



Heritage Impact Statement

20-22 Macquarie Street, Parramatta

July 2015

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Executive Summary

Urbis has been engaged by Schiavello Constructions NSW Pty Ltd to prepare the following Heritage Impact Statement to assess the heritage impacts of the planning proposal for 20-22 Macquarie Street Parramatta. Although the subject site is not a heritage item it directly adjoins a heritage item to the north and east and is in the vicinity of numerous heritage items along the nearby Church Street and the archaeological site opposite the site on the southwest corner of Macquarie and Marsden Streets. The site also falls within an area identified as sensitive and within important view corridors of Old Government House and the Domain.

The extant site building was constructed in 1964 in the late 20th century International style, to the design of Stafford, Moor and Farrington, Architects and Town Planners. It was built as the Parramatta headquarters of the Australian Mutual Provident Society (AMP) and has been variously used for commercial and institutional uses. The building is not a listed heritage item and is not required to be retained.

The subject proposal has therefore been assessed with regard to the heritage items in the vicinity and with consideration for significant views. The proposal has been assessed against the relevant controls and provisions contained within the Parramatta City Centre Local Environmental Plan 2007 and the Parramatta Development Control Plan 2011 as well as the *Development in Parramatta City and the Impact on Old Government House and Domain's World and National Heritage Listed values, Technical Report* as set out in section 6.

The subject planning proposal has been supported on heritage grounds and has been recommended to Council for approval (section 7).

1 Introduction

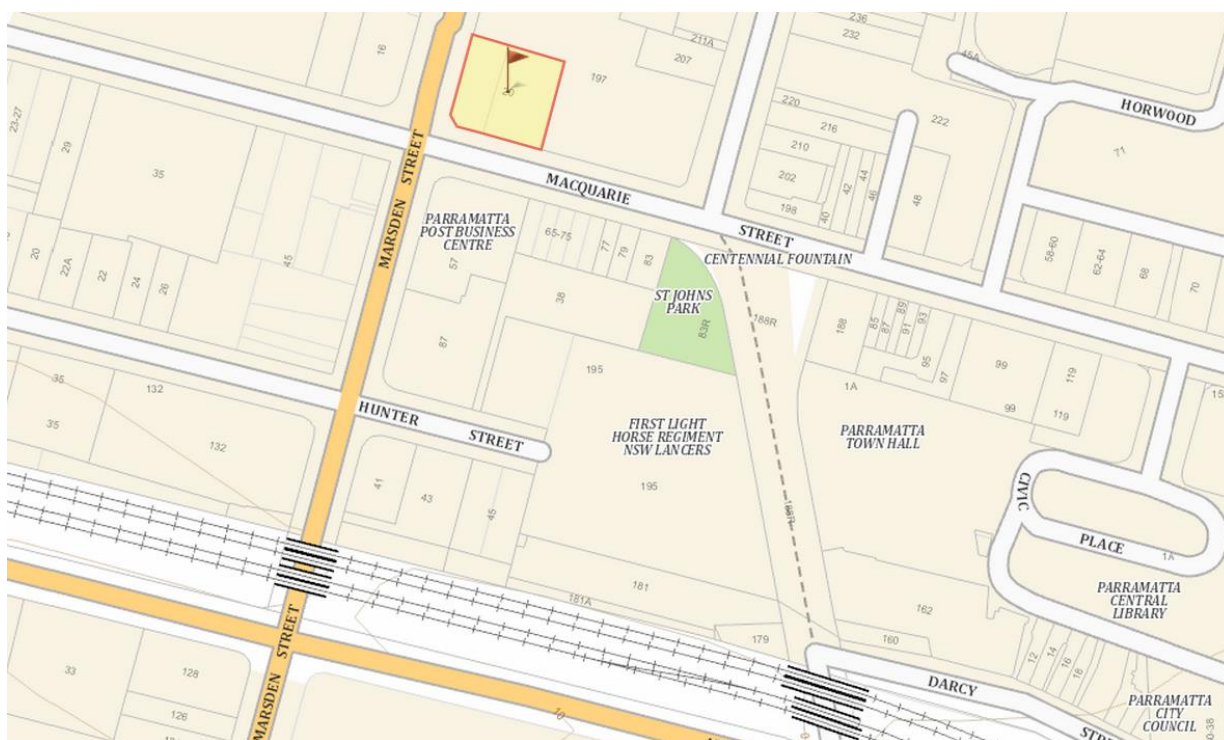
1.1 BACKGROUND

Urbis has been engaged by Schiavello Constructions NSW Pty Ltd to prepare the following Heritage Impact Statement. The subject site falls within the area covered by the Parramatta City Centre LEP 2007. Although the subject site is not a heritage item it directly adjoins a heritage item to the north and east and is in the vicinity of numerous heritage items along the nearby Church Street. The site also falls within an area identified as sensitive and within important view corridors of Old Government House and the Domain and therefore possible impacts on these aspects also need to be considered.

1.2 SITE LOCATION

The subject site comprises two lots, Lot 1 DP 503651 and Lot 1 DP 501663, and has a street address of 20-22 Macquarie Street, Parramatta. (Figure 1). The subject site is located on the north western corner of the intersection of Macquarie Street and Marsden Street, in the Local Government Area (LGA) of Parramatta. The building has ground floor frontage to both Marsden and Macquarie Streets.

FIGURE 1 – 20 MACQUARIE STREET PARRAMATTA NSW 2124 INDICATED



SOURCE: SIX MAPS 2015

1.3 METHODOLOGY

This Heritage Assessment has been prepared in accordance with the NSW Heritage Branch guideline 'Assessing Heritage Significance' (2001). The philosophy and process adopted is that guided by the *Australia ICOMOS Burra Charter* 1999 (revised 2013).

The proposal has been assessed against the relevant controls and provisions contained within the Parramatta City Centre Local Environmental Plan 2007 and the Parramatta Development Control Plan 2011 as well as the *Development in Parramatta City and the Impact on Old Government House and Domain's World and National Heritage Listed values, Technical Report*.

1.4 THE PROPOSAL

The building is subject to a planning proposal to support an LEP Amendment to the Parramatta City Centre LEP 2007 controls as they apply to the site. It is proposed to demolish the extant building on the site, and construct a new tower of approximately 190m (48 storeys), comprising a podium of active retail, café/ restaurant and entertainment uses, several levels of commercial floorspace and a residential component including the provision of approximately 273 units.

A heritage impact statement is required to assess the proposal's impact on the surrounding listed heritage items.

1.5 AUTHOR IDENTIFICATION

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

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

2 Site Description

2.1 THE SUBJECT SITE

Parramatta is a suburb and major business district located in Greater Western Sydney, 23 kilometres west of the Sydney central business district on the banks of the Parramatta River.

The subject site at 20 Macquarie Street Parramatta is located on the north east corner of the intersection with Marsden Street. The subject site comprises two lots, Lot 1 DP 503651 and Lot 1 DP 501663, and has a street address of 20-22 Macquarie Street, Parramatta. The building presents a seven storey frontage to Macquarie Street and a single storey frontage to Marsden Street, with street frontage of 34m and 36m on Marsden Street and Macquarie Street respectively. The building has no basement.

FIGURE 2 – 20 MACQUARIE STREET PARRAMATTA NSW 2124 INDICATED IN RED



SOURCE: SIX MAPS 2015

The building was constructed in 1964 in the late 20th century International style, to the design of Stafford, Moor and Farrington, Architects and Town Planners. It was built as the Parramatta headquarters of the Australian Mutual Provident Society (AMP) and has been variously used for commercial and institutional uses. The building is cubiform in overall shape and consists of a steel and concrete curtain wall construction with alternating glazed and tiled spandrels forming strong horizontal lines. External sun control devices have been integrated into the northern side of the building. The western façade comprises an extruded stair core, finished in pre-cast concrete panels, with small square aluminium framed windows.

There is a flat cantilevered awning to Macquarie Street ground floor and similar on Marsden Street. The entrance to the building features large steel framed windows and polished granite clad pillars. Internally the ground floor consists of a lobby entrance from both Macquarie and Marsden Streets which has been modified to accommodate retail spaces and includes stairs to the upper levels and two lifts.

FIGURE 3 – THE SUBJECT SITE



PICTURE 1 – THE SOUTHERN MACQUARIE STREET FRONTAGE



PICTURE 2 – THE WESTERN MARSDEN STREET FRONTAGE AND VIEW OF THE NORTHERN CURTAIN WALL FAÇADE



PICTURE 3 – THE WESTERN FAÇADE



PICTURE 4 – DETAIL OF THE SOUTHERN AND WESTERN FAÇADE

FIGURE 4 – MACQUARIE STREET FAÇADE DETAIL



PICTURE 5 – DETAIL OF THE TILED AND GLAZED SPANDRELS TO THE SOUTHERN FAÇADE OF THE BUILDING

The upper floors are essentially symmetrical with a service core at each end of the building including toilets, stairs and lifts linked by a central corridor. Open plan office space is located on either side of the corridor accessing natural light from the windows that span the entire length of the building.

The Marsden Street frontage includes a single storey loading dock and retail/office space. The interior has been variously modified for the various commercial and retail fitouts.

