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2-22 William Street Granville

Heritage Advice

Prepared for Cumberland Council

December 2018

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Document Control Page

CLIENT: Cumberland Council

PROJECT NAME: Heritage Advice

SITE NAME: 2-22 William Street Granville

EXTENT HERITAGE PTY LTD INTERNAL REVIEW/SIGN OFF				
WRITTEN BY	DATE	VERSION	REVIEWED	APPROVED
Vidhu Gandhi	08 May 2018	1.0 Draft	Eleanor Banaag	10 May 2018
Vidhu Gandhi	20 September 2018	2.0 Draft	Eleanor Banaag	24 September 2018
Vidhu Gandhi	03 December 2018	FINAL	Neelam Pradhananga	03 December 2018

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03 December 2018

Cumberland Council

Attn: Ms Neelam Pradhananga

Strategic Planner

c/o. Neelam.Pradhananga@cumberland.nsw.gov.au

Dear Neelam,

Heritage Advice ref. # SC183

Extent Heritage were commissioned by Cumberland Council to provide Heritage Advice regarding the proposed development of the subject site at 2-22 William Street, Granville affecting a listed local heritage item at 10 William Street. This includes reviewing the statement of heritage impact (SoHI) by Archnex Design which accompanied the planning proposal, and the peer review of the SoHI by Heritage21, both prepared for the proponent, as requested by Council.

In order to undertake this assessment, Council provided Extent with a suite of supporting documentation relating to the project, including:

- Consultant Project Brief prepared by Cumberland Council;
- Amended Concept Scheme prepared By PTI Architecture;
- Planning Proposal prepared by JBA Urban Planning Consultants Pty Ltd;
- Statement of Heritage Impact prepared Archnex Designs;
- Peer review: Statement of Heritage Impact prepared by Heritage21;
- Preliminary Heritage Advice by Paramatta Council's Heritage Officer, along with heritage advice from Form Architects
- Cumberland Independent Hearing and Assessment Panel (Cumberland IHAP) report;
- Cumberland IHAP minutes of meeting;
- Inventory Sheet for 10 William Street, Granville.

We have reviewed the above suite of documents in order to assist in our heritage assessment of the subject site, and of the SoHI and the SoHI peer review.

Project Background

The planning proposal which was lodged with Cumberland Council on 15 December 2015, sought to increase the building height and floor space ratio (FSR) to enable a new residential flat development at 2-22 William Street. To accommodate the proposal, approval was sought for the removal of the local listed heritage item at 10 William Street from the *Parramatta Local Environmental Plan (LEP) 2011*, and its subsequent demolition.

This matter was considered by the Cumberland Independent Hearing and Assessment Panel (Cumberland IHAP) in September 2017. The Cumberland IHAP recommended that an independent heritage opinion on the proposed demolition of the heritage item be obtained prior to the proposal proceeding further.

A Statement of Heritage Impact was originally submitted as part of the proposal, and a peer review of the SoHI was undertaken by Heritage21 in April 2017. Both assessments recommended that the removal from the local heritage schedule and ultimate demolition of the heritage item at 10 William Street was an acceptable outcome.

Project Brief

Provide specialist heritage advice on the heritage significance and value of the heritage item at 10 William Street, Granville. The advice will involve the following tasks, as set out by the Request for Proposal.

- Undertake a review of the proponent's SoHI and peer review.
- Assess the heritage value of the item.
- Provide a revised determination on the viability (with regards to heritage impact) of removing and demolishing the building at 10 William Street.
- Identify potential costs and opportunities for future re-development of the site including retention of the heritage item.
- Recommend the preferred option for the heritage item outcome i.e. validity of the appropriateness of demolition versus retaining/restoring and integrating the item into a revised concept.

The intent of the advice is fundamentally for the above to be easily understood and readily incorporated into the planning proposal assessment or as grounds supporting a refusal or request to amend the planning proposal by Council.

This advice was prepared by Vidhu Gandhi and Kylie Christian of Extent Heritage.

Subject Property

The subject site comprises of a consortium of land owners of seven properties and 15 parcels of land from 2-22 William Street. The subject site includes 10 William Street legally defined as Lot 27, DP 2371. The building is listed as a heritage item in the *Parramatta Local Environmental Plan (LEP) 2011*, Item #1205, part of the William Street Cottages Group. The owner of the parcels of 10-22 William Street is Sid Arida who is also the applicant of the planning proposal in question.

