



Parramatta CBD

Heritage Study of Interface Areas

Version 1.7 21 June 2017

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Version 1.7
21 June 2017

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Abbreviations used in this document

CBD	Central Business District
CPC	City of Parramatta Council
DCP	Development Control Plan
HAA	Hector Abrahams Architects
HCA	Heritage Conservation Area
PLEP	Parramatta Local Environmental Plan 2011
SLNSW	State Library of NSW

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1.0 Executive Summary

Parramatta is the centre of the lands of the Burramattagal people. It is the oldest planned town in Australia, having been laid out as an agricultural town located at the tide point of the Parramatta River by Governor Philip in June 1790.

This is a study of the heritage impacts arising from the 2016 Planning Proposal to amend the Parramatta Local Environmental Plan for the Parramatta CBD as it particularly relates to three areas called the Interface Areas. The Planning Proposal seeks to meet the strategic directions and policy settings prescribed by the NSW Government in *A Plan for Growing Sydney*. The Parramatta CBD is to become significantly larger and will cover almost exactly all of the area of the original town

A summary of the history of the development of Parramatta is presented through a series of historic maps (Section 3.2 *Historical development of Parramatta*). Some general remarks are then made about the nature of heritage in the Parramatta CBD as a whole and the impact of the Planning Proposal on that heritage. These relate to the overarching vision and strategies of the Planning Proposal to make a substantially larger Parramatta CBD (Section 3.3 *Parramatta's Heritage*, and Section 4.0 *Heritage Impact of the Planning Proposal*).

The study then addresses the Interface areas which are to be bought into, or are situated next to the proposed enlarged Parramatta CBD. These areas notionally comprise an *interface* between the enlarged Parramatta CBD and areas which have long been protected as Heritage Conservation Areas, along with individual properties protected as Items of Environmental Heritage (Section 5.0 *Special Interest Area Analysis*).

For the purpose of analysis the three areas have been broken down further into thirteen Areas of Special Interest having historical and urban integrity. Each of these areas has been described and defined in typological terms and the impact of the Planning Proposal on their heritage has been assessed.

The outcomes of the study are

- The identification of potential heritage impacts resulting from the Parramatta CBD Planning Proposal as related to the Interface Areas (Section 4.0 *Heritage Impact of the Planning Proposal*);
- Recommendations to ameliorate adverse impact on heritage through modifications to the Planning Proposal (Section 4.0 *Heritage Impact of the Planning Proposal*, along with Sections 5.2, 5.4, and 5.6 *Interface Area Recommendations*)
- Recommendations to ameliorate adverse impact on heritage through proposed controls that could sit within the development control plan (Section 4.0 *Heritage Impact of the Planning Proposal*, along with Sections 5.2, 5.4, and 5.6 *Interface Area Recommendations*)

These recommendations if adopted should ensure new growth and developments occur in a manner that protects and manages the city's heritage assets and demonstrate consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979). The recommendations in this study relate only to the areas that have been examined, and do not apply to the entire Parramatta CBD.

2.0 Introduction

2.1 Project Brief

The following information has been summarised from the Project Brief - Parramatta CBD Heritage Study of Interface Areas and DCP Heritage Controls, December 2016 prepared by City of Parramatta Council.

The Parramatta CBD is identified in the Greater Sydney Commission's draft *Central West District Plan* as Sydney's Central City and is integral to the growth of the metropolitan area. In response the City of Parramatta Council has undergone a review of the planning controls for the Parramatta CBD and has proposed to expand the city centre boundary to allow Council to meet its growth targets for additional dwellings and jobs.

On 11 April 2016 council adopted a draft Parramatta CBD Planning Proposal to provide for an expanded and more intense commercial core to strengthen and facilitate the role of Parramatta as a Sydney's Central City and supported by a higher density mixed use. It is expected that the Planning Proposal will provide capacity for an additional 48,475 jobs and 19,362 dwellings.

As part of the preparation of the Parramatta CBD Planning Proposal a Heritage Study was undertaken by Urbis (December 2015) which investigated an analysis of the potential impact of these proposals on the items / places of heritage significance located within and surrounding the Parramatta CBD. The Study informed the preparation of new planning controls, including proposed floor space ratios (FSRs), which if adopted would be compliant with s.117 Direction 2.3 Heritage Conservation.

The Council report of 14 December 2015 outlined a series of options, including a Council officer recommended option, for a series of key policy areas, including height and FSR for areas affected by heritage. Council resolved to adopt a series of alternative options in relation to the key policy areas.

Accordingly the heights and FSRs for the Interface Areas proposed in the Parramatta CBD Planning Proposal are consistent with the Council Resolution from 14 December 2015, and do not reflect those recommended by Urbis' Heritage Study.

In summary this resolution requires that:

- a) Heritage items within the Parramatta CBD are proposed to have an incentive FSR of 10:1 and heritage items within the peripheral areas (i.e. Interface Areas) have an FSR of 6:1 except for the following:
 - Area directly to the north of Lancer Barracks, given this is an item of national heritage significance (a proposed FSR of 2:1)
 - Areas adjoining state heritage items within a significant landscape setting, including St John's Church (proposed FSR of 3:1) and St John's Cemetery (with a proposed base FSR 1.5:1, and incentive FSR of 1.5:1 and 6:1).
- b) The FSR for sites along Church Street and Harrisford House will all be set at 10:1. However the maximum height for Harrisford House is proposed is 8 metres to reflect its heritage status and encourage redevelopment with adjoining sites. Sites fronting Church Street (between the Parramatta River and Macquarie Street) will have a maximum height control of 12 metres to retain the character of this important street.

- c) The Planning Proposal does not propose any amendments to the existing PLEP 2011 controls relating to heritage under Clause 5.10.

In addition, Council has since received several site specific planning proposals within the Parramatta CBD which accord with these proposed controls but have raised issue of heritage impact within the Interface Areas. Council also has received advice from the Heritage Council of NSW in relation to the Parramatta CBD Planning Proposal which raises concerns in relation to the approach taken in the Planning Proposal for the Interface Areas.

Therefore Council required a Heritage Study to assess at a precinct scale the impact of the proposed controls on heritage items and heritage conservation areas within and adjacent to the Interface Areas, and to make recommendations which, if adopted, would ensure new growth and developments occur in a manner that protects and manages the city's heritage assets and demonstrate consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979).

2.2 Project Aims

In January 2017, the City of Parramatta Council (CPC) engaged Hector Abrahams Architects (HAA) to undertake a heritage study of the Parramatta CBD 'Interface Areas' to inform and support the Parramatta CBD Planning Proposal.

Council's aim for the heritage study is "to ensure Council appropriately considers the impacts of redevelopment on heritage assets (including listed items and heritage conservation areas) in and around the Interface Areas within the Parramatta CBD". The brief specifically required a precinct based approach to the examination of impact on heritage of the Planning Proposal.

The Study was to include recommendations to ensure new growth and developments occur in a manner that protects and manages the city's heritage assets and demonstrate consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979). The recommendations in this study relate only to the areas that have been examined, and do not apply to the entire Parramatta CBD.

This report is divided into two main parts:

Understanding Parramatta's Heritage (Section 3)

This part of the study provides a general overview of the heritage of Parramatta CBD Interface Areas, and the ways in which it will be affected by the Planning Proposal. General recommendations are set forth.

Specific Analysis and Recommendations (Sections 4, 5, and 6)

Part two is the analysis of each area and the impact of the Planning Proposal specific to that area, giving specific recommendations to be taken up in the PLEP and DCP. As part of this analysis, 13 distinct areas have been identified. The heritage impacts are discussed for each precinct as required by the brief. These areas have been studied by field survey work, reference to historical development of the town plan, physical description, and the production of typology statements. Appropriate modifications or additions to planning and development controls are suggested, to address adverse impacts on heritage in the Interface Areas and to guide future development of these areas so as to conserve heritage.

This Study therefore makes recommendations to ensure the proposed growth and developments within the interface areas occur in a manner that appropriately protects and manages the city's heritage assets and demonstrate consistency with Section 117 Direction 2.3 Heritage Conservation (Section 117(2) of the Environmental Planning and Assessment Act 1979).

In particular, the recommendations should ensure satisfaction of the objective of the Direction to "conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance" as well as provisions that facilitate the conservation of:

1. *(a) items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area,*
2. *(b) Aboriginal objects or Aboriginal places that are protected under the National Parks and Wildlife Act 1974, and*
3. *(c) Aboriginal areas, Aboriginal objects, Aboriginal places or landscapes identified by an Aboriginal heritage survey prepared by or on behalf of an Aboriginal Land Council, Aboriginal body or public authority and provided to the relevant planning authority, which identifies the area, object, place or landscape as being of heritage significance to Aboriginal culture and people.*

2.3 Methodology

The key steps of methodology for the heritage study are given below, with short comments in italics.

- **Understanding** the current situation – *the extensive body of material preceding the Planning Proposal has been studied and key understandings confirmed in precis (section 2.1)*
- **Walking** the streets – *all streets in the interface areas have been walked, photographed and described in the field against twelve standard criteria (section 2.2)*
- **Describing** – *general and accurate descriptions have been made in words and photographs of thirteen precincts (section 4.0) The definitions of the precincts was informed by a review of the historical development of the Town of Parramatta (section 2.3)*
- **Developing** typology statements – *Typology statements have been made to provide an objective measure of what exists in a precinct, against which heritage impact assessments can be made (section 4.0)*
- **Locating** key impacts – *the proposed controls have been assessed precinct by precinct and conclusions offered about impacts on heritage significance to be expected. (section 4.0)*
- **Reviewing** – *assessing our own experience, and the informed views of Council's strategic planning staff specific and general suggestions are made about ways to ameliorate impact on heritage (section 3.2)*
- **Referencing** to larger planning picture – *linking our advice to the vision of the planning overview for the Central CBD, general comments about the impact on heritage of the planning scheme (section 4.0)*

2.4 Review of Documentation

2.4.1 Parramatta Local Environmental Plan 2011 (LEP)

The heritage provisions in Clause 5.10 of the current LEP provide standard statutory protection of the significance of both individual items and conservation areas in the Parramatta CBD. The LEP identifies and protects the following

Interface Area	Individual Items	Heritage Conservation Areas (HCA)
North Parramatta	30	Western half of Sorrell Street HCA Southern quarter of North Parramatta HCA
South West Parramatta	26	Abuts the eastern edge of the South Parramatta HCA
South East Parramatta	7	Abuts the north west edge and contains a small portion of the Harris Park West HCA, and the Tottenham Street HCA to the south

The LEP applies Floor Space Ratios and Height of Buildings to Items of Environmental Heritage and Conservation Areas that match the adjacent areas.

2.4.2 Parramatta Development Control Plan 2011 (DCP)

Section 3.5.1 of the DCP contains general principles for the protection of heritage items and conservation areas in one suite of clauses. It introduces criteria for design on places which are protected, covering adjacent development, development on the site, and alterations of structures. The first three principles relate to developments and give priority to preservation of Landform (C1), Respect for the significance of the item (C2) and preservation of subdivision patterns that are historic (C3).

2.4.3 A Plan for Growing Sydney

The Planning Proposal relates to the strategic directions and policy settings prescribed in the NSW Government's *A Plan for Growing Sydney*. In particular the proposal addresses the following goals of the plan:

- **Goal 1 – Sydney's competitive economy** *Direction 1.2 - Grow Greater Parramatta – Sydney's dual CBD*, in response to which the Parramatta CBD is to be allowed significant increase in area of developable floor space
- **Goal 2 – Sydney's housing choices** *Directions 2.1, 2.2. and 2.3 which increase the supply and prescribe the nature of housing in the CBD*, in response to which the Parramatta CBD will grow to accommodate large amounts of urban housing.
- **Goal 3 – Sydney's great place to live** *Direction 3.4 Promote Sydney's heritage, arts and culture*, in response to which the plan is required to preserve heritage
- **Goal 4 – Sydney's sustainable and resilient environment** *Direction 4.3 Manage the impacts of Development on the environment* in response to which the proposal addresses impact of natural flooding

The Planning Proposal seeks to accommodate in the Parramatta CBD a significant enlargement of developable floor space, for office and residential use (Goals 1 and 2). This is simply allowed for in the plan by a quantitative uplift of the existing controls over floor space under certain conditions. The proposal seeks to meet the third goal of *A Plan for Growing Sydney* to promote heritage simply by retaining most but not all existing protections and by a process of allowing development returns

to heritage properties by transfer of development rights to adjacent properties. The impact of this Planning Proposal will be found at the level of the whole city as well as near to the items to be preserved.

2.4.4 Existing Planning Strategy and Planning Proposal

On 11 April 2016 Parramatta City Council adopted the draft Planning Proposal for the Parramatta CBD, seeking to amend the *Parramatta Local Environmental Plan (PLEP) 2011*. The proposed amendments applied primarily to the Parramatta CBD area (Additional Local Provisions – Parramatta City Centre) contained in Part 7 of the PLEP 2011

Aspects of the proposal that may have an effect on heritage include:

- Built form controls (Height and FSR)
- Built form controls (FSR sliding scale)
- Built form controls (FSR 'out clause')
- Building Heights (Sun access protection)
- Community Infrastructure
- Design Excellence
- Opportunity Sites

In addition, a number of technical studies were undertaken to support the development of the Planning Proposal, including a heritage study undertaken by Urbis. This study recommended a number of matters relating to heritage within the CBD, including amendments to FSRs within the Parramatta CBD boundary.

2.4.5 Existing Heritage Study

As part of the preparation of the Parramatta CBD Planning Proposal, the *Parramatta CBD Heritage Study* was undertaken by Urbis (December 2015) which investigated an analysis of the potential impact of these proposals on the items/ places of heritage significance located within and surrounding the Parramatta CBD. The Study, the most recent and comprehensive study of the Parramatta CBD as a whole, informed the preparation of new planning controls, including proposed floor space ratios (FSRs), which if adopted would be compliant with s.117 Direction 2.3 Heritage Conservation. It is noted that the FSRs adopted by Council do not reflect those recommended by Urbis' Heritage Study.

The focus of the study was on the statutory listings individually and its recommendations appear to have led to the following key heritage strategies in the Planning Proposal:

- the increase in existing FSR for heritage items to match the increase in adjacent allotments
- exceptions to increasing the FSR of land on and around Harrisford, Lancer Barracks, St John's Cathedral and the buildings in Church street between Macquarie Street and the River
- the principle that FSR on heritage sites is transferable to adjacent sites
- augmentation of LEP and DCP provisions to preserve curtilages
- podium height controls along George and Church Streets (George Street exists in the current DCP)
- the principle of stepping down of FSRs at the periphery of the Parramatta CBD (not taken up in the Planning Proposal).

The City of Parramatta Council issued a Council Resolution on 14 December 2015, in relation to proposed heights and FSR's in the interface areas. The Council report outlined a series of options, including a Council officer recommended option, for a series of key policy areas, including height and FSR for areas affected by heritage. In summary this resolution requires that:

- d) Heritage items within the CBD are proposed to have an incentive FSR of 10:1 and heritage items within the peripheral areas (i.e. Interface Areas) have an FSR of 6:1 except for the following:
 - I. Area directly to the north of Lancer Barracks, given this is an item of national heritage significance (a proposed FSR of 2:1)
 - II. Areas adjoining state heritage items within a significant landscape setting, including St John's Church (proposed FSR of 3:1) and St John's Cemetery (with a proposed base FSR 1.5:1, and incentive FSR of 1.5:1 and 6:1).
- e) The FSR for sites along Church Street and Harrisford House will all be set at 10:1. However the maximum height for Harrisford House is proposed is 8 metres to reflect its heritage status and encourage redevelopment with adjoining sites. Sites fronting Church Street (between the Parramatta River and Macquarie Street) will have a maximum height control of 12 metres to retain the character of this important street.
- f) The Planning Proposal does not propose any amendments to the existing PLEP 2011 controls relating to heritage under Clause 5.10.

Therefore the heights and FSRs for the Interface Areas proposed in the Parramatta CBD Planning Proposal are consistent with the Council Resolution from 14 December 2015, but do not reflect those recommended by Urbis' Heritage Study.

2.4.6 Heritage Council of NSW and Gateway Reviews

The Heritage Council of NSW received a presentation of the Planning Proposal at their meeting of 7th September 2016 by City of Parramatta Council Officers. In their minutes of that meeting, the Council noted it "has significant concerns with the apparent direction of the Planning Proposal related to heritage impacts" and the "City of Parramatta decision appears to disregard the consideration of heritage in the Parramatta CBD and has not responded to concerns raised in previous correspondence as early as 2014."