FIGURE 5 – LOBBY AND RETAIL ENTRIES



PICTURE 6 – LOBBY ENTRANCE ON MACQUARIE STREET



PICTURE 7 – CAFÉ ENTRANCE ON THE CORNER

FIGURE 6 – INTERNAL VIEWS – THE LOBBY



PICTURE 8 – LIFT LOBBY



PICTURE 9 – THE ORIGINAL STAIRCASE IS RETAINED

2.2 STREETScape CONTEXT AND HERITAGE ITEMS

Although the subject site is not a heritage item it directly adjoins a heritage item to the north and east and is in the vicinity of numerous heritage items including:

- 197 Church Street Shop and potential archaeological site Lot 1, DP 710335 State Listed Item No.11
- 134–140 Marsden Street Archaeological site Lot 1, DP 953138, Lot 1, DP 1079113, Lots 1 and 2, DP 213184, Lot 1, DP 61073, Lot 1, DP 539968, Lots 101, 102 and 103, DP 785428, Lots A, B and C, DP 82967 Local Item No. 135

Church Street forms the main spine of the CBD and also incorporates several heritage items.

FIGURE 7 – STREETSCAPE VIEWS AND NEIGHBOURING HERITAGE ITEMS



PICTURE 10 – VIEW SOUTH DOWN MARSDEN STREET



PICTURE 11 – MACQUARIE STREET VIEW WEST (WITH THE SUBJECT SITE AT RIGHT)



PICTURE 12 – VIEW WEST ALONG MACQUARIE STREET TOWARDS THE SUBJECT SITE AND SHOWING THE ADJOINING HERITAGE LISTED SHOP AT 197 CHURCH STREET (PRESENTLY OCCUPIED BY THE ALLANS MUSIC STORE)



PICTURE 13 – HERITAGE ITEM AT THE CORNER OF CHURCH AND MACQUARIE STREETS



PICTURE 14 – VIEW NORTH ALONG CHURCH STREET



PICTURE 15 – V BY CROWN SITE AT THE SOUTHWEST CORNER OF MACQUARIE AND MARSDEN STREETS, AT 134–140 MARSDEN STREET ARCHAEOLOGICAL SITE



PICTURE 16 – COMMERCIAL DEVELOPMENT OPPOSITE THE SITE ON THE NORTHWEST CORNER OF MACQUARIE AND MARSDEN STREETS

3 Historical Overview

3.1 AREA HISTORY

Parramatta was the second township to be laid out in New South Wales after that of Sydney. Both were planned by Surveyor General Augustus Alt, however the plan at Sydney was not successfully adopted as settlement continued to follow the Tank Stream and the routes already established. By contrast, at Parramatta, the original town plan survives and remains recognisable¹. The main avenue of the town in Parramatta was one mile long and 205 feet wide, running in a straight line from the landing place or wharf to Government House on the rising ground. Circa 1792 plans indicates the widths of the streets and shows Main or High (now George) Street crossed by two streets, namely Bridge (now Pitt) Street, and Cross or Church Street. To the south of Main Street and parallel to it is South Street or Back Row (now Macquarie Street).²

The subject site has been identified in the Archaeological Zoning Plan of Parramatta which indicates that the site was developed as early as 1792 with 2-3 convict huts which are also shown on a subsequent 1804 plan. These are generally regarded as impermanent structures.

FIGURE 8 – PLAN WITH APPROXIMATE SITE LOCATION INDICATED C. 1792



SOURCE - C.1792 PLAN OF THE TOWN OF PARRAMATTA, MITCHELL LIBRARY, BONWICK TRANSCRIPTS, BOX 36 (PUBLIC RECORDS OFFICE, LONDON, C0.700.4) (AS CITED IN THE PARRAMATTA AZP MAP 2C

Parramatta outgrew its definition as a "gaol town", as it began being settled by emancipists and an increasing number of free settlers. The process of free settlement commenced as early as March 1791, when small blocks of land, varying between 30 and 140 acres, were granted to James Ruse, Robert Webb, William Reid, and Phillip Schaffer in the vicinity of Parramatta. By 1800 a total of 19 town leases had been granted to individuals, the majority of whom were members of the New South Wales corps, prominent civil servants or churchmen, with a further 55 leases granted within the town by 1809. Most of these allotments were located along the principal streets, George, Church and Macquarie Streets, and represent the first major infringement of the town centre previously occupied by convicts.³

¹ Edward Higginbotham & Paul-Alan Johnson (Maps). The Future of Parramatta's Past. An Archaeological Zoning Plan, 1788-1844 Volume 1. 1989 (Reprinted 2010) pg 7

² Ibid 8

³ Ibid 9-10

Industrial businesses set up in Parramatta included blacksmiths, which later turned into engineering firms such as that of the Ritchie family; millers such as Henry Harvey and the Byrnes Brothers; tanneries, brick kilns and tweed mills (also run by Byrnes Brothers). Parramatta's continuing role as a retail centre with many stores was reflected in the number of newspapers issued at Parramatta and the major banks that were established in Parramatta included the Commercial Banking Co of Sydney (1861) and Bank of New South Wales (1874).⁴

A suburbanisation boom from the 1870s onwards created satellite towns in areas such as Harris Park and Granville although most residents still patronised Parramatta for major purchases or professional services. More intense development pressures within Parramatta forced some manufacturers to shift to outer areas on 'green field' sites. Parramatta also emerged around this time as a holiday or honeymoon destination, a function it retained into the 1910s.⁵

Major stores commenced by local entrepreneurs included Erby's, Rawlinson's and the well-known Murray Brothers. WR Murray and EN Murray combined their businesses in 1884 and expanded. In 1889, they built new multistorey premises which dominated Church Street. By the 1930s, Sydney-based chain stores such as McIlraith's, Moran & Cato and Nock & Kirby were entering Parramatta and pushing out local firms. Grace Brothers opened its new Parramatta store on 5 April 1933 and Murray Brothers expanded into new purpose-built premises on a new site at the corner of Macquarie and Church Streets. Industrial development spread east along Parramatta River and to the south in the 1920s into what was then the Municipality of Granville.⁶

Municipal amalgamation forced by the state government in 1948 permitted Parramatta to absorb the municipalities of Granville, Dundas, Ermington and Rydalmere. Vigorous commercial redevelopment commenced in the 1950s, as commercial offices entered the Parramatta central business district, diversifying its former retail focus. The process was hastened by zoning and the need for regional headquarters for firms serving western Sydney, which had boomed after World War II. Today Parramatta is a major business and commercial centre, and the second largest CBD in the State of New South Wales.⁷

3.2 SITE HISTORY

As detailed above, the subject site was developed as early as 1792 with 2-3 convict huts which are also shown on a subsequent 1804 plan. These are generally regarded as impermanent structures.

The land was then granted to Henry Harvey, a baker by trade. He was transported for seven years, arriving on the Malabar in 1819.

On receiving his ticket of leave in 1825, Harvey built a shop and house in Church Street, North Parramatta and alongside it a bakery. Determined to become a man of property, he erected a 'neat row of houses' on land in George Street, acquired land in Smith Street and built the steam mill to process his own flour. In the late thirties, he purchased a number of lots in the Marsden Estate.⁸ The 1844 plan shows the approximate site, with a smaller lot on the corner, occupied by H. Harvey and E. Hunt, with the remainder of the site occupied by Harvey and Thorn. Both sites are developed (refer to Figure 9).

⁴ Kass, T 2008 Parramatta Dictionary of Sydney [electronic resource]

⁵ *ibid*

⁶ *ibid*

⁷ *ibid*

⁸ Parramatta Heritage Centre Harvey's Mill by Geoff Barker 8 Oct 2014 [electronic resource]

FIGURE 9 – C.1844 PLAN SHOWING THE SITE OCCUPIED BY H HARVEY



SOURCE: BROWNRIGG, W. M. 1844. PLAN OF THE TOWN OF PARRAMATTA AND THE ADJACENT PROPERTIES, M4 811.1301/1844/1

Adjoining the subject site to the east, St John's School on the north-west corner of Church and Macquarie Streets, Parramatta, was built in 1858 by local builders James Houison and Nathaniel Payten, replacing an original timber building erected in 1810. The school was later known as St. John's Grammar School. It closed in 1900 and the sandstone buildings were demolished c1924-1925.⁹ The school was replaced by a two storey Inter-War stripped classical store of stuccoed brickwork (this is the heritage item pictured at Figure 7 picture 12 above). The building was constructed as commercial premises associated with the notable Murray brothers retailers in 1925.

It was during this period that the Police Office or Court House was built (1837-1840) on the corner of Church and Macquarie Streets, together with other institutions necessary for the functioning of the market town and administrative centre.

