



PLANNING PROPOSAL - HERITAGE REPORT

10-12 VICTORIA ROAD
PARRAMATTA NSW 2150

OCTOBER 2013
REVISED SEPTEMBER 2014

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This report has been prepared under the guidance of the Expert Witness Code of Conduct in the Uniform Civil Procedure Rules and the provisions relating to expert evidence. The opinions in the report represent the professional opinions of the author based on an assessment of the available information cited in the report.

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Revision Notes:

Version 1.0 of this report examined a proposal for a 34 metre height limit over the subject land.
Following consideration of the reports supporting the proposal, Parramatta City Council considered that a height limit of 49 metre and floor space ratio of 3.5:1 would be acceptable. Version 2.0 amends the original report to consider the nominated increase in the height and density controls. Refer to TPG Report for details of 'Concept Evolution'.

Version 1.0	Final October 2013
Version 2.0	Revised September 2014

**PLANNING PROPOSAL - HERITAGE ISSUES
FOR 10-12 VICTORIA ROAD, PARRAMATTA**

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1.0 INTRODUCTION

This report has been prepared for The Planning Group NSW Pty Ltd on behalf of the Catholic Diocese of Parramatta. The report identifies heritage considerations associated with the proposed rezoning of 10-12 Victoria Road, Parramatta.

The Planning Proposal proposes an increase in the density provisions over land at 10-12 Victoria Road from FSR 2:1 to a ratio of 4.8:1 and an increase in the maximum building height increase from 24 metres (7 storeys) to 49 metres (16 storeys).

The Planning Proposal's potential forms have been analysed and the preferred form is set out in TPG's 'urban design study'. That form is capable of having an acceptable heritage impact if carried out in accordance with the heritage principles within this Heritage Report.

The report has been undertaken by Robert Staas, Director-Heritage Consultant, and Don Wallace, Senior Heritage Consultant of NBRSPartners.

2.0 THE SITE

The subject site comprises three parcels known as Lot A DP 346603, Lot 1 DP 84255 and Lot 101 DP 702584 and being 2A Villiers Street, 8 Victoria Road and 10-12 Victoria Road respectively.



Figure 1 — Extract from aerial survey of original Section 8 Town of Parramatta.
(Source: NSW Land & Property Information, SIX Maps)

3.0 HERITAGE STATUS OF SUBJECT SITE

No part of the site is:

- Listed on the State Heritage Register;
- A heritage item on any Environmental Planning Instrument (EPI);
- Within a heritage conservation area; or,
- Listed as an archaeological site on any EPI.

The corner lot (Lot 1 DP 84255) is included in 'Parramatta Archaeological Management Unit 3231' but is not listed as a heritage item. It has moderate archaeological research potential and is of local significance. Before construction of the existing building on the site, a small cottage was located close to the boundary with Victoria Road. This can be seen in the figures that follow the AMU3231 diagram below. The adjacent lots within the subject site have been disturbed by excavation for basement parking. An archaeological assessment would need to be carried out to confirm the location, extent and significance of this AMU. There is little to suggest any deposits would be of greater significance than the local significance indicated in the inventory entry. That entry recommends the place be managed by:

- Prepare or include in a Development Control Plan (DCP);
- Carry out an Archaeological Assessment; and,
- Carry out interpretation, promotion and/or education.

In the terms of the Planning Proposal, the archaeological potential should be recognised, an archaeological assessment built into controls over the site and investigation and recording of relics and interpretation of the site provided for in future developments. The assessment, investigation, recording and interpretation should include the full extent of the subject site to confirm the archaeological potential of the whole site and assist any 'Application under Section 140 for an Excavation Permit' that might be required under the provisions of the Heritage Act 1977.

