Officer, Strategic Land Use Planning

Dear Rob,

**Planning Proposal
33-43 Marion Street, Parramatta**

I write to respond to your letter of 11 October 2017 containing a '*preliminary assessment*' of the Planning Proposal advanced by Pacific Planning concerning land at 33-43 Marion Street, Parramatta.

The Proposal when adopted would amend Parramatta Local Environmental Plan (LEP) 2011 to increase the maximum building height permissible on the land from 12 metres to 102 metres (32 storeys), and increase the maximum floor space ratio control from 2:1 to 10:1. As such it is a significant planning matter for the city.

The '*preliminary assessment*' suggests that the Proposal should not proceed - in substance because of assumptions about heritage and existing urban design which are plainly wrong. In summary, the assessment erroneously presents the immediate locality of the proposal as dominated by significant listed heritage fabric, whereas in fact the coloured map that is relied upon as supporting that presentation erroneously colours the road surface of Marion Street and Cowper Street as heritage items, and identifies unworthy buildings as of heritage significance without the benefit of any heritage inventory analysis to inform the listing.

The letter then suggests that assessment of this significant Proposal should be stalled until Council completes a heritage study over some unknown length of time, even though assessments by two eminent heritage experts have already been supplied confirming that there will be no significant heritage impact.

The Planning Proposal was lodged on 11 May 2017, which means the "*preliminary assessment*" of the Planning Proposal has taken 5 months.



In that context, where a significant building project is being stalled by misinformation and an unwillingness to consider professional independent assessment advice, it is appropriate for senior Council management to intervene to move consideration of the Planning Proposal forward on an objective basis.

To that end, your personal involvement in the further assessment of the Proposal is sought to advance the Proposal for determination as soon as practicable, and to ensure the Planning Proposal (and associated demolition DA) are reported to Council with a fair summary of the thorough and rigorous heritage assessment that is available.

Introduction

The preliminary assessment reported in the 11 October letter says that the Planning Proposal cannot be supported in its current form 'at this stage', for reasons of heritage significance and urban design. However, in reaching that position, Council staff can be seen to have ignored the detailed and targeted professional studies accompanying the Planning Proposal, instead relying on the conclusions of a CBD wide assessment conducted by Council's consultants which were plainly never intended for that aimed at providing only a broad-brush overview of the city

In short, the assessment relies upon a presentation of heritage significance of the area which does not exist and a misdescription of the surrounding built form, which has been compromised by high density development.

Particularly, neither the Urbis Heritage Study nor the Hector Abrahams Heritage Study of Interface Areas includes any site-specific analysis of the heritage listings within the areas they cover, and do not purport to provide the analysis necessary for Council to reject a site-specific proposal. In contrast, the required detailed heritage analysis has been provided by the thorough assessment conducted applying the protocols of the Heritage Manual contained in the John Oultram and Cracknell Lonergan reports.

When preparing the Planning Proposal, Council was unable to supply any evidence or detailed professional analysis supporting the listing of the heritage items along this part of Marion Street. Until the professional heritage reports supporting the Planning Proposal were prepared, no such heritage assessment seems to have ever been available.

Given that the only site-specific heritage assessment information available supports the Planning Proposal, it is hard to see how Council staff could reasonably have rejected the Planning Proposal on heritage grounds. There is simply no evidence to support rejection of the Planning Proposal.

In Attachment 1 to this letter, I have provided in table form a response to each of the separate propositions in your 11 October letter.

Consequently, for the reasons set out in that Attachment and in this letter, I request that council staff proceeds to assess the application appropriately and progress advice to the Council on the application. In doing so we hope to work with council staff to ensure that the Council is appropriately advised of the issues of error in the LEP mapping, the heritage significance of items on Marion Street and the evidence base for listing and justification for delisting/demolition.

Background

To inform the appropriate development outcome of the subject site, having regard to the strategic planning framework and heritage listings on Marion Street, it is important to consider the background and history of the application.

In late 2016, Council senior planning staff were approached with the view to lodge an application. At that time, we were advised that the key issue for the site was listing of heritage items and the requirement for more and better study of the effected items. Council staff directed us toward the 2015 Heritage Study undertaken by Urbis on behalf of Council when preparing the draft CBD LEP. It is noted that the Study in recommending *“the existing FSR of 2:1 is to be maintained for development fronting Marion Street”*, did not include any analysis of the heritage values of those items and also acknowledged that *“the setting of the precinct has been compromised by high density development”*.

