

PLANNING PROPOSAL HERITAGE ASSESSMENT



2 O'Connell Street Parramatta

DECEMBER 2016

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ISSUED	REVIEW	ISSUED BY
Dec 2016	Final	Robert Staas

EXECUTIVE SUMMARY

This report has been prepared to accompany a Planning Proposal for the redevelopment of land at 2 O'Connell Street Parramatta that is located in the vicinity of the St Johns Cemetery, an item of National significance that is entered on the State Heritage Register under the NSW Heritage Act.

The Cemetery is clearly defined by its boundary wall that forms the frontage of that site to O'Connell Street opposite the subject site. Existing development surrounding the cemetery has a visual impact on its setting both from the outside of the wall in the public domain and from within the enclosed space.

The development that would arise from an approval of the current planning proposal options would have an increased visual impact on the cemetery but would have relatively low impact on the identified heritage values and significance of the place.

The existing building occupying the subject site is not identified as a heritage item and there are no other heritage items in the immediate vicinity apart from the cemetery. The site has no identified archaeological potential.

Parramatta City centre and the perimeter areas are undergoing a substantial change in character as major developments continue to be implemented as a 21st century overlay to the early colonial layout of the town. These developments have been considered in the light of their impact on the surviving Colonial heritage items and spaces within the town centre.

The St Johns Cemetery occupies a site that is at the very edge of this new development pattern in the CBD and because of its clearly defined open character with a surrounding wall is somewhat isolated from it.

Views of the tower elements of the proposed development will in time be read against higher development already approved for the town centre and will not result in significant adverse impact on the wider setting of the cemetery. The proposed Podium concept for O'Connell Street provides for an adequate transition in scale that also provides a unified presentation on the street frontage opposite the heritage item.

The significant vista along Airds Street to the central path of the cemetery will remain unaltered and should be reinforced in any final design proposal for the sites on either side of that street.

Adequate provision for street tree planting along the eastern side of O'Connell Street should form part of any final design resolution to re-establish a more landscaped setting for the Cemetery.

Major Recommendations

This assessment finds that there is no significant adverse impact on the identified heritage values of the St Johns Cemetery site as set out in the NSW Heritage Office Inventory and that the potential visual impacts on the wider setting of the item can be appropriately mitigated through detailed design for any future building and landscape works.

In particular, the northern edge of the new development to Airds Street needs to consider the existing axial view from the cemetery path and the public domain landscaping of the eastern side of O'Connell Street should be enhanced.

This assessment finds that the form of development arising from the Planning Proposal is compatible with the wider setting of the heritage item located opposite this site and that the form of development is an appropriate one to define the western edge of the Parramatta CBD.

This assessment also finds that impacts on the wider setting of the World Heritage Precinct containing Old Government House would not be unreasonable in the context of this developments proximity to the emerging city centre character of Parramatta.

This report recommends approval of the Options provided in the Planning Proposal.



ROBERT STAAS
Associate Director / Heritage Consultant
NBRSARCHITECTURE.

December 2016

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PLANNING PROPOSAL FOR 2 O'CONNELL STREET PARRAMATTA

1.1 INTRODUCTION

This Heritage Assessment was prepared for Stata Plan 20716, by NBRS+PARTNERS to accompany a Planning Proposal for the potential redevelopment of land at 2 O'Connell Street Parramatta involving an increase in allowable height and density for the site over that currently available under the existing planning controls. The site is located in an area of the city identified as City Core. The site does however form the perimeter of that area.

1.2 DEFINITION OF THE STUDY AREA

The site is located on the western edge of the Parramatta Central Business Area south of the railway corridor. The site has its principal frontage to O'Connell Street and secondary frontages to Aird Street and Campbell Street. Located to the west of the site is the heritage listed St Johns Cemetery. Located to the east is the large commercial complex comprising Westfield Shopping Centre.

The location and its context is shown in Figure 1 and Figure 2.

NSW Land & Property Information describe the site as Strata Plan (SP) 20716 which comprises 63 allotments.



Figure 1 _ aerial view showing the subject site in relation to its context in Parramatta.

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1.4 METHODOLOGY

This report generally follows the format set out in the document entitled *Assessing Heritage Significance (2001)* published by the NSW Heritage Office. The terms *fabric, place, preservation, reconstruction, restoration, adaptation* and *conservation* used throughout this report have the meaning given them in *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter) 1999*.

1.5 LIMITATIONS

The report is a result of analysis of available research material combined with a physical assessment of the existing site the current building fabric and a streetscape analysis.

1.6 AUTHORSHIP

This report was prepared by Robert Staas,, Heritage Consultant and Associate Director, using research and a history written by Léonie Masson, Historian, of **NBRS**ARCHITECTURE.

2.0 DOCUMENTARY EVIDENCE

2.1 PRE-EUROPEAN HISTORY

Parramatta was occupied by the Darug Aboriginal people prior to the arrival of the British in 1788. It is part of their traditional hunting and fishing grounds. The Burramattagal clan of the Darug lived at the head of the harbour. Areas near the Parramatta River were an important area for camping and fishing for 10,000 or more years. In the fresh water they caught mullet, crayfish, shellfish and turtles and in the salt water eels, fish, shellfish and molluscs. Fish were an important part of the diet of people living in the Sydney region in pre-colonial times. Trees, stringybark (E agglomerates) and bangalay (E botryoides), provided resources for making canoes for fishing. An extensive Aboriginal presence in the area of Parramatta was documented by the British who set out from Sydney Cove to explore the Parramatta River and locate fertile land to grow the crops needed to sustain the new arrivals.¹

2.2 HISTORICAL BACKGROUND – EARLY SETTLEMENT²

The area of Parramatta, then Rose Hill, was settled in November 1788 and was the second British settlement on mainland Australia. Governor Phillip sent out exploring parties to survey Sydney Harbour and the river at the head of the harbour shortly after landing at Sydney Cove. On Sunday 2 November 1788 Governor Phillip and others, including marines, established a military redoubt at Rose Hill. Convicts were sent to Rose Hill to commence farming as this land was considered to be more fertile than the land near Sydney. Initially an agricultural settlement, it soon became a small town and grew in importance.