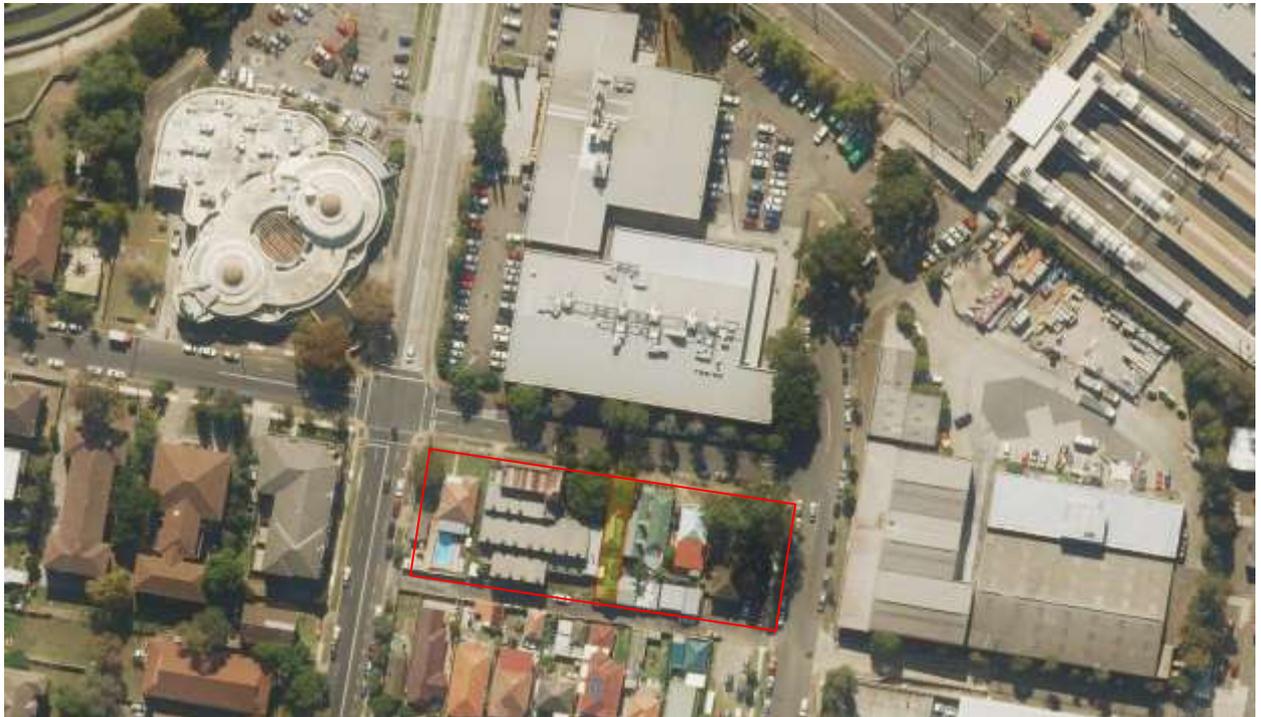


Figure 1. The subject site 2-22 William Street (source: Six Maps, accessed May 2018)

Summary of Historical Context

As extracted from the City of Parramatta Heritage Study Inventory Form number 621 for William Street Cottages Group:

Land auctioned for Hudson Brothers as "Clyde" in December 1884. An earlier building had been erected on lot 29 by 1914. Between 1914 and 1929, this building was removed and all three cottages built. Lots 27 & 28 held by John Fergus until his death in 1919. Lot 29 devised to Roseanna Young, wife of D'arcy Young, Leichhardt, tram driver in 1915. She took out two mortgages over the land in April 1916 which probably financed the erection of the cottage (No. 6 - not included in listing) The other two cottages appear to have been built for Fergus at the same time. National Trust (Parramatta Branch).

Statement of Significance

As extracted from the NSW Office of Environment & Heritage (NSW OEH) listing for William Street Cottages Group, which notes that the group included three single fronted, single storey cottages, of which now only 10 William Street survives.:

The cottage at 10 William Street is of significance for the local area for historical and reasons of representativeness, as an example of modest workers cottages in the area built c. 1900.