Therefore, there was very little evidence base to inform and assist with the appropriate development controls for the subject site. Notwithstanding, we carefully considered the appropriate consultants and identified a heritage consultant who has the credible and detailed understanding of the Parramatta LGA. The consultant also possessed the largest collection of historical library on the Parramatta European heritage. Post the appointment of this first consultant we then engaged an additional independent heritage consultant to undertake an autonomous analysis, including separate onsite fabric analysis investigation and independent research of historical items. Finally, this consultant applied his recommendation in accordance with the specific OEH guidelines. Those reports are with council.

Meeting with Council – 1 February 2017

On 1 February 2017, a meeting was held with council staff where we advised of our intention to investigate an amendment to the planning controls for the site following the completion of detailed heritage investigation on the land. At that meeting staff advised us that any proposal would need to carefully consider and provide further assessment of heritage listed items. Council officers invited us to report advice back to them for consideration. The consultant advised council staff that the initial but detailed findings of listed buildings, including 29, 31 and 37 Marion Street were that the buildings were in very poor condition and were intrusively and irreversibly altered and as a result were not worthy of retention.

Council staff acknowledged the findings and advised that any historical records possessed by Council may assist with understanding the evidence base for the listings and capacity for the area to accommodate redevelopment. Subsequently we were advised by Council that no records existed that would assist with the validity and evidence base for the listings; consistent with our consultants' records and findings.

Meeting with the Department of Planning and Environment

We met with the Regional Office of the Department of Planning and Environment and advised them of the studies we were undertaking. At that time, we advised the Department that the advice we were receiving from the expert Heritage consultants was that the listings seemed to be not valid and the original 1998 historical data in the LEP were incorrect. The Department advised that they were not

surprised of this information. They advised that the LEP did not prohibit demolition. It was also considered that the issue of local heritage listings were complicated requiring extensive resources and cost to specifically test the value in accordance with the OEH guidelines as to the actual and real value of items and the validity of them being maintained. They felt in the interests of appropriate scientific planning merit assessment process it was appropriate for studies to be undertaken to provide specific evidence based research to test the validity of items. The Department advised that for this circumstance it was sensible to undertake these studies prior to a gateway consideration, not post.

The Department advised us that the draft CBD LEP had issues needing further assessment and therefore they were advising the council to undertake further and more detailed studies on the issue of heritage. We were encouraged by the Department to provide information to the Council but as the draft CBD LEP would take some time to consider that it was likely wise to consider lodging a planning proposal to enable further and more detailed study including the relevance of the heritage items.

Meeting with Council - 10 May 2017

On 10 May 2017, a meeting was held with Council staff where we advised that we were progressing with the lodgement of an application and that further historical research identified errors in the historical assumptions in the listing of items in the LEP, which further weakened the integrity of listings in the area. At the meeting, we also provided Council with our concerns that the LEP had mapping errors that promoted Marion Street to be more impacted by heritage than actually is the case.

At this meeting, the Council officers advised us that the Department had requested that a report be undertaken to assess the heritage issues in the draft CBD LEP and provide advice back to the Minister. That study had been commenced. The detailed heritage investigations and empirical scientific evidence were offered to assist Council and Council's consultant understand the validity of the listings, in order to be able to make informed and accurate recommendations on interface issues and potential development controls.

The offer was subsequently rejected by Council staff.

Heritage

The draft CBD LEP provides for an FSR of up to 6:1 along Marion Street, and up to 10:1 nearby. The Heritage Study prepared by Urbis was considered when establishing proposed controls for the City Centre South Area of the CBD.

The Urbis Heritage Study was initiated as follows:

"The Parramatta CBD Heritage Study prepared by Urbis investigated heritage issues for the entire Parramatta CBD Planning proposal boundary. This study provided Council with a broad heritage analysis and recommended FSRs to inform detailed work through the planning proposal process."

While the Heritage Study provided a broad heritage analysis, it failed to provide any detailed analysis of the validity of heritage listings in Marion Street and failed to identify the mapping errors in the LEP. In doing so, the assessment of heritage along Marion Street in the Study is as follows:

"There are a number of heritage items retained along Marion Street (north and south side) with some additional items in the vicinity. Items are generally characterised by 1-2 storey residential development, incorporating late 19th and early 20th century styles."