The notes also state that "during the Heritage Council discussion of the presentation concerns were raised that the previous resolution of the Heritage Council has not been incorporated into the draft Planning Proposal."¹

The Planning Proposal was again discussed at the Heritage Council meeting of 7 December 2016, and members "were clear they did not support the proposal in its current form and reiterated that the original proposal was far more sensitive to the area and history."² The Heritage Council resolved that the proposal "is not supported as it will result in significant impacts on heritage listed properties"³ and that for the proposal to proceed certain documentation must be included in the assessment to enable a full assessment to be undertaken, including Draft DCP controls, draft Infrastructure Delivery Plan, and a draft Development Guideline for the Parramatta CBD, along with archaeological, landscape, aboriginal heritage, urban design and visual impact studies.

1 Minutes of Meeting 434, Heritage Council of NSW, 7 September 2016

2 Minutes of Meeting 437, Heritage Council of NSW, 7 December 2016

3 ibid

The Heritage Division has provided individual responses to several individual planning proposals. These concerns are outlined below:

142-154 Macquarie Street Parramatta

A development is proposed for an area with high archaeological significance. The site was occupied by an industrial building with attached offices, several outbuildings and a large at grade car park. Demolition has occurred. The site was previously occupied by the Cumberland Newspaper Group for administration, printing and warehousing.

The proposal seeks to:

- increase the maximum permissible building height for the site to 157m,
- increase the maximum permissible floor space ratio to 7:1,
- ensure a minimum of 21% non-residential floor space, and
- ensure that consent is not granted without approval under the Federal Airports Act 1996.

In 2014 the Heritage Council responded to the proposal in detail. Parramatta Council was asked to “assess the potential impacts of the proposed changes to building height controls and floor space ratios for the site on the World, National and State Heritage Register listed items in the vicinity of the site particularly Old Government House and the Domain. Council is also encouraged not to increase the floor space ratios on the site to minimise the potential for significant impacts on the archaeology of the site... further work is required to fully assess the impacts of the Planning Proposal on the State significant archaeology on the site.”⁴

In later correspondence, the Heritage Council stated that “increasing the floor space ratio would negatively affect the site’s ability to protect the remaining and State significant historical archaeological resources which should be retained in situ... These State significant deposits are associated with early convict historical development and occupation of Parramatta.” It was noted that “if the Planning Proposal came to fruition in its current form these would need to be removed.” Issues were also raised in terms of overshadowing, visual and streetscape impacts, and impacts on Harrisford House and Hambledon Cottage.⁵

14-20 Parkes Street, Harris Park

A Gateway determination enabled a maximum FSR of 8:1 and a maximum HoB of 110m (plus design excellence bonus). A review of that determination sought to increase the maximum FSR to 10:1 (plus design excellence bonus) and increase the maximum building height to 122.5m. This was accepted. The review noted that “this decision was based on site specific evidence with regard to built form, overshadowing and views...in making this decision it is considered that it should not be viewed as setting a precedent for allowing other adjacent sites within the heritage transition area to be deemed suitable for controls enabling a similar density.”⁶ The review also noted that “the Department considers that any proposed increases to height and FSR on land in the vicinity of the heritage conservation area need to be considered on a precinct basis having regard to potential cumulative impacts. Without this precinct approach the Department would have concerns regarding the potential erosion of the opportunity to provide a meaningful transition between the Parramatta CBD and the urban conservation area.”⁷

4 NSW Heritage Office Response, *Planning Proposal Cumberland Newspaper Site No.142 Macquarie Street Parramatta*, 6 January 2014 (File No. EF 14/9794 SF 14/41128)

5 Heritage Council response re 142-154 Macquarie Street Parramatta, 7 October 2016 (File No EF14/9794)

6 *Alteration of Gateway determination – 14 to 20 Parkes Street, Harris Park*, Department of Planning and Environment, 29 November 2016

7 *Alteration of Gateway determination – 14 to 20 Parkes Street, Harris Park*, Department of Planning and Environment, 29 November 2016

The review then makes specific recommendations relating to this study: “The assessment of this Gateway review has highlighted the need for more detailed investigation of appropriate transitional controls specific to individual heritage conservation areas, to support the Parramatta CBD Planning Proposal. Such an investigation could clarify the purpose of the controls, provide a suitable evidence based methodology and consider the potential cumulative impacts of development on the heritage values of affected conservation areas.”⁸

122 Wigram Street, Harris Park

This proposal sought to increase the maximum FSR to 10:1 (with an appropriate funding mechanism) and increase the maximum building height to 77m (plus design competition bonus). An alteration of the Gateway Determination enabled a maximum FSR of 8:1.

Similar to the determination for 14-20 Parkes Street, “it is considered that this decision does not set a precedent for adjacent sites within the heritage transitional area, given that this decision is consistent with the transitional FSR’s indicated within Council’s heritage study prepared for the Parramatta CBD Planning Proposal.”⁹

The review then makes specific recommendations relating to this study: “The assessment of this Gateway review has highlighted the need for more detailed investigation of appropriate transitional controls specific to individual heritage conservation areas, to support the Parramatta CBD Planning Proposal. Such an investigation could clarify the purpose of the controls, provide a suitable evidence based methodology and consider the potential cumulative impacts of development on the heritage values of affected conservation areas.”¹⁰

⁸ ibid

⁹ *Alteration of Gateway determination – 122 Wigram Street, Harris Park*, Department of Planning and Environment, 29 November 2016

¹⁰ ibid

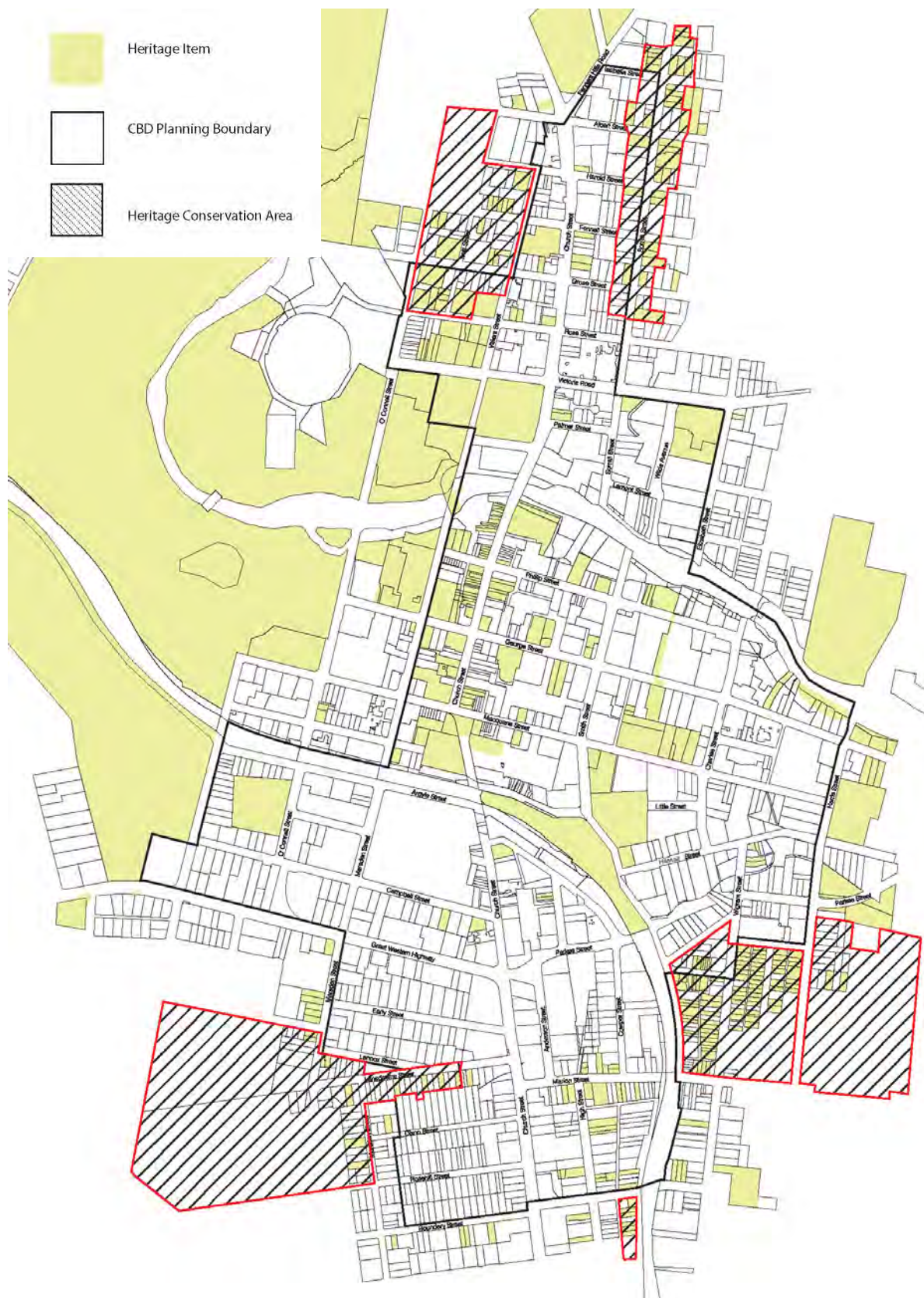


Figure 1: City of Parramatta Cadastral plan showing Parramatta CBD Planning Boundary, Heritage Conservation Areas and Individual Heritage Items
(Source: CPC with HAA overlay).

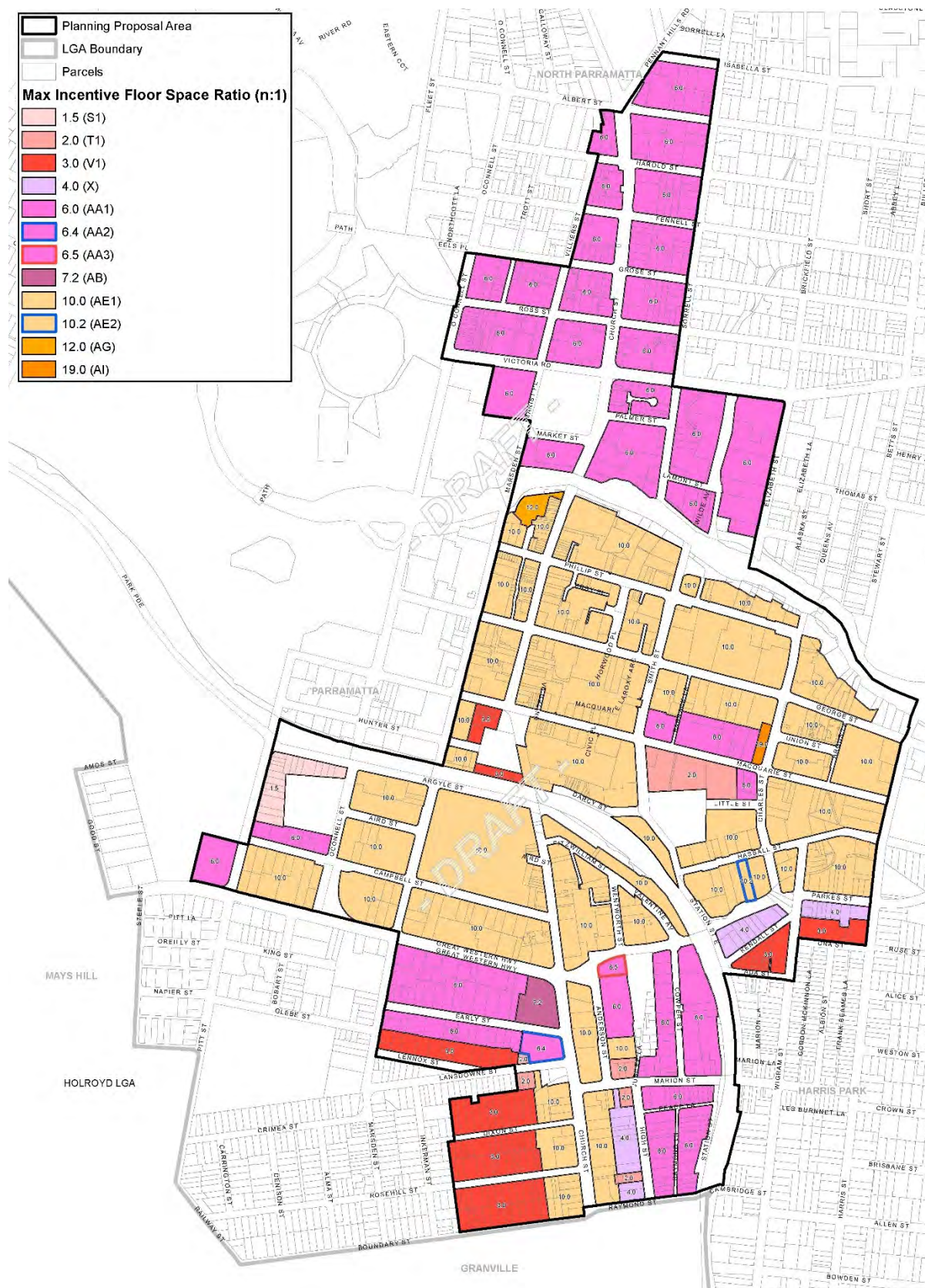


Figure 2: 2017 Current Cadastral Plan, showing Incentive Floor Space Ratio Map as adopted in the Parramatta CBD Planning Proposal on 11 April 2016.

(Source: CPC)

3.0 Interface Areas: Planning & Heritage Context



Figure 3: Sorrell Street Conservation Area (Source: HAA)

3.1 Description of Interface Areas

The plans below show the three given interface areas along with a short description of each.

3.1.1 North Parramatta

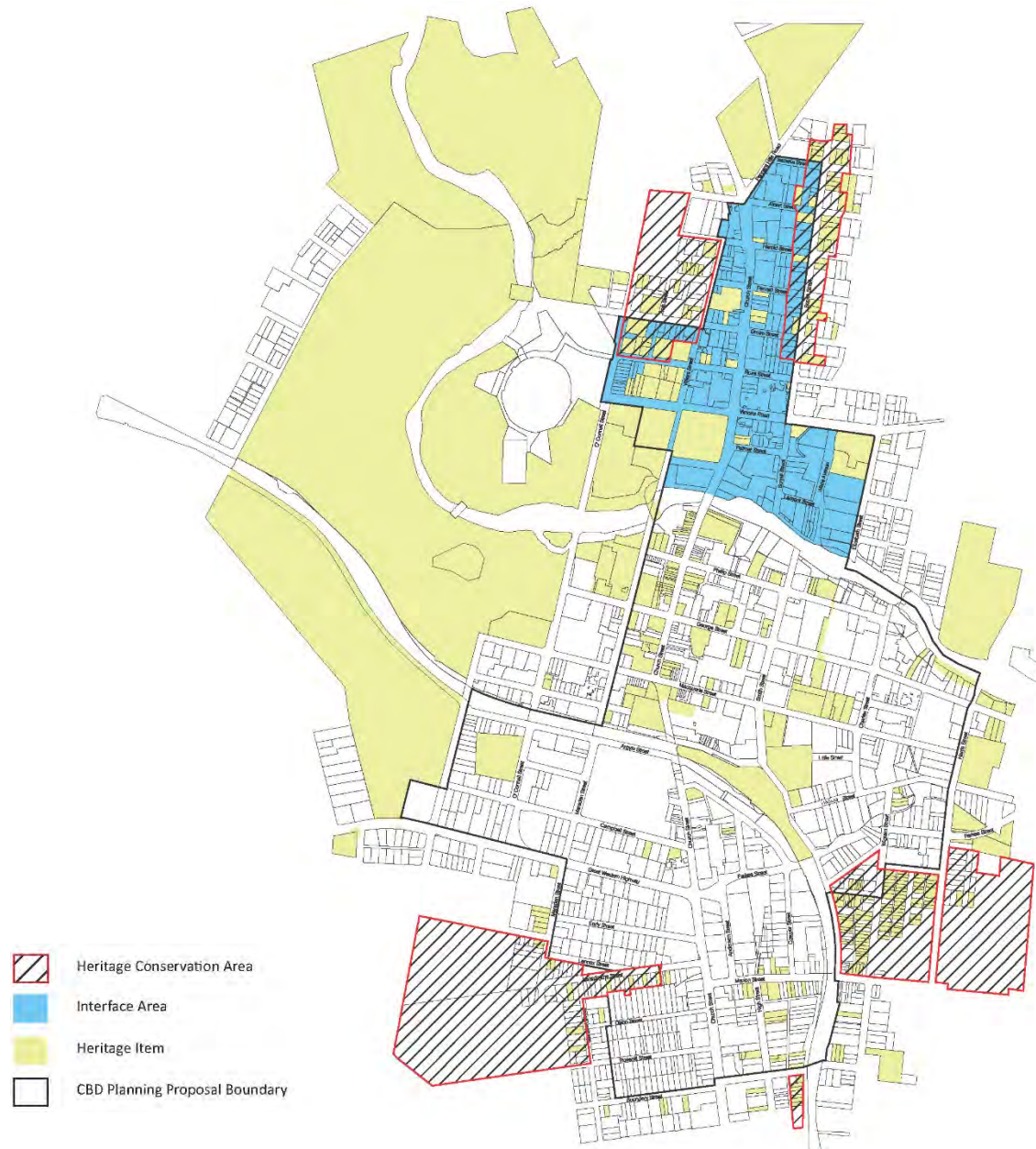


Figure 4: North Parramatta Interface area
(Source: CPC Cadastral Plan with HAA overlay)

North Parramatta Interface Area is centred the entire length of Church Street north of the river. This main road follows the natural ridgeline of the area, which climbs north toward the Catholic Cemetery. It is the main street of what is essentially a separate town, for it has its own churches, schools, shops, parks, theatre, memorials, and housing. Views towards the city of Parramatta when looking south down Church Street reinforce its close proximity to the Parramatta CBD, whilst retaining a distinct separation. The two conservation areas and listed heritage items are to be found in this area are at the sides, and are altogether residential, institutional and civic.

