



Heritage Study – CBD Planning Controls

Parramatta City Council

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TABLE OF CONTENTS

Executive Summary.....	iv
1 Introduction	1
1.1 Background and Purpose	1
1.2 Study Area	2
1.3 Methodology	4
1.4 Limitations.....	4
1.5 Author Identification	4
2 Heritage Significance	5
2.1 Heritage Management Context.....	9
3 The Proposal	13
4 Review Process	14
4.1 Principles	14
5 Investigation Areas.....	15
5.1 St Johns Cemetery	15
5.2 Church Street Precinct.....	16
5.3 George Street Precinct	17
5.4 North Parramatta Conservation Area	18
5.5 Sorrell Street Conservation Area	20
5.6 South Parramatta Conservation Area.....	22
5.7 Marion Street Precinct	24
5.8 Harris Park Special Area	25
5.8.1 Harris Park West Conservation Area.....	27
5.8.2 Experiment Farm Conservation Area	29
5.8.3 Robin Thomas Reserve	30
5.9 “Isolated” Heritage Items	31
5.10 Views and Vistas	31
5.11 Design Excellence	32
5.12 North Parramatta Urban Renewal Area.....	33
5.13 Archaeology.....	35
5.13.1 Historical Archaeology	35
5.13.2 Indigenous heritage	35
6 Transferable Development Rights	38
7 Planning Control Amendments	39
8 Conclusion	44
9 References.....	45
Disclaimer.....	47
 Appendix A Survey of PPA Heritage Items	
 Appendix B Significant View Corridors	

FIGURES:

Figure 1 – The Study Area	2
Figure 2 – Heritage items within and adjacent to the Study Area	6
Figure 3 – Significant views identified within and outside the Study Area	7
Figure 4 – Significant views and vistas affecting the study area identified in the Planisphere report 2012..	8
Figure 5 – St Johns Cemetery.....	15
Figure 6 – Church Street views	16
Figure 7 – Views of George Street and heritage items	17
Figure 8 – View west along George Street.....	18
Figure 9 – Views of the North Parramatta HCA	19
Figure 10 – The north Parramatta HCA	19
Figure 11 – Views of the Sorrell Street HCA	21
Figure 12 – The Sorrell Street HCA	21
Figure 13 – Preferred transition approach for FSR adjoining the HCA	22
Figure 14 – Views of the South Parramatta HCA.....	23
Figure 15 – The South Parramatta HCA	23
Figure 16 – Heritage item map showing Marion Street precinct	24
Figure 17 – Views of Marion Street	24
Figure 18 – The Harris Park Special Area and area of National significance	26
Figure 19 – Section and indicative view of transitioning FSR between the river and Harris Park and showing impacts on views from Experiment farm.....	27
Figure 20 – Views of the Harris Park West HCA.....	28
Figure 21 – The Harris Park West HCA	28
Figure 22 – Views of the Experiment Farm HCA	29
Figure 23 – Views of the Robin Thomas Reserve.....	30
Figure 24 – Examples of individual items.....	31
Figure 25 – Plan of the NPUR Area and area for rezoning.....	33
Figure 26 – The Indicative Layout Plan (ILP) (Version 13e) for the Cumberland Precinct and Sports and Leisure Precinct of the Parramatta North Urban Renewal (PNUR) area.....	34
Figure 27 – Proposed PPA FSR	37

Executive Summary

Urbis has been engaged by Parramatta City Council to develop a Heritage Study to assist with the review of the Planning Controls in the Parramatta CBD. This Study provides more detailed work to inform the planning proposal to amend the controls through a formal statutory process. This Study aims to support Parramatta City Council's vision for the growth of the Parramatta CBD as Australia's next great city through a clear and innovative planning framework to enable growth whilst respecting its heritage.

The purpose of the Heritage Study is to respond to the Planning Strategy by:

- recommending modifications or additions to planning and development controls, to address heritage related impacts on items within the CBD and periphery areas of the Planning Proposal with a focus on changes to FSRs;
- investigating the merits of a potential transferable development rights scheme for heritage floor space ratios (FSR) for the Study Area; and,
- providing guidance on transition planning controls for the heritage conservation areas.

The Study Area is shown below at Figure 1 and generally covers the:

- The existing City Centre (excluding the Park Edge Highly Sensitive Area adjacent to Parramatta Park and also excluding Parramatta Park);
- Church Street north precinct and the residential area behind to Sorrell Street; and
- Auto Alley precinct including the area between Harris Park Station to the east and Inkerman/Marsden Streets to the west.

This assessment has been informed by extensive surveys of the Planning Proposal Area (PPA) (refer to the schedule of PPA heritage items at Appendix A) and in particular, reviews of the investigation areas as set out in section 5. Recommended FSRs for the PPA are shown at Figure 27, and are consistent with the recommendations of section 5.

The amendments to the PPA and corresponding LEP/ DCP amendments have also required additional review of the LEP/DCP provisions with regard to heritage and the City Centre to cater for intensification of development as set out in section 7.

SUMMARY OF RECOMMENDATIONS

The following summarises the recommendations in the body of the report to inform Parramatta City Council's review of the planning controls, specifically proposed amendments to built form controls across the planning proposal area, to address heritage related impacts and guidance on transition planning to heritage conservation areas.

CITY CORE

- Allow heritage items to have similar FSRs to adjoining properties in the CBD core (being the area generally bound by the river to the north and the Great Western Highway/Parkes/Hassall Streets to the south) with the following exceptions:
 - Church Street between the river and Macquarie Street, given the strong concentration of heritage items and its heritage character.
 - Harrisford House, given this is a state heritage item which retains a direct connection with the river.
 - Area directly to the north of Lancer Barracks, given this is an item of national heritage significance.
 - Areas adjoining state heritage items within a significant landscape setting, including St John's Church and St John's Cemetery.

- Along the eastern edge of the CBD to allow for a transition to heritage conservation areas.
- Whilst uplift in FSR is supported, providing additional FSR for heritage items does not imply that these sites alone have additional development potential; however it does provide for the transfer of additional FSR with adjoining sites through site amalgamation and incentivises renewal.
- To manage potential risks to heritage items additional provisions in the LEP and DCP are recommended to ensure that the integrity of the item is retained and conserved. This includes retention of curtilage and setting and interpretation of the original subdivision which contributes to the significance of the item.
- To mitigate potential impacts to significant view corridors associated with the original town plan and road layout, podium heights controls are required along George and Church Streets.
- A transferable development rights scheme for heritage items as an alternative to transfer of FSRs through site amalgamation is not recommended for reasons detailed in Section 6 of the report.