The School of Arts was constructed on the subject site in 1885 and designed by architect P Rowe.¹⁰ It replaced the original School of Arts, established in Parramatta 1850, located near the corner of Macquarie Street and Smith Street. The historic School of Arts building with its 10,000 book library was estimated to, be worth more than £60,000 when acquired by Parramatta city Council in June 1961.¹¹

⁹ Historic Houses Trust images collection 2015 [electronic resource]

¹⁰ The Sydney Mail and New South Wales Advertiser 21 March 1885:627

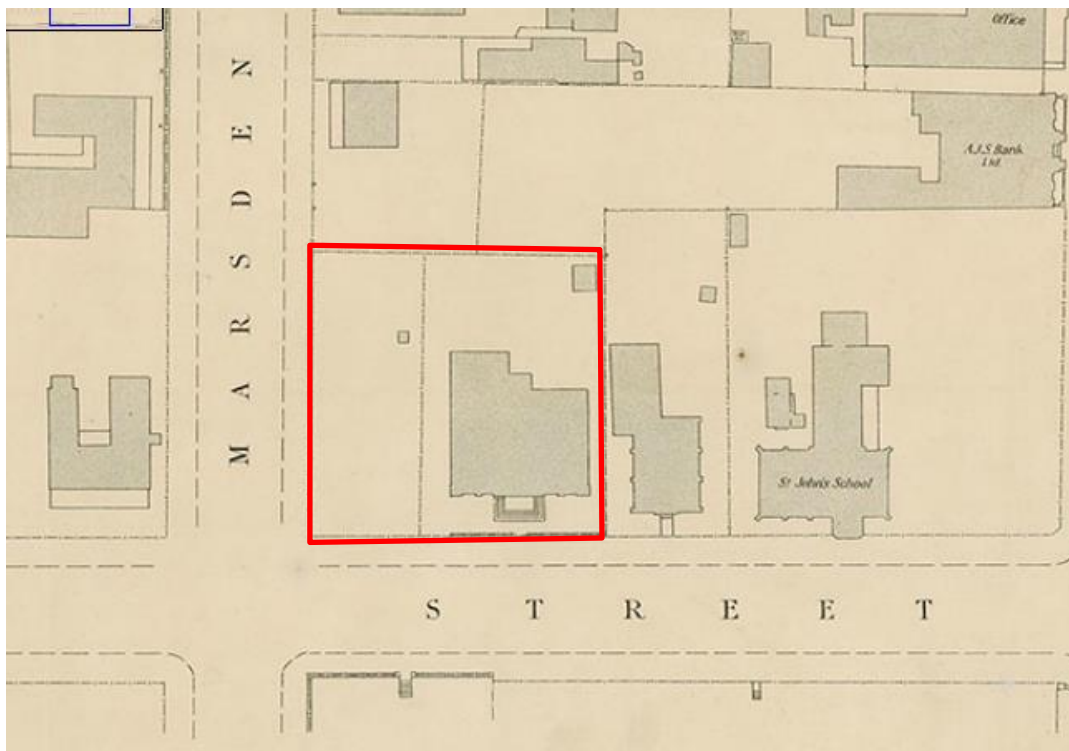
¹¹ The Cumberland Argus 21 June 1961:1

FIGURE 10 – THE SCHOOL OF ARTS CA. 1880S CONSTRUCTED ON THE CORNER OF MACQUARIE AND MARSDEN STREETS



SOURCE: PARRAMATTA HERITAGE CENTRE IMAGE NO. P0549563L

FIGURE 11 – 1895 PLAN SHOWING THE SCHOOL OF ARTS BUILDING ON THE SUBJECT SITE



SOURCE – NSW DEPARTMENT OF LANDS PARRAMATTA SERIES – STATE LIBRARY NSW-SHEET 21 1895

Development on the westernmost portion of the subject site (previously occupied by Hunt and Harvey Figure 9) was demolished in the latter part of the 19th century and remained vacant until after 1895. It was later noted as a doctor's residence, likely redeveloped around the turn of the 20th century (refer aerial view at Figure 12) .

FIGURE 12 –1943 AERIAL WITH THE SUBJECT SITE INDICATED



SOURCE: RTA FROM THE SKIES - AERIAL PHOTOGRAPHS OF SYDNEY IN 1943

Parramatta Council sold the School of Arts site in 1961 to the Australian Mutual Provident Society (AMP) to fund the Council Library. The adjoining allotment on the immediate corner of Macquarie and Marsden Streets was then used as a doctor's residence which AMP purchased in 1961.¹²

In April 1962, the Cumberland Argus reported that the 'Australian Mutual Provident Society will construct a six-storey 'skyscraper' in Parramatta, to house its divisional headquarters'. At the time of construction it was the highest building in Parramatta, accommodating 350 workers. The £500,000 steel and concrete structure, when completed, was the society's largest divisional headquarters building in Australia, outside capital cities. It was designed by Stafford, Moore and Farrington who designed a number of notable buildings in Sydney including the The Carslaw Building at the University of Sydney.¹³ AMP officially opened the building on the 13 January, 1964 by the Mayor of Parramatta H M Collie.¹⁴

¹² Parramatta Heritage Centre records accessed via email 2 June 2015

¹³ The Cumberland Argus 21 June 1961:1

¹⁴ Parramatta. 'Our New Building' Amicus, April 1964: 12

FIGURE 13 – AMP BUILDING 20 MACQUARIE STREET PARRAMATTA ARTIST'S IMPRESSION 1962



SOURCE: THE CUMBERLAND ARGUS 21 JUNE 1961

As of September 2013 the sole owner of the subject building at 20-22 Macquarie Street Parramatta in Quinlen Pty Ltd¹⁵

The building is currently leased by a number of small businesses including retail restaurant and café and professional services such as accountants and business offices as well as optical counselling and medical rooms.

3.3 DATE OF CONSTRUCTION

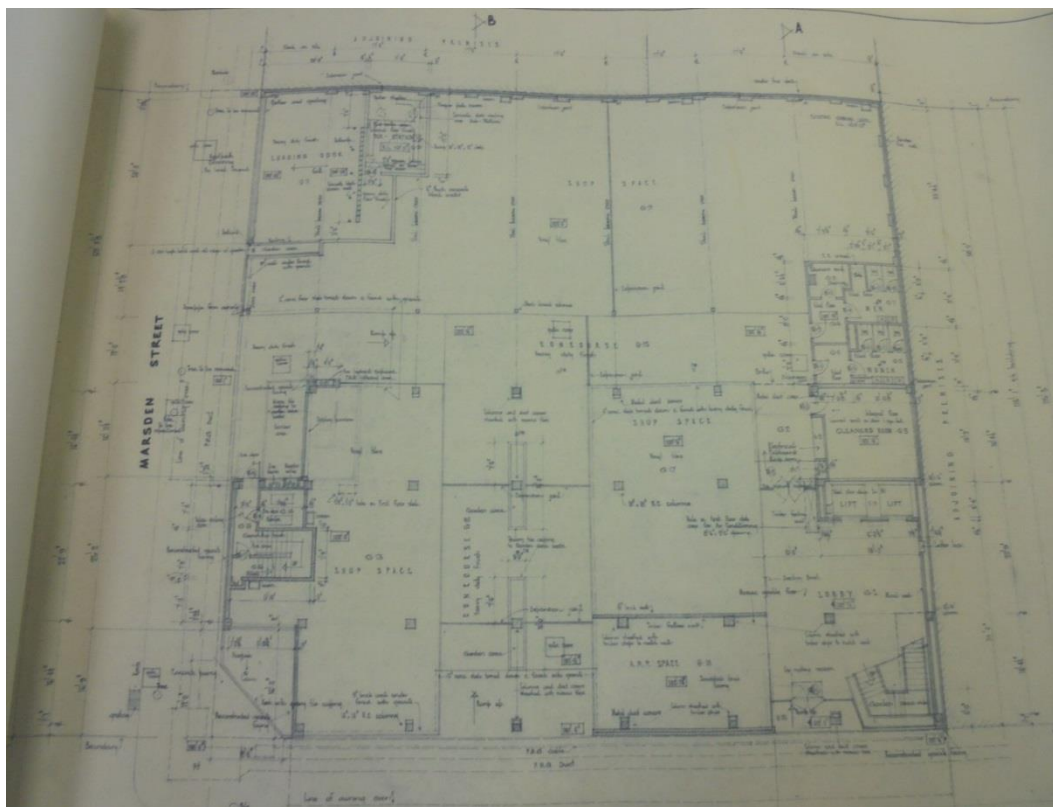
The AMP purchased both Lots 1 of Deposited Plan (DP) 503651 and Lot1 of DP 501663 and the building began construction in 1962, was completed in 1964. The architects were Stafford, Moor and Farrington, Architects and Town Planners.¹⁶

The following 1961 architectural working drawings were viewed at Parramatta Heritage Centre 9 June 2015.

¹⁵ RP Data 20 Macquarie Street [electronic resource] accessed 23 June 2015.

