

5 Parramatta Square,

Parramatta, NSW 2150



Heritage Review

Ref: 1749:HR

Issue A

December 2017

Tropman & Tropman Architects

Architecture Conservation Landscape Interiors Urban Design Interpretation
55 Lower Fort Street Sydney NSW 2000 Phone: (02) 9251 3250 Fax: (02) 9251 6109
Website: www.tropmanarchitects.com.au Email: tropman@tropmanarchitects.com.au
TROPMAN AUSTRALIA PTY LTD ABN 71 088 542 885 INCORPORATED IN NEW SOUTH WALES
Lester Tropman Architects Registration: 3786 John Tropman Architects Registration: 5152



EXECUTIVE SUMMARY

This report is an independent assessment of the winning design for 5 Parramatta Square by Manuelle Gautrand Architecture Design Inc, Lacoste + Stevenson. We have reviewed the winning design as amended for Development Approval.

The factors considered have been:

- The Design Brief and Council aspirations
- The architect's design statements and the Heritage Consultants Heritage Impact Report with its supportive rationale and argument
- The site location adjacent many important heritage relics and urban areas. The Town Hall building is an important historic building and an integral part of the physical and cultural makeup of Parramatta and its surrounding suburbs.
- The St Johns' Anglican Cathedral with its early Colonial spires is a treasure of Parramatta and of State significance. It is however at a distance from the new development and more affected by other surrounding developments.
- The Leigh Memorial Church with its buttressed bell tower awaiting a spire
- And of course the Town Hall building which is of local heritage and the item most affected by the new works.
- We have also reviewed comparable local and international examples of similar project requirements.

It is important to note, that on the face of it, some matters in the DCP and the Burra Charter have not been addressed in the design and while this is an easy criticism to make in isolation; other factors are to be considered in this particular project.

The bulk and scale issues should be viewed in the larger context and the Council model clearly shows that the new development is moderate by comparison to the approved or intended buildings immediately around it.

Matters of greatest concern are the junction between new and old and the use of the Town Hall as a transit or access through to the new building which may dilute its interpretation.

Many examples can be found of heritage buildings being preserved intact in new innovative developments while new work makes a profoundly dynamic and individual response.

This philosophical stance is likely to draw a negative response from conservative assessors. Urbis has concluded that the common good is better served by making a bold architectural statement for the new work than a modest and low key design.

The stage of the Town Hall provides an interpretation opportunity for the reuse of the old equipment in the transition space and better reference to the cultural heritage may be made here.

The design has responded to the brief and the heritage issues albeit in an unconventional way.

We see this project being spiritedly debated as to its merits but ultimately it will provide Parramatta with an international standard Australian design within the principles espoused in the Design Brief and therefore commend it with taking into account the recommendations we have made within this report.

CONTENTS

1.0	INTRODUCTION	1
1.1	Brief.....	1
1.2	Independent Heritage Assessment.....	1
1.3	Background.....	1
1.4	Competition Aims and Objectives	1
1.5	Project Vision.....	4
1.6	The Winning Firm	4
1.7	Changes to the Winning Design	5
1.8	Site Constraints	5
1.9	Ownership and Building Planning	5
2.0	PROPOSAL	7
2.1	LEP and DCP Controls	7
2.2	Objections received from the National Trust.....	7
2.3	Parramatta Town Hall Building	8
2.4	Heritage Assessment	9
2.5	Statement of Significance.....	10
2.6	Architects Intent	11
2.7	Issues.....	13
2.8	Heritage Buildings Context in City Scale.....	14
2.9	What is the ICOMOS Burra Charter and how does it apply	15
2.10	Heritage Division Advice on “Designing in Context”	15
2.11	Stepping Buildings New and Old	18
3.0	CONTROLS.....	21
3.1	Parramatta Development Control Plan 2011	21
3.1.1	HERITAGE OBJECTIVES	21
3.1.2	HERITAGE DESIGN PRINCIPLES.....	22
3.1.3	HERITAGE DESIGN CONTROLS	26
3.1.4	DCP SECTION 4.3.3 CITY CENTRE SPECIAL AREAS.....	29
3.1.5	PARRAMATTA SQUARE HERITAGE OBJECTIVES	30
4.0	COMPARISON	33
5.0	CONCLUSION	39

Tropman & Tropman Architects

5 Parramatta Square, 2150 Parramatta
Heritage Review

Ref: 1749:HR
December 2017

Issue Register

The following table is a report register tracking the issues of the *5 Parramatta Square Heritage Review* prepared by Tropman & Tropman Architects.

Tropman & Tropman Architects operate under a quality management system and this register is in compliance with this system.

TTA Project Ref No	Issue No	Description	Issue Date	Prepared By	Checked By	Issued To
1749:HR	A	5 Paramatta Square Heritage Review	December 2017	Tasman Storey Michele Grande Joanne Rogers	Tasman Storey	Parramatta Council

Cover image by Manuelle Gautrand Architecture – DesignInc – Lacoste + Stevenson

Abbreviations:

CMP: Conservation Management Plan

HIS: Heritage Impact Statement

DA: Development application

IDA: Integrated Development Application

TTA: Tropman & Tropman Architects

MGADDLS: Manuelle Gautrand Architecture – DesignInc – Lacoste + Stevenson

LEP: Local Environmental Plan

DCP: Development Control Plan

PTH: Parramatta Town Hall

Author Identification

This report has been prepared by the following Tropman & Tropman Architects team members:

Tasman Storey FRAIA Design Principal, Architect, Heritage Consultant ARBNSW 3144

Michele Grande Architectural + Conservation (Italian Master Degree in Storia e
Conservazione dei Beni Architettonici ed Ambientali)

Terminology

The works which are defined as restoration will be carried out in accordance with the Burra Charter:

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

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

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

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

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

The Burra Charter, 2013, pg 2-3

1.0 INTRODUCTION

1.1 Brief

Tropman & Tropman Architects, Heritage Consultants, have been commissioned by Parramatta Council to provide an independent Heritage Review of the proposed new Civic building which abuts the historic Town Hall building and faces the Parramatta Square development.

The aim of this report is to review the proposed new works and produce an independent statement of heritage impact relating to heritage issues for amendments to the existing building and environs.

1.2 Independent Heritage Assessment

The Heritage Review should identify what impact the proposal will have on the significance of the item/site and the measures that are proposed to mitigate negative impacts. The Heritage Review will also look into identifying why more sympathetic solutions are not viable. Recommendations are developed in order to maintain the heritage significance of the site.

This review has been prepared taking into account the NSW Heritage Branch guidelines. The ICOMOS Burra Charter, the relevant Parramatta Council heritage controls in the DCP and LEP and the design intent of the competition brief.

1.3 Background

In 2017 Parramatta City Council held a second phase architectural design competition to design a new civic building adjacent the Parramatta Town Hall in the Parramatta Civic square.

The aims and objectives were clearly articulated in a Design Brief and the entrants had passed a preliminary selection process to eligible to proceed to this final stage.

The second phase of the competition was by 'invitation' only and participation was limited to four participants, shortlisted from the Expression of Interest for Architectural Design Services ("EOI 17/2015").

Entrants were required to be registered with the NSW Architects Registration Board and have had experience with similar scaled public and civic buildings and/commercial buildings as per the selection criteria in EOI 17/2015.

This report sets out to examine the winning design as amended, the objectives of the competition and the heritage impact as a result.

The competition intent was, in summary:

- to provide an outstanding and iconic building befitting the aspirations of a major Australian city.
- To be a symbol of the seat of government in Parramatta
- It should "delight and surprise" the public and occupants on a daily basis
- The successful design must also acknowledge the past, the original occupants and owners of Country and the historic buildings on the site and around it.

1.4 Competition Aims and Objectives

The following detailed outline of design intent and heritage constraints was provided to the entrants in the competition.

"The purpose of the competitive process was to deliver an iconic, recognisable and visionary concept design(s) for the Civic, Library, Community and Cultural Facilities and provide opportunities for integration with the adaptive re-use of the adjoining Parramatta Town Hall.

As Parramatta City Council's premier facility and major civic presence, a series of visionary statements were devised that seek to distil Parramatta City Council's objectives for the design concept development process.

In summary, the successful scheme for the new building should:

- a. Reflect our identity and sense of place, and draw people to the region.*
- b. Create a vibrant fertile ground – for fun, ideas, research, community, commerce, identity, and a place of pride that celebrates our rich culture and unique heritage.*
- c. Provide contemporary expression of civic pride, which embraces Parramatta's past, present and future and creates a strong connection with the Parramatta Town Hall, public domain and the surrounding buildings.*
- d. Be timeless in design & readily identifiable with Australia's next great city.*
- e. A building that represents the seat of government but is much more than a civic centre, being accessible 24x7.*
- f. Recognises and acknowledges the importance of a dynamic living aboriginal culture through a transparent keeping place. An archaeological site which reveals the artefacts; market place; as the foundations of a smart city and knowledge exchange.*
- g. Be resilient, sustainable and produces more energy than it uses.*
- h. Delights and surprises because of its functionality and creativity and is both physically and socially porous in its relationship to the public domain activating the city from night to day "*

Parramatta Competition Brief further expounded on the importance of the site

"The site is located in the immediate vicinity of a number of listed heritage items, the closest being the Murrays' Building and potential archaeological site at 188 Church Street (Item 652) and the Leigh Memorial Uniting Church at 119 Macquarie Street (Item 719), which are listed as heritage items in Schedule 5 of the Parramatta LEP 2011.