PERIPHERAL AREAS

- In the transitional areas north of the river and south of Great Western Highway/Parkes/Hassall Streets, FSRs generally transition down to the six heritage conservation areas which adjoin the CBD.
- Heritage items within these transitional areas have been allocated lower FSRs to prevent overdevelopment, minimise any adverse impacts on their heritage significance and respond to their modest residential scale.
- A transition is not required for the land on the eastern side of Cowper Street and adjoining the western boundary of the Harris Park West HCA as the area already contains some high density development and is buffered by the railway corridor which is deemed to provide a defined edge to the HCA, with the character of the HCA strongly defined.
- Additional DCP provisions are required to address heritage related impacts on items within the periphery areas.
- FSRs should respond to the scale of development in the adjacent to the North Parramatta Urban Renewal Area and the transition to the adjoining HCA.
- The boundary of the Harris Park West Heritage Conservation Area could be reviewed when the northern portion of the block bound by Ada, Wigram and Kendall Streets is redeveloped as the current development does not contribute to the HCA. The lots fronting Ada Street would then form a defined edge to the HCA.
- The boundary of the Sorrell Street Heritage Conservation Area could be expanded to include additional contributory items on perpendicular streets, and the southern extent of the HCA could be reduced as current development does not contribute to the HCA.
- Existing FSRs have been maintained within Marion Street in recognition of the high density of heritage items in the area and the already altered context.

DESIGN EXCELLENCE

- Inclusion of Heritage as a trigger for design excellence requirements on sites of or more than 3:1 FSR and adjoining heritage items.

PROTECTION OF WORLD HERITAGE LISTED OLD GOVERNMENT HOUSE AND THE DOMAIN

- It is recommended that the guidelines in the Technical Report prepared by Planisphere relating to Old Government House and the Domain be included in the DCP to ensure that views from OGH and Parramatta Park are retained with some possible exceptions. Further work is required to determine the relevance of the guidelines in the context of the Planning Proposal.
- New towers in the CBD core should take the form of tall slender towers allowing for slot views to the east from the park.

ARCHAEOLOGY

- The existing LEP and DCP controls provide for the protection of archaeological resources and indigenous history and no change is recommended to these controls.
- The processes that sit under the LEP and DCP have been identified in two studies as being worthy of review, being the Parramatta Historical Archaeological Landscape Management Study

2000 prepared by Godden Mackay, and the Parramatta Aboriginal Cultural Heritage Study Review prepared by Mary Dallas Consulting Archaeologists in August 2014. Separate to this PP, Council should prioritise work that reviews and updates the processes related to the protection of archaeological resources and indigenous heritage.

S117 DIRECTIONS

- Where the above recommendations are implemented the subject PP is considered to be compliant with requirements of Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979.

1 Introduction

1.1 BACKGROUND AND PURPOSE

Parramatta's CBD is now the second largest in Sydney and is identified as being integral to the growth of the Sydney metropolitan area.

Parramatta City Council is reviewing the planning controls for the Parramatta CBD and is also proposing to expand the city centre boundary to allow Council to meet its growth targets for additional dwellings and jobs. The draft planning controls resulted from a planning framework review process that considered many factors impacting on development in the CBD. The Parramatta City Council adopted the 'Parramatta CBD Planning Strategy' in April 2015 which establishes principles and actions to guide a new planning framework for the Parramatta CBD. The implementation of the Strategy includes:

- preparing a formal Planning Proposal under the *Environmental Planning and Assessment Act 1979* for the new framework
- expanding the CBD boundary
- increasing the floor space ratios (FSRs)
- integrating the Auto Alley Planning Framework in the new planning framework

Heritage is one of the most critical issues in the resolution of the new planning controls. As Australia's first viable colonial settlement, Parramatta has a wealth of surviving European and Aboriginal Heritage buildings and places. A heritage review is therefore required to address the impact of the proposed new controls on Indigenous and European items of heritage significance, including significant areas, objects and places.

Urbis has been engaged by Parramatta City Council to develop a Heritage Study to assist with the review of the Planning Controls in the Parramatta CBD. This Study provides more detailed work to inform the planning proposal to amend the controls through a formal statutory process. This Study aims to support Parramatta City Council's vision for the growth of the Parramatta CBD as Australia's next great city through a clear and innovative planning framework to enable growth whilst respecting its heritage.

The purpose of the Heritage Study is to respond to the Planning Strategy by:

- recommending modifications or additions to planning and development controls, to address heritage related impacts on items within the CBD and periphery areas of the Planning Proposal with a focus on changes to FSRs;
- investigating the merits of a potential transferable development rights scheme for heritage floor space ratios (FSR) for the Study Area; and,
- providing guidance on transition planning controls for the heritage conservation areas.

The objectives of the Study are to ensure that:

- areas identified for greater density development take account of heritage considerations and any impacts can be ameliorated and effectively dealt with through heritage controls at the development assessment stage;
- the planning proposal contains provisions that facilitate the conservation of identified heritage so as to satisfy Section 117 Direction 2.3 Heritage Conservation; and
- establish a nexus between recommended heritage controls and existing heritage studies and conservation controls is established.

The Study provides guidance to the Council's Urban Designers and Urban Planners as they test the planning controls and prepare a Planning Proposal to implement a new planning framework.

1.2 STUDY AREA

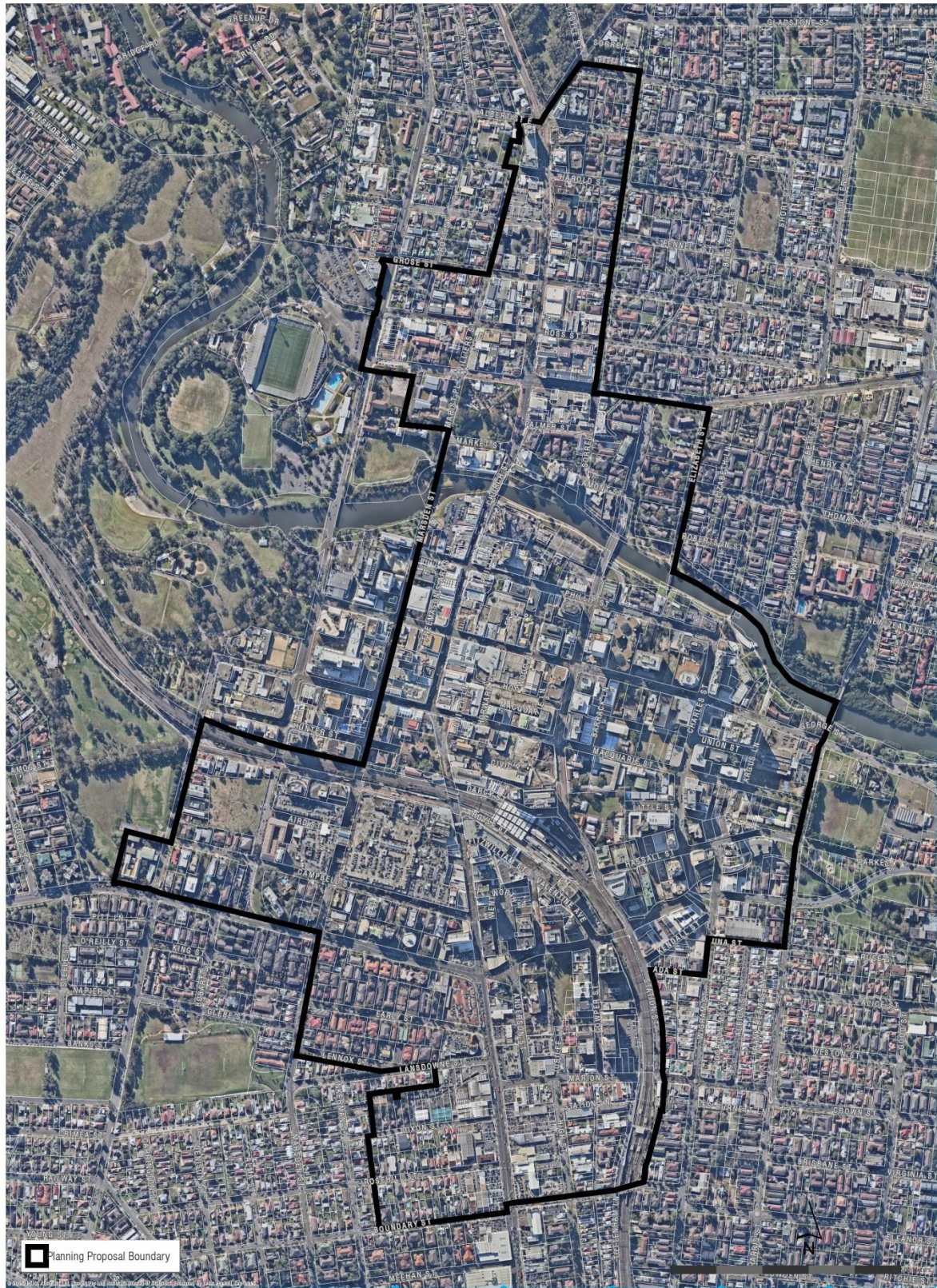
The Study Area is shown below at Figure 1 and generally covers the:

