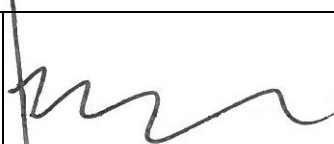


St John's Cathedral and  
surrounding site, Parramatta  
Heritage Impact Statement  
for  
Planning Proposal

May 2018

prepared by Paul Davies Pty Ltd  
for the Anglican Church Property Trust  
Diocese of Sydney

Revision	Date	Issued By
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## EXECUTIVE SUMMARY

The site is located within the City of Parramatta Council (CPC) and covers approximately 10,857 square metres. The site is bounded by Church Street to the east, Macquarie Street to the north and a narrow property adjoining the railway line to the south known as the 'Queensland Arcade'. Hunter Street provides access to the western portion of the site. The site comprises the following properties; 195 Church Street, Parramatta, 45 Hunter Street Parramatta, 38 Hunter Street, Parramatta, 65-75 Macquarie Street, Parramatta, 77 Macquarie Street, 79 Macquarie Street.

The buildings comprising the Cathedral complex are built of stone and brick and have undergone significant change over time. Buildings have been replaced, rebuilt, altered, repaired and adapted by the parish to respond to the changing ideals of faith, necessity and the role and function of the place within Parramatta. The State heritage listed Cathedral building represents the establishment of religion as a core value within Australian colonial society and the parallel establishment of civil power. The early construction of a church building marked the important and significant status of Parramatta within the early colony.

The shift of St John's from Parish Church to Cathedral reflected the growing importance of Parramatta within the Sydney region. The current changes taking place in Parramatta, as the city is redefined as one of 3 major Sydney CBD's by the Greater Sydney Commision, warrants the refinement and redefinition of the Cathedral site in response. The history of the place is marked by growth and change. This Planning Proposal continues the long-established tradition of growth and change on the site with options that allow the Cathedral to re-establish its role as the religious and civic focus of the City of Parramatta.

A Conservation Management Plan (CMP) by Design 5, has been prepared to guide the process of managing the site and the elements within it. This document (CMP) establishes the significance of the place and its component parts and provides analysis and policy on how to manage the place to retain its heritage values. This HIS is based on the CMP and explores how the Planning Proposal responds to, manages and protects the critical heritage values of the site.

The proposal to develop two tower forms, to the north-west and south- west of the Cathedral is a sound proposal (subject to a successful design competition) as it re-establishes the Cathedral building as the focal point of both the site and Parramatta Square to the east. The proposal creates a very fine setting for the Cathedral building and appropriately integrates it into the ongoing development of Parramatta, retains the Verger's Cottage and the significant elements of the St John's Building which frames centenary square, provides a future income for the maintenance and work of the Cathedral in the City, creates a major and enhanced public space to the west of the Cathedral and overall achieves a high level of heritage conservation for the Cathedral site.

The Planning Proposal sets out three options on how the site could be developed. Three options are based on how the St John's Church Hall is either left fundamentally as-is, integrated into the development or re-developed. This HIS concludes that all three options for St John's Hall can be supported in relation to the heritage values of the Cathedral site.

The options in the Planning Proposal in summary are:

**Option 1      Retain St John's Hall**

This is the most conservative approach however, it results in a relatively poor overall heritage outcome for the Cathedral site that compromises the role, function and setting of the State significant St John's Cathedral Building.

**Option 2      Undertake major adaptation of St John's Hall**

This is a less conservative approach that involves re-orienting the building functionally and adapting the fabric of the St John's Hall Building to allow it to have a better (but not ideal) functional relationship to the Cathedral.

This will have some physical fabric impacts on the hall that will affect significance but would retain the principal features of the front façade and the overall roof form. This approach will have the same impact on the setting of the State-significant Cathedral within the City as set out for Option 1.

**Option 3      Replace St John's Hall**

This involves replacing the building with a new structure that forms part of the larger commercial development behind. It involves the loss of a local heritage item (the St Johns Hall Building), which will have some adverse heritage impact. Part of the rationale for this option is that there will be a significant gain in heritage values on the site by re-establishing and reinforcing the setting of the State-significant Cathedral through the creation of the new western forecourt and the improved spatial arrangement of the site in relation to the Cathedral and the new Parramatta Square.

Option 3 maintains key site lines, expands and enhances the curtilage of the Cathedral, and provides an improved setting for the Cathedral and the civic and other buildings around Centenary Square. It provides a high quality outcome for the Cathedral and Parramatta.

The HIS supports the Planning Proposal on the basis of the three options set out and proceeding to a design competition where the issues raised in the Urban Design Report and this Heritage Impact Assessment can be further explored and developed.

## 1.0 INTRODUCTION/BACKGROUND

### 1.1. THE BRIEF

This heritage impact statement (HIS) has been prepared on behalf of the Anglican Church Property Trust (Sydney) as trustees for the Parish of Parramatta (ACPT) and the St John's Endowment Fund to accompany a Planning Proposal to the City of Parramatta Council for the St John's Cathedral site in Parramatta.

### 1.2. APPROACH AND METHODOLOGY

This HIS reviews the relevant statutory heritage controls, assesses the impact of the planning proposal and discusses the options set out on future potential development of the Parish owned site.

The methodology used in this report is in accordance with the principles and definitions set out in the Australia ICOMOS Burra Charter 2013 and its Practice Notes, the guidelines of the NSW Heritage Manual and in accordance with the latest version of The NSW Heritage Division, Office of Environment & Heritage (OEH) Statements of Heritage Impact guidelines.

### 1.3. LIMITATIONS

The site was visited by Paul Davies of Paul Davies Pty Ltd in early 2018. The subject site was inspected and photographed. The inspection was undertaken as a visual inspection only.

This HIS responds to existing documentation and a proposal to develop the whole of the church owned lands centred around the Cathedral building. The material and research already undertaken is used as the basis of analysis in this report.

### 1.4. AUTHOR IDENTIFICATION

This report was prepared by Paul Davies Pty Ltd, Architects and Heritage Consultants, 180 Darling St Balmain NSW 2041.

This report was authored by Paul Davies with reference to the St John's Cathedral, Parramatta Conservation Management Plan prepared by Design 5 Architects (Final Draft April 2018) and the Planning Proposal Urban Design study and options for site development.



## 1.5. DEFINITIONS

For the purposes of this report

Local Refers to City of Parramatta Council

State refers to New South Wales

The following definitions used in this report and are from Article 1: Definitions of The Burra Charter 2013, the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance.

Place means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.

Places may have a range of values for different individuals or groups.

Fabric means all the physical material of the place including elements, fixtures, contents and objects.

Conservation means all the processes of looking after a place so as to retain its cultural significance.

Maintenance means the continuous protective care of a place, and its setting.

Maintenance is to be distinguished from repair which involves restoration or reconstruction.

Preservation means maintaining a place in its existing state and retarding deterioration.

Restoration means returning a place to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material.

Adaptation means changing a place to suit the existing use or a proposed use.

Use means the functions of a place, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

Compatible use means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.

Setting means the immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character.

Related Place means a place that contributes to the cultural significance of another place.

Related object	means an object that contributes to the cultural significance of a place but is not at the place.
Associations	mean the connections that exist between people and a place.
Meanings	denote what a place signifies, indicates, evokes or expresses to people.
Interpretation	means all the ways of presenting the cultural significance of a place.

## 1.6. SITE LOCATION

The site is located within the City of Parramatta Council (CPC) and covers approximately 10,857 square metres. The site is bounded by Church Street to the east, Macquarie Street to the north and a narrow property adjoining the railway line to the south known as the 'Queensland Arcade'. Hunter Street provides access to the western portion of the site. The site comprises the addresses and lots set out in the following table:

Street address	Real property description
195 Church Street, Parramatta	Lots 1 and Lot 2, DP 1110057
45 Hunter Street Parramatta	Lots 1 and 2, DP575473
38 Hunter Street, Parramatta	Lot M DP15108
65-75 Macquarie Street, Parramatta	Lots E, F, G, H and I, DP 15108
77 Macquarie Street	Lot J, DP 15108
79 Macquarie Street	Lot K, DP 15108



Figure 1: Location of St John's Cathedral and surrounding site (Source: NSW Lands Dept Six Maps)



Figure 2: Location of St John's Cathedral and surrounding site in 1943 (Source: NSW Lands Dept Six Maps)

## 1.7. STATUTORY LISTINGS AND CONTROLS

### NSW HERITAGE ACT 1977 (AS AMENDED)

St John's Cathedral is included on the State Heritage Register (SHR).

### LOCAL ENVIRONMENTAL PLAN

The Parramatta LEP 2011 includes parts of the overall site as heritage items in Schedule 5: Environmental Heritage, Part 1: Heritage Items as outlined in Table 1 below.

Table 1: Listing details for the church owned lands from the Parramatta LEP 2011 Schedule 5: Environmental Heritage

Suburb	Item Name	Address	Property Description	Significance	Item No.
Parramatta	St John's Anglican Cathedral	195 Church Street	Part Lot 1 and Part Lot 2, DP 1110057	State	I01805
Parramatta	St John's Parish Hall	195 Church Street	Part Lot 1 and Part Lot 2, DP 1110057	Local	I713
Parramatta	Warden's cottage (Verger's cottage)	195 Church Street (adjacent to 45 Hunter Street)	Part Lot 2, DP 1110057	Local	I653

Suburb	Item Name	Address	Property Description	Significance	Item No.
Parramatta	Bicentennial Square and adjoining buildings	188, 188R (part of Church Street road reserve) and 195A Church Street, 38 Hunter Street and 83 Macquarie Street	Lot 23, DP 651527; Lot 1, DP 1158833; Lot 7046, DP 93896; Lot L, DP 15108; Lot M, DP 15108	Local	I651

Table 2: Listing details for adjacent heritage items from the Parramatta LEP 2011 Schedule 5: Environmental Heritage

Suburb	Item Name	Address	Property Description	Significance	Item No.
Parramatta	Bicentennial Square and adjoining buildings	188, 188R (part of Church Street road reserve) and 195A Church Street, 38 Hunter Street and 83 Macquarie Street	Lot 23, DP 651527; Lot 1, DP 1158833; Lot 7046, DP 93896; Lot L, DP 15108; Lot M, DP 15108	Local	I651
Parramatta	Murrays' Building (and potential archaeological site)	188 Church Street (south east corner)	Lot 23, DP 651527	Local	I652
Parramatta	Centennial Memorial Clock	Bicentennial Square (opposite 196 Church Street)		Local	I654
Parramatta	Parramatta Town Hall (and potential archaeological site)	182 Church Street	Part Lot 1, DP 791300	Local	I650
Parramatta	Shop (and potential archaeological site)	197 Church Street	Lot 1, DP 710335	Local	I655
Parramatta	Two-storey residence	41 Hunter Street	Lot 1, DP 27310	Local	I714