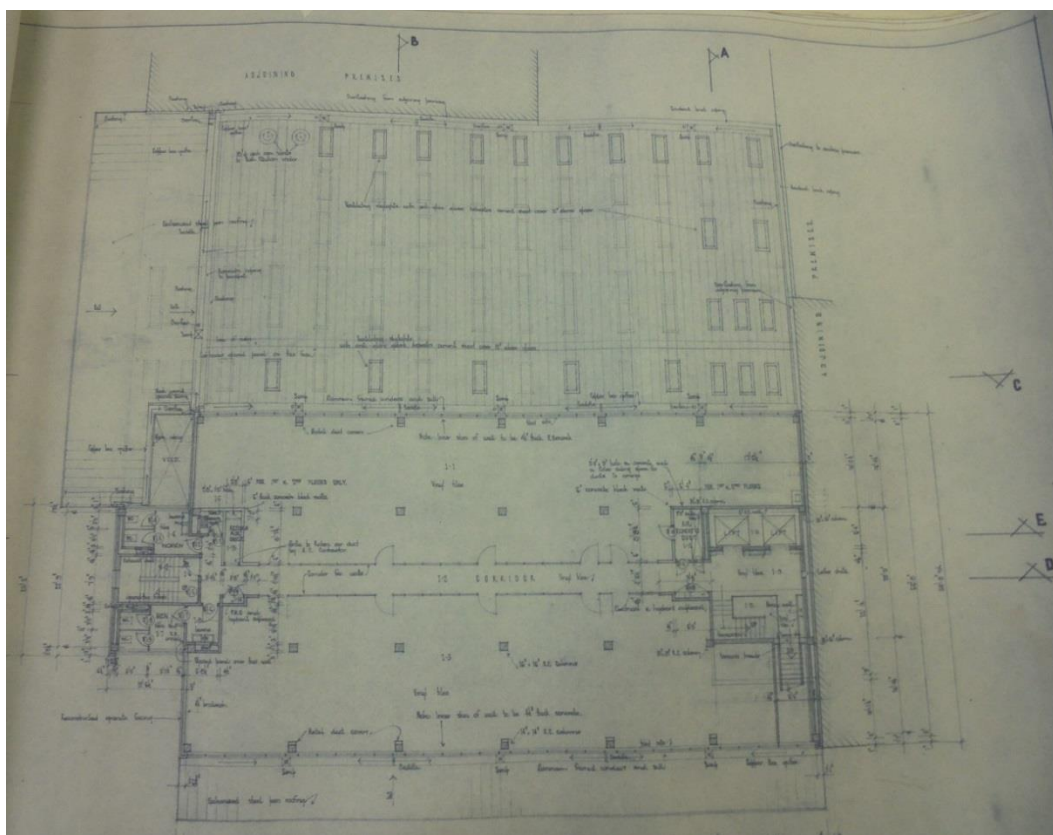
¹⁶ Parramatta Heritage Centre records accessed via email 2 June 2015

