



HERITAGE ISSUES IDENTIFICATION

PLANNING PROPOSAL
142 - 154 MACQUARIE STREET
PARRAMATTA NSW 2150

JULY 2014

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CONTENTS

1.0	Introduction.....	4
1.1	Site Location	4
1.2	The Planning Proposal	5
1.3	Authorship.....	5
1.4	Reports by Others	5
2.0	The Subject Site: 142-154 Macquarie Street.....	6
3.0	Heritage Listings.....	7
3.1	Heritage Impacts on Site (see also Section 2.0)	8
3.2	Potential Impacts on Historic Views (see also Section 9.0)	9
3.3	Heritage Impacts in the Vicinity of the Site (see also sections 4.0 to 9.0) ..	11
4.0	Harrisford.....	13
5.0	Experiment Farm	14
6.0	Elizabeth Farm	18
7.0	Hambledon Cottage.....	20
8.0	Lancer Barracks	22
9.0	Old Government House & the Government Domain (OGHGD).....	24
10.0	Conclusion.....	28

HERITAGE ISSUES IDENTIFICATION

FOR PLANNING PROPOSAL

142 - 154 MACQUARIE STREET

PARRAMATTA NSW 2150

1.0 INTRODUCTION

This report identifies the heritage issues and assesses impacts of likely development that would follow the provisions of a Planning Proposal for the site. The Planning Proposal is based on GM Urban Design & Architecture Pty Ltd's and Tony Caro Architecture's *Urban Design Study: 142-154 Macquarie Street, Parramatta* (May 2014) [Urban Design Study] and subsequently revised. This report has been prepared in accordance with the principles of ICOMOS Burra Charter (the *Australia ICOMOS Charter for Places of Cultural Significance*) and generally guided by the NSW Heritage Branch guidelines for "Statements of Heritage Impact" (2002).

Assessment of Indigenous and Non-Indigenous historical archaeology is excluded from this study. Such archaeological research has been carried out by Comber Consulting and Casey & Lowe Archaeology & Heritage respectively. Their reports and impact assessments should be referred to in managing the archaeological resource identified on the site.

1.1 Site Location

The 'site' is defined as Lot 11 on deposited plan DP790287. The site has street boundaries on Harris Street, Macquarie Street, George Street and Argus Lane. It adjoins the Albion Hotel on its eastern boundary.



Figure 1 — Aerial photograph showing site and context. North at top of page.
Extract from www.six.nsw.gov.au

1.2 The Planning Proposal

The Planning Proposal for the site based on GM Urban Design & Architecture Pty Ltd's and Tony Caro Architecture's Urban Design Study: 142-154 Macquarie Street, Parramatta (May 2014) [Urban Design Study]. The Urban Design Study/Planning Proposal envisages a podium development with open space along part of the George Street boundary (3 storey podium at street) with towers up to 60 storeys high on the remainder of the site.

1.3 Authorship

This report was prepared by Don Wallace, Senior Heritage Consultant, and Léonie Masson, Historian, under the guidance of Robert Staas, Director-Heritage Consultant, all of NBRSPARTNERS. This report has been carried out concurrently with Earthscape Horticultural Services, *Development Impact Assessment Report – 142-154 Macquarie Street, Parramatta*, June 2014.

1.4 Reports by Others

This report refers to reports by others as follows:

- *Experiment Farm Cottage Conservation Management Plan*, National Trust of Australia (NSW), Final Draft, July 2001;
- *Harris Park Precinct, Parramatta City for Parramatta Council, Heritage Report on Elizabeth Farm Curtilage*, Brian McDonald + Associates Pty Ltd, 12 August 2003;
- *Hambledon Cottage Conservation Management Plan*, Rod Howard & Associates Pty Limited in association with Geoffrey Britton and Parramatta & District Historical Society Inc., December 2011;
- *The Landscape of Hambledon Cottage, Parramatta Conservation Management Plan*, MUSEcape Pty Ltd in association with Cultural Resources Management, October 2000;
- *Parramatta Historical Archaeological Landscape Management Study (PHALMS)*, Godden Mackay Logan, 2000;
- *Archaeological Assessment, Cumberland Press Site, 142-154 Macquarie Street, Parramatta*, Casey & Lowe, July 2007;
- *Non-Indigenous Archaeological Testing, Cumberland Press Site, 142-154 Macquarie Street, Parramatta*, Casey & Lowe, July 2008;
- *142 -154 Macquarie St, Parramatta, Research Design AHIMS Site 3307*, Comber Consulting, 2014;
- *Development Impact Assessment Report – 142-154 Macquarie Street, Parramatta*, Earthscape Horticultural Services, June 2014; and,
- 'Development in Parramatta City and the Impact on Old Government House and Domain's World and National Heritage Listed Values', Planisphere, 2012.

2.0 THE SUBJECT SITE: 142-154 MACQUARIE STREET

Existing structures on the site include a printery and the former offices of Cumberland Newspapers. The two-storey offices and single-storey printery are of little cultural heritage significance.

Casey & Lowe have researched the development of the site post-1788 and described the progressive development of the constituent allotments of the subject site. They identify four phases of historic-period occupation:

- Phase 1: 1790 to 1820
- Phase 2: 1820 to 1850
- Phase 3: 1850 to 1950s
- Phase 4: 1950s to Present

The structures and evidence of uses associated with the early phases 1, 2 and 3 remain only as sub-surface remnants. The extant structures on site relate to the last phase and use as newspaper offices and printery.