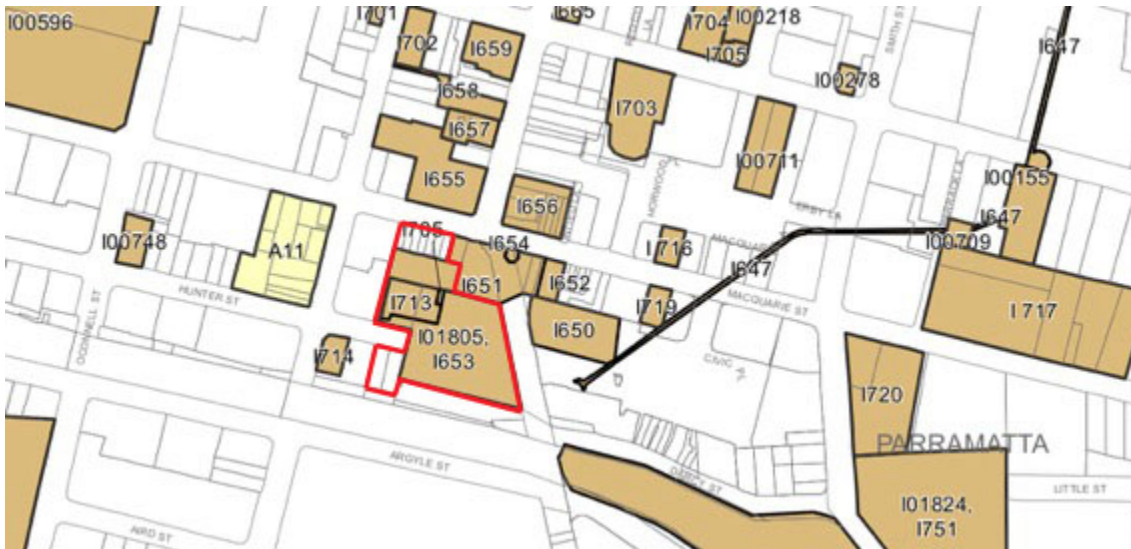


Figure 3: Extract of Parramatta LEP 2011 Heritage Map 10, showing St John's Cathedral and adjacent heritage items.

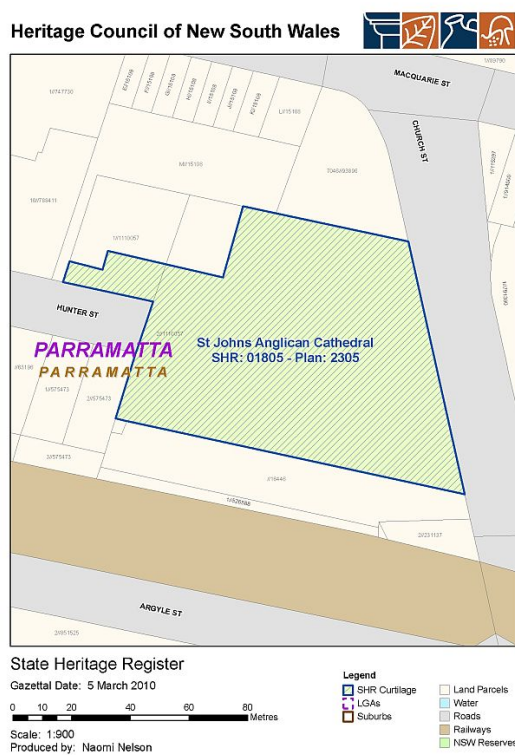


Figure 4: Extract from State Heritage Listing showing listing boundary.

## 2.0 HISTORICAL SUMMARY

The draft Conservation Management Plan (CMP) provides a comprehensive history of the whole site and its component elements. This Heritage Impact Statement (HIS) is to be read in conjunction with the draft CMP and the site history is not repeated in this document.

An understanding of the development of the site can be drawn from the draft CMP (pp57-58) that assists in considering how the future of the Cathedral and the surrounding site may evolve.

St John's Cathedral was built as a Parish church in the early phase of Parramatta being developed as a township. The early illustrations show it in relative isolation but visually connected to the cemetery (no longer visible) and at the centre of the township. The Cathedral has always been a focal built element and a social focus of Parramatta.

The place has operated as a Parish church for most of its life and was nominated as a Cathedral when the Anglican Diocese of Sydney regionalised in the 1970s. At that time the diocese created Parramatta and Wollongong as sub-dioceses with St John's at Parramatta and St Michaels at Wollongong being elevated to Cathedral (actually pro-Cathedral at the time) status. This was mainly a change in name and although a bishop was appointed to each area, the churches largely functioned as Parish churches with the added layer of serving as a Cathedral.

This also aligned with the increase in importance of Parramatta (and Wollongong) as emerging city centres in their own right.

Traditionally, in western history, a city is designated as a city when it has a Cathedral, which is the seat of religious authority in the area (a bishop), this usually matches the seat of civil authority. While this may now be seen as symbolic, a place such as Parramatta is not considered a city without a Cathedral. There would seem little doubt that Parramatta, in terms of development, is establishing itself as a major centre in the greater Sydney region that warrants not only the designation of city but requires the civic spaces, religious buildings and public places that are commensurate with the scale of the city development and the ability to function as a city.

Parramatta has two Cathedrals, St Patrick's Catholic Cathedral on the northern edge of the city centre (that has had major redevelopment since its fire some decades ago) and St John's located at the heart of the city centre. St Patrick's was also a local Parish church that was elevated to Cathedral status. St John's Cathedral has the added value of being the oldest operating church in Australia which gives it local, State and National significance. These are important attributes in establishing Parramatta as an important civic centre with St John's at its core.

St John's church, now Cathedral, could be argued to be the most important heritage building in the CBD of Parramatta. It is:

- one of the most significant heritage buildings in Australia,
- one of the earliest church buildings to exist,
- architecturally distinctive



- set apart from most church buildings with its unusual twin spires and
- it occupies a central and pivotal historic and contemporary location within a city that is being dramatically redefined. This is reinforced by the current work to create a new major civic space in Parramatta (Parramatta Square) that extends from the Cathedral at its western end to the east, with a major boulevard and redevelopment centred on the Cathedral building.

Over time the Parish has added to the original Cathedral land holding to create a quite significant Parish and commercial site within the city. Most of that land holding is not directly related to the Cathedral although the sites adjoin and to some extent overlap the Parish and Cathedral function. This provides opportunity for the Cathedral to provide additional functional and operational spaces without impacting on the setting of the Cathedral building and also provides the opportunity for the church to achieve long-term financial support for the operation of the church and the conservation and maintenance of the Cathedral building.

For the Parish, the extended land holding has three purposes:

- a) to provide income for the ongoing life of the Parish and the maintenance of its assets;
- b) to allow for future development that can support the Cathedral and Parish and;
- c) to provide space for Cathedral and Parish use.

Historically, as noted above, the site functioned as a local Parish church with a church, various hall buildings, a Verger's Cottage and a rectory (not on site). As with most Parish centres, the site was fenced, and additions and new elements were made over time mostly as a matter of convenience and within the relatively tight parameters of land ownership. The Cathedral was extended (1815), rebuilt (1852-1858), had transepts added (1885) and a range of modifications. A Verger's cottage was located carefully out of main sight and away from the main entry to the building (1896), a first (date unknown) then a second church hall (1911) were built in the rear corner of the site, tucked away as far as possible from the church building and later the hall was extended and reworked (1961 and 1967). As the township of Parramatta changed the church site became absorbed into the newly created civic space to the east of the Cathedral with fences being removed and the Cathedral land being opened up for public use (1950s) with a formal agreement between Parramatta Council and the ACPT taking place in 1992 over the Cathedral land. This changed the relationship of the buildings on the site as they were no longer set within an enclosed and manageable land holding but were set within a space opened for public use over which there has been effectively little ability for church control. At the same time, the site itself underwent numerous changes to accommodate parking, access, trying to achieve better connection to disconnected facilities, provision for events, expanded services for the community and for various groups within the Parish.

The change in setting and function from a Parish church to a Cathedral is profound. What was for much of its life an enclosed and separate space used almost exclusively for church activities became a major public space integrated into the central civic space of the then emerging city. This redefined the setting of the Cathedral and changed its function from simply a Parish church within a churchyard to a major civic element within the city.

Such a change is not unexpected and can be seen in numerous locations in cities where civic space is re-defined. Two important and key examples of this change in civic space are in Sydney at St Mary's and St Andrew's Cathedrals. There are numerous other examples.

Both of these churches were built as Cathedrals (seen in their scale in relation to the Cathedrals in Parramatta) but have been redefined in their settings within the centre of a city. They provide useful comparisons for the future of the setting of St John's Cathedral. It is noted that the following analysis does not suggest that every historical action undertaken was ideal or had an ideal outcome, rather it points to how cities engage with their major historic buildings such as Cathedrals and churches to create important civic spaces that in themselves define the character and quality of the city.

## ST ANDREW'S CATHEDRAL

St Andrew's until the 1970s sat within a fenced and enclosed site that accommodated car parking (mostly) and some landscaping that while accessible to the city was quite separate. The creation of Sydney Square, between the Cathedral and the town hall, a project shared by the city and the diocese, provided the first major new public space in Sydney that provided a major area between the Cathedral and Town Hall that has functioned for a wide range of church and civic uses for over 40 years. The project also involved commercial development to the west seen in St Andrew's House and Town Hall House, both of which provided the facilities necessary for church and Sydney City Council in new purpose built bespoke buildings, separate from (Town Hall House is actually attached to the Town Hall) the historic buildings. To achieve the new square and civic space the original Edmund Blacket Deanery (refer to photograph below) was demolished and the boundary fence and landscape setting of the Cathedral removed. The space created placed both the Town Hall and Cathedral into a new civic setting that had not previously existed and moved the Cathedral land from private to shared public space

It could be argued that the loss of the deanery and fencing and setting of the Cathedral was unfortunate and in many respects it was, but the new civic space has been a major part of the life and heritage of the city and is now a highly valued area that defines the adjoining heritage buildings.