Further, the Urbis Report in considering the context and setting for these items notes:

"The setting of the precinct has however been compromised by high density development, in particular along Cowper Street and adjoining heritage items to the south of the precinct."

The Urbis Study, does not contain heritage assessment and recommended development controls sufficient to inform reliable and reasoned decision on the capability of the area to accommodate future redevelopment. Further, the Study did not pick up the errors in the LEP Mapping, whereby the pavement area of Marion Street and Cowper Street roads are specifically listed. A more thorough and detailed level of analysis was required before that report and the Hector Abrahams Interface Report can make reliable recommendations concerning the subject site.

The Hector Abraham Architects Heritage Study of Interface Areas was initiated as follows:

"The Parramatta CBD Heritage Study of Interface Areas prepared by Hector Abraham Architects provides Council with a detailed heritage analysis of the interface areas within the Parramatta CBD Planning proposal boundary."

The Hector Abrahams Study premises its discussion around heritage and development based on a high concentration of individually listed heritage items. Unfortunately, the errors are not identified, and again this was not brought to the attention of the consultant by Council staff (albeit that council staff have advised in writing that they are aware of the errors in the LEP yet the Council were not informed). Further, their Study is based on an assumption that all listings are warranted and informed by evidence and science. I note the Study was finalised in June 2017 after the Planning Proposal was lodged, which was supported by detailed heritage and fabric analysis, prepared by Cracknell & Loneragan Architects and John Oultram Heritage and Design.

I am therefore very concerned that the recommendations in both Council commissioned heritage studies have been misinformed and are therefore not reliable in forming a predetermined view on the demolition Development Application and Planning Proposal. Both applications have been supported by extensive research, analysis and thorough internal investigations of a number of heritage items.

This is not to say that where heritage values are truly evident that they should not be protected and future development should be appropriately respectful of these values. However, there is no evidence behind the recommendations of the Study and the appearance of a concentration of items on a map is not an adequate basis to withdraw or revise the Planning Proposal or reject the demolition Development Application.

For example, the mapping errors that list the Marion Street and Cowper Street roads have not been removed and not picked up by the Heritage studies and Council reports despite Council staff being aware of this and advising our heritage consultant in writing. Further, the detailed heritage and fabric analysis

of a number of items on Marion Street has found no science to the listings. Therefore, as detailed below, the appearance of a concentration of heritage items completely changes when the errors are corrected and the analysis we have undertaken and provided is applied. We note that item I724 is also poorly represented in the LEP mapping when the actual site conditions are considered.

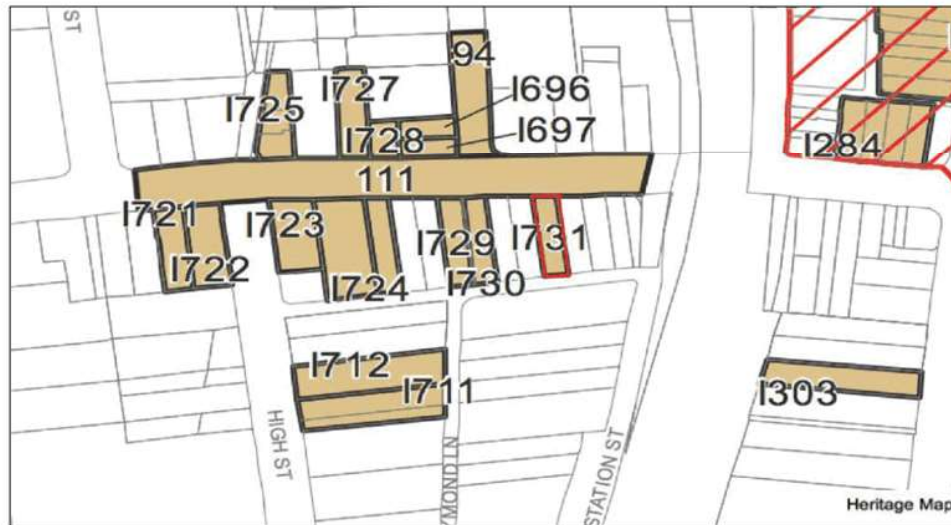


Figure 1: Current LEP Heritage Map for Marion Street



Figure 2: Potential Heritage Map when errors and listings are corrected

The above LEP Heritage map could be further amended following additional detailed analysis of other heritage items not captured by the Planning Proposal or its interface. Under the above scenario, the eastern end of Marion Street is capable of supporting redevelopment without the heritage conflicts previously assumed. It was on this basis that the Planning Proposal was prepared. Heritage was the first