- The existing City Centre (excluding the Park Edge Highly Sensitive Area adjacent to Parramatta Park and also excluding Parramatta Park);
- Church Street north precinct and the residential area behind to Sorrell Street; and
- Auto Alley precinct including the area between Harris Park Station to the east and Inkerman/Marsden Streets to the west.

FIGURE 1 – THE STUDY AREA



LOCATION OF THE STUDY AREA



Planning Proposal Boundary **urbis**

AERIAL VIEW OF THE STUDY AREA

1.3 METHODOLOGY

This report has been prepared in accordance with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the *Environmental Planning and Assessment Act 1979*.

This report has been based on:

- site visits undertaken throughout June and July 2015
- meetings with Parramatta Council staff
- review of the Parramatta City Centre Local Environmental Plan 2007, Parramatta Local Environmental Plan 2011 and Parramatta Development Control Plan 2011
- the documentation provided by Council and additional research (refer to Section 9)
- meetings with City of Sydney City Plan Development Section and Design Excellence Coordinator
- internal workshops with Urbis planners, economists and market researchers, and urban designers

The report is consistent with *The Australia ICOMOS Burra Charter for Places of Cultural Significance 2013*. The Charter is widely adopted as the standard for best practice in the conservation and management of heritage places in Australia.

1.4 LIMITATIONS

It was not within the scope of this study to reassess the significance and condition of the identified heritage sites and conservation areas within the study area. Notwithstanding this, the Study has reviewed the existing statements of heritage significance to gain a full understanding of why the heritage items and areas are important.

In assessing and making recommendations to the planning and development controls to address the heritage related impacts of the proposed increases in FSR controls and the removal of height controls, the existing statutory listings have provided the basis for the proposed recommendations.

It is noted that several sites within the study area are subject to existing planning proposals. Recommendations for Parramatta Square have not been provided as the area is subject to a significant urban renewal program which is currently in the design process.

1.5 AUTHOR IDENTIFICATION

The following report has been prepared by Fiona Binns (Senior Heritage Consultant) and Sarah Jane Brazil (Senior Heritage Consultant). Stephen Davies (Director) has reviewed and endorsed its content.

Unless otherwise stated, all drawings, illustrations and photographs are the work of Urbis.

2 Heritage Significance

As Australia's first viable colonial settlement, and the second township to be laid out in New South Wales after Sydney, Parramatta has a wealth of surviving European and Aboriginal heritage buildings and places. Parramatta is of significance for its ability to demonstrate, in its physical forms, historical layering, documentary and archaeological records, the development of colonial and post-colonial settlement in Sydney and New South Wales.

The close connections between the local Burramattagal and Wangal people and the place remain evident in the extensive archaeological resources, the historical records and the geographical place name of the area, as well as the continuing esteem of Sydney's Aboriginal communities for the place. Parramatta was a traditional meeting place and food-gathering ground for the clans and the name *Parramatta* is derived from the Aboriginal words for the place (*burra*) where the eels (*matta*) lie.

Much of the convict and colonial era development and infrastructure survives within and in the vicinity of the study area, including the World Heritage listed Old Government House and Domain, the Commonwealth Heritage listed Lancer Barracks, the State listed Old Parramatta Gaol and the former Female factory as well as the surviving estates and early houses including the state heritage listed Elizabeth Farm and early colonial cemeteries. The original town layout also remains apparent in the City Centre, with High Street (George Street) as the major axis of the town and the grand town square at the end of Quakers Row (Church Street). Lost elements are also represented in the diverse archaeology of the place.

The late 19th and early 20th century phases of development are well represented by a substantial number of surviving residential dwellings largely concentrated in the CBD peripheral areas such as the Sorrell Street, North and South Parramatta Conservation Areas respectively; as well as through surviving significant shops, pubs, schools, civic and commercial buildings scattered throughout the core of the CBD, which are listed on the 2007 and 2011 Parramatta LEPs as locally listed heritage items. Parramatta emerged as a secondary CBD for Sydney in the latter part of the 20th century, which also manifested in a more contemporary overlay of commercial development.

