



PLANNING PROPOSAL - HERITAGE REPORT SUPPLEMENTARY VIEW ANALYSIS

10-12 VICTORIA ROAD
PARRAMATTA NSW 2150

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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 1.2	March 2014
Version 2.0	September 2014

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

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1.0 BACKGROUND

This View Analysis has been prepared for The Planning Group NSW Pty Ltd on behalf of the Catholic Diocese of Parramatta. It is supplementary to NBRS+Partners Heritage Report for the proposed rezoning of 10-12 Victoria Road, Parramatta prepared in October 2013 (Revised September 2014) and should be read in conjunction with that report. This Analysis has been carried out by the same authors.

The October report identified and analysed potential impacts on significant views. Among those views, Section 7.0 of that report considered view impacts arising from the relationship of the World and National Heritage Listed Old Government House and the Government Domain and the Old King's School and its setting.

'Development in Parramatta City and the Impact on Old Government House and Domain's World and National Heritage Listed Values: Technical Report' [the Planisphere report] was prepared in response to the need to assess potential impacts on views and the setting associated with the National Heritage Listed and World Heritage Listed Old Government House and the Government Domain. Formerly, there had been guidance of the Parramatta City Centre Development Control Plan 2007 [PCCDCP 2007] and the Parramatta Park Management Plan submitted with the World Heritage List nomination documentation. That management plan relied on planning controls which had been superseded. The Planisphere report further defines significant views in terms of extent, nature of significance, and degree of significance and provides management recommendations that anticipate change.

Parramatta City Council has resolved to include the Planisphere report in a Conservation Agreement between all levels of Government. Until a Conservation Agreement is executed by the Commonwealth and New South Wales governments and Parramatta City Council, the Planisphere report remains only as a reference document and the PCCDCP 2007 stands as the principal guiding document for the management of historic views.

After preliminary assessment of the Planning Proposal, Parramatta City Council wrote to the proponent on 20 December 2013. Among that assessment's comments was one related to heritage impacts upon significant views. Although point 1 of Council's letter identifies the importance of the heritage context, point 3 sets out Council's specific comments on heritage issues as follows:

As shown from the Statement of heritage issues included with your planning proposal, development would form a backdrop and could possibly remove the ability for the spire of St Patrick's Cathedral to be read against the sky in the significant View 3 which is identified in *'Development in Parramatta City and the Impact on Old Government House and Domain's World and National Heritage Listed Values: Technical Report'* [aka 'the Planisphere report']. Council officers consider that the proposal would remove the ability of the spire to be read against the sky in this significant view. A review of proposed built form controls is required to ensure that there is no detrimental impact on the legibility of this view and setting. Furthermore, the planning proposal does not appear to have assessed the impact of development on identified Views 1, 8 and 9 in the Parramatta City Centre DCP 2007 from

Old Government House to the Old Kings School Building and from Parramatta Park to the distant hills.

Page 12 of The October Heritage Report notes that *‘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.’* Some analysis is then given on the recommended management of View 3 provided by the Planisphere report.

The planning proposal has been revised by The Planning Group NSW Pty Ltd. This supplementary view analysis is based on the revised proposal.

NBRS+Partners interpret that, although there would be some impact, there is unlikely to be a ‘significant impact’ in terms of the World and National Heritage listed values.

The following sections examine both the view impacts in relation to the spire of St Patrick’s in greater detail and potential impacts of development of the subject site on views 1, 8 and 9 of the DCP.

2.0 METHODOLOGY

This View Analysis follows the methodology of the October 2013 report but gives more detailed analysis of documented and actual views of historic and cultural significance in relation to development of the subject site. The Analysis has:

- Involved discussion with Council staff on 17 January and 18 February 2014 together with initial review of the draft conservation agreement concerning views associated with the World and National Heritage Listed Old Government House and Government Domain (OGHGD).
- Examined in greater depth certain views identified in Planisphere's 'Development in Parramatta City and the Impact on Old Government House and Domain's World and National Heritage Listed Values: Technical Report';
- Examined in greater depth views 1, 8 and 9 identified in Parramatta City Centre Development Control Plan 2007's 'Appendix 2 – Historic Views';
- Conducted a joint site survey with TPG and an officer of Council to 'ground-truth' views and agree on exact locations of originating viewpoints.