Casey and Lowe have summarised the archaeological significance of the site as:

As the second British settlement in Australia the archaeology of Parramatta has the potential to contribute to our understanding of the historical nature and development of Parramatta and New South Wales. The potential archaeological remains within the study area represent a range of stages in the development of Parramatta, from the convict-period when it was occupied by free settlers and emancipated convicts, to its later free occupation and rebuilding in the second-half of the nineteenth century. Five and half houses were built within the study area between 1804 and 1822 and are therefore associated with the early development of Parramatta. The various residents of these early houses were a mix of free settlers and former convicts. Unlike many other archaeological sites along George Street there was no convict occupation, which therefore provides opportunities to examine a number of house sites not occupied by convicts prior to 1810. The rebuilding of the houses on George Street, the subdivision of Harris Street and the building of houses there and their later 1890s occupation by homeless men. Three overseas Chinese residents are known to have resided within the study area. The potential archaeological remains at this site are considered to be of State heritage significance.¹

¹ *Archaeological Assessment, Cumberland Press Site, 142-154 Macquarie Street, Parramatta, Casey & Lowe, July 2007, p.81.*

3.0 HERITAGE LISTINGS

The site is located at the eastern edge of the lands to which *Parramatta City Centre Local Environmental Plan 2007* [PCCLEP 2007] applies. Outside that area *Parramatta Local Environmental Plan 2011* [PLEP 2011] applies. Both LEPs provide for the management of developments at and in the vicinity of (i.e. 'near') heritage items under the *Environmental Planning & Assessment Act 1979*.

The site is not identified as a heritage item on PCCLEP 2007. There are, however, several heritage items identified in the PCCLEP 2007 or PLEP 2011 that are near the site.

The *Heritage Act 1977* provides for the management of places on the 'State Heritage Register' [SHR] and for excavation of relics and other archaeological remains and deposits generally. Places nearby that are entered on the SHR include:

- Experiment Farm Cottage (SHR No. 00768);
- Hambledon Cottage, Grounds and Archaeology (SHR No. 01888);
- Ancient Aboriginal and Early Colonial Landscape (SHR No. 01863); and,
- Harrisford (SHR No. 00248).

Places on the SHR further afield include Elizabeth Farm to the southeast and the Parramatta Railway Station to the southwest. The Urban Design Study recommends a substantial increase in the permissible height on the site. Consequentially, visual and shadowing impacts of these sites must be considered.



Figure 2 — Aerial photograph showing site in the context of heritage places of high significance. North at top of page. Extract from www.six.nsw.gov.au

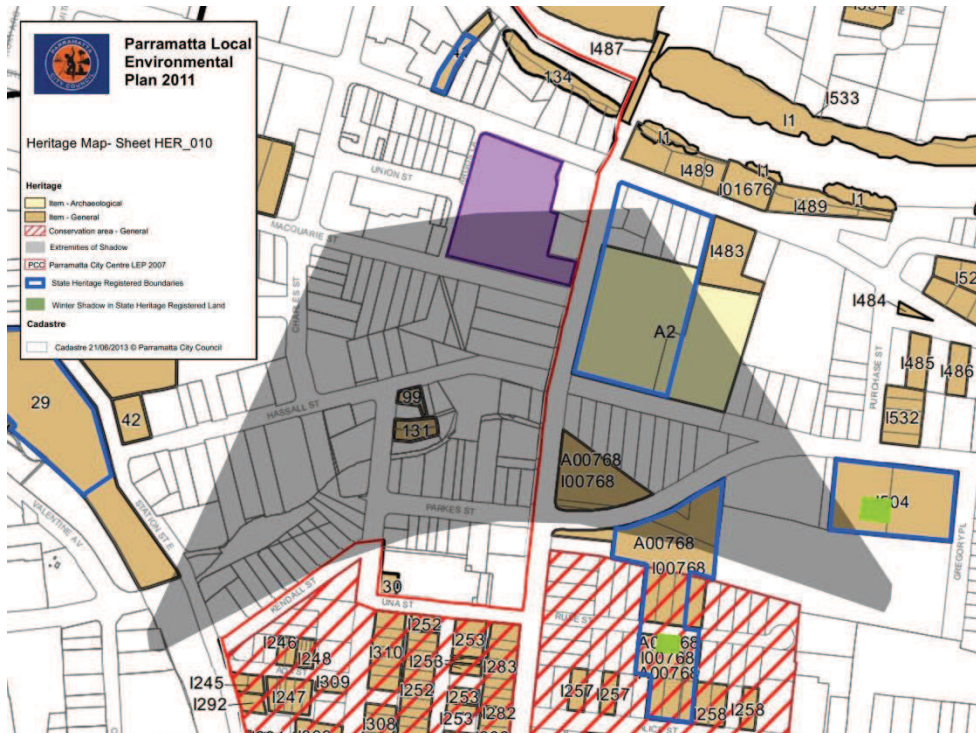


Figure 3 — Composite heritage map of PCCLEP2007 and PLEP2011 with State Heritage Register curtilages shown in blue. The grey overlay shows the approximate extents of shadows arising from the building complex proposed by Tony Caro Architecture between the morning and approximately 3:30pm throughout the year. North at top of page. Indicative only - refer TCA shadow drawings for more accurate shading data. Extract from www.six.nsw.gov.au

The Commonwealth *Environment and Biodiversity Conservation Act 1999* [EPBC Act] provides for the conservation and heritage management of Commonwealth, National and World Heritage.

- Lancer Barracks is listed on the Commonwealth Heritage List.
- 'Old Government House and Government Domain' (OGHGD) within Parramatta Park - about a kilometre west of the subject site - are together included on the National Heritage List. A large part of the National Heritage listed property is also inscribed on UNESCO's World Heritage List as part of the Australian Convict Sites serial listing. ['Parramatta Park & Old Government House' are also listed on the State Heritage Register under the provisions of the Heritage Act 1977. This listing covers the whole of Parramatta Park including the Parramatta Golf Club on the southern side of the railway.]

For discussion on the controls and heritage impacts on Lancer Barracks and OGHGD, refer to sections 8.0 and 9.0 respectively.

3.1 Heritage Impacts on Site (see also Section 2.0)

Other than the potential archaeological impacts that follow from the archaeological significance of the site (refer studies and investigations by Casey & Lowe and Comber Consulting), development of the site as proposed

in the Urban Design Study would not cause any adverse heritage impacts on the site itself. As the site is not on the State Heritage Register there would be no direct impacts on State heritage. The retention and interpretation of archaeological resources on site would enhance the public's understanding of the historical development and significance of the site. This could be seen as a beneficial heritage impact.