3.1.2 South-West Parramatta

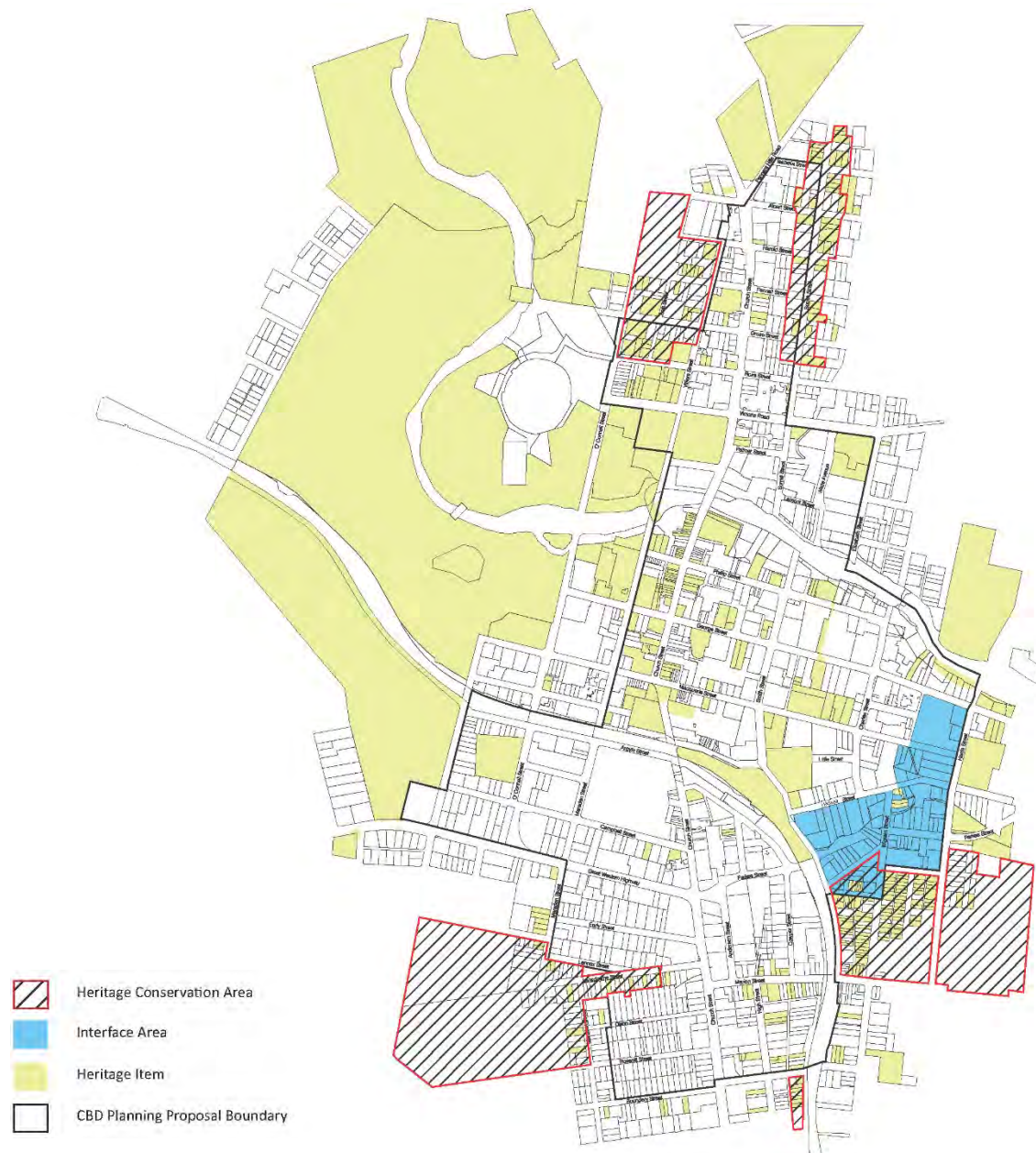


Figure 5: South West Parramatta Interface area
(Source: CPC Cadastral Plan with HAA overlay)

The South-West Parramatta Interface Area is centred on the southern section of Church Street, known as Auto Alley due to the numerous caryards that line this section of the historic “Sydney Road”. The area forms the southern edge of the built up Parramatta CBD and has the potential to become its southern gateway. Either side of the narrow Auto Alley precinct are distinct areas of housing, some of which are identified as conservation areas. While development of the central corridor of this interface area is inevitable, the way in which it responds to neighbouring residential areas with heritage significance will be important.

The Clay Cliff Creek, location of many recorded Aboriginal campsites, runs through the precinct perpendicular to Church Street.

3.1.3 South-East Parramatta

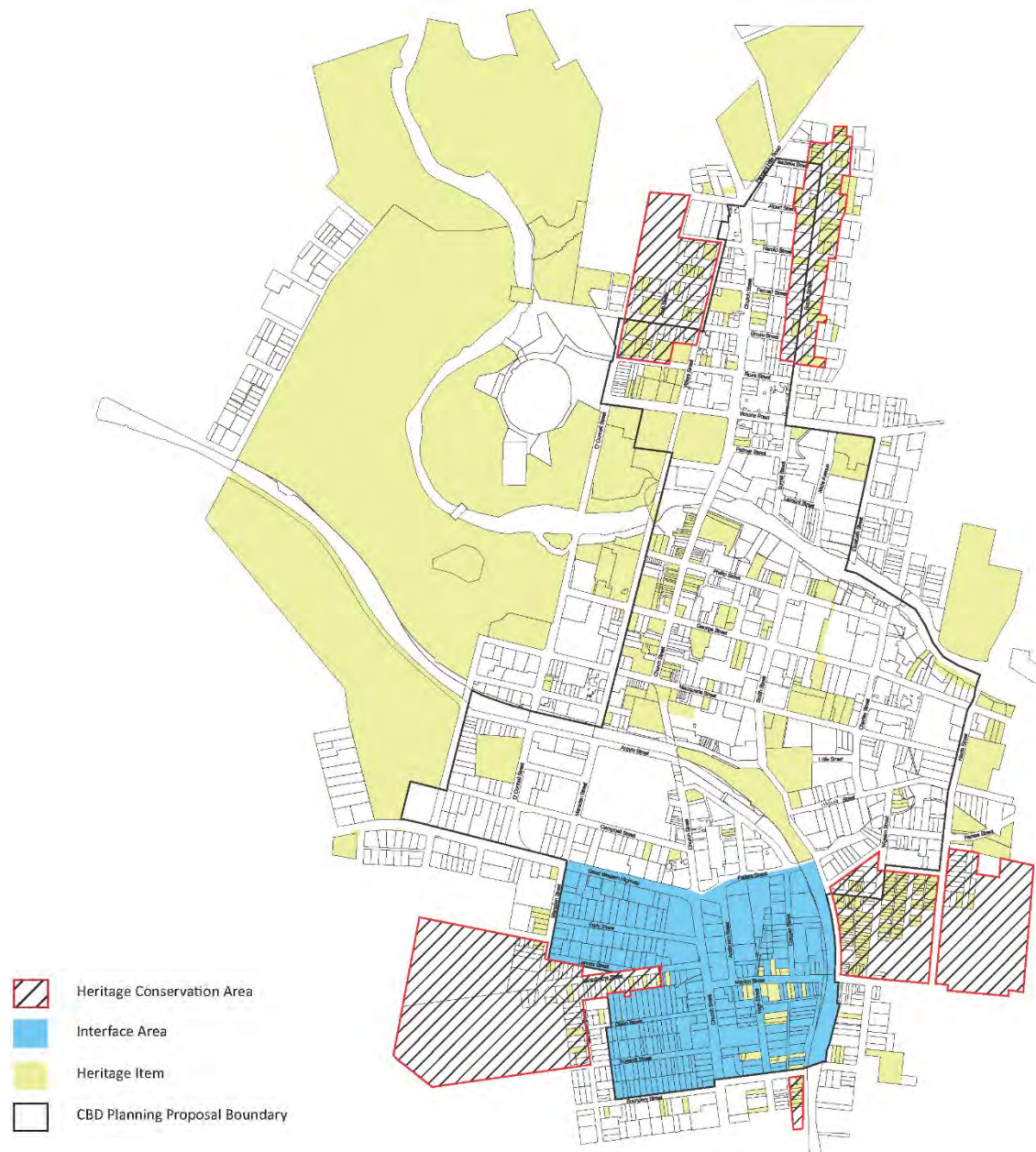


Figure 6: South East Parramatta Interface area
(Source: CPC Cadastral Plan with HAA overlay)

The South-East Parramatta Interface Area is situated between the most built up part of the Parramatta CBD and its eastern and southern edges. These edges have been in place since the early twentieth century and are comprised of the river, Queens Wharf reserve, and Harris Park suburb. Beyond the reserve to the east and across the river to the north are important colonial sites, including Hambledon, Experiment Farm and Elizabeth Farm and more reserves.

3.2 Historical development of Parramatta

The historical development of Parramatta is easily tracked by reference to plans made at the start of each phase of its development. They are presented here in chronological sequence laid over the current cadastral map of the Parramatta CBD. Under each plan some dot points give the features of the developmental phase. This development sequence demonstrates the historic foundations of each interface area in relation to the whole town.

1796 Plan of the Town of Rose Hill (Parramatta) by Governor Hunter (Source: SLNSW)



Figure 7: 1796 Plan of the Town of Rose Hill (Parramatta) by Governor Hunter
(Source: SLNSW)

- An agricultural town located at the tide point of the Parramatta River, where a crossing is possible. The town was laid out in June 1790 by Governor Phillip
- Establishment of George Street as the central street, connecting wharf with Government House
- Lay out of Church, Macquarie, and O'Connell streets
- Extension of Church Street to the Sydney Road, crossing Clay Cliff Creek
- Early boundaries for maize and cattle enclosures followed in later street and allotment boundaries

1814 Plan of Township of Parramatta by Governor Macquarie (Source: SLNSW)



Figure 8: 1814 Plan of Township of Parramatta by Governor Macquarie
(Source: SLNSW)

- A Township at the junction of three main roads that connect to the two main centres of the colony, Sydney and Hawkesbury
- Extension of town grid on both north and south sides of river
- Names of streets established
- Parramatta River Bridged

1840s Plans of the development of the estates of Samuel Marsden

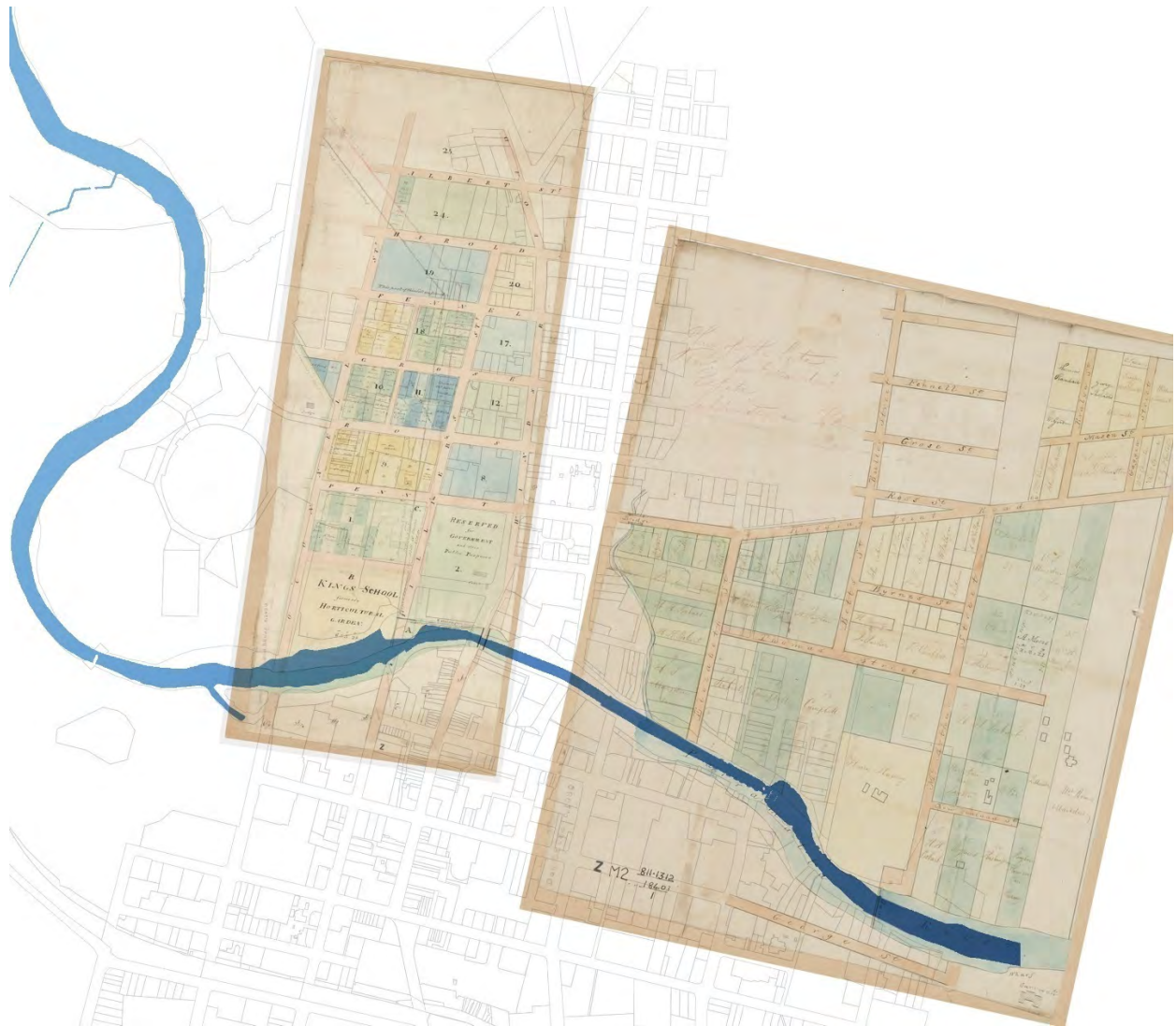


Figure 9: 1840s Plans of the development of the estates of Samuel Marsden
(Source: SLNSW)

- Civic nature of North Parramatta established by park reserve and school, coinciding with the cessation of Convict Transportation, and the transformation of a government town to a civic town
- Growth of city in easterly direction along river and road
- Subdivision of town size allotments

1857 Plan of suburban subdivision



Figure 10: Plan of suburban subdivision
(Source: SLNSW)

- Subdivision of two large estates to south promoted by the construction of railway between Sydney and Parramatta Junction (Granville) in 1855
- Creation of suburban allotments, up to half of one acre
- Alignment of new suburban grids to Clay Cliff Creek

1880, 1890, 1921 Plans of Subdivision of the Harris Estate into Harris Park



Figure 11: 1880, 1890, 1921 Plans of Subdivision of the Harris Estate into Harris Park
(Source: SLNSW)

- The extension of the railway closer into and beyond Parramatta is followed by small allotment town development of lands of the Harris Estate.
- The new grid of streets is aligned to the boundaries of the old Harris Estate
- Creation of Hassall and Park Streets, both backing onto the Clay Cliff Creek

3.3 Parramatta's Heritage

An assessment of the impact of the Planning Proposal in general begins with a discussion of the significant heritage that is to be protected and its role in the future Parramatta CBD.