matter assessed when considering the development potential, if any, of the site. It is noted that the expert reports provided with the applications support the outcomes of the proposed LEP change for this site. Notably Council's letter relies on the heritage studies and most recent Council resolution in recommending the letter be withdrawn or amended. However, the heritage analysis is misguided and does not reflect the evidence base that has informed the preparation of the Planning Proposal in regard to heritage. Further, this was not brought to the attention of Council when considering the CBD Planning Proposal and Heritage Interface Study on 11 April 2016 and 10 July 2017.

In this regard, it is therefore requested that Council undertake its normal rigorous assessment of the material and evidence submitted in support of the Planning Proposal, advance the correction of the mapping errors and progress the Planning Proposal to the next stage of the plan making process. It is evident from the above, that there is a lack of historical evidence for the listings in the Marion Street area and the Planning Proposal and Development Application is supported by thorough analysis and assessment.

Urban Design

Council's letter notes the future development of the subject site facilitated by the Planning Proposal will be *"significantly at odds with potential future controls for Marion Street resulting from the endorsed Council position in relation to Heritage Interface Issues"*.

Council's currently endorsed position was based off heritage studies that were not informed by detailed heritage and fabric analysis that tested the integrity of the listings. In making a recommendation for a Heritage Conservation Area (HCA) along Marion Street, the Heritage Interface Study by Hector Abrahams recommends:

"A separate defined heritage study would be required to investigate whether Marion Street should be identified as a HCA. This study would assess the heritage significance of all existing buildings within the proposed HCA, including contributory significance and overall character."

That statement acknowledges that the heritage listings in the area required further detailed assessment and the validity of the listings were questionable.

An adequate assessment of the heritage significance of the (inappropriately) listed items should have been undertaken to start with, rather than assuming significance without evidence when recommending development controls and the listing of a HCA. In contrast, the controls advanced in the Planning Proposal are supported by the detailed heritage and fabric analysis undertaken by our independent consultants.

Therefore, while Council's letter refers to the existing Council resolution, it is a resolution made without detailed heritage analysis, and relies upon erroneous mapping which has not been brought to Council's attention.

What the controls advanced by the Planning Proposal will achieve is an appropriately dense form of development for this central CBD location which will interface well with the nearby heritage that is truly of value.

Further, the concept of a point tower in this location as identified by the supporting Urban Design Report prepared by Aleksandar Design Group, was proposed for the following reasons:

- To mitigate any overshadowing to the south of the site, and ensure a fast-moving shadow would provide sun access to surrounding residential properties.
- To provide for ground floor open space, through links and active frontages to create a strong public realm through to the train station.
- To define the end of Marion Street, create an entry point from the train station, and a logical extension of tall buildings on the east side of Cowper Street.
- The concept of a tall building next to or nearby smaller heritage items is not unusual or uncommon, particularly throughout the Parramatta CBD, with example of buildings even cantilevering over heritage items. Also,

Nearby heights on Marion Street extend to 100 metres with FSR's up to 10:1, including land on Anderson Street that abuts heritage items. With the evidence base supporting the Planning Proposal, that Council has not been made aware of, the heights and FSR's for the eastern end of Marion Street have not been adequately informed.

Conclusion

Council's letter suggests that the Planning Proposal should be delayed until Council undertakes further testing of the controls, and conducts a further heritage study of the heritage significance of existing buildings. However, (fortunately) that assessment work has already been undertaken for heritage on the subject site, which Council has not been made aware of.

It is an important aspect in the development of public policy that elected and delegated decision makers are presented with accurate and clear information when advice is sought from public officers on policy direction. We feel an historical analysis of process to date shows that not all relevant information has been provided to those decision makers at critical times.

Council staff should ensure this issue is considered for future reporting.

We also request that in the interests of appropriate merit based assessment requirements, comments relating to the merit of the Development Application are withdrawn at this time until detailed assessment has been considered.