3.2 Potential Impacts on Historic Views (see also Section 9.0)

Figure 4.3.3.4. (page 240) of the *Parramatta Development Control Plan 2011* [PDCP2011] defines nine 'historic views'. None of these would be impacted upon by development on the subject site. View 7 describes a view along George Street to Parramatta Park gatehouse and trees. However, this view is unidirectional west from the junction of Charles and George Streets so is both some distance from the site and looking away from it.



Figure 4.3.3.4 Historic Views

Identified View	Significance
1. 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.
2. Views east to St John's along Hunter Street, available back to Parramatta Regional Park.	Hunter Street framed view to St John's church.
3. Views to St John's church and square from north	Historic main street approach to city centre and St John's historic church and other heritage items in view.
4. Views west, from eastern side of square, mall, Civic Place and Town Hall.	Backdrop/setting of church. Views to church and spires.
5. Views north and south along Church Street, including view of ANZ 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 south along Church Street from Fennell Street, sequential views.	Historic main street and approach. Relatively consistent scale and setback of streetscape.
7. Views 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 now visible), views of streetscape, heritage items.
8. View from Marys 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.
9. View from The Crescent to the distant hills Key historic viewing point from the ridge of The Crescent	Key historic viewing point from the ridge of The Crescent to glimpses of distant hills between buildings.

Figure 4 — Figure 4.3.3.4 'Historic Views' from the *Parramatta Development Control Plan 2011*. North at top of page. The location of the subject site has been annotated purple by NBRSP+Partners.

Section 4.3.2 of the PDCP2011 provides controls for the Harris Park Special Precinct and the special area known as the ('Area of National Significance') immediately to the east of the subject site. Although indicated in the PDCP2011 as of 'national significance' the area is not listed on the National Heritage List maintained by the Commonwealth. Controls for the 'Area of National Significance' refer to development *within* the 'Area' (i.e. *outside* the subject site). The Plan's 'Appendix 2.1' (page 416) identifies 16 historic view corridors associated with Harris Park. None of these views extends to the development site. Views 13 and 14 are defined as views from the Thomas Street north riverbank ridge to the vegetated southern bank of the Parramatta River. Consequently, development on the site would not intervene in these views but would form a backdrop to view 14. Backdrop buildings to views from the north riverbank ridge currently exist. (See also 'Commonwealth Approvals' below.)

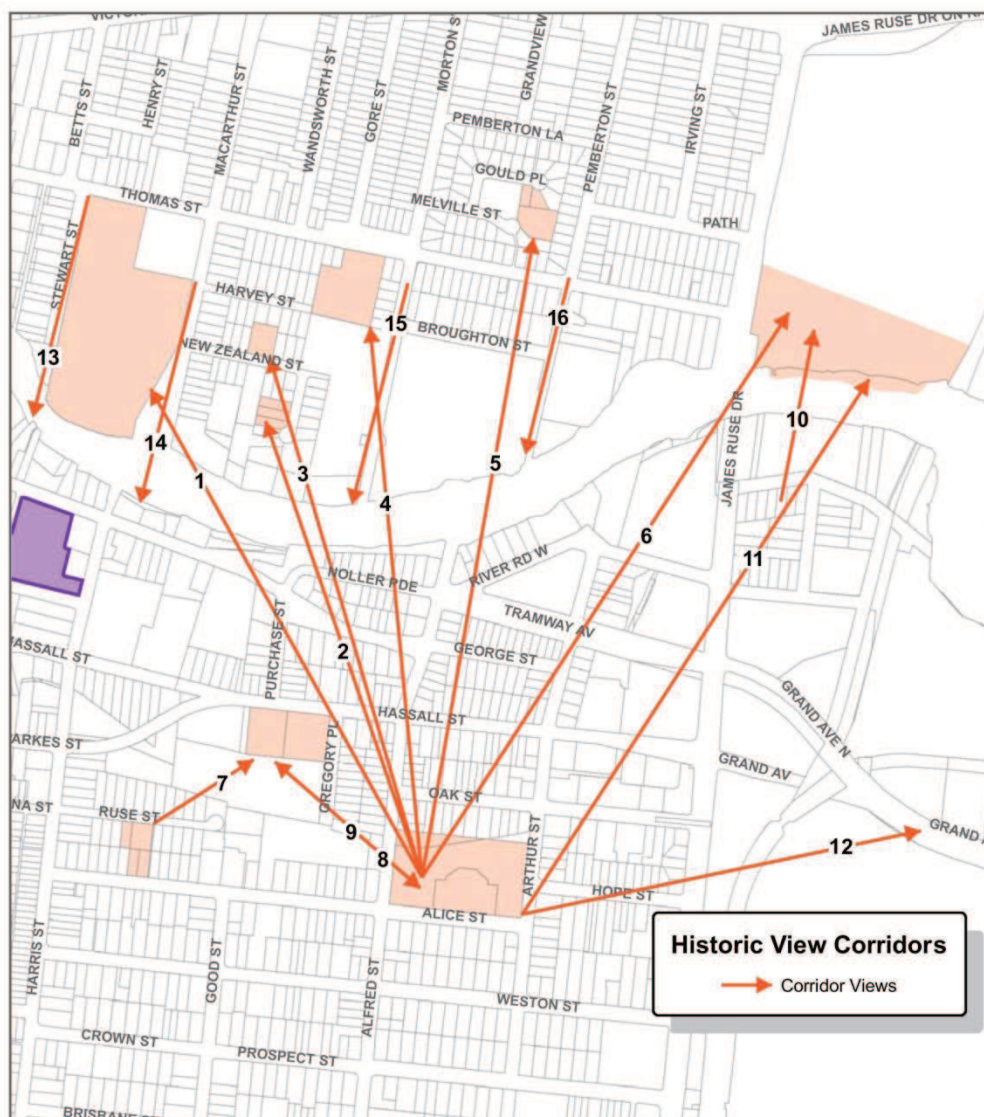


Figure 5 — Appendix 2.1 from the Parramatta Development Control Plan 2011. North at top of page. The location of the subject site has been annotated purple by NBRSPartners.