Other listed heritage items in the wider locality include:

- St John's Pro-Cathedral (Item 01805) and Warden's cottage,*
- 195 Church Street (Item 653); St John's Parish Hall, 195 Church Street (Item 713),*
- Centennial memorial clock,*
- Bicentennial Square (Item 654).*
- Bicentennial Square and adjoining buildings (Item 651),*
- Kia Ora and potential archaeological site,*
- 64 Macquarie Street (Item 716),*
- Arthur Phillip High School,*
- Potential archaeological site,*
- 175 Macquarie Street (Item 720),*
- Lancer Barracks group (Item 751),*
- Parramatta Railway Station (Item 00696).*

Most of the above sites are identified in Schedule 5 as having a State level of significance. However, only two of the sites - Parramatta Railway Station and St John's Pro-Cathedral - have been formally listed on the State Heritage Register as items of State significance. Accordingly, the other items are local heritage items.

A portion of the Convict Drain (Item 647) runs directly beneath the site, diagonally across from the southwest to the northeast. The Convict Drain is a subsurface element and is therefore considered to be a local archaeological heritage item.

The site is considered to have a high archaeological research potential at a State significant level.

The site is located within Parramatta Archaeological Management Unit 2869. The site is affected by the provisions of 'Part 6 Aboriginal objects and Aboriginal places' under the National Parks and Wildlife Act 1974. The Aboriginal Sensitivity Map in Appendix 11 of the Parramatta Development Control Plan (DCP) 2011 also identifies the site as having high Aboriginal Sensitivity.

Accordingly, development of the site requires Aboriginal and European heritage to be considered in some detail. Source: Competition Brief



Image: the development foot print from the Competition Brief shows the modest development zone compared to the surroundings



Image: Examples of proposed adjacent buildings

1.5 Project Vision

The competition brief expressed the ambitious goals which confirmed an outstanding contemporary design that must be iconic.

“The new building in the heart of Parramatta Square will be a contemporary expression of civic pride that embraces the past, present and the future. It will reflect the city today, its history and the promise of Parramatta tomorrow.”

The building must be timeless in design and be clearly identifiable as an iconic element of creating Australia’s next greatest city. The civic building will define the character and identity of the future Parramatta Square and will embody a number of aspirations and principles”.

(Parramatta Competition Brief).

Parramatta has been progressively over the years altering its city centre from a suburban shopping strip to a dynamic international standard urban city. In the past five years this has accelerated with that position coming quickly to fruition.

1.6 The Winning Firm

The international consortium of Manuelle Gautrand Architecture and Australian firms DesignInc and Lacoste + Stevenson, won the competition with a proposed contemporary glass building of sweeping triangular form, stepping in two directions and rising up to a pinnacle form.

The design in that sense answered the aspirations of the brief, as it is an unusual and unique design, borne from international experience of Manuelle Gautrand – an award winning French architect of great renown – and the two awarding wing Australian firms who no doubt have local plus international experience in civic buildings.

The local firms also had the advantage of understanding the climatic conditions, the planning issues as well as the cultural imperatives of Sydney and more locally Parramatta.

A key part of the design is that part of the new building, the Council chambers, is symbolically suspended over the locally listed Parramatta Town Hall

1.7 Changes to the Winning Design

After the competition was awarded, the design was modified and reduced in scale and has had detailed development of its components. The winning design, as presented for approval, has had practical and pragmatic changes as a result of the design development and direct interaction with the actual stakeholders and Council.

This is a normal rationalisation process as a project moves from a winning concept design, to the reality of funding and refined planning constraints, and is no reflection of the capacity of the winning architectural team.

Rather, the fact that the winning design has the capacity to be manipulated and altered while still maintaining the charm and character of the competition entry, gives validity to the judges' selection.

1.8 Site Constraints

The site may be considered to have a number of conflicting issues to contend with and resolve architecturally and in an urban context.

To the east and south large scale commercial and residential buildings are either proposed or are under construction. While to the west lies the important precinct, Bicentennial Square, onto which St John's Cathedral backs.

On the north the site is highly constrained by small scale commercial and retail buildings abutting Macquarie Street. The Uniting Church and Mission are to the north east of the Town Hall.

However, the fundamental matter of concern remains the Town Hall building, its scale to the new development and the junction between new and old, while the affect on the churches adjacent is also a major consideration.

1.9 Ownership and Building Planning

The new building known as 5 Parramatta Square will be owned and operated by Parramatta Council and is designed to accommodate: Council Chambers; customer service desk; public meeting places; library; experience room; and a café.

The development has three distinct parts:

1. The new civic building abutting the east wall of the Parramatta Town Hall and rising five stories above the Square.
2. Two basement levels of the new civic building housing both community uses and plant/loading areas (with vehicular access from the new mega-car park under Parramatta Square).
3. Adaptation of the Parramatta Town Hall to incorporate it functionally and symbolically into the new civic building and relate it to the new public open space

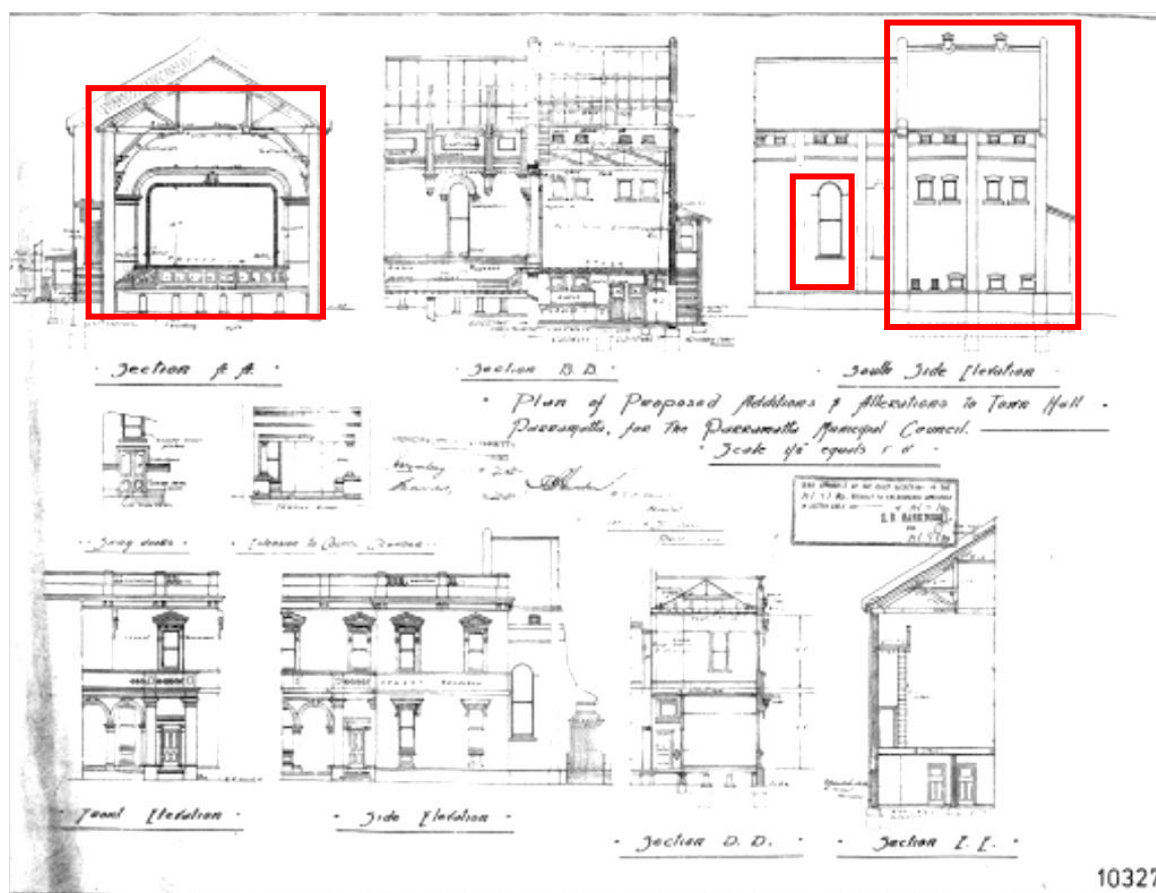


Image: An early drawing of the key areas which will be modified - side windows and stage

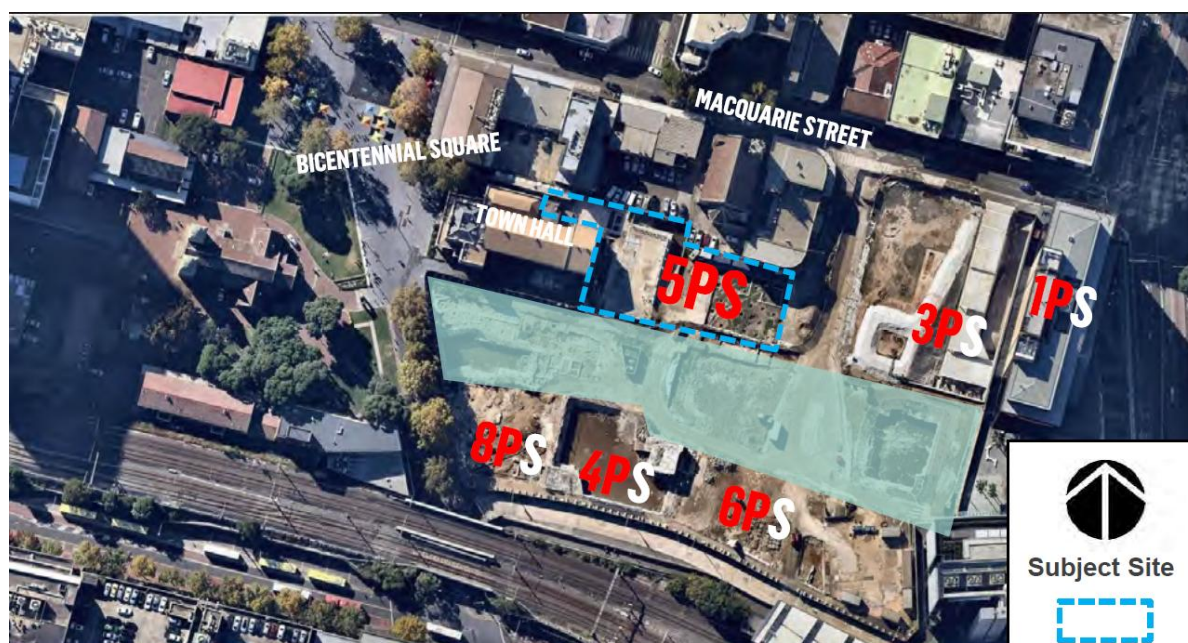


Image: Aerial view of subject site showing the lots making up Parramatta Square. From Nearmap 2017