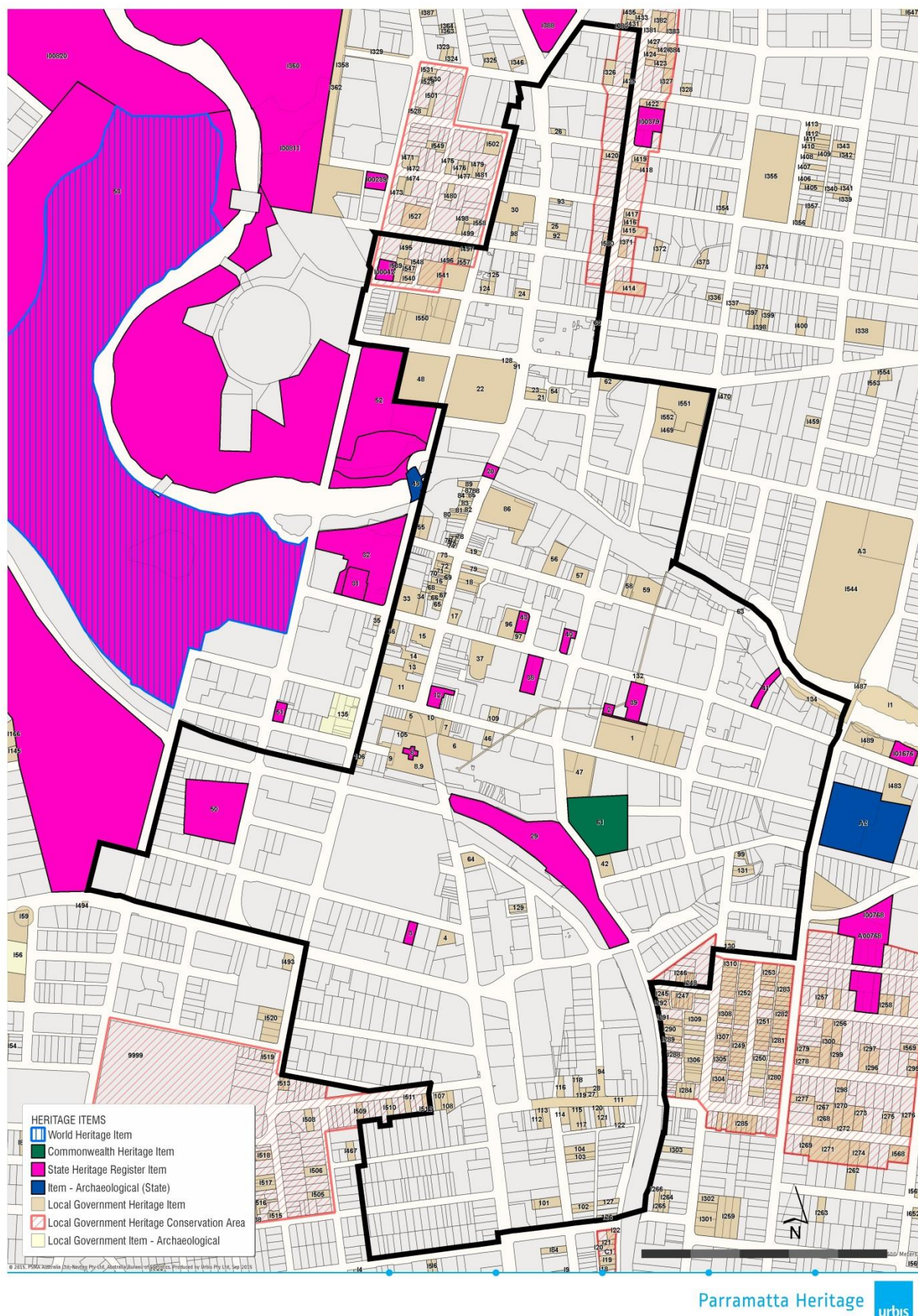
A schedule of all the listed heritage items within the Study Area is provided at Appendix A. This includes Commonwealth (one item only) and State listed heritage items, as well as numerous locally listed heritage items. The heritage items and conservation areas identified in the Parramatta City Centre Local Environmental Plan 2007 and Parramatta Local Environmental Plan 2011 that fall within the study area and adjacent to it are illustrated in Figure 2.

Views and vistas are also an essential part of Parramatta's cultural landscape and contribute to the quality of the environment. Significant views within the CBD have been identified within the DCP and Planisphere study¹. Significant view corridors have been shown at Figure 3.

Parramatta remains a living cultural landscape greatly valued by both its local residents and the people of New South Wales and serves as a strong reminder of our shared national heritage. It is therefore imperative that the cultural heritage of Parramatta is considered in the planning proposal process, to preserve the significant values and character of the heritage items, conservation areas and the area generally, while providing for urban intensification and integration of new development.

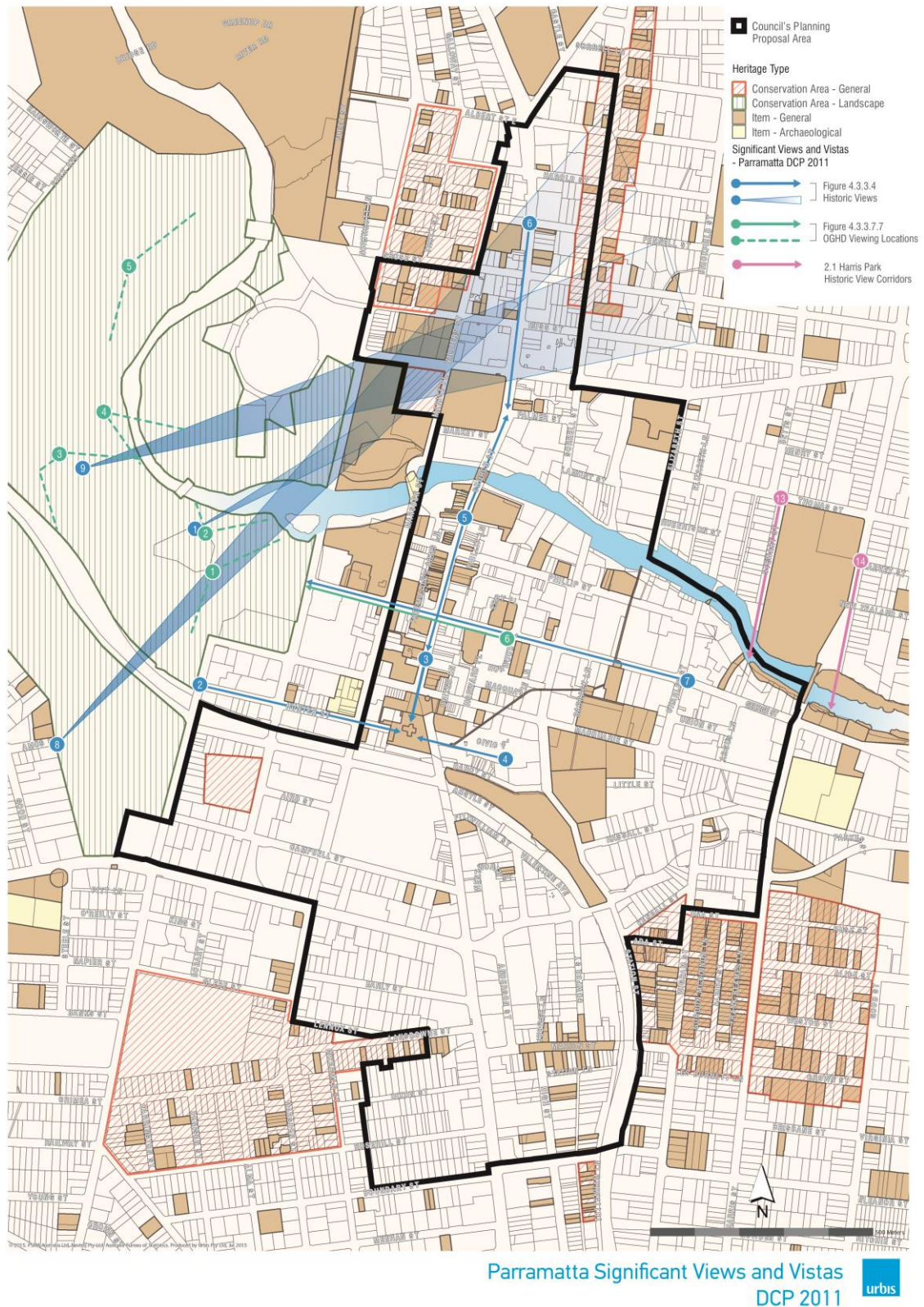
¹ The Technical Report was undertaken by Planisphere in 2012 and considered the relationship of future development in Parramatta City to the World and National Heritage listed Old Government House and Domain (OGHD). The key objectives of the study were to identify, document and describe important views and settings, review draft planning controls and to create future development guidelines to determine if future development is likely to have an impact on heritage values.