With the success of farming at Rose Hill, Phillip decided to expand the settlement. In 1790 Governor Phillip and Surveyor Augustus Alt laid out a town plan with High Street (George Street) running between the planned site of Government House and the Landing Place at the eastern end of Parramatta, near Harris Street. The township was laid out on land previously used for growing crops.³ As set out, George Street was 205 feet (63 m) wide and a mile (1.6 km) long. On either side of the street, huts were to be erected, each capable of containing 10 persons and at a distance of 60ft (18.5m) from each other, with a garden area allotted at the rear of each hut. Tench and Collins wrote that they were 60ft (18.5m) apart but Governor Phillip had written to the British Government they were to be 100ft (30.8m) apart. The huts were to be built of wattle and daub with thatched roof and were to be 12 by 24ft (3.7 x 7.4m). The new street and the huts were built by the convicts from July 1790. By September 1790 bricks were being fired for a barracks and store house and 27 huts were being built along High Street (George Street).⁴

Phillip renamed the township Parramatta by November 1791. Parramatta, meaning lots of eels, was the name given by the traditional owners.⁵ Parramatta township referred to the area from the foot of Rose Hill and the land for one mile along the creek (Parramatta River). In a painting by Brambila (1793), an artist on a Spanish expedition, the main street has rows of modest huts regularly spaced along the street leading towards Government House (Figure 4). For a period, Parramatta, as the main agricultural settlement and focus of convict labour, became the main township with Sydney being less important.⁶

In time, as convicts were freed and free settlers acquired houses in the town, a less rudimentary town emerged. Huts, and later houses, were bought and sold although the possessors had no title to them apart from the right of occupancy of a piece of land assigned to them by the magistrates or the

¹ PHALMS 2000:94; Australian Museum website.

² This text is similar to Casey 2009.

³ Tench 1799:195, Nov 16, 1790.

⁴ David Collins, *An account of the English Colony in New South Wales (1798)*; Watkin Tench, *Sydney's First Four Years (1793)*

⁵ HRNSW 1(2):539

⁶ Tench 1799:258, December 8, 1791

Governor. In order to regularise the situation, the crown commenced to issue leases for town allotments, both in Sydney and Parramatta, for either 14 years or 21 years' duration. There was a trickle of leases issued from the 1790s onwards, usually to people with business interests in the town who were seeking security of tenure. Between 1790 and 1820 convicts had to provide their own accommodation. After this time convicts were housed in barracks rather than the earlier huts, allowing the land to become available for emancipists and new settlers. Soon convicts were sent on assignment to labour on rural properties where the owners had to provide food, clothing and accommodation. Often married convicts were assigned to their free or emancipist spouse or relative.⁷

After the replacement of Governor Lachlan Macquarie in 1821 by Sir Thomas Brisbane and in the wake of the Bigge commission into the colony, the Surveyor-General, John Oxley, was delegated to create order from the chaos of town tenures across the colony. After Parramatta was comprehensively mapped in 1823, in order to establish the identity of the holders of town lands, many occupiers were offered leases from the crown, which they accepted. All leases were dated as 30 June 1823. On the basis of these leases, householders in Parramatta could apply for a grant of land if they had erected buildings worth over £1,000 or, alternately, they could obtain a grant by the payment of 21 years quit rent.

Since the Crown took much greater interest in the nature of landholding in Parramatta after 1823, there is consequently far greater information about the nature of buildings, improvements and the identity of landholders in Parramatta after that date.

Interpretations of High Street usually describe it as a very wide avenue and Watkin Tench in November 1790 observed ironically that 'it is to be of such breadth as will make Pall-Mall and Portland Place "hide their diminished heads"'.⁸ Yet this is not the image presented by early illustrations of Parramatta (Figure 4 and Figure 5). While the houses are set back from the road there were probably gardens in the area between the road and 'convict hut'. Brambila does indicate the use of ditches (right foreground) which appear to have also operated as stormwater drainage lines.



Figure 4 — Fernando Brambila's view of George Street showing convict huts aligned along George Street (middle ground) with Government House (middle left), 1793. This is the original drawing given by the Spanish visitors to Lieutenant-Governor Grose who sent it back to George III. The four figures in the middle ground are probably Spanish naval officers. (See Figure 5 for detail).

⁷ Kass in Casey & Lowe 2002; Liston in PHALMS 2000:97.

⁸ Tench 1793 (1979):195.



Figure 5 – Detail of Fernando Brambila's view of George Street showing the convict huts aligned along George Street, 1793. (Source: British Library, Maps Library, copy in Mitchell Library, SLNSW)

The typical interpretation of a wide High Street is based on descriptions and plans. It has been interpreted by Morton Herman as Phillip laying out a grand boulevard as in a Renaissance or more probably a Baroque layout. Macquarie then redesigned this alignment and caused the houses to be placed on the narrower street alignment.⁹ Perhaps this interpretation needs to be considered further in the light of these two recently published images. Previous images showing High Street were a single painting or lithograph; the latter must always be treated with suspicion if it is the only evidence available for what an area looked like.¹⁰ Higginbotham in his various reports has adopted the interpretation of the streets and layout as being ramshackle. In the PHALMS report it was noted that Phillip's grand avenue 'was never really achieved. Instead, a haphazard development on larger than normal allotments was a feature of the town until the mid-nineteenth century'.¹¹ The CMP for the Hospital site calls it a 'landscape of control' and notes that the 'tight regimentation reflected the fact that the majority of settlers were convicts and the colonial government sought to impose order on them...The orderly settlement of Parramatta went hand-in-hand with government policy'.¹² This is an issue for further debate which the archaeological evidence of the convict huts may assist in furthering our understanding.

