

# STATEMENT OF HERITAGE IMPACT

## Planning Proposal and Proposed Townhouse Development

235-237 Marsden Road, Carlingford

DECEMBER 2016

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# STATEMENT OF HERITAGE IMPACT FOR PLANNING PROPOSAL AND PROPOSED TOWNHOUSE DEVELOPMENT, 235-237 MARSDEN ROAD, CARLINGFORD

## 1.0 INTRODUCTION

This report was prepared for Gaiset Pty Limited to accompany a Planning Proposal which seeks to amend the Parramatta Local Environmental Plan 2011 controls over the subject land as follows:

Control	Existing	Proposed
Land Use Zoning	R2 – Low Density Residential	R3 – Medium Density Residential
Floor Space Ratio	0.5:1	0.6:1
Height of Buildings	9.0 metres	11.0 metres

The land use zoning amendment would allow additional forms of housing namely, attached dwellings, multi dwelling housing and semi-detached dwellings but not residential flat buildings.

Architects Architex have designed a proposed townhouse development for the site with a floor space ratio of 0.55:1 to illustrate the form of development which would comply with the amended controls but exceeds the existing controls.

The subject site is not a heritage item; however, it lies in the vicinity of several heritage items.

## 1.1 METHODOLOGY

This Statement of Heritage Impact adopts the format of the NSW Heritage Council publication *Statements of Heritage Impact*. It is prepared responding to the requirements for development in the vicinity of heritage items identified in *Parramatta Local Environmental Plan 2011* and refers to other relevant development controls and guidelines.

## 1.2 SITE LOCATION

The site is comprised of a parcel of three lots at 235-237 Marsden Road, Carlingford - Lots 1, 2 and 3 on Deposited Plan DP5982.



Figure 1 – Aerial view of subject site on Marsden Road identified in red. North at top of page. (Source; NSW Land & Property Information, SIX Maps)

### 1.3 HERITAGE LISTINGS

The site is not a heritage item nor is it in a conservation area. It is in the vicinity of several heritage items listed on Schedule 5 of the *Parramatta Local Environmental Plan 2011* including:

- Item I16 - Dalmar Children's Home and treed accessway, 3 Dalmar Place and Madison Avenue, Carlingford
- Item I18 - St Paul's Church Cemetery, 233 Marsden Road, Carlingford
- Item I22- Grandview, 300 and 300A Marsden Road, Carlingford

Refer appendix from page 31 for State Heritage Inventory database listings.

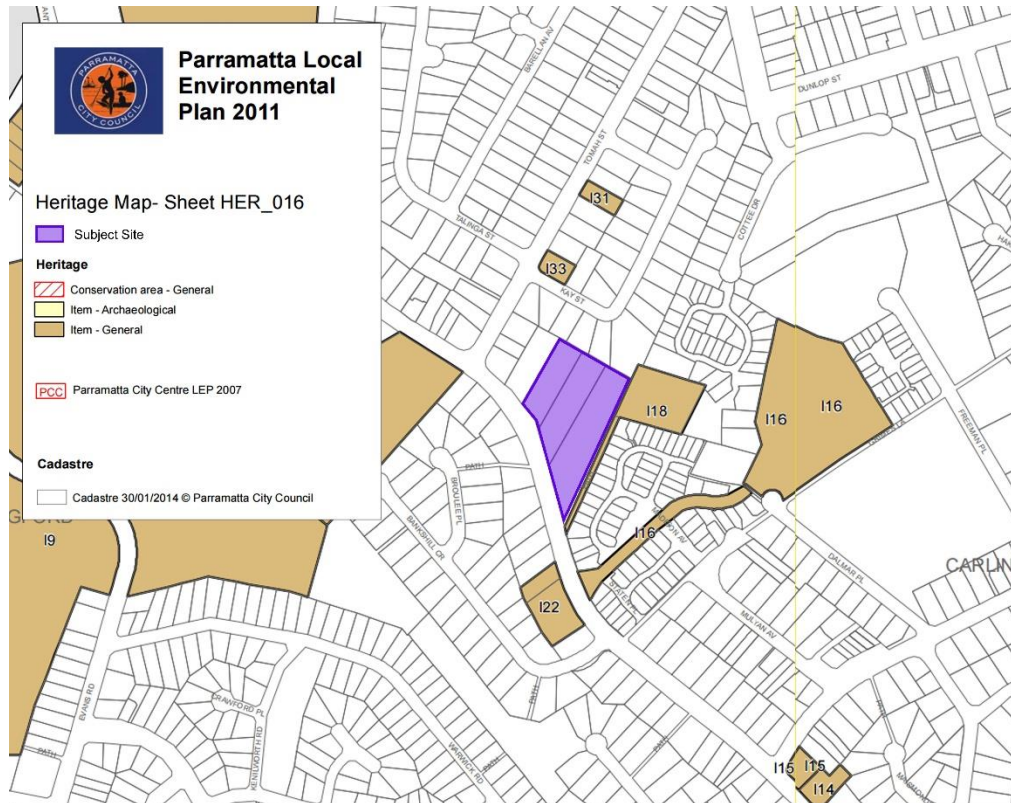


Figure 2 – Extract of Heritage Map from Parramatta Local Environmental Plan 2011 showing site in the context of nearby heritage items. North at the top of the page.

#### 1.4 AUTHORSHIP

This report was prepared by Don Wallace, Senior Heritage Consultant, with research and history written by Léonie Masson, Historian, of **NBR**SARCHITECTURE.



## **2.0 DOCUMENTARY EVIDENCE**

### **2.1 EUROPEAN ERA HISTORY**

Historian the late John McClymont's entry in the Dictionary of Sydney provides a history of the locality as follows:

*The present-day Carlingford area was originally inhabited by the Burrumattagal clan. The area adjoins present-day Ponds Creek valley and is adjacent to the headwaters of Hunts Creek that flows west into Darling Mills Creek and the Parramatta River.*

*Despite speculation that the suburb may have been named for the town of Carlingford in County Louth, Leinster, Ireland, it was in fact named in honour of Lord Carlingford, the British Under-Secretary of State for the Colonies between 1847 and 1860. Originally a hilly rural area known for its citrus fruit, after World War II the farms and orchards of Carlingford were displaced by housing and today the suburb is largely urban.*

*Frederick Charles Cox, a former mayor of Parramatta, was one of the district's leading orchardists. A butcher by trade, with a shop in Parramatta, he became an alderman and mayor of Parramatta and lived at Blenheim, now demolished, on Pennant Hills Road. Together with the Mobbs, Spurway, Sonter and Eyles families, the Cox family achieved some acclaim with their orange orchards. As their district came under the municipality of Dundas in later times, members of these families were closely associated with the corporation as aldermen and mayors.*

*An extension of the private railway from Clyde, which was once destined for Dural, terminated at Carlingford, with the line bisecting Cox's property. The station opened as Pennant Hills on 2 April 1896, then, as part of the state government railway line, it became known as Carlingford on 1 August 1901. It was then that this essentially rural area developed a village centre and today there is a small shopping centre near the railway station and a large complex at Mobbs Hill.*