FIGURE 14 – FLOOR PLANS OF THE BUILDING



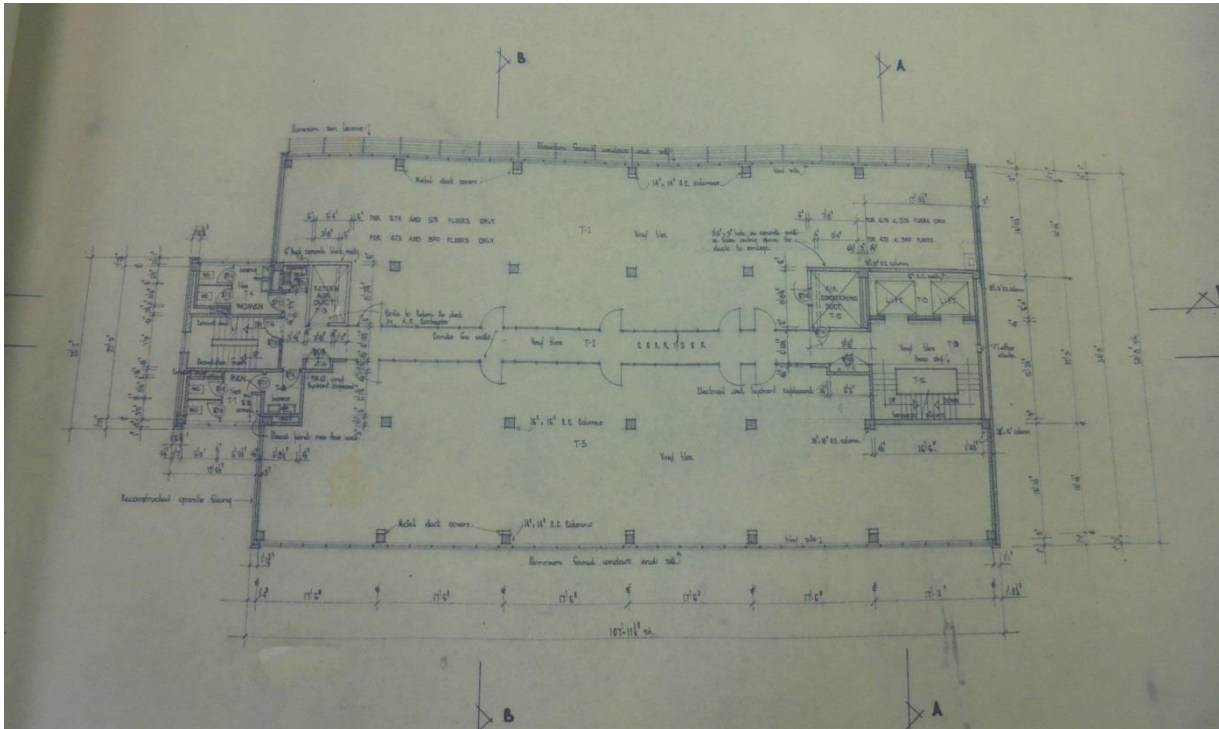
PICTURE 17 – GROUND FLOOR PLAN

SOURCE: PARRAMATTA HERITAGE CENTRE 2015



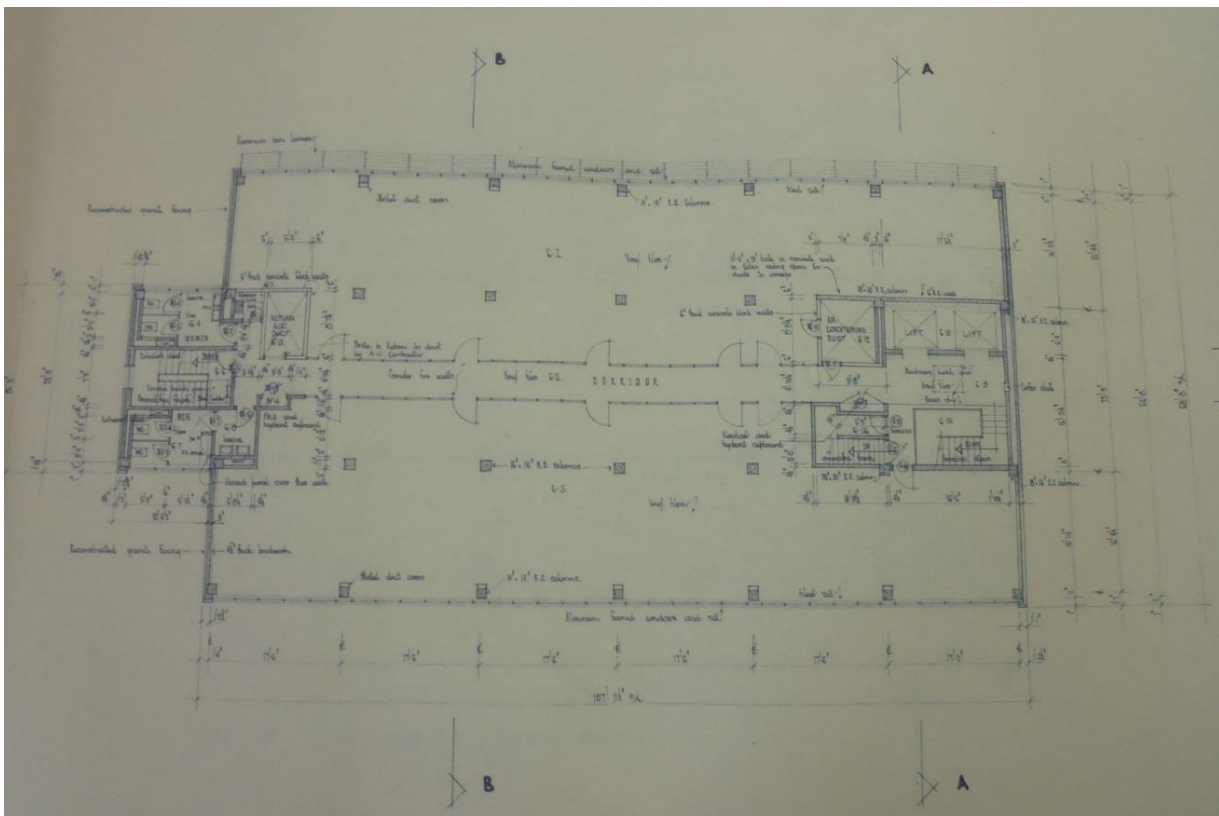
PICTURE 18 – FIRST FLOOR PLAN

SOURCE: PARRAMATTA HERITAGE CENTRE 2015



PICTURE 19 – TYPICAL FLOOR PLAN

SOURCE: PARRAMATTA HERITAGE CENTRE 2015

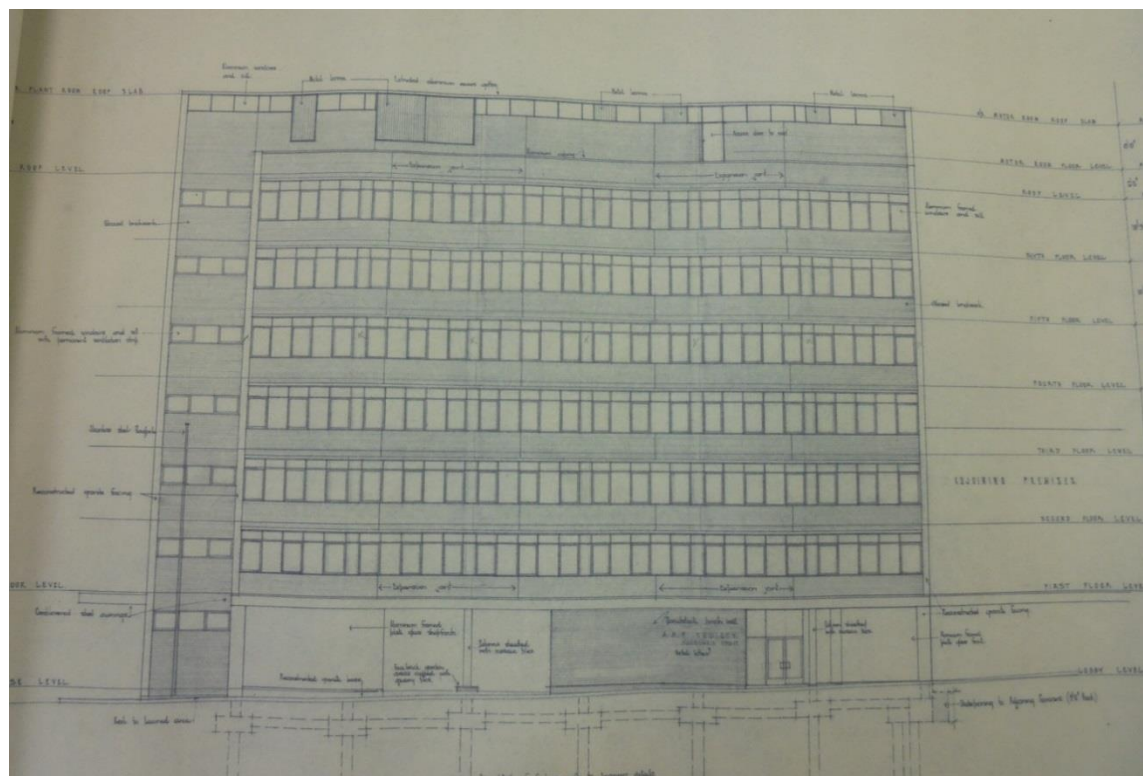


PICTURE 20 – SIXTH FLOOR PLAN

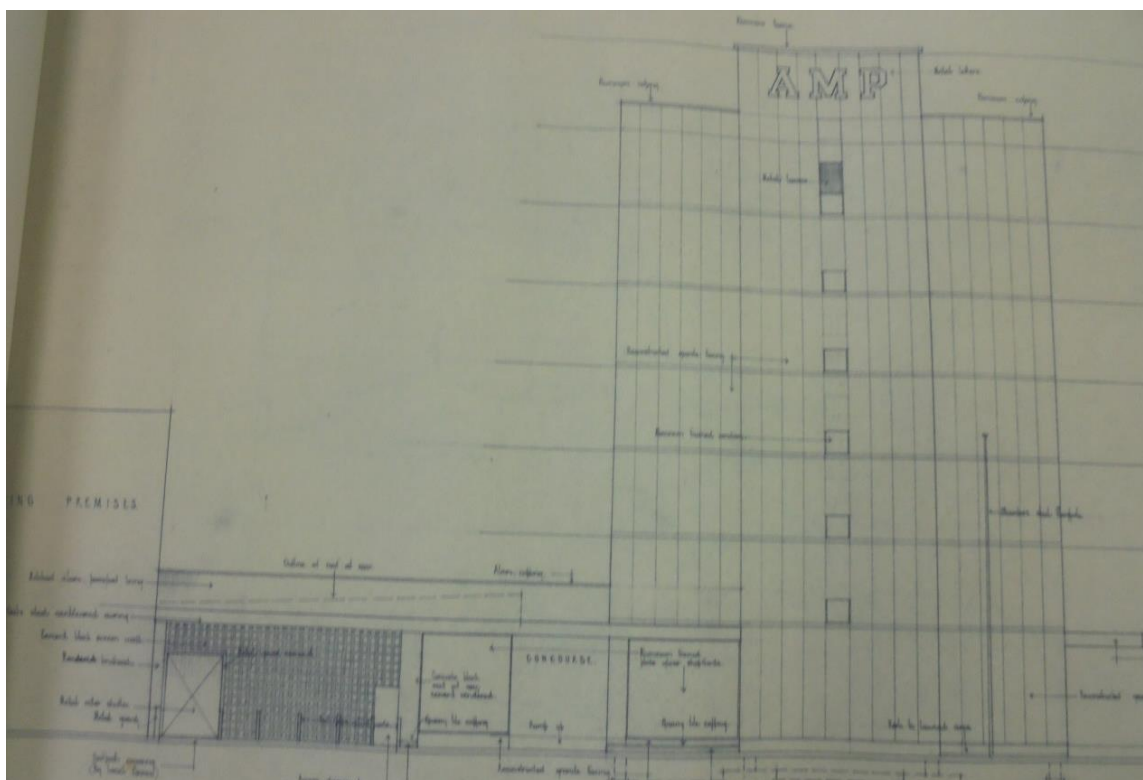
SOURCE: PARRAMATTA HERITAGE CENTRE 2015

[illegible]

SOURCE: PARRAMATTA HERITAGE CENTRE 2015



SOURCE: PARRAMATTA HERITAGE CENTRE 2015



PICTURE 23 – MARSDEN STREET (WEST) ELEVATION

SOURCE: PARRAMATTA HERITAGE CENTRE 2015

3.4 SITE DEVELOPMENT, CHRONOLOGY AND OWNERSHIP

TABLE 1 – CHRONOLOGY OF EVENTS, SALES AND DEVELOPMENT ON SUBJECT SITE

ITEM/ EVENT	DATE
The site was developed with 2-3 convict huts	1792
Henry Harvey, Baker granted land in Macquarie Street and constructs a house.	1825-30
The School of Arts building was constructed on the subject site	1885
The School of Arts building was acquired by Parramatta City Council and sold to AMP in the same year. The school of Arts building is demolished. The adjoining corner lot (then occupied by a doctors residence) was also purchased by AMP at this time, and demolished.	June 1961
Completion of the AMP office building.	1964

On 24 September 2013 Quinen Pty Ltd became the sole owner of 20 Macquarie Street Parramatta¹⁷

¹⁷ RP Data 20 Macquarie Street [electronic resource] accessed 23 June 2015.

4 Significance

4.1 WHAT IS HERITAGE SIGNIFICANCE?

Before making decisions to change a heritage item, an item within a heritage conservation area, or an item located in proximity to a heritage listed item, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise a place's heritage values – why it is important, why a statutory listing was made to protect these values.

The subject site is not a listed heritage item so the significance of the item has not been assessed. However, the following statements of significance are provided for buildings in the vicinity of the subject site and inform the heritage impact assessment. The statements of significance have been sourced from the Office of Environment and Heritage Inventory.

4.2 STATEMENTS OF SIGNIFICANCE

4.2.1 197 CHURCH STREET (SHOP AND POTENTIAL ARCHAEOLOGICAL SITE)¹⁸

Building at 197 Church Street is of local significance for the Parramatta area for historical and aesthetic reasons and as a representative example of Inter-War period Stripped Classical architectural style building that demonstrates the commercial role of Parramatta in the twentieth century. The building is a related place to a number of buildings associated with the Murray Bros, being a former major department store of this group. Today, it is an important element of the streetscape in Church Street, contributing strongly to the townscape. The site has potential to contribute to an understanding of early urban development of the area.

4.2.2 134-140 MARSDEN STREET (HUNTER STREET CORNER)¹⁹

The Parramatta Historical and Archaeological Landscape Management Study (PHALMS)²⁰ assesses this Archaeological Management Unit as having no current archaeological research potential. The subject area contains a multi-storey office building on the corner of Hunter and Marsden Streets and a three-storey office building in the adjacent allotment. There are basement levels to this development.

This area was marginal to the early town centre. It was developed as a residential area throughout the nineteenth century, and as part of the commercial centre of Parramatta during the late twentieth century. The physical archaeological evidence within this area is unlikely to include features which have potential to yield information relating to major historic themes and current research questions.

Archaeological evidence at this site is likely to be totally removed. This AMU has no archaeological significance.

4.3 HISTORICAL ARCHAEOLOGICAL CONTEXT

An overview of the history of the subject site has been provided in Section 3. Based on this assessment, the subject site appears to have been subject to several phases of occupation, the earliest of which commenced in the 1790s. Subsequent phases of development have resulted in the construction and demolition of a number of buildings, including Harvey's house (1830?) and the School of Arts Building (1885) as well as a former residence (c.1900).

¹⁸ Office of Environment and Heritage:
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2240108>

¹⁹ Office of Environment and Heritage:
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2243186>

²⁰ Golden MacKay Logan Pty Ltd & the NSW Heritage Office 2000

The current building was completed in 1964 and does not have a basement, although it does have lift shafts on the eastern side of the building. During foundation works for the current building coins dated 1816 and 1880 were found by workmen excavating among the convict-built foundations.