Most importantly, the change was a marker of the way in which the city was engaging with major civic buildings and areas and the redefining of traditional relationships and values.





Figure 5: St Andrews Cathedral post Sydney Square construction (Source: NSW Lands Dept Six Maps)



Figure 6: St Andrews Cathedral pre Sydney Square construction - 1943 image - the ancillary buildings were war period huts that were removed shortly after this aerial photograph (Source: NSW Lands Dept Six Maps)



Figure 7: St Andrews Cathedral from George St c 1880s showing the enclosed character of the site.



Figure 8: St Andrews Cathedral c1900s showing former deanery fencing and landscape setting.

## ST MARY'S CATHEDRAL

St Mary's underwent a different form of change with a very major redefining of the southern forecourt that involved closing city streets, resuming land and creating a major new civic space of grand scale that interconnected the Cathedral's front with the museum to the south. This is a project that took place sometime after Sydney Square and is a more ambitious project in creating city civic space. It is not dissimilar in scale to the new precinct (Parramatta Square) to the east of Parramatta Cathedral currently being planned.

The most important aspect of this work was the large-scale redefinition of space for the benefit of the city. It may be argued that no important buildings or features were removed, however the work changed the pattern of the city and demonstrated a city coming of age.



Figure 9: City Bowling Green on College Street looking towards Saint Mary's Cathedral, Sydney, ca. 1920s, 1 [picture]. [nla.pic-vn6217526]

SOURCE:

The Sydney Morning Herald 1920

[http://professional.fairfaxsyndication.com/archive/Laying-tram-tracks-on-College-Street-in-front-of-the-Museum--Sydney--ca.-1920--1-\[picture\].-\[nla.-2ITHRGQGJT\\_L.html](http://professional.fairfaxsyndication.com/archive/Laying-tram-tracks-on-College-Street-in-front-of-the-Museum--Sydney--ca.-1920--1-[picture].-[nla.-2ITHRGQGJT_L.html)



Figure 10: Cook and Phillip Park during construction of the Cathedral towers

BVN Architecture



Figure 11: Recent aerial image of the forecourt (Source: NSW Lands Dept Six Maps)



Figure 12: C 1943 aerial image of area that is now the forecourt of the Cathedral showing roads, plantings and bowling green (Source: NSW Lands Dept Six Maps)

## THE EMERGING SETTING OF ST JOHN'S CATHEDRAL

Assessment of the options put forward in this planning proposal have to be considered within the context of a changing centre of Parramatta. It is no longer possible or reasonable to consider the Cathedral complex (as a whole or in parts) as a Parish church that happens to have been caught up in major civic and commercial developments to which it should not respond.

This HIS considers the heritage issues set out in the draft CMP and responded to in the site options study but also considers how the Cathedral building in particular can achieve significance within a redefined city centre and how the options put forward address the desired future form of the city while retaining heritage values.

## 3.0 PHYSICAL DESCRIPTION

### 3.1. SITE AND CONTEXT

The site and its setting are described in the draft CMP in detail. This particular HIS does not specifically address the Cathedral building as there is no change proposed to it in the Planning Proposal. Similarly, there is no change proposed to the Verger's cottage. There will be conservation work undertaken and proposed as part of future applications that address actual works but as this application is a planning proposal that is conceptual, the only works that will affect heritage items physically are related to the St John's Hall area, the adjacent listed St John's Building fronting Centenary Square and the site around the buildings.

The options provided as part of the planning proposal propose the removal of all the buildings to the north (that are not heritage listed), the removal of the rear of the St John's Building (38 Hunter Street) fronting the Centenary Square which is only listed in relation to its façade in relation to Centenary Square and in one of the three options, replacement of St John's Hall. As noted, the Cathedral and Verger's Cottage are retained in all the proposal options without change.

All of the buildings on the site are described in some detail in the draft CMP in sufficient detail to understand their development and their heritage value. Those assessments are agreed to and supported in this HIS.

#### SITE

The site arrangement, as it has evolved as part of the broader space around Centennial Square, is not of particular significance in terms of landscape, pavements, public use and general arrangement, several significant elements however, such as the entry gate, remain within the site. Following the inclusion of the grounds into the open space of the city (initially in the 1950s and then in 1992 with creation of the public space in Church Street), changes have been made to the site that provide access around and through the site, but which do not provide a suitable setting for the Cathedral building in particular.

The site has historically had an unusual setting with the Cathedral building being slightly offset from the east-west Hunter Street axis and at an angle to the Church Street frontage. Understandably, as structures were added they were placed in the rear corners of the site, away from the Cathedral building and largely out of sight, at least as out of sight as was possible.

The site frontage, to the east, is in reality the back of the church with the main entry (from Hunter Street) to the west between the towers. This is a traditional liturgical arrangement where the Holy Table is at the east end and the congregation face east representing the rising sun and the resurrection of Christ. The main west door is however, as noted, not axial on Hunter Street. That is, Hunter Street does not align with the axis of the Cathedral building.

The north porch of the Cathedral was added to allow greater access from the main frontage and it is not unusual to have both a west and either north or south entry door.

The creation of the western forecourt, even though now used for parking, has gone some way to create a frontage to the main approach to the Cathedral. The site plans below demonstrate the site focus on the western end of the site with gardens, lawns and at one time trees along the eastern frontage.

In its present arrangement, the main entry to the St John's Parish Hall is through two on-grade carparks and the attempt to create a better connection between hall and Cathedral through the use of the covered way has not been successful in creating a workable transition between elements.

The St John's Parish Hall building has its front door to the east and the 1943 aerial photo shows clearly that it was entered via a path from the east and then via a diagonal path from the west end to the northern boundary. At that time, the two hall buildings (the western one relocated from the east and then rebuilt) had separate entry points, this was later altered so that they were interconnected.

The creation of the new major east-west oriented Parramatta Square to the east of the Cathedral changes the spatial arrangement of the site and Parramatta in a major way. It also changes the setting of the Cathedral.

When Church Street was an active road with buildings along its eastern frontage, the Cathedral was a contained site largely within its early setting that faced the low-scaled buildings opposite. The Hunter Street frontage, while impressive with the towers, was not the major frontage as Church Street is the spine of the city. When Church Street became a public space that included the church lands, the setting changed but only by extending the sense of space around the Cathedral and in the process losing the clear definition of the early site boundaries. The Cathedral still sat within a spatial arrangement that reflected its traditional urban setting with the modernizing of the city form through the addition of plazas and public spaces.

The creation of the new Parramatta Square plaza to the east however, changes the spatial arrangement of the city and the setting of the Cathedral. St John's will in the future sit axially to the west of a major civic space that has an east/west alignment, the Cathedral will terminate the view, even though the Cathedral building functions in reverse to that axis. The new civic space will now include the Cathedral site, even if by default, and the public plaza will extend from the end of Hunter Street to Smith Street. Parramatta Square will be largely flanked by new large-scale developments alongside several heritage items, however the Cathedral is the only civic building that will occupy a central, separated and axial position within the new civic space. This is a unique setting within the locality and places considerable focus on the Cathedral and its immediate setting.

There is then an imperative to create meaningful public space around the Cathedral that serves the Cathedral and its uses, and which extends the re-defined public realm to include the Cathedral site.



### 3.2. BUILDINGS

Four buildings on the site have been assessed as having some significance. This varies from the Cathedral which is of exceptional significance through to the hall, Verger's Cottage and façade of the St John's Building which are assessed as having local significance. As noted earlier, the Cathedral, Verger's Cottage and façade are retained in all three options and the hall building is retained in one option, adapted in one option and removed in the third option.



Figure 13: St John's Cathedral



Figure 14: St John's Parish Hall



Figure 15: Verger's Cottage



Figure 16: St John Building

This may seem an unusual proposition as the hall is locally heritage listed and has some heritage value. However, the recognition of heritage value and how the place is then managed to conserve heritage values does not preclude consideration of adaptation, change or in some situations removal of an element that has heritage value where other values are achieved.

A reason for providing options that both include the replacement of St John's Hall and retain it, is to ensure that the heritage considerations around a potential removal of a heritage item are properly explored and that the alternatives are tested before proceeding to a planning proposal.

The LEP requires heritage values to be conserved. This is a necessary and proper consideration. To achieve this, it is necessary to understand fully the heritage values of a place. This is both a broad and a narrow set of considerations. It must start with a broad assessment as almost anything can be found to be significant if the assessment considerations are narrowed sufficiently, and that is not an acceptable approach to heritage assessment.

An error that often occurs in considering heritage value is to focus on detail rather than move to detail after making an overall heritage assessment. It is also necessary (in this case through the CMP process) to have undertaken a detailed consideration of all aspects of significance of the whole place to allow a broader consideration to be informed.

On the Cathedral and Parish owned site, as a whole, there are a range of listings, zonings and controls that overlap and adjoin, all of which have to be considered. In relation to heritage considerations, there are both State and local listings that in a technical sense are separate, as they operate under different legislation but are closely related as they overlap and use the same criteria for assessment (with different thresholds for inclusion).

The site then has a range of heritage values that principally focus on St John's Cathedral Building but include other attributes such as the two listed adjunct buildings, the façade of the St John's Building and the setting with a number of identified features in that setting. The elements have a relationship to each other that demonstrate various aspects of significance. Not all elements demonstrate the same values and often the values have different levels of significance.

Starting with the site, arising from the draft CMP assessments, the original or early church site is of considerable significance in defining a setting for the Cathedral building. The site boundaries are incidental to the other buildings that are simply located within it without any great design intent. While the site boundaries are less defined as fencing has been removed they are discernible, except for the hall location that obscures the early site arrangement and can be interpreted in any future site changes.

We do not know what may have been intended for the site when the church was first built beyond the construction of the church. Its location on the site does not suggest any consideration of other buildings, the church was a building in isolation and given the difficulty of building at that time and the understanding of church attendance, structures such as halls and ancillary buildings would not have been considered.

Historically, the church was a building in isolation serving a pivotal social, spiritual and governance role in the community. Not only were churches in the colony places of spiritual importance, they were structures the government funded to reinforce the sense of civilization and authority that was necessary to manage the early settlements. St John's is consequently important as a church but also as the earliest recognition within the Parramatta area of



permanence, stability and order. The isolation and separation of the church reinforced its role within the community.