Views 1, 8 and 9 of the Parramatta City Centre Development Control Plan 2007, were not assessed explicitly in NBRS+Partners October 2013 Heritage Report as those in the Planisphere Report were, for the greater part, ostensibly the same but more comprehensively and rigorously described and substantiated.

A draft Conservation Agreement referencing the Planisphere Report has been agreed by Parramatta City Council subject to the agreement of the other parties – New South Wales and the Commonwealth of Australia. However, in February 2014, the Parramatta City Centre Development Control Plan 2007 has some statutory weight as a guideline to the implementation of the *Parramatta City Centre Local Environmental Plan 2007* whereas the Planisphere report is not currently a statutory consideration.

Geographic positioning is approximate only and was determined and cross-checked with two Apple iPhone 5's using the 'Compass app'. Locations have not been surveyed or located using a global positioning system. Coordinates have been rounded to the nearest second (+/- 15 metres). As the distances point to point are relatively small, only a single bearing has been given.

3.0 PARRAMATTA DEVELOPMENT CONTROL PLAN 2007 'APPENDIX 2 – HISTORIC VIEWS' AND THE PLANISPHERE REPORT

This development control plan identified nine historic views over and beyond the area covered by the DCP. Council's letter of 20 December 2013 questions whether the plan's views 1, 8 and 9 had been assessed for impacts arising from the planning proposal. The heritage report did not include specific assessment of these as these views (described graphically by arrows and viewsheds and verbally described) were covered in the Planisphere report where they were renumbered, broken down and given more detailed analysis of their nature and level of significance, extent and recommended management.

It was agreed with Council Officer Mr Paul Kennedy that for the purposes of this View Analysis the following would be accepted:

1. The originating location of View 1 of the Parramatta City Centre Development Control Plan 2007 was materially the same as the originating location of Planisphere's View 3;
2. The originating location of View 8 of the Parramatta City Centre Development Control Plan 2007 was not the same as the originating location of Planisphere's View 16;
3. Planisphere's originating location of View 16 as described graphically did not afford a view of the ridge line, the subject site or the spire of St Patrick's Cathedral and therefore was not considered to be a significant focus of any assessment; and,
4. The originating location of View 9 of the Parramatta City Centre Development Control Plan 2007 was materially the same as the originating location of Planisphere's View 6.