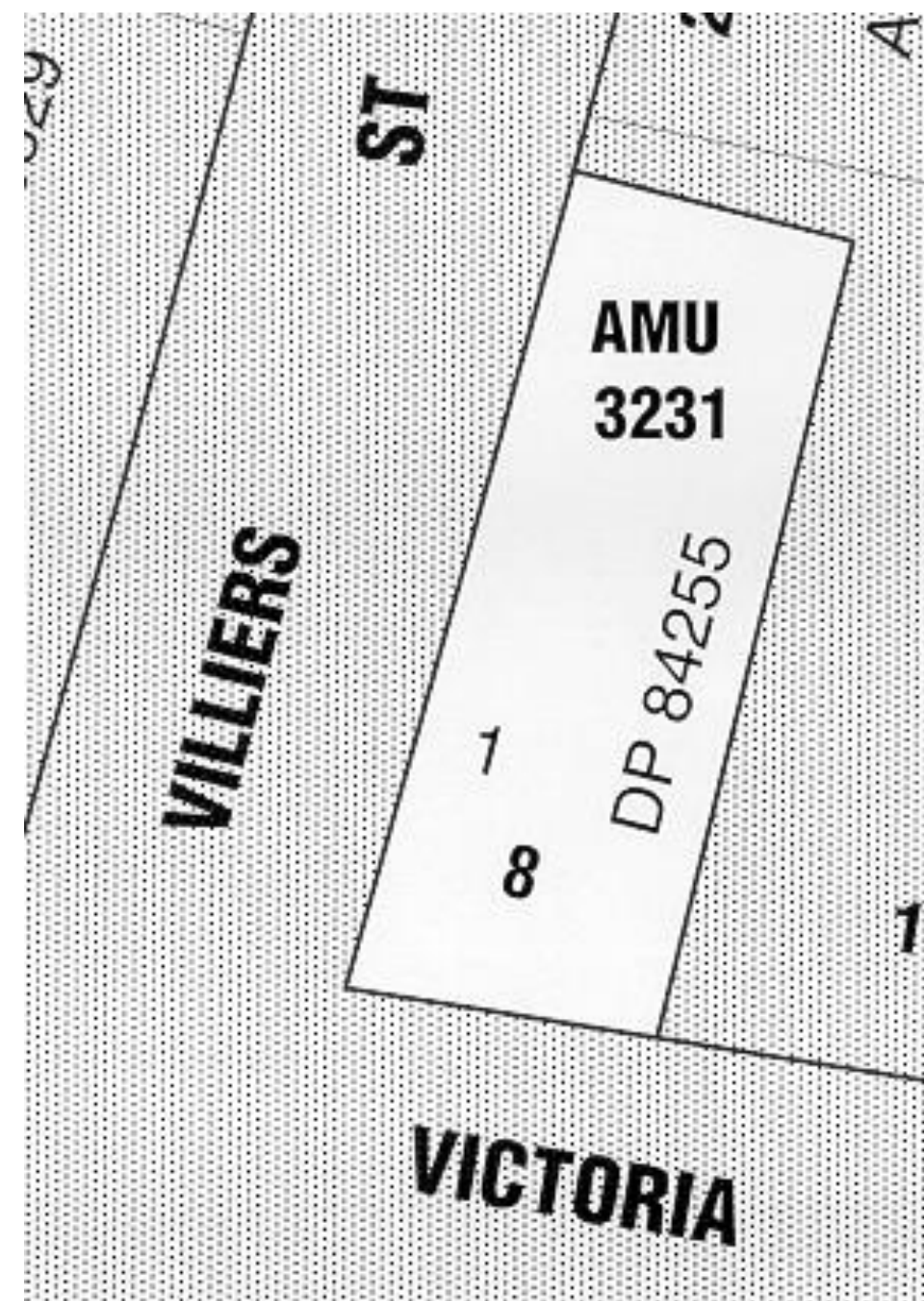


Figure 2 Diagram from the State Heritage Inventory showing 8 Victoria Road as Archaeological Management Unit 3231.



4.0 HERITAGE STATUS OF SETTING AND HERITAGE ITEMS NEARBY

The subject site's context contains a number of heritage items listed on the *Parramatta City Centre Local Environmental Plan 2007*, the *Parramatta Local Environmental Plan 2011* and the State Heritage Register. It is surrounded by adjacent heritage items on three sides - to the south, north-west and north-east. Those three items - St Patrick's Cathedral group, Our Lady of Mercy Convent group and Prince Alfred Park - are the most likely to be impacted upon in terms of the built form setting, views and overshadowing with the park having additional issues associated with overshadowing such as potential horticultural and arboricultural impacts. Like almost all of the Parramatta central business district and part of North Parramatta, the subject site lies within a zone identified in a 2013 consultant report as 'sensitive' to the significance of Old Government House and the Government Domain [OGHGD] – a place listed on the World Heritage List and the National Heritage List. (Refer Section 7.0 on page 11 for further discussion on OGHGD.)

The setting comprised of the three adjacent items is strongly defined by the scale, built form, material palette and complex of open spaces. The tower and spire of the Cathedral anchor the corner as well as forming a landmark pinnacle view. The vegetation to the west and south and the zero boundary lot development to the north mean that immediate views to the Cathedral are short in contrast to that approach and the distant views from the east. The cranking of the Convent and Cathedral groups approximately 6 degrees from the street grid strengthens the contribution of the building edge to the open space and reinforces the short view from the west when turning into Victoria Road. Materials used in the Convent and Cathedral groups include brick, sandstone, terracotta, slate and copper. The new Cathedral has introduced new but compatible durable, high quality materials such as polished concrete and corten steel along with a simple planar modern aesthetic. All of which could provide a key to future compatible development on the subject site.

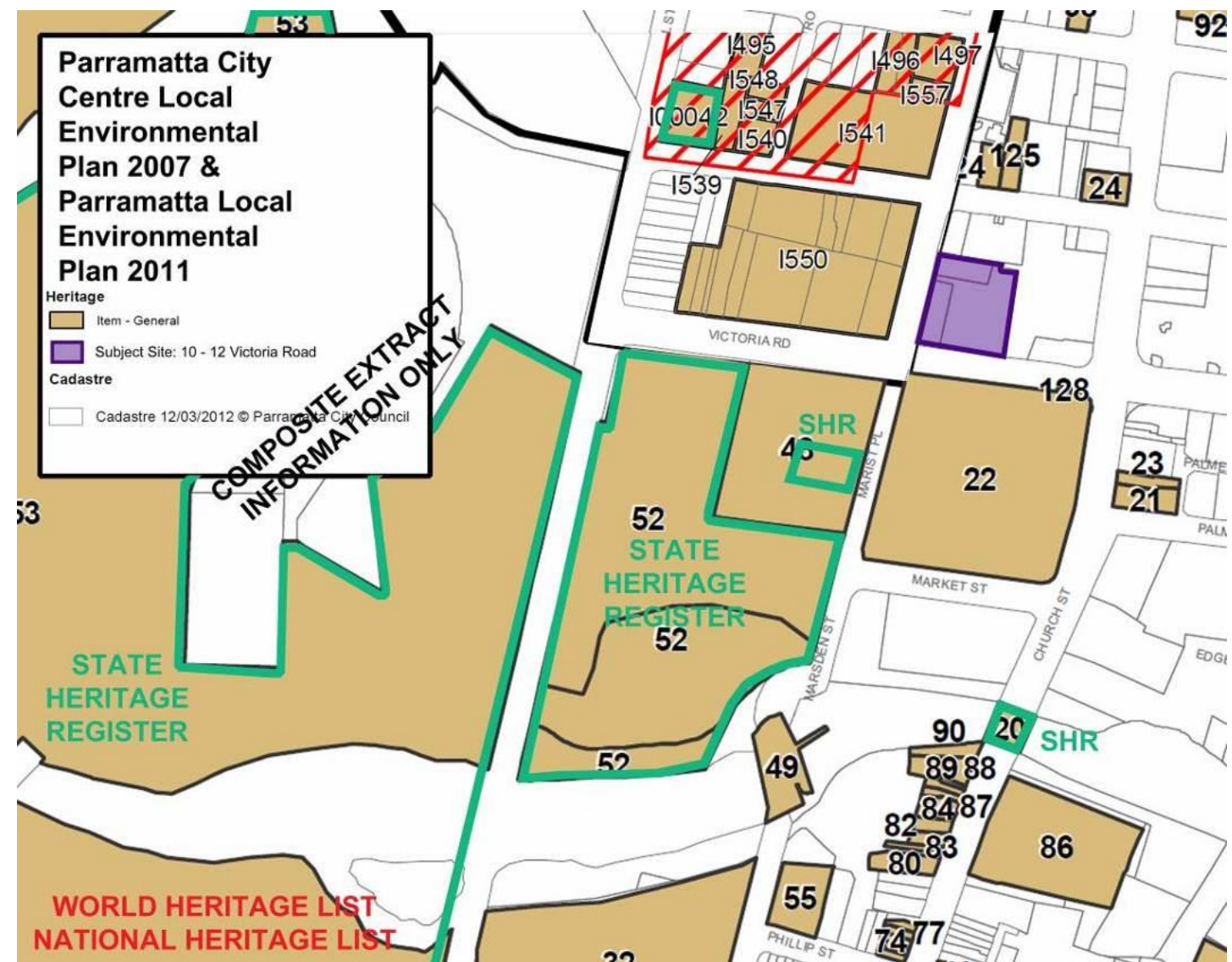


Figure 5 — Composite of the PCCLEP 2007 and PLEP 2011 Heritage Maps overlaid with subject site in purple and State Heritage Register listed places in green.