4.4 ASSESSMENT OF HISTORICAL ARCHAEOLOGICAL POTENTIAL

The PHALMS identifies the site as AMU 2908 which is assessed as;

This AMU has no current archaeological research potential.

The area was part of the early township and is associated with the early convict occupation of Parramatta. It developed as part of the commercial centre of the town. The subject area has little or no potential to contain intact subsurface deposits. The construction of the existing building on the site would have significantly disturbed any archaeological deposits in this area. This AMU has no archaeological significance.²¹

Based on the history of the site, as well as the fact that there were archaeological relics on the site during the 1960s, we have determined that there is a moderate potential for historical archaeological material to be present on site. If present, archaeological material is most likely to be uncovered in areas that have not been subject to extensive redevelopment such as the northern portion of the site which is occupied by a one storey building. The foundations required for the construction of the multistorey portion of the site are likely to have required extensive ground disturbance.

If present, archaeological material on site will most likely be in the form of sub-surface structural remains associated with former buildings, such as the School of Arts, Harvey's building as well as occupational deposits associated with earlier phases of use and development. It is less likely for less substantial items to survive such as sheds, convict houses and fences due to their reasonably ephemeral nature. Relics associated with the convict occupation of the site would be of State significance.

Appropriate recommendations and mitigation measures for the management and further investigation of potential historical archaeological material have been provided in Section 7.

4.5 ASSESSMENT OF SENSITIVE VIEWS

A further consideration for the subject site is that it falls within an area of important view corridors of Old Government House and the Domain and therefore possible impacts on these views need to be considered.

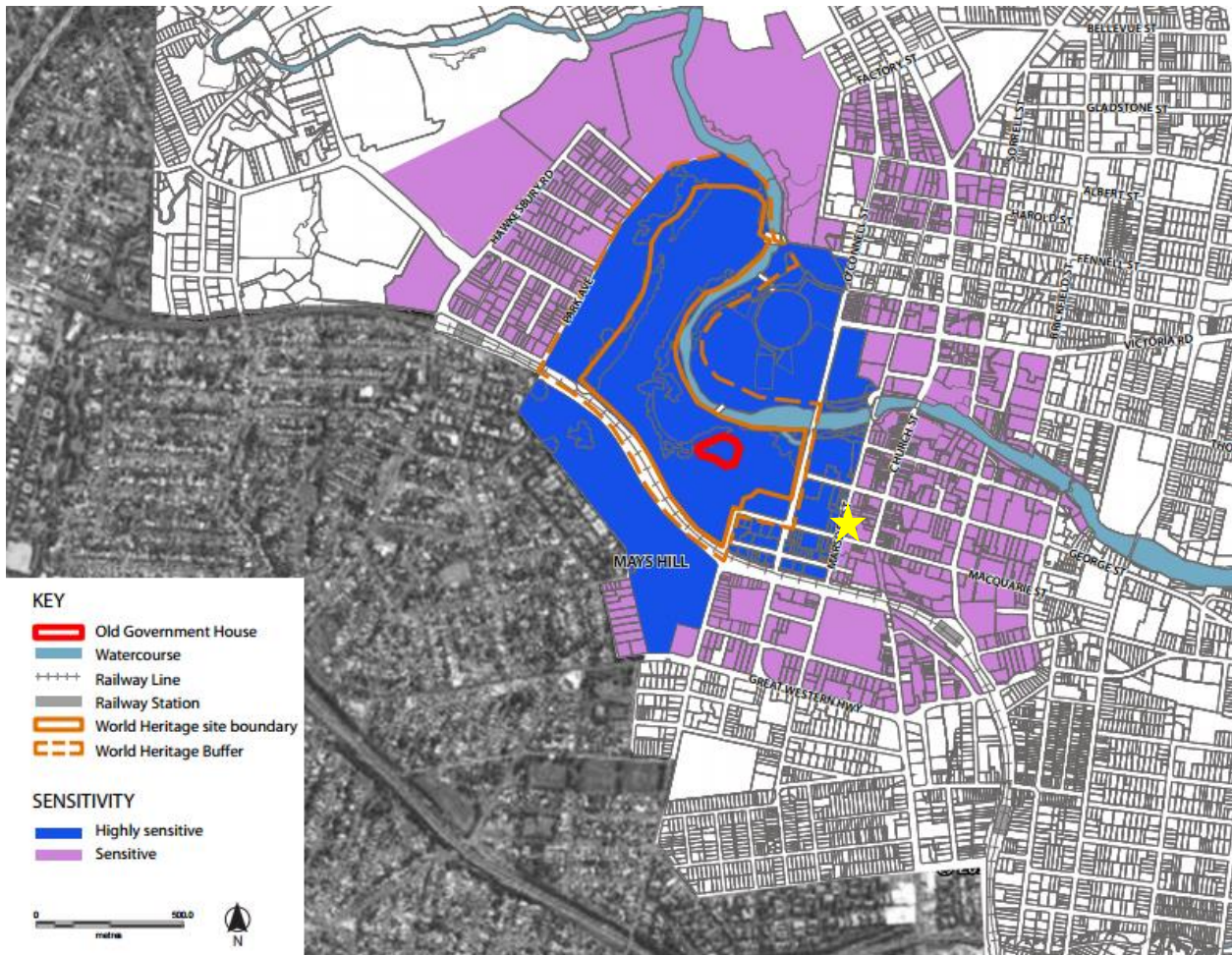
'Highly sensitive' areas of the city are those which are prominent within the 'foreground' of a view. These are the areas where details of built form are more pronounced and have a high risk of resulting in a significant impact upon the World and National Heritage values.

The subject site is located in an area which has been denoted as 'sensitive'²² (Figure 16) as visual impact reduces with distance. 'The 'sensitive' areas of the city are those areas which appear in the middle ground of a view, or which do not feature within an important view cone. Development in these areas may have some impact, but there is no risk of resulting in a significant impact upon the World and National Heritage values.

²¹ State Heritage Inventory OEH 2015

²² Old Government House Views and settings in Development of Parramatta City and the Impact on Government House and the Domain, Technical Report. P:79

FIGURE 16 – LOCATION OF THE SUBJECT SITE (YELLOW) WITHIN THE SENSITIVE AREA



SOURCE – OLD GOVERNMENT HOUSE VIEWS AND SETTINGS IN DEVELOPMENT OF PARRAMATTA CITY AND THE IMPACT ON GOVERNMENT HOUSE AND THE DOMAIN, TECHNICAL REPORT

5 Heritage Listings and Statutory Obligations

5.1 STATUTORY OBLIGATIONS

Works to the subject site may require particular approvals depending on the nature of proposed works. Key commonwealth, state and local legislation, plans, policies and programs and committees affecting the management of the place are described below.

Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (EPA Act) governs strategic planning and development assessment processes undertaken by State and Local Government in NSW. Development approval for works may be required under the Act.

It is necessary in most cases to submit a development application to the relevant Local Council (Parramatta) for permission to erect or alter a building, demolish a building; or change the use of an existing building. This does not apply to a building proposal defined as an 'Exempt Development'.

Approval is required under this Act for development at the subject site.

Heritage Act 1977

The Heritage Act is administered by the Office of Environment and Heritage. The purpose of the Heritage Act 1977 is to ensure cultural heritage in NSW is adequately identified and conserved.

Historical Archaeology

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

National Parks and Wildlife Act 1974

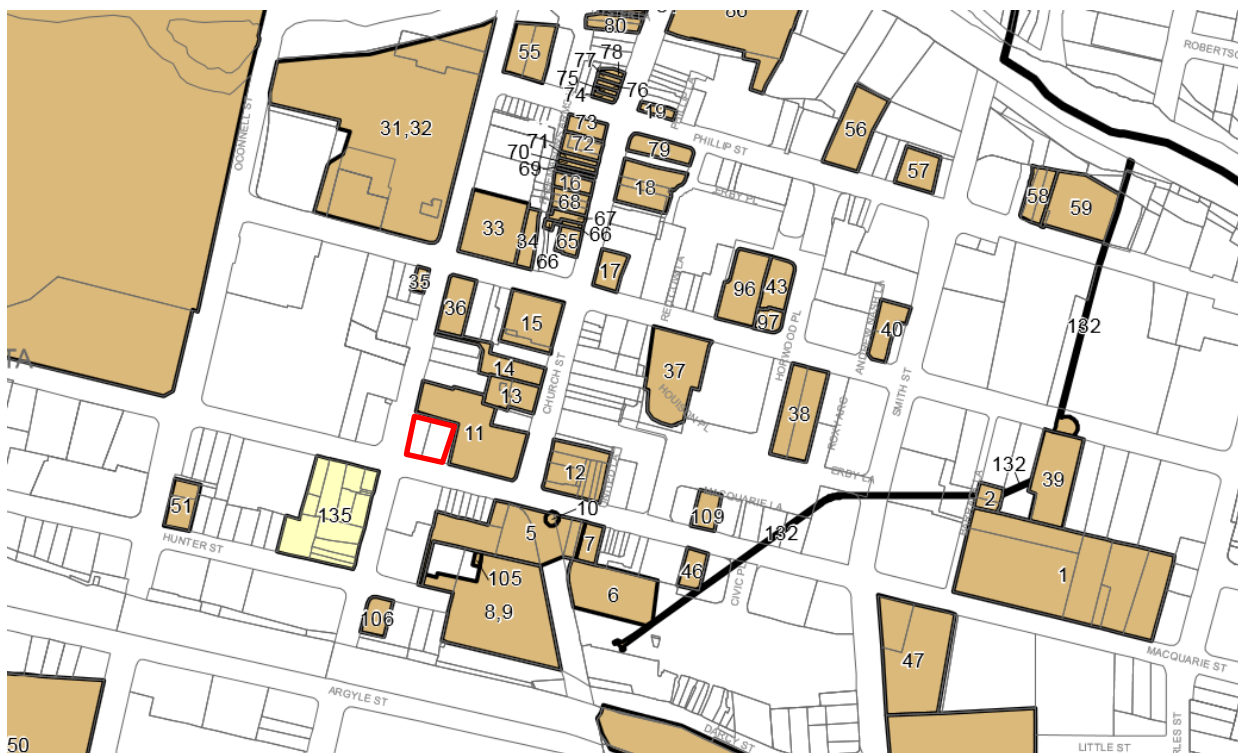
The *National Parks and Wildlife Act 1974* is administered by the Office of Environment and Heritage. Under the Act, the Director-General of the National Parks and Wildlife Service is responsible for the care, control and management of all national parks, historic sites, nature reserves, reserves, Aboriginal areas and state game reserves. State conservation areas, karst conservation reserves and regional parks are also administered under the Act. The Director-General is also responsible for the protection and care of native fauna and flora, and Aboriginal places and objects throughout NSW.