One tentative interpretation is that with the granting of further leaseholds there was a need to fence individual property boundaries because of the 'private ownership' of these lands rather than those occupied by convicts. In addition, on Evans' c. 1804 plan (Figure 6) lines are used to represent the alignment of the original huts, the presence of fences within the original 205 ft (63 m) roadway and a narrower road alignment. It is likely that Macquarie was responding to this practice as established (or allowed) by King. Further evidence supporting the new use of the front part of the properties is that it was noted in March 1791 that the rear yards of the convict huts were to be used for individual gardens and there was no mention of the front yards.¹³ In addition, the 1793 drawing is not clear on this issue but suggests this space is being used in relation to the houses rather than as part of the public road. Governor Phillip had of course left the colony some four months earlier and his instructions may no longer have been adhered to, as happened with the Sydney Domain.¹⁴

In 1802, François Péron described Parramatta as:

Seated in the middle of a fine plain on the banks of a river of the same name, which can be ascended by small vessels as high as the town itself. It is not so large as Sydney Town but contains about a hundred and eighty houses, which form a grand street, parallel with the river...At one of the extremities of Parramatta are barracks, capable of accommodating two

⁹ Kass et al. 1996:22-23.

¹⁰ Casey 2002:ch 5, 62-65.

¹¹ PHALMS 2000:61.

¹² DPWS 2003:23-24.

¹³ HRNSW 3:775.

¹⁴ Casey 2002.

hundred and fifty to three hundred infantry. The whole population of Parramatta, including the garrison, and the inhabitants of the neighbouring farms, is estimated at from fourteen to fifteen hundred souls.

In 1814, Governor Macquarie laid out a number of additional streets in Parramatta, including O'Connell, Marsden and Phillip Streets, as well as a number of other streets. The main street grid for Parramatta, other than the original early streets, mostly dates from 1814.

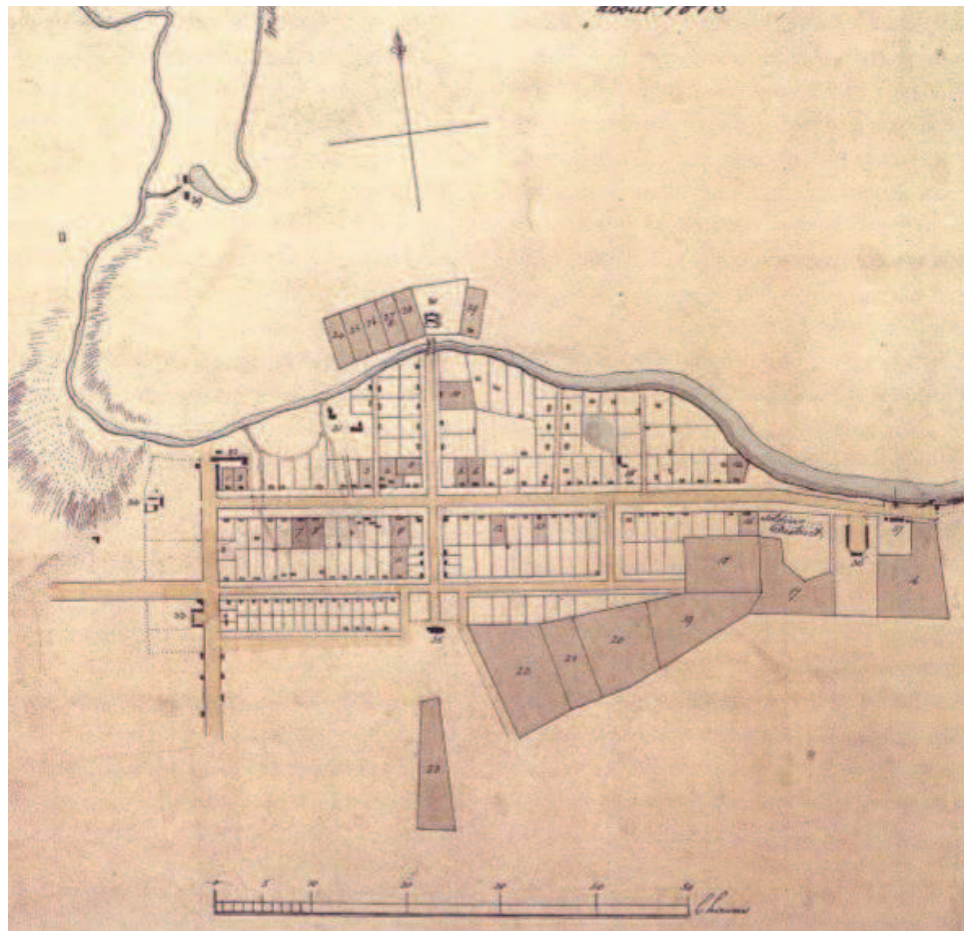


Figure 6 – Evans' plan of Parramatta, 1804. (Rosen 2003)

2.3 ST JOHNS CEMETERY

The following information is reproduced from "The Parramatta Cemeteries - St John's" by Judith Dunn of the Parramatta and District Historical Society, 1991.