3.3 Heritage Impacts in the Vicinity of the Site (see also sections 4.0 to 9.0)

Heritage items in the immediate vicinity of the site include:

- Ancient Aboriginal and Early Colonial Landscape (SHR No. 01863) part of which is also known as Archaeological Site A2 and Robin Thomas Reserve archaeological site; and,
- Harrisford a two storey house at 182 George Street.

Robin Thomas Reserve is significant for its archaeological values and development of built form near it will have no impact on these values. A Construction Environmental Management Plan would manage other risks on this nearby archaeological resource during construction.

Development on the subject site of anything of greater scale than Harrisford will have some impact on its setting. Development immediately adjoining Harrisford and directly across George Street has been carried out with reference to the scale of the nineteenth century building while at the same time establishing a denser and higher context. The Urban Design Study proposes a three storey podium along the western part of the George Street frontage together with an 'interpretive frame'. Once the archaeological potential has been further investigated, potentially adverse heritage impacts that might arise from the scale shift of the proposed development and the nearby Harrisford can be mitigated in the finer grain design of the proposed built form. This could be done in the selection of materials and articulation of building massing, form and facades. Controls for building exteriors are set out in the PDCP2011 and these include requirements for mitigating impacts on heritage items.

It should be noted that adjoining the northeast of the site is the two storey brick and tile hotel known as the Albion Hotel. The place is not a heritage item so impacts upon its cultural significance need not be explicitly assessed. However, the design as proposed with the 'interpretive frame' and open space on the north assists in an urban design sense with mediating the dramatic scale shifts between the hotel and the proposed towers.

As mentioned above, Experiment Farm Cottage and Hambledon Cottage and grounds are listed on the State Heritage Register. Their defined registered curtilages do not extend to the subject site which is also outside their historic curtilages.

A review of conservation management documents for these two properties and for the further afield Elizabeth Farm indicates that development of the subject site would not interfere with identified significant views. There will however be some overshadowing of these two properties and that known as 'Ancient Aboriginal and Early Colonial Landscape' ('Robin Thomas Reserve'). The overshadowing will occur over the first two properties in some afternoons between equinox and midwinter and afternoons throughout the year for the latter archaeological site. There is no impact from this overshadowing on the archaeological site. Arboricultural advice has confirmed that there would be

little adverse impact on significant plantings at Experiment Farm Cottage and Hambledon Cottage and grounds.²

Notwithstanding that the original 30 acre curtilage of Experiment Farm has been massively reduced, the nature of its significance lies in part to its role as the first post-1788 Australian experiment in European subsistence agriculture. Expert arboricultural advice has confirmed that the limited shading of the land would not preclude the appreciation and use of the original farm lands for experimental horticulture and agriculture should such experimentation be desired.³

As no development is proposed within the land entered on the State Heritage Register, the approval of the Heritage Council would not be necessary (aside from excavation of the archaeological resource which should be managed in accordance with archaeological advice).

² *Development Impact Assessment Report – 142-154 Macquarie Street, Parramatta*, Earthscape Horticultural Services, June 2014.

³ *Development Impact Assessment Report – 142-154 Macquarie Street, Parramatta*, Earthscape Horticultural Services, June 2014.

4.0 HARRISFORD

Summary of Impacts

Harrisford is directly opposite the subject site to the north on George Street. Due to its immediate proximity, the streetscape impacts on its setting need to be assessed and mitigated. Its historic context has been altered in the twentieth century by surrounding development closer to the historic house than that proposed on the subject site. The potential impacts can be mitigated when development is proposed. As mentioned above, this could be done in the selection of materials and articulation of building massing, form and facades. Controls for building exteriors are set out in the PDCP2011 and these include requirements for mitigating impacts on heritage items.

Statement of Significance:

Harrisford, which is located between George Street and the river, is one of the oldest houses remaining in the township of Parramatta. It is an important element at the head of the river, representing the early years of settlement. Site possesses potential to contribute to an understanding early of urban development in Parramatta.⁴

Recommended management identified on the State Heritage Inventory includes:

- Conservation works undertaken by Clive Lucas in 1980s for Kings School Old Boys Union;
- Produce a Conservation Management Plan (CMP); and,
- Prepare a maintenance schedule or guidelines.⁵

Issues pertinent to development on the subject site, include management of views to Harrisford along George Street and the streetscape and scale relationships between new development on the site and Harrisford. These can be resolved in the design development of any development proposal and might include building massing, articulation and materials.

⁴ State Heritage Register, Database number 5051407.

⁵ State Heritage Register, Database number 5051407.

5.0 EXPERIMENT FARM

Summary of Impacts

Although Experiment Farm is a considerable distance from the subject site, it would have a small portion of its grounds at its north occasionally shaded for part of the afternoon in winter with the built form the Planning Proposal envisages. The plantings that would be shaded are recent and of low significance. The vegetation would be dormant in any case during the periods of shading. There is no remnant indigenous woodland nor are there any plantings that are associated with the period of significance for Experiment Farm. No significant views to or from the Farm would be impacted upon. There would be no significant impact.

Statement of Significance:

Experiment Farm Cottage and the site of Experiment Farm is of exceptional cultural significance to Australia, NSW and Parramatta because:

it forms part of the first European land grant in Australia;

it is associated with the early agricultural pursuits, including Governor Phillip's "experiment" to determine the period required in which a settler could become self-supporting. The initial success of Experiment Farm encouraged Phillip to open the Parramatta area to free settlement;

the location demonstrates the importance of the Parramatta area in the agricultural development and early survival of the European colony;

Following its purchase by Surgeon John Harris, it became part of "Harris' Farm", one of several large properties established by the "Parramatta Gentry" from the late 18th- mid 19th century, including those owned by the Macarthurs, Marsdens, Kings, Wentworths and Blaxlands. The current Experiment Farm Cottage formed part of "Harris' Farm";

It contains evidence of the various phases of the site from the late 18th century to the present, including: the topographical features associated with Ruse's Experiment Farm; the establishment of Harris' Farm and the construction of Experiment Farm Cottage; patterns of subdivision and the emergence of the present suburban setting;