If Aboriginal objects and places are found, the National Parks and Wildlife Service must be informed under Section 91 of the Act and permits may apply under Section 90. Penalties apply for the destruction of Aboriginal objects and places, and the harm of any protected species. There are Interim Guidelines for Consultation associated with applications for permits under Section 90 of the Act.

Parramatta City Centre Local Environmental Plan 2007

This report assessed a planning proposal for the site at 20-22 Macquarie Street Parramatta. The subject site falls within the area covered by the Parramatta City Centre LEP 2007. Although the subject site is not a heritage item it directly adjoins a heritage item to the north and east and is in the vicinity of numerous heritage items (as outlined on the map below, subject site outlined in red).

FIGURE 17 – HERITAGE MAP WITH THE SUBJECT SITE INDICATED



SOURCE –PARRAMATTA CITY CENTRE LEP 2007 HERITAGE MAP

Part 35 of this LEP contains heritage provisions for the protection and management of heritage items. These provisions outline when consent is required, the potential requirements associated with any works that may potentially impact heritage items or places and the obligations of the consent authority. Some provisions for heritage items under Part 35 Parramatta City Centre LEP 2007 are set out in section 7 below.

Parramatta DCP 2011

DCP provisions have also been considered below.

5.2 MANAGEMENT PLANS AND GUIDELINES

Parramatta Historical Archaeological Landscape Management Study (PHALMS), Godden Mackay Logan and NSW Heritage Office 2000

An important resource document for managing these archaeological resources is the Parramatta Historical Archaeological Landscape Management Study (PHALMS), which is a comprehensive study of European archaeological resources in the Sydney Regional Environmental Plan No. 28 Primary Centre area. PHALMS includes an 'inventory sheet' for each Archaeological Management Unit (AMU) identified in the study. An AMU is an area of land which has similar archaeological potential and similar recommendations as to how archaeological issues should be managed. PHALMS is a significant aid to those preparing development applications within the study area as it indicates where archaeological resources are likely to survive. The PHALMS information is then used to determine the recommended management actions for these resources.

Development in Parramatta City and the Impact on old Government House and the Domain, and Domain's World and National Heritage Listed Values Technical Report 2013 Department of Sustainability, Environment, Water, Population and Communities

The aim of the document is to form planning and decision makers, and provide guidance for developers about where new building activity is likely to impact heritage values and how this may be appropriately managed.

The Report identifies documents and describes views and settings that are important with regard to the World and National Heritage listed values of Old Government House and Domain. In particular, it maps areas of sensitivity including a 'highly sensitive area' where development risks having a significant impact under the *Environment Protection and Biodiversity Conservation Act 1999*. The Report also suggests 'Future Development Guidelines' to assist in mitigating development impacts.

6 Impact Assessment

6.1 STATUTORY CONTROLS

6.1.1 LOCAL ENVIRONMENTAL PLAN

The proposed works are addressed in the table below in relation to the relevant clauses in the LEP.

TABLE 2 – RELEVANT LEP CLAUSES

CLAUSE	DISCUSSION
35 Heritage conservation (1) Objectives The objectives of this clause are: (a) to conserve the environmental heritage of Parramatta city centre, and (b) to conserve the heritage significance of heritage items and heritage conservation areas including associated fabric, layout, settings and views, and (c) to conserve archaeological sites and relics, and (d) to conserve places of Aboriginal heritage significance.	a) - b) The subject building is not a listed heritage item and is not required to be retained. The subject assessment therefore considers the proposal with reference to the noted heritage items in the vicinity, and primarily the adjoining heritage listed inter-war shop at 197 Church Street, to the east and north of the site. It is considered that the subject site does not contribute to the setting of the heritage item and reflects a later phase of redevelopment (later 20th century). While the proposed multi-storey tower is out of scale with the adjoining two storey heritage item, it is considered that the tower will not impact on the primary view to the principal Church and Macquarie Street corner of the item or impact on the primary setting or context of the item, which primarily responds to Church Street as a characteristic lower scaled heritage commercial precinct. The form of the tower has been modulated to mitigate impacts on the nearby Parramatta Square and associated heritage items, which has the added effect of reducing massing adjoining the heritage item. The proposed tower will form part of a backdrop of increasingly scaled development in the context of heritage items in Church Street and from Parramatta Park. The site is also noted as being in the vicinity of the 134–140 Marsden Street Archaeological site, however will not impact on this site, which is presently being redeveloped (V by crown site). c) –d) Based on the history of the site, as well as the fact that there were archaeological relics on the site during the 1960s, we have determined that there is a moderate potential for historical archaeological material to be present on site. If present, archaeological material is most likely to be uncovered in areas that have not been subject to extensive redevelopment such as the northern portion of the site which is occupied by a one storey

CLAUSE	DISCUSSION
	building. The foundations required for the construction of the multistorey portion of the site are likely to have required extensive ground disturbance. If present, archaeological material on site will most likely be in the form of sub-surface structural remains associated with former buildings, such as the School of Arts, Harvey's building as well as occupational deposits associated with earlier phases of use and development. It is less likely for less substantial items to survive such as sheds, convict houses and fences due to their reasonably ephemeral nature. Relics associated with the convict occupation of the site would be of State significance. Archaeological Assessment will form part of subsequent development applications for the site.
(2) Requirement for consent Development consent is required for any of the following: (a) demolishing or moving a heritage item or a building, work, relic or tree within a heritage conservation area, (b) altering a heritage item or a building, work, relic, tree or place within a heritage conservation area, including (in the case of a building) making changes to the detail, fabric, finish or appearance of its exterior, (c) altering a heritage item that is a building, by making changes to significant elements of its interior, (d) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed, (e) disturbing or excavating a heritage conservation area that is a place of Aboriginal heritage significance, (f) erecting a building on land on which a heritage item is located or that is within a heritage conservation area, (g) subdividing land on which a heritage item is located or that is within a heritage conservation area.	Consent is required for works as set out in part 2 (left). This Heritage Impact Statement has been prepared to assist the consent authority in their assessment of the subject planning proposal.
(4) Heritage impact assessment The consent authority may, before granting consent to any development on land:	The subject site is in the immediate vicinity of heritage items, specifically; the inter-war shop and archaeological site adjoining the site to the east at 197 Church Street, and the archaeological site opposite the site at the

CLAUSE	DISCUSSION
(a) on which a heritage item is situated, or (b) within a heritage conservation area, or (c) within the vicinity of land referred to in paragraph (a) or (b), require a heritage impact statement to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.	southwest corner of the Marsden and Macquarie Street intersections (134-140 Marsden Street). With consideration for the scale of the proposed tower, proximate heritage items, specifically the Bicentennial Square and adjoining buildings, the Centennial Memorial Clock and heritage items fronting Church Street, namely the Horse parapet facade and potential archaeological site at on the corner of Church and Macquarie Streets, Telstra House (former post office) at 213 Church Street and HMV (former Commonwealth Bank) at 215 Church Street are also considered. As detailed above, it is considered that the present site building does not contribute to the setting of the adjoining item or proximate heritage items and the proposed tower will form part of a backdrop of development in views to the nominated heritage items. Impacts of scale to the adjoining inter-war shop building are mitigated by the envelope of the tower which is modulated to reduce the massing of the tower form in views west behind the heritage item. Again it is noted that the item primarily responds to like development along Church Street, which is characterised late 19th and early 20th century largely commercial and retail development. This is reflected in the statement of significance in section 4.2.1 which states that the building: <i>is an important element of the streetscape in Church Street, contributing strongly to the townscape</i>. The proposed development will not impact on this. It is noted that the listed boundary of the adjoining heritage item wraps around the subject site to the north, with a 4 storey commercial building fronting Marsden Street. This building is a later 20th century construction and is not considered to be of heritage significance. The Marsden Streetscape is generally noted to be of a mixed character and includes some multi-storey late 20th century development.
(6) Archaeological sites The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order applies): (a) notify the Heritage Council of its intention to grant consent, and	Refer discussion in part 1: objectives, above.