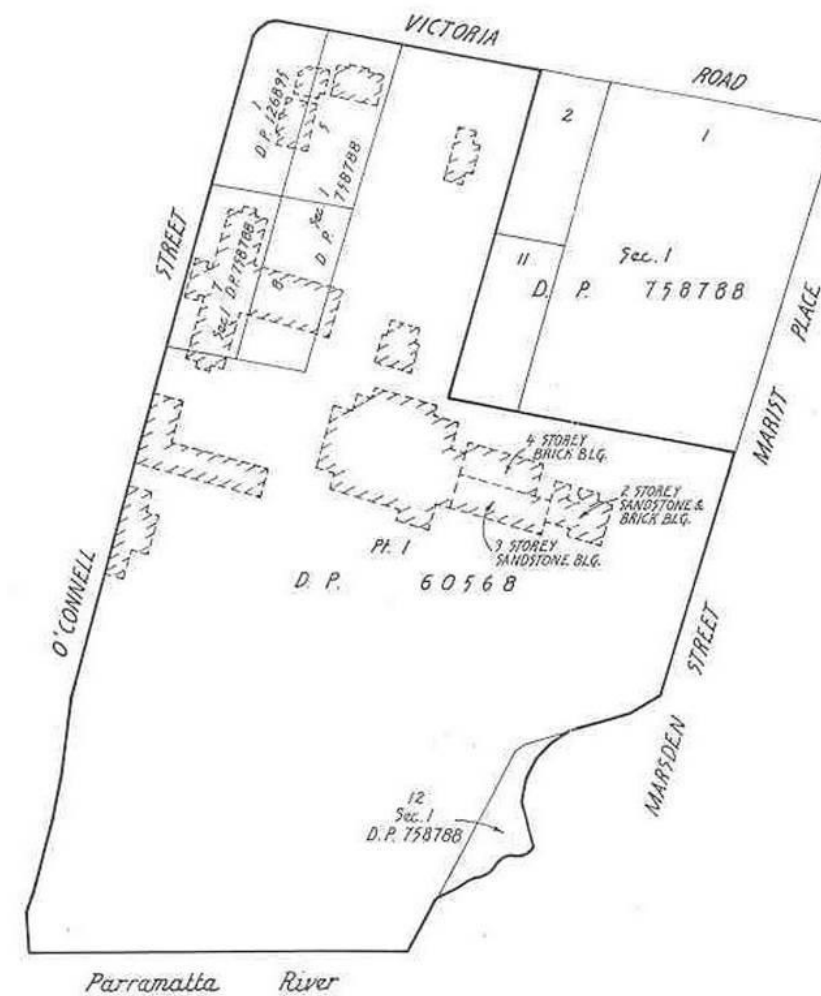
Figure 6 — Oblique sketch showing development site within its heritage context on three sides.
Northwest at top of page. NBRS+Partners, July 2013.

5.0 OLD KINGS SCHOOL (MARSDEN REHABILITATION CENTRE AND POTENTIAL ARCHAEOLOGICAL SITE)

The Old Kings School site is entered on the State Heritage Register. It is sufficiently removed from the subject site for there to be only limited potential for adverse impacts arising from the subject site's development.

The potential impacts, however limited, are similar in some ways to the development being a backdrop to the Cathedral when viewed from the southeast within Parramatta Park.

In certain oblique point to point views in the far south-west of the Old Kings School site on O'Connell Street there is potential for a tall building built on the subject site to be seen above the roof of the central King's School building. The potential impacts upon this view and the nature and degree of impact upon the cultural significance of the Old Kings School building should be assessed in greater detail at Development Application stage with the accompanying photomontages/view analyses and heritage impact assessment.



HERITAGE COUNCIL OF NEW SOUTH WALES

PLAN

UNDER THE HERITAGE ACT, 1977

Description Lot 1, D.P. 126895, lots 5, 7, 8
& 12, Sec. 1, D.P. 758788 & Pt. 1 of
D.P. 60568 - Former Old Kings School
(or Marsden Rehabilitation Centre)

Municipality/City Parramatta

Locality Parramatta

Parish of Field of Mars

County of Cumberland



Scale 1:1250

SUBJECT LAND SHOWN THUS: ☐

FILE 593-01403 DRAWN BY A.E.B. 1-10-96

N.S.W. GOVERNMENT GAZETTE
No. 81 OF 18-7-97

THIS IS THE PLAN REFERRED TO IN
INTERIM/PERMANENT
CONSERVATION ORDER No. 771

PLAN APPROVED: Rosalind Strong
for SECRETARY, HERITAGE COUNCIL
PLAN NUMBER
H.C.
1843

Figure 7 Plan number HC1843 showing the registered land under the Permanent Conservation Order No 771.

6.0 ST PATRICK’S CATHEDRAL, PRESBYTERY AND PRECINCT AND POTENTIAL ARCHAEOLOGICAL SITE

Only part of this site – namely the Presbytery and its forecourt – are entered on the State Heritage Register. The Cathedral itself is not entered on the Register. It is understood that the Presbytery (aka Murphy’s House) may have been the subject of an ‘interim conservation order’ under the *Heritage Act 1977* and this may have later been transferred to State Heritage Register listing. Nevertheless the combined place as a group of elements are worthy of listing on the State Heritage Register. For development in the vicinity of the place there is little difference whether the place is managed as a local heritage item or a State registered place.

As mentioned in Section 4.0, the tower and spire of the Cathedral anchor the corner as well as forming a landmark pinnacle view. The cranking of the Convent and Cathedral groups approximately 6 degrees from the street grid strengthens the contribution of the building edge to the open space and reinforces the short view from the west when turning into Victoria Road. The enclosure of space around the Cathedral tower by the Convent to the north and north-west could be echoed on the development site by reinforcing a ‘square’ of open space on the south-western corner.

Materials used in the Convent and Cathedral groups include brick, sandstone, terracotta, slate and copper. The new Cathedral has introduced new but compatible durable, high quality materials such as polished concrete and corten steel along with a simple planar modern aesthetic. All of which could provide a key to future compatible development on the subject site.