A church hall was added much later (a simple timber structure) as the needs of church attendance shifted and churches undertook a more social role within the community outside formal services and also catering for the religious training of children. Modest (and sometimes less modest) church halls proliferated across Sydney and beyond in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. Mostly these buildings were locally designed (often by builders or church members) in contrast to most Cathedral and church buildings that were architect designed.

The hall was replaced with a new larger building (1911 - the current hall) and the older building was moved further back on the site. This was also a common practice across churches where space was constantly under pressure and funds lacking. The later hall was designed by a local builder who was also a member of the church and a local mayor. The designer was without the design skill to achieve a hall building that was in any way commensurate with St John's Cathedral in terms of its design or architectural quality. It is one of a series of ancillary buildings that are often found around more major church buildings.

This does not result in the building having no significance, its significance is established as one of the layers of development (albeit a modest one) that is seen in the growth of the church at Parramatta.

The arguably more significant earlier hall was later demolished to provide for the current non-descript addition to the west of the site (Marsden's Hall). The first hall represented a change in use of the site that required ancillary structures and marked a shift from the church operating in isolation.

With the re-defining of the site that is currently taking place (which is in accordance with the current controls for the area) the current hall building has ceased to fulfil the needs of the church in terms of the facilities it can provide and requires replacement with a new facility or a major re-work.

This is consistent with the history of development of the site and is consistent with managing heritage values on the site.

The City of Parramatta Council needs to consider the role of any major site such as St John's within the framework of Parramatta as a City and St John's as a Cathedral and not a Parish church.

There is a strong and convincing argument to look at the St John's site within a larger context and to potentially recover core heritage values for the city by replacing the hall building with a new third generation church facility. This is consistent with the heritage values of the place, established patterns of use and development on the site, good urban design, being able to be approved and potentially will achieve a high-level outcome for the city.

## CHURCH USE

During the process of engaging with City of Parramatta Council over the design of the extended church site there has been discussion over the way in which the church uses the site and if the site does not suit church uses as is, the City of Parramatta Council suggested the church could possibly move. This is a significant heritage issue that needs to be addressed.

This HIS has attempted to provide background as to why St John's Cathedral is important to the City of Parramatta. It is in reality critical to Parramatta. Traditionally, without St John's Parramatta as a Cathedral, Parramatta is not a city. Cities are defined by their Cathedrals, and without a Cathedral technically there is no City. Parramatta is clearly a city and a functioning, well-resourced and vibrant Cathedral at its heart is a key element of the City's infrastructure.

St John's Cathedral and its immediate site have a State heritage listing. Part of the heritage significance attached to that listing is because it is used as a Parish church (as well as Cathedral), has continuity of use and provides services to Parramatta that cannot be found elsewhere. The ongoing use of the building and site for Cathedral and Parish purposes are essential elements of Parramatta and need to be encouraged and promoted for their religious and, more importantly to the city, their civic and social role.

The viability of the Cathedral and Parish is critical to the city as it provides a range of civic functions that Councils will not and cannot meet. The loss of other church buildings to other non-church uses, while no doubt well patronised, signals a decline in the city centre. The balance of church and social uses along with food and entertainment uses is vital to a viable city.

Within that context, the ability of the St John's Hall to function effectively for the future of the church is a significant heritage issue that also needs to be addressed.

St John's is a growing Parish and with the increase in growth of Parramatta, will continue to grow. Ideally the Parish will increase in numbers, provide essential and needed services to the community at the heart of the city and will require enhanced facilities to achieve that. The current facilities are not fit for purpose to meet current requirements nor to meet the anticipated changes that will occur as a result of the redefinition of the city centre and the addition of development nearby. As with the first hall building, which also did not fit the needs of the church, it is timely to replace the facility with one that meets current needs, and which most importantly does not impact on the very significant heritage values of St John's Cathedral Building.

The Anglican diocese remains committed to St John's, and its continued religious use, the conservation of its heritage significance, its role and viability as part of the City of Parramatta CBD.

One of the options for the continuing achievement of this commitment is the replacement of the St John's church hall with a new facility. Within the context of the history of the site this can be an appropriate action consistent with the heritage values of the site which forms part of the continuity of use and activity on the site.



Figure 17: St John's Cathedral (Source: NSW Lands Dept Six Maps)



Figure 18: St John's Cathedral, 1943 aerial (Source: NSW Lands Dept Six Maps)

## 4.0 ASSESSMENT OF HERITAGE SIGNIFICANCE

### 4.1. EXISTING ASSESSMENT OF SIGNIFICANCE

There are three assessments of significance for the site. The first is the data sheet related to the State heritage listing, the second is any material related to the local listing and the third and most definitive is the recently completed heritage assessment in the draft CMP.

While the assessments cover slightly different sites (based on the various listing boundaries) and exist under separate controls, they must be considered as a whole to understand the interplay of heritage values on the site and in relation to surrounding sites.

It has been suggested that the individual sites should be separated out and the State listing considered in relation to the State listed part of the site in isolation, with the locally listed parts of the site only considered in terms of their local setting without reference to the State heritage listed portion of the site. That approach is considered poor heritage practice which could result in heritage values being marginalized as the place is not fully understood, therefore this report has instead considered the site as a whole to ensure the place and its heritage values are fully understood as a whole.

Many sites, of which this is one, have complex layers of heritage significance with elements of varying heritage value. Usually those layers have a range of relationships that either support or may adversely affect the values of other parts of the place. When a site is under single ownership it is both proper and necessary to consider the place as a whole as well as the parts of the place that inter-relate.

It is important to note that the State Heritage inventory form does address the whole (church) site even though only the Cathedral itself is of State significance.

Both the State Heritage Register and State Heritage Inventory heritage listing forms for St John's Anglican Cathedral within the site include the following Statement of Significance:

#### *St John's Cathedral*

*St John's Cathedral is of state significance as the oldest church site and continuous place of Christian worship in Australia, dating from 1803; as one of the two oldest Parishes proclaimed in Australia in 1802; for potential archaeology of the 1803 Parish church of St John's that was the first Parish church built in Australia, and for the historical significance and rarity of the two towers built in 1817-19 by Governor Macquarie and his wife Elizabeth that are the only surviving fabric of the first church of St John's, the oldest remaining part of any Anglican church in Australia and a rare surviving legacy of Governor Lachlan and Elizabeth Macquarie to the built environment of NSW.*

*Governor King's 1802 proclamation of the first two Parishes of the colony of NSW -- St John's Parramatta and St Phillip's Sydney -- demonstrated the colony's early spiritual development and the formal recognition of the Church of England as the recognised denomination of the colony. The present St John's' Parish church (now Cathedral) is built on the site of the first (1803) Parish church, whereas the present St Phillip's Church, York*

*Street, Sydney has moved from the site of the first (1809) St Phillip's Parish church that was built at nearby Lang Park.*

The State Heritage Inventory listing form includes the following Statement of Significance for the locally listed St John's Parish Hall:

*St John's Parish Hall*

*St John's Church Hall is of significance for the local area for historical and aesthetic reasons and as a representative example of a 20th Century church hall in the area, also as a rare example of this age and architectural quality in the local area. The hall makes a major contribution to the Parramatta townscape in unison with the associated church building. The site possesses potential to further contribute to an understanding of early urban development in Parramatta. The item is a related place to the adjoining St John's Church which is separately listed in the LEP.*

The State Heritage Inventory listing form includes the following Statement of Significance for the locally listed Warden's Cottage:

*Wardens Cottage*

*Professional, trade and manufacturing practice - example of an intact house National Trust (Parramatta Branch): Professional, trade and manufacturing practice - example of an intact house.*

The State Heritage Inventory listing form includes the following Statement of Significance for the locally listed Bicentennial Square and Adjoining Buildings:

*Bicentennial Square and Adjoining Buildings*

*Bicentennial Square is of significance for the local area for historical and aesthetic reasons, and as a locally unique set of examples of various types of buildings that collectively and individually form local landmarks. The Square provides evidence of local and regional amenities and services in Parramatta.*

## 4.2. CRITERIA FOR ASSESSING CULTURAL HERITAGE SIGNIFICANCE

The NSW Heritage Manual (1996, amended 2001) sets out the basis for assessment of the heritage significance of an item, place or site by evaluating its significance in reference to specific criteria. These criteria can be applied at national, state or local levels of significance.

Table 3: Criteria for Assessing Cultural Heritage Significance.

Criterion (a) Historical significance	An item is important in the course, or pattern, of NSW or the local area's cultural or natural history (or the cultural or natural history of the local area);
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Criterion (b) Historical significance (association)	An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW or the local area's cultural or natural history (or the cultural or natural history of the local area);
Criterion (c) Aesthetic or technical significance	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW or the local area;
Criterion (d) Social significance	An item has strong or special association with a particular community or cultural group in NSW or the local area for social, cultural or spiritual reasons;
Criterion (e) Research potential	An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history, or the cultural or natural history of the local area;
Criterion (f) Rarity	An item possesses uncommon, rare or endangered aspects of NSW's or the local area's cultural or natural history
Criterion (g) Representativeness	An item is important in demonstrating the principal characteristics of a class of NSW or the local area's cultural or natural places; or cultural or natural environments.

The following statements, taken from the draft CMP statements of significance, relate to the church site as it will be affected by the current proposal.