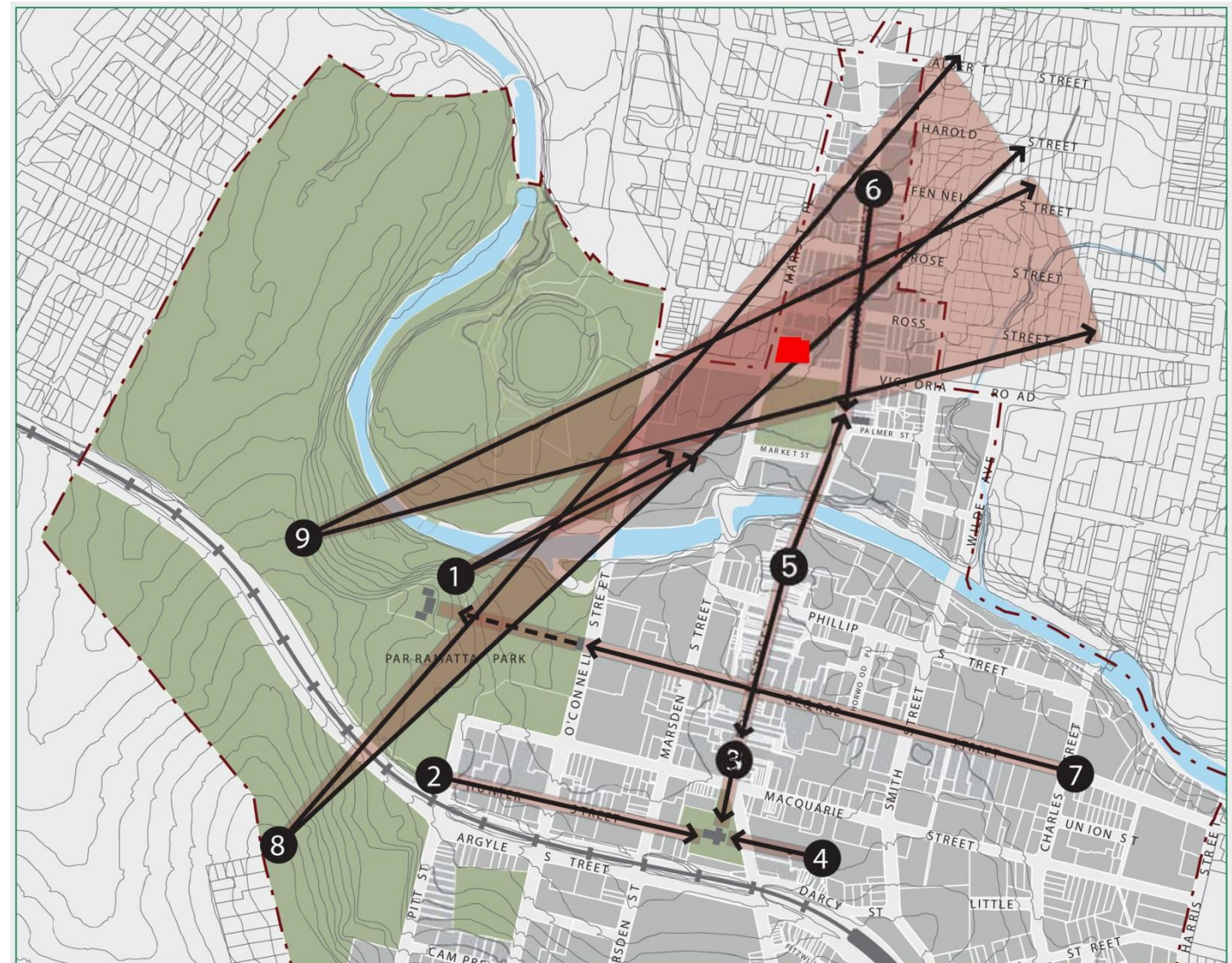


Figure 1 — Diagram showing graphically views 1 to 9 of the Parramatta City Centre DCP 2007. The subject site has been coloured red.

4.0 PARRAMATTA CITY CENTRE DCP 2007 - VIEW 1

PCCDCP2007 Identified View	PCCDCP2007 View 1	LOW (minor and acceptable heritage impact) The nature of the significance of this view is due to the historical connection between Old Government House and the former King's School and Government Farm. The significant view does not extend to St Patrick's Cathedral or to the subject site. The Cathedral is a peripheral background element with marginal visibility and no dominance in the view even were the obscuring vegetation removed.
Verbal Description	Old Government House view northeast to the river, Old King's School building and site of former Government Farm.	
Significance	Key historic view demonstrating the relationship between the Governor, early Government farm and major school institution. Setting of both heritage items.	
Similar Planisphere Identified View	View 3: Old Government House to Former Kings School	
Verbal Description	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.	
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.