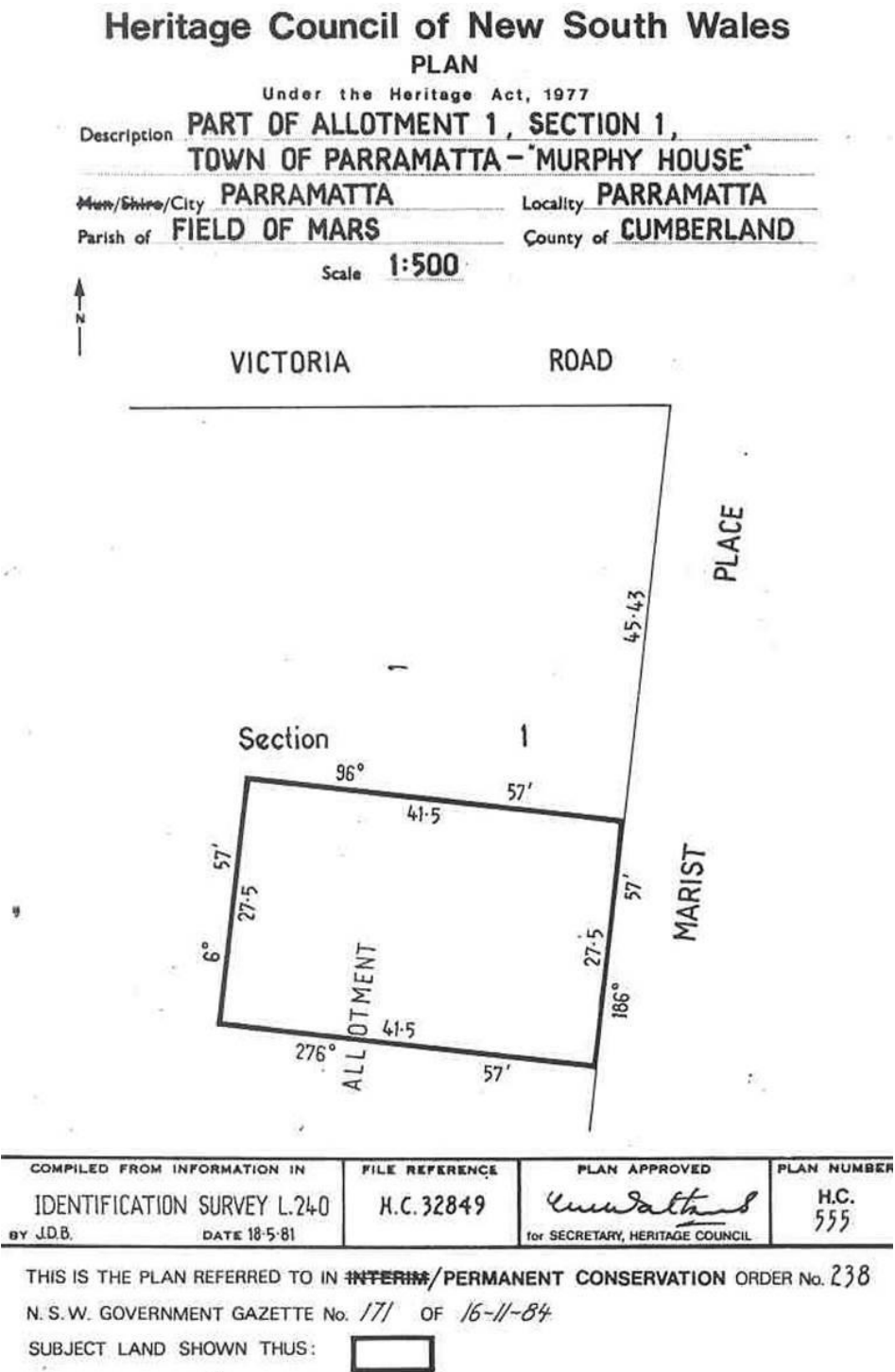


Figure 8 Plan number HC555 showing the registered land under the Permanent Conservation Order No 238.

7.0 OLD GOVERNMENT HOUSE AND GOVERNMENT DOMAIN

Though distant from the subject site, Old Government House and Government Domain are listed on the National Heritage List and are part of the Australian Convict Sites serial listing on the World Heritage List. As development around the World Heritage site has potential to impact adversely on its setting, town planners and urban designers, Planisphere, were commissioned to prepare a report assessing potential visual impacts and providing guidelines for future development in the context of the place. That report is titled *Development in Parramatta City and the Impact on Old Government House and Domain's World and National Heritage Listed Values – Technical Report* [aka 'Old Government House Views & Settings']. The report identifies a view from Old Government House north-east over the Old King's School and to the spire of St Patrick's Cathedral. The report categorises the subject site to be within a 'sensitive' zone defined as a 'City Edge' precinct (refer Figure 14 on page 15) for which its 'vision' is given as:

'Development at the edge of the city will be secondary to intensive development within the city central areas, including lower development heights. Important Views 3 & 8 will be retained and enhanced, along with distant views north and north east towards the tree lined ridge.'
(Planisphere 2012, page 102)

Desirable 'future development guidelines' for the zone are set out on page 102 of that report. Although development on the subject site will not intervene in the significant View 3, it is likely that it would form a backdrop and could possibly remove the ability for the spire of St Patrick's Cathedral to be read against the sky from this perspective.

Page 86 of the Planisphere report states that 'the future development guidelines have been drafted such that when development satisfies the essential future development guidelines it will also meet the principles, and will therefore not have a significant impact on world or national heritage values.' However, this more objective test applies only to the 'highly sensitive' areas indicated blue on the map. There is no such measure for the zones ascribed 'sensitive'. Only guidance that the 'desirable future development guidelines... .. apply to all precincts and it is strongly recommended that new development adhere to them – However, failure to meet the desirable guidelines will not automatically trigger an assessment under the EPBC Act'. Referral does, however, give documented assurance that the impact of the action has been assessed as not being significant. Therefore we recommend referral under the EPBC Act be considered once a development application has been prepared giving the building form and materiality.