Experiment Farm Cottage is a finely detailed colonial bungalow dating to c.1834. Its sophisticated design is demonstrated through the architectural treatment of the front facade, including French doors, delicate columns and main entrance, and the internal treatment of

room configuration and its methods of integrating the verandah into the main area of the house;

of its visual prominence in the surrounding landscape. The position of Experiment Farm Cottage demonstrates important relationships with the landscape. Situated on a once prominent rise, the current house addresses the north towards Parramatta River and Clay Cliff Creek;

of its surviving fabric (both extant and archaeological), and the vast body of records documenting its historical development. In particular, resources from the 19th century provide information on the development and layout of Harris' Farm, including Experiment Farm Cottage and associated farm features such as former fence lines, carriage drive, farm roads, plantings, stables, outbuildings and pattern of subdivision;

of its documented association with individuals who have helped shape its form and use, including Governor Phillip, James Ruse, Surgeon John Harris and his descendants, Pieter Laurentz Campbell and the Fraser family;

it is a place highly valued by the community. Efforts by the community since the 1920s have assisted in its conservation, culminating in the acquisition of the property by the NSW National Trust in 1961. Local residents have expressed great interest in the ongoing conservation of the property and recognise its heritage significance as contributing towards the identity of Harris Park. (Britton & Morris, 2001)

Experiment Farm cottage has a strong association with the earliest free settlement of land in Australia and with the first grant to a freed convict, James Ruse. It also has a strong association with John Harris. The house is a rare example of an early farmhouse in very intact condition. Site possesses archaeological potential to contribute to an understanding of early development in Parramatta.⁶

Pertinent to development on the subject site, elements of the landscape and setting that contribute to the significance of Experiment Farm Cottage include vistas:⁷

- The northerly aspect of Experiment Farm Cottage (including the views to and from the former Clay Cliff Creek and Parramatta River)
- Views approaching Experiment Farm Cottage (from west along Ruse Street and alignment of former carriage drive)
- Views to the north from Alice Street through the reserve (along the former track leading to the stables)
- View of Bunya and Hoop Pines located at Hambledon Cottage and Elizabeth Farm.

Conservation policies⁸ that bear on development of the subject site include:

⁶ State Heritage Register, Database number 5051403.

⁷ Experiment Farm Cottage Conservation Management Plan, National Trust of Australia (NSW), Final Draft, July 2001.

Policy 2.0.1

Develop a mechanism (such as a Memorandum of Understanding) between the National Trust and Parramatta City Council for the ongoing conservation and management of Experiment Farm Cottage, its landscape setting and the archaeological resource that:

Recognise the cultural significance of Experiment Farm Cottage and landscape;

Provides for the ongoing care and maintenance of the reserve areas as part of the landscape setting for Experiment Farm Cottage; and

Recognise areas of archaeological potential. (p135)

Policy 2.1.2

Ensure that open space areas remain part of the curtilage and landscape setting for Experiment Farm Cottage. (p136)

Policy 2.1.3

Ensure that landscaping works undertaken in the reserve areas consider the landscape setting for Experiment Farm Cottage and recognises the cultural significance of Experiment Farm Cottage and Experiment Farm. (p136)

Policy 5.1.1

Ensure that the Reserves continue to form part of the curtilage of Experiment Farm Cottage. (p144)

Policy 5.1.2

Ensure that future landscaping works in the Reserves is based on an understanding of the development of the cultural landscape and part of the landscape setting of Experiment Farm Cottage. (p144)

Policy 5.2.1

The relationship between Experiment Farm Cottage and adjoining reserve areas should be made apparent through appropriate landscaping works (refer to Policy 6.0 – Cultural Landscapes and Policy 7.0 – Conservation of Landscape). (p145)

Policy 5.2.2

Experiment Farm Cottage should be interpreted within the wider context of Harris Park and in relation to other key sites (Queen's Wharf, Hambledon Cottage, Elizabeth Farm and Clay Cliff Creek). (p145)

Policy 5.3.1

Retain the vistas to the significance vistas to the north by maintaining the reserves as open space. (p146)

Policy 5.3.2

Landscaping works in the reserves should not impact on the northerly views from Experiment Farm Cottage. (p146)

Policy 5.3.4

⁸ Experiment Farm Cottage Conservation Management Plan, National Trust of Australia (NSW), Final Draft, July 2001.

Retain views to Bunya and Hoop Pines on adjoin colonial properties (Hambledon Cottage and Elizabeth Farm) from each of the three properties. (p147)

Policy 5.3.5

Ensure future planning controls retain the significant vistas and view corridors from Experiment Farm Cottage and to the pine trees at Hambledon Cottage and Elizabeth Farm. (p147)

Policy 5.3.6

Ensure that proposed developments in the area do not impact on key vistas from Experiment Farm Cottage and to the pine trees at Hambledon Cottage and Elizabeth Farm. (p147)

6.0 ELIZABETH FARM

Summary of Impacts

Elizabeth Farm is so far removed from the subject site that the potential heritage impacts hardly need assessment. However, given the great importance of the place and the possibility of views being affected, reasoned examination is given below.

There would be no shading of the site and thus no impacts on vegetation or appreciation of the Farm. The subject site lies outside significant views to and from the Farm. Therefore, there would be no significant impact on Elizabeth Farm and its setting.

Brian McDonald + Associates' Heritage Report of 2003 cites the **Statement of Significance** of the State Heritage Register listing:

Elizabeth Farm is associated with major figures who were prominent in the 19th century development of the colony, including John and Elizabeth Macarthur, and the Swann family in the 20th century. There is a large surviving collection of documentary evidence connected to the house, which contains part of the oldest surviving European construction in Australia. The garden contains some of the earliest European plantings in Australia including a Chinese elm (*Ulmus parvifolia*), 1805-planted olive (*Olea europaea*), kurrajong (*Brachychiton populneus*), Bunya pine (*Araucaria bidwillii*) and hoop pine (*A. cunninghamii*). It is an example of early colonial architecture and early agricultural experiments (Bravery 1997:13-14, 24, modified Read, S., 11/2006).