Agreed Originating Point
(at or about +/- 15m)

33° 48' 43" S
150° 59' 51" E



5.0 PARRAMATTA CITY CENTRE DCP 2007 - VIEW 8

PCCDCP2007 Identified View	PCCDCP2007 View 8	LOW (minor and acceptable heritage impact) The nature of the significance of this view is that of a high viewing point over an evolving city in a valley. The background is of a ridge line with tall buildings punctuating the ridge in the central city and North Parramatta. The spire of St Patrick's is hardly discernible as its copper spire is backgrounded by the vegetated ridge behind. Development on the subject site would be similarly backgrounded by the ridgeline as do existing buildings. Whereas the significance is given as 'glimpses to hills behind the city between buildings' it is a panorama in fact with more ridgeline than buildings punctuating it. Development of the subject site would retain this panoramic quality.
Verbal Description	View from Mary's (sic) Hill across Parramatta's City Centre to distant hills.	
Significance	Key historic viewing point from the highest part of the Parramatta Park with best views of the city in the river valley, glimpses to hills behind the city between buildings.	
Similar Planisphere Identified View	View 16: Mays Hill	
Verbal Description	Immediate foreground: Grassed slopes Foreground: tree canopy, trees, grassed slopes, golf course, single trees. Middleground: panoramic views over the treetops towards Parramatta Park and the City skyline Middle distance: Parramatta City skyline to the West and a majority green outlook to the North west Background: long range views towards tree'd horizon	
Significance	MODERATE	

There is a strong layering of landscape elements Parramatta Park and the City visible.

**Agreed Originating Point
(at or about +/- 15m)**

It was agreed that the location shown in the Planisphere report was vegetated such and of a low elevation such that the described view was not able to be discerned from the location delineated. The following location reflects View 8 of the DCP which is at the crest of Mays Hill.

33° 48' 57" S
150° 59' 40" E



6.0 PARRAMATTA CITY CENTRE DCP 2007 - VIEW 9

PCCDCP2007 Identified View	PCCDCP2007 View 9	LOW (minor and acceptable impact) The nature of the significance of this view is as a 'key historic viewing point from the ridge of The Crescent to glimpses of distant hills between buildings'. The view is in fact panoramic rather than glimpses alone. Development on the subject site would not remove this panorama of the hills or have a significant adverse impact.
Verbal Description	View from The Crescent to the distant hills	
Significance	Key historic viewing point from the ridge of The Crescent to glimpses of distant hills between buildings.	
Similar Planisphere Identified View	View 6: From Crescent to City	
Verbal Description	Immediate foreground: Regenerated woodland with medium sized eucalypts and other species. Vegetation is managed to create a grassy understory with views through trees. Foreground: Grassy Crescent amphitheatre with trees and glimpsed views of river. Middle ground: City buildings partially obscured by vegetation. Distance: Long views to (sic) are available to the tree'd ridge on the horizon.	
Significance	MODERATE Layering of landscape elements including the crescent and the river. Views north towards the tree'd ridgeline create a sense of openness and rurality against the sky.	
Agreed Originating Point (at or about +/- 15m)	33° 48' 42" S 150° 59' 42" E	



7.0 SIGNIFICANT VIEW IMPACT ASSESSMENT MATRIX

View	DCP assessable criteria Verbal Description	DCP assessed Significance of the view	Planisphere Assessable criteria Verbal description	Planisphere assessed Significance of the view	Assessed impacts of proposed development
PCCDCP2007 1 Planisphere view 3	Old Government House view northeast to the river, Old King's School building and site of former Government Farm	Key historic view demonstrating the relationship between the Governor, early Government farm and major school institution. Setting of both heritage items.	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.	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.	LOW (minor and acceptable impact) The nature of the significance of this view is due to the historical connection between Old Government House and the former King's School and Government Farm. The significant view does not extend to St Patrick's Cathedral or to the subject site. The Cathedral is a peripheral background element with marginal visibility and no dominance in the view even were the obscuring vegetation removed.
PCCDCP2007 View 8 Planisphere View 16: Mays Hill NB: the sunject site is not visible from the location as described	View from Mary's (sic) Hill across Parramatta's City Centre to distant hills.	Key historic viewing point from the highest part of the Parramatta Park with best views of the city in the river valley, glimpses to hills behind the city between buildings.	Immediate foreground: Grassed slopes Foreground: tree canopy, trees, grassed slopes, golf course, single trees. Middleground: panoramic views over the treetops towards Parramatta Park and the City skyline	MODERATE There is a strong layering of landscape elements Parramatta Park and the City visible.	LOW (minor and acceptable heritage impact) The nature of the significance of this view is that of a high viewing point over an evolving city in a valley. The background is of a ridge line with tall buildings punctuating the ridge in the central city and North Parramatta. The spire of St Patrick's is hardly discernible as its copper spire is backgrounded by the