VIEW 3: OGH TO FORMER KINGS SCHOOL

Viewing Location	NE corner of OGH to former Kings School
Direction / type of view	North east / Point to area view
Description of view	Immediate foreground: Lawns, open fence and mostly deciduous trees (Jacarandas). Foreground: exotic trees, river and Government farm beyond. Parked cars partly visible. Middle Ground: Narrow view of former King's School building (upper floor), St Patrick's Spire is occasionally visible although mostly obscured by trees.
Physical Components	Fairly steep slope down to river. Undulating beyond. Vegetation: mown lawns and spaced trees (Eucalypts and exotics) River visible through trees. Simple open fence, carpark is fairly dominant and school visible. Part of Government farm site visible. Trees provide sense of enclosure.
Experiential/sensory components	Proximity to OGH, river and farm provide fairly strong sense of place.
Aesthetic considerations	Composition: Point to area view with a fair composition, lack of focal point. Visual quality: while there is no particular focal point there are a number of compelling elements within this view. Rarity: one off rare view
Values significance	HIGH Very strong layering of landscape elements including the School building, church spires and Government farm which provide historical connection to colonial era. Tree lined ridge on the horizon helps to evoke a sense of the rural.
Urban Design / Park Management notes	Trees obscure views towards Old Kings school and church spires. Car parking dominates views in the foreground

Figure 9 — Analysis of 'View 3' of the 'Old Government House Views & Settings'.
Planisphere, 2012. Page 50.

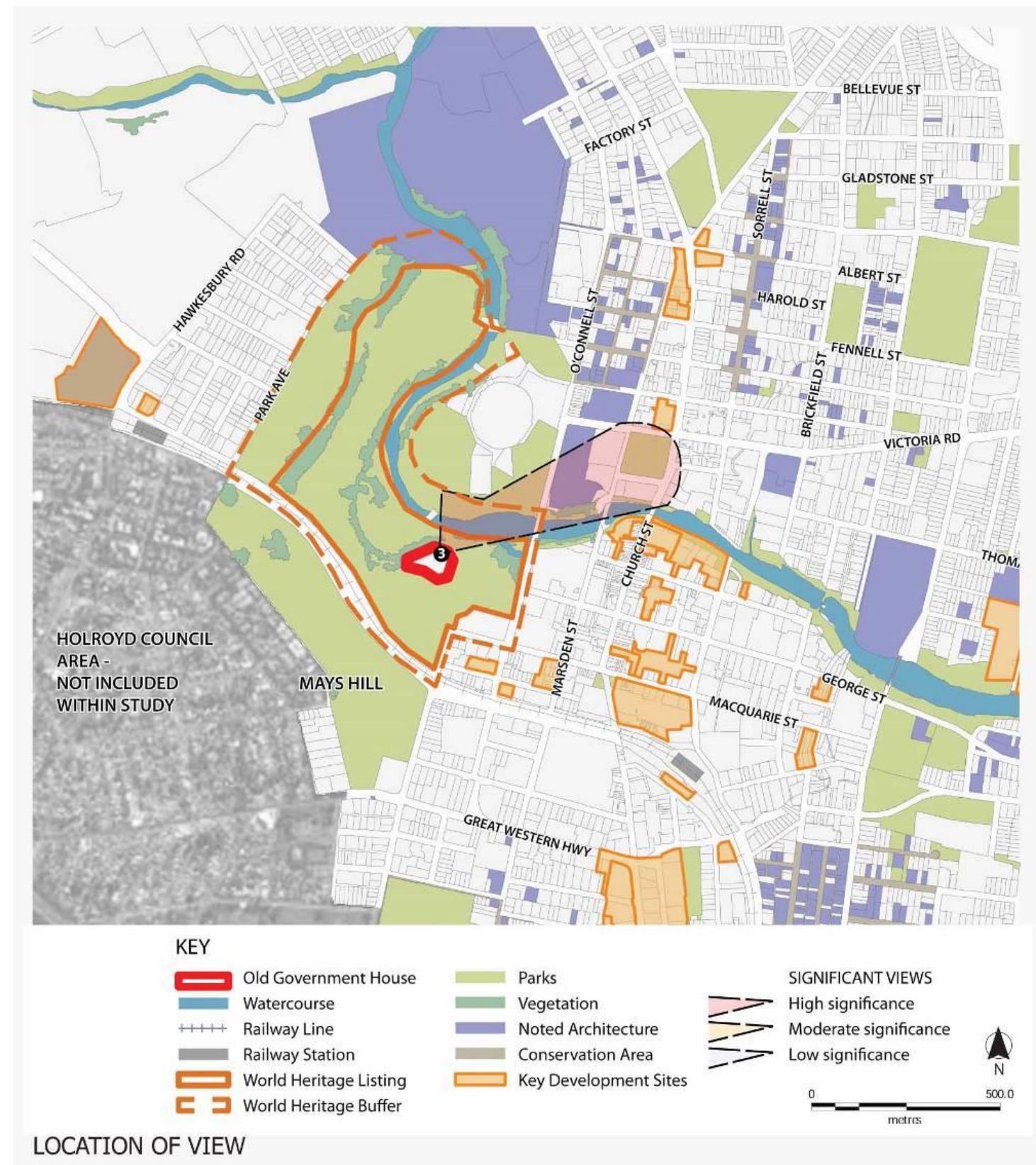


Figure 10 — 'View 3' of the 'Old Government House Views & Settings' showing extent of view. *Planisphere*, 2012. Page 50.