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

The property is also significant in the history of conservation in NSW, being the first to be preserved by direct acquisition by the State Government, and the second property to have a permanent conservation order placed over it under the Heritage Act 1977. (Read, S., pers. comm. 2003)⁹

The heritage report on the Farm's curtilage identifies and maps important 'key views and vistas'. None of these views extend to the subject site.¹⁰

⁹ State Heritage Register, Database number 5051394.

¹⁰ Harris Park Precinct, Parramatta City for Parramatta Council, Heritage Report on Elizabeth Farm Curtilage, Brian McDonald + Associates Pty Ltd, 12 August 2003.

FIGURE 2
Key views and vistas



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12 August 2003

Figure 6 Figure 2 'Key views and vistas' as shown in Brian McDonald + Associates Pty Ltd 'Heritage Report on Elizabeth Farm Curtilage', page 23. Site has been identified in purple on image by NBRS+Partners.

7.0 HAMBLEDON COTTAGE

Summary of Impacts

Hambledon Cottage is a considerable distance from the subject site and would have a portion of its grounds at its south-western corner occasionally shaded for part of the afternoon in winter cast by the built form the Planning Proposal envisages. The shadows would pass quickly across the site from the south-west to the north-east in the last hour before midwinter sunset

The area shaded includes outbuildings which already cast shadow on the rear cottage garden and whose walls are shaded in the late afternoons of winter by a large fig tree to the northwest. That part of the cottage garden contains fairly recent plantings with little or no heritage significance. Several trees at Hambledon cottage are of high to exceptional significance but these would only be shaded by the development for which the Planning Proposal provides for a brief period before sunset at mid-winter and would come out of shade before sunset. None of the trees of heritage significance within Hambledon Cottage would be significantly and adversely affected by overshadowing. No significant views to or from the Cottage would be impacted upon. There would be no significant impact.

Statement of Significance:

Hambledon Cottage, its grounds and associated archaeology have State significance for their important and direct associations with the Macarthurs, one of the most influential families in Australian history as well as other figures of state and local renown.

The house is a fine and rare example of an 1820s domestic building and is expressive of the taste, aspirations and needs of its several owners. Its landscape includes plantings dating from its earliest construction and are now some of Australia's oldest surviving European tree plantings. The Hambledon Cottage site is an important component of an estate (Elizabeth Farm) that became a prototype of Australian land management. It also has strong associations with a number of individuals and families important in the development of Parramatta, New South Wales and Australia, including Thomas Hobbes Scott and Henry Kitchen. The archaeology at Hambledon Cottage and grounds has a high archaeological research potential and is likely to be highly intact and of state significance.

Hambledon Cottage also has significance for its role in illustrating the development of the status of Parramatta, and holds great value for contemporary society for these reasons. The archaeological resource will be able to contribute to more accurately documenting the development, use and life style associated with the cottage, Parramatta and early colonial society.¹¹

¹¹ State Heritage Register, Database number 5052762.

The 2011 Rod Howard & Associates Pty Limited in association with Geoffrey Britton and Parramatta & District Historical Society Inc Conservation Management Plan for Hambledon Cottage is principally concerned with the cottage building itself and does not identify issues of setting relevant to the subject site.

The MUSEcape & CRM plan identifies the Cultural Landscape setting of Hambledon generally to be of exceptional heritage value.¹² Conservation policy bearing on development of the subject site is confined to:

8.9 The Reserve

*The Reserve should be retained as permanent public open space, managed to conserve its heritage significance.*¹³

Within the MUSEcape plan, there are no specific policies on the management of views outside the curtilage of Hambledon Cottage and the adjacent reserve that would affect development of the subject site.

¹² The Landscape of Hambledon Cottage, Parramatta Conservation Management Plan, MUSEcape Pty Ltd in association with Cultural Resources Management, October 2000

¹³ The Landscape of Hambledon Cottage, Parramatta Conservation Management Plan, MUSEcape Pty Ltd in association with Cultural Resources Management, October 2000

8.0 LANCER BARRACKS

Summary of Impacts

Commonwealth heritage place Lancer Barracks is a considerable distance from the subject site and is surrounded by taller, modern development in the City's CBD. It will not be shaded, nor will views to or from it be affected. There would be no significant impact.

The Commonwealth *Environment and Biodiversity Conservation Act 1999* [EPBC Act] provides for the conservation and heritage management of Commonwealth, National and World Heritage.

Lancer Barracks is listed on the Commonwealth Heritage List.

Statement of Significance:

The two surviving original Lancer Barracks buildings, known as Bob's Hall and the Barracks, are historically highly significant. They date from 1819 and are directly associated with the early military history of New South Wales, and with the early government administration of Parramatta. They are the oldest surviving military barracks on the Australian mainland. The buildings were used by British troops until the 1850s, then by police forces, and from 1897 they have been the home of the Royal New South Wales Lancers. Excepting the police period, the buildings have a very lengthy association with Australian military history. (Criterion A.4)

The buildings are important in being among the few buildings surviving from the period of NSW Governor Lachlan Macquarie. Further, Bob's Hall, with its colonnaded verandah on three sides covered by the main building's roof, is a rare early verandahed form. (Criterion B.2)

With their symmetrical form, hipped roofs, textures, openings and general proportions, the two buildings reflect well characteristics of Old Colonial Georgian architecture. Also, despite changes to the complex as a whole, the buildings continue to convey the essential character of an early colonial military establishment, and are important as examples of early colonial military accommodation. (Criterion D.2)

The buildings' architect, Lieutenant John Watts, played a notable role in the Macquarie period, designing a number of buildings and making a contribution to the colony's architectural development. (Criterion H.1)

The buildings are of social significance to the military community (Lancers personnel especially) and to the broader community, members of which have been visiting the site for some years. (Criterion G.1)

With their distinctive Georgian styling, their materials and historical amenity, their height, scale and form, together with their siting on the perimeter of the parade ground which they help to define, the buildings have aesthetic value. (Criterion E.1)¹⁴

Solar access to the Barracks is provided for in the *Parramatta Development Control Plan 2011* (PDCP2011) rather than specifically under the EPBC Act. Figure 4.3.3.1.13 (page 230) in section 4.3.3 of the PDCP2011 provides specific sun access planes to achieve solar access to Commonwealth listed place Lancer Barracks between noon and 2pm at midwinter. As the subject site is to the east of the Barracks, development on the site can not affect this access. In any case, the proposed development would not shade the Barracks at any time.

