

REVIEW OF HERITAGE ISSUES PLANNING PROPOSAL FOR No. 189 MACQUARIE STREET, PARRAMATTA

1.0 Introduction

This review of heritage issues has been undertaken on behalf of Parramatta Council as part of an independent assessment of the current planning proposal for No. 189 Macquarie Street, Parramatta (the site) co-ordinated by Elton Consulting Pty Ltd.

2.0 Background

In February 2015, amendment (No. 12) was made of Parramatta City Centre LEP in relation to the Council owned land at No. 189 Macquarie Street to:

- permit a maximum building height of 91.3 metres on the site (inclusive of design excellence);
- permit a maximum Gross Floor Area on the site of 36,000m²;
- include an additional local provision excluding any areas of enclosed balconies or communal open space from the definition of gross floor area (GFA) in achieve the maximum floor space ratios (FSR) for the site (6:1 plus design excellence).

Following the adoption of Parramatta City Council's CBD Planning Strategy (April 2015) the applicant has submitted a planning proposal seeking further amendments to align with the anticipated floor space controls envisaged under the strategy.

The planning proposal is seeking an amendment to Clause 7.9 of the Parramatta LEP 2011 to:

- amend the maximum building height from 91.3 metres on the site (including of design excellence) to 167 metres (including of design excellence);
- amend the maximum Gross Floor Area permitted on the site from 36,000m² (achieving an FSR of 6:1 plus design excellence) to 60,000m² (in achieving an FSR of 10:1 plus design excellence); and
- amend the maximum GFA for the purpose of communal and private open space for development that has undertaken an architectural design competition from 2750m² to 6,715m².

The site is currently under excavation to allow for the construction of the mixed use building and public car park approved under DA852/2013.

In order to review the identified and potential heritage issues, an inspection of the site context and surrounding area has been undertaken as part of this project in addition to a review of the following documents:

- *Planning Proposal Amendment to Parramatta LEP 2011, 189 Macquarie Street, Parramatta* (8 September 2015 amended 27 January 2016) prepared by LJB Urban Planning Pty Limited; and supporting documents;
- *Urban Design Report* (September 2015), prepared by GM Urban Design and Architecture Pty Ltd (GMU);
- *Heritage Issues Identification Planning Proposal Amendment to Parramatta City Centre LEP 2007 189 Macquarie Street Parramatta* (August 2015) prepared by NBRS + Partners.

The previous Planning Proposal (LJB Urban Planning Pty Ltd on behalf of Toplace Pty Ltd, December 2013) and associated Urban Design Study (GMU, October 2013) have also been reviewed. Reference has also been made to: the State Heritage Register inventory forms for Elizabeth Farm (SHR 0001) and Public Reserve associated with Elizabeth Farm (SHR 00285), Ancient Aboriginal and Early Colonial Landscape (Robin Thomas Reserve A2, SHR 01863) and Elizabeth Farm (SHR 00001); Parramatta LEP and DCP 2011; *Parramatta CBD Planning Strategy* and *A guide to preparing planning proposals* prepared by NSW Planning & Infrastructure.

A review of the *Draft Architectural Design Competition Brief Competition 2 189 Macquarie Street, Parramatta* prepared by LJB Urban Planning and dated 6th April 2016 has also been undertaken with review of amended Shadow Diagrams from Appendix 1 of the GMU Urban Design Report showing the additional shadow cause by the preferred option.

4.0 Site location & heritage listing status

No. 189 Macquarie Street is an irregularly shaped site located on the southern side of the street and also extends south and has frontage to Hassall Street in the block bounded by Chapel Street to the west and Harris Street to the east.

The site is not listed as a heritage item or located in a heritage conservation area.

However, the site is located in the vicinity of several local items:

- attached houses at Nos. 113 and 115 Wigram Street, Harris Park (I750) and semi-detached cottages at Nos. 23 and 25 Hassall Street, Parramatta (I708). These items have been incorporated as part of a proposed development of a 22 storey mixed use development containing 165 residential apartments and seven commercial units over basement car parking, Nos. 113-117A Wigram Street and 23-28 Hassall Street, Parramatta (DA/241/2013 approved by the JRPP on 4th December 2014).
- “Tara” at No. 153 George Street (I483) to the north east of the site; and
- Queen’s Wharf Reserve and stone wall and potential archaeological site (I489) located opposite “Tara” at No. 198 George Street.

The site is also located in the vicinity of State heritage listed items:

- Experiment Farm Cottage and environs (I000768, SHR 00768);
- Hambledon Cottage, grounds and environs (I504, SHR 01888); and
- Ancient Aboriginal and Early Colonial Landscape (Robin Thomas Reserve A2, SHR 01863).

There are also a number of State listed items further afield, including Elizabeth Farm and surrounds in Alice Street to the south east and Parramatta Railway Station which is located to the south west of the site.

Two Commonwealth Heritage Sites, the Lancer Barracks and Old Government House and Government Domain located in the Parramatta Park have also been identified.

5.0 Heritage Issues Identification report – NBRS + Partners (August 2015)

The heritage issues report includes a clear background and history of the development of the subject site and some surrounding area and identifies most of the heritage items in the vicinity.

Reference is made to the Parramatta City Centre LEP 2007 and 2011, and heritage maps included (Figures 10 and 11 (typo noted on Figure 11)).

5.1 Heritage Impacts on the Subject Site of Development

Section 4.1 of the report refers to the the 20th century development that occupied the site prior to its formation as a car park and current excavation works. It also refers to potential archaeological resources on the site if found, may form part of the conditions of the existing approval.