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Heritage Items in vicinity

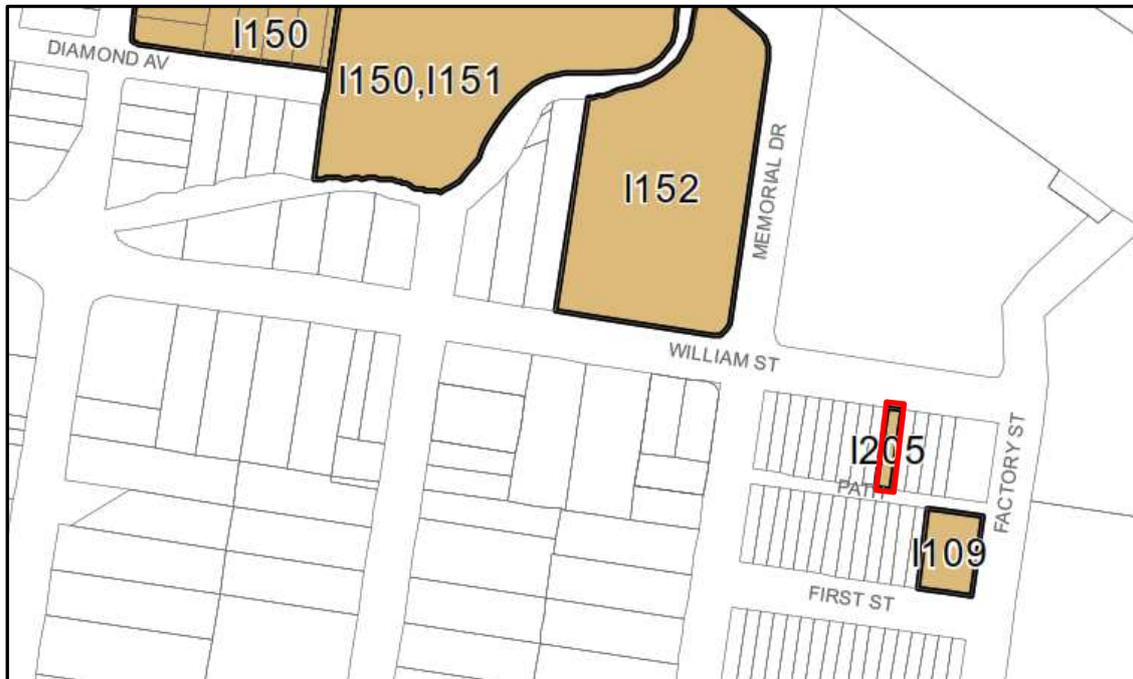


Figure 2. Heritage items in the vicinity of 10 William Street

Item Name	Item Number	Address	Lot and DP	Significance
Former shop	I109	6–8 Factory Street	Lot 1, DP 844490	Local
Granville Swimming Pool	I150	1 Memorial Drive	Lot 1, DP 430693; Lot 1, DP 510570; Lots 21–34, DP 17572; Lot 9, DP 262830	Local
Granville War Memorial	I151	1 Memorial Drive	Lot 1, DP 430693	Local
Granville RSL Club	I152	5 Memorial Drive	Lot 100, DP 813998	Local

While items of significance in the vicinity of the subject site include a shop, a swimming pool, a war memorial and a RSL club, there are heritage items along William Street which better represent the kind of early housing in the area than the existing cottage on the subject site. These include the group of cottages at 115, 117 and 119 William Street located at 800–850m from the subject site, and another group from 170–178 William Street located at a distance of 1.4km.

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Assessment of heritage significance 10 William Street

The cottage at 10 William Street as discussed in the previous heritage assessments has been altered considerably in terms of its interior, as well as its exterior. While the cottage is listed as a weatherboard cottage, vinyl sidings have replaced the weatherboard, and changes to original fabric including to the hipped roof, front fence, verandah posts, and removal of the original chimney have attributed to a reduction in the significance of the cottage itself.

The setting of the cottage as a group of three cottages including 6, 8 and 10 William Street has been compromised with the demolition of the original cottages at 6 and 8 William Street and replacement with new dwellings on both sites. Comparing the images of the group from 1992 and 2018 (Figure 3) highlights that the changes are evidenced not only in terms of materials and building elements, but also in terms of the scale of the group and its character as representative of early housing in the area. The overall contribution of 10 William Street as part of a group that contributes to the streetscape has been compromised.



Figure 3. Comparing 1992 (left) and 2018 images of the group of cottages (right)

Planning Proposal 2-22 William Street, Granville

The original Planning Proposal Request for the site submitted in 2015 included seven stories to the proposed residential flat building. The proposal was amended and resubmitted in 2016. The amended Planning Proposal Request seeks approval for proposed amendments to the Parramatta LEP to provide additional height and density for the subject site at 2-22 William Street. The amended development concept for the site involves a five-storey residential flat building, which is indicated as comprising of 2 different blocks on 2-8 and 10-22 William Street. The indicative concept plans prepared by PTI Architecture show the layout for 10-22 William Street, with an indicative block built form for 2-8 William Street.

The development for 10-22 William Street includes:

- Amalgamating ten parcels of land including 10 William Street.
- The proposed construction of a five-storeyed development, which will accommodate 46 units, and two-levels of basements.

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- The overall height of the building exceeds the existing LEP control of 14m for the area, but it has been set back at subsequent levels such that its overall bulk and massing is reduced.
- The proposed FSR of 1.7:1 exceeds the existing LEP control of 1:1 in LEP, and the argument for this is that it provides housing in the area.
- The construction will involve demolition of all existing buildings and structures on the amalgamated site, including the heritage listed cottage at 10 William Street.

Assessment of the previous reports

The Planning Proposal Request seeks to delist and subsequently demolish the heritage listed cottage at 10 William Street, on the basis that the significance of the cottage has been reduced, given its altered state. It has been presented in the SoHI by Archnex Design, and in the peer review of the SoHI by Heritage21, that the cottage has been altered considerably internally and externally and therefore its delisting and demolition is supported.