FIGURE 2 – HERITAGE ITEMS WITHIN AND ADJACENT TO THE STUDY AREA



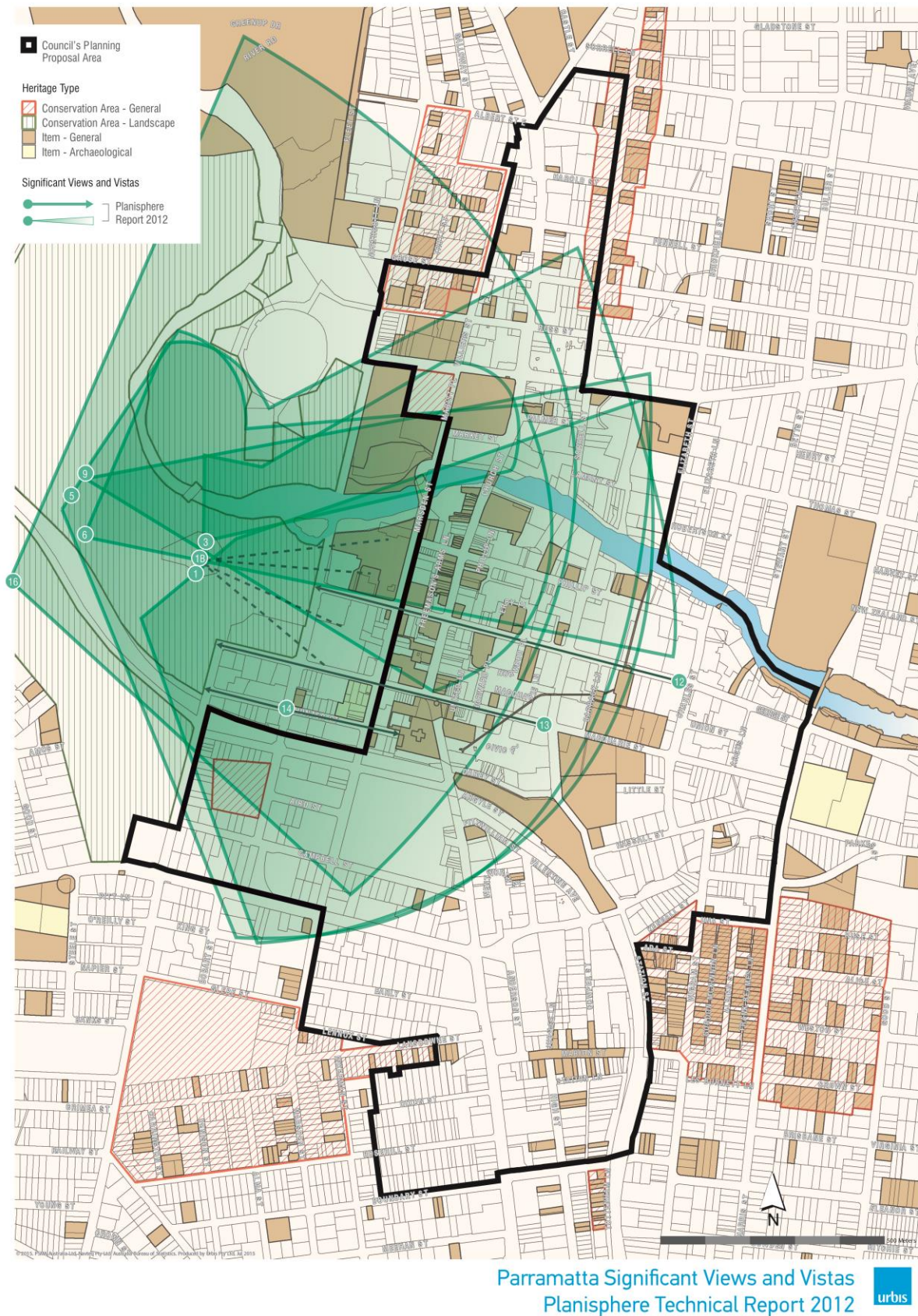
PLAN OF THE PLANNING PROPOSAL AREA, SHOWING WORLD, COMMONWEALTH, STATE AND LOCAL HERITAGE ITEMS

FIGURE 3 – SIGNIFICANT VIEWS IDENTIFIED WITHIN AND OUTSIDE THE STUDY AREA



IDENTIFIED SIGNIFICANT VIEWS WITHIN THE PLANNING PROPOSAL AREA AS DEFINED BY THE DCP 2011

FIGURE 4 – SIGNIFICANT VIEWS AND VISTAS AFFECTING THE STUDY AREA IDENTIFIED IN THE PLANISPHERE REPORT 2012



IDENTIFIED SIGNIFICANT VIEWS WITHIN THE PLANNING PROPOSAL AREA AS DEFINED IN THE PLANISPHERE STUDY

2.1 HERITAGE MANAGEMENT CONTEXT

The Council's planning proposal boundary encompasses a number of places of significant heritage value that have been variously identified on Commonwealth, State and local heritage lists and registers. As such they are subject to the provisions of a number of different pieces of environmental legislation. The key legislation is as follows.

Environment Protection and Biodiversity Conservation Act 1999

The *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) is the Australian Government's key piece of environmental legislation. It provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities and heritage places. In addition, the EPBC Act confers jurisdiction over actions that have a significant impact on the environment where the actions affect, or are taken on, World Heritage and National and Commonwealth listed places as well as Commonwealth land, or are carried out by a Commonwealth agency. Therefore it applies to some of the heritage places that are included within and adjacent to the study area namely the Lancer Barracks, the Lancer Barracks Precinct and Old Government House and Government Domain.

It is noted that the area designated as being of "National Significance" within the Harris Park Special Area (refer section 5.8) does not have a corresponding national heritage listing under the Act and is only referred to as nationally significant in the Parramatta DCP. The area therefore is not subject to the Act.