As the proposed development (an 'action' under the EPBC Act) has no impact that could be considered a 'significant impact' under the Act, referral to the Commonwealth in relation to Lancer Barracks is not necessary.

¹⁴ Commonwealth Heritage List, Place ID 105214.

9.0 OLD GOVERNMENT HOUSE & THE GOVERNMENT DOMAIN (OGHGD)

Summary of Impacts

Although Old Government House and the Government Domain lie over a kilometre away from the subject site, their outstanding universal heritage values demand impacts of development throughout central Parramatta be examined. A tower of the height provided for in the Planning Proposal would most certainly be visible from this heritage place – at least until sites in the centre of the CBD were redeveloped. In response to concerns over proposed tall development in Parramatta and its impacts on OGHGD, a ‘technical report’ on visual impacts has been prepared. That report confirms that although there may be impacts on OGHGD, there would be no significant impact.

Statement of Significance:

Old Government House and the Government Domain (also known as the Governor’s Domain) at Parramatta Park are primary sites associated with the foundation of British colonial settlement and provide a tangible link to Australia’s colonial development of 1788.

Old Government House at Parramatta is the oldest surviving public building on the Australian mainland, and the only early colonial Government House to have survived relatively intact. A section of the brick flooring of the Phillip era building of July 1790 survives while the three rooms at the front of the main section of the house date to Governor Hunter in 1799. The remainder of the main house and the two side pavilions date to Governor Macquarie in 1818.

Convicts built many of the structures in the place and were the labour force which operated the farming and other enterprises that occurred there. The house itself and the surrounding historic elements such as the bathhouse, carriageways and gatehouses, and the remains of Governor Brisbane’s observatory, all reflect the establishment of agricultural production, the administration of the colony, the administration of the convict system in Australia, the commencement of town planning, and the site of some of Australia’s earliest astronomical and botanical endeavours.

The Government Domain is an extensive cultural landscape that has yielded archaeological evidence and has the potential to yield more, particularly in terms of a convict workplace. Historical documents and images are available in public records which provide supporting information.

Old Government House in its setting of the Government Domain is significant as a cultural landscape of importance in Australia’s history. Although the site has been reduced from the original 99.6 hectares to 85 hectares, it contains a number of historic elements that

demonstrates cultural processes in Australia's development from a penal colony dependant on Great Britain to a self-governing colony. These elements include the house itself where the patterns of use and living established by the early governors is still legible. Other elements include the establishment of the Government Garden which marked the commencement of successful agricultural production in Australia.

Old Government House also reflects early colonial and convict administration, and historic elements within the Domain provide evidence of the beginnings of astronomical and botanical science in this country. The development of the house itself mirrors the growth and complexity of the process, both as the Governor's home and as the seat of administration.

Old Government House and the Government Domain at Parramatta Park are significant for their association with the life and work in Australia of the early colonial governors. Governors Phillip, Hunter, King, Macquarie and Brisbane all resided and worked at the house, and all have left their mark on the site through their development of the fabric of the respective buildings and the enhancement of the Domain. Old Government House and the Domain provide a remarkable insight into the life and work of these governors. This insight is enhanced by the wealth of information available about the site, both in terms of its documentation and the pictorial representations and photographs of the various stages of its development.¹⁵

As mentioned above, the Commonwealth *Environment and Biodiversity Conservation Act 1999* [EPBC Act] provides for the conservation and heritage management of Commonwealth, National and World Heritage.

Old Government House and Government Domain (OGHGD) within Parramatta Park - about a kilometre west of the subject site - are together included on the National Heritage List. A large part of the National Heritage listed property is also inscribed on UNESCO's World Heritage List as part of the Australian Convict Sites serial listing.

The Commonwealth is the State Party to the World Heritage Convention and it administers the management of Australia's World Heritage under the EPBC Act. Notwithstanding New South Wales and local government authorities such as Parramatta City Council have no 'consent role' in specifically assessing impacts on World Heritage, the PDCP2011 (page 268) provides controls to guide management of the National and World Heritage values by reference to the 2012 technical report '*Development in Parramatta City and the Impact on Old Government House and Domain's World and National Heritage Listed Values*' (the 'technical report') prepared by Planisphere in 2012. The development control plan specifically draws on that report for assessment of the 'Park Edge Precinct' immediately to the east of Parramatta Park and a considerable distance from the subject site. The 'technical report', though not formally adopted, can also provide some guidance on development in the eastern parts of the city centre.

¹⁵ Commonwealth Heritage List, Place ID 105957.

The 'technical report' includes an assessment of views none of which extends to the eastern portion of the city centre except as extreme backgrounds in the report's views 5 and 9. Another view west along George Street (View 12) is similar to View 7 of the PDCP2011 mentioned above (see Figure 4 on page 9). It is also a unidirectional view to the west and development on the subject site would not impact on this. Other than a section of foreshore, the land east of Charles Street is deemed to be outside the areas of 'sensitivity'. It should be noted that Appendix B lists a number of development sites that were referred to in the 'technical report'. The subject site was not one of these.

The 'technical report' concludes that, although there may be impacts on the World and National Heritage values of OGHGD arising from developments, there is no risk in areas that are not 'highly sensitive' of developments resulting in 'significant impacts' upon the World and National Heritage values. Consequently, if the assessment of impacts were based on the 'technical report' as has been done in the past, referral to the Commonwealth Department of the Environment will not be required under the EPBC Act. A referral to the Department may be made should such confirmation be desired.