Justifying the demolition of the cottage at 10 William Street on the basis of lack of original fabric and a reduced level of significance has been found to be lacking by the former City of Parramatta Council's heritage officer and Cumberland Council's heritage advisor. The Cumberland IHAP recommended a peer review. The Council Officer and Council heritage advisors' central argument to retain the cottage is that it presents an opportunity for interpreting the social, cultural and demographic context of the suburb of Granville. Cumberland IHAP has noted that, "An assessment of the site's constraints and opportunities including strengths, weaknesses, opportunities and threats with regards to interpretation should be made".

We concur with the findings of Archnex Design and Heritage21 in terms of the reduced significance of the cottage, but also agree with Council's recommendations that further examination of the constraints and opportunities pertaining to the site need to be undertaken prior to any decision being made about the demolition of the building.

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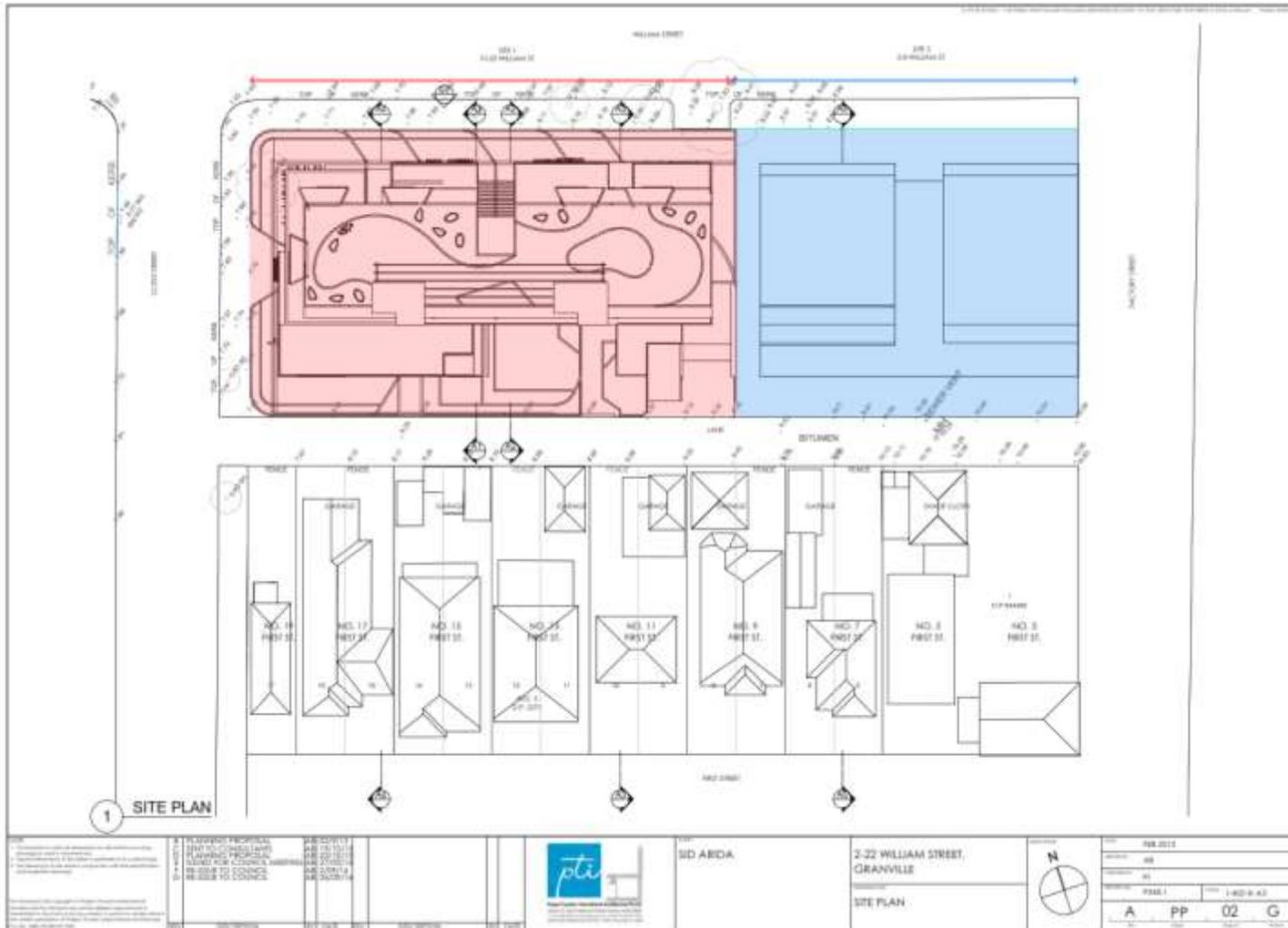


Figure 4. Indicative site plan for proposed works

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Figure 5. Indicative ground floor plan for development of 10-22 William Street, Granville

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Figure 6. Indicative level 1 plan for development of 10-22 William Street, Granville

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Figure 7. Indicative level 2,3 plan for development of 10-22 William Street, Granville