World Heritage properties are places with natural or cultural heritage values which are recognised as having outstanding universal value. World Heritage properties are listed on the World Heritage List (WHL) by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) or have been declared by the Minister responsible for the EPBC Act to be a World Heritage property. There are no World Heritage listed properties within the study area, however Old Government House and the Government Domain were inscribed on the World Heritage List on 31 July 2010 as one of the eleven sites that make up the Australian Convict Sites listing.

The Act includes provisions for the protection of World Heritage properties. Any proposed action to be taken inside or outside the boundaries of a World Heritage property that may have a significant impact on its identified heritage values is prohibited without the approval of the Minister. The planning proposal therefore must have regard to the potential impacts on the identified heritage values of Old Government House and the Government Domain including views to and from OGH and domain across the CBD.

Environmental Planning and Assessment Act 1979 (NSW)

Planning and development in New South Wales is carried out under the *Environmental Planning and Assessment Act 1979* (NSW) (EP&A Act) and *Environmental Planning and Assessment Regulations 2000*. The EP&A Act provides for the preparation of planning instruments to guide land use management at state, regional and local levels. Of particular relevance to heritage matters are the heritage provisions in the various planning instruments and the requirements associated with assessment of development proposals.

Any proposed changes to the local planning and development controls are to be consistent with Section 117 Direction 2.3 Heritage Conservation. The objective of this direction is to conserve items, area, objects and places of environmental heritage significance and indigenous heritage significance. The direction applies to all councils preparing draft LEPs which shall contain provisions that facilitate the conservation of heritage places.

Heritage Act 1977 (NSW)

The *Heritage Act 1977* (NSW) aims to conserve the environmental heritage of New South Wales and is administered by the Office of Environment and Heritage. The Act established the State Heritage Register (SHR) to protect places with particular importance to the people of New South Wales.

The purpose of the Heritage Act is to ensure cultural heritage in NSW is adequately identified and conserved. The Act is the primary item of State legislation affording protection to items of environmental heritage (natural and cultural) in NSW, including places, buildings, works, relics, moveable objects and precincts which have been identified as significant based on historical, scientific, cultural, social,

archaeological, architectural, natural or aesthetic values. State significant items are listed on the NSW State Heritage Register (SHR) under Section 60 of the Act and are given automatic protection against any activities that may damage an item or affect its heritage significance.

Approximately 10% of the heritage items within the study area are included on the SHR under group and individual listings. Heritage items are shown on the heritage item map at Figure 2 above, and included in the schedule of Heritage items at Appendix A. Development and or works to items listed on the SHR require approval from the Heritage Council.

Historical Archaeology

Historical relics are also protected under the Heritage Act throughout all areas of NSW. If historic relics are discovered on the site during any maintenance or construction works, the Office of Environment and Heritage of the NSW Department of Planning must be notified under Section 139 of the Act.

Section 4 (1) of the Heritage Act (as amended 2009) defines 'relic' as follows:

"relic means any deposit, artefact, object or material evidence that:

- (a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and
- (b) is of State or local heritage significance."

The study area comprises several listed archaeological sites, including sites listed in the survey at Appendix A. Parramatta's historical archaeological resource was surveyed in the Parramatta Historical Archaeological Landscape Management Study (PHALMS), which defines Archaeological Management Unit (AMU); which is defined as area of land which has similar archaeological potential and similar recommendations as to how archaeological issues should be managed. The CBD area includes several AMUs, affecting Church, George and Macquarie Streets, among others.

National Parks and Wildlife Act 1974

Statutory protection for all identified Aboriginal objects and places is provided under the *National Parks and Wildlife Act* (1974). The objective of the Act is to provide for the conservation of nature, and to conserve and provide for the management of objects, places or features (including biological diversity) of cultural value within the landscape, including, but not limited to:

- (i) places, objects and features of significance to Aboriginal people, and
- (ii) places of social value to the people of New South Wales, and
- (iii) places of historic, architectural or scientific significance,

The *National Parks and Wildlife Act 1974* is administered by the Office of Environment and Heritage. Under the Act, the Director-General of the National Parks and Wildlife Service is responsible for the care, control and management of all national parks, historic sites, nature reserves, reserves, Aboriginal areas and state game reserves. State conservation areas, karst conservation reserves and regional parks are also administered under the Act. The Director-General is also responsible for the protection and care of native fauna and flora, and Aboriginal places and objects throughout NSW (consisting of any material evidence of the Aboriginal occupation of NSW) under Section 90 of the Act, and for 'Aboriginal Places' (areas of cultural significance to the Aboriginal community) under Section 84.

The protection provided to Aboriginal objects applies irrespective of the level of their significance or issues of land tenure. However, areas are only gazetted as Aboriginal Places if the Minister is satisfied that sufficient evidence exists to demonstrate that the location was and/or is, of special significance to Aboriginal culture. Penalties apply for the destruction of Aboriginal objects and places, and the harm of any protected species. There are Interim Guidelines for Consultation associated with applications for permits under Section 90 of the Act.

As part of the administration of Part 6 of the Act OEH has developed regulatory guidelines on Aboriginal consultation, which are outlined in *Aboriginal Cultural Heritage Consultation Requirements for Proponents* (2010). Guidelines have also been developed for the processes of due diligence - *Due Diligence Code of Practice for the Protection of Aboriginal Objects in NSW* (2010), and for investigation of Aboriginal objects - *Code of Practice for Archaeological Investigation of Aboriginal Objects in New South Wales* (2010) in accordance with the 2010 amendment to the Act.

Parramatta City Council has a database of known Aboriginal archaeological sites and information about the location of land that could contain Aboriginal sites, or may have historical or cultural associations for Aboriginal people. The Planning Proposal area comprises numerous registered Aboriginal sites and a large portion of the CBD area is affected by the Parramatta Sand Body, which contains substantial and potentially ancient (Pleistocene) archaeological evidence of Aboriginal occupation and is an area of High Aboriginal Archaeological Sensitivity. The extent of the sand body has been recommended for review.²

Parramatta City Centre Local Environmental Plan 2007

The Parramatta Local Environmental Plan 2007 (LEP 2007) contains objectives and controls for the Parramatta City Centre. The LEP includes heritage provisions that will need to be addressed as part of any proposal for change within the study area or to any heritage items or heritage conservation areas in the immediate vicinity. Heritage provisions are contained within Part 5, section 35 and 35A of the LEP, with heritage items identified under Schedule 5, Environmental Heritage.

The Study Area includes approximately 112 locally listed heritage and archaeological items identified in the City Centre LEP. Heritage items are shown on the heritage item map at Figure 2 above, and included in the schedule of Heritage items at Appendix A.