CLAUSE	DISCUSSION
(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent. Note. Section 139 (1) of the Heritage Act 1977 provides that a person must not disturb or excavate any land knowing or having reasonable cause to suspect that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed unless the disturbance or excavation is carried out in accordance with an excavation permit.	
35A Historic view corridors The consent authority must not grant consent to development on land identified in the City Centre Development Control Plan as being within a historic view corridor unless it has taken into account the impact that the development may have on any such historic view corridor.	Views identified as significant within the DCP include view 5 and have been assessed below in the DCP section 4.3.3.4 Views and View Corridors. The subject site falls within an area of important view corridors of Old Government House and the Domain and therefore possible impacts on these views need to be considered. The subject site is located in an area which has been denoted as ‘sensitive’²³ (Figure 16) in the <i>Old Government House Views and settings in Development of Parramatta City and the Impact on Government House and the Domain, Technical Report</i>. ‘The ‘sensitive’ areas of the city are those areas which appear in the middle ground of a view, or which do not feature within an important view cone and where the visual impact reduces with distance. Development in these areas may have some impact, but there is no risk of resulting in a significant impact upon the World and National Heritage values, as determined in the Technical report. The technical report identifies several views of significance but the primary view considered herein is view 13: Macquarie Street. This refers to a western vista, terminating in the park and gatehouse and is considered to be of moderate significance, with the vegetated backdrop providing a visual connection to parkland beyond, and demonstrating historical relevance to Georgian town plan. The proposed development will not impact on this view or the interpretation of the Georgian town plan. The proposed tower will form part of a backdrop of increasingly scaled development in the context of heritage items in Church Street and from Parramatta Park.

²³ Old Government House Views and settings in Development of Parramatta City and the Impact on Government House and the Domain, Technical Report. P:79

6.1.2 DEVELOPMENT CONTROL PLAN

The proposed works are addressed in the table below in relation to the relevant provisions in the DCP.

TABLE 3 – DEVELOPMENT CONTROL PLAN

PROVISION	DISCUSSION
3.5 Heritage 3.5.1. General Objectives O.2 Retention and reinforcement of the attributes that contribute to the heritage significance of items, areas and their settings. O.4 Development that is compatible with the significance and character of the area.	O2 and O4). The present development is no a listed heritage item and makes no contribution to the setting of nearby heritage items and the proposed tower is in keeping with a contemporary overlay of development which is of a much larger scale and characterised by tall tower forms.
Siting An infill building adjacent to a heritage item should not precisely imitate its neighbour but use recognisable tools such as massing, scale, setback and orientation, details and materials, roof forms and coursing lines to complement adjacent heritage items.	The present site building shares no context or stylistic relationship to the adjoining heritage item and is only consistent in that they are both built to the street frontage. The proposed tower is consistent with this predominant streetscape alignment. The proposed tower is in keeping with a contemporary overlay of development which is of a much larger scale. This provision is considered more appropriate to a residential scale of development and mimicking detailing or materiality of the adjoining item may be tokenistic although detailed development of the podium interface should be considered in detailed design development.
Development near Heritage Items C.3 Where development is proposed that adjoins a heritage item identified in the Parramatta LEP 2011 or Parramatta City Centre LEP 2007, the building height and setbacks must have regard to and respect the value of that heritage item and its setting.	C3) The proposed tower maintains the predominant streetscape alignment to the street, with a podium base and setback narrow tower form. The podium and modulated form of the tower assist to break up the massing immediately adjoining the tower.
Existing Buildings C.4 Retain all buildings and structures that explain the history of the area and contribute to its significance.	C4) The extant building is a late 20th century commercial building, constructed in 1964 as the Parramatta Headquarters of AMP. The building does not reflect a significant phase of development, rather reflects the consolidation of sites and intensification for later commercial development. The building is not a listed heritage item and on that basis is not required to be retained.

PROVISION	DISCUSSION
New Buildings C.11 New buildings will need to respect and acknowledge the existing historic townscape of Parramatta so that new and old can benefit from each other.	C1) Refer above. The proposal reflects an intensification of development in the CBD, while responding to adjoining and nearby items in the modulation of the tower and proposed podium.
3.5.2 Archaeology Objective O.1 To provide appropriate conservation and management of the archaeological resources to the Parramatta LGA. Design Principles P.1 In the case of any development where excavation is proposed, the Applicant must refer in their Statement of Environmental Effects (SEE) to the Parramatta Historical Archaeological Landscape Management Study (PHALMS). P.2 The SEE must refer to the management recommendations set out in the PHALMS in relation to the subject site, and must show how the applicant intends to comply with those recommendations. If PHALMS recommends further assessment and/or documentation, then such information shall be included in the SEE.	Refer to the LEP provisions above. Based on the history of the site, as well as the fact that there were archaeological relics on the site during the 1960s, it has been determined that there is a moderate potential for historical archaeological material to be present on site, particularly to the northern portion of the site, which has not been as extensively developed. If present, archaeological material on site will most likely be in the form of sub-surface structural remains associated with former buildings or occupational deposits associated with earlier phases of use and development. Relics associated with the convict occupation of the site would be of state significance. The site has been identified as an area of low Aboriginal archaeological potential as set out in the DCP. Archaeological Assessment will form part of subsequent development applications for the site and appropriate approvals sought.
4.3.3.4 Views and View Corridors Objectives O.1 To maintain and enhance views from the city centre to significant heritage or natural features. O.2 To enhance views along city streets. O.3 To protect silhouettes of the tops of major buildings or structures as seen against the sky.	The proposed tower will not impact on any identified significant views. The closest proximate view corridor identified in the DCP is View 5, which refers to views north and south along Church Street, including views of ANZ Dome and heritage buildings, St John's Church spires to the south and St Peter's church. Church Street forms the historic main street and approach to the city and comprises a number of heritage buildings. It is considered that the proposed tower will not impact on these views as the tower will form part of a backdrop of development in the periphery of views to the south and will not detract from the heritage character or predominant scale of Church Street.

7 Conclusion and Recommendations

The subject site at 20-22 Macquarie Street, Parramatta was constructed in 1964, in the later 20th century International style. It was built as the headquarters for AMP in Parramatta and reflects consolidation and intensification of development in the CBD in the latter part of the 20th century. The building is not a listed heritage item and is not required to be retained.

The subject proposal has been assessed with regard to the heritage items in the vicinity and with consideration for significant views. The site adjoins a heritage item to the east and north, being the shop and potential archaeological site at 197 Church Street Parramatta. The site is also opposite an archaeological site at the southwest corner of the Marsden and Macquarie Street intersections (134-140 Marsden Street). With consideration for the scale of the proposed tower, proximate heritage items, specifically the Bicentennial Square and adjoining buildings, the Centennial Memorial Clock and heritage items fronting Church Street, namely the Horse parapet facade and potential archaeological site at on the corner of Church and Macquarie Streets, Telstra House (former post office) at 213 Church Street and HMV (former Commonwealth Bank) at 215 Church Street have also considered.

It is considered that the present site building does not contribute to the setting of the adjoining item or proximate heritage items and the proposed tower will form part of a backdrop of development in views to the nominated heritage items. Impacts of scale to the adjoining inter-war shop building are mitigated by the envelope of the tower which is modulated to reduce the massing of the tower form in views west behind the heritage item. The item primarily responds to like development along Church Street, which is characterised by late 19th and early 20th century largely commercial and retail development and the proposed development will not impact on this.

The site falls within an area of important view corridors of Old Government House and the Domain and the proposal has been assessed with regard to identified significant views within the DCP and the *Development in Parramatta City and the Impact on Old Government House and Domain's World and National Heritage Listed values, Technical Report*. It is noted that the subject site falls outside the boundary of the 'highly sensitive' zone as defined in the Technical report and the proposed tower will form part of a backdrop of increasingly scaled development in views from the park and domain. The proposal will also not impact on the identified significant view corridors along Church and Macquarie Streets.

As identified in section 4.4, the site has been identified as having moderate to high historical archaeological potential, however it is considered that the likely significance of the archaeological resource would be contributory only and would not preclude development in these identified areas of archaeological potential. The site is however located within the original township and is associated with early convict occupation. Surviving evidence of convict occupation at the site would be of state heritage significance.

Historical Archaeological Impact Assessment and Research Design may be required for future works to the site. It is recommended that a Historical Archaeological Impact Assessment and Research Design, specific to the proposed works, be prepared in conjunction with the development application process. These documents would provide recommendations to investigate and manage the potential archaeological resource.

It was also determined that there is low to nil potential for Aboriginal archaeological sites or objects to be present on site. Additionally, the site has been identified as an area of low Aboriginal archaeological potential as set out in the DCP, and Aboriginal archaeological assessment will likely not be required.

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[Note: Some government departments have changed their names over time and the above publications state the name at the time of publication.]

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