IMPORTANT VIEW 3, SIGHTLINES TO BE PROTECTED

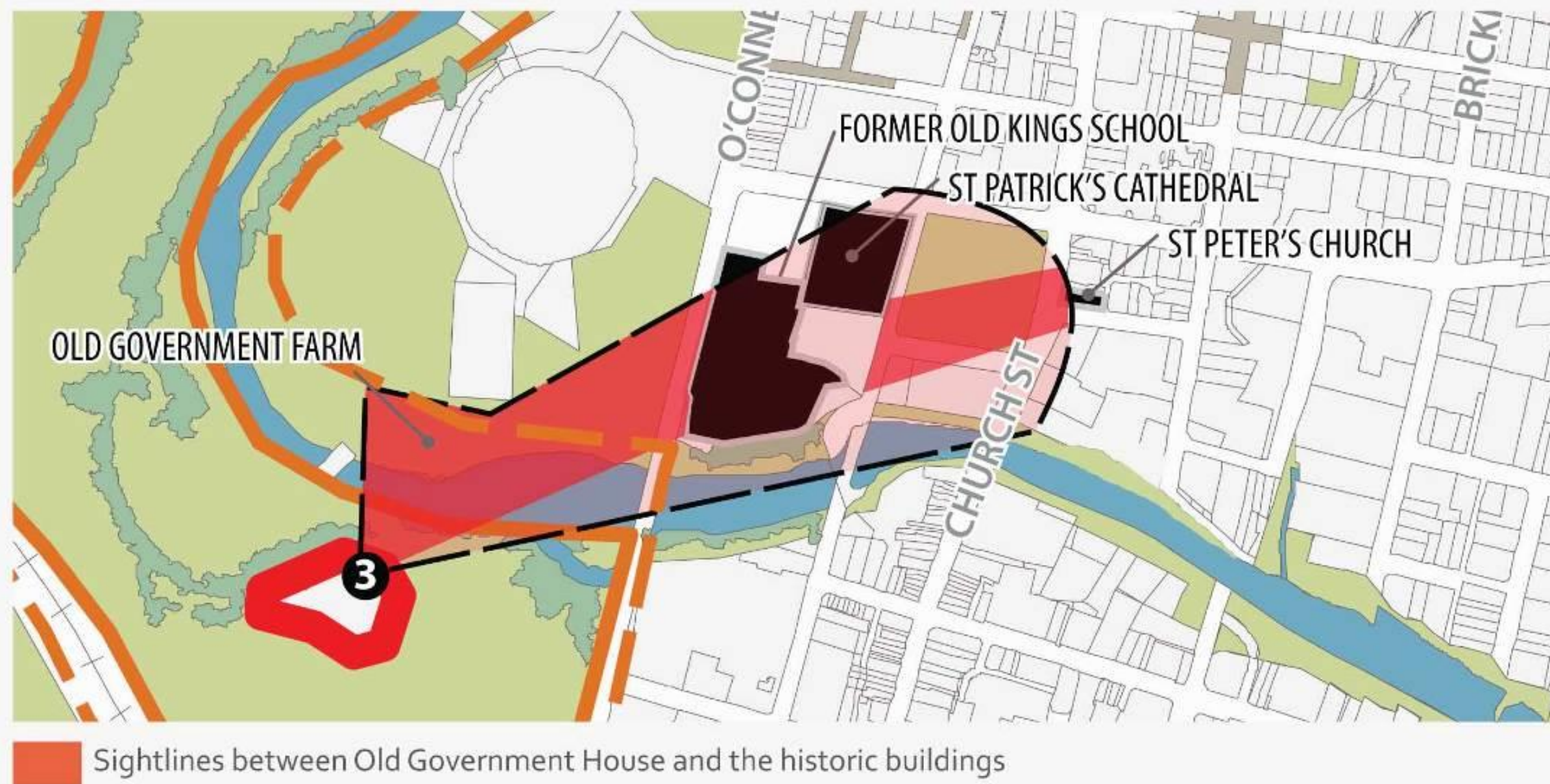


Figure 11 — 'View 3' of the 'Old Government House Views & Settings'. The view extends only to the edge of the site the north side of Victoria Road. Planisphere, 2012. Page 91.

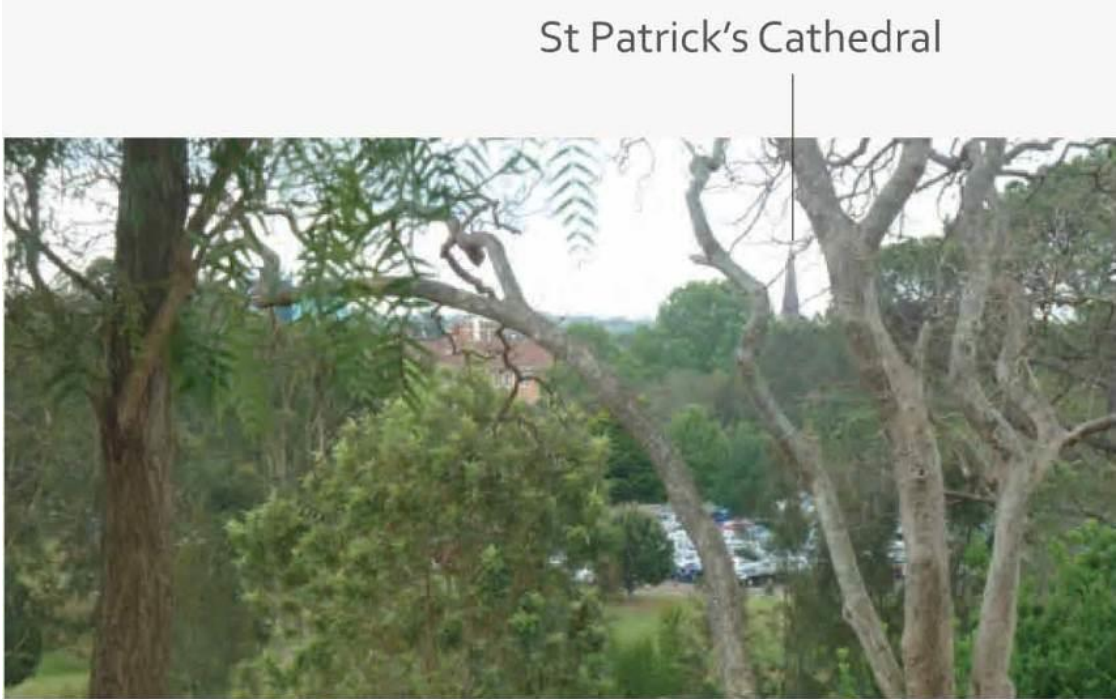


Figure 12 — Part of 'View 3' of the 'Old Government House Views & Settings' showing the spire of St Patrick's Cathedral through vegetation. Planisphere, 2012. Page 51.