The LEP also sets out the controls for both works to heritage items and development in the vicinity of heritage items. The primary sections of the LEP that address heritage include:

- Clause 35 – Heritage Conservation
- Clause 35A – Historic view corridors

Historical archaeology and Aboriginal heritage are also protected under the Parramatta LEP 2007. Planning controls of this LEP require the Council to consider the impact of development on known or potential archaeological sites or sites of cultural or historical significance to Aboriginal people.

Parramatta Local Environmental Plan 2011

The *Parramatta Local Environmental Plan 2011* (LEP 2011) is Parramatta City Council's primary planning instrument and contains objectives and controls for a variety of zones throughout the LGA and for heritage items and conservation areas, excluding those areas which are subject to the City Centre LEP 2007 (refer above). The LEP includes heritage provisions that will need to be considered as part of any proposal for change within the study area or to any heritage items or heritage conservation areas in the immediate vicinity. Heritage provisions are contained within section 5.10 of the LEP, with heritage items identified under Schedule 5, Environmental Heritage.

The Study Area includes 19 heritage items identified in the LEP as shown on the heritage item map at Figure 2 above, and included in the schedule of Heritage items at Appendix A. These items largely constitute items on the fringe of the City Centre LEP.

The LEP also sets out the controls for both works to heritage items and development in the vicinity of heritage items. The primary section of this LEP that address heritage include:

- Clause 5.10 – Heritage conservation

² MDCA Aboriginal Cultural Heritage Study Review:19

Historical archaeology and Aboriginal heritage are also protected under the Parramatta LEP 2011. Planning controls of this LEP require the Council to consider the impact of development on known or potential archaeological sites or sites of cultural or historical significance to Aboriginal people.

Parramatta Development Control Plan 2011

The *Parramatta Development Control Plan 2011* (DCP 2011) provides detailed guidelines and environmental standards for new development in the Parramatta LGA within and outside the current Parramatta CBD. It provides heritage provisions that will need to be addressed as part of any proposal for change within the study area or to any heritage items or heritage conservation areas in the immediate vicinity.

The primary sections of the DCP that address heritage include:

- Section 3.5 – Heritage
- Section 4.3.3 – Parramatta City Centre
- Section 4.4.4 – Heritage Conservation Areas

Recommendations with regard to amendments to the LEPs and the DCP planning and development controls in conjunction with the Planning Proposal have been provided in Section 7 of this report.

3 The Proposal

The Parramatta CBD Planning Strategy is a consolidation of the draft Parramatta City Centre Planning Framework Study (2014) and the draft Parramatta Auto Alley Planning Framework Study (2014) prepared by Council. The Strategy sets the direction for the project and details the 'Actions' that will inform a future planning proposal to amend the planning controls for the CBD. Key actions in the strategy include the following:

- investigate the potential expansion of the CBD boundaries
- conduct detailed testing of the proposed FSR controls
- removal of any height controls, except in some key areas
- investigation of potential sun access controls to key public spaces
- expansion of the commercial core and potentially opening it up to some residential uses (subject to commercial also being provided)
- setting an employment growth target of 27,000 additional jobs and residential growth target of 7,500 additional dwellings by 2036 for the CBD
- investigation of infrastructure needs, including funding mechanisms
- promotion of tower slenderness and design excellence

The work required to implement the identified actions and progress a formal planning proposal for the CBD are detailed in the Strategy's implementation plan. This includes a number of technical studies, including this heritage study.

4 Review Process

4.1 PRINCIPLES

There is considerable potential for adverse heritage impacts to individual items, conservation areas, and significant views and to the significance and character of Parramatta generally with the proposed intensification of development within the Study Area, not only affecting individual sites, but considering the potential cumulative impacts. Adverse impacts are generally associated with:

- Infill or new development that does not appropriately respond to heritage items, precincts, curtilages or views;
- Cumulative impacts of development and increased scale in the vicinity of heritage items and precincts (which is already apparent in certain areas of the CBD);
- Potential impacts of subdivision or site amalgamation on historic curtilages and settings;
- Potential impacts to 'isolated' heritage items particularly through compromised settings;
- Potential redevelopment of heritage sites in a manner which does not appropriately respond to heritage items; and
- Control over quality of design to ensure sympathetic design outcomes.

This Study therefore provides principles, policies and guidelines that inform the implementation of the proposed Planning Strategy, to preserve the significant values and character of the Study Area, while providing for urban intensification and integration of new development. The underlying principle is to respect the setting, context and scale of the heritage items and conservation areas, and to preserve significant views and vistas. With consideration for the identified potential impacts, outlined above, the following principles were applied in developing the recommendations for the Study Area.

- Retention and conservation of identified heritage items, conservation areas, and views and vistas.
- The implementation plan within the Parramatta CBD Planning Strategy envisages that the existing FSRs within the Study Area will generally be increased subject to built form testing and urban design refinement of specific areas.
- Tailored recommendations/solutions are required for the heritage items and conservation areas impacted by the proposed planning proposal amendment to ensure that significance is conserved. In particular recommendations/solutions are required for 'isolated' heritage items within the study area, with general provisions for conservation areas.
- Retention and respect of significant vistas and heritage items particularly to reinforce/conserv formal layout of the Georgian town plan.
- Consideration of the cumulative impact of the proposed planning control changes on the heritage items and conservation areas and how these should be mitigated.
- Consideration of general settings, context, setbacks, massing, height and scale of heritage items.
- Consideration of the Aboriginal and historical archaeology within the study area.
- Consideration of the Commonwealth and State Heritage Register listed items within the study area and in the vicinity.
- The achievement of design excellence to not only contribute to the overall architectural quality of the city, but also to provide buildings that are appropriate to their context, respecting and responding to the form, mass and setting of the heritage places within the study area and their significance.

5 Investigation Areas

The following recommendations are made to inform Parramatta Council's review of the planning controls, specifically proposed amendments to built form controls across the planning proposal area, to enable an intensification of development. The following recommendations consider potential impacts to heritage items and conservation areas within the study area; and seek to provide Parramatta Council with guidelines for innovative and compliant planning controls that enable development whilst protecting and managing its heritage. The recommendations are to be read in conjunction with Figure 27 which illustrates recommended FSR, informed by the investigation areas.

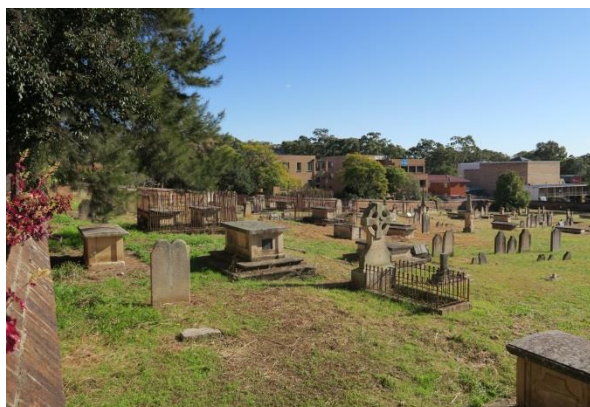
As outlined in section 4.1, it is acknowledged that there is considerable potential for adverse heritage impacts to individual items and the character of Parramatta generally with the proposed intensification of development. Whilst it is noted that the proposal generally provides for a substantial uplift of the FSR across the planning proposal area (PPA)/ study area, including for heritage items, which could present a risk; it is however considered that potential impacts to individual heritage items are able to be mitigated through provisions in the LEP and DCP such as setbacks and/ or the application of specific height controls (e.g. for the Church Street precinct). This uplift of FSR for heritage items also encourages amalgamation of sites and transfer of additional FSR from heritage and smaller sites where development potential is limited. In response to heritage conservation areas and where the PPA adjoins residential areas, the general approach has been to provide transitional heights in the vicinity to encourage a more sensitive interface, and further to provide controls within the DCP which ensure a consistent streetscape character.