*Carlingford is mainly known for the K13 Submarine Memorial, a monument dedicated to all submarines and their crews lost between 1914 and 1955. Located at 304 Pennant Hills Road (near the Attention Road corner), the park and the memorial were donated by CA Freestone, a Parramatta businessman who had served on the K13. Designed by architect Douglas Snelling, and sculpted by Gerald Lewers, the memorial was unveiled in 1961.*

*The suburb is also known for James Ruse Agricultural High School, a public agricultural high school that is one of New South Wales's most academically successful schools.<sup>1</sup>*

#### **2.1.1 ST PAULS ANGLICAN CEMETERY**

Immediately adjoining the subject site is St Johns Cemetery. In 1847, William Mobbs Junior donated land at "Mobbs Hill" (Carlingford) for a church and adjacent burial ground. However, "the nature of the shale foundation made the area adjacent to St Pauls Church unsuitable for a burial ground. Consequently, William made a further gift of land farther down on Marsden Road. The first interment in the Cemetery was William Mobbs Senior on 14 July 1851".<sup>2</sup>

<sup>1</sup> John McClymont, Carlingford, Dictionary of Sydney, 2008, <http://dictionaryofsydney.org/entry/carlingford>, viewed 25 October 2016

<sup>2</sup> "St Paul's Church Cemetery, Carlingford, NSW", *the family history blog*, <https://thefamilyhistoryblog.wordpress.com/2011/04/06/st-pauls-church-cemetery-carlingford-nsw/>, accessed 14 November 2016

The cemetery closed in the 1960s. There are approximately 700 burials in the Cemetery. In 1996, the Sydney Anglican Diocese negotiated a lease of the access road to the old cemetery to Optus Networks Pty Ltd. The lease income for same was to be paid to the churchwardens of St Paul's Church Carlingford.<sup>3</sup>

## 2.2 HISTORY OF THE SUBJECT SITE

The subject site is located on Lots 1 and 2 in the Tomah Estate (DP5982), which subdivision comprised part of land grants to James Dunlop and James Milson on 30 June 1823.

In 1909, the NSW Realty Co Limited, applicant in Primary Application 16077, subdivided 67 acres 27¼ perches (a little over 22 hectares) in Church Street (now Marsden Street). The "Tomah Estate Carlingford" was promoted on the poster (Figure 3) comprising "choice residential sites and orchard blocks adjoining the public school and church". The subdivision was advertised for auction sale on 25 September 1909. Not all the blocks were available to buy on the day, but of those submitted to auction, 12 lots were sold realising a total of £1237/16.<sup>4</sup> Periodic sales continued to 1914 when Arthur Rickard advertised "only nine acres left on this splendid estate".<sup>5</sup>

In 1921, Heber James Catt of Carlingford, nurseryman, purchased Lots 1 to 5 and 17-19, extending his landholdings in the estate.<sup>6</sup> Catt was one of the pioneer orchardists of the Carlingford district. In 1890s editions of the *Sands Directory*, Catt was listed in Church Street, Dundas (now Marsden Street, Carlingford). The house that he and his family occupied was called "Tomah" possibly after the estate or an earlier house near the subject site.

The 1943 aerial survey (Figure 4) depicts the subject lots under cultivation. As Carlingford was a prime citrus growing area, it is likely to have been planted out as an orchard in the 1920s by Heber James Catt. The house on the western part of the site was likely Catt's home (Lot 3 DP 5982).

Heber James Catt died in December 1935 at the age of 70 years. An obituary in the local newspaper reported that he was a nurseryman who had resided in the district all his life as well as having served as an alderman on Dundas Council.<sup>7</sup> His property, including the subject site, passed by transmission in 1936 to his widow, Margaret Catherine Catt.<sup>8</sup> She died the following year whereupon the subject site (including Lot 3) passed by transmission to Frank Douglas Catt. He is described on Certificate of Title Vol 4926 Fol 190 as an "orchardist". It is presumed that he continued to operate the orchard on the subject land. Electoral Rolls to 1972 name him at 239 Marsden Road. Following World War II, Catt was a prominent citrus and rose grower at "Bushlands Nursery", Church Street, Carlingford (the subject site).

In December 1955, Frank Douglas Catt sold Lot 1 to his son, Barry Douglas Catt but retained ownership of Lots 2 and 3. In 1959, Frank conveyed Lots 2 and 3 to FD Catt Pty Limited. Frank and Barry jointly operated the family nursery until the former's death in 1975. The trio of allotments were conveyed in 1980 to Bara Consolidated Industries Pty Limited.<sup>9</sup> In 1986, the subject site changed hands to Gaiset Pty Limited. That company continued to operate a nursery at this location until it was taken over by Swane's Nurseries.

<sup>3</sup> *Carlingford (Mobbs Hill) Leasing Ordinance 1996*, <http://www.sids.asn.au/site/102635.asp?ph=ba>, accessed 14 November 2016

<sup>4</sup> "Property Sales", *Sydney Morning Herald*, 27 September 1909, p9

<sup>5</sup> "Prosperous orchard homes", *Sydney Morning Herald*, 18 February 1914, p19

<sup>6</sup> In 1914, Catt purchased Lots 15 and 16 and 27 to 32. Certificate of Title Vol 2106 Fol 167, NSW Land & Property Information

<sup>7</sup> "Mr Heber James Catt", *Cumberland Argus and Fruitgrowers Advocate*, 2 January 1936, p4

<sup>8</sup> Certificate of Title Vol 3220 Fol 203, NSW Land & Property Information

<sup>9</sup> Certificates of Title Vol 7147 Fol 71 and 72, NSW Land & Property Information