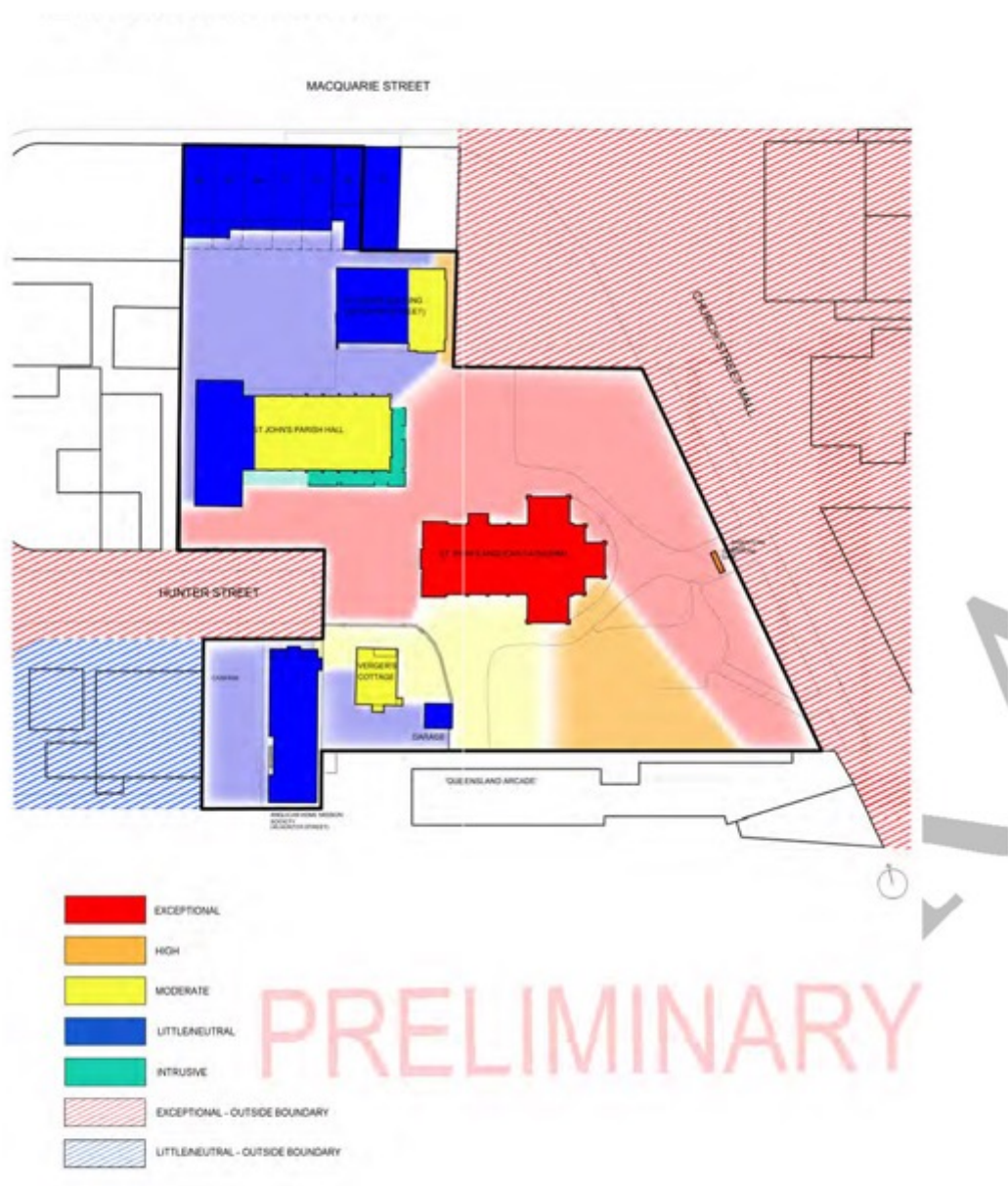


Figure 3.1: Significance Gradings: Buildings and external spaces.

Figure 19: Significance Assessment of the site – from Design 5 draft CMP

## 4.3. CHURCH SITE

### CRITERION A - HISTORICAL

St John's Anglican Cathedral, Parramatta has historical significance at a State level: as the site of one of the two earliest Anglican Parishes established in Australia (proclaimed in 1802); as the site of the first Parish church in Australia, completed in 1803; and as the longest serving site in continuous use for religious worship from 1803 to the present time.

The placement of St John's Cathedral building, closing the vista at the southern end of Church Street, is historically significant in the development of the town plan of Parramatta. Its location was a deliberate act of civic design initially created by Governor Hunter in 1799, but which was later reinforced by Governor Macquarie in his subsequent planning for Parramatta. While not located within the existing property boundary of the Cathedral, St John's Park has historic significance at a State level as associated remnant of open public space associated with the siting of the church.

Surviving views and vistas to St John's Cathedral of State historical significance include the views southwards along Church Street towards St John's Cathedral, and the view eastwards along Hunter Street to the Cathedral towers.

### CRITERION B – HISTORICAL ASSOCIATION

St John's Anglican Cathedral is significant at a State level for its strong associations with three early colonial governors, namely Governor's Hunter, King and Macquarie.

The site is also significant for its association with the Reverend Samuel Marsden (first minister), William Shelley Designer of original building), John Watts (46<sup>th</sup> Regiment), James Houison (local builder) and Cyril Blacket (architect of the additions).

### CRITERION C - TECHNICAL

The siting of St John's Anglican Cathedral is of State significance under this criterion as the historic terminus at the south end of Church Street. This important spatial relationship between the early town planning of Parramatta and the Cathedral, remains legible not only in the existing view southwards along Church Street, but also north-westwards along the present Church Street Mall alignment and eastwards along Hunter Street.

The design of St John's demonstrates the importance Macquarie placed on constructing civic buildings of style that would both improve and civilise the convict colony of NSW. The towers of St John's Cathedral have been a focal point in the townscape of Parramatta since the early nineteenth century. Although hidden or dwarfed by higher more recent development (with further development to take place in the vicinity), the towers and the church continue to be an important landmark within the streetscape of the Parramatta city centre. Visually the towers remain important landmarks in views southwards along Church Street and eastwards along Hunter Street. Spatially, the extensive grounds around the Cathedral, including St John's Park, Centenary Square and the Church Street mall provide a landscaped open space area that not



only has historic importance, but also strengthens the presence of the Cathedral and enables views of it in-the-round. The area to the west of the church is aesthetically significant as it enables the setting of the towers and importance of the towers to be demonstrated.

Views southwards along Church Street and eastwards along Hunter Street demonstrate the important spatial relationship between the historic siting of the Cathedral and Macquarie's town plan.

## CRITERION D - SOCIAL

St John's Anglican Cathedral meets this criterion at a State level as the centre of an active Anglican community since its completion in 1803, an activity that has continued to the present day.

St John's Cathedral has local heritage significance as a landmark site of community esteem in the city of Parramatta. The Cathedral is a prominent landmark located in park-like grounds that are daily traversed by Parramatta's large population of commuters en route to the bus and rail interchange to the south.

## CRITERION E - RESEARCH

The St John's land has moderate to high potential to retain both Aboriginal and historical archaeological evidence relating to pre and post-contact Aboriginal occupation, the location of the Parramatta Native Institution within the study area, and other historical activities from 1798-1832 relating to the function of the church.

## CRITERION F - RARITY

The siting of St John's Cathedral at the terminus of Church Street within its grounds is a rare example of the link between civic design and the importance of the Church of England in NSW during the earliest decades of its settlement.

The location of the Cathedral within extensive landscaped grounds and adjacent St John's Park (a possible early remnant of public open space established in c.1804), is rare in the CBD's of Sydney and Parramatta.

## CRITERION G - REPRESENTATIVENESS

Not used

The following statements, from the draft CMP statements of significance, relate to the St John's Hall Building as it is the building on the church site that may be affected by the current proposal where the Cathedral and Verger's Cottage are not affected directly by the proposal.

## 4.4. ST JOHN'S PARISH HALL

### CRITERION A - HISTORICAL

The Parish Hall has historical significance at a local level for its function as an ancillary building constructed to support the historic operation of St John's Anglican Cathedral.

The construction of Parish/ church halls was often an important phase in the historic development of a church in its locality, providing additional space for the congregation to gather. St John's Parish Hall was completed in 1911 to a design by local builder William Noller and is a modest Federation style building exhibiting typical detailing of the era including tuck-pointed face brick walls, smooth and pebble-dash rendered detailing and slate clad roofs. While externally the original hall retains a high degree of integrity in its external form and materiality, despite the subsequent addition of the encircling verandah, it does not exhibit strong characteristics of any particular architectural style. Its value lies in its close proximity to St John's Anglican Cathedral, providing a clear visual link between the two structures and their associated uses. Its orientation eastwards reflect this association, as when completed the hall was accessed via the enclosed grounds surrounding the Cathedral.

### CRITERION B - HISTORICAL ASSOCIATION

No significance attributed directly to the building in the draft CMP.

### CRITERION C - TECHNICAL

While the Parish Hall retains a degree of integrity in its external form, it is not considered to be a particularly strong representative example of an architectural style.

### CRITERION D - SOCIAL

No significance attributed in the draft CMP.

### CRITERION E - RESEARCH POTENTIAL

No significance attributed in the draft CMP.

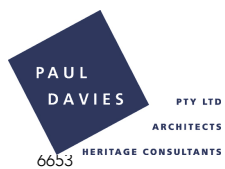
### CRITERION F - RARITY

No significance attributed in the draft CMP.

### CRITERION G - REPRESENTATIVENESS

Both St John's Parish Hall and the Verger's cottage meet with this criterion at a Local level as representative examples of ancillary buildings constructed to support the function of the church.

Stylistically, while the Parish Hall retains its external form and detailing typical of its Federation period construction, it is not considered to be a particularly strong example of any architectural style.



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## 5.0 PROPOSAL AND DISCUSSION OF OPTIONS

The proposal is shown on drawings prepared by Architectus (included in this report for reference as Attachment 1).

As the proposal is a planning proposal and not a DA, the drawings while indicating possible arrangements for built form are establishing envelope and siting controls for the part of the site that is proposed for future development. Consequently, the illustrative material to demonstrate that a proposal can be achieved is limited in its use to demonstrating that a building can be designed within the envelopes proposed. The detailed designs should not be considered in detail as part of this heritage assessment. A design competition will form the second stage of the process and the consideration of detailed design approaches will be undertaken as part of that process.

The three options set out in the Planning Proposal consider new built form on the land adjacent to the Cathedral site, redefining the Cathedral and its setting in relation to the new Parramatta Square plaza to the east, retaining:

- the Verger's Cottage to the south, and
- the façade of the St John's Building as part of the frontage to Centenary Square.

As noted earlier, there are 3 options concerning St John's Parish Hall.

There are three principal matters to consider in the HIS are:

- 1 The setting of the Cathedral in particular but the church lands as a whole
- 2 The scale and form of new built form around the Cathedral site
- 3 The church hall

There are no proposed changes which impact on the Cathedral or Verger's Cottage and these buildings are not considered in detail except in relation to the new built form.

### 5.1. THE SETTING OF THE CATHEDRAL

The three options being considered are:

- Option 1: Retain St Johns Hall
- Option 2: Integrate and adapt St Johns Hall involving partial demolition
- Option 3: Replace St Johns Hall (this is the option preferred by the proponents)

The three options vary in how they define the setting of the Cathedral. They move from working with the existing hall building much as it is, to significantly adapting the building, to removing the building and providing a new built form to the edge of the proposed western forecourt to the Cathedral. Putting aside the current local heritage listing on the hall building (for the purpose of this discussion only), the main reason the three options have been explored is to determine if the setting, both heritage and civic, of the Cathedral can be improved by either adjusting or removing the hall building, and conversely if retaining the hall building compromises the major civic space that is now proposed as the centre of Parramatta.