Specific investigation areas and heritage precincts considered as part of the Study have been outlined below.

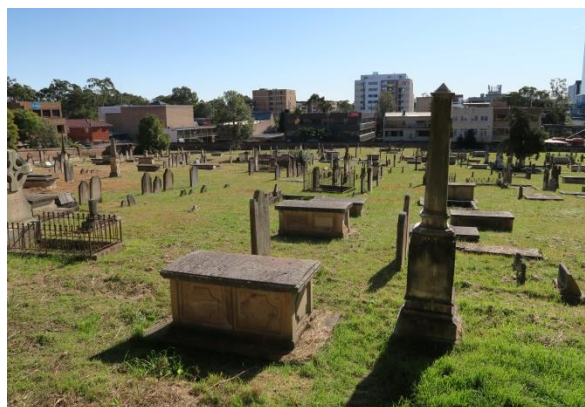
5.1 ST JOHNS CEMETERY

St Johns Cemetery was established on the outskirts of Parramatta as a general burial ground for all denominations. Formerly the Parramatta stock paddock, it is the oldest existing European burial ground in Australia, the first interment being James Magee, a convict's child, buried 31 January 1790. Many early landholders, whose names reflect local suburbs, are buried here such as D'Arcy Wentworth of Wentworthville and John Harris of Harris Park.³ The item is listed on the State Heritage Register (Item #0049) and the 2007 City Centre LEP.

FIGURE 5 – ST JOHNS CEMETERY



VIEW WEST ACROSS THE CEMETERY WITH THE DOMAIN BEYOND



VIEW NORTH ACROSS THE CEMETERY TOWARDS ARGYLE STREET AND THE RAILWAY LINE

The existing development to the west of cemetery is reasonably low in scale (1.5:1 FSR) and provides for a landscaped skyline. Retaining the existing FSR will enhance the setting of the cemetery by connecting

³ Source: Office of Environment and Heritage, NSW State Heritage Register:
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5051395>

to the treed character of Parramatta Park to the west, providing a backdrop to the cemetery. Similarly, retention of the current FSR on the adjoining northern block will provide for sun access to the heritage item and maintain the present setting. The southern block is dominated by apartment development. Proposed development to the south of an articulated podium form is considered acceptable and uplift in FSR is proposed. At present the cemetery is an isolated item in the landscape and does not respond to extant development, beyond the visual link to the park to the west (which is protected by the retained density).

Recommendation: The site does not presently have any controls and no FSR is proposed. Existing FSR is to be maintained on the northern and western boundaries to maintain sun access to the cemetery and to retain visual connections and 'green corridor' to Parramatta Park to the west.

5.2 CHURCH STREET PRECINCT

Church Street incorporates numerous heritage items, particularly between Macquarie Street and the Parramatta river, demonstrating the early urban and commercial development of this area, with Church Street (formerly Quakers Row) being part of the original colonial town layout. Generally, the items date from the late nineteenth and early twentieth centuries and demonstrate a variety of architectural styles which together provide a consistent streetscape character which is dominated by 2-3 storey commercial development that collectively contributes strongly to the townscape.

FIGURE 6 – CHURCH STREET VIEWS



VIEW NORTH ALONG CHURCH STREET FROM CENTENARY SQUARE



VIEW TOWARDS HERITAGE ITEMS AT 213 AND 215 CHURCH STREET



STREETSCAPE VIEW NORTHEAST SHOWING THE FORMER WESTPAC BANK AT THE INTERSECTION OF GEORGE STREET



VIEW NORTH ALONG CHURCH STREET SHOWING THE FORMER ANZ BANK AT THE CORNER OF PHILLIP STREET

The majority of the sites generally do not allow for substantial redevelopment, due to the size of the lots, and in some instances, the significance of the individual items; except in conjunction with site amalgamation. Consideration will need to be given to podiums and setbacks for any new development fronting Church Street and draft provisions have been included in Section 7 below.

Church Street is also characterised by significant north and south vistas, including views south to St Johns Church and Square, views north along Church Street to landmark buildings including the ANZ dome (pictured above) and St Peter's Church spires (corner of Church and Palmer Streets); and sequential views south along Church Street from Fennell Street.⁴ This includes views 3, 5 and 6, as defined under the 2011 DCP⁵.

Recommendation: Height controls of up to 12m or 3 storeys on a nil setback from the street should be applied under the LEP, to preferably maintain a minimum setback of 18m from the street frontage to both the eastern and western sides of Church Street, between Centenary Square and the Parramatta River to ensure that any redevelopment retains the consistent 2-3 storey streetscape character. These controls should also be applied to corner lots returning around Macquarie, George and Phillip Streets respectively.

5.3 GEORGE STREET PRECINCT

George Street incorporates numerous locally and state listed heritage items, demonstrating the early urban and commercial development of Parramatta, with George Street (formerly High Street) forming the major axis of the original colonial town layout. Generally, the items date from the nineteenth and early twentieth centuries and demonstrate a variety of architectural styles. Heritage items include a variety of colonial and Victorian commercial buildings and significant colonial and early Victorian houses such as Harrisford (pictured below) and Perth House. Significant inter-war redevelopment is also demonstrated by noted buildings such as the Roxy, the former Rural Bank building and the Civic Arcade. Overall however the streetscape is mixed and also incorporates a contemporary overlay of development.

FIGURE 7 – VIEWS OF GEORGE STREET AND HERITAGE ITEMS



VIEW EAST ALONG GEORGE STREET FROM CHURCH STREET



THE COLONIAL HOUSE KNOWN AS HARRISFORD

George Street is also characterised by the significant western vistas along George Street to Parramatta Park gatehouse and trees (pictured at Figure 8 below), the streetscape and heritage items. This view is identified as view 7 under the 2011 DCP.⁶ The present DCP requires that a setback of 20m be maintained at the upper level (above 4 storeys) to reinforce the historic Georgian town plan and reinforce the park vista. It is noted however that some extant development does not appear to comply with this.

⁴ Parramatta Development Control Plan Section 4.3.3.4 Views and View Corridors, pg. 240, Figure 4.3.3.4 Historic Views

⁵ Ibid

⁶ Ibid