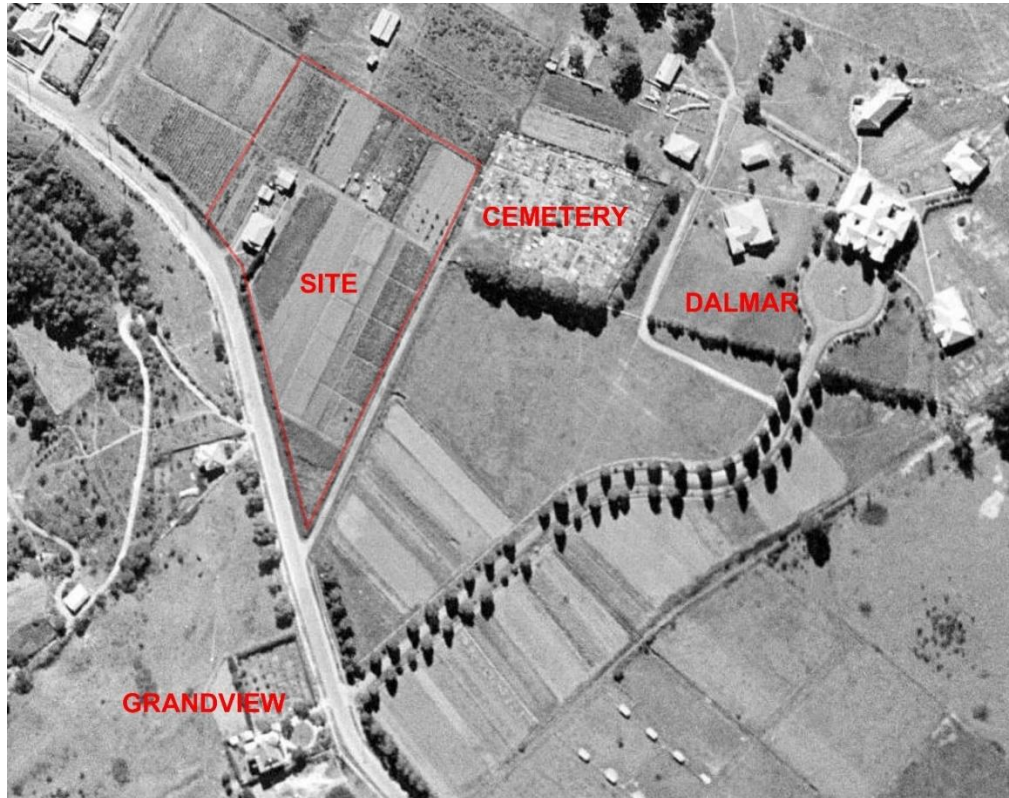


Figure 4 – Detail from 1943 aerial of Sydney showing subject site outlined in red and adjacent heritage items. It shows the Federation bungalow at the western end of the site along Marsden Road and the lack of trees across the site. North at top of page. (Source: NSW Land & Property Information, SIX Maps)

### 3.0 PHYSICAL EVIDENCE

#### 3.1 SUBJECT SITE

The subject site has an area of approximately 1.3 hectares over three lots and falls from the north to the south. It has a frontage along Marsden Road of approximately 150 metres. A Federation bungalow is located at the western end of the frontage and a post war bungalow is located at the eastern end adjacent to the access handle to the cemetery. Most of the site is occupied by a retail horticultural nursery – Swane’s Nursery. The nursery is comprised of a bituminised parking area, an entrance greenhouse, a covered area and an open-air section. The boundary with the cemetery, its accessway and adjacent park are treed.



Figure 5 – Carpark and entry greenhouse of Swane's nursery on the subject site. NBRARCHITECTURE, November 2016.





Figure 6 – Entry to Swane's off Marsden Road. NBR SARCHITECTURE, November 2016.



Figure 7 – Open air section of Swane's nursery looking east in direction towards St Paul's Church Cemetery beyond trees. NBR SARCHITECTURE, November 2016.





Figure 8 – Covered area of nursery. NBRARCHITECTURE, November 2016.



Figure 9 – Bungalow at 237 Marsden Road within the subject site. NBRARCHITECTURE, November 2016.



*Figure 10 – House at 235 Marsden Road at left with informal roadway to cemetery at centre. NBR*SARCHITECTURE, November 2016.



**3.2 HERITAGE CONTEXT – GRANDVIEW**

Grandview is a two-storey Late Victorian Italianate villa. It is located approximately 100 metres south of the subject site on the opposite side of Marsden Road. It is set behind walls and concealed by trees but can be seen through the entrance drive which is directly opposite Dalmar's treed accessway. It is visually removed from the subject site.



Figure 11 – View to Grandview from Marsden Road. NBRARCHITECTURE, November 2016.

### 3.3 HERITAGE CONTEXT – DALMAR CHILDREN'S HOME AND TREED ACCESSWAY

The former Dalmar Children's Home is centred on the main building - a two-storey (with three-storey tower) Federation period brick and tile – around which is a circular drive. The original serpentine treed approach has been pedestrianised and the earlier open space on the sides of this approach have been developed as a medium density townhouse development known as Madison Gardens. The bitumen curbed accessway is lined with Queensland box trees (*Lophostemon confertus*) among mass planting of agapanthus (*Agapanthus spp.*) with a hedge providing an outer buffer to the townhouse development.

Both the accessway and Dalmar itself are visually and physically removed from the subject site by the townhouse development and St Paul's Church Cemetery.

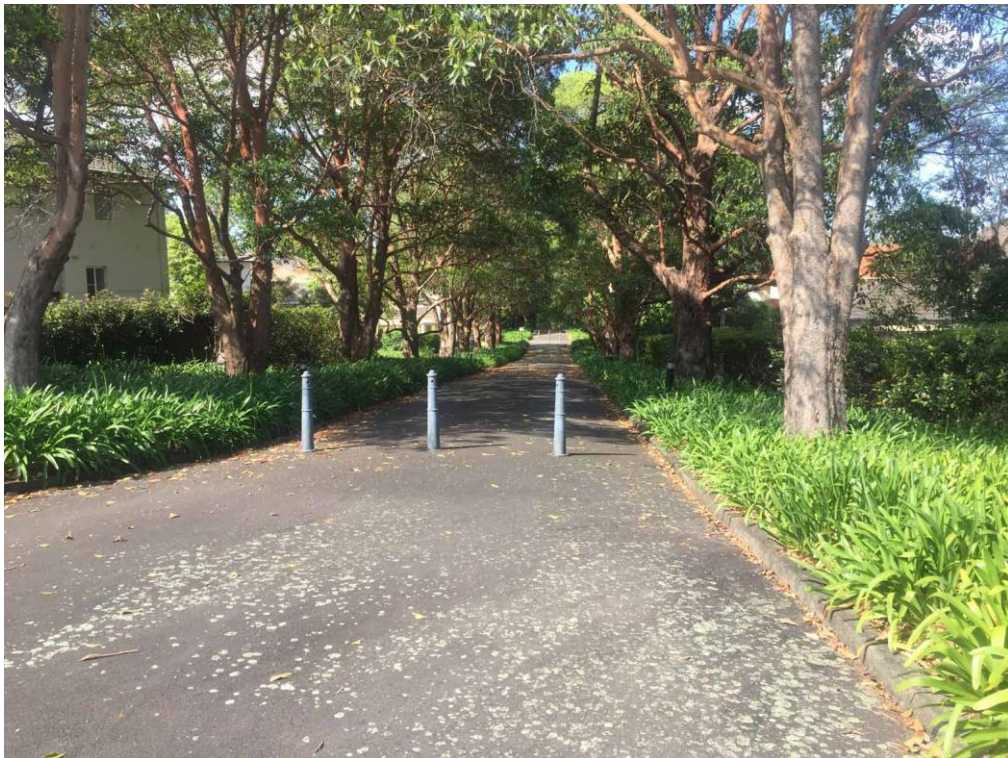


Figure 12 – Treed accessway looking northeast from Marsden Road. NBR SARCHITECTURE, November 2016.





Figure 13 – Tree-lined accessway at corner of Madison Avenue looking towards Dalmar. NBR**S**ARCHITECTURE, November 2016.



Figure 14 – Dalmar. NBR**S**ARCHITECTURE, November 2016.