This consideration does not look at the functionality or otherwise of the hall building.

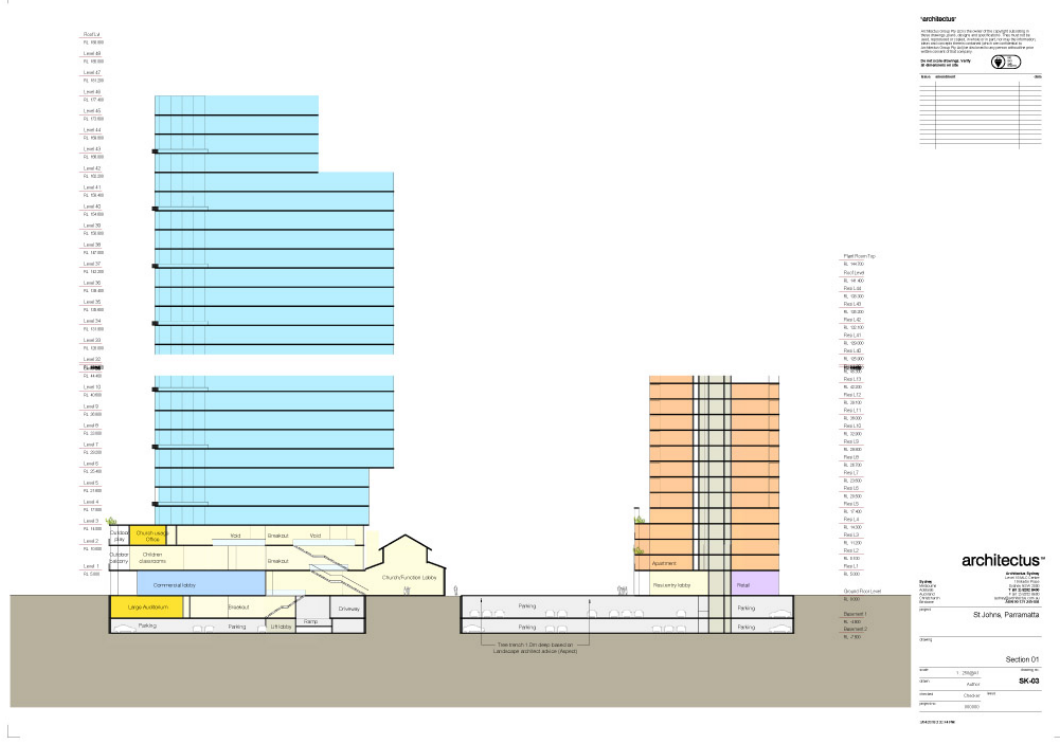


Figure 20: Architectus site plan of Option 3 showing the relationship of the Cathedral site to Parramatta Square, Hunter Street and proposed development areas.

OPTION 2



Figure 21: OPTION 2 - Envelope Plans



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Figure 22: OPTION 2 - Site Section

The option to adapt St John’s Church Hall has some potential but would require reworking the main part of the building (or effectively partially removing it) to create a new quasi-public space. While not quite facadism, such a proposal would only pay homage to the limited architectural and aesthetic value of the main façade as the building would otherwise be lost and a new architectural expression would prevail. This option also has an adverse impact on the setting of the Cathedral and the proposed western forecourt that would continue to have the limitations of the current area with the relatively narrow linkages between east and west and the visual intrusion of the St John’s Hall building into the major civic space.

OPTION 3



Figure 23: OPTION 3 - Envelope Plans

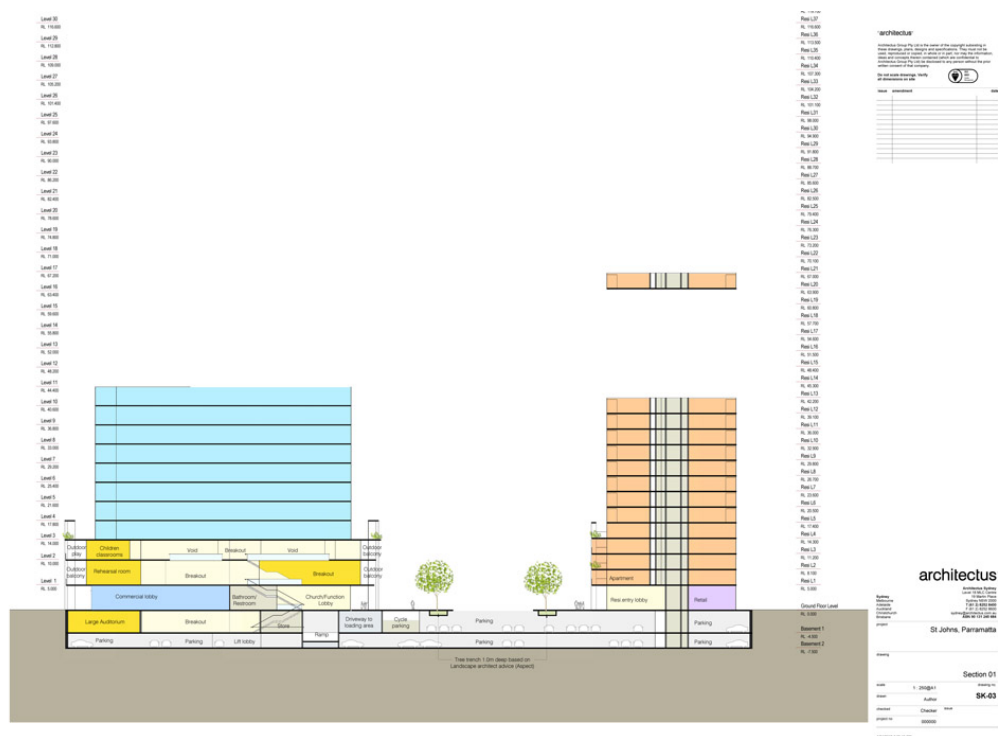


Figure 24: OPTION 3 – Site Section

The option to replace St John's Hall, while removing a listed building, is consistent with the patterns of development on the site that has seen the hall buildings as important at their time but dispensable when no longer meeting the needs of the Parish. None of the three previous hall structures have been major buildings in their own right, being utilitarian with only the current hall having any (modest) design pretension. This again does not suggest that the hall does not have heritage value but rather that the heritage value in relation to other heritage values within the site may not prevent replacement or major adaptation of the building.

The draft CMP correctly assesses The St John's Hall building as a minor element of modest heritage value within the Cathedral precinct.

In considering the 3 options in the Planning Proposal, while all three can be accommodated in the design of the adjacent site and the creation of a new setting for the Cathedral, the options that retain the St John's Hall building do not address the major issue of the creation of an appropriate, suitable and fitting urban, civic and historically based space around the Cathedral that responds to the redefinition of the centre of Parramatta.

It is not usual for a HIS to suggest or support the replacement of a place that has heritage listing however, it does occur when there are competing heritage values and State or National values are compromised or adversely affected by elements of lesser significance. Consequently, this assessment makes its conclusions with caution and not based on matters of convenience but rather on consideration of the role and setting of the Cathedral in the City of Parramatta.



While, as noted above, all three options could be implemented, the creation of a western forecourt as proposed in Option 3 and the creation of a new activated edge that facilitates the use of the Cathedral achieves a heritage outcome that outweighs the moderate heritage values of St John's Church hall.

That raises the question of what is of significance about the St John's Church Hall that would prevent it being replaced.

Demolition is not a prohibited action for a listed place, nor is it required under the LEP that Council must refuse demolition on the basis of heritage listing. The assessment process requires a consideration of all values of the place and all heritage values in determining, for this site, what is a complex set of values.

Under the assessment criteria, where replacement of a heritage building is being considered, the impacts on each threshold issue are:

A historic significance

The replacement of the building would result in the loss of the fabric that has local heritage significance. This is the area of impact that is unavoidable if replacement takes place. Elements of the building fabric can be re-used and interpreted, and site interpretation can take place on how the site developed with the stages of halls and facilities however, while interpretation is a sound action the removal of fabric does involve a loss of significance.

B associational significance

The building has associational value with its designer and builder, William Noller. This is a minor area of significance as Noller was a local figure, a member of the church, a builder and at one time mayor but was not a recognized designer. While physical fabric is important, the associational value of retaining the building for an association with Noller is not necessary to retain that associational heritage value with the site and Cathedral.

C social significance

The church hall has no identified social significance in its own right. It forms part of a group of buildings that collectively have social significance for the role of the Anglican Church in the life of Parramatta.

As the church are promoting general redevelopment of the site around the Cathedral, and social significance resides principally with the congregation as the users of the building, it can be concluded that replacement of the building will not result in a loss of social significance for the site.

D technical significance

The building has very limited technical significance. It is not innovative, it does not demonstrate outstanding construction or technical achievement, rather it is an ordinary typical building of its time using conventional construction.

There is no diminution of value from replacement of the building under this criterion.

E aesthetic significance

The building has moderate aesthetic significance and that would be removed if the building is replaced. It can also be argued that replacement of the St John's Hall building recovers the significance of the Cathedral setting and that this is a positive heritage outcome for the site, the Cathedral and the city. This assessment proposes that it is reasonable to consider competing heritage values and to make decisions based on an overall assessment. Within the context of the setting of the site and the Cathedral, the establishment of a new and to some extent recovered civic setting that reflects the original land holding, sets the Cathedral in an appropriate spatial arrangement to existing and planned surrounding development. It also links the site to the new Parramatta Square project spatially and functionally which is a high-level heritage outcome that allows consideration of the loss of minor aesthetic (and historic) significance found in the St John's Hall building.

F rarity

The building is not rare. It is at best a typical example of a locally designed Parish hall. Typically, its principal façade is more resolved than the rest of the building, it is a building largely in one dimension (a principal façade) set in a three-dimensional site. While the design was modestly appropriate when built the building no longer fits within the urban context in which it is going to be situated and it will require either substantial modification and re-orientation to achieve a new functional arrangement or replacement with a new facility.

Replacement would not result in any impact on rarity.

G representativeness

The building is representative of modest locally designed church halls that exist in large numbers across the Sydney region.