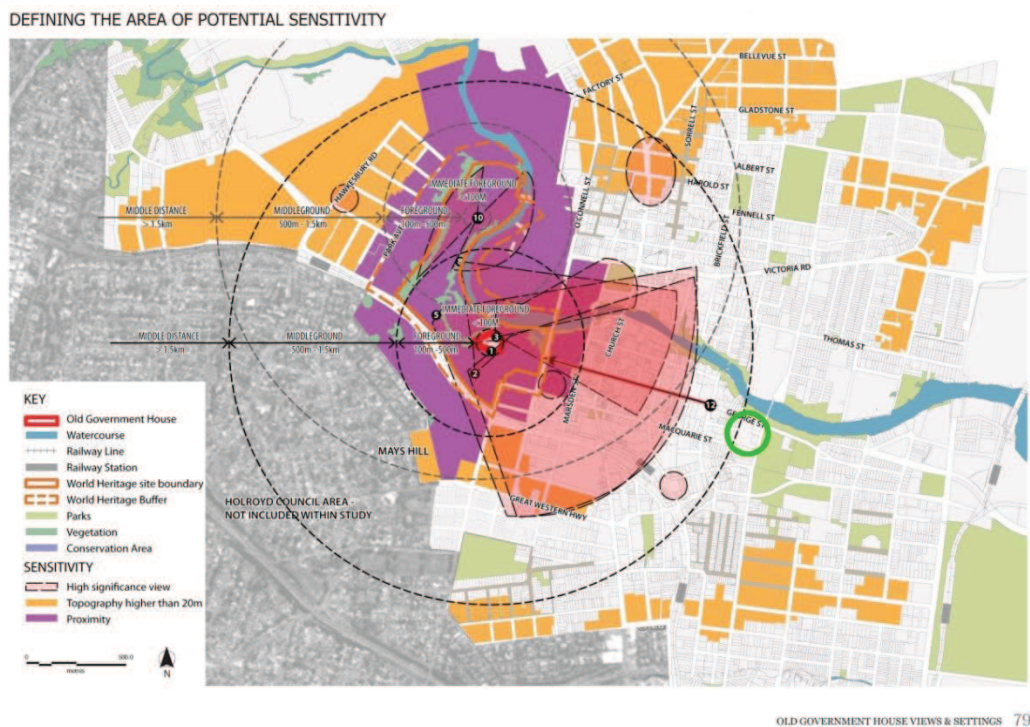


Figure 7 Defining the Area of Potential Sensitivity, Planisphere Technical Report, page 79. Subject site is indicated by green circle annotated by NBRSPartners.

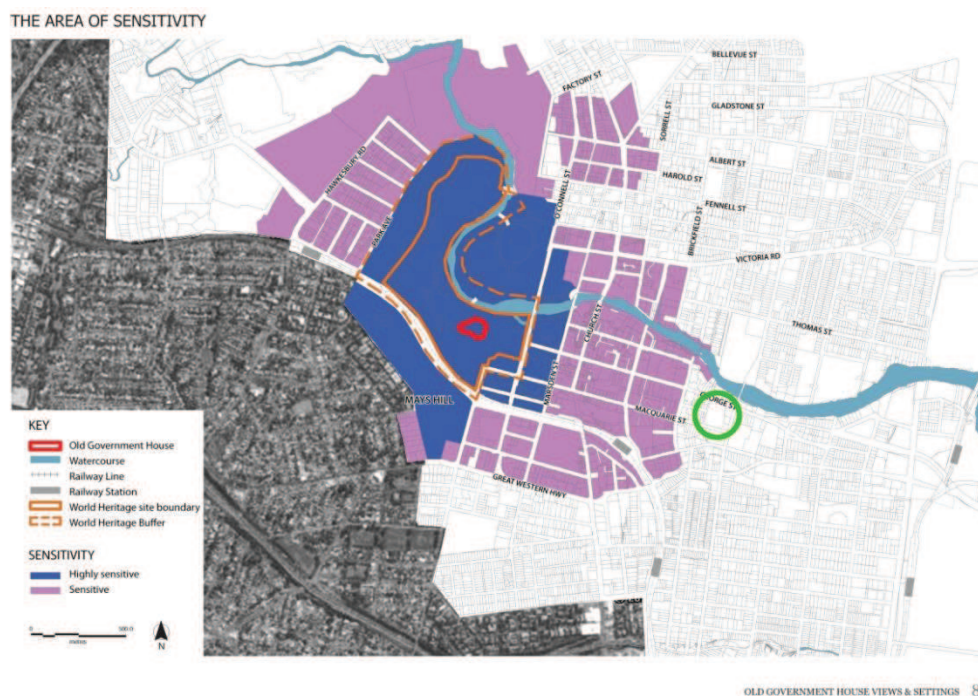


Figure 8 The Area of Sensitivity, Planisphere Technical Report, page 81. Subject site is indicated by green circle.

10.0 CONCLUSION

The Planning Proposal - as described above - does not adversely and unacceptably impact upon the identified heritage significance of the nearby local heritage items, State Heritage Register listed items, Commonwealth heritage listed places, or National and World Heritage listed properties. The Proposal can be realised in a way which accords with the management recommendations and conservation policies provided for nearby heritage places.

The height, density and general form indicated in the Urban Design Study and a planning proposal and site specific development control plan that follows those characteristics are likely to have a minor and acceptable impact subject to:

- Assessment of streetscape impacts and the interface with Harrisford once a building form for this part of the site is proposed;
- management of archaeological impacts in accordance with the Casey & Lowe and Comber Consulting studies for historic and Indigenous archaeology respectively; and,
- implementation of appropriate on-site 'heritage interpretation' as part of future development (prepare 'Heritage Interpretation Plan' initially which might also provide links with nearby sites such as Queen's Wharf).

When a specific development arising from the provisions of the Planning Proposal is proposed, the following sets of questions from the Heritage Division guidelines for 'Statements of Heritage Impact' guidelines set out by the NSW Heritage Office (now Heritage Division of the Office of Environment and Heritage) publication 'Statements of Heritage Impact', 2002. should be addressed:

- Demolition of a building or structure
- Major additions
- New development adjacent to a heritage item (including additional buildings and dual occupancies)
- New landscape works and features (including carparks and fences)



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