This section describes how heritage contributes importantly to the centre of cities, reviews heritage in Parramatta, and outlines what the future of heritage may be, and attempts to define appropriate attitudes to heritage.

3.3.1 *Heritage in the Centre of Cities*

All major historic CBDs in Australia have heritage sites that make up their built form, and yet have dealt with this historic legacy in different ways, some positive and some negative. Whilst 1960s development in Sydney and Melbourne led to the unnecessary destruction of many historic buildings, both of these cities still retain many buildings, whole streets, and subdivision patterns that embody the pattern of development from their earliest days.

In an age when commercial centres are developing rapidly, heritage is always cited as a major component in the identity stakes of the future form of the city. Links to the past indeed influence the future direction of a city and when treated with respect, heritage accords distinctiveness to a city.

3.3.2 *Heritage in Parramatta*

Parramatta is wealthy in heritage terms. It is named after, and has a well-researched history as the centre of the lands of the Burramattagal people.

As the second town to be established on the continent, and the first to be planned, Parramatta has roots in the earliest days of the European colony. It was a seat of government, the landing place for convicts, and the centre of administration through the colonial period to 1840. The town grew into a city in the mid nineteenth century, was fully developed in all its civic institutions. That it retains so much of its heritage is evidenced in the listing of many heritage items at Local, State, National and World Heritage levels, and these should be capitalised upon and strengthened in any future development. The numbers of cities in the world that have items of World heritage significance are few, and Parramatta finds itself in unique company on a global scale. Its heritage is unarguably one of its key attributes.

Parramatta's heritage is distinguishable in three main ways:

Parramatta has been a civic town from the start

Unlike Sydney, which developed rapidly out of a camp, Parramatta was a town planned as a whole from the earliest days of its settlement. The city was defined in a landscape, given a defined grid both North and South of the River, and a suite of civic buildings and institutional precincts within and without the grid. This civic vision is important in any future planning in and around the Parramatta CBD.

Parramatta has cultural/planning boundaries, rather than geographical ones.

The established boundaries of Parramatta are not wholly limited by natural features. The city has since its earliest times extended north of the river and to the west now extends into an almost unbroken corridor of development to Sydney. The accepted boundaries of the Parramatta CBD at the present relate to early land grants and land held by the crown.

Parramatta's built heritage comprises mostly houses

With a number of important exceptions, including peripheral institutional precincts and landscapes, the vast majority of Parramatta's heritage buildings are houses, some dating to the earliest days of Colonial settlement in Australia. This includes the two earliest houses in Australia, Old Government House and Elizabeth Farm



Figure 12: St John's Cathedral, Town Hall and Church Street. Parramatta was a town with all its civic functions planned from the start. (Source: Parramatta Heritage Centre, LSP0381)

3.3.3 Heritage Listings in Parramatta

The chronology of planning protection for heritage in the Parramatta CBD is briefly described as follows:

- Parramatta Local Environmental Plan 1996 (Heritage and Conservation) was gazetted in 1997. Amendment 1 introduced potential heritage items and conservation areas.
- Amendment 2 to Parramatta LEP 1996 (Heritage and Conservation) was gazetted in 2001 resulted in amendment to heritage items within the city centre.
- Sydney Regional Environmental Plan No 28 (applied to the city centre and surrounding primary area) was gazetted in 1999 and included a schedule of heritage items.
- Parramatta City Centre LEP was gazetted in 2007 and included relevant heritage items from Sydney Regional Environmental Plan No 28.

- Parramatta City Centre LEP 2007 amalgamated with Parramatta LEP 2011 in December 2015.

From a development point of view, heritage listings have gone through an economic cycle in Parramatta and are generally no longer contested - the market has adjusted and therefore compensation for heritage ownership is not warranted.

3.3.4 The Future of Parramatta's Heritage

Parramatta is distinctive among Australia's large cities in that it has undergone only two major cycles of development over two centuries— the original growth of the city including early development in the nineteenth century, and a phase of major office building in the 1980s. The next phase of Parramatta's history will see it move to a large scale high-rise CBD.

A key challenge for Parramatta in the immediate future is to retain the authenticity and setting of its heritage amidst very large scale development. The best and highest result is that heritage in Parramatta be not sidelined, isolated, swamped or ignored, but rather integrated with the new fabric of a bustling city environment.

Parramatta's schedule of individual items and conservation areas is in fact a collection or "network" of historic urban set outs, buildings and places that form the basis of the city's fabric.



Figure 13: 50 Albert Road, South Melbourne – tower overhanging terrace house. An example of sidelining and swamping heritage, the impact of which extends across the city

(Source: <http://www.peterclarke.com.au/project/fifty-albert/?last=true>)

3.3.5 A way to measure impact: Heritage Relationships

The objective of all heritage planning is to conserve the heritage significance of an item or place.

The brief requires the assessment of impact of proposals on heritage on the basis of precincts. Our approach to assessing impact in precinct terms is to address the nature of the *relationship* with the heritage item or area with its context in each precinct. The conservation of heritage values in a precinct will involve identifying, conserving or creating these relationships in a way that retains the heritage significance of a place.

Relationships with heritage items with their urban context are considered to operate primarily in four ways:

- Urban relationships such as mode of address to the street, and relation to historic designated subdivision pattern
- Historic relationships such as historic space around the item, its relationship to the natural landscape and names of items and places
- Scale relationships, usually assessed in terms of height and bulk
- Visual Relationships, comprising views to and from the heritage item

4.0 Heritage Impact of the Planning Proposal

4.1 Positive Heritage Impacts arising from the Planning Proposal

The Planning Proposal for the Parramatta CBD seeks to amend the *Parramatta Local Environmental Plan (PLEP) 2011* in a number of ways that may have an effect on heritage. A number of aspects of the current proposal offer positive heritage outcomes and provide sensible departure points for heritage protection at the DCP level.

4.1.1 Protection of Heritage

Uniform approach

A planned uniform approach to heritage as part of the planning scheme, relating to standard procedures as opposed to a case by case basis, is necessary to “normalise” the approach to heritage. Heritage incentives may form part of this approach, but not at the exclusion of other heritage outcomes.

Fine grained approach in some areas

While a uniform basis to heritage has been adopted, certain areas within Parramatta have been approached in a more site-specific way. In the Planning Proposal, locations such as Church Street, George Street, and significant areas of Open Space a more detailed analysis and approach that consider their unique qualities is required.

4.1.2 Protection of Landscape

Implied connection of creeks and parks

Clay Cliff Creek provides an important historic marker within the city and its historic allotment boundaries that also has a significant environmental impact in terms of flooding and wind. The Planning Proposal implicitly makes a connection of existing parks and streets along this creek corridor. This has the potential to be of significant heritage benefit.

4.1.3 Community Benefits

Active street fronts

Although possibly viewed more as an urban design outcome, provisions in the Planning Proposal to make active street fronts should be seen positively in heritage terms for two reasons. Firstly this is a historic town designed to operate with active streets as its primary urban operation. Secondly, active streets promote an active network in which isolated heritage items which are located throughout the Parramatta CBD are linked in experience.

4.2 Negative Heritage Impacts arising from the Planning Proposal

This study has found the Planning Proposal will give rise to serious adverse impacts on heritage in thirteen special interest areas in different ways, however these can be addressed through the recommendations put forward in this study. This section is a discussion of issues of concern across the Parramatta CBD that is based on lessons learned from the interface areas. The following discussion addresses general issues that affect all of the Interface Areas and makes recommendations in light of them.

4.2.1 Statement of Aims in the PLEP

An aim of the current PLEP under clause 1.2(c) to be retained is:

to identify, conserve and promote Parramatta's natural and cultural heritage as the framework for its identity, prosperity, liveability and social development,..

The objectives of the one of the two predominant zones for the Parramatta CBD, B3 Commercial Core, includes:

To protect and enhance the unique qualities and character of special areas and heritage values within the Parramatta City Centre.

The other predominate zone proposed for the Parramatta CBD, B4 Mixed Use has a similar objective but does not include the words “and heritage values” but which are recommended to be added.

RECOMMENDATION:

- Include the words “and heritage values” in the objectives for B4 Mixed Use Zoning

4.2.2 Identifying Heritage Impact

The Planning Proposal on a number of occasions makes a requirement for development that involves a heritage item or conservation area to consider the *impact* of that development. For example, the Planning Proposal for the Parramatta CBD (at p29) states that:

4. The incentive maximum height control: ...
 - b. Where maximum building heights apply, it generally increases the building heights from the base height control to correspond with the incentive FSR control, except where impacted by heritage.

Heritage impact can be determined using the well-defined methodology published by the NSW Heritage Office, however the phrase “*impacted by heritage*” is likely to be vague in practice. What is probably meant in the incentive height control is “*except where impacted by obligations not to impact negatively on heritage.*”

The nature of an impact upon heritage is influenced by many factors, including the type, scale, and context of the proposal. A more helpful way to consider the impact of a new development upon heritage is to consider the relationship that will exist between them.

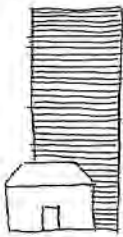
New development can and must be accommodated alongside existing heritage in a way that is respectful and appropriate, responding to the building, the street, and the wider area. Where a poor relationship exists, this can lead to poor heritage outcomes in terms of isolation, overshadowing, or disturbance of existing street patterns and rhythms.

Assessment should require:

- the area of context of items and conservation areas, in which the applicant is obliged to assess impact, is large enough to capture all potential impacts; and
- the assessment of impact is to have regard for relationships identified as important to Parramatta CBD Special Interest Areas.

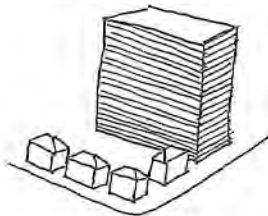
The Planning Proposal and proposed LEP provisions that require impact to be considered would be improved by the inclusion of specific heads of consideration. The following specific heads of consideration for Parramatta CBD development should be included in the standard heritage provisions to give guidance to what constitutes an impact (that is, what is the relationship between the existing and the proposed).

Assessing relationship to development within the Parramatta CBD:



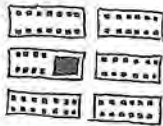
Immediate Relationship

This is impact upon the built fabric or within or adjacent to the lot of that heritage item, or impact upon a property located within a conservation area.



Street Relationship

This includes development that is visible from the street elevation. If the site is a corner location (or adjacent to a corner) then the impact upon both streets must be considered.



Area Relationship

Where a development is of a certain height and is adjacent to a conservation area or cluster of individually listed heritage items, then the impact of that development upon the significance of the conservation area must be considered.

RECOMMENDATIONS:

- Specific heads of consideration for Parramatta CBD development should be included in the standard heritage provisions of the LEP to give guidance to what constitutes an impact.
- A Heritage Impact Statement should be prepared for any development potentially having any adverse impact upon an individually listed heritage item or conservation area. A key method of assessing the *impact* of a development upon a heritage item or conservation area is to consider the *relationship* between that new development and the item or area.
- For any lot amalgamation including or adjacent to a heritage item a Conservation Management Plan must be prepared and lodged with council for comment prior to the lodgement of a development application for the subdivision.
- Revise the wording in the PP from “*impacted by heritage*” to “*except where impacted by obligations not to impact negatively on heritage.*”

4.2.3 Potential negative impact arising from FSRs and Height Limits

Incentive Height and FSR

Under the current PLEP 2011, the majority of sites in Parramatta have one height control and one FSR control. In the Planning Proposal an additional FSR and Height control are proposed so that most sites in the Parramatta CBD will maintain the existing controls as “Base FSR” and “Base Height”, and allow a second “Incentive FSR” and “Incentive Height”.

In general, the Incentive FSR for the Interface areas is 6:1, with Incentive Heights being unlimited. Auto Alley will be an exception, with varied height limits. This represents a substantial increase in bulk and height in most Interface Areas. In terms of potential impact on heritage, it is the Incentive FSR and Height that is assessed.

Heritage Impact of Incentive FSR and Height Limits

In planning terms, the proposed Incentive FSRs with no height limit is a dominant single tool to derive urban form and amenity. Amalgamation is necessary to achieve the potential held out in the proposal. The final form of the interface areas will be the result of a negotiation on sites which, so as to access the incentives, will undergo an individual design excellence process progressively. Because the outcomes of this Planning Proposal are very abstract heritage impacts are not predictable. Some specific vulnerabilities are discussed below.

Incentives to Heritage Items

The impact of increased FSR and Height will be most keenly felt on heritage items and conservation areas. It is not rational to have a blanket FSR and unlimited height controls in any area dominated by heritage items or within a conservation area, simply because the purpose of listing individual items and the forming of conservation areas is to protect them from development. To add an expectation of development potential to these places would have a negative impact locally and be setting a precedent, across the State.

Isolation of Heritage Items

A part of the city composed of a predominately uniform collection of buildings or subdivision allotment can be gradually eroded in a piecemeal fashion, until the heritage qualities of a place are seen to rest on a building that, in isolation, may be of little heritage value. Isolated heritage sites make for permanent negative landmarks.



Figure 14: The qualities of a precinct may be gradually eroded.
(Source: HAA)

Design Excellence

Under the Planning Proposal, a development involving or directly adjoining a heritage item seeking to achieve a FSR of 3:1 or greater is to be subject to a competitive design process, the result of which may increase height and bulk adjacent to a heritage item. The impacts of this increased FSR and Height on the adjacent heritage item(s) must be assessed as part of any Design Excellence review.

The holding of a Design Excellence competition should not be seen as a guarantee that negative heritage impacts can be addressed or mitigated. In some cases, all proposed options for a site may in fact be inappropriate, with some sites simply unable to accommodate a proposal of a certain size. Further amalgamation may be required to provide an appropriate setting for a heritage item.

RECOMMENDATIONS:

- Incentive height and FSR provisions should not be applied to conservation areas
- Heritage items should not be isolated as a result of development
- Heritage controls must be included as part of any Design Excellence assessment involving or directly adjoining a heritage item.
- A heritage expert should form part of any Design Excellence jury for a proposal affecting a heritage item or heritage conservation area

4.2.4 Potential negative impact on Parramatta's Heritage Houses

Use

The best way of conserving a heritage building in a CBD is for it to have a viable use. Many houses within the Interface Areas have been sensitively adapted for commercial uses where residential occupation is no longer an option. Any use that can be accommodated with minor alteration to historic fabric (both internally and externally) should be encouraged over uses that require major alteration.

Where a viable use is not able to be found, it is preferable for a building to be “mothballed” temporarily rather than have drastic alterations carried out that result in significant loss of original fabric.

Setting and Space

The setting of a house is in most cases an important element of its significance, and may involve a street or river frontage, a particular view, a garden, or its visual relationship to neighbouring properties. The majority of houses in the interface areas are detached dwellings, and their elevations on all sides should be preserved by appropriate setbacks to preserve this historic setting. Particularly important for conserving context is the space to the rear of a house. At a minimum an area of deep soil landscape able to accommodate a tree should be retained at the rear of a property.

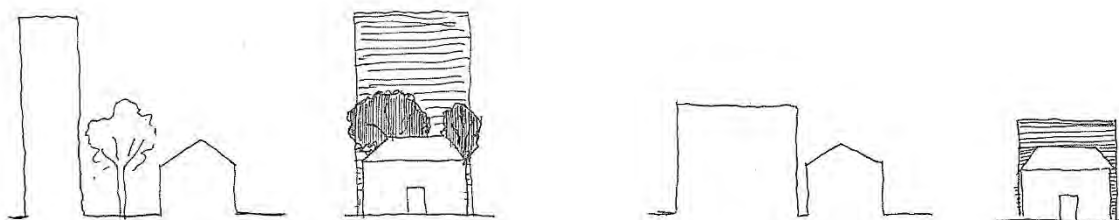


Figure 15: A building of greater height but which preserves a more appropriate setting to a house (left) is preferable to a building of greater bulk that reduces the setting (right).

(Source: HAA)

Rhythm of the street and Subdivision pattern

The subdivision pattern of a street is reflected in its buildings. The surviving houses of the interface areas reflect the subdivision pattern of an area, and establish the pervading setback, scale and character of their streets. New developments that may involve amalgamation of lots should seek to retain this pattern of development in their detailing. Therefore developments with long, linear podiums are not an appropriate response to their setting, as they conceal existing street patterns and visually join together historic houses or buildings which were historically separate items.



Figure 16: New developments should avoid long linear podiums that conceal street rhythm (left) and instead should conserve the existing pattern and rhythm of a street (right).