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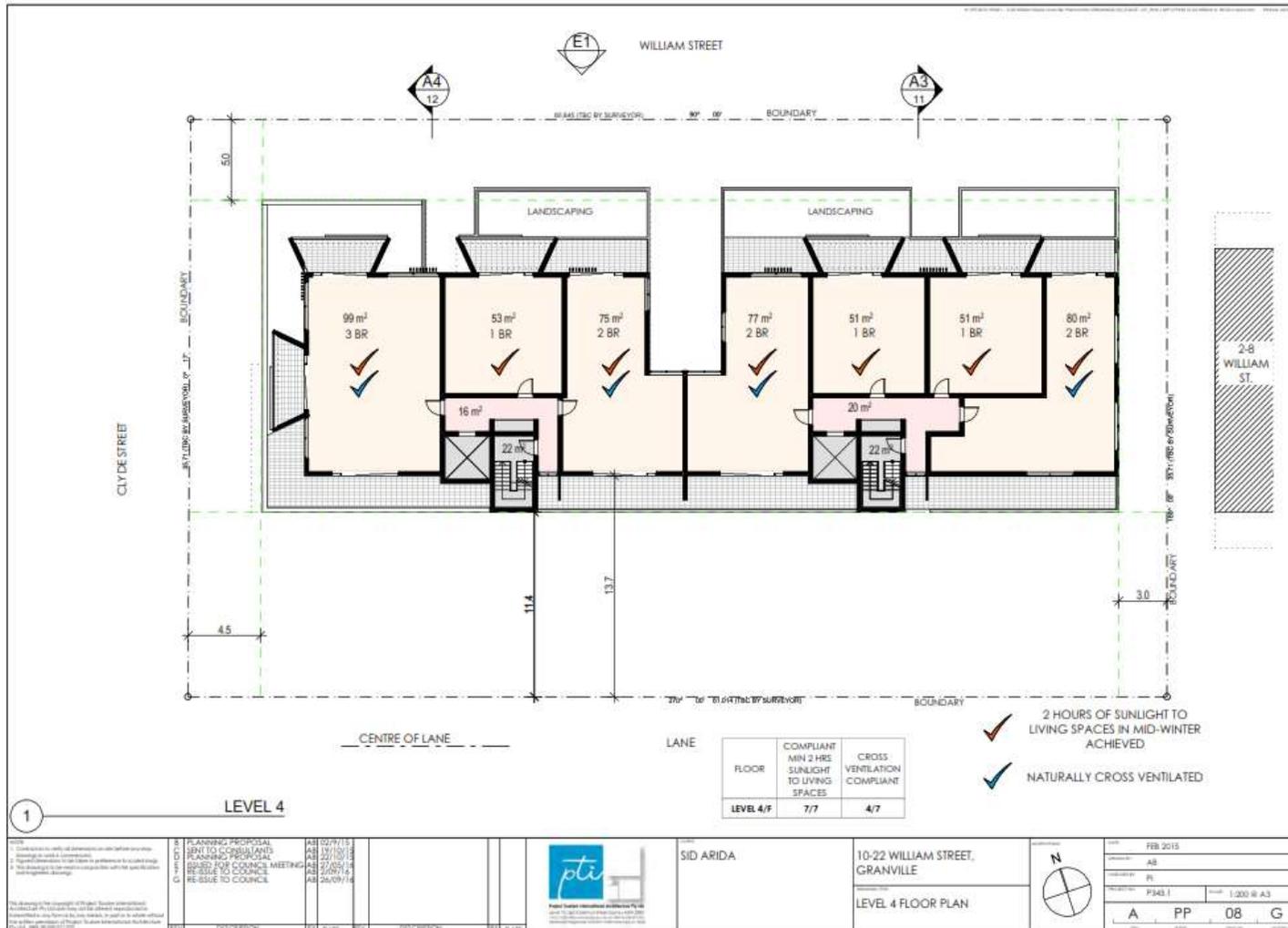


Figure 8. Indicative level 4 plan for development of 10-22 William Street, Granville

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Figure 9. Indicative north elevation development of 10-22 William Street, Granville