**3.4 HERITAGE CONTEXT – ST PAUL’S CHURCH CEMETERY**

St Paul’s Church Cemetery is a roughly square non-active cemetery of approximately 5,000m<sup>2</sup> located to the east of the subject site. It has been accessed, historically, by a 6-metre wide turfed accessway which runs for approximately 150 metres from Marsden Road to the southwestern corner of the cemetery. It can also be accessed from a public park on May Street to its north. It is separated from the eastern boundary of the subject site for most of its length by a fence. It is also fenced from the neighbouring Madison Gardens townhouse development. The cemetery is visually isolated from other heritage items.



*Figure 15 – Access from cemetery looking southwest to Marsden Road. NBR*SARCHITECTURE, November 2016.





Figure 16 – View east across St Paul's Church cemetery.. NBR SARCHITECTURE, November 2016.

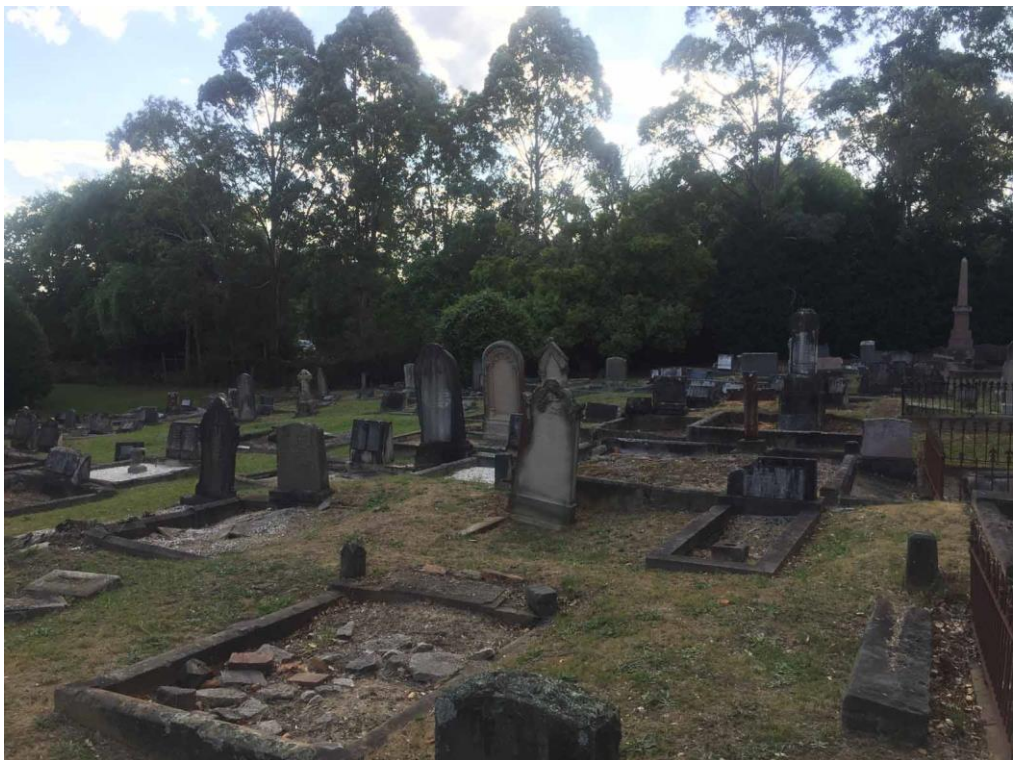


Figure 17 – View west over cemetery with treed boundary with the subject site in background. NBR SARCHITECTURE, November 2016.

## 4.0 THE PROPOSAL

The planning proposal seeks to amend the controls of the Parramatta Local Environmental Plan 2011 as follows:

Control	Existing	Proposed
Land Use Zoning	R2 – Low Density Residential	R3 – Medium Density Residential
Floor Space Ratio	0.5:1	0.6:1
Height of Buildings	9.0 metres	11.0 metres

Architects Architex have designed a proposed townhouse development for the site with a floor space ratio of 0.55:1 to illustrate the form of development which would comply with the amended controls but exceeds the existing controls. The maximum height of the Architex scheme exceeds the existing 9.0 metres maximum building height being up to 9.5 metres in part – which is 1.5 metres lower than the maximum building height sought. The Architex proposal includes the demolition of all structures on site, retention of some trees and the development of 48 two-storey townhouses. The referenced drawings are comprised of the following:

Drawing name	Drawing number	Issue	Date
Site Plan	2216_A101	P1	29 September 2016
Basement Level Plan	2216_A102	P1	29 September 2016
Ground Plan	2216_A103	P1	29 September 2016
Level One Plan	2216_A104	P1	29 September 2016
Roof Plan	2216_A105	P1	29 September 2016
Elevations and Site Section	2216_A106	P1	29 September 2016

## 4.1 DESIGN STATEMENT

Architex have provided the following design statement in support of its townhouse development conforming to the amended controls of the Planning Proposal:

The subject site contains the existing Swane's Nursery business comprising a showroom, office building, greenhouse building and exterior plant sales. Two residential dwellings are also located on the site.

The site fronts Marsden Road and is set in a context of an eclectic mixture of single lot housing, villa developments and cluster housing or townhouse developments. The site is located 1.3km from Carlingford shopping district, 1.5m to Carlingford train station, 550m from Carlingford Public primary school and 2.2km from Cumberland High School. Bus services are provided along Marsden Road, Pennant Parade and Pennant Hills Road.

The proposal seeks to amend the Parramatta LEP 2011 with respect to the subject site as follows:

- Amend the existing R2 Low Density Residential zoning to R3 Medium Density Residential to allow for medium residential development; and
- Amend the site's floor space ratio and building height controls to allow for a variety of building envelopes throughout the site.



The proposed planning proposal seeks to replace the existing nursery business with 48 x 3 and 4 bedroom townhouses of varying scale and roof form. Substantial open space is proposed to accommodate soft landscaping, courtyards, common open space and driveway access. Resident parking is proposed in basements below the building footprints to maximise deep soil and soft landscaping. Visitor parking is proposed at grade. A one-way 'ring-road' style driveway system is proposed to simplify vehicle movement and allow waste/removal truck and emergency vehicle access through the site. Vehicular access to the site is proposed via separate ingress and egress driveways separated by a triangular island. This will restrict movements into and out of the site via a left in/left out only access to Marsden Road.

The site planning seeks to cater for the privacy and curtilage demanded by each dwelling, whilst catering for the access roads, utilities, Building Code of Australia requirements and general planning guidelines required for such a development.

The design is a direct response to the context of the site and its surrounding developments. The adoption of a two-storey configuration with variations in the forms relates to the adjacent scale of the villa development to the north-west of the site and two-storey cluster housing located to the south-east. The design proposes a contemporary mixture of painted finishes, face-brick walls, stacked stone and contrasting elements. This will relate to the existing residential precinct with appropriate materials and finishes.

The common open space areas have been proposed at the rear of the site to visually link with Simpson Reserve to the rear and the cemetery to the east. These open space areas, located on the elevated portion of the site, will promote views to the south over Dundas Valley.