View	DCP assessable criteria Verbal Description	DCP assessed Significance of the view	Planisphere Assessable criteria Verbal description	Planisphere assessed Significance of the view	Assessed impacts of proposed development
graphically in the Planisphere report. The view locations in the two documents vary.			Middle distance: Parramatta City skyline to the West and a majority green outlook to the North west Background: long range views towards tree'd horizon		vegetated ridge behind. Development on the subject site would be similarly backgrounded by the ridgeline as do existing buildings. Whereas the significance is given as 'glimpses to hills behind the city between buildings' it is a panorama in fact with more ridgeline than buildings punctuating it. Development of the subject site would retain this panoramic quality.
PCCDCP2007 View 9	View from The Crescent to the distant hills	Key historic viewing point from the ridge of The Crescent to glimpses of distant hills between buildings.	Immediate foreground: Regenerated woodland with medium sized eucalypts and other species. Vegetation is managed to create a grassy understory with views through trees. Foreground: Grassy Crescent amphitheatre with trees and glimpsed views of river. Middle ground: City buildings partially obscured by vegetation. Distance: Long views to (sic) are available to the tree'd ridge on the horizon.	MODERATE Layering of landscape elements including the crescent and the river. Views north towards the tree'd ridgeline create a sense of openness and rurality against the sky.	LOW (minor and acceptable impact) The nature of the significance of this view is as a 'key historic viewing point from the ridge of The Crescent to glimpses of distant hills between buildings'. The view is in fact panoramic rather than glimpses alone. Development on the subject site would not remove this panorama of the hills or have a significant adverse impact.

8.0 CONCLUSION

In summary, potential optimal development as provided for by the planning proposal will be visible in 'historic views' 1, 8 and 9 as identified in the Parramatta Development Control Plan 2007, however the heritage impacts of this visibility are capable of being minor and acceptable for the following reasons:

View 1

- The nature of the significance of this view is due to the historical connection between Old Government House and the former King's School and Government Farm.
- The significant view does not extend to St Patrick's Cathedral or to the subject site.
- The Cathedral is a peripheral background element with marginal visibility and no dominance in the view even were the obscuring vegetation removed.

View 8

- The nature of the significance of this view is that of a high viewing point over an evolving city in a valley.
- The background is of a ridge line with tall buildings punctuating the ridge in the central city and North Parramatta.
- The spire of St Patrick's is hardly discernible as its copper spire is backgrounded by the vegetated ridge behind. Development on the subject site would be similarly backgrounded by the ridgeline as do existing buildings.
- Whereas the significance is given as 'glimpses to hills behind the city between buildings' it is a panorama in fact with more ridgeline than buildings punctuating it. Development of the subject site would retain this panoramic quality.

View 9

- The nature of the significance of this view is as a 'key historic viewing point from the ridge of The Crescent to glimpses of distant hills between buildings'.
- The view is in fact panoramic rather than glimpses alone.
- Development on the subject site would not remove this panorama of the hills or have a significant adverse impact.

NBRS+Partners' October 2013 Heritage Report (Revised September 2014) concludes with **ten recommendations** to ensure any heritage impact is minor and acceptable. Those recommendations stand.