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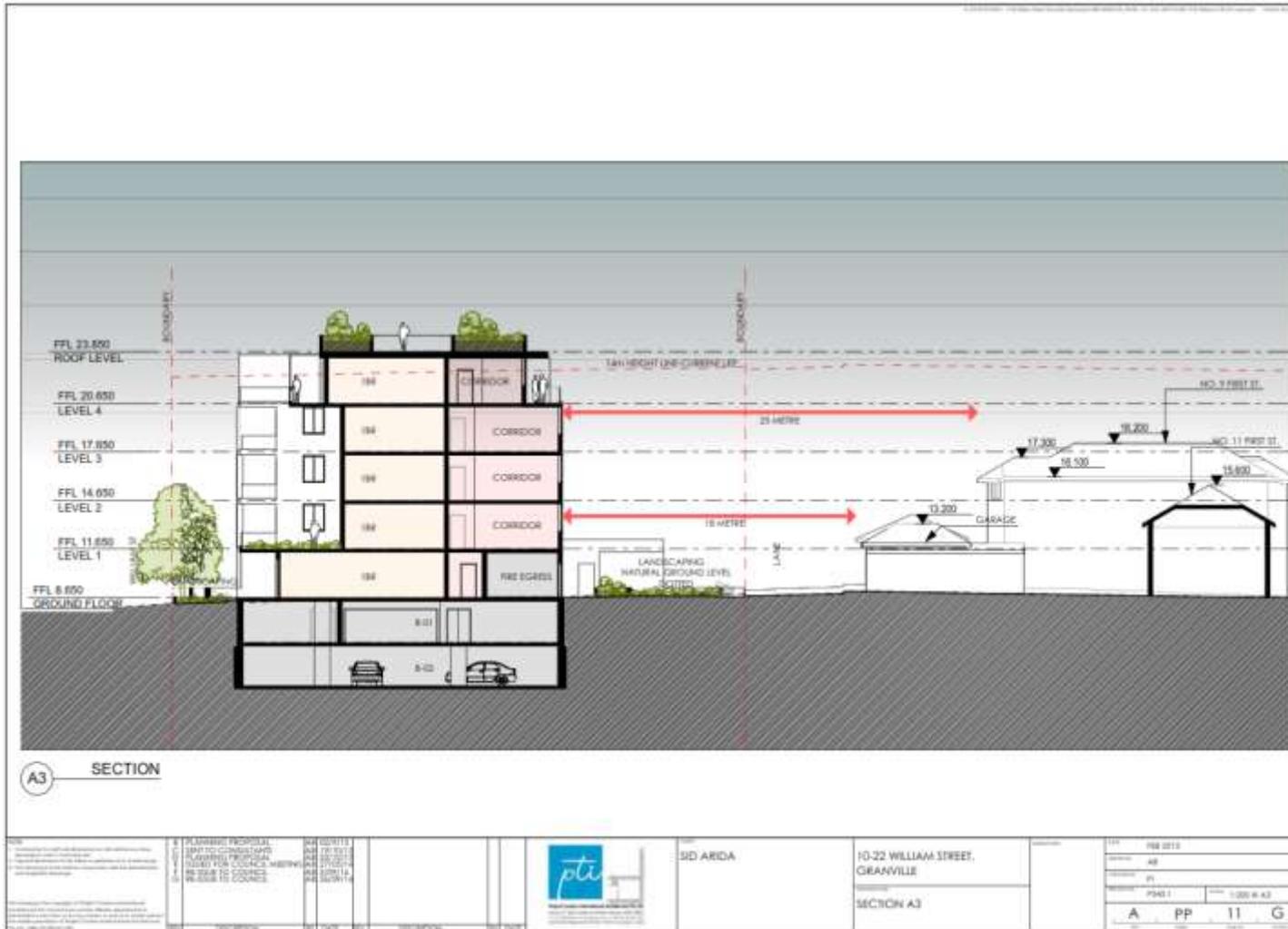