## **5.0 EVALUATION OF HERITAGE CONTROLS**

### **5.1 COMPLIANCE WITH S117(2) LOCAL PLANNING DIRECTION 2.3 HERITAGE CONSERVATION**

The Minister for Planning has directed relevant planning authorities under section 117(2) of the Environmental Planning and Assessment Act 1979 to follow the Local Planning Directions when planning proposals are lodged with the Department of Planning.

Direction 2.3 relates specifically to Heritage Conservation. Its objective is 'to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance'. It directs that planning proposals 'must contain provisions that facilitate the conservation of [among other things] items, places, buildings ... or precincts of environmental heritage significance ... identified in a study of the environmental heritage of the area.' Further, in terms of consistency, clause 2.3(5) provides that:

A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Director-General of the Department of Planning (or an officer of the Department nominated by the Director-General) that:

- (a) the environmental or indigenous heritage significance of the item, area, object or place is conserved by existing or draft environmental planning instruments, legislation, or regulations that apply to the land, or
- (b) the provisions of the planning proposal that are inconsistent are of minor significance.

The Planning Proposal seeks no change to the Parramatta Local Environmental Plan 2011's provisions for heritage conservation (clause 5.10 and Schedule 5 – Environmental Heritage) nor the heritage controls of the development control plan that follow from that environmental planning instrument.

The referenced townhouse development described in the drawings by Architex exceed the existing controls in the areas where the Planning Proposal seeks change but does not reach the maximums for height and density sought. The development illustrates a scheme that would be compliant with the Planning Proposal's variation of controls and has no significant impact on the heritage significance of items in the vicinity.

The impacts of a scheme designed to the maximums of height and density set out in the Planning Proposal would need to be assessed once a design is put forward. Depending on the interface with the heritage item of the cemetery and its accessway, a buffer in terms of setback and landscape may be needed to mitigate potentially adverse heritage impacts. Nevertheless, the proposed height and density that could result appear appropriate to the context of the adjacent heritage item and capable of mitigation when development consent is sought.

### **5.2 COMPLIANCE WITH THE PARRAMATTA LOCAL ENVIRONMENTAL PLAN 2011**

The objectives of the clause 5.10 Heritage Conservation provisions of the Parramatta Local Environmental Plan 2011 [LEP] are as follows:

- (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.

The conservation of the settings and views associated with heritage items has resulted in 'vicinity controls' which are applicable to the subject development as it is near heritage items.

Sub-clause 5.10(5) of the LEP provides, among other things, that the consent authority may, before granting consent to any development on land that is within the vicinity of land on which a heritage item is located 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 concerned. This Statement of Heritage Impact assesses the effects on the heritage significance of heritage items in the vicinity of the subject site and is to be considered a heritage management document for the development.

### 5.3 COMPLIANCE WITH THE PARRAMATTA DEVELOPMENT CONTROL PLAN 2011

Parramatta Development Control Plan 2011 sets out 'conservation criteria' to ensure any new development retains and enhances the significance of heritage items and their settings. The criteria are set out below. Most of them relate to proposals to heritage items themselves rather than development in the vicinity of heritage items as is the case for the proposed development. Following the conservation criteria are relevant controls from the DCP to which the development responds.

<u>Conservation Criteria</u>	<u>Compliance</u>
<p><b>Scale</b></p> <p>The scale and bulk of any new building or work must be in scale with the original building and new development must not obstruct important views or vistas of the item. In the case of infill work, the scale of the new building must be similar to those around it. Where this is not feasible, sufficient curtilage around the heritage item must be included to assist interpretation of its heritage significance. In some circumstances, where site depth would allow, a higher building could be erected behind a heritage shopfront.</p>	<p>The scale of the proposed development is drawn from the Parramatta Local Environmental Plan 2011 which was prepared following an understanding of the heritage items within the study area. The development complies with the height control and but marginally exceeds the FSR 0.5:1 (range 0.5-0.54) at 0.55:1. The site is removed from heritage buildings to whose scale to respond. The development between the site and those buildings and at the edge of the cemetery has been developed with townhouses like those proposed. These have not had a major adverse impact on the heritage items nor will those proposed.</p>
<p><b>Siting</b></p> <p>If the existing street façade of the building is sympathetic to the character of the street, then alteration must be avoided. New work is best located to the rear or side of the building.</p>	<p>Principally relates to heritage items rather than development in the vicinity of heritage items.</p>
<p><b>Architectural form</b></p> <p>The basic architectural form of any new work needs to respect what exists. Issues to consider are the roof form, proportion and location of windows and doors.</p>	<p>The proposed buildings are consistent with existing townhouses which edge the cemetery. Although there are existing memorial structures in the cemetery, its character is essentially that of an open space rather than as built form.</p>

**Conservation Criteria**

**Compliance**

**Architectural detailing**

It is important to be aware of the particular era and architectural style of the building or buildings and make sure that any proposed changes are contextual to the period. For example, it is not appropriate to mix Victorian features with an Art Deco. Overuse of historical architectural features on new work should be avoided, with preference given to uncomplicated interpretive forms and detailing.

Principally relates to heritage items rather than development in the vicinity of heritage items.

**Materials and finishes**

Reuse existing materials where possible. New materials and detailing must be compatible with the original and consideration must be given to the colour, texture and type of materials and finishes.

The development does not include material conservation, additions to or alterations of the adjacent heritage item.

**Use**

The best use for a building is usually the one for which it is built. Where this is not possible, a use sympathetic to the layout of the building and requiring minimal alterations will be more compatible.

Principally relates to heritage items rather than development in the vicinity of heritage items.

**Original fabric**

It is important to minimize alterations to the original fabric and where possible, repair rather than replace individual elements, such as windows and doors.

Principally relates to heritage items rather than development in the vicinity of heritage items.

**The aging process**

The patina of age on a building adds much to its character and significance. A worn step for example demonstrates the many years of feet crossing a threshold. Such features add to the uniqueness and character of a place and must be retained wherever this does not present a public safety risk.

Principally relates to heritage items rather than development in the vicinity of heritage items.

**Curtilage**

There are three types of heritage curtilage:

- Lot boundary. The lot boundary is the most common type of curtilage. It may contain associated buildings, gardens, walls, fences and the like which contribute to the significance of the property. The majority of built items in Parramatta are listed within their lot boundary curtilage.
- Reduced curtilage. This curtilage is less than the lot boundary of the property and it

The curtilage of the cemetery is its lot boundary. The proposed development lies outside this curtilage.

**Conservation Criteria**

**Compliance**

arises where the significance of the item and its interpretation is not dependant on having a large curtilage extending to a lot boundary. For example where there are large estates with sufficient land on the lot that can be subdivided independent of the heritage significance of any item on that land, or a new dwelling adjacent but not impacting on the existing heritage item on that land. In such cases, it is necessary to identify a curtilage that enables the heritage significance of the item to be retained.

- Expanded curtilage. This 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.