(Source: HAA)

Setback patterns



Figure 17: Inappropriate setbacks may affect the character and rhythm of a street (left). New developments can return character and setting to a street and reconnect isolated heritage items with their context (right)
(Source: HAA)

An important element in the continuity of a streetscape and which provides an appropriate setting for a house is the setback pattern of a street. This is a very real threat to historic buildings in commercial areas, with increased pressure to both maximise floor space and to provide a street address to a development. New developments should seek to conserve historic setback patterns where they exist, and to restore them where they have been eroded by previous development.

Mode of Address to Street

New developments should be provided with positive and direct access that is in keeping with the existing mode of address of a building to a street. In the case of a corner site it may be appropriate for the building to address two streets, but it may not.

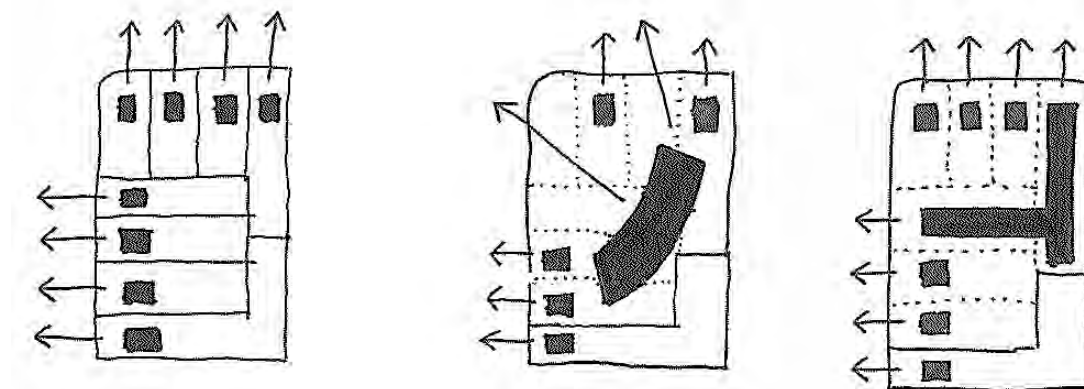


Figure 18: Existing historic direct mode of address to the street (left) can be lost through amalgamation and radical building siting (middle). New developments should maintain historic modes of street address (right)
(Source: HAA)

Recovery of setting

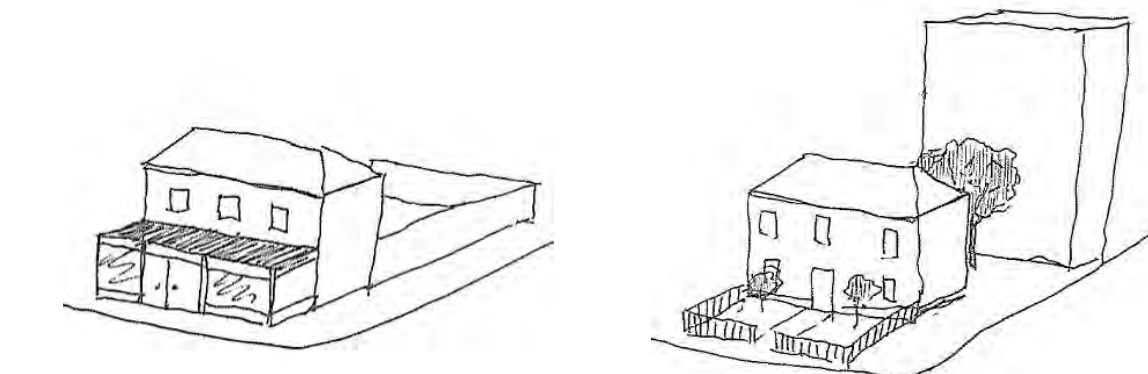


Figure 19: New developments may be provided with incentives or conditions to remove intrusive elements and guide the restoration of a historic building as a condition of consent. (Source: HAA)

Some historic houses in the Parramatta CBD have been subject to insensitive alterations to their fabric, which may have resulted in an altered building form, colour, or street presence. In many cases, the actual historic nature of the building may be totally disguised. The recovery of the authentic building is to be given a priority in assessing development proposals in the Parramatta CBD.

Isolation

Parramatta's heritage is unique in that it is comprised in the most part of freestanding small houses, as opposed to commercial or government buildings. These houses are of a scale that makes their significance particularly vulnerable to adjacent large scale development and changes in context. In some cases, houses have become isolated heritage items simply as a result of poorly sited adjacent development. New developments should seek to respond to these isolated items in a way that recognizes them as vital parts of a rich urban fabric.



Figure 20: Developments without a buffer to new development, and which ignore historic subdivision patterns have a detrimental effect upon the setting of historic houses, and can result in further isolation (Marion Street, at left). Where trees have been retained, a setting for the historic house remains (Albert Street, at right). (Source: HAA)

RECOMMENDATIONS:

- All of the setting of a house that contributes to its significance must be conserved.
- In all cases retain an area of deep soil landscape to the rear of an historic house large enough to plant an appropriate tree in order to retain the detached nature of the dwelling and the presence of a garden setting.
- Conserve historic setback patterns where they exist, and restore them where they have been concealed by later development.
- Interpret the historic subdivision pattern of a street in new developments that involve amalgamation of lots through careful architectural detailing.
- New developments are to retain the historic mode of address to the street in the vicinity of the development
- Where a heritage item has been negatively impacted by past development, new development must include the reversal of the negative impact to the heritage item.
- Give priority to uses for heritage items that involve less change to significant fabric than uses that require more change.
- The retention of an entire building in a way that isolates it completely from its context is not acceptable.

4.2.5 Potential negative impact on Parramatta's Balanced Streets

The majority of streets in the Parramatta interface areas have a balance, with buildings of a similar scale on either side, or unifying elements such as consistent setbacks and street trees. There are exceptions to this rule, but at present the difference in scale and bulk is generally well resolved through the urban principal of a balanced street.

Some streets, by virtue of their historic subdivision patterns and building alignments, anticipate changes in scale and balance. These may occur at T intersections, at streets with side fences only, or adjacent to parks.

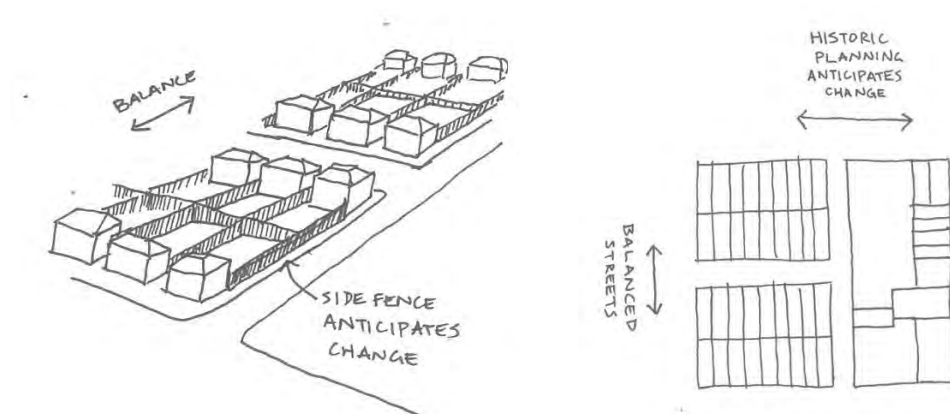


Figure 21: Some historic building alignments and subdivision patterns anticipate change in balance
(Source: HAA)

Increased densities will have the potential impact of creating unbalanced streets. New development should seek to achieve a greater balance to a street.

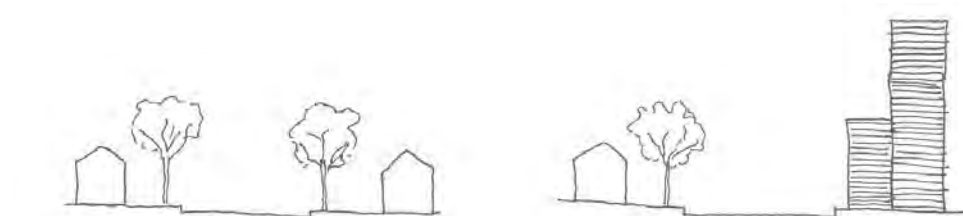


Figure 22: The existing balanced nature of a street (left) can be eroded as a result of mismatched development resulting in a poor relationship (right). (Source: HAA)

RECOMMENDATIONS:

- The existing balance of a street is to be preserved, particularly within and adjacent to conservation areas.
- Preserve street trees and building setbacks, and balance of building heights, which contribute to the balance of a street

4.2.6 Impact of the PLEP concept of Transition

Appropriate Transitions

The Draft LEP states that

7.15 Community Infrastructure

- (1) *The objective of this clause is to allow greater residential densities and height in the Parramatta City Centre where community infrastructure is also provided.*
- (2) *The consent authority may approve development with a height and floor space ratio that does not exceed the increased building height and floor space ratio identified on the Incentive Height of Buildings Map and the Incentive Floor Space Ratio Map, but only if:*
 - (a) *the development is able to demonstrate an appropriate transition to any heritage items or conservation areas; and*
 - (b) *the development includes community infrastructure to the satisfaction of the consent authority, whether or not provided on the development site or an alternative site nominated by the consent authority.*

7.16 Opportunity Sites

- (4) *The consent authority may grant consent to development involving [even more FSR] if:....*
 - (b) *the development demonstrates an appropriate transition to any heritage items; and*
- (7) *requires a DCP to be prepared which includes "(iii) any heritage issues and streetscape constraints,"*

Definitions of an “appropriate transition” are difficult to apply, as what is appropriate in one heritage context may not necessarily be appropriate in another. The question is less one of *appropriate transition* and more one about the *relationship* with a heritage item or conservation area. Developing a clear methodology by which this can be demonstrated or tested in an assessment will require very pointed but widely applicable assessment criteria. Specific heads of consideration for Parramatta CBD development should be included in the standard heritage provisions to give guidance to what constitutes an “appropriate transition” (that is, what is the relationship between the existing and the proposed).

RECOMMENDATION:

- Specific heads of consideration for Parramatta CBD development should be included in the standard heritage provisions to give guidance to what constitutes an appropriate transition to a heritage item or conservation area

4.2.7 Potential negative impact arising from Amalgamation of lots

Sliding Scale and Heritage Items

Under the existing provisions of the PLEP 2011, where a site area is less than that stated in the instrument, an FSR sliding scale control limits the maximum FSR that can be achieved on a site proportional to the site area. In order to achieve the maximum FSR, site amalgamation is thus promoted, the stated aim of which is to “prevent overdevelopment and inappropriate built forms on small sites”.

Whether a heritage item is adjoining or part of a site, a test should be made as to whether the proposed development can be suitably accommodated on that site. Simply because an amalgamation has occurred, it does not mean that a development of a certain size would be an appropriate outcome.

Development Adjacent to a Heritage Item

The Planning Proposal resolved to allow similar FSRs/heights for heritage items to those of adjoining properties. This was valued because it allows for flexibility and simplification of planning controls, and enabled developers to determine the value of the adjoining heritage item to their development. Because a heritage item may not be developed however, its FSR value could effectively be added to an adjacent site through a process of amalgamation. This increase in FSR and height immediately adjacent to a heritage item may have a negative impact upon the very setting that is sought to be protected through heritage listing.

Any development that involves such a proposal must be made to ensure that some benefit from the development is bestowed upon the heritage item as a condition of consent. This may take the form of restoration of the building or its setting (eg: removal of later intrusive additions, provision of appropriate landscaping) or the establishment of a properly funded maintenance plan.

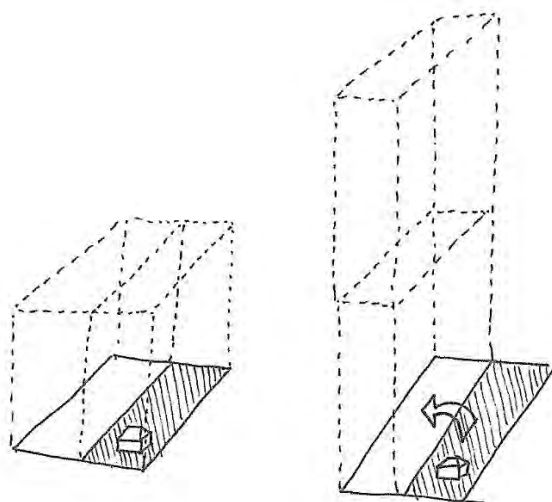


Figure 23: The effect of floor space transfer adjacent to a heritage item (Source: HAA)

With a “blanket” FSR across much of the Interface Areas as part of the Planning Proposal, this will lead to double the amount of permissible floor area adjacent to heritage items compared to other adjacent sites. In some cases this will have a negative impact and in other cases the impact may be able to be addressed through Design Excellence. There will be some sites where the impact is only addressable by the amalgamation of more sites and locating resultant floor area further away from the heritage item.

Amalgamation Direction

The direction in which amalgamations occur will have a determinative effect on the future urban form. Some streets may go up, whilst others stay low. Developments must respect the primary street address of a development site and conserve the legibility of a subdivision pattern in attempting amalgamation.

Street hierarchy

The Parramatta CBD is characterised by relatively small lots, a historical pattern which should be reflected in any redevelopment but nonetheless often required to be amalgamated to appropriately accommodate buildings of the scale anticipated for this CBD.

Subdivision patterns reflect the hierarchy of streets, with main streets and side streets readily distinguishable. New development should preserve this pattern of street networks. Side streets should not be made to dominate in any new development where this will disrupt existing urban patterns and the legibility of street hierarchy.

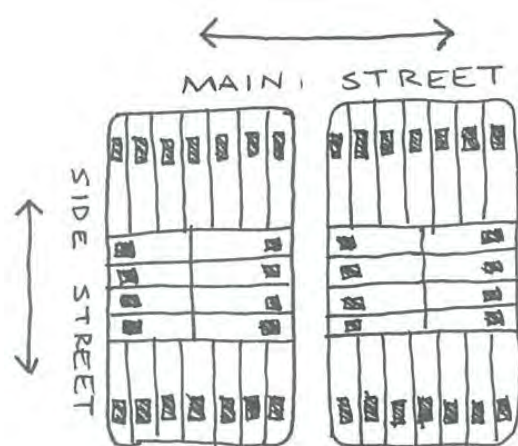


Figure 24: The hierarchy of streets must be retained
(Source: HAA)

Retention of Facades

New developments may be located “behind” existing heritage listed properties, but in fact may have their own street address. It is vital that a form of heritage “facadism” does not occur as a result of new development born out of lot amalgamation. Façade retention is not an acceptable development option for a heritage item.

Overhanging of Heritage Items

Retention of a historic building should be considered one of the primary motivating factors in a development, and not as an afterthought. To that end, development that “overhangs” a heritage item is deemed to reduce the significance of that item and is unacceptable and should not be permitted. A connection to the sky is an important element of a historic building and this must be preserved.

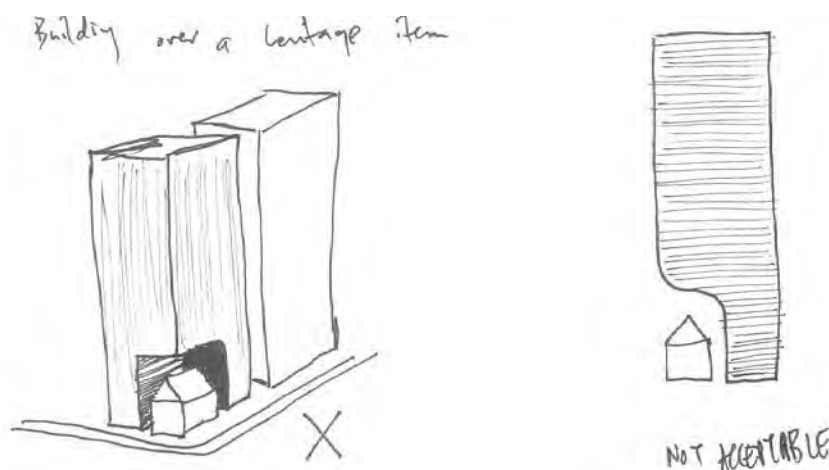


Figure 25: Development that overhangs a heritage item is not permitted
(Source: HAA)

RECOMMENDATIONS:

- Preserve the historic hierarchy of streets
- Amalgamation alone is not the only criteria as to whether a development may be suitably accommodated on a site.
- Some sites may require further amalgamation before a development may become appropriate in heritage terms.
- Façade retention is not an acceptable development option for a heritage item.
- Any development that involves amalgamation with a heritage item must bestow some of the benefit of that development upon the heritage item.
- Development that overhanging the space above a heritage item is not permitted.