Figure 10. Indicative section of development at 10-22 William Street, Granville

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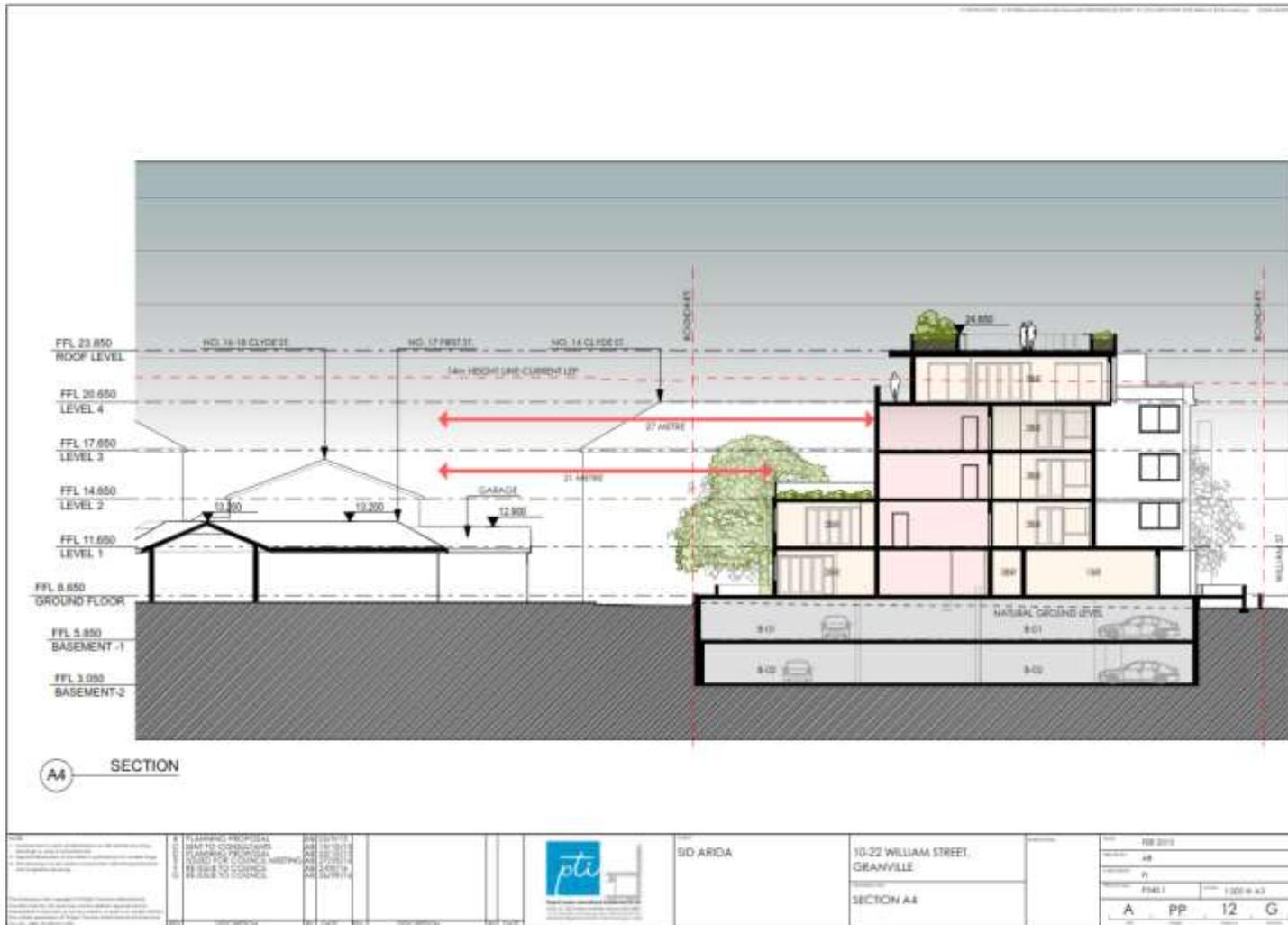


Figure 11. Indicative section of development at 10-22 William Street, Granville

Analysis

In accordance with the *Parramatta LEP 2011*, the subject site is zoned as R4 High Density Residential, which allows for residential flat buildings. The permissible maximum building height is 14m and the Floor Space Ratio (FSR) is 1:1. The site is located 900m to the east of the Granville Conservation Area – Residential Precinct, which forms part of the larger context of the site. There are four heritage items in the vicinity of the site – one at 6–8 Factory Street, two at 1 Memorial Drive and one item at 5 Memorial Drive.

While the cottage at 10 William Street had demonstrated heritage significance as a group of three cottages which represented early housing in the area, the loss of historic fabric to 6 and 8 William Street and to the streetscape integrity as a cohesive group has resulted in reduced significance of the individual property at 10 William Street. Furthermore, there are more intact examples of such groups of cottages along William Street, to the west of the subject site. One of these groups is 115-119 William Street – a group of three timber cottages listed in the *Parramatta LEP 2011* as local heritage, which are considered “as a representative example of early houses that makes a notable contribution to townscape due to similarities in age, design and materials”. The other group includes five cottages at 170, 172, 174, 176 and 178 William Street, which are all individually listed as heritage items in the LEP and are weatherboard cottages, which collectively known also as the William Street Group, are recognised as being significant. In fact, the listing for each of the five cottages notes that “its ability to interpret history is enhanced by the adjacent four houses of same date, style and original detail”. It should be noted that in both the case of 115-119 and 170-178 William Street, significance as a group is based on similarities in age, architectural styles, building details and materials. This is missing in the case of 10 William Street due to the lack of historic fabric, which is also evidenced in the following excerpt from the Council officer’s report to the Cumberland IHAP:

Reference is made to the architectural features of the dwelling, which appear to be more a description of its current form rather than a pure justification for its listing. The description seems to place more emphasis on the dwelling’s historical significance, being an example of a cottage from that era (1900s), especially as it was originally part of a group of three (3) cottages, however does not specify information about the architectural elements.

There is also inconsistency in the history of the heritage listing for 10 William Street as the cottage is assessed as being representative “as an example of modest workers cottages in the area built c.1900”, but the historical notes in the listing state that, “An earlier building had been erected on lot 29 by 1914. Between 1914 and 1929, this building was removed and all three cottages built”. This implies that the date of construction of the cottage at 10 William Street would be between 1914 and 1929 and not c.1900.



Figure 12. 115,117, 119 William Street, Granville



Figure 13. 170-178 William Street Granville

Furthermore, the cottage at 10 William Street is an ordinary example of a weatherboard cottage and its retention would require conservation works to be undertaken to restore original elements to the building including the weatherboard cladding to the entire building, the hipped roof, front fence, verandah posts and chimney. While the conservation works would be beneficial in restoring the aesthetic value of the cottage, its representativeness as a worker's cottage would be at best tokenistic, as other groups of cottages as in the case of 115-119 and 170-178 William Street present better conserved examples of such cottages in the area.