2.0 PROPOSAL

2.1 LEP and DCP Controls

This part of Parramatta is a Conservation Area in the LEP with two local heritage listed buildings abutting the immediate precinct and a State Listed Heritage building across Church Street in the form of St John's Anglican Cathedral, with its twin spires representing a landmark in Parramatta.

The new proposal has been revised and consolidated as response to the various requirements of bulk scale and overshadowing the Civic square.

The bulk and scale have been reduced by approximately 20% in the current scheme from the winning entry to allow more sunlight into the Parramatta Square concourse.

The controls have been reviewed in detail later in this report and it is clear that there is a value judgment to be made between the direct interpretation of some of the controls and the merits of the winning entry.



Image: The proposed building looking from Bicentennial Square

2.2 Objections received from the National Trust

The National Trust, from its correspondence extracted below, sees no benefit flowing from the building as it is designed and particularly objects to the overhanging portion of the new building as it hovers above the Parramatta Town Hall (PTH).

It should be remembered that is a private community group which while being admired for its respected expertise, does not have any approval capacity.

The idea of building over is explored by way of comparative design solutions later in this report.

“

The National Trust believes that this development proposal is obtrusive and not in keeping with the heritage significance of the Parramatta Town Hall and this important public space in the heart of the Parramatta Central Business District.

While there have been modifications to reduce its impacts, those impacts due to its “building over” the historic Town Hall are unacceptable and create negative precedents which are contrary to the provisions of the Parramatta DCP Heritage Design Controls and will impact negatively on the heritage significance of this State Heritage Register listed building and the view-lines from adjoining State Heritage Register listed buildings.

”

Graham Quint 25th National Trust Correspondence September 2017



Image: The architectural design solution showing over hanging from the south

While The National Trust has focused on the overhanging of the new Council Chamber above the old Town Hall, the designers explain this as being an integral part of the design and a conscious element in the composition of the form.

The winning entry has designed the overlay of new and old as a representative symbol of government in Parramatta.

2.3 Parramatta Town Hall Building

The Town Hall building is a multipurpose performance and meeting space.

Historically it has been the venue for hundreds of meetings assemblies and performances ranging from school prize giving, band concerts, plays and opera recitals.

In 1932 a reasonably sized performance stage with a fly tower and theatre equipment was built as an extension to the Hall. This made the building even more suitable to various cultural activities.

The 1932 extension mimicked the original features of the Town Hall but in keeping with fire requirements, a fire wall was constructed projecting over the proscenium.

The exterior and interior of the Parramatta Town Hall have been renovated and restored following an interpretation of the original colour scheme. The exterior paint colours are a conjectural interpretation as it is our belief that sides of the building were face brick.

2.4 Heritage Assessment

Urbis, acting as Conservation Consultants, has prepared a detailed Heritage Impact Statement.

The report assesses the impact on the PTH and its environs which includes the Uniting Church to the North side of the square.

The Urbis HIS is supportive of the developed scheme and sites a number of aspects which, while controversial, are contributory to the new civic square and Parramatta as a whole.

The Parramatta Town Hall is a key element in the proposal and the impact on it must be judged holistically against the benefits of the development. This is the way Urbis have assessed the new and old buildings.

Urbis characterise the Parramatta Town Hall's significance as follows:

"The Parramatta Town Hall is assessed in this HIS as being of local heritage significance because of its association with the longevity and success of Parramatta City Council, the second oldest local government organisation in Australia. The Town Hall has been associated with persons and events involved in the development of the town and the City of Parramatta.

The Parramatta Town Hall is a venue for numerous community and civic historic celebrations including the municipal Jubilee celebrations in 1911, the Sesquicentenary celebrations in 1938 and Bicentenary celebrations in 1988. It continues use in the cultural life of the Parramatta regional community today.

The Parramatta Town Hall is a major element in the townscape of the Parramatta central Business district, and especially in Civic Place on Church Street (Bicentennial Square). It is a fine example of the work of influential Australian Architect G.A. Mansfield and a representative example of Sydney suburban town hall buildings and interiors from the 1880s with an additional Jubilee Hall of 1913.

Its interior and exterior finishes, detailing and spatial qualities are relatively intact. The Victorian decorative colour schemes have largely been painted over but are sympathetically interpreted." From the Urbis report 24th August 2017 HIS

Urbis has assessed the new and its connections and relationships to the original PTH as follows:

The new Civic Centre development is part of a coordinated urban design concept for the whole of Parramatta Square including a dynamic landscape design for the central public domain. Both the Public Domain works and new interpretation integrated into the new Civic Centre will interpret the heritage values of the former Market Place and the PTH and its form and setting over time.

The new civic building will reinvigorate the PTH as the traditional democratic and social hub of Parramatta City Centre.

The new work is of our time in contrast to the more historic sense of civic decorum found in the 1883 PTH.

The negative heritage impacts of the development are such that they are outweighed by the intention to create a dynamic and inclusive community use and improved community engagement with local government as opposed to the more distant controlled approach of the 19th century.

The scheme also celebrates the Indigenous cultural heritage of the area through provision of special places and through applied video art to the façade fronting Parramatta Square.

The modifications to the PTH building to marry it with the new development and to connect it to the new public open spaces are contemporary interventions using sympathetic materials.

It is considered that the heritage impacts are acceptable....”

From the Urbis report 24th August 2017 HIS. Underlined emphasis added by TTA.

2.5 Statement of Significance

Urbis has examined the precinct and prepared a detailed analysis of the Heritage Significance not only for the Parramatta Town Hall but for each of the buildings in the precinct. Below is the assessment for the Parramatta Town Hall.

The Urbis assessments have been made following the Heritage Guidelines of the OEH. Urbis are experienced, skilled and capable of performing these tasks.

“The Parramatta Town Hall is of local heritage significance because of its association with the longevity and success of Parramatta City Council, the second oldest local government organisation in Australia. The Town Hall has been associated with persons and events involved in the development of the town and the City of Parramatta.

The Parramatta Town Hall is a venue for numerous community and civic historic celebrations including the municipal Jubilee celebrations in 1911, the Sesquicentenary celebrations in 1938 and Bicentenary celebrations in 1988. It continues use in the cultural life of the Parramatta regional community today.

The Parramatta Town Hall is a major element in the townscape of the Parramatta central Business district, and especially in Civic Place on Church Street (Bicentennial Square). It is a fine example of the work of influential Australian Architect G.A. Mansfield and a representative example of Sydney suburban town hall buildings and interiors from the 1880s with an additional Jubilee Hall of 1913. Its interior and exterior finishes, detailing and spatial qualities are relatively intact. The Victorian decorative colour schemes have largely been painted over but are sympathetically interpreted.”

From the Urbis report 24th August 2017 HIS

The Urbis assessment examined in detail the historic, archaeological and cultural elements of the site and surrounding precinct.

The winning entry is a highly contemporary building, now modified from the first design, and efforts have been made by the Architectural design team to reduce some of the impact from the new to the old.

Urbis has examined and assessed those impacts and provided recommendations for conditions in the Development Approval which cover a number of crucial areas.

The comments indicate that more detailing is required and highlight some of areas of concern regarding the design solutions.

It should be noted that the drawings and details are still in design development.

To minimise impact from loss of the stage area the following Urbis has recommended:

- a. *Retention of most the Proscenium Wall including its mouldings and painted finishes on the auditorium side and the "scars" of the backstage mechanisms and walkways on the former back stage face of the proscenium wall.*
- b. *Design of the new development and its interface with the proscenium to allow for use of a temporary stage under/within the proscenium in the future.*
- c. *Archival recording in drawings and photographs of the stage/backstage/under-stage area including all external walls and both sides of the eastern proscenium wall of the auditorium in accordance with Heritage Council guidelines.*
- d. *Video and oral recordings of how the stage area was utilised historically from past users and performers.*

Urbis has listed the areas of design resolution of the current scheme which it considers are required to minimise heritage impacts

- a. *Details of the new terrace and reconfigured fire stair to the southern elevation of the PTH auditorium.*
- b. *The junction between the southern new terrace and southern wall of PTH auditorium and eastern wall of the main west wing to resolve aesthetics and potential for creation of damp underfloor and "in-wall" conditions.*
- c. *The walls either side of the proscenium where the stairs previously led up to the stage will need to be conserved. It is possible that the original 1885 finishes that existed prior to construction of the stairs (1932 or later) will be revealed. These finishes can be conserved, reconstructed or interpreted.*
- d. *How the new doors will be inserted either side of the proscenium arch*
- e. *The detailing associated with the new doorways created at the base of the auditorium windows.*
- f. *The proposed backlighting of the northern auditorium windows that are covered over.*
- g. *How the rear of the proscenium wall will be conserved and interpreted and the resolution of the support and operation of the proposed operable doorway.*
- h. *Details of other junctions between the new development and heritage fabric (e.g. at Jubilee Hall).*
- i. *The Fitout of the proposed new disabled access WC on the ground floor of PTH.*

Urbis also suggest that an Interpretation Plan should be submitted outlining how the heritage value of the site has been incorporated into the design and fitout of the new development and the adaptation of the PTH.