Replacement would result in the loss of a representative building.

## 6.0 HERITAGE ASSESSMENT OF PROPOSAL

### 6.1. GENERAL ASSESSMENT

The discussion in the previous section concludes that while any of the three options could be implemented that the preferred heritage outcome for the site is Option 3 even though it proposed replacement of St John's Hall building.

That conclusion arises from an analysis of the broad range of heritage considerations on the site and determining how the Cathedral in particular, a place of exceptional heritage value, can best be located, defined and set within the centre of the redefined core of Parramatta.

## 6.2. ASSESSMENT OF HERITAGE IMPACT AGAINST LEP HERITAGE CONTROLS

The planning proposal is required to address the potential for impacts under the LEP. As set out in the previous discussion the impacts vary between the three options as they involve retention, adaptation and replacement of the church hall. Each in turn has a consequent impact on the setting of the Cathedral.

The imperative in the LEP is to conserve heritage values in Parramatta. If there is to be any potential impact on heritage values (and generally any work that is not strictly conservation has some level of adverse heritage impact) a HIS based on a sound CMP must be provided to set out why those impacts may be acceptable.

Conserving heritage values is a complex and multi-layered undertaking as heritage values are not simple or often clear. On complex sites such as St John's there are conflicting and competing values that are also then overlaid, in this case, on the major redevelopment of the city centre and the changing character of the whole precinct.

The CMP and HIS are predicated on providing an understanding of St John's as a building, on its site in relation to ancillary buildings and within the public domain of Parramatta.

This HIS concludes that the three options provided satisfy the requirements of the LEP provisions and that while the options have different levels of impact on particular heritage values of the site that they address the requirements of the LEP to consider how to conserve the place.

This Heritage Impact Statement has been prepared to satisfy the requirements of Clause 5.10 (5).

## 6.3. ASSESSMENT OF HERITAGE IMPACT AGAINST RELEVANT PARRAMATTA DCP 2011 HERITAGE CONTROLS

The current DCP addresses a range of matters, a number of which are not relevant to this site as they are largely aimed at domestic or non-urban buildings. The following responses address the relevant DCP objectives and controls and where possible look at the intent of the clauses as they may apply to this site. Where clauses are noted as not relevant it is because those clauses refer to quite specific suburban residential issues and not the matters that affect the Cathedral or city centre.

Table 4: Assessment of Heritage Impact

DCP Provision	Response
3.5.1 General - Landform / Natural characteristics	

DCP Provision	Response
C.1 Maintain the natural landform and character of the area: avoid any cut and fill to land when constructing new buildings and landscaping grounds.	The site is generally level and the base levels of the site will not change as part of the Planning Proposal.
3.5.1 General - Subdivision Pattern	
C.2 Maintain the historical pattern of subdivision.	Maintained by interpretation.  The sub-division pattern has been altered over time and irrespective of actual site boundaries the site around the Cathedral largely now forms part of an extended public domain.
C.3 Where development is proposed that adjoins a heritage item identified in the Parramatta LEP 2011, the building height and setbacks must have regard to and respect the value of that heritage item and its setting.	The site is a heritage item and adjoins heritage items. The proposal responds to all of the heritage values present in the locality as well as the proposed changes to the area that are within the LEP controls.  This assessment addresses issues of scale and relationship to heritage buildings.  There are no direct impacts from the Planning Proposal on nearby heritage items as their settings are also being redefined by new development around them.
3.5.1 General - Existing Buildings	
C.4 Retain all buildings and structures that explain the history of the area and contribute to its significance.	This may not be satisfied as one option removes a heritage listed building and another option considers extensive adaptation.  This consideration needs to be viewed with reference to the range of cultural values that exist on the site, the importance of the Cathedral building and its setting and the role of the supporting heritage elements around it.
C.5 Avoid re-roofing the main body of the building except to match the original materials or except where re-roofed in corrugated iron.	Not relevant.
3.5.1 General - Alterations and Additions	

DCP Provision	Response
C.6 Before any changes are made to a building, consideration should be given to whether making it bigger will ruin its appearance. Additions to small buildings can easily overwhelm them and use up garden space. Garden space is needed for private outdoor living areas. It also keeps the old pattern of development and the setting for each house.	Not relevant. This control is directed at residential additions.
C.7 Any alterations and additions must be consistent with the scale, shape and materials of the existing building so as not to detract from the visual importance of existing historic buildings in the area or the area's visual consistency and amenity. Materials should be the same as the existing house, or otherwise lighter weight materials such as painted timber, bro, iron or imitation timber cladding.	Not relevant to this project as it specifically refers to housing.
C.8 Modest additions work best. They can be as wings or pavilions to the existing building.	Not relevant as the work is not additions and the reference is to residential work.
C.9 All additions must be at the rear of the property, NOT at the front. Additions should be attached to the original part of the building by way of linked pavilions or skillions at the back of the house.	Not relevant as the work is not additions and the reference is to residential work.
C.10 Unless otherwise specified in Part 4 of this DCP, additions should not be higher than the ridgeline of the existing building and the existing roof form over the main body of the building should be retained.	This is only applicable if it related to an addition to a building.
3.5.1 General - New Buildings	
C.11 New buildings will need to respect and acknowledge the existing historic townscape of Parramatta so that new and old can benefit from each other.	Agreed and addressed in the proposal. A key element in the Planning Proposal is to create an appropriate setting for the Cathedral so that the State heritage listed building, as a priority, forms the centre of the townscape and retains its historic values and prominence. This also applies to other heritage elements of the site where new and old buildings are juxtaposed in a vibrant new civic and urban setting.

DCP Provision	Response
<p>C.12 Applicants need to concentrate on getting the height, siting, shape and materials right so that new buildings will blend with old areas without imitation of period details, including consideration of:</p> <ul style="list-style-type: none"> <li>the height of the new building compared to those nearby – the new building should be no higher than the majority of the buildings in its vicinity</li> <li>the setback of the new building from the street and from its side and rear boundaries and as compared to its neighbours on either side</li> <li>whether the building has a similar shape – in a street of hipped or gable roof, in a street of commercial buildings, a parapet roof might help the new building t better with its neighbours</li> <li>whether the building materials of the new building complement those nearby - most houses in Parramatta are of brick or weatherboard so bagged and painted brick walls might not be suitable for new buildings nearby.</li> </ul>	<p>These controls are aimed at residential additions and infill buildings; however, the principles can be applied within the context of the redevelopment of the city centre.</p> <p>The key elements involved are creating settings and relationships around the heritage buildings that allow them to have a considered and designed place within what will be a very large-scale redevelopment of the precinct. There is no way to consider the buildings around the heritage items in terms of matching them as the CBD is dramatically changing, consequently, the requirement is to establish relationships between new and old that work within the scale increase that is proposed.</p> <p>This is addressed by establishing public spaces around the heritage buildings that are commensurate with their importance sand which place, in particular the Cathedral building, with a sense of place that allows larger development to be located in the vicinity without adversely impacting the setting of the Cathedral.</p>
<p>C.13 In some areas the pattern of development is an important part of the history and heritage significance of the place. New development which would destroy that pattern of development is unlikely to be approved, even if it is low and not visible from the street.</p>	<p>The pattern of development in the CBD has changed and is being radically changed through the current development projects around Parramatta Square. The original Cathedral land holding remains and is an important part of the early pattern of town development. There is the potential to recover that understanding on the site and to interpret the early patterns of land tenure around this site.</p>
<p>C.14 In those areas where the pattern of development is not part of the heritage significance of the place, new buildings at the rear of old buildings might be approved if they can be designed and sited successfully so as not to disrupt the streetscape, affect the setting of the heritage item or destroy the amenity of the area.</p>	<p>Not relevant.</p>

DCP Provision	Response
<p>C.15 The important matters to get right are:</p> <ul style="list-style-type: none"> <li>• repeat the same size of driveways and pattern of openings</li> <li>• avoid large paved areas</li> <li>• keep new buildings low so they can be screened by the existing building, supplemented by existing or new trees</li> <li>• plant adjacent to driveways to help screen views between buildings</li> <li>• maximise distance between old and new buildings</li> <li>• site new building so as to minimise reducing sunlight and views enjoyed by neighbours</li> <li>• avoid new large buildings that cannot be screened, and which would overwhelm old buildings and detract from their setting.</li> </ul>	<p>These considerations are not relevant as they only apply to residential development.</p>
<p>C.16 Buildings with wall heights below 9m can be screened by trees and this helps new and old blend better together.</p>	<p>Not relevant to this location.</p>
<p>C.17 New buildings need to conform to existing subdivision patterns.</p>	<p>Not relevant to this location.</p>
<p>C.18 Buildings which cut across lots or cover a large amalgamated lot will be at odds with the regular pattern of development in old areas and will be very obvious from the street. They are most likely to be refused by Council.</p>	<p>Not relevant to this location.</p>
<p>C.19 A new building near an important heritage item, such as a church or hall (which might also be a local landmark) needs to be carefully designed. It must not try to copy the heritage item or compete with it for attention. It is best if the new building fits in with the character of the surrounding neighbourhood, leaving the heritage item to stand alone.</p>	<p>Agreed and addressed in the planning proposal.</p> <p>While the control is clearly aimed at development outside the city centre the concept of designing to fit around heritage buildings is a universal concept.</p>

DCP Provision	Response
C.20 A new building in a street of old buildings needs to follow the same front and side setbacks as the old buildings. It should be of a similar scale and shape and be built of materials which fit in with those already in the street.	Not relevant to this location
C.21 Large areas of glass windows or glazed walls are not appropriate in heritage conservation areas.	Not relevant as the area is not a HCA.
<b>3.5.1 General - Garages, carports and other ancillary buildings</b> Unless otherwise stated in Part 4 of this DCP, all new carports, garages and other ancillary buildings (such as sheds) should complement heritage listed buildings and conservation areas by complying with the following controls:	
C.22 All new ancillary buildings including garages and carports must be detached from the main building and located in the rear yard so as not to disturb the streetscape or compete with the appearance of the house. Where it is not possible to locate the building at the rear of the property, they should be located at the side of the house but set back at least 1m from the front wall of the house (not the verandah) so they do not become a feature in the streetscape. Where there is no room to build a garage or carport behind or beside the house, a simple paved standing area at the front is better than a carport or garage.	Not relevant as the control applies to residential development.
C.23 Carports and garages should be designed as simple, useful structures to shelter the car. It is important to reduce the scale of the roof so that the garage does not compete with the house. Decorative detail should be avoided.	Not relevant as the control applies to residential development.
C.24 Ancillary buildings including driveways and carports should be designed as secondary utility buildings with no unnecessary architectural details such as period decorative features.	Not relevant as the control applies to residential development.
C.25 Ancillary buildings should be constructed of lightweight materials such as timber or metal.	Not relevant as the control applies to residential development.
<b>3.5.1 General - Driveways</b>	