Therefore, in closing, it is considered that the Planning Proposal has site specific and strategic planning merit and should be progressed to the next stage of the plan making process for consideration by Council and the Gateway for the following reasons:

- Council endorsed a greater FSR of up to 6:1 on the subject site, and up to 10:1 nearby.
- The application includes a generous public benefit offer in line with Council draft policy to assist in the provision of significant public benefit.
- The Heritage studies did not consider the heritage significance of items that influenced recommendations on height and FSR.

- The mapping errors in the LEP related to the listing of the roads have not been amended or brought to the attention of the heritage consultants or Council.
- The recommendations that informed Council's endorsed position on the Interface Study were misinformed and unreliable.
- Testing of the heritage items and development controls have been undertaken in great detail for the subject site in support of the application.
- For Council to determine to refuse the demolition Development Application without considering the results of the available heritage assessment reports is against the objects of the EP&A Act. Considerable analysis has been undertaken, including fabric analysis of the integrity of the item.
- Council has endorsed a position that recognises that a Study is required that considers the heritage significance of individual items, notwithstanding the recommendations on development controls. Detailed heritage significance of individual items has been undertaken and made available, which Council has not been made aware of or had the ability to consider in the context of the Council's commissioned heritage studies and CBD Planning Proposal.
- Deferring site specific planning proposals will only cause uncertainty. The purpose of the Gateway process is to allow further analysis and study to be undertaken in relation to these issues.

Therefore, as previously stated, it is requested that the Planning Proposal and supporting documentation, including the detailed heritage study that has been undertaken be assessed and reported to Council for further consideration.

In this regard, I look forward to working with Council and the Department of Planning and Environment on the proposal and considering further the issues related to urban design and heritage significance and interface. If you have any questions in relation to this matter, please do not hesitate to contact me on 0437 521 110.

Yours sincerely



James Mathews
Planning Director
Pacific Planning

Attachment 1 – Response to issues raised by Council 11 October 2017

Council Comments	Response Items and Notes
<p>Council Officers have undertaken a preliminary assessment of the Planning Proposal and can advise that we are unable to support the proposal in its current form. Specifically, the following issues were identified:</p>	<p>We note that the council has been in receipt of the Planning Proposal since 11 May 2017. It has taken council 5 months to undertake a preliminary assessment of the application. We note that we have provided a detailed and comprehensive application that specifically addresses a number of issues particularly in relation to heritage and urban design.</p>
<p>Heritage</p> <p>On 11 April 2016, Council adopted the draft Planning Proposal for the Parramatta CBD (CBD PP) to seek a Gateway Determination from the NSW Department of Planning and Environment (OPE).</p>	<p>Noted.</p> <p>The then elected council provided a density control for our site which is not too dissimilar to that applied for under the Planning Proposal. The Heritage Study that supported the CBD PP, in acknowledging that <i>“the setting of the precinct has been compromised by high density development”</i> included no analysis of the heritage significance of existing heritage listings, which should have been the basis for any recommendations on the potential for future redevelopment and proposed development controls.</p>
<p>Since that time, a number of site-specific Planning Proposals have been lodged with Council that have, to varying degrees demonstrated compliance with the development standards adopted in the CBD PP. A particular issue identified were heritage interface issues with local heritage items and heritage conservation areas within, or within proximity to land affected by the CBD.</p>	<p>We note the issue of heritage. Our project team, including our heritage and urban design consultants have been in contact prior to and post lodgement of the Planning Proposal. The application is benefited from autonomous studies specifically on the significance of a number of heritage items on Marion Street. Those studies have identified errors in the LEP mapping, which was also acknowledged in writing by Council staff, and challenged the validity of the listings through detailed fabric and historical analysis.</p> <p>Our detailed analysis of the fabric and conditions of 37 Marion Street demonstrate that there is no value in the item and building being retained. Further reports in relation to other heritage items have also been prepared and offered to Council to assist with its Heritage Studies and informing development controls for sites in this area.</p> <p>We note that we met and informed Council of these issues and provide reports to them to assist in the understanding of issues. It is therefore of interest as to why council has proceeded down a path of reports to protect heritage items when no assessment has been considered on the value or relevance of those items. We feel therefore that good planning process has not been followed by council in considering these items.</p>