2.6 Architects Intent

The architects have provided a statement of intent and a design philosophy which directs their approach to the adaption of the PTH and its connections to the new building, reproduced below.

"The key concepts for our new civic building which outline our approach to heritage and the existing Town Hall are:

1. *Creating a civic spire, which is contextually significant with Parramatta's church spires,*
2. *To physically engage with the Town Hall by building over it and literally embracing,*
3. *Stepping the building respectfully from the East down to the Town Hall on the West,*
4. *To scale the building floor by floor with blocks that course diagonally up the facade, in lengths closer to the scale of the Town Hall, giving it a human scale,*
5. *Attaching to the Town Hall, with a hybrid volume that is in the shape of the old stage, but in the contemporary materials of the new addition,*
6. *Touching the existing brickwork lightly, expressing the transition through the transparent volumes of spaces, and*

7. *Creating a contemporary functional connection that will bring new life into the old town hall building through the flexible new Lobby/ multifunctional Stage zone.*

The demolition of the 1932 stage and backstage area will be a major change impacting on the current form and heritage values of the Parramatta Town Hall, the change is acceptable to achieve the dynamic integration of the 1883 PTH with the new Civic Centre with a strengthening of the historical and social heritage values of PTH at the centre of community life. It is noted that the auditorium PTH is no longer used as a performance space due to functional and code compliance issues.

The new Town Hall lobby design is a contemporary re-construction of the existing 1932 stage. In our scheme, the existing asymmetric brick stage enclosure is being replaced with glass and steel construction that will house a new fly tower that is surrounded by operable walls, curtains, and various positions for temporary stages that allow the space to achieve a multifunctional environment that reflect various brief scenarios.

This functionality is:

- 1. A fully flat floor relationship for public to move seamlessly from the Town hall to the library in a threshold free environment,*
- 2. The ability of the town hall to operate independently of the library and be acoustically independent,*
- 3. To allow the old and new spaces to operate together,*
- 4. To allow the town hall to operate with the traditional performance space behind the proscenium arch, and*
- 5. To make the two spaces visually inclusive, old to new. After all, this design proposal is an extension to the Town Hall."*

Design Statement by DesignInc



Image: The current site to the right hand side

2.7 Issues



Image: an example of the work of Manuelle Gautrand in Paris.

Commentary

The Urbis HIS has identified a number of key issues which will require additional detailing that are listed above.

Our independent review is in agreement with these propositions. Detailed work must be done to ensure excellence in the new and old connections and interface.

The aspirations of the competition are biased towards an iconic and outstandingly contemporary building and away from a low-key building in scale with the immediately located Parramatta Town Hall.

There is a tension in the process therefore and a dichotomy in the design process. A low-key building will not meet the aspiration but may meet the heritage objectives of the DCP and Burra Charter.

Urbis has conceded that the iconic and sweeping glass solution matches the design objectives regardless of the constraints of the DCP.

In terms of the overall scale, if the Parramatta Town Hall were allowed to stand alone in the new Square, it would be small and insignificant. The new civic building as designed provides an intermediate scale to the old building. It holds it to the past and joins it to the future.



Images: Examples Historic buildings in other major international cities at varying scale.

2.8 Heritage Buildings Context in City Scale

The scale of modern cities very often is at odds with the historic and iconic heritage buildings.

This is a phenomenon which can be observed in international cities including London and New York and Sydney.

The St Nicholas Church in New York and The Gherkin Tower in central London are well known examples of large scale and small scale.

Interfacing with historic facades and juxtaposed disruption of new and old, challenges the conservative view of adaptive reuse and the “low key additions” philosophy in respectful acknowledgement of the relics.

This can be observed locally and internationally and some examples are included here.



Image: Customs House with its award winning contemporary additions disrupting the classical façade

2.9 What is the ICOMOS Burra Charter and how does it apply

The ICOMOS Burra Charter is an internationally recognised document which guides restoration, listing and assessing of historic relics and sites.

It has a number of guidelines and sets out the best practice approach to how to deal with historic relics and sites. Relevant clauses have been quoted below.

Article 3. Cautious approach (Part)

3.1 Conservation is based on a respect for the existing fabric, use, associations and meanings. It requires a cautious approach of changing as much as necessary but as little as possible.

The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance.

Conservation action should assist and not impede their understanding.

3.2 Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture.

Article 15 (part)

15.3 Demolition of significant fabric of a place is generally not acceptable. However, in some cases minor demolition may be appropriate as part of conservation. Removed significant fabric should be reinstated when circumstances permit.

Bringing these principles into play with the Parramatta Town Hall and in the light of the above it is apparent the demolition of the stage area, both the external walls and the stage interior, is not in accordance with the Burra Charter.

There has been an argument put forward that this section of the building is of a second level of significance, being a later addition. It is clear from the second paragraph of Article 3.1 above that additions and alterations form part of the ongoing heritage of a relic.

It is here that a value judgment must be made as to the value of the new works, appraised against the historic value of the elements to be removed, the back of house and the stage.

The proscenium is to be kept while the external elements, the 1932 additions to enclose the stage, are to be demolished.

The competition sought out contemporary design and the successful architectural team has produced it.

That design is based on a clear set of design principles and is not ad hoc but represents a systematic process. The designers and the Heritage Consultants have made that value judgment in respect to the demolition and reinterpretation of the 1932 addition. In that sense it is not ill considered but rather a purposeful response to the overall benefit of the project.

2.10 Heritage Division Advice on “Designing in Context”

The Heritage Office (as it was formerly known) produced a guideline publication which was intended to be used in all scales of architectural development in historic places or adjacent historic buildings. It covers those interventions which will have a major effect on historic sites and buildings. It is not a code, rather it shows examples of good practice many of which have demolished parts of heritage buildings similarly to the winning proposal.

"New buildings should enhance their context. Producing a high quality, new building in an established context is a challenge that ... architects, developers and clients will relish.

The Heritage Council of NSW and the Royal Australian Institute of Architects NSW Chapter believe that it is important to enable new ideas and responses to be developed and to facilitate a multitude of responses. The existing historic context is not a constraint but an opportunity to add something new that results in the whole being greater than the sum of the parts.

An important aspect of any good design is to understand the context of a place and respond to it. Heritage items are a response to their cultural, social, historical, political, economic and physical environments. Similarly, new development affecting an established and valued setting such as a conservation area should understand and respond to that place in a positive way that is of its own time.

The relationships between a building and its setting contribute to that place's special character. That setting can be a cultural, natural, urban, suburban or rural landscape. Depending on its design and position, a new building can have a beneficial or detrimental effect on its setting or an adjacent valued building.

Infill buildings should aim to provide continuity in the built form rather than seeking to create an iconic or individualistic building"

Extract Design in Context Guidelines for infill in Historic Environments Joint publication NSW Heritage Office and the Australian Institute of Architects.

From the above it is clear that the general thrust in designing in an historic context remains that the new works should respect the heritage object and place.

From the DCP it is clear that that the bulk and scale exceeds the desired outcome for a convention building, but may be appropriate in the setting based on some of the examples in the guidelines.

The surrounding approved buildings adjacent would appear to have been allowed to be tall and imposing. Others should judge if they comply with the DCP however it is a condition of the Brief that the new Civic Centre be aligned with the vision for Parramatta as the next great city of Australia.

Are there precedents in Sydney, Australia and Internationally for this type of development?

We have provided a number of international examples and local examples where new and old buildings are adjacent and rather than low key and subservient the new buildings have been expressed in bold and iconic styles.

As such the new and old are foils for each other. In all cases the older partner has been scrupulously restored and remains a heritage relic which has guaranteed extended life. The quality of the new work in the examples shown is of a high standard.

Internal Changes Commentary

While internal works to the PTH itself are generally explored in the winning scheme, they are not included in it.

The main changes are to the stage where it is proposed to remove the stage and thrust stage and make a level access between new and old. The proscenium arch will be kept and some consideration to keeping the stairs, though this is not confirmed.

- The Stage itself is of good construction and has polished timber paneling mouldings in proportion to the scale of the proscenium.
- Removing it alters the perception of the Town Hall. This is acknowledged by the architects and the heritage consultants.
- The stage has been assessed as not any having value, this in our opinion is not correct but Regulations for the use of the PTH are quoted as being reasons for some of the changes.
- The stage and fly tower are to be replaced by a complex wall system to permit isolation from one area to another. New looks into old and vice versa.
- The Mechanics of the stage machinery as an interpretation device has been suggested by the architects, albeit in a contemporary form.
- A level floor, between new and old has been suggested to allow direct and level access between the two spaces, though functionality of the link are not explored in the Architects design.
- A temporary stage is suggested but not detailed leaving that under-designed and possibly not costed.
- The Town Hall by its nature is a dormant space awaiting a use and is not a public thoroughfare. To use it as such means transitioning the complex foyers and entering the auditorium then through the proscenium to the library.
- With no uses proposed for the auditorium, it seems to have been converted into a corridor and that is at odds with the Burra Charter principles, as the space will lose its meaning and may become less valued.
- The Auditorium may be better used as an adjunct library reading room and provide a value rather than become an interesting curio.
- The external opening of windows to doors is generally supported by Urbis with the proviso of least damage to the interior. This enlivens the south elevation and allows permeability from the square into the Town Hall Auditorium. This is supported.