Isolation of Heritage Items and Widowing of Sites

General FSR provisions apply to heritage items, which provide additional value to an item despite the expectation that any redevelopment of the land containing the item will be constrained by the need to conserve its significance.

In terms of site amalgamations, the presence of a significant FSR may provide an incentive to include an item in a redevelopment proposal so as to utilise its development potential on another part of the amalgamated site. This provides good opportunities to ensure that the relationship of the new development to the item is exhibits design excellence and that the item be suitably restored and conserved with a purposeful use.

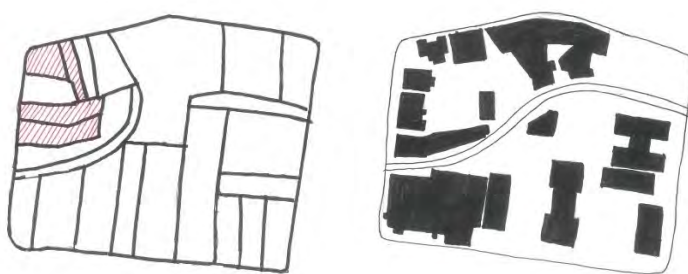


Figure 26: Buildings allow subdivisions to be understood. Amalgamations should preserve this intrinsic character of the city. (Source: HAA)

However, inclusion of a heritage item may provide a disincentive if the FSR obtained (through purchase of the site) cannot be utilised within the development or that a satisfactory relationship between the development and the item is not able to be achieved.

This underscores the need to ensure that planning requirements such as heritage conservation considerations and design excellence are applied equally whether a redevelopment parcel either contains or adjoins a heritage item.

However, a prevailing concern remains that amalgamations required to implement the Parramatta CBD Planning Proposal may result in poor urban and heritage conservation outcomes in that small sites or heritage items may be isolated (or “widowed”) whereby suitable redevelopment of remnant areas could be significantly compromised.

Similarly, some amalgamations have the potential to significantly prejudice the potential for an appropriate relationship between new development and a heritage item despite design excellence processes and the like, simply because of an unsuitable site shape, dimension and/or configuration that cannot be overcome by design solutions.

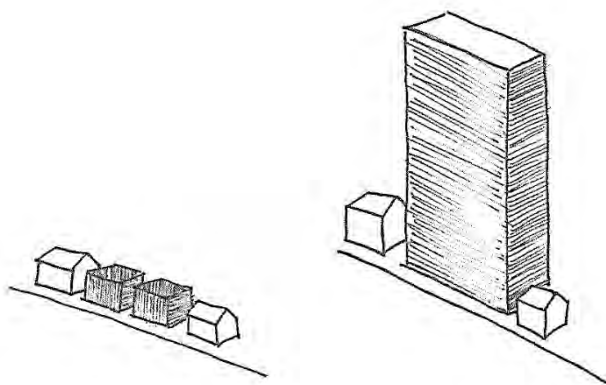


Figure 27: Individual heritage items can have a positive relationship to each other (left) or become isolated (right) as a result of new development. (Source: HAA)

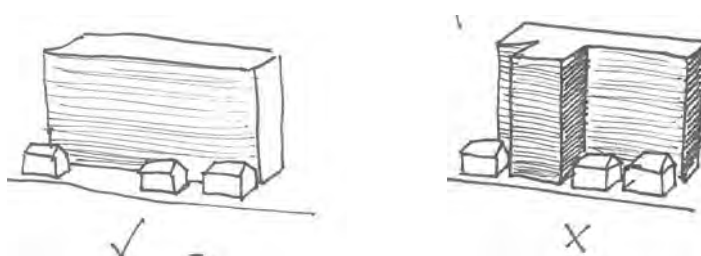


Figure 28: In the context of a row of detached houses, the significance may be better preserved by retaining a gap, than by attempting to ensure a consistent setback to the street. (Source: HAA)

RECOMMENDATIONS:

- Prioritise heritage conservation considerations in assessing developments that amalgamate heritage sites.
- Ensure that heritage places do not become isolated due to a development.

4.2.8 Potential negative impact from treatment of Corner Sites

In a CBD formed of a grid of streets, corner sites are the most important to urban form, legibility, amenity, and views. Some corners may be occupied by buildings, some not. In areas such as Sorrell Street, connections between that street (precinct) and Church Street (a separate precinct) are important and understood at corners. Amalgamation of lots should not disrupt the pattern of a street corner.

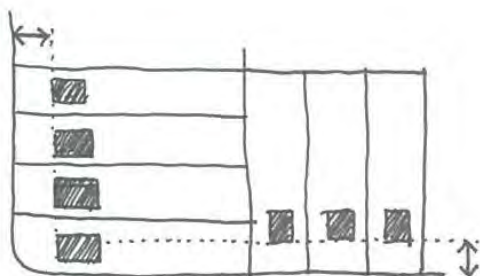


Figure 29: Setbacks at corner sites can be important indicators of street hierarchy and subdivision patterns, and should be maintained.

(Source: HAA)

RECOMMENDATIONS:

- Retain the existing setbacks for all lots adjacent to a corner lot in any amalgamation proposal.
- Recognise the important role that corner sites play in terms of street address, street hierarchy, and connection points. In some instances a building of greater height and bulk will require a larger setback than existing to preserve the character of both streets.

4.2.9 Potential negative impact arising from treatment of Setbacks

Setbacks are of vital importance in the retention of settings of significance to heritage items and in conservation areas. Setbacks can influence street balance, streetscape character, prevent isolation of heritage items, maintain views and permit sunlight penetration.

Street Setbacks



Figure 30: Setbacks have been gradually eroded along High Street, and this has affected the balance and quality of the street. (Source: Google Maps with HAA overlay)

Retention of setbacks is of vital importance to the character of a street. Encroachment by one development can have a drastic impact upon all neighbouring properties, leading to a general degradation of the character and streetscape of a place.

House Setbacks

Setbacks exist on all sides of a property, not just to the street, and detached houses are particularly vulnerable to becoming isolated if these setbacks are not maintained. At a minimum, a deep soil zone that is able to accommodate a suitable size tree should be provided at the rear of any house within an interface area to provide a buffer to any new development.

Shop Setbacks

Streets with shops are particularly susceptible to changes in setback. Efforts should be made to ensure that a consistent address to the street is retained. Leaving a “gap” in a row of commercial premises that have been designed as a continuous wall to the street is not acceptable.

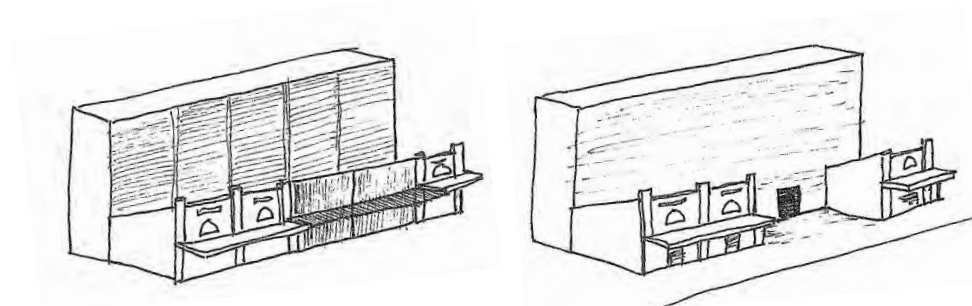


Figure 31: Commercial streets should retain their mode of address to the street (left) and not create “gaps” as a result of new development (right) (Source: HAA)

Increasing Setbacks

In some situations where a heritage item is of high significance and/or has a particularly strong form of urban address, it may be desirable to increase the setback of a building in order to preserve its context and significance. Examples of this within the Sydney CBD include the open spaces adjacent to 31 Bligh Street (pictured below) and 165 Castlereagh Street.

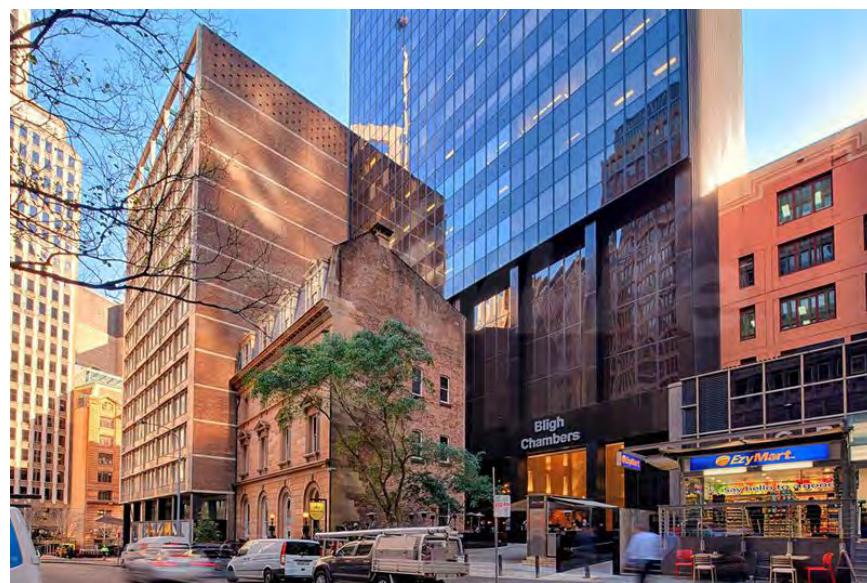


Figure 32: Sometimes a setback can be of benefit in providing a setting for a historic building within a CBD context (Source: Ray White Real Estate listing for 25 Bligh Street, Sydney¹¹)

¹¹ <https://jagonal.com.au/office/rent/NSW/Sydney/Sydney-CBD/CBD-Core/Bligh-Chambers/7992#summary>

RECOMMENDATIONS:

- Generally preserve existing street setbacks in new developments to conserve street balance and character
- Always retain a setback of deep soil zone to the rear of a heritage house sufficient for a tree to prevent its isolation as a result of any development.
- Recover historic street setbacks to regain streetscape qualities where these have been eroded
- Increase setbacks adjacent to heritage items where historic setbacks are not recoverable

4.2.10 Potential negative impact arising from treatment of Subdivision patterns



Figure 33: The podium of Regent Place reproduces subdivision patterns in George Street, Sydney
(Source: HAA)

The essential human scale of the Parramatta CBD is a result of historic subdivision patterns. The amalgamation of lots for tower construction (an inevitable outcome of the Planning Proposal) has the potential to make tower podiums of a monumental scale in the Parramatta CBD. If podiums are not correctly articulated to reflect subdivision and setback patterns they can have a negative impact upon this finer-grain scale. Examples of this erosion of urban scale within the Interface Areas are many.

A recent development in George Street Sydney (illustrated above) opposite St Andrew's Cathedral and Sydney Town Hall has employed a podium base and retained an existing historic building, and a pattern of building and property alignment has been employed to the benefit of the street and the surrounding context.

RECOMMENDATION:

- Give expression to historic subdivision patterns in all new development.
- Recovery of historic subdivision and setback patterns in the fabric of new developments.

4.2.11 Potential negative impact arising from Overlooking and Alienation

Objective principles for creating an appropriate buffer

A number of recent developments have had the unintended effect of creating a “wall” to a street that has raised the height significantly to which sky becomes visible. A previously dynamic skyline can quickly become uniform, while streets that once appeared open can become overlooked.

Street width, planting, topography, and orientation can all affect the impact that new development can have on existing street character. Increased height for certain developments may in some cases be a better outcome than a dominating, lower-scale building of greater visual bulk.



Figure 34: Apartments overlooking Jubilee Park, but with no connection to the place.
(Source: HAA)

Particularly vulnerable are the edges of the interface areas, where they abut areas outside of the Parramatta CBD Planning Proposal. A new high-rise development in one street may look over the back gardens of several existing properties whose lot boundaries run perpendicular (such as happens in Inkerman Street, South-West Interface area).

A number of possible locations for developments that have an alienating effect on neighbouring properties or public places exist in the interface areas. Detrimental outcomes could include:

- Overshadowing
- Overlooking
- A sense of “looming” for exceptionally tall properties
- De-activation of streets with the loss of smaller shopfronts
- Abrupt transitions of scale

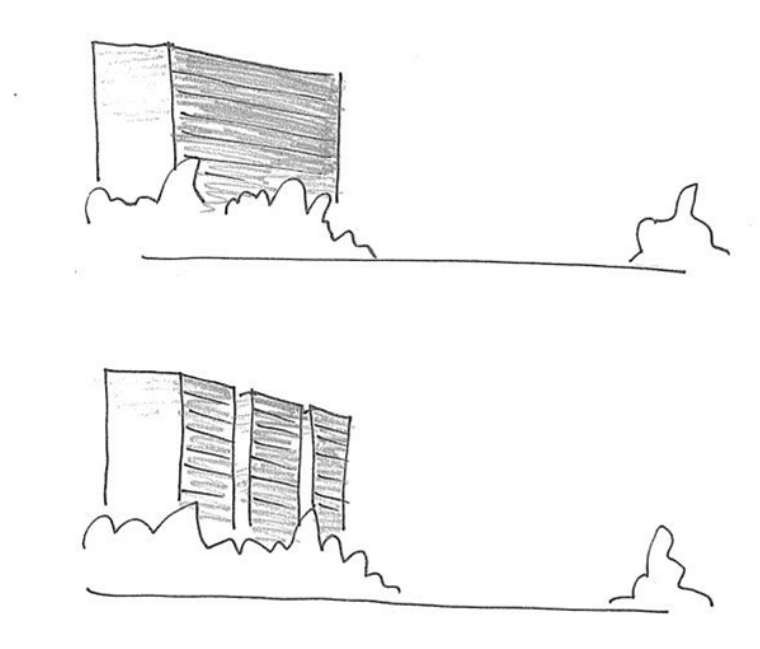


Figure 35: The modulation of a building façade can have a dramatic effect on its bulk.
(Source: HAA)

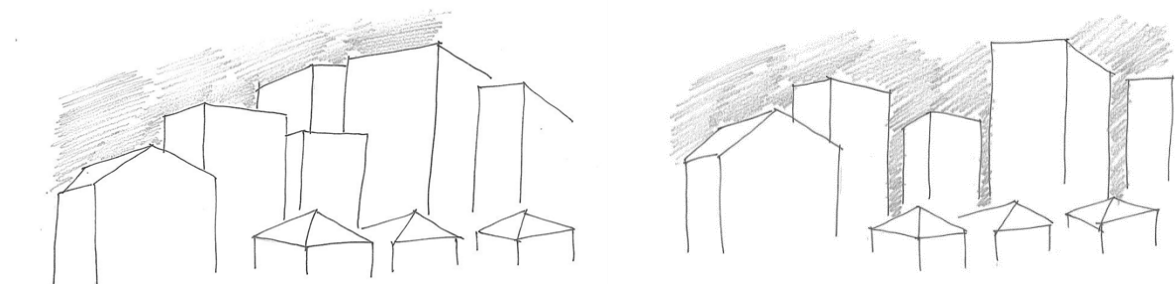


Figure 36: New developments must be assessed from multiple angles to prevent the creation of a “wall” of development.
(Source: HAA)

RECOMMENDATIONS:

- Modulate building form to prevent creation of a “wall” effect
- setback higher levels of tall development adjacent to public space to reduce bulk
- Tall buildings not to front directly on to public reserves but to be separated by creation of an active street or path
- Creation of active frontages to developments on multiple sides where appropriate
- Preserve sky visibility between and around tall developments.
- Consideration of street width in any new development proposal to avoid creation of canyons

4.2.12 Potential negative impact arising from Overshadowing of outer Conservation Areas (solar access)

Under the Planning Proposal Parramatta CBD will acquire very tall buildings.

A major impact will fall on the surrounding residential districts which are HCAs if shadows from the new high rise buildings extend onto them in any way.

Areas of potential heritage impact arising from solar access include:

- Parramatta riverfront, which should maintain north-south street connections that allow sun penetration to the riverbanks and foreshore walking paths.
- Prince Alfred Square will be highly compromised by adjacent tall development on Victoria Road. The proposed solar access zone, while technically achieving a 51% area of sunlight to the park, does not address the reality that due to the historic planting of the park the “sunny” portion of the place will in fact be shaded by existing mature trees.
- The section of Harris Park West Conservation Area bounded by Station Street East and Wigram Street is particularly susceptible to overshadowing.