It is agreed that the increased proposed development of the site will not cause any “additional” adverse heritage impacts on the subject site and that if any archaeological resources are uncovered on the site, these should be handled in accordance with the archaeological assessment and conditions.

5.2 Potential Impacts on Identified Historic Views

Section 4.2 includes an image and discusses identified historic views and view corridors outlined in the Parramatta DCP 2011.

It is agreed that none of the identified views would be impacted. Given that there is a discussion included, it is recommended that a larger, clearer image and summary of the significance as included in Figure 12 be included in the report.

5.3 Heritage Impacts on Local Heritage Items in the Vicinity of the Site

Section 4.3 includes a description and Statement of Significance of each of the identified local items in the “vicinity”. It states upfront that the application for additional height and floor space over that already approved would make little impact on their identified heritage values.

It is agreed that the additional height and floor space would make little “additional” impact on the recognised values of these items. The local items in the immediate vicinity (Nos. 113-115 Wigram Street and Nos 23-25 Hassall Street) are part of a proposed development of the neighbouring sites and buildings will be retained.

For clarity, the “summary of impacts” should be highlighted as it has been for the following State and Commonwealth listed items.

5.4 Heritage Impacts on State Significant Items in the vicinity of the Site

Section 4.4 refers to Experiment Farm, Hambledon Cottage and their grounds and also the site known as the “Ancient Aboriginal and Early Colonial Landscape” (essentially the Robin Thomas Reserve). The former two are addressed in more detail in the following sections and a review of previously prepared documentation on the Reserve and surrounding area is also indicated. Shadow impacts are acknowledged and deemed to be acceptable.

Sections 5.0, 6.0, 7.0, 8.0 indicate that a review of the relevant heritage planning documents relating to each of the sites has been undertaken and includes a “Summary of Impacts” and Statement of Significance of each to identify components that are significant and may be affected by the proposed additions.

It is agreed that any potential impacts are associated with overshadowing, particularly to Experiment Farm. The assessment of overshadowing is based on the options outlined in the Urban Design Study which may or may not be implemented. Shadowing of the building could therefore occur as a result of the additional height and mass. Part overshadowing of the site will occur. The proposed additional height may have acceptable levels of heritage impact provided that setbacks, building mass, form and treatment of elevations are considered to reduce overshadowing particularly to Experiment Farm and Experiment Farm Cottage.

It was recommended that an indication of the existing shadow impacts and potential “additional” impacts be clearly illustrated. The shadow diagrams contained in Appendix 1 of the GMU report have now been amended to show the “additional” shadow caused by the preferred option. The diagram clearly shows that the Experiment Farm site will be overshadowed for a period in the afternoon in mid winter, however, the shadowing of Experiment Farm Cottage can be avoided.

6.0 Potential Heritage Impacts

Section 10.0 and Conclusion of the Heritage Issues report notes the evolving development of the city centre and additional height as being an acceptable change to the city skyline.

As outlined in the Heritage Issues report the principal issue relating to heritage items in the vicinity is the potential overshadowing effects and degree of overshadowing particularly to Experiment Farm. The analysis undertaken indicates that shadowing can be reduced and minimised by careful design.

The cultural values of the Robin Thomas Reserve have been recognised and as outlined in the Urban Design report will be highlighted by proposed future works and interpretation of these values on the site. The potential shadowing of the Robin Thomas Reserve, which will potentially be an important local open and recreational space is also a concern, however, it is clear that the area will be overshadowed by other approved development in the area.

7.0 Other comments

Section 5.6 of the Planning Proposal includes assessment of the economic, social and cultural impacts. Reference is made to flooding, however, “other likely environmental effects” such as social/ cultural impacts have not been adequately addressed. In particular as noted above with regards to the Robin Thomas and James Ruse Reserve. It is acknowledged that other approved development in the vicinity will create some overshadowing, however, as indicated in the Urban Design Report (section 4.5, p. 26):

“Any change to heights to the subject site must be tested in terms of overshadowing to these open spaces”.

The *Draft Architectural Design Competition Brief Competition 2 189 Macquarie Street, Parramatta* refer to the heritage report that has been prepared and has acknowledged the need of the proposed new scheme to take into account shadow impacts and historic view corridors.

8.0 Conclusion & recommendations

The *Heritage Issues Identification Planning Proposal Amendment to Parramatta City Centre LEP 2007 189 Macquarie Street Parramatta* (August 2015) prepared by NBRS + Partners assesses the potential heritage impacts on the proposed additional height and floor space.

It is agreed that any potential heritage impacts are associated with overshadowing, particularly to Experiment Farm.

The assessment of overshadowing is based on the options outlined in the Urban Design Study which may or may not be implemented. Part overshadowing of the site will occur. Shadowing of the building could therefore occur as a result of the additional height and mass, however, the Urban Design Study illustrates that overshadowing of Experiment Farm Cottage may be avoided. The proposed additional height may have acceptable levels of heritage impact provided that setbacks, building mass, form and treatment of elevations are considered to reduce overshadowing particularly to Experiment Farm and Experiment Farm Cottage.

Environmental, social and cultural impacts on the Robin Thomas Reserve should be addressed. Particularly as the park area, recreational elements and cultural significance of the Reserve are proposed to be improved, enhanced and interpreted.

In summary, from a heritage perspective the primary impact relates to the issue of overshadowing which will need to be addressed as part of any future development, however, does not preclude this proposal from proceeding to gateway.