Adaptive reuse ensures that the relic has a life, function and a need for maintenance commensurate with a productive use.

Thus ideas for a repurposing of the PTH post the new design from the proposal appear to be missing or not explored in any depth, in our opinion. This would have given more strength and reasoning to some of the demolition proposed

External issues Commentary

The project scale has been reduced in the current scheme. The new building remains large and imposing in contrast to the PTH.

- The new building steps up in a faceted systematic design and rises up visually at least on the south in a controlled manner.

- In comparison to the surrounding buildings, the new building is small and transitional in scale. This is its intent and it has been successful in that when viewed from the Civic Square. Looking north there is a steady and controlled climb to its vertical plane.
- On the north facade the building rises straight and vertical and obscures a view to the Civic Square from Macquarie Street. This is intentional and is similar in concept to the Pompidou centre illustrated in this report. The internal parts are visible according to the designers and the building is transparent.
- Two factors are important in assessing the impact of new to old and new to the historic Bicentennial Square, in the first instance the junction between new and old, and in the second the building as a back drop to the PTH and the Cathedral Square and churches.
- The spires of the St John's Cathedral are reinterpreted by the silhouette of the new building against the skyline and that in our opinion is a welcome treatment.
- The bulk diminishes as the building falls towards the PTH, for practical reasons but also aesthetic reasons as part of holistic design theme.

This is not apparent from any of the published illustrations but is a conscious and deliberate design outcome according to the architects design statements.

Junction New and Old

The crucial junction between new and old has been explained as being an interpretative construction in contemporary materials similar in proportion to the 1932 Fly Tower and stage.

This is not well illustrated in the drawing but is in accordance with the *Designing in Context* publication guidelines if successfully executed.

The contemporary interpretation however is not true in form as at the junction of its lower part and this will need a more simplified representation to allow the transition between new and old to be better understood. Currently it is esoteric as only the architects appear to understand that junction.

The concept has merit however and will require the rigor necessary to be highly successful.

Formerly the design engulfed the old and encased it within a glass box as a "museum exhibit". This was omitted from the new design and replaced with an abrupt transition including a stepping over design.

2.11 Stepping Buildings New and Old

Where then building steps over new to old there is a well-argued proposition based on symbolism of government.

This is the point which is opposed forcefully by the National Trust.

It is not an unfamiliar design motif, provided the existing building can be understood, and relates to its cultural roots. This can be a powerful tool in emphasising the historic component of the project.



Images: CML Building Martin Place Joseland and Gilling 1975 RIAA Merit Award Winner and **Elbphilharmonie** new over old Hamburg Germany The most contemporary building in Germany

The CMP Building 14 Martin Place Sydney above is a similar solution but does have an intermediate junction between the new curtain wall and the old sandstone facade. This is a recognised solution in infill buildings new to old.

The Elbphilharmonie building in Hamburg over an early warehouse building is an internationally acclaimed example of a new building atop a heritage building. This is a civic building housing a cultural centre and concert hall.



Image: Town Hall House behind Sydney Town Hall

A famous and admired example is found in the Sydney Town Hall House by Anchor Mortlock and Woolly which is a Brutalist high rise Council facility sitting right against the historic and ornate Victorian Sydney Town Hall.



Image: Port Authority House Antwerp

The Port Authority House in Antwerp is an example of the same philosophy. It is an identifying celebration of the Port City.

Each of the above examples challenges the scale of the original building and are considered highly successful.

The winning design draws on similar aesthetics to solve the design brief aspirations for a future looking civic building as well as resolving all the myriad of practical solutions for planning the occupation functions.

3.0 CONTROLS

In the following sections, only the relevant statutory issues are considered. The statutory wording is given in **bold italics**.

Following the statutory issues, there are URBIS' and Tropman & Tropman Architects (TTA) comments.

Heritage conservation provisions are contained in Clause 5.10 of the Parramatta LEP.

The proposal requires development consent under the LEP for heritage reasons because it involves demolition, excavation and new construction on the listed heritage items.

The objectives of this clause are as stated in Clause 5.10.1:

- (a) to conserve the environmental heritage of Parramatta,***
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,***
- (c) to conserve archaeological sites,***
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.***

Under Clause 5.10.4 of the LEP:

The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

URBIS' comment: There are no requirements in the PLEP 2011 for development consent when a development impacts on a heritage item 'in the vicinity' of the development unless the Council invokes Clause 5.10.5 which states:

The consent authority may, before granting consent to any development:

- (a) on land on which a heritage item is located, or***
- (b) on land that is within a heritage conservation area, or***
- (c) on land that is within the vicinity of land referred to in paragraph (a) or (b), require a heritage management document 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.***

TTA Comment:

URBIS HIS can be considered such a 'heritage management' document.

3.1 Parramatta Development Control Plan 2011

The Parramatta Development Control Plan 2011 Part 3: Development Principles contains heritage provisions in Section 3.5 which are considered as follows.

3.1.1 HERITAGE OBJECTIVES

0.1 Appropriate management of heritage in the Parramatta LGA.

0.2 Retention and reinforcement of the attributes that contribute to the heritage significance of items, areas and their settings.

0.3 Maintenance and improvement to residential amenity and open space areas.

0.4 Development that is compatible with the significance and character of the area.

URBIS' Comment: The response to the relevant objectives is provided in the consideration of the DCP Heritage Design Principles and Heritage Design Controls below. It is noted that attributes that contribute to the significance of heritage items includes both tangible and intangible heritage values; and both Indigenous and non indigenous heritage values.

TTA Comment:

The development is compatible with the future intent of the area. It sits within a soon to be mega scale environment and successfully offers a scale transition between new and old.

It is set back enough from Bicentennial Square as to have a lesser impact than the current series of contemporary approved and proposed buildings.

3.1.2 HERITAGE DESIGN PRINCIPLES

The proposed works are addressed below in relation to the relevant design principles in Section 3.5 of the DCP.

Scale:

The scale and bulk of any new work is the most important issue to get right. In the case of infill work in a conservation area, the scale of the new building needs to be similar to those surrounding it. In the case of renovations and extensions, the new work should not overwhelm the original building, and would almost certainly need to be no larger in size than the original building.

URBIS' Comment: This recommendation is difficult to apply in the City Centre area of Parramatta due to the existing and inevitable future density and height of development which means that many heritage items are read in the context of adjacent larger scale development. This will be particularly true for the area around Parramatta Square.

However the proposed new civic building, while substantially larger than the PTH which it abuts, provides the following design features that contribute to management of perceived "scale" for views to the PTH from the major public spaces, For example at the convergence of George Street and Parramatta Square:

- For views from the SW in Church Street and from Parramatta Square the new civic building has an "elevational wall" height that is less than that of the PTH auditorium.
- For views from the SW in Church Street and from Parramatta Square the roof of the new civic building angles back from the south elevation at a comparable pitch to that of the PTH auditorium.
- For views from the SW in Church Street and from Parramatta Square the new civic building acts as an intermediary element in the townscape between the PTH and the much higher Parramatta Square developments to the east and south.
- The west and south glazed facades of the new civic building are sculptural in quality. The dramatic contrast between the new and the old is a deliberate design affect.

For views from the north and the North West the contrast between the scale of the PTH and the new civic building is considerable. This contrast is required in order to achieve the required facilities in the new civic building and also to position the new Council Chambers in the symbolic NW corner cantilevered over the PTH auditorium. The modulation of the west and north glazed facades provides for a stimulating urban design experience when approaching the development from the NW and moving through the northern laneway.

TTA Comment:

Urbis comments are supported based on the design brief and the scale of the surroundings

Siting:

In the case of infill work in a conservation area, the new building needs to have a similar orientation on the block and similar setbacks as those around. In the case of renovations and extensions, new work is best located to the rear or possibly the side of the building in order to minimise changes to the appearance of the building from the street.

URBIS' Comment: The proposed new civic building is situated immediately to the rear of the 1885 PTH after removal 1932 stage area. Views to the main western wing of the PTH from Church Street remain relatively unchanged. In views from the NW towards the PTH auditorium from Church Street and from Parramatta Square, the new civic building will be dominant immediately behind the auditorium, however its height is stepped back from Parramatta Square. In addition, the new council chambers will be visible cantilevered over the north-eastern part of the auditorium.

The changes to the setting of PTH cannot be considered 'minimal' however the proposal provides a dynamic visual composition contrasting the new and the old, reflecting the dynamic internal programming of the new civic building and the revitalised PTH.

From the northern lane views to the auditorium are largely obscured, however such views were always secondary to the principal views of the PTH from Church Street and from the south

TTA Comment:

The removal of the 1932 section is not a minimal intervention as suggested but if handled with a more sympathetic intersection will be contributory to the project as a whole.

Architectural Form:

The basic architectural form of any new work needs to respect that which exists. Issues to consider include the pitch and form of the roof, and the size, proportion and location of windows and doors.