<p>To better understand these potential heritage interface issues, Council engaged Hector Abrahams Architects to prepare a Study to assess at a precinct scale the impact of the proposed controls on heritage items and heritage conservation areas within and adjacent to the Interface Areas, and to provide recommendations to ensure new growth and development occurs in a manner that protects and manages the city's heritage assets and demonstrates consistency with Section 117 Direction 2.3 Heritage Conservation .</p>	<p>We met with Council staff with our consultants on 1 February 2017 and again on 10 May 2017 and advised that our independent studies for a number of items on Marion Street were showing that there was little to no value in the items listed in the LEP. At that time we advised staff that it would be sensible to firstly consider if the items had any actual value and we would be happy to provide our reports to staff and Mr Abrahams prior to the finalisation of the reports so the Administrator could have the value of the entire items. Staff did not accept this offer and made recommendations to Council on development controls and interface policies based on an assumption that all heritage listings were accurate. The two separate Heritage Reports in relation to 37 Marion Street were lodged with the Planning Proposal</p>
<p>On 10 July 2017 Council endorsed the <i>Parramatta CBD: Heritage Study of Interface Areas</i> report ('the Study') and the "Council Response to the Parramatta CBD Heritage Study of Interface Areas". These documents were subsequently forwarded to the DPE as a supporting documentation to the CBD PP.</p>	<p>I note the draft CBD PP provides for an FSR of up to 6:1 along Marion Street, and up to 10:1 nearby. Further, I note the Hector Abraham Architects Heritage Study of Interface Areas was initiated as follows: "<i>The Parramatta CBD Heritage Study of Interface Areas prepared by Hector Abraham Architects provides Council with a detailed heritage analysis of the interface areas within the Parramatta CBD Planning proposal boundary.</i>" The Hector Abrahams Study premises its discussion around heritage and development based on a high concentration of individually listed heritage items. The errors in the LEP mapping are not identified and the Study is based on an assumption that all listings are warranted and informed by evidence and science. The evidence provided and offered as part of the Planning Proposal submission has not been considered or assessed when informing the controls recommended by the Heritage Interface Report and subsequently endorsed by Council. It is again of concern that development controls are being proposed without due diligence of the integrity of the heritage listings in the area. I also note that while this has been submitted to DPE, a Gateway determination has yet to be issued.</p>
<p>The demolition of a local heritage item is highly unlikely to be supported prior to the completion of this study; and</p>	<p>Two independent and autonomous heritage studies have been undertaken in support of the demolition of 37 Marion Street, which is listed as an item of local heritage under the Parramatta LEP 2011. The studies included detailed heritage significance and fabric analysis to determine the integrity of the listing and value of retention. I note that staff were provided a draft of the studies at our meeting in May where we advised that the fabric analysis showed that the property had little value.</p>

	<p>I therefore question the justification of Council staff to reject the evidence base and detailed heritage analysis by two independent heritage experts and the pre-emptive position in relation to the demolition Development Application of 37 Marion Street. I am not aware of any evidence to the contrary that Council is in ownership of, and therefore such a statement is against the objects of Section 79C of the <i>Environmental Planning and Assessment Act 1979</i>. For Council staff to form this view implies that our consultants' heritage analysis is untrue or misleading, especially when Council have been unable to provide any evidence or science to the alternative.</p>
<p>A modified Planning Proposal that reflects Council's endorsed position on heritage conservation in the South-West Parramatta Interface Area could be considered by Council officers to have strategic merit, subject to a future assessment of other relevant planning considerations.</p>	<p>We feel that the council's process of determining controls for this area has not followed a sensible merit based processes of firstly testing the items in the LEP. The recent acknowledgement of council strategic staff of the knowledge of the errors in the LEP mapping are of interest. Despite staff noting knowledge of this error it was not reported to the council or the administrator at any time. We feel such omissions call into question the validity of the Hector report.</p> <p>The basis for the development controls proposed by the Heritage Interface Report are inconsistent with the extensive analysis and independent findings of our heritage consultants. There is no assessment of the integrity of the listings that has informed the Heritage Interface Report, which calls in to question its reliability.</p> <p>The Planning Proposal has been informed by extensive analysis of heritage and urban design issues in proposing appropriate development controls for the site. To dismiss this work preferring to rely on a Report with no evidence base is not a preferred approach. In this context it is preferred that the proposal undergo the usual Council assessment processes and proceed to a meeting of Council where the matters raised in the submission can be raised.</p>
<p>Urban design</p> <p>The current planning proposal for the subject site will be significantly at odds with potential future controls for Marion Street resulting from the endorsed Council position in relation to Heritage Interface Issues, which forms a supporting document to the CBD PP.</p>	<p>I note that Council's currently endorsed position was based off heritage studies that were not informed by detailed heritage and fabric analysis that tested the integrity of the listings. Nearby heights on Marion Street extend to 100 metres with FSR's up to 10:1, including land on Anderson Street that abuts heritage items. With the evidence base supporting the Planning Proposal, that Council has not been made aware of, the heights and FSR's for the eastern end of Marion Street have not been adequately informed.</p> <p>While Council has endorsed potential future controls for Marion Street, the evidence base and science behind the controls lacks integrity and depth. The study and analysis undertaken in support of the Planning Proposal demonstrates that alternative controls for</p>