**Infill development**

The key to successful infill development adjacent to a heritage item is reflected in design where the infill is of similar mass and character to the adjacent heritage building/s. This may comprise use of the vertical (versus square) windows, verandahs, balconies, positive roof pitches (i.e. 25 to 35 degrees) and general facade detailing. Buildings and landscaping may establish a character of an area and provides a sense of continuity and a recognised community value. Unsympathetic infill will disrupt the unity of a group of buildings and may spoil the existing character. Architectural 'good manners' are important in areas of special character. An infill building must not precisely imitate its neighbour but use recognisable tools such as massing, scale, setback and orientation, detailing and materials, roof forms and coursing lines to complement adjacent heritage items.

The development is not infill but new development in the context of a heritage item.

**Archaeology**

Parramatta is a highly valued source of information relating to Aboriginal and post 1788 settlements. All developments within the city centre must be informed and guided by the Parramatta Historical Archaeological and Landscape Management Study (Known as PHALMS). Map in the Parramatta City Centre LEP

Specific archaeological assessment has not been undertaken in the course of this study. The site lies outside the area covered by the Parramatta Historical Archaeological Landscape Management Study (PHALMS). A 1943 aerial photograph (refer Figure 4 on page 10) shows no buildings on the site other than the bungalow and ancillary structures at 237

**Conservation Criteria**

identify potential of various parcels of land to contain significant archaeological relics and information about Parramatta's past. All development proposals involving excavation must be in accordance with the recommendations of this study. Such developments on properties identified by PHALMS as having moderate or high potential to find archaeological relics must obtain a permit from NSW Heritage Council under Section 140 of the Heritage Act prior to lodging a development application. However, if such developments are listed on the State Heritage Register or National Heritage Register, formal approval is required from the NSW Heritage Council under the Heritage Act or from the Commonwealth Minister for Environment under the Environmental protection and Biodiversity Conservation Act.

**Historic Views**

**Landform / Natural characteristics**

C.1 Maintain the natural landform and character of the area: avoid any cut and fill to land when constructing new buildings and landscaping grounds.

**Subdivision Pattern**

C.2 Maintain the historical pattern of subdivision.

**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.

**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.

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

**Compliance**

Marsden Road. There is no evidence of earlier structures on site.

Development on the site will not affect any of the 'historic views' identified in the map referred to in the PDCP2011.

Excavation of parts of the site is proposed but, overall, the natural ground levels will be restored. In any case, this provision relates to heritage items rather than sites in their vicinity.

There is no strong historical pattern of subdivision. The proposed subdivision would be similar to the adjacent townhouse development in the context of the cemetery and Dalmar.

As mentioned above, the proposed buildings are consistent with existing townhouses which edge the cemetery. Although there are existing memorial structures in the cemetery, its character is essentially that of an open space rather than as built form.

The proposed development is in a precinct under transition as evidenced by the adjacent townhouse development.



**Conservation Criteria**

**Compliance**

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

whether the building materials of the new building complement those nearby - most houses in Parramatta are of brick or weatherboard so bagged and painted brick walls might not be suitable for new buildings nearby.

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.

In this area, the pattern of development is not an important part of the history and heritage significance of the place.

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.

Principally relates to heritage items rather than development in the vicinity of heritage items.

C.15 The important matters to get right are:

Principally relates to heritage items rather than development in the vicinity of heritage items.

- repeat the same size of driveways and pattern of openings
- avoid large paved areas
- keep new buildings low so they can be screened by the existing building,
- supplemented by existing or new trees
- plant adjacent to driveways to help screen views between buildings
- maximise distance between old and new buildings

Conservation Criteria	Compliance
site new building so as to minimise reducing sunlight and views enjoyed by neighbours avoid new large buildings that cannot be screened and which would overwhelm old buildings and detract from their setting.	
C.16 Buildings with wall heights below 9m can be screened by trees and this helps new and old blend better together.	Landscaping is not detailed on the referenced drawings.
C.17 New buildings need to conform to existing subdivision patterns.	Refer above.
C.18 Buildings which cut across lots or cover a large amalgamated lot will be at odds with the regular pattern of development in old areas and will be very obvious from the street. They are most likely to be refused by Council.	The site is not an amalgamation of lots within a regular pattern of development in an old 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.	The townhouse development would form an edge to the already similarly edged cemetery.
C.20 A new building in a street of old buildings needs to follow the same front and side setbacks as the old buildings. It should be of a similar scale and shape, and be built of materials which fit in with those already in the street.	The new buildings are not set within a streetscape of consistent old buildings.
C.21 Large areas of glass windows or glazed walls are not appropriate in heritage conservation areas.	The site is not within a conservation area.

## 6.0 HERITAGE IMPACT ASSESSMENT

### 6.1 INTRODUCTION

The following assessment of this application is based on the guidelines set out by the NSW Heritage Office (now Heritage Division of the Office of Environment & Heritage) publication 'Statements of Heritage Impact', 2002. The standard format has been adapted to suit the circumstances of this application.

*The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:*

- The proposed townhouse development does not intrude upon the heritage-listed cemetery and follows a similar pattern of development as has been carried out in the Madison Gardens development on adjacent edges to the cemetery.

*The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts:*

- There are no aspects of the proposal that could detrimentally impact on the heritage significance of nearby heritage items.

*The following sympathetic solutions have been considered and discounted for the following reasons:*

- The proposed solution is sympathetic to the heritage significance of the nearby heritage items.

## **6.2 NEW DEVELOPMENT ADJACENT TO A HERITAGE ITEM (INCLUDING ADDITIONAL BUILDINGS AND DUAL OCCUPANCIES)**

*How is the impact of the new development of the heritage significance of the item or area to be minimised?*

- The new development is physically and historically discrete from the heritage-listed cemetery. The proposed development follows the precedent of the adjacent Madison Gardens townhouse subdivision which has had an acceptable heritage impact on the cemetery.

*Why is the new development required to be adjacent to heritage item?*

- The development site is a discrete landholding with no historical association with the nearby heritage items. It is not currently developed to its potential under the height and density controls or for its zoned use as 'low density residential' as provided in the Parramatta Local Environmental Plan 2011.

*How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*

- The lot curtilage of the cemetery is retained in the development.

*How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*

- The cemetery is hidden from view from the west, south and east. The proposed development will not lessen views to and from the cemetery. Views to and from Dalmar and Grandview will be unaffected.

*Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*

- Specific archaeological assessment has not been undertaken in the course of this study. The site lies outside the area covered by the Parramatta Historical Archaeological Landscape Management Study (PHALMS). A 1943 aerial photograph (refer Figure 4 on page 9) shows no buildings on the site other than the bungalow and ancillary structures at 237 Marsden Road. There is no evidence of earlier structures on site or other indications of potentially significant archaeological deposits.

*Is the new development sympathetic to the heritage item? In what way (eg form, siting, proportions, design)?*

- Yes. The proposed development forms an edge to the cemetery. It does so following the precedent of a similar development adjacent to the cemetery – the Madison Gardens townhouse development.