DCP Provision	Response
C.26 Driveways should be constructed of a non-obtrusive material such as concrete, bitumen, gravel, or common or dark bricks.	Not relevant as the control applies to residential development.
C.27 Two wheel tracks with planting (e.g. lawn) in between are preferable to a full-width driveway.	Not relevant as the control applies to residential development.
C.28 Driveways are to be no greater than the width needed for a single vehicle and any necessary turning space.	Not relevant as the control applies to residential development.
3.5.1 General - Fences	
<p>C.29 Keep all existing fences that are contemporary with the building and which contribute to an understanding of the history of the development of the area:</p> <ul style="list-style-type: none"> <li>An early fence should be repaired and kept if possible.</li> <li>If the fence is beyond repair, it should be reproduced in its original form with new materials.</li> </ul>	Not relevant as the control applies to residential development.
<p>C.30 For front boundaries where there is no existing front fence or the existing fence is not contemporary with the house, a new low fence should be constructed:</p> <ul style="list-style-type: none"> <li>materials used should be similar to those of the building or those for which there is historical evidence</li> <li>fences on nearby similar buildings or old neighbourhood photographs will indicate how an early fence would have looked; the right period style of fence to suit the age, materials and social standing of house may also be chosen by seeking help from books in the local library, or from Council's Heritage Advisor.</li> </ul>	Not relevant as the control applies to residential development.
C.31 Keep street amenity by continued use of low front fences which allow each garden to be viewed from the street. Fences greater than 1.2 metres in height should be avoided.	Not relevant as the control applies to residential development.

DCP Provision	Response
C.32 Encourage retention and use of timber paling fences to side and back boundaries and replacement, where necessary, with fences of similar height and materials. Side and back boundary fences of modern metal clad fencing systems are to be avoided as they are not appropriate to heritage items or areas.	Not relevant as the control applies to residential development.
C.33 Fence openings for cars must not exceed 3 metres in width and not more than a single opening may be present per allotment.	Not relevant as the control applies to residential development.
3.5.1 General - Maintenance (General)	
C.34 Regular maintenance of heritage buildings is essential for their conservation and protection. Buildings should be kept structurally sound, habitable and weather proofed.	Agreed and addressed. This would form part of a second stage proposal for the site and is facilitated by the undertaking of development to fund such works.
3.5.1 General - Maintenance (Roof) Roofs protect buildings from the weather. They must be kept waterproof and in good repair. The shape and the cladding of the roof are an important part of its appearance.	
C.35 The original shape of the roof should not be changed.	Relevant to buildings to be retained.
C.36 The original roof cladding of a building (slate, tiles or corrugated iron) should not be changed if it is in good repair.	Agreed and proposed.
C.37 If it is necessary to replace the whole roof and the original cladding material is too expensive, a new roof cladding of corrugated iron can be used.	Not relevant.
C.38 Any necessary repairs should be matched with the original cladding - tiles with tiles, iron with iron, slate with slate. If an old roof is of an expensive material, such as slate or at tiles, repairs should be made so that the original materials are put on the visible parts of the roof and corrugated iron used where the roof cannot be seen from the street.	Agreed and proposed.

DCP Provision	Response
C.39 If a chimney leaks, the flashings should be mended. The chimney should not be removed as it is part of the charm of a house and helps maintain its resale value.	Not relevant.
C.40 Gutters should be kept clear of leaves and rubbish and in good repair as they keep dry. Some older houses need specially shaped gutters as these are important to their appearance.	Agreed.
3.5.1 General - Maintenance (Walls)	
C.41 Timber walls are best maintained with regular painting. Council's Heritage Advisor will be able to help in choosing a colour scheme for a house appropriate to its age. There are also some books about heritage colour schemes in the Parramatta Library.	Not relevant to this site.
C.42 Unpainted brick or stone should not be painted. Painting devalues a property because it cannot easily be removed and, once painted, walls will need to be painted regularly.	Agreed and proposed.
C.43 Sandblasting to remove paint from brick or stone is extremely dangerous for old buildings: it removes both paint and the outer skin of the brick, exposing it to weathering and changing its appearance. Only careful chemical treatment should be used to remove paint. This can be expensive and it is sometimes preferable to keep painting the walls.	Agreed.
3.5.1 General - Maintenance (Doors and Windows)	
C.44 Original doors and windows should be kept. They are valuable and an important part of the particular appearance of a house or shop. Painting is the best way to maintain and protect doors and windows and will save money in the long run.	Agreed.

DCP Provision	Response
C.45 If the original doors or windows have been lost, they can be replaced with the correct size and type for the age and style of the house or shop. Old houses or shops nearby with all their original features will help to determine the appropriate size and type of doors or windows.	Not relevant to this proposal.
3.5.2 Archaeology	
P.1 In the case of any development where excavation is proposed, the Applicant must refer in their Statement of Environmental Effects (SEE) to the Parramatta Historical Archaeological Landscape Management Study (PHALMS).	Agreed. It is noted that a separate archaeological study has been prepared that addresses these issues in detail.
P.2 The SEE must refer to the management recommendations set out in the PHALMS in relation to the subject site and must show how the applicant intends to comply with those recommendations. If PHALMS recommends further assessment and/or documentation, then such information shall be included in the SEE.	Agreed.
P.3 If necessary, the applicant shall, prior to any excavation work commencing, make an application to the NSW Heritage Office for an application permit under the terms of the Heritage Act 1977. The applicant shall allow sufficient time and resources for the determination of the application and for completion of the archaeological programme required.	Agreed.
P.4 At all times when excavation is being carried out, the applicant (or any persons acting for the applicant) should aware of any excavation permit requirements including the need for monitoring, stopping work and reporting any relics found to the NSW Heritage Office.	Agreed.
3.5.2 Aboriginal Cultural Heritage	

DCP Provision	Response
P.1 Before lodging a development application for development that may have an impact on known or potential Aboriginal sites, Council's information on known Aboriginal sites and potential heritage sensitivity should be consulted. Refer to Appendix 11 for the Aboriginal Sensitivity map.	Agreed.
P.2 For properties identified with No Sensitivity, no Aboriginal Heritage Assessment is required.  P.3 For properties identified with Low Sensitivity no Aboriginal Heritage Assessment is required unless land is within 100m of a creek or river foreshore and contains uncleared bushland, sandstone outcrops or exposed sandstone platforms.	Agreed.
P.4 For properties identified as Medium Sensitivity or High Sensitivity an Aboriginal Heritage Assessment is required.	Agreed.
P.5 For properties within 50m of a known Aboriginal site the National Parks and Wildlife Service Site Register should be consulted to determine whether the Aboriginal site is located on the property. If the known Aboriginal site is located on the property, the development becomes Integrated Development.	Agreed.
P.6 Properties within an area of Aboriginal social/historical association will require an Aboriginal Heritage Assessment that investigates the impact of a development proposal in relation to the social/historical association.	Agreed.

## 7.0 PROPOSED DCP CONTROLS FOR THE SITE

The Planning Proposal includes a set of DCP controls for the site. They address the site as a whole, the setting within the immediate vicinity, the setting within Parramatta, the existing buildings and the urban context. The controls then address how to locate new development on the site with building envelopes, setbacks and controls.

Three options are developed for the site to the north of the Cathedral, as required within the Planning Proposal process and indicative designs are also provided to demonstrate that the site is capable of achieving the development indicated in the building envelopes.

The proposed DCP controls are sound, well-argued and are based on sound analysis of both the heritage values of the place (through the CMP process) and the urban design requirements of the City Council.

The key elements of the controls are:

- The location of new development on the site
- The height and massing of new development
- The creation of new public space around the Cathedral including:
  - a new western forecourt
  - enhanced linkages between the western part of the site and the eastern part of the site extending to the new Parramatta Square
- how to scale new built form to 'fit' within the context of the Cathedral building in particular

The DCP provides for the three options so that a future design competition is not limited to a pre-determined set of outcomes in relation to how to address the St John's Hall Building in particular. This is a sound and appropriate response to the complexities of the site and the ability to explore options that can address the full range of heritage, urban design and city centre issues.

The DCP does not predicate an outcome and does not promote a design solution (even though they are required as part of the process).

This HIS endorses the approach developed to ensure that there is potential for an excellent outcome for the Cathedral and City.

## 8.0 CONCLUSION

In relation to the heritage impact of the proposals, it will be necessary to set out a detailed HIS for the final design solution that is proposed and how that design responds to both the physical fabric of the heritage features and the spatial arrangement of the site.

This HIS concludes that all three options in relation to St John's Hall can be supported noting that they have varying levels of impact on a local heritage item.

The most conservative approach is to retain the hall, however this HIS concludes that this will result in relatively poor overall heritage outcomes for the site that will compromise the role and setting of the very significant St John's Cathedral Building.

A less conservative approach is to undertake major adaptation of the St John's Hall Building to allow it to have a better (if not ideal) functional relationship to the Cathedral. This will have some physical fabric impacts that will affect significance but would retain the principal features – the front façade and the overall roof form – on the site. This approach will have the same overall impacts on the setting of the Cathedral within the City as Option 1.

Option 3, to replace the St John's hall Building with a new structure that forms part of the larger commercial development behind will involve the loss of a local heritage item which inevitably will have an adverse heritage impact. However, there would also be a significant gain in heritage values by re-establishing the setting of the State Significant Cathedral.

This HIS also concludes that the proposal to develop two tower forms, to the west and north and south of the Cathedral is an acceptable and supportable proposal (subject to a successful design competition) as it:

- addresses the Cathedral building as a priority,
- establishes a very fine setting for the building that is integrated into the future development of Parramatta,
- retains the Verger's Cottage and the significant elements of the St John's Building,
- provides a future income for the conservation, maintenance and work of the Cathedral in the City of Parramatta,
- integrates new development into the broader concepts for the development of Parramatta Square and
- overall achieves a high level of heritage conservation for the Cathedral precinct.

## 9.0 ATTACHMENTS



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