<p>It is also considered that a point tower concept is unlikely to adequately respond to the context and envisaged building typology that would respect the heritage significance of South-West Parramatta Interface Area. This is notwithstanding the additional question of demolishing the heritage item at 37 Marion St, which also forms part of the planning proposal.</p>	<p>part or all of Marion Street may be more appropriate subject to Council assessment and formal consideration.</p>
<p>It is noted that a 2:1 FSR is unlikely to be fully realised with a 12m maximum height limit, and further testing of the controls would likely be required. Further, Council is yet to undertake a separate defined heritage study assessing the potential merit of establishing a new HCA, and the CBD PP is yet to receive a Gateway Determination, creating further uncertainty around future controls for the Interface Area .</p>	<p>Further, the concept of a point tower in this location, as identified by the supporting Urban Design Report prepared by Aleksandar Design Group was proposed for the following reasons:</p> <ul style="list-style-type: none"> • To mitigate any overshadowing to the south of the site, and ensure a fast-moving shadow would provide sun access to surrounding residential properties. • To provide for ground floor open space, through links and active frontages to create a strong public realm through to the train station. • To define the end of Marion Street, create an entry point from the train station, and a logical extension of tall buildings on the east side of Cowper Street. • The concept of a tall building next to or nearby smaller heritage items is not unusual or uncommon, particularly throughout the Parramatta CBD, with example of buildings even cantilevering over heritage items.
<p>It is therefore recommended that site-specific planning proposals that are inconsistent with the Draft Heritage Interface Study are deferred until there is greater certainty regarding future controls, to ensure that the Draft CBD Planning Proposal is not undermined prior to the issuing of a Gateway Determination by the DPE.</p>	<p>I find it difficult to understand why the heritage significance of these items would not have been undertaken to start with, rather than making this assumption when recommending development controls and the listing of a potential Heritage Conservation Area. Further, the detailed heritage and fabric analysis undertaken by our consultant and the additional autonomous expert assessment underpins the Planning Proposal. The recommendation by the Hector Abrahams Study that a separate defined heritage study that assesses the heritage significance of all existing buildings should be prepared is an acknowledgement that there is a lack of rigor and uncertainty around the heritage listings in the area.</p> <p>The purpose of the Gateway process is to allow further analysis and study to be undertaken in relation to these issues. It is certain that independent studies have both found errors in the mapping in the LEP and a lack of heritage significance in the listing of items in the LEP. To ignore this evidence base provided to Council that may assist Council in preparing appropriate development controls for Marion Street actually undermines the heritage assessment and interface analysis being undertaken by Council.</p> <p>The work we have undertaken should be utilised by Council and the State Government in its deliberations in relation to appropriate controls for Marion Street.</p>

	<p>In this regard, while it is acknowledged that Council does seek to undertake more detailed assessment of the integrity of the heritage listings, after the fact, the evidence identified in the Planning Proposal should be forwarded to the DPE to assist the Gateway in its deliberations over the CBD PP.</p> <p>For the reasons set out in this table, which directly addresses the matters raised by Council in its letter, I believe that the extensive assessment and fabric analysis undertaken in support of the Planning Proposal supports the redevelopment of the subject site to a height and density above that recommended by the Heritage Studies commissioned by Council, which have not considered the heritage integrity of existing items. Consequently, I request that council staff proceeds to assess the application appropriately and progress advice to the Council on the application</p>
<p>Accordingly, it is requested that you either provide Council with a modified proposal that responds to the issues identified, or withdraw the Proposal. Please indicate within 14 days of this correspondence whether you are withdrawing the Planning Proposal. A proportionate refund of the application fee may be possible.</p>	