*Will the additions visually dominate the heritage item? How has this been minimised?*

- No. The scale of the development does not dominate the open space or individual memorial elements of the cemetery.

*Will the public, and users of the item, still be able to view and appreciate its significance?*

- Yes. The cemetery is currently open to public access and this will not change.

## **7.0 CONCLUSION**

The Planning Proposal seeks no change to the Parramatta Local Environmental Plan 2011's provisions for heritage conservation (clause 5.10 and Schedule 5 – Environmental Heritage) nor the heritage controls of the development control plan that follow from that environmental planning instrument.

The proposed amendments to the Parramatta Local Environmental Plan 2011, in terms of building height, density and land use, are capable of facilitating development which has a minor and acceptable impact on heritage items in the vicinity. As such, the planning proposal is not inconsistent with provisions for the conservation of heritage items already provided in the Parramatta Local Environmental Plan 2011.

The referenced townhouse development described in the drawings by Architex exceed the existing controls in the areas where the Planning Proposal seeks change but does not reach the maximums for height and density sought. The development illustrates a scheme that would be compliant with the Planning Proposal's variation of controls and has no significant impact on the heritage significance of items in the vicinity.

The impacts of a scheme designed to the maximums of height and density set out in the Planning Proposal would need to be assessed once a design is put forward. Depending on the interface with the heritage item of the cemetery and its accessway, a buffer in terms of setback and landscape may be needed to mitigate potentially adverse heritage impacts. Nevertheless, the proposed height and density appear appropriate to the context of the adjacent heritage item and capable of mitigation under the existing LEP and DCP when development consent is sought.

The proposed land use zoning amendment would allow additional forms of housing namely, attached dwellings, multi dwelling housing and semi-detached dwellings but not residential flat buildings. Nevertheless, the heritage impacts arising from development are not associated with use but rather built form and landscape impacts which are adequately provided for under the height and density controls.



Don Wallace  
Senior Heritage Consultant  
**NBRS**ARCHITECTURE

28 November 2016

**8.0 APPENDIX A – STATE HERITAGE INVENTORY DATABASE ENTRIES**



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## St Paul's Anglican Church Cemetery

### Item details

**Name of item:** St Paul's Anglican Church Cemetery  
**Other name/s:** St. Paul's Church Cemetery  
**Type of item:** Complex / Group  
**Group/Collection:** Cemeteries and Burial Sites  
**Category:** Cemetery/Graveyard/Burial Ground  
**Primary address:** 233 Marsden Road, Carlingford, NSW 2118  
**Local govt. area:** Parramatta

### Property description

Lot/Volume Code	Lot/Volume Number	Section Number	Plan/Folio Code	Plan/Folio Number
LOT	1		DP	1023389
LOT	2		DP	1023389

### All addresses

Street Address	Suburb/town	LGA	Parish	County	Type
233 Marsden Road	Carlingford	Parramatta			Primary Address

### Statement of significance:

The St Paul's Church Cemetery is of significance for Parramatta for historical, aesthetic, scientific and social reasons. The Cemetery which operated from the 1850s to the 1960s was associated with the local Wesleyan community, and with a number of significant people and events through the decades of interment in its grounds and presents a unique collection of monuments and an unparalleled source of information about the past of the area. Notable pioneers buried here include Mobbs, Cox, Catts, Spurways, Cowells and Hockleys. This cemetery also possesses the potential to contribute to a further understanding of burial customs and religious practices.

**Date significance updated:** 08 Mar 02

*Note: There are incomplete details for a number of items listed in NSW. The Heritage Division intends to develop or upgrade statements of significance and other information for these items as resources become available.*

### Description

**Construction years:** 1850-

**Physical description:** The Cemetery comprises large open space with headstones and a range of memorials from the 1850s-1960s including upright stelae and tombstones.

**Physical condition and/or Archaeological potential:** National Trust (Parramatta Branch): Good.

**Modifications and dates:** National Trust (Parramatta Branch) supplied Year Started.


### History

**Historical notes:** Land donated by William Mobbs in the late 1840s. Served as the parish cemetery for the nearby Dundas Wesleyan Church situated on Marsden Rd. National Trust (Parramatta Branch): Land donated by William Mobbs in the late 1840s. Served as parish cemetery for the Dundas Wesleyan Church situated on Marsden Road. | |



### Assessment of significance

- SHR Criteria a)** This item historically significant.  
[Historical significance]
- SHR Criteria b)** This item has a significant level of association  
[Associative significance]
- SHR Criteria c)** This item is aesthetically significant  
[Aesthetic significance]
- SHR Criteria d)** This item is of social significant  
[Social significance]
- SHR Criteria e)** This item is of research significance  
[Research potential]

**Assessment criteria:** Items are assessed against the  **State Heritage Register (SHR) Criteria** to determine the level of significance. Refer to the Listings below for the level of statutory protection.

### Listings

Heritage Listing	Listing Title	Listing Number	Gazette Date	Gazette Number	Gazette Page
Local Environmental Plan		377	21 Feb 97	20	932

### Study details

Title	Year	Number	Author	Inspected by	Guidelines used
City of Parramatta Heritage Study	1993	377	Meredith Walker		Y e s
Parramatta Heritage Review	2004		National Trust (Parramatta Branch)		N o

### References, internet links & images

None

Note: internet links may be to web pages, documents or images.



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## Dalmar Children's Home

### Item details

**Name of item:** Dalmar Children's Home  
**Other name/s:** Ebenezer Vickery Cottage Hospital  
**Type of item:** Complex / Group  
**Primary address:** 225 Marsden Road, Carlingford, NSW 2118  
**Local govt. area:** Parramatta

### Property description

Lot/Volume Code	Lot/Volume Number	Section Number	Plan/Folio Code	Plan/Folio Number
LOT	1		DP	739215
LOT	2		DP	739215
LOT	3		DP	739215
LOT	4		DP	739215

### All addresses

Street Address	Suburb/town	LGA	Parish	County	Type
225 Marsden Road	Carlingford	Parramatta			Primary Address
1 Dalmar Crescent West	Carlingford	Parramatta			Alternate Address

### Statement of significance:

Former Dalmar Children's Home is of significance for Parramatta area for historical, aesthetic, social and reasons of rarity and representativeness. The complex presents a major element of the townscape and provides evidence of the major regional role of institutions in history of Parramatta. The site and buildings have major significance for generations of those who were associated with it and their families.

