

Parramatta Town Hall

Civic Place, Parramatta

Conservation Management Plan



Prepared for
City of Parramatta Council

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EXECUTIVE SUMMARY

Parramatta Town Hall, facing Church Street at Parramatta