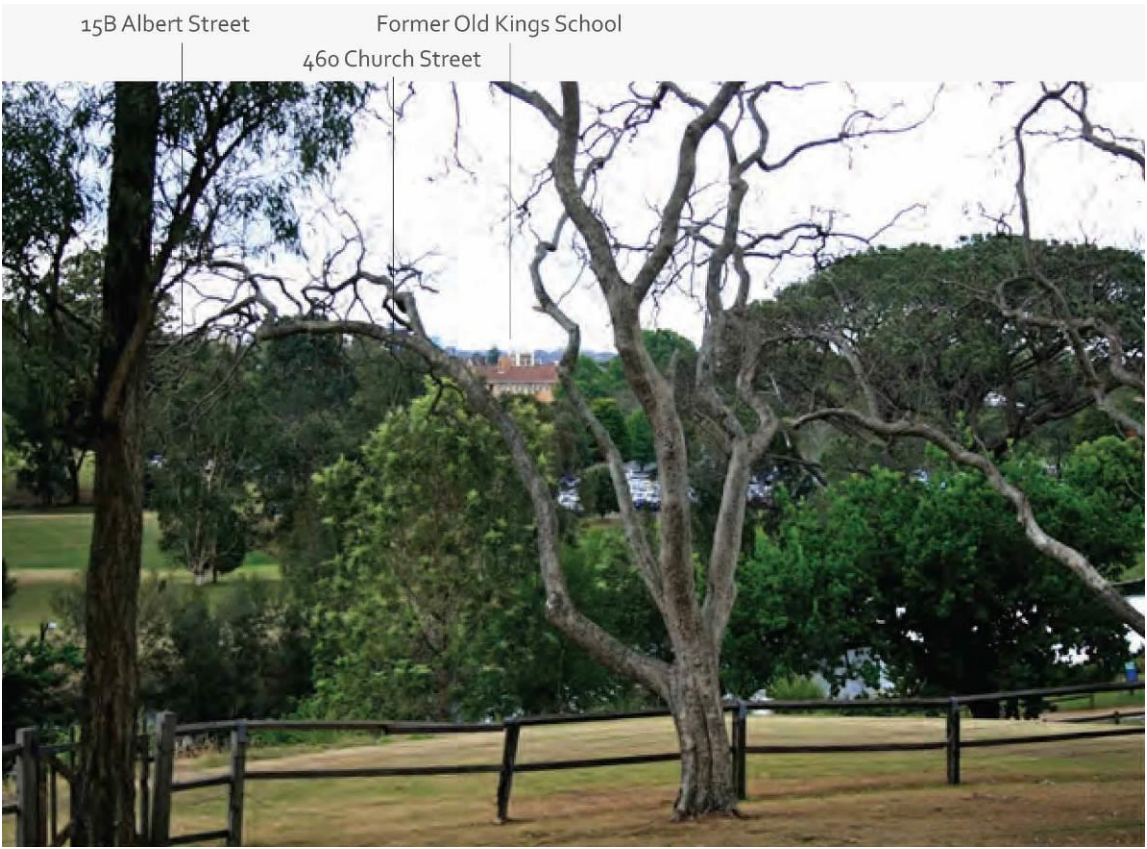


Figure 13 — Part of 'View 3' of the 'Old Government House Views & Settings' in the direction of the Old King's School. Planisphere, 2012. Page 51.

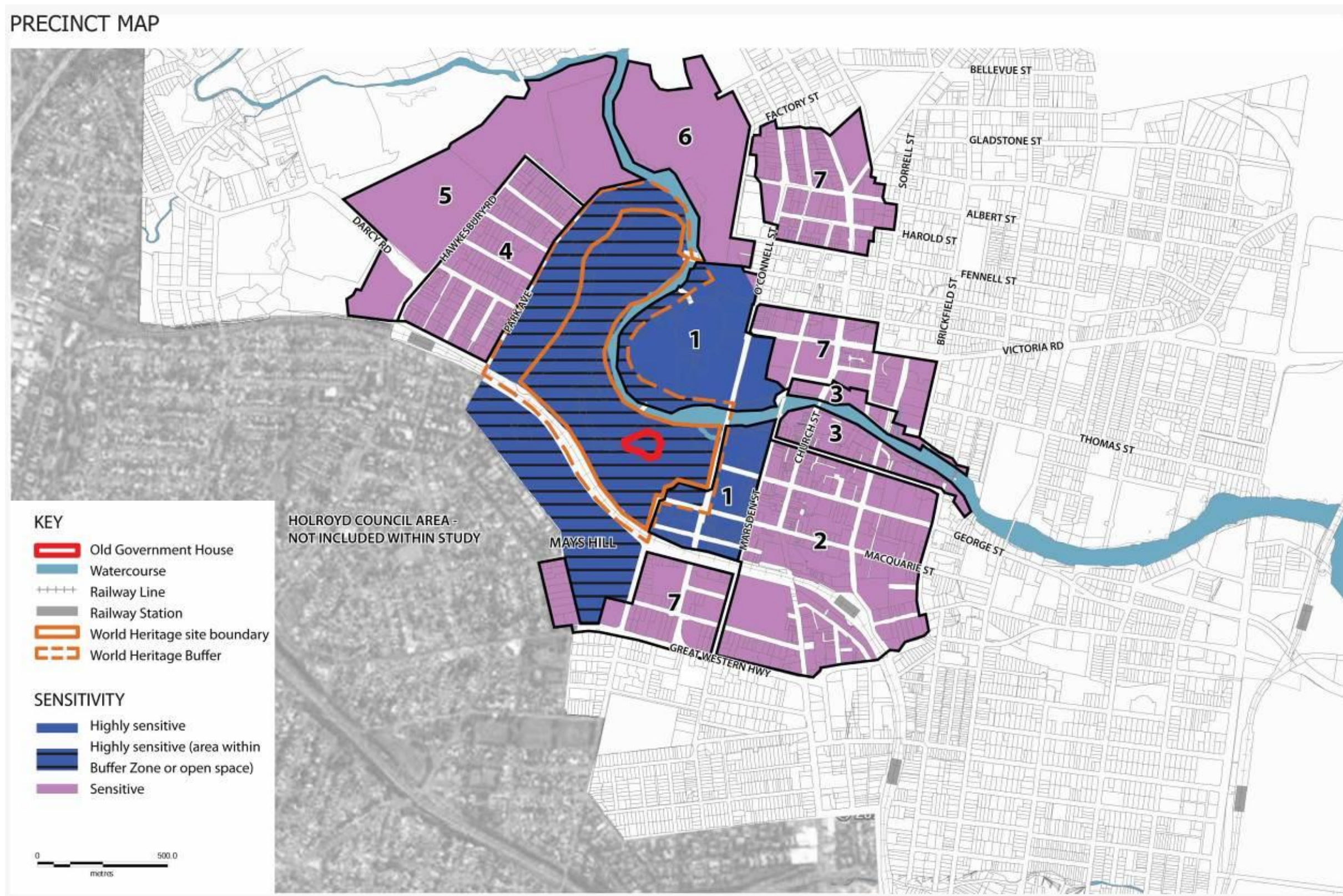


Figure 14 — Precinct Map showing subject site within a zone designated as 'sensitive' area '7 - City Edges'.
Planisphere, 2012. Page 87.

8.0 THE NORTH- EASTERN 'GATEWAY'

A major approach to Parramatta from the east on the northern side of the river is Victoria Road. Between Elizabeth and Betts Streets a landmark view opens up providing a gateway and sense of arrival at the north of Parramatta. That view is comprised two similar spires – that of All Saints Church and that of St Patrick's Cathedral - distant from another with a low fore- and mid-ground with the spires viewed obliquely as the road veers to the north to align with the main street grid of North Parramatta. The mid-ground has been developed to a low height until only recently when mid-rise block developments have intervened. Despite these intrusions the view can still be read. For the spire of St Patrick's Cathedral to continue to be read, it is preferable to have an additional setback on the subject site above the level of the sandstone base of the tower in addition to the separation provided by the road itself. The building envelope proposed in the TPG Urban Design Study provides for retention of this view by pushing the tower form on Victoria Road back behind a lower podium.