**Date significance updated:** 05 Mar 02

*Note: There are incomplete details for a number of items listed in NSW. The Heritage Division intends to develop or upgrade statements of significance and other information for these items as resources become available.*

### Description

**Construction years:** 1926-

**Physical description:** The complex comprises of a two storey main building with tower and a series of associated auxiliary buildings and cottages. The main, two storey Federation Italianate building has cement tiled roof on blue black stretcher bond brick walls. Central tower is with pyramid roof topped by a finial. Tower is flanked by flying gabled side wings with faceted bays beneath each gable. There is shingled apron between top of ground floor window and upper floor. Three brick chimneys are with step and string line. One large external brick chimney with three terracotta pots is on east side. Verandah extends from main roof across front either side of tower and is set on painted timber shingled balustrade. Aluminium windows enclose first floor verandahs. Verandah floor are quarry tiles. Soldier bricks with label mould are above front entrance. Windows have sloping brick sills and soldier brick flat arches. Exterior doors have transom lights above timber French doors with coloured patterned glazing. Front door has brick semi circular arch above entrance and under tower. Recessed entrance with transom lights and half sidelights flank timber ten panelled door with coloured patterned glazing. Part of the complex is Norman Cull Memorial Home, a single storey cottage. This Inter War cottage has terracotta tiled roof on cavity brick walls. Hip roof is with central projecting gable front with name in spatter dash below apex. There is one brick chimney. Verandah has porch with flat roof, concrete floor and brick posts. Windows have sloping brick sills. Front door is flush timber door. The Stewart Infants Home is also part of the complex. It is a single storey Inter War cottage with hip terracotta tiled roof on blue black stretcher bond brick walls. Verandah has flat metal roof and concrete floor. Sets of three timber posts and pilasters flank front door entrance. Soldier bricks with label mould are above front entrance.

Windows have sloping brick sills and soldier brick flat arch. Front door has four glazed panels above lock rail and two bolection moulded panels below. Third cottage, part of the complex, is Ebenezer Vickery Hospital, a single storey Inter War cottage. It has terracotta tiled roof on blue black stretcher bond brick walls. Hip roof is with pedimented gable above entrance with timber strap work in gable screen and stuccoed raised name of hospital below. Windows have sloping brick sills and soldier brick curved arches. Exterior doors have transom lights above timber French doors with coloured patterned glazing. Front door has soldier brick arch with label mould above front entrance. Transom and side lights flank timber door with nine glazed panels above lock rail and two recessed panels below.

**Physical condition and/or Archaeological potential:**

National Trust (Parramatta Branch): Good.

**Modifications and dates:**

National Trust (Parramatta Branch) supplied Year Started.

## History

**Historical notes:**

c. 1920s. National Trust (Parramatta Branch): Foundation stone laid by Mrs Joseph Vicke | | | | National Trust (Parramatta Branch): Foundation stone laid by Mrs Joseph Vickery | | National Trust (Parramatta Branch): Foundation stone laid by Mrs Joseph Vicke | | | National Trust (Parramatta Branch): Foundation stone laid by Mrs Joseph Vicke | |

## Assessment of significance

**SHR Criteria a)**

[Historical significance]

This item historically significant.

**SHR Criteria c)**

[Aesthetic significance]

This item is aesthetically significant

**SHR Criteria d)**

[Social significance]

This item is of social significance

**SHR Criteria f)**

[Rarity]

This item is rare

**SHR Criteria g)**

[Representativeness]

This item is representative

**Assessment criteria:**

Items are assessed against the  **State Heritage Register (SHR) Criteria** to determine the level of significance. Refer to the Listings below for the level of statutory protection.

## Listings

Heritage Listing	Listing Title	Listing Number	Gazette Date	Gazette Number	Gazette Page
Local Environmental Plan		375	21 Feb 97	20	873

## Study details

Title	Year	Number	Author	Inspected by	Guidelines used
City of Parramatta Heritage Study	1993	375	Meredith Walker		Y e s
Parramatta Heritage Review	2004		National Trust (Parramatta Branch)		N o
Parramatta Heritage Review	2004		National Trust (Parramatta Branch)		N o
Parramatta Heritage Review	2004		National Trust (Parramatta Branch)		N o

Parramatta Heritage Review	2004		National Trust (Parramatta Branch)		N o
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### References, internet links & images

None

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## Grandview

### Item details

**Name of item:** Grandview  
**Type of item:** Built  
**Group/Collection:** Residential buildings (private)  
**Category:** House  
**Primary address:** 300 and 300A Marsden Road, Carlingford, NSW 2118  
**Local govt. area:** Parramatta

### Property description

Lot/Volume Code	Lot/Volume Number	Section Number	Plan/Folio Code	Plan/Folio Number
			SP	50843
LOT	4		DP	815015

### All addresses

Street Address	Suburb/town	LGA	Parish	County	Type
300 and 300A Marsden Road	Carlingford	Parramatta			Primary Address

### Statement of significance:

The Grandview property is of significance for the local area for historical and aesthetic reasons, and as representative of high quality residences of Victorian period in the area. The house is larger than most other houses of that age in the locality. It retains integrity of sufficient degree to interpret historic themes albeit the verandah has been replaced.

*Note: There are incomplete details for a number of items listed in NSW. The Heritage Division intends to develop or upgrade statements of significance and other information for these items as resources become available.*

### Description

**Construction years:** 1889-

**Physical description:** Two storey rendered late Victorian villa with hipped roof covered with corrugated iron. The house porch and balcony at front face Dalmar, while the rear has extensive views south across Parramatta River. Property grounds have remnants of mature garden. The front is dominated by verandah across the front to the faceted bay and returning to one side. The verandah has CI roof and its floor is of quarry tiles, while the original timber posts were replaced with concrete posts with metal railing. The house retains original decorative timber bargeboards and finial, and three rendered brick chimneys with cornices. Windows have corniced rendered brick sills with rectangular niches in each facet below. Front door has transom and sidelights above multi-paned glazed panels above lock rail and two timber panels below. Other exterior doors are with side lights flanking the door leafs (nine-paned glazed panels above lock rail and two timber panels below). Fence is of galvanised pipe with cyclone wire inserts and a wire mesh panel gate attached to pipe frame.

**Physical condition and/or Archaeological potential:** National Trust (Parramatta Branch): Good.

**Modifications and dates:** National Trust (Parramatta Branch) supplied Year Started.

**Further information:** Higinbotham & Robinson, Ryde, 1893; C. T. 1084 f. 249

### History

**Historical notes:** Not shown on plan of the area of 1893. Apparently built for Thomas Buchanan c. 1893 who


died shortly afterwards. Later owners included members of the Spurway family. National Trust (Parramatta Branch): Not shown on map of the area of 1893. Apparently built for Thomas Buchanan c.1893., who died shortly afterwards. Later owners included members of the Spurway family | |

### Assessment of significance

**SHR Criteria a)** This item historically significant.  
[Historical significance]

**SHR Criteria c)** This item is aesthetically significant  
[Aesthetic significance]

**SHR Criteria g)** This item is representative.  
[Representativeness]

**Assessment criteria:** Items are assessed against the  **State Heritage Register (SHR) Criteria** to determine the level of significance. Refer to the Listings below for the level of statutory protection.

### Listings

Heritage Listing	Listing Title	Listing Number	Gazette Date	Gazette Number	Gazette Page
Local Environmental Plan			21 Feb 97		

### Study details

Title	Year	Number	Author	Inspected by	Guidelines used
City of Parramatta Heritage Study	1993	379	Meredith Walker		Y e s
Parramatta Heritage Review	2004		National Trust (Parramatta Branch)		N o

### References, internet links & images

None

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