St John's Cemetery, the oldest existing European burial ground in Australia, was established on the southern outskirts of the Rose Hill settlement in 1790. There were ten burials in the cemetery by the end of 1790 and a further 67 in 1791.

*The death of Henry Edward Dodd, 28.1.1791, approximately one year after the first burial in the cemetery, has given Parramatta two important firsts. Dodd was Superintendent of convicts employed in cultivation at Rose Hill and his was the first public funeral in the colony. His headstone is the earliest **in situ** in Australia. It was an indication of the esteem in which Henry Dodd was held that when the colony was facing famine, a headstone was provided. It simply inscribed, **H. E. Dodd 1791.***

A Government Order dated Saturday 11 May 1811 stated:

...It being a sacred Duty incumbent on All, to guard and protect the Remains of their deceased Friends from every unnecessary Exposure, it hence becomes necessary that the several Consecrated Burial Grounds should be speedily inclosed in a decent manner.

The inhabitants of Parramatta began an Enclosure Fund in accordance with the government order. The resulting ditch and fence cost £82-4-7, a large sum of money in 1811, and indicating that it must have been a very substantial barrier as convict labour was fairly readily available. However, by the early 1820's the bank and ditch enclosure had fallen into decay and Governor Brisbane gave instructions for the brick wall, which still stands, to be built around the site.

Unfortunately, no records survive that detail any aspect of the construction of the wall; tile brickmaker, builder, and cost are all unknown. The bricks are, however, the typical apricot colour and similar in texture to other bricks known to have been made in Parramatta. Many of the bricks in the wall have impressed arrowhead marks. John Clew's bricks, distinguished by his elongated heart frog mark and by their speckled markings due to impurities in the clay, were subsequently used to repair the walls. He had a particular affinity for the cemetery and its wall and when dying, requested he be buried "**as close to his beloved brick wall as possible**", His grave is alongside the northern boundary.

From the earliest years to late Victorian times the cemetery has seen a huge variety of funerals from the poorest to the most showy and elaborate. Both local and Sydney papers prove a valuable source of information for funeral services and customs of the times. The funeral of D'Arcy Wentworth Esquire took from one o'clock until four o'clock to wend its way from Homebush to the graveside. The Reverend Samuel Marsden was buried "in his own churchyard at Parramatta and upwards of sixty carriages formed the mourning procession."



Figure 7 - St John's Cemetery, Parramatta, around July 1870 / American and Australasian Photographic Company. (Source: Historic Houses Trust, 37945)



Figure 8 – St Johns Cemetery Parramatta. (Source: *The Parramatta Cemeteries - St John's* by Judith Dunn)



Figure 9 - View across St Johns Cemetery towards the railway on the north showing existing development located on the edge of the site. (source State Heritage Register entry)



Figure 10 - View looking down central path to Lych gate and O'Connell street with the subject site opposite on the right. (Source State Heritage Register entry)



Figure 11 - View across cemetery looking towards the subject site in O'Connell Street. (Source State Heritage Register entry)



Figure 12 - O'Connell Street entry to St Johns Cemetery showing boundary wall and later Victorian Lych Gate. (Source State Heritage Register entry)



Figure 13 - View across cemetery to residential developments on the south and west. (Source State Heritage register entry)



Figure 14 - St Johns cemetery boundary walling that extends around the site and creates the frontage to O'Connell Street (Source State Heritage Register entry)



Figure 15 - View over St Johns Cemetery looking south west showing surrounding development.

2.4 PARRAMATTA ARCHAEOLOGICAL MANAGEMENT UNIT 3207

These historical notes are reproduced in full from the NSW Heritage Inventory form (<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2243207>, accessed 6 December 2016). The land comprised in this PAMU immediately adjoins the subject site to the east.

An early plan of the Rosehill settlement (c1790) shows the subject area as part of 'enclosures for cattle'. While there were some free settlers in the town, it was prisoners' huts that dominated the town allotments. The first permanent dwellings constructed in the new town were concentrated along the principal thoroughfares of George, Macquarie and Church Streets. Allotments in George and Macquarie Streets were the site of a number of convict huts that were later occupied by free persons. Each of the convict huts was accompanied by a garden plot. From the earliest settlement, both the convicts and the garrison had been encouraged to plant gardens to relieve the pressure on the Government stores and to provide fresh produce to the town.

A view of the settlement from 1793 shows the area south of Macquarie Street as cleared. This was about the time that what is now St Johns cemetery had been alienated for use as a burial ground.

The subject area was marginal to the early town centre. The 1804 plan of the township shows this area as vacant at this time. Land south of Hunter Street remained largely unoccupied at this time, including the subject area.

In 1811, the newly arrived Governor Macquarie laid out the town of Parramatta in a grid pattern, extending Pitt and Macquarie Streets and creating Phillip Street. Between 1810-14, Smith Street was also created and aligned. Part of Macquarie's plan for Parramatta was the removal of all convicts into a barracks that was completed in 1821. This opened up the town to increased settlement, as the former huts were vacated. Macquarie also implemented a system whereby, to obtain a town lease, the applicant needed to provide building plans prior to the approval of the lease. While the civilian population continued to rise from 1810, investment was hindered by this leasehold system.

During the administration of Governor Macquarie, four-fifths of the houses in Parramatta were held by permissive occupancy alone. The lack of legal status of land occupancy caused a great deal of uncertainty for occupants. Between 1822-3, Parramatta was surveyed and owners and occupiers of land were identified. Of 390 allotments, only ten were held by lease at this time. By 1833, a Commission was established to convert leasehold to grants based on the presence of a structure on the allotment worth at least 1000 pounds.