Figure 15 — Diagram showing the viewshed from the east where the spires of All Saints Church and St Patrick's Cathedral are revealed on the approach to Parramatta on Victoria Road. North at top of page. NBRS+Partners, July 2013.

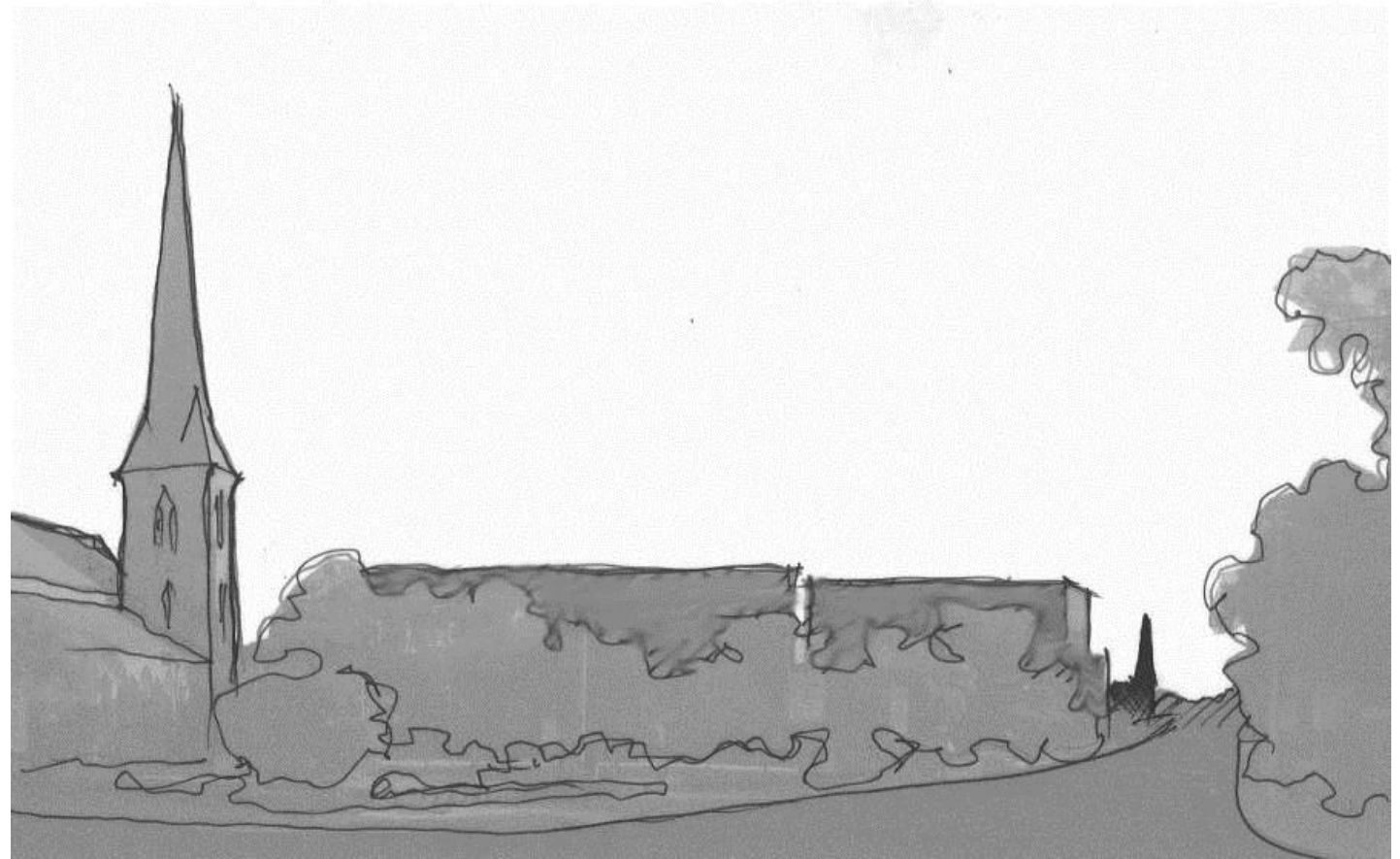


Figure 16 — Sketch of north-eastern ‘gateway’ of Victoria Road with All Saints Church at left and spire of St Patrick’s Cathedral in distance. The blocks in the midground are very recent developments. NBRSPartners, July 2013.

9.0 CONCLUSION

The Planning Proposal's conceptual form as set out in TPG's 'urban design study' showing a maximum building height of 49 metres and Floor Space Ratio of 4.8:1 is capable of having an acceptable heritage impact if carried out in accordance with the heritage principles below:

1. Archaeological assessment, investigation and interpretation of Parramatta Archaeological Management Unit 3231 on the south-western corner of the site (potential 'Application under Section 140 for an Excavation Permit' under the Heritage Act 1977);
2. Ensuring future development is compatible with the setting of the Convent/College group, Cathedral group and Prince Alfred Park by reinforcing the scale of any development at lower levels with the established built form scale of the Convent group to about the height of the masonry base of the Cathedral tower with taller development setback using articulation of new development to assist further in mitigating adverse setting impacts;
3. Ensuring future development is compatible with the setting of the adjacent heritage items by integrating the established high quality material palette (brick, sandstone, terracotta, slate, copper, polished concrete and corten steel) into new developments;
4. Retain and reinforce 'short' views to the Cathedral spire from the south, north and west;
5. Retain and reinforce long 'gateway' view from the east;
6. Detailed assessment of horticultural, arboricultural and park amenity impacts for Prince Alfred Park;
7. Assess the potential impacts of any proposed development on the subject site upon the view from the south-western part of O'Connell Street to the central Old Kings School building with specific photomontages/view analyses;
8. Consideration of Old Government House View 3 impacts and 'future development guidelines' for City Edges provided in Planisphere's 'Old Government House Views & Settings' including possible referral under the Commonwealth EPBC Act once the form and materiality is known;
9. Assessment of potential heritage impacts in detail in a Statement of Heritage Impact prepared in tandem with any development proposal (including shadow impacts on events in the liturgical calendar celebrated at the Cathedral such as Easter); and,
10. A 'heritage interpretation plan' for any proposed development with particular emphasis on archaeological significance.



Figure 17 — Diagram showing summary of some key heritage issues. Note the court setting anchored around cathedral tower. North at top of page. NBRSPartners, July 2013.