Another limitation of the site at 10 William Street is that it is a narrow lot of only 6m width, and retaining the cottage and its lot would entail a compromised curtilage, which would fail to indicate the full extent of the group of three cottages and would therefore be insubstantial in terms of interpretation of the heritage significance of the site.

In light of the assessment of the heritage significance and condition of 10 William Street, and the constraints and opportunities of the site, it was found that given the reduced heritage

significance of the site, engagement of a structural engineer and quantity surveyor by Extent Heritage to assess the structural integrity of the building was considered unnecessary.

Assessment Summary

The proposed redevelopment of the subject site involves delisting and the subsequent demolition of the heritage listed cottage at 10 William Street, on the basis that the cottage has reduced significance. Concerns raised by both Cumberland and the City of Parramatta Councils, and the Cumberland IHAP relating to the demolition of the cottage centre on the argument that it is the remaining one of a group of three such cottages which formed the original listing, and therefore is important as an interpretive item to better understand the cultural, social and demographic context of the larger suburb.

While the cottage is the only remaining item of the group of three, it is an ordinary example of a weatherboard cottage. Retention and conservation works including adaptive reuse or restoration would increase its aesthetic value as an item, but would not significantly add to its contribution to the wider streetscape, where as an example of historic values, it is quite isolated.

Two other groups of weatherboard cottages at 115-119 and 170-178 William Street are in intact condition, and each group is cohesive in its contribution to the streetscape, providing better examples of interpretation of the residential context of the area. Therefore, the retention of the cottage at 10 William Street, which is the only remaining house of the original group of three cottages, does not represent an intact group of cottages as in the case of the other two groups, nor provide enough evidence for interpretation of the former group.

The Planning Proposal Request includes an indicative concept for a five-storey residential flat building on the site with an estimated 46 units and a proposed overall height of 16.2 m and an FSR of 1.7:1. As the indicative development will be 5 storeys high, it will be visible from the Granville RSL Club at 5 Memorial Drive which lies to the north of the site, and the former shop at 6-8 Factory Street which lies to its south.

However, the reduction in the overall building mass and envelope on floors 2, 3 and 4 as indicated in the proposal will mitigate the visual impact on these items considerably. The Granville Swimming Pool and the Granville War Memorial, both located at 1 Memorial Drive, are not visible from William Street, so the impact on these items will be negligible. While the planning proposal will alter the existing character of the eastern end of William Street, it is in keeping with the emerging character of the area.

Recommendations

It is advised that in terms of heritage conservation, it is recommended that the proposed demolition of 10 William Street can occur subject to the following conditions:

- Cumberland Council should consider delisting 10 William Street, and this change should be reflected in Council documents namely Schedule 5 of the *Parramatta LEP* 2011. The NSW OEH should also be alerted to the delisting.
- An archival recording of the cottage at 10 William Street be undertaken prior to any demolition approved and allowed as per the NSW OEH Guideline 'How to prepare archival records of heritage items'.
- An interpretation strategy be prepared by a heritage consultant for the group of three cottages at 6, 8 and 10 William Street, which reflects the historical, social and cultural significance of the group, and this strategy be integrated into any proposed development. The strategy should also refer to the other weatherboard cottage groups along William Street. The interpretation strategy should be prepared in accordance with *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 2013*, and the NSW OEH documents namely *Interpreting Heritage Places and Items Guidelines 2005*, and the *Heritage Interpretation Policy 2005*. The interpretation strategy should be prepared and submitted at the same time as the Development Application for proposed development on the subject site of 2-22 William Street is submitted to Cumberland Council.
- All demolition works undertaken should consider salvage of any original elements of the building. The list of items and materials to be salvaged should be developed by a heritage consultant. Any material which is identified for salvaging should be photographed, tagged and catalogued by a heritage consultant and stored until reused in a secure, weather-proof location. The location of the storage should be ascertained by the proponent in consultation with Cumberland Council. It is also recommended that the interpretation strategy integrate the reuse of any salvage material.

In terms of the Planning Proposal Request, the following recommendations can help enable heritage sensitive design interventions for the future development of the site at 2-22 William Street:

- The *Design Context: Guidelines for Infill Development in the Historic Environment* prepared by the Royal Australian Institute of Architects NSW Chapter and NSW OEH be referred to for future development of the site.

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- These guidelines outline the need for new, mostly infill development, to address and respond to heritage concerns whether in terms of an existing building or designing within a heritage context.
- Design for the subject site should consider the Design Criteria set out in the Guidelines pertaining to character of the area, and to the predominant scale, form, siting, materials, colours and detailing of built fabric in and around the site.

We hope this assessment suffices in terms of providing specialist heritage advice on the heritage significance and value of the heritage item at 10 William Street, Granville, as requested by Cumberland Council, and assists Council in reaching a decision about the proposed development.

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'ML North', with a long horizontal flourish extending to the right.

Dr MacLaren North

Managing Director | Extent Heritage