The 1822 Plan of the Town of Parramatta shows the current street alignment within this area, though the allotments were much larger than the current configuration. This plan shows that both allotments were vacant at this time. By 1844, two wooden buildings had been constructed fronting Aird Street, within an allotment leased to Larkin and granted to Payten by 1844 during the period of leasehold conversion. The allotment fronting Campbell Street, leased to and purchased by W Shelly, remained vacant at this time.

The 1895 Detail Survey Series for this area (Sheet 24) shows two semi-detached houses fronting Aird Street by this time, with a privy at the rear, and the allotment fronting Campbell Street still remained vacant.

By 1951, the Aird Street houses remained intact and the Campbell Street allotment remained vacant. A free-standing brick house was constructed at 24 Campbell Street after 1951 (which still remains intact) and the Aird Street houses were replaced by an apartment building after 1970.

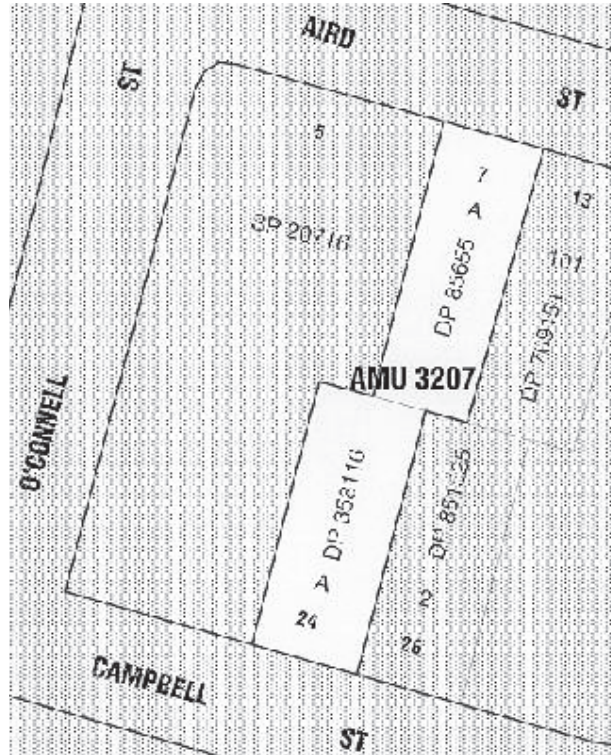


Figure 16 - Boundary of AMU 3207, showing property information, formerly comprising a single-storey brick house at 24 Campbell Street and a three-storey apartment building at 7 Aird Street. Note: This map is indicative only. For full details, please refer to the Parramatta Historical Archaeology Landscape Study 2000 available at Parramatta City Council. (Image by: Godden Mackay Logan / Image copyright owner: Godden Mackay Logan)

2.5 HISTORY OF THE SUBJECT SITE

The subject site is presently known as Strata Plan 20716, being originally part of Lots 4, 7, 21 & 22 in Section 4 of the Town of Parramatta.

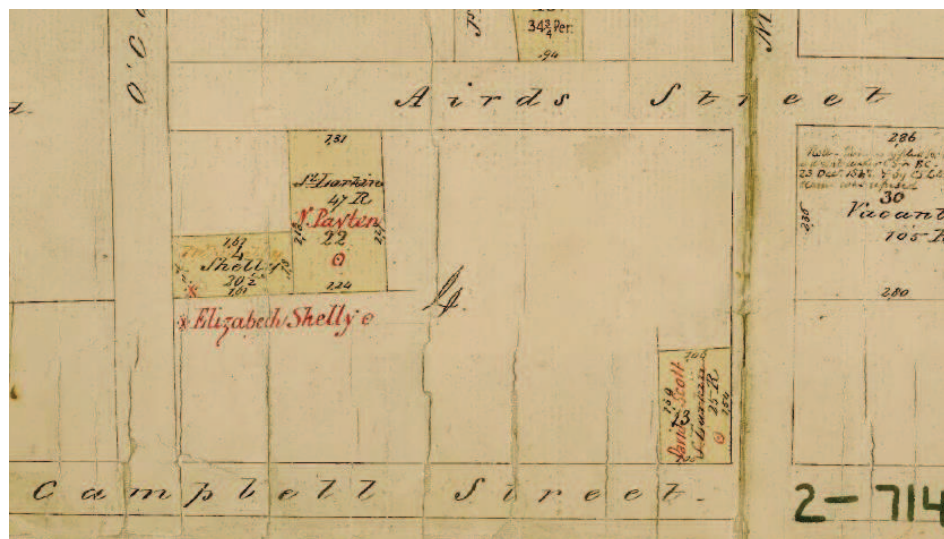


Figure 17 - Detail from Copy of Map of Town of Parramatta, undated (c1840s). Shows allotments for which deed shave been issued in Section 4. (Source: NSW Land & Property Information, Crown Plan P2-714)

Apart from Lot 22, the land awarded to N Payten, there was no development on the subject land before 1844 (Figure 16). Between then and 1895, only one cottage was erected within the study site on O'Connell Street, possibly a house called "Hillside" on Lot 4, originally granted to E Shelly (Figure 19). Note the houses in Aird Street adjoining the subject site of which the freestanding building on the left is comprised in the subject site. Elizabeth Shelly's Lot 7 (Croner of O'Connell and Campbell Streets) remained vacant land.