Applicants need to be aware of the particular era and architectural style of the building or buildings, and make sure that any proposed changes respect this. For example it is not appropriate to mix Victorian features with say California Bungalow and overuse of historical architectural details on new work should be avoided.

No comment from URBIS.

TTA Comment:

As above

The removal of the 1932 section is not a minimal intervention as suggested but if handled with a more sympathetic intersection will be contributory to the project as a whole.

Materials and Finishes:

New materials need not always match the existing exactly but need to be compatible, with consideration being given to the colour, texture, and type of materials and finishes.

URBIS' Comment: These design principles are assumed to apply more in the suburban single dwelling residential heritage context of Parramatta rather than in the City Centre. The proposed new civic building is a modern sculptural design that will appropriately stand out in Parramatta Square as the principal community hub for the City.

Modifications to the PTH to marry in with the new civic building are contemporary interventions using sympathetic materials (e.g. new doorways on the south elevation of the auditorium; and the new connections at the eastern proscenium wall of the auditorium).

TTA Comment:

The materials and finishes are a juxtaposition between old and new. They respect the existing and relate to the new and adventurous surroundings, acting as a transition element. This is supported.

Use:

The best use for a building is usually the one for which it was built. Where this is not possible, a use which requires minimal alterations will be more compatible.

URBIS' Comment: In terms of the overall development the new civic building will reinvigorate the PTH as the traditional democratic and social hub of Parramatta City Centre.

The main heritage sections of the PTH retain their current uses for public and community meetings and exhibitions. It is noted that the "theatre" use of PTH has long since ceased replaced by facilities at the Riverside Theatre complex. This was due to the fact that the PTH auditorium and stage do not achieve the required BCA, environmental, functional and acoustic standards for formal theatre use. Adaptation to meet the standards is not economically feasible due to the size of the auditorium and constrained front and back of house facilities. It would have also resulted in some negative heritage impact.

TTA Comment:

The use of the building needs a more defined response and it may be that a more integrated use would give the existing building an ongoing function rather than being a transitory space.

Original Fabric:

It is important to minimise alterations to the original fabric. Where possible, it is preferable to repair rather than replace individual elements such as windows and doors.

URBIS' Comment: The removal of the 1932 stage area including basement is a major intervention and is discussed elsewhere.

There are limited alterations to the PTH to link it internally with the new civic building and upgraded amenities; and to connect it physically to the new civic square. These are contemporary interventions using sympathetic materials (e.g. new doorways on the south elevation of the auditorium; and the new connections at the eastern proscenium wall of the auditorium).

TTA Comment:

There are limited changes to the PTH and those changes are already discussed.

Curtilage:

The majority of built heritage items in Parramatta are listed with their curtilage contained within the lot boundary containing the item. In some cases there is a reduced curtilage where the significance of the item and its interpretation is not dependant on having a large curtilage extending to the lot boundary. In such cases it is necessary to identify a curtilage that enables the heritage significance of the item to be retained. It is also possible that there will be an expanded curtilage for some items where the curtilage is greater than the property boundary. An expanded curtilage may be required to protect the landscape setting or visual catchment of an item. For example, the significance of some properties includes a visual link between the property itself and a river or topographical feature.

URBIS' Comment: In the design of the new Civic Centre the "expanded" curtilage or "townscape" presence of the PTH has been a primary consideration. Due to the staggered height of the new building and its modulation the heritage presence of the main western wing of the PTH remains dominant from Church Street. In particular the new Civic Centre responds to the primary views from the NW at the junction of Church Street and Parramatta Square and from the State Heritage register listed St John's Cathedral.

TTA Comment:

The curtilage is defined in the brief. We agree with Urbis above.

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.

URBIS' Comment: The proposed new Civic Building is not really an "infill" building as the PTH and the now demolished 1950s Council Chambers were positioned as individual elements surrounded by varying degrees of open space.

Rather it should be considered as a new major free standing Civic Building for Parramatta City Centre which is connected functionally and physically to the 1880s PTH. It is traditional for such Civic Buildings to be seen as individual elements in the townscape rather than as part of a City block of buildings.

However the new Civic Building does respond to some of these heritage principles in relation to 'siting' for example in terms of roof forms; parapet and eaves heights; and respecting the alignment of the heritage building.

TTA Comment:

We agree with the above and note the design imperatives for the new building

3.1.3 HERITAGE DESIGN CONTROLS

The proposed works are addressed below in relation to the relevant design controls in Section 3.5 of the DCP.

Subdivision Pattern

C.2 Maintain the historical pattern of subdivision.

C.3 Where development is proposed that adjoins a heritage item identified in the Parramatta LEP 2011, the building height and setbacks must have regard to and respect the value of that heritage item and its setting.

URBIS' Comment: These controls are difficult to apply in the City Centre area of Parramatta due to the existing and inevitable future density and height of development in the Centre which mean that many heritage items are read in a context of larger scale development directly adjacent. In the proposed development the PTH retains its current / original position on its allotment. Public access is retained on the west and south sides, and for half of the north side.

Refer to the discussion above under "Scale" for consideration of the issue of the height of the new civic building and its response to the setting of PTH.

TTA Comment:

There are moderate and acceptable changes and we support the above.

Existing Buildings:

C.4 Retain all buildings and structures that explain the history of the area and contribute to its significance.

URBIS' Comment: The proposed development involves the demolition of the following elements that contribute to significance:

- Stage wing including basement below stage and external access stairs (c1932 relatively moderate significance). Required to achieve a generous connectivity between the PTH and the new civic centre. Also allows for creation of the northern laneway with new 24 hour public amenities accessed from the laneway at ground floor and for the connectivity and amenity of other essential functional requirements of the new civic centre on the upper floors, including generous public access through to the cantilevered Council Chambers at level 4.
- Stage floor itself and its curved front under the proscenium and small internal stage access stairs (c.1932 relatively moderate to high significance). Required to achieve a generous connectivity between the PTH and the new civic centre.
- New doors either side of the proscenium. Required to achieve flexible connection to the new civic centre during use of the temporary stage platform under the proscenium.
- Removal of original masonry fabric below 3 doorways from the auditorium to achieve a physical connection to Parramatta Square, and to improve functionality of the auditorium and the kitchen. The fabric to be removed in these locations includes the internal plastered finishes of high heritage significance with their remnant evidence of original paint finishes (now obscured by many paint layers including the existing painted interpretation of these finishes).
- The existing external fire stairs from the gallery seating on the south façade (mid-20 century intrusive element). To be replaced with a more sympathetically positioned and detailed fire stair from the gallery seating.
- Kitchen (c1932 relatively little heritage significance). To be replaced with contemporary kitchen and public amenities allowing creation of the public northern laneway.
- Public Lavatories along the north of the northern laneway (neutral/intrusive elements in the townscape)

The demolition of elements of more than moderate significance is a negative heritage impact, however they are necessary to achieve a holistic approach to the provision of a dynamic new civic hub in the centre of the Parramatta CBD. The integration of the new Civic Centre with the 1880s PTH has required demolition of the 1932 elements resulting in a dynamic functional and architectural connection.

TTA Comment:

We support the above but find the argument for demolition of the stage and fly tower lacks a well reasoned response. We agree that the demolition has merit if interpretation of the mechanics is included in the design and this would mean the original stage machinery and detailed narrative of the performance space.

Existing Buildings:

C.5 Avoid re-roofing the main body of the building except to match the original materials or except where re-roofed in corrugated iron.

URBIS' Comment: No re-roofing works of the PTH are proposed as part of this proposal. The proscenium or stage area wall is retained above the auditorium roof to form a parapet wall division between the PTH auditorium and the new Civic Centre parts of the development.

TTA Comment:

We agree, no further comment.

Alterations and Additions:

C.7 Any alterations and additions must be consistent with the scale, shape and materials of the existing building so as not to detract from the visual importance of existing historic buildings in the area or the area's visual consistency and amenity. Materials should be the same as the existing house, or otherwise lighter weight materials such as painted timber, fibro, iron or imitation timber cladding.

C.8 Modest additions work best. They can be as wings or pavilions to the existing building.

C.9 All additions must be at the rear of the property, NOT at the front. Additions should be attached to the original part of the building by way of linked pavilions or skillions at the back of the house.

C.10 Unless otherwise specified in Part 4 of this DCP, additions should not be higher than the ridgeline of the existing building and the existing roof form over the main body of the building should be retained.

URBIS' Comment: These heritage controls have obviously been written to regulate urban character in residential areas in the Parramatta LGA and are not appropriately applied in the City Centre. In the City Centre, there are already many buildings from different periods and also many buildings with different aesthetics. The Parramatta Square area in particular will feature an exciting ensemble of contemporary architectural designs. It is appropriate that the civic building stand out in the townscape – hence the vibrant form and materials proposed.

TTA Comment:

This is a special precinct with particular design parameters. We agree with Urbis that there are regulations which have not been written envisioning a project of this scale.

New Building

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.

C.12 Applicants need to concentrate on getting the height, siting, shape and materials right so that new buildings will blend with old areas without limitation of period details, including consideration of:

- ***the height of the new building compared to those nearby- the new building should be no higher than the majority of the buildings in its vicinity***
- ***the setback of the new building from the street and from its side and rear boundaries and as compared to its neighbours on either side***
- ***whether the building has a similar shape- in a street of hipped or gable roof, in a street of commercial buildings, a parapet roof might help the new building fit better with its neighbours.***

C.13 In some areas the pattern of development is an important part of the history and heritage significance of the place. New development which would destroy that pattern of development is unlikely to be approved, even if it is low and not visible from the street.