Experiment Farm Cottage

Experiment Farm Cottage is of National Significance as the site of the first land grant in Australia, made in 1789 by Governor Phillip to the former convict, James Ruse. By 1791 Ruse had successfully farmed the 30 acre site as an experiment in self-sufficiency, proving that a new settler could feed and shelter his family with relatively little assistance to get started. The Indian-style bungalow there today was built by Surgeon John Harris, c1835. It is one of Australia’s oldest standing properties and features in an 1837 sketch and subsequent watercolour by Conrad Martens.¹²



Figure 37: Experiment Farm Cottage
(Source: HAA)

¹² <https://www.nationaltrust.org.au/places/experiment-farm-cottage/>

Experiment Farm Cottage was the first house purchased by the National Trust (NSW) in 1961. In 2000 the former Parramatta City Council acquired and demolished suburban dwellings that encroached onto the cottage, restoring long lost vistas.¹³

It is vital that new development in the Parramatta CBD does not overshadow this place. It is important to retain a sense of separation from the Parramatta CBD, and any shadow directly as a result of a tower development would compromise this separation from the Parramatta CBD.

- Building and garden of Experiment Farm Cottage as outlined below should have no additional overshadowing as a result of Parramatta CBD development. This applies throughout the day and is not limited by any time restrictions.



Figure 38: Experiment Farm Cottage solar access curtilage
(Source: HAA)

¹³ http://www.discoverparramatta.com/places/heritage_and_historic_sites/experiment_farm_cottage

Elizabeth Farm

Elizabeth Farm is associated with major figures who were prominent in the 19th century development of the colony, including John and Elizabeth Macarthur, and the Swann family in the 20th century. There is a large surviving collection of documentary evidence connected to the house, which contains part of the oldest surviving European construction in Australia. The garden contains some of the earliest European plantings in Australia. It is an example of early colonial architecture and early agricultural experiments.

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

The property is also significant in the history of conservation in NSW, being the first to be preserved by direct acquisition by the State Government, and the second property to have a permanent conservation order placed over it under the Heritage Act 1977.¹⁴



Figure 39: The residence of John MacArthur Esq. near Parramatta, New South Wales by Joseph Lycett, 1825.
(Source: Sydney Living Museums)

It is vital that new development in the Parramatta CBD does not overshadow this place. It is important to retain a sense of separation from the Parramatta CBD, and any shadow directly as a result of a tower development would compromise this separation from the Parramatta CBD.

- Building and garden of Elizabeth Farm as outlined below should have no additional overshadowing as a result of Parramatta CBD development. This applies throughout the day and is not limited by any time restrictions.
- Some additional overshadowing of the grounds (bounded by Alice, Arthur and Alfred Streets and the Clay Cliff Creek) by development of the adjacent school site may be permitted between 12pm and 6pm.

¹⁴ Read, S. (2003) Statement of Significance for Elizabeth Farm, NSW State Heritage Register listing, accessed May 2017 (<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5051394>)



Figure 40: Elizabeth Farm Cottage solar access curtilage. The core of the site including the cottage and garden must not be subjected to any additional overshadowing.

(Source: HAA)

Hambledon Cottage

Hambledon Cottage was built by John Macarthur in 1824 as a second house on his Elizabeth Farm Estate. The Statement of Significance for the house describes it as a fine and rare example of an 1820s domestic building and is expressive of the taste, aspirations and needs of its several owners. Its landscape includes plantings dating from its earliest construction and are now some of Australia's oldest surviving European tree plantings. The Hambledon Cottage site is an important component of an estate (Elizabeth Farm) that became a prototype of Australian land management. It also has strong associations with a number of individuals and families important in the development of Parramatta.¹⁵

It is acknowledged that the historic plantings provide a high level of shade to this house, however it is vital that new development in the Parramatta CBD does not overshadow this place. It is important to retain a sense of separation from the Parramatta CBD, and any shadow directly as a result of a tower development would compromise this separation from the Parramatta CBD.

- The building and garden of Hambledon Cottage as outlined should have no additional overshadowing as a result of Parramatta CBD development. This applies throughout the day and is not limited by any time restrictions.

¹⁵ Statement of Significance for Hambledon Cottage, NSW State Heritage Register listing, accessed June 2017 (<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052762>)



Figure 41: Hambledon Cottage solar access curtilage.
(Source: HAA)

RECOMMENDATIONS:

- There must be no additional overshadowing of Experiment Farm as a result of Parramatta CBD development.
- There must be no additional overshadowing of the Elizabeth Farm site as a result of Parramatta CBD development.
- There must be no additional overshadowing of the Hambledon Cottage site as a result of Parramatta CBD development.
- Incidental overshadowing of the Elizabeth Farm greater precinct as a result of development of the adjacent school may be permitted.
- The Parramatta CBD Planning Proposal Incentive FSR and Heights will be impacted by the above recommendations. Further testing is required by Council to ascertain the extent of solar access plane which would apply to the Parramatta CBD Planning Proposal to ensure protection of solar access to Elizabeth Farm, Experiment Farm and Hambledon Cottage.
- The amount of solar access to Prince Alfred Square should be maximised as far as possible.
- The amount of solar access to the Parramatta River should be maximised as far as possible.

4.2.13 Potential negative impact arising from allocation of Active Streetfronts

Active street frontages should be carefully considered in terms of heritage benefit due to the positive contribution they can make to the amenity of a place and the potential linkages they can create between significant items or areas.

The current proposal makes policy for creating a number of active street front areas in the North Parramatta Interface Area along Church Street, but the possibility exists to extend some of these active frontages down the side streets where commercial activity already exists, such as Palmer Ross, Grose and Fennell Streets.

RECOMMENDATIONS:

- The location of defined Active street frontages should be extended to connect a network of heritage items and places throughout the interface areas.
- Pedestrian activity should be encouraged, particularly in the streets that intersect with northern Church Street and the riverbank.

4.2.14 Potential negative impact arising from treatment of Views

Important views have been identified as part of this study in the interface areas. Views may relate not only to spires and towers, but also to reflections in the river.

Views along main streets of sky

Views at the termination of a street within an interface area should not end abruptly with a tower, instead an open sky view should be maintained.

Views along the Parramatta River

The Parramatta River affords a unique series of views as it bends throughout the Parramatta CBD. The view of the river itself, and also the views along it are important within the context of the Parramatta CBD, in particular the views from and towards the historic Lennox Bridge. The still nature of the river makes it particularly susceptible to reflections from adjacent tall buildings, and these may have the unintentional effect of reducing clear sky reflections along this important view corridor.

Views from historic properties

A number of historic properties exist in the interface areas. Much consideration is given in planning in an attempt to consider views *towards* these properties, but equal consideration should be given to views *from* the site, particularly in the context of housing. The setting of a property can be significantly diminished by inappropriate adjacent development. The examples below of views both to and from the “Judge’s House” in Kent Street Sydney show this effect clearly.



Figure 42: Views to and from the Judges House, 531 Kent Street Sydney.

(Source: <http://sydney-eye.blogspot.com.au> and HAA))

RECOMMENDATIONS:

- Compile a Parramatta CBD register of views that must be preserved.
- Views both to and from any adjacent heritage item must be considered as part of any development

4.2.15 Potential negative impact on Clay Cliff Creek

A specific study of the Clay Cliff Creek should be made in order to save and fully interpret this creek basin within the newly-developed Parramatta CBD.

The basin of the Clay Cliff Creek is

- The basis of the alignment of street grids historically along its entire length
- A conduit of water under, on and above ground
- A conduit of ventilation through the Parramatta CBD
- The only natural landscape feature of the core of the southern Parramatta CBD
- The obvious pedestrian cross route from Parramatta west to the Parramatta River

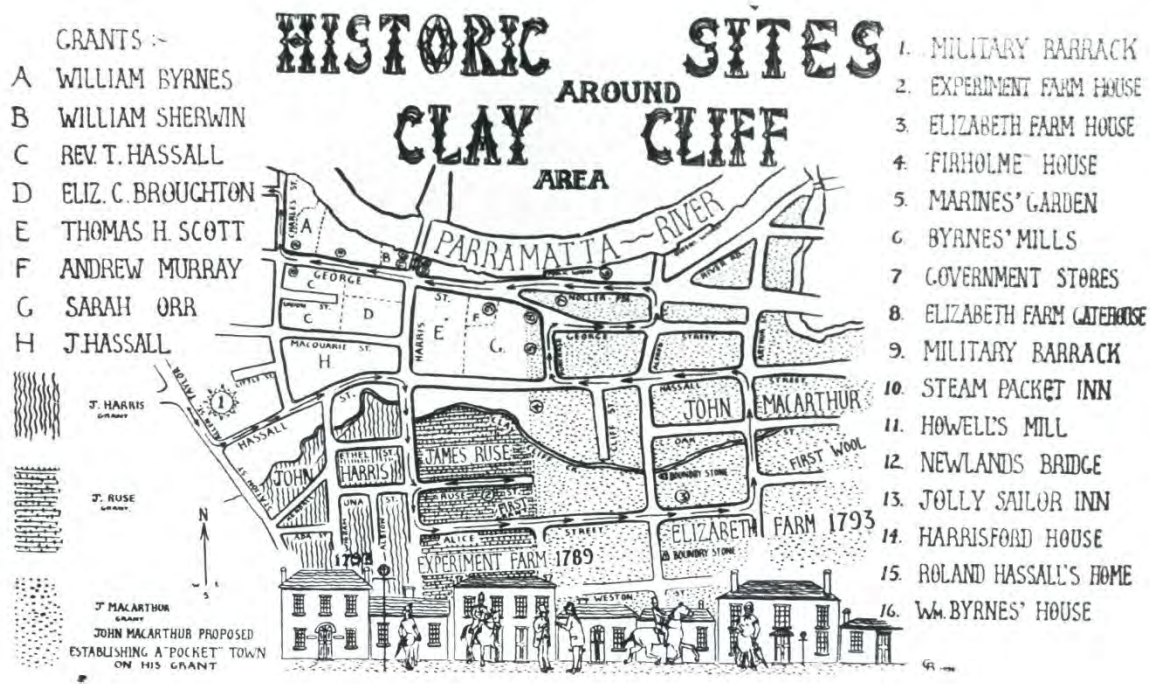


Figure 43: Clay Cliff Creek is of major historic value within the interface areas.

(Source: Parramatta Heritage Centre, Clay Cliff Creek, Historic Sites, LSP00433, <http://arc.parracity.nsw.gov.au/the-river-foreshore-parramatta/>)

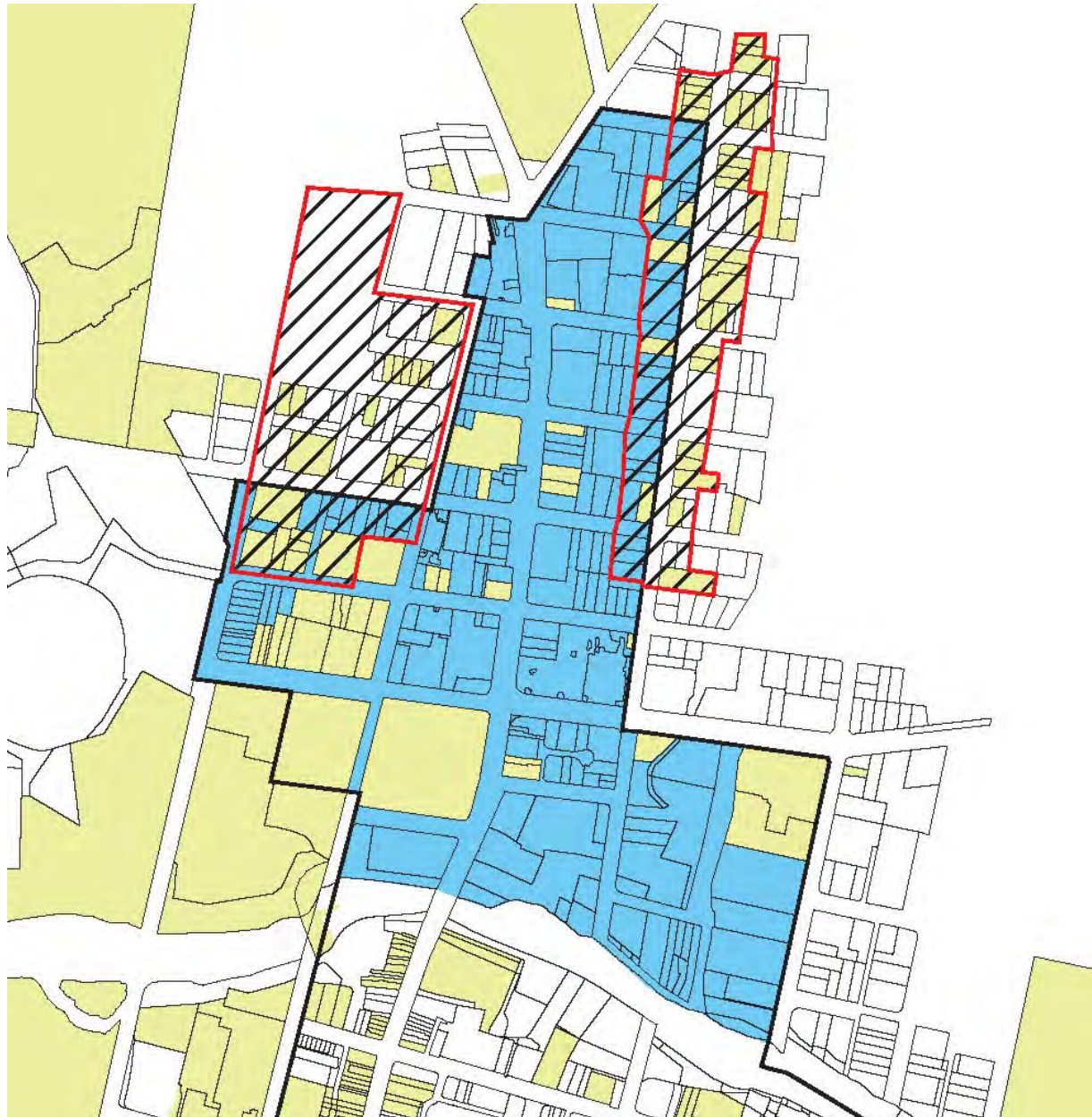
RECOMMENDATIONS:

- Clay Cliff Creek should not be built over
- The alignment of Clay Cliff Creek should be fully expressed in new adjacent development, regardless of height or scale
- Clay Cliff Creek should be made a publically accessible corridor of land adjacent to the creek, with a view towards using the creek as a connecting element between existing green spaces in the city.

5.0 Special Interest Area Analysis

Based on field work and understanding of the historic development of the City, the following thirteen special interest areas are defined. Each is mapped and described, and a statement made about what type of area it is. There follows a discussion of the impacts on heritage in and adjacent to the precinct. Recommendations to address that impact in the Planning Proposal are collected at the end of each interface area.

5.1 North Parramatta Interface Area



-  Heritage Conservation Area
-  Interface Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary



North Parramatta Interface - Existing FSR



North Parramatta Interface - Existing Height



North Parramatta Interface - Base FSR



North Parramatta Interface - Base Height



North Parramatta Interface - Incentive FSR



North Parramatta Interface - Incentive Height

The map shows the following street names and bus stop locations:

- Harvard Street** (top edge)
- Albert Street** (top edge)
- Harold Street** (top edge)
- Fenwick Street** (top edge)
- Grove Street** (top edge)
- Elm Street** (top edge)
- Victoria Road** (middle edge)
- Palmer Street** (middle edge)
- Small Street** (middle edge)
- Leimont Street** (middle edge)
- Middle Avenue** (middle edge)
- Phillips Street** (bottom edge)

The bus stops are numbered 1 through 6, with 1 and 2 located near the top, 3 and 4 near the middle, and 5 and 6 near the bottom.

- Special Interest Area 1: The linear nature of a ridge road and commercial street
- Special Interest Area 2: Public Square at an important intersection and meeting place
- Special Interest Area 3: An institutional precinct
- Special Interest Area 4: The banks of a river
- Special Interest Area 5: A tree lined street of suburban character
- Special Interest Area 6: The grounds of a church and an historic marker

Special Interest Area 1: Church Street North



Figure 45: Special Interest Area 1, Church Street North
(Source: HAA)

The Main Street Special Interest Area links the two parks at each end of Church Street. The character of the street extends into the surrounding side streets.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary



Figure 46: Church Street North (Source: HAA)

a) Boundaries

Church Street, between Victoria Road and Pennant Hills Road

b) Description

A car-dominated commercial centre for North Parramatta, with a variety of building types and sizes unified only by a major roadway and bookended by two historic parks. There is a mixture of historic single or two storey masonry shops, with some 1990s commercial developments. Earlier development steps up the hill. Each end of the precinct has recently been transformed (bookended) by high rise residential towers. Varying street width (4-6 lanes) and footpath dimensions change the character of the road as it rises to the north. Some trees line the verges. The road has a wide character due to the predominantly low buildings on each side and occasional plantings of mature Eucalyptus trees. It is buffered to the east and west by distinct conservation areas.

c) Typology Statement

A ridge road, a Main Street in a town linked but distinct from the Parramatta (southern) CBD and the summit of all surrounding streets. It is a main street with a series of crossroads.

d) Proposed Planning Controls (2016)

Proposed controls for the precinct involve an incentive uniform FSR of 6.0 and unlimited height. These proposals are likely to lead to very tall buildings in the middle of the precinct, notably around the cluster of heritage items between Fennell and Grose Streets. Development in these areas should be considered more sensitively, with redevelopment of the Fennel Street carpark also likely to impact the setting of heritage listed items to the south.

e) Heritage Priorities

This area includes six individual listed items, but contains a large number of old (if modified) buildings. It retains its street alignment, subdivision patterns and some sandstone kerbing. Some heritage items are close by in side streets.