Figure 18 – Detail from an of the town of Parramatta and the adjacent properties / as surveyed by W. Meadows Brownrigg, 1844. Approximate location of study site circled red thereon. (Source: State Library of New South Wales, Digital Order No. a3705001)



Figure 19 – Extract from Detail Survey Parramatta Sheet 24, 1895 showing approximate location of subject site outlined red thereon. (Source: State Library of New South Wales, c1364026)



Figure 20 – Detail from Map of the town of Parramatta: parishes of St. John and Field of Mars, county of Cumberland, land district of Parramatta, c1920. Approximate location of subject site circled red thereon. (Source: State Library of New South Wales, Digital Order No. a6386001)



Figure 21 – Detail from 1943 aerial survey of the subject site. (Source: NSW Land & Property Information, SIX Maps)

By 1943 (Figure 21), the subject site comprises six residential buildings on the three street frontages.

In May 1981, JD Enterprises Pty Ltd of 32 Ferry Street, Hunters Hill lodged an application to erect an "office block" on lots 21/22 at the corner of Aird, O'Connell and Campbell Streets, Parramatta at an estimated cost of \$2 million.¹⁵ Though the register does not record the decision, this application was approved and consequently built by 1982. The completed building was named "St Johns Garden Court". It was registered as SP 20716 in 1983.

¹⁵ BA81/192, Parramatta Building Register

3.0 STATEMENT OF CULTURAL SIGNIFICANCE

3.1 ST JOHNS ANGLICAN CEMETERY

The cemetery is listed as an item of State Significance in the State Heritage Register maintained by the NSW Heritage Council.

The Statement of Significance for the cemetery is given as:

Containing First Fleet Graves.

Association with notable events or people - Monuments. Site possesses potential to contribute to an understanding early urban development in Parramatta and to an understanding of religious belief and burial customs in early NSW.

The Description of the cemetery is given as:

The cemetery faces O'Connell Street on its eastern side, its only street access. It is surrounded by a high (c.3m) wall of convict-made bricks with an angled 'peak' top, constructed in 1820s

A lych gate with roof frames the entry gates in the centre of the eastern wall.

*The cemetery 'floor' is grassed and almost devoid of trees. Three upright conifers - book leaf cypresses / Chinese arborvitae (*Platycladus* (syn. *Thuja*) *orientalis*) frame the central path - in what would have been two pairs.*

*To the south a large jacaranda (*J.mimosifolia*) tree and a mature bottlebrush (*Callistemon* sp.) are the only other trees.*

The graves are arranged in rough 'quarters' with a single central path and perpendicular side paths.

A wide range of grave stones, table graves, and monuments mark the cemetery, from the very grand to the very modest. Some grave fencing survives around more grandiose monuments, but generally there is an absence of fencing

The condition of the cemetery is given as:

Physical condition is reasonable although some monuments are in poor condition.

Archaeological potential is high.

The identified curtilage and listing for St Johns Cemetery is shown in the following plan (Figure 22) that forms part of the State Heritage Register and the Gazettal of the site under the NSW Heritage Act. -Section 5 C587.730

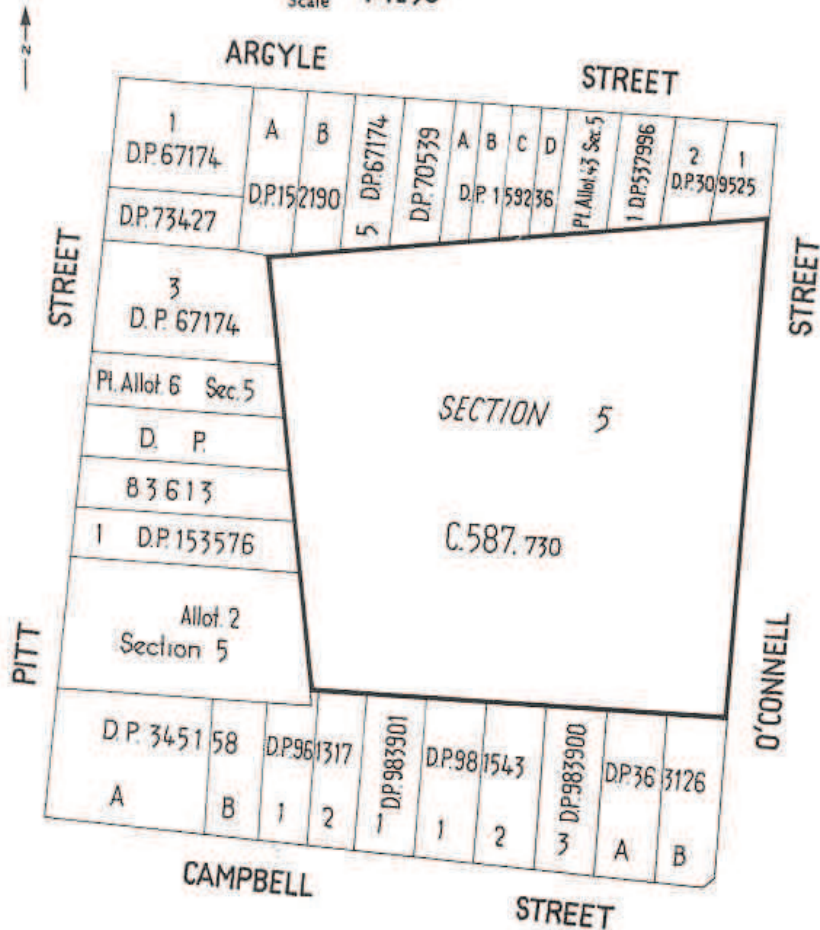
The physical curtilage of the item is defined by the boundary wall that surrounds it.