C.14 In those areas where the pattern of development is not part of the heritage significance of the place, new buildings at the rear of old buildings might be approved if they can be designed and sited successfully so as not to disrupt the streetscape, affect the setting of the heritage item or destroy the amenity of the area.

C.19 A new building near an important heritage item, such as a church or hall (which might also be a local landmark) needs to be carefully designed. It must not try to copy the heritage item or compete with it for attention. It is best if the new building fits in with the character of the surrounding neighbourhood, leaving the heritage item to stand alone.

URBIS' Comment: Note only some of the possibly relevant DCP heritage controls regarding "new buildings" are quoted above.

It is noted that these general DCP heritage provisions are more applicable in the suburban heritage context than in the Parramatta City Centre.

However the subject development does:

- Continue the Civic presence of PCC in this Central Parramatta location, revitalising the use of PTH.
- Allow for the "new and old" to benefit from each other in both functional terms and through a dynamic visual juxtaposition.
- respond to issues of siting, height and setbacks in relation to PTH, particularly from the SW.
- respect the visual relationship between St John's Cathedral and PTH by placing the higher levels along the northern side of the development.

TTA Comment:

Our comments are the same as previously noted, if the Design Brief is to be realised. This is a special precinct with particular design parameters. We agree with Urbis that there are regulations which have not been written envisioning a project of this scale.

3.1.4 DCP SECTION 4.3.3 CITY CENTRE SPECIAL AREAS

The following relevant DCP provisions relating to heritage in the City Centre are discussed below:

Principles: Building Exteriors

Parramatta's cityscape and public domain is defined by its buildings, streets and public places.

The maintenance and improvement of the public domain is dependent on a high quality approach to the design of new development including the articulation and finish of building exteriors.

URBIS' Comment: The design of the new Civic Centre is the result of an International architectural competition and is conceived as a high quality community facility which integrates into the Parramatta Square context, embracing the existing PTH. It features innovative architectural programming including a dynamic articulated glazed façade.

It will be important that the project continues to have a "high quality approach" during the construction documentation stage, particularly in relation to the integration with the heritage qualities of the PTH and with the public domain.

TTA Comment:

This is a project with a highly specific intent and responds to a set of principles which call for excellence in design. The PTH has little alteration and this is well discussed throughout.

Controls: Building Exteriors

C.1 Adjoining buildings (particularly heritage buildings) are to be considered in the design of new buildings in terms of:

- ***datum of main façade and roof elements,***
- ***appropriate materials and finishes selection,***
- ***facade proportions including horizontal or vertical emphasis.***

URBIS' Comment: While substantially larger than the PTH which it abuts, the new Civic Centre provides the following design features that contribute to minimising setting impacts on the PTH when viewed from the major public space (convergence of George Street and Parramatta Square):

- For views from the SW in Church Street and from Parramatta Square the new civic building has an "elevational wall" height that is less than that of the PTH auditorium.
- The west and south glazed facades of the new civic building are sculptural in quality so that the dramatic contrast between the new and the old is a deliberate design affect.

TTA Comment:

Refer to our discussion on Design in Context

C.8 All development is to implement:

- ***Heritage conservation principles***

URBIS' Comment: See section above where the general Heritage Conservation principles of the PDOP 2011 are considered.

TTA Comment:

Refer to our discussion on Design in Context

***Controls Church Street Mall and Centenary Square
- Retain as Parramatta's most enduring public space, including landscaping and heritage buildings and monuments***

URBIS' Comment: The proposed development has been designed to minimise impacts on the relationship of PTH to the Church Street Mall (including the relationship with St John's Cathedral), particularly when viewed from the SW near the junction with the new Parramatta Square civic space.

From the NW (Centenary Square) the main western wing of the PTH will remain dominant. The new Council Chambers cantilevered over the PTH auditorium will be a dynamic and symbolic addition to views from the NW.

TTA Comment:

The new building has a limited affect as, despite the scale of the winning design, it remains diminished in profile when compared to the backdrop of proposed high rise buildings which form the dominant panorama.

3.1.5 PARRAMATTA SQUARE HERITAGE OBJECTIVES

The provisions in Part 4: Strategic Precincts also apply.

The Heritage Objectives for Parramatta Square are given on page 4.3 – 102. The impact of the subject development under each of these objectives (in blue italics) is discussed below.

0.1 Conserve the heritage significance of the site by retaining key heritage buildings and settings.

URBIS' Comment: The significance of the PTH is strongly related to the position of the building in the city; its strong association with the democratic process of Parramatta Council and its ongoing use for community purposes. The setting of the main public front of the building towards Church Street is also of high importance. This primary historical relationship is strengthened and the central city setting is retained and enhanced.

The rear auditorium area and stage were not designed to address public spaces, however for the last 60 years or so a public walkway has been provided down the south elevation of PTH giving access to views of this side of the auditorium. This situation is improved in the new development because Parramatta Square will allow a wider view of the south façade of the main western wing of the PTH and the south façade of the PTH auditorium.

The setting on the north side of PTH is improved in terms of views to the main front western wing of the building and the exterior of the Jubilee Room. This is achieved through demolition of the intrusive public toilets currently to the north of these areas and the creation of the wider public through lane.

In terms of views to north side of the PTH auditorium – this area has always been closed to general public access. The new development obscures most of the auditorium north wall because essential services are required in this area to meet the project brief including on the ground floor improved kitchen facilities for the PTH and Jubilee Room and the provision of new publicly accessible toilets. On the floors above the northern elevation of the new development (in front of the auditorium wall) high amenity staff areas are provided and on the top floor the new Council Chambers occupy a symbolic dominant position on the NW corner.

The PTH is retained and conserved with the exception of the stage area. The Town Hall auditorium is no longer used as performance space and to upgrade the space to meet

contemporary functional and code requirements for performance use is not economically supportable and would have also resulted in some negative heritage impacts. Theatre performances are now held at the Riverside complex owned and operated by Council.

TTA Comment:

Only a small part of the PTH is affected by the proposal and the Urbis response is an accurate one and well considered in this instance. The setting should be understood by the imminent expansion in high rise buildings which have been or are to be approved.

Precedents exists locally and internationally for exemplar designs abutting or attached to heritage relics, a number examples of which are illustrated in this report.

0.2 Protect and enhance the views to and from heritage buildings, such as St John's Church, the Town Hall and Leigh Memorial Church in the design of spaces and buildings.

URBIS' Comment: The views to PTH are discussed elsewhere as is the townscape relationship with St John's Cathedral. The rear of the Leigh church is not currently visible, however the creation of the northern through lane will allow public views of this elevation. The glazed façade of the new Civic Centre building means that new vibrant views to the Cathedral will be available from the Centre from levels 3 and above on the west side (particularly the Council Chambers (L4) and the roof terrace (L5). On all levels on the north side views to the Leigh Memorial Church will be available from public spaces including the north glazed wall of the main public connecting stair.

TTA Comment:

The views to the St John's Cathedral and the Leigh Memorial Church are not obscured by this development. The former buildings now demolished obscured those vistas.

The view from the heritage precinct are discussed above ie *The setting should be understood by the imminent expansion in high rise buildings which have been or are to be approved.*

0.3 Interpret Parramatta's indigenous and cultural heritage in the design of buildings, public spaces and public art in Parramatta Square.

0.4 Interpret the location of the original marketplace, the convict drain and the site's archaeology.

0.5 Conserve and where appropriate, adaptively re-use archaeological resources in public interpretation to enrich public spaces.

0.6 Develop an interpretation program that derives from the special qualities and associations of the site for the people of Parramatta and the region.

URBIS' Comment: The proposed development will provide for a revitalised civic hub in the centre of Parramatta: it will be the community and urban design focus for the new Parramatta Square public open space. This is in keeping with the historical significance of the site as an important place of early contact between the indigenous population and the Colonisers; the site of the former market place and as the continuing seat of local government.

The Civic Centre includes an Indigenous Experience Centre (double height multipurpose space) and associated Indigenous learning and research facilities which will be operated by the local Indigenous community.

The 1885 PTH will be integrated into this new development, ensuring its use and appreciation into the future.

Cutting-edge urban design for the civic spaces of Parramatta Square have been designed. Public art and heritage interpretation strategies are incorporated informed by both the Indigenous and non-Indigenous cultural heritage of the site. Innovative ways of interpreting the early contact history, the market place, the 1932 stage wing (to be demolished), the convict drain and other archaeological features are included.

Of particular note is the fact that the southern wall of the new Civic Centre includes an LED display on the glazed façade which will be programmed with a changing display of interpreted events and stories from the whole Parramatta LGA community – inspired by the past and looking toward the future.

TTA Comment:

Agree with Urbis, there are opportunities to celebrate the PTH within the transition zone created by the stage link as discussed above.

O.7 Ensure future development of the site enhances the heritage qualities of the site.

URBIS' Comment: As outlined elsewhere, while there are some impacts on the tangible heritage aspects of the site, the intangible values are enhanced by the revitalisation of this site at the centre of cultural life and municipal government in Parramatta now and into the future.

TTA Comment:

Agree with Urbis, the current and future redevelopment around this site and as a back drop to the heritage precincts in Parramatta alters the scale of the heritage buildings in their original context is an inevitable outcome and now one that is in train.

The Parramatta Council should look at a variety of international standard, quality interpretative devices to allow an understanding of the development of this and other important styles which are affected by the change from a suburban centre to an international city.