The Planning Proposal creates tall commercial and residential buildings forming a built-up CBD in this area. It is important for the new tall developments not to create a walled canyon to Church Street that narrows it and disengages it from its surrounding residential streets and the parks at the top and bottom.

Some heritage items have been compromised by later intrusive additions that have impacted upon their street presence. The removal of these intrusive additions should be encouraged in any future development.

The heritage priorities for this area include:

- Recover the grain of the original subdivision patterns
- Preserve in built form the incline or ascent of Church Street
- Bring height towards the centre of the precinct, close to Church Street, rather than towards its edges that abut conservation areas
- Prioritise corner relationships with the ridge road, permitting long views at each corner towards heritage conservation areas at the next corner



Figure 47: Some heritage items retain their street prominence (left), while others have been compromised by later intrusive additions (right) (Source: HAA)

f) Impacts on Heritage

Subdivision Patterns

Amalgamation of lots is an inevitable outcome of the Planning Proposal. These developments threaten the essential historic grain or scale of the Precinct by eroding the subdivision patterns in Special Interest Area 1.

While tower podiums may reduce the impact of a development on an adjacent heritage building, the building of a long, linear podium can have a jarring effect on the sense of rhythm in the street. Linear podiums also reduce the sense of a gradual incline that is an important element of this street.

Direction of Amalgamation of lots

The direction in which amalgamations occur will have a strong potential impact on heritage. Corner sites play an important role in this precinct, as they connect a busy, ridge road with more suburban side streets. Amalgamation of lots should not “widow” or “sandwich” heritage items, and corner lots should not be “surrounded” as a result of amalgamation.



Figure 48: Subdivision patterns and the sense of an incline within the street are often not reflected when sites are amalgamated (Source: HAA)

Height

The taller development should be located along Church Street. This will lessen the impact of form on the side streets that lead to conservation areas.

Views

The two Important views at the North and South of the precinct that focus on the cemetery and Prince Alfred Square should be preserved. They are at risk of being obscured or reduced at the point where Church Street bends. They can be preserved merely by being careful with building set back.

Views from Church Street down side streets, particularly Grose and Fennel Streets, should be preserved by limiting the height of building at the corners. Existing setbacks should be enforced.



Figure 49: The view from Church Street towards Conservation Areas should be considered (Source: HAA)

Overshadowing

Limit overshadowing of adjacent conservation areas.

Balanced Streets

Church Street is at present a balanced street in terms of building heights and setbacks, although some recent developments and the presence of some large undeveloped lots has reduced this impact in certain sections of the precinct. Whilst respecting existing heritage listed buildings, the location of new towers should consider the street balance in terms of height on opposite sides of Church Street.

Isolated Heritage Items

Special Interest Area 1 contains six isolated heritage items, three of which are located on corner sites. Appropriate measures should be taken in any future amalgamations and the design of developments to return the character and setting to a street and reconnect isolated heritage items with their context.

Large sites

A number of large sites (currently used as carparks) exist within Special Interest Area 1, all of which represent potential areas of large scale development. Any development should place the bulk of its height near the ridge road to help the buffering effect on adjacent conservation areas.

Active Street fronts

Active street frontages should be extended into the side streets. This is particularly warranted in the more southern areas of the precinct where commercial tenancies extend down these streets.

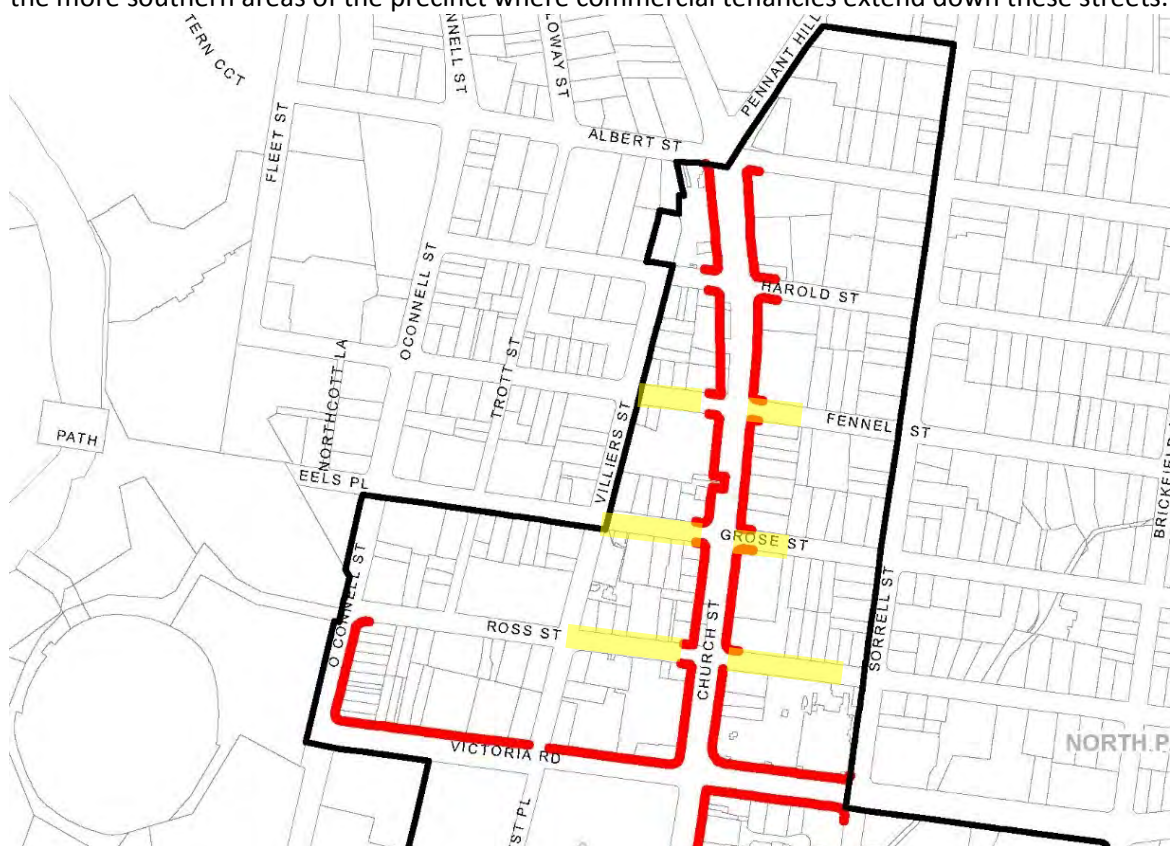


Figure 50: Parramatta CBD Planning Proposal Active Street Frontages Map with HAA overlay showing proposed additional active street frontages in yellow. (Source: CPC with HAA overlay)

Special Interest Area 2: Prince Alfred Square



Figure 51: Special Interest Area 2, Prince Alfred Square
(Source: HAA)

Prince Alfred Square has a major civic role at the junction of Church Street and Victoria Road. Diagonal pathways through the park mean that it has four distinct street frontages. It is of high heritage significance and has recently been considered for listing on the State Heritage Register.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary



Figure 52: Prince Alfred Square

(Source: HAA)

a) Boundaries

Victoria Road, Church Street, Marist Place and Market Street

b) Description

Located on the site of Parramatta's first gaol (1797), second gaol (1804), first female factory (1804) and a village green or square from 1837 onward, the square is a rare example of the early Public Parks Movement in NSW dating from c.1888 and planted in a formal style, it provides a meeting point between the commercial centres of Parramatta and North Parramatta.¹⁶

An intact representative example of a square or public park layout from the Victorian era, embellished in the Edwardian, inter-war and post-war eras, it has several civic features (clocks, memorials, and bandstand) and significant plantings. It looks out on and it is the setting for several historic buildings and the Catholic precincts. Diagonal pathways mean that different zones of the park open to different streets, with different effects. The northern quadrant of the park is generally the least utilised, being located nearer to the high traffic volume of Victoria Road, however the entire park is utilised for events such as Parramatta Winterlight.

c) Typology Statement

A central formal civic park.

d) Proposed Planning Controls (2016)

A site specific Planning Proposal was gazetted (amending the PLEP 2011) on 22 July 2016 resulting in an amendment to the PLEP 2011 of a maximum FSR of 4.8:1 and a maximum height

¹⁶ Heritage Council of NSW: Notice of intention to consider listing on the State Heritage Register of Prince Alfred Square, 18/04/2017

of 49m on the corner of Villiers Street and Victoria Road, opposite Prince Alfred Square. This amendment will have a potentially negative impact upon solar access to the Prince Alfred Square Special Interest Area.

The Parramatta CBD Planning Proposal recommends an Incentive FSR of 6:1 and an Incentive Height determined by solar access provision, that being providing solar access on 21 June between 12.00 and 14.00. The provision of sunlight, particularly during the middle of the day, is of paramount importance to this public park. There should be no further increase in height or FSR.

e) Heritage Priorities

The Park is an important connection space between the river and North Parramatta. Large scale development is proposed for the north and east perimeters of the park. The Planning Proposal correctly includes specific controls to protect the amount of sunlight into the park in the middle of winter. However, these controls are minimal and only the southern half of the park- that with a full cover of trees – is guaranteed sun.

New developments must address the park, and not back on to it as is the case of the Riverside Theatre.

f) Impacts on Heritage

Views



Figure 53: Views of the obelisk and church spires against the sky backdrop from Prince Alfred Square
(Source: HAA)

Views to Prince Alfred Square should be preserved from all locations where they currently exist at street level. To meet this requirement, future buildings on Victoria Road will require extra but not large setbacks.

Views of the spire of St Patrick's Cathedral against a clear sky background must be retained from all parts of the square. Views looking east to the memorial obelisk and the spire of the former congregational church in Church Street must retain their present clear sky background.

Overshadowing

Overshadowing of Prince Alfred Square should be limited as far as possible, particularly during the middle of the day when it may be used at lunchtime. The square has a distinct planting pattern that means that the southern side of the park is shaded by existing trees. The northern side of the square should therefore be provided with as much direct sun as possible.

Street Elevations

New adjacent development must in its design consider the Square and its being seen from the square.

Development at the corner of Villiers Street and Victoria Road

A proposal exists for the redevelopment of the site at 8-12 Victoria Road and 2A Villiers Street. Height and bulk are inevitable as a result of approved FSR and Height controls for the site. Any development in this location should locate height towards Church Street, as this is the dominant main street in this location. Height should not be placed on Villiers Street. Any proposal should seek to increase the maximum solar access to Prince Alfred Square, above and beyond the current planning controls.

Special Interest Area 3: Institutional (Catholic) Special Interest Area

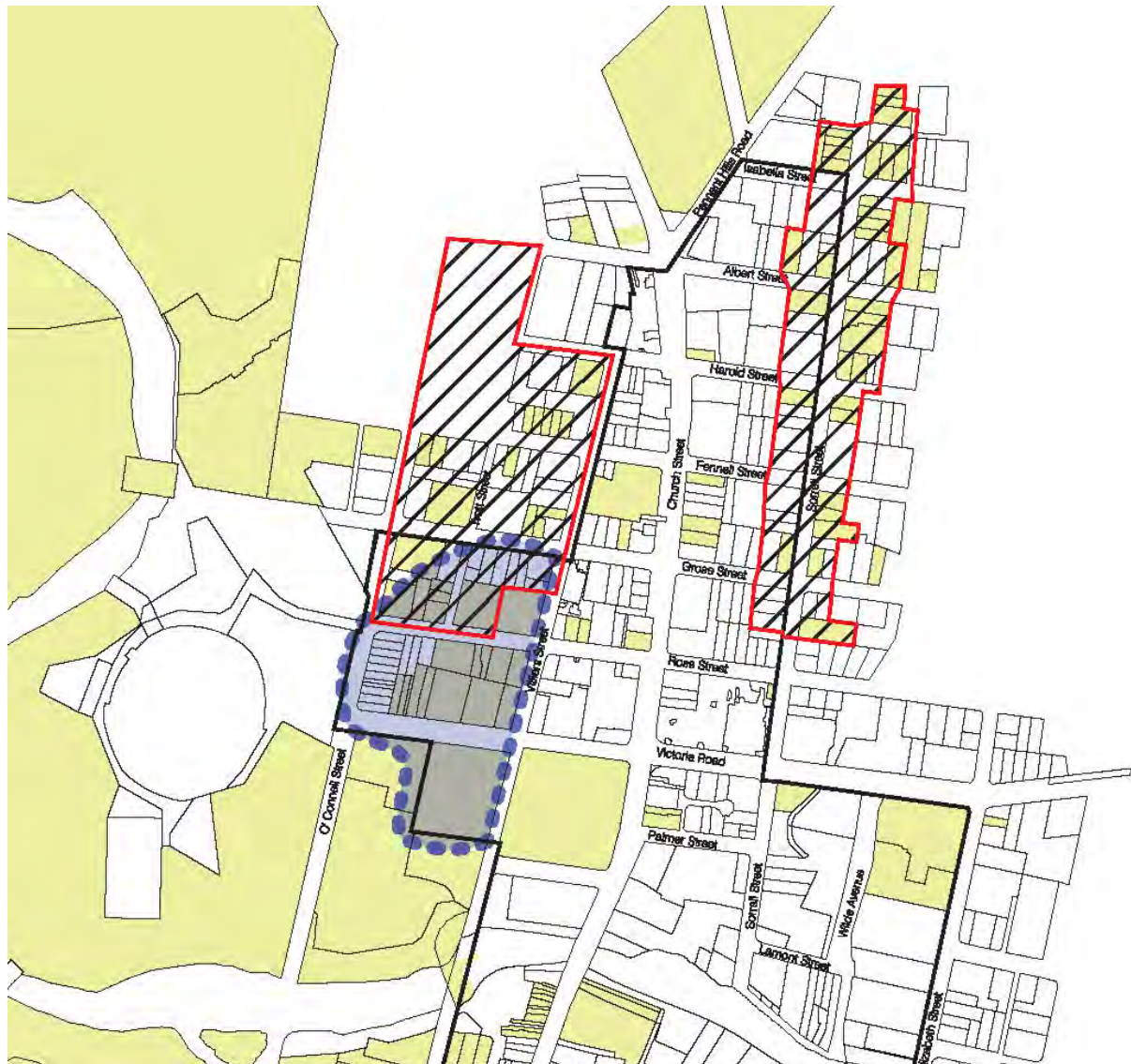


Figure 54: Special Interest Area 3, Institutional (Catholic) Special Interest Area

(Source: HAA)

The Catholic Special Interest Area extends across three street blocks and has a number of building types that are predominately educational, fenced in a compound resulting in a unified area.

-  Heritage Conservation Area
-  Special Interest Area
-  Heritage Item
-  Parramatta Planning Proposal CBD Boundary



Figure 55: St Patrick's Cathedral

(Source: HAA)

a) Boundaries

Marist Place/Villiers Street, Grose Street, Trott Street, Ross Street, O'Connell Street and Victoria Road

b) Description

Three blocks all related to the education and worship of the Catholic Church. It contains imposing, historic buildings of civic character, set within landscaped, gated precincts.

c) Typology Statement

An identifiable institutional precinct formed as a series of fenced compounds

d) Current Planning Controls

Current FSR and height limits are low and have afforded an appropriate scale of development within the context of the Cathedral and Prince Alfred Square.

e) Heritage Priorities

Almost the whole of this precinct is listed as heritage items, and is adjacent to the boundary of the World Heritage and State Heritage listings of Parramatta Park and the Old Government House. It is therefore not possible to have tall development in the non-heritage listed allotments in the precinct that would not have a major impact on the precinct.

School expansion may impact upon the setting of some surrounding single storey housing because of size and bulk. Although not individually listed, Nos. 9-19 Grose Street form an