The significance of the Cemetery is not reliant on the form or scale of development on the subject site. Appropriate transitional design character can be achieved through the design of a podium with a limited street wall presentation to O'Connell street and maintenance of the axial view to the west along Airds Street towards the Cemetery

Heritage Council of New South Wales PLAN

Under the Heritage Act, 1977

Description LAND IN PLAN C.587.730
"SAINT JOHN'S CEMETERY"
Mun/Shire/City PARRAMATTA Locality PARRAMATTA
Parish of SAINT JOHN County of CUMBERLAND
Scale 1:1250



COMPILED FROM INFORMATION IN	FILE REFERENCE	PLAN APPROVED	PLAN NUMBER
PLANS ON FILE	H.C. 30180	<i>Annalynne</i>	H.C. 419
BY J.D.B. DATE 11-6-81		for SECRETARY, HERITAGE COUNCIL	

THIS IS THE PLAN REFERRED TO IN ~~INTERIM~~/PERMANENT CONSERVATION ORDER No. 49
N S W. GOVERNMENT GAZETTE No. 46 OF 26 MAR 1982
SUBJECT LAND SHOWN THUS:

Figure 22 – Plan of Saint John's Cemetery Parramatta. (Source: Heritage Inventory form)

4.0 TRANSITIONAL DEVELOPMENT RECOMMENDATIONS

4.1 HERITAGE STUDY CBD PLANNING CONTROLS

The Urbis Heritage Study 2015 prepared to advise Parramatta Council on development controls adjoining heritage items provides general advice in regard to future development in the vicinity of St Johns Cemetery as follows:

ARGYLE STREET AND THE RAILWAY LINE

The existing development to the west of cemetery is reasonably low in scale (1.5:1 FSR) and provides for a landscaped skyline. Retaining the existing FSR will enhance the setting of the cemetery by connecting to the treed character of Parramatta Park to the west, providing a backdrop to the cemetery. Similarly, retention of the current FSR on the adjoining northern block will provide for sun access to the heritage item and maintain the present setting. The southern block is dominated by apartment development.

Proposed development to the south of an articulated podium form is considered acceptable and uplift in FSR is proposed. At present the cemetery is an isolated item in the landscape and does not respond to extant development, beyond the visual link to the park to the west (which is protected by the retained density).

Recommendation: *The site does not presently have any controls and no FSR is proposed. Existing FSR is to be maintained on the northern and western boundaries to maintain sun access to the cemetery and to retain visual connections and 'green corridor' to Parramatta Park to the west.*

The report provides no recommendations with regard to potential development east of the cemetery. An appropriate scale relationship is achieved by the planning proposal through the adoption of a podium character at the base of the development, 6 metre setbacks over to the tower elements and a 24 metre separation between the two taller components on the site

5.0 SIGNIFICANT VIEW CATCHMENTS

5.1 PLANISPHERE TECHNICAL REPORT & PARRAMATTA DCP

Views to the subject site are available from a range of locations in the surrounding area, particularly from the higher ground to the west of O'Connell Street. Detailed studies of the significant views as they relate to the surviving Colonial structure of the town and in particular the relationship of the World Heritage Precinct containing Old Government House and its curtilage have been prepared by Planisphere and are contained in the report, titled, *Development in Parramatta City and the impact on Old Government House and domain's World & National Heritage listed values – Technical Report*.

That report identified significant view corridors to and from the World Heritage area and made recommendations in regard to future developments in the Parramatta City area. The subject site was identified in that study together with the Cemetery site as being located within the 'Sensitive' area within the 'City Edge' while Mays Hill to the west of the site and the parklands to the north west were identified as 'Highly sensitive'.

The site and the Cemetery were also identified as falling within two view cones from the World Heritage Area identified as being important, View 1 from old Government House to the city and View 5 from the Bath House to the city. Additionally the view of the World Heritage Precinct from Mays Hill (View 16) extends to include the northern perimeter of the subject site.

Buildings approved for development within the city are now or will be visible in these views above the tree canopy that forms the closer context of the heritage items and their immediate setting. The subject site is located on the south west perimeter of this identified view cone.

The report also identifies moderately significant views of the city from the top of Mays Hill located west of the subject site (View 16: Mays Hill). The view cone extends over portion of the Cemetery site and includes portion of the subject site on the southern extent of the view.

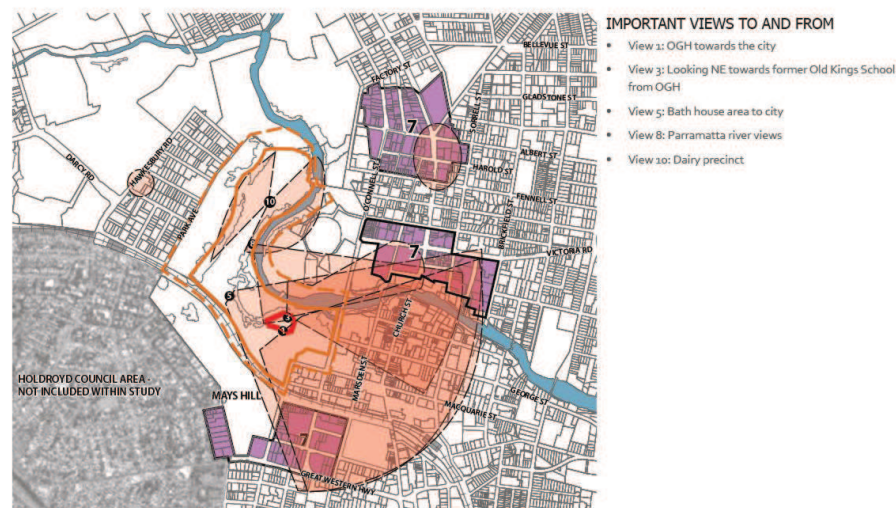
The Planisphere Report recommends that development of the City Edge precincts will be secondary to the more intensive development within the central city area. Following discussions with Council Officers, two scenarios for development are proposed, Option one concentrates development at the northern end of the site with a tower of 71 storeys with a lower tower element of 11 storeys on the southern edge. Option 2 provides for a tower on the northern edge of 66 storeys and a slightly taller tower of 21 storeys on the southern edge of the site. Both proposals have a podium base that relates to the street.

Development as proposed under this Planning Proposal would not have any additional impact on any of the identified views over that which has already been approved for the city centre which it adjoins. Differences in the tower heights are largely unrelated to any impacts on the views as they are read against taller development to the east. In both options for the site, the podium height sets the context for a visual relationship with the adjacent heritage item. Shadowing of the Cemetery is not an issue because of its relationship to the subject site.



Figure 23 - Aerial view of the western edge of Parramatta City showing the subject site and the parklands located to the north and west of the site which include Old Government House and Domain.

LOCATION OF IMPORTANT VIEWS



OLD GOVERNMENT HOUSE VIEWS & SETTINGS 103

Figure 24 - Extract from Planisphere Technical Report identifying Significant Views to and from the World Heritage Precinct which extend across the subject site.

PLANNING POLICY CONTEXT

PARRAMATTA CITY CENTRE LOCAL ENVIRONMENT PLAN (LEP) 2007

Clause 22: The objectives of this Plan for the control of the height of buildings are as follows:
(g) to ensure the preservation of historic views shown in the City Centre Development Control Plan.

PARRAMATTA CITY CENTRE DEVELOPMENT CONTROL PLANS (DCP) 2007

Views contribute to the character and amenity of a city, enhancing the sense of place and identity. The physical setting of the Parramatta city centre between the Parramatta Park and adjacent Parramatta River provides for special views of this natural setting and significant heritage elements. It is important that views within the city and into and out of the city are maintained from as many points as possible. In the redevelopment of some sites consideration should be given to opening up new significant views. Views are regarded as significant when they terminate at places of architectural, landscape, or cultural significance. This may include views of, major parks or publicly significant objects or heritage buildings.

The silhouettes of many buildings are significant and contribute to the identity of the commercial core of the city and its skyline. The massing and arrangement of the skyline and existing building silhouettes should be carefully considered and proposed development should be carefully designed so that its appearance complements the city skyline.

IMPLICATIONS FOR PROJECT

- Views towards distant hills are mentioned as significant.
- Views are regarded as significant when they terminate at places of architectural, landscape, or cultural significance. This may include views of, major parks or publicly significant objects or heritage buildings.



Identified View	Significance
1. Old Government House view northeast to the river, Old Kings School building and one of former Government farms.	Key historic view demonstrating the relationship between the Government, past Government farms and major school institutions. Setting of both heritage items.
2. Viewpoint to St. John's along Hunter Street, Australia back to Parramatta Regional Park.	Historic street view to St. John's church.
3. Views to St. John's church and square from north.	Historic street view approach to city centre and St. John's church and other heritage items in view.
4. Views west, from eastern side of square, mall, Civic Place and Town Hall.	Background setting of church, views to church and square.
5. Views north and south along Church Street, including view of BND Dome and heritage buildings, St. John's Church spires to the south and St. Peter's church.	Historic main street and approach to city. A number of heritage buildings.
6. Approach to Parramatta north along Church Street from Farnell Street, sequential views.	Historic main street and approach. Relatively consistent scale and setbacks of streetscape.
7. View along George Street to Parramatta Park gatehouse and trees.	Key historic street approach to the park. City edge of park, framing views to gatehouse, trees and Old Government House (not near visible), views of streetscape, heritage items.
8. View from Mays Hill across Parramatta's City Centre to distant hills.	Key historic viewing point from the highest part of the Parramatta from which best views of the city and the river valley, glimpses to hills behind the city between buildings.
9. View from The Crescent to the distant hills.	Key historic viewing point from the edge of The Crescent to glimpses of distant hills between buildings.

PLAN FROM THE DCP (APPENDIX 2) SHOWING HISTORIC VIEWS

106 OLD GOVERNMENT HOUSE VIEWS & SETTINGS | APPENDIX A

Figure 25 - Extract relating to Parramatta DCP view controls showing identified historic views which do not affect the subject site.

6.0 ARCHAEOLOGICAL POTENTIAL

The site was previously occupied by two layers of residential development prior to the current unit development. The site is not identified as an area of archaeological potential and the extent of disturbance of the site suggests that there would be no significant archaeology present.

7.0 CONCLUSION

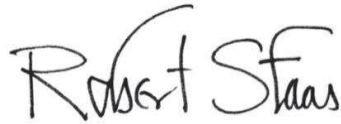
This assessment finds that future development of the subject site as proposed in the options for the Planning Proposal for 2 O'Connell Street would not have any significant adverse impact on the identified significance of the St Johns Cemetery which is located opposite the site.

The design of the podium levels and appropriate street tree landscaping to O'Connell street would need to be considered at the detailed design stage for any development of the site.

The development is located within the sensitive zone identified as City Edge relating to the setting and views to and from Old Government House and Domain Precinct but would not result in any significant additional impacts over that created by existing developments to the east which impinge into the identified view cones.

The site itself has no identified heritage values and is unlikely to have archaeological significance relating to earlier development.

For these reasons I support the Planning Proposal options for favourable consideration.



Robert Staas
Associate Director / Heritage Consultant
NBRSARCHITECTURE

9th December 2016