4.0 COMPARISON

The following are illustrated examples of international buildings with extensions and additions in innovative and sometimes confronting styles. Purposefully designed as a foil between new and old.



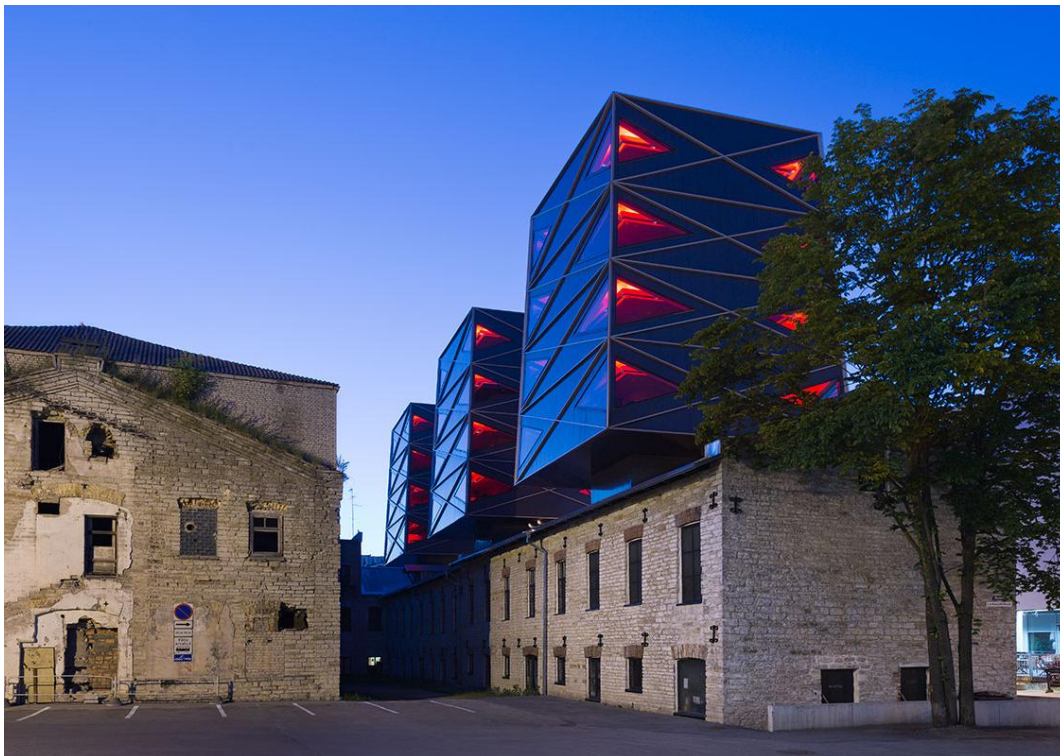
Example 1 intervention new and classical façade encasing the old with new in a dynamic embrace



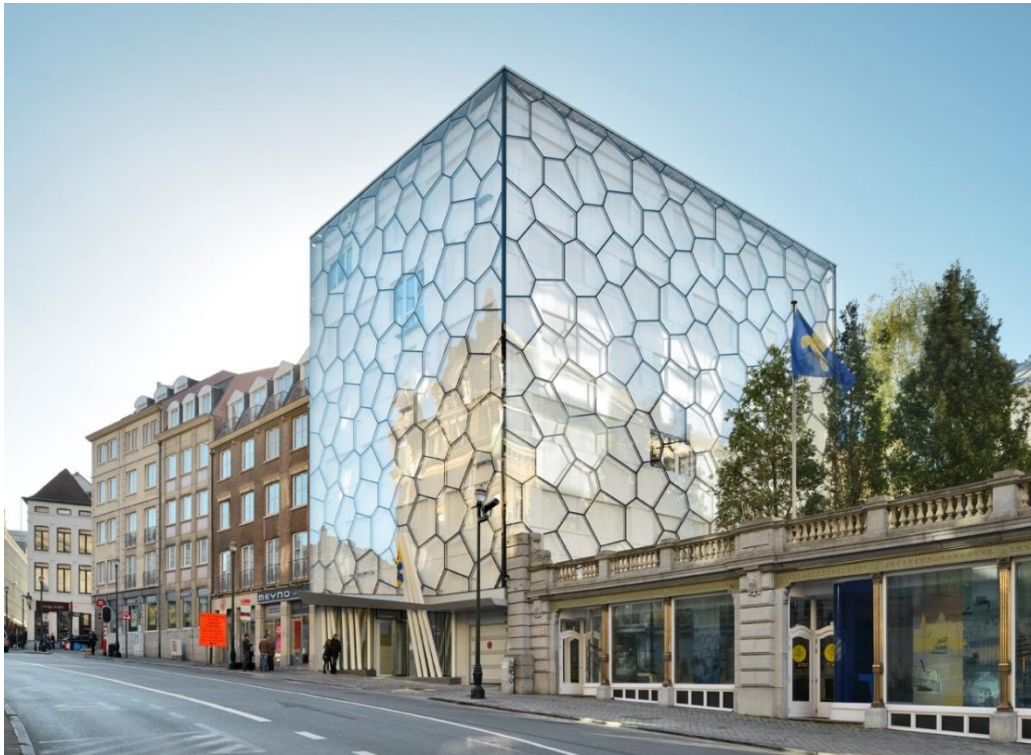
Example 2 overlapping and enclosing a 19th century warehouse (scheme only)



Example 3 A more respectful interpretation of new within old ruins



Example 4 19th century warehouse topped by contemporary office building defying the scale of the older buildings



Example 5 Infill contemporary building in scale to the surroundings



Example 6 Infill contemporary building in a larger scale to the surroundings classical building



Example 7 Infill contemporary building not in scale to the surroundings



Example 8 Infill contemporary building the winning scheme encasing the heritage building as a museum relic



Example 9 Infill contemporary building in scale to the surroundings amended winning entry stepped back and attached



Example 10 The Pompidou Centre now 50 years old refer to the winning scheme North elevation



Example 11 Infill contemporary building in scale to the surroundings The proposed Parliament House Hobart

Each of the examples above has been designed in a heritage precinct of high significance. In this comparative analysis the winning scheme sits as a worthy member of this cohort of internationally acclaimed civic projects.

While some are more extraordinary than others, it suffices to say that the winning scheme as amended is modest by comparison to many.

The examination of the LEP, DCP and other regulations as well as the Burra Charter and Heritage Office Designing Context Guidelines lean to more modest and low key solutions, however the buildings illustrated follow the design brief intent in different locations around the world and represent the international trend.

5.0 CONCLUSION

This has been an independent assessment of the winning design for 5 Parramatta Square by Manuelle Gautrand Architecture, DesignInc, Lacoste + Stevenson. We have reviewed the winning design as amended for Development Approval.

The factors considered have been:

- The Design Brief and Council aspirations
- The architects design statements and the Heritage Consultants Heritage Impact Report with its supportive rational and argument
- The site location adjacent many important heritage relics and urban areas. The Town Hall building is an important historic building and an integral part of the physical and cultural makeup of Parramatta and its surrounding suburbs.
- The St Johns' Anglican Cathedral with its early colonial spires is a treasure of Parramatta and of State significance. It is however at a distance from the new development and more affected by other surrounding developments.
- The Mission church with its buttressed bell tower awaiting a spire
- And of course the Town Hall building which is of local heritage significance and the item most affected by the new works.
- We have also reviewed comparable local and international examples of similar project requirements.

It is important to note, that on the face of it, some matters in the DCP and the Burra Charter have not been addressed in the design and while this is an easy criticism to make in isolation; other factors are to be considered in this particular project.

The bulk and scale issues should be viewed in the larger context and the Council model clearly shows that the new development is moderate by comparison to the approved or intended buildings immediately around it.

Matters of greatest concern are the junction between new and old and the use of the Town Hall as a transit or access through to the new building which may dilute its interpretation.

The balance of the argument as to the heritage impact of the winning scheme on the Parramatta Town Hall and its environs rests more with the context of the "New Parramatta" as a global city than with the singular preservation of the Town Hall itself. It is clearly understood that with the exception of the stage and some extended windows the Town Hall is untouched as a building.

Many examples can be found of heritage buildings being preserved intact in new innovative developments with the new work making a profoundly dynamic and individual response.

This philosophical stance is likely to draw a negative response from conservative assessors. Urbis has concluded that the common good is better served by making a bold architectural statement for the new work than a modest and low key design.

The National Trust put forward its opinion that the building is non compliant, chiefly by way of the overhanging section but local examples and international examples demonstrate that this can be done successfully.

The winning design can positively affect the heritage building by emphasising its scale and proportion in what could be described as a contemporary embrace. However our belief is that more work is needed on the intersection and junctions between the two, to better transition between new and old.

We have recommended that there be a review of the junction at that point. Also we suggest that the use of the auditorium be better defined and maybe even a library reading room capable of converting to an auditorium if needed.

The stage interpretation provides an opportunity to reuse the old equipment in the transition space and better reference to the cultural heritage may be made here.

The brief sought a new and forward looking design and the winning entry – even as modified in its current state – has achieved that.

The scale of the winning entry is proportioned to the proposed surrounding buildings while the cross section provokes the symbolism of the cathedral spires.

The design has responded to the brief and the heritage issues albeit in an unconventional way.

We see this project being spiritedly debated as to its merits but ultimately it will provide Parramatta with an international standard Australian design within the principles espoused in the Design Brief and therefore commend it taking into account the recommendations we have made within this report.

Tasman Storey FRAIA
ARBNSW 3144
Design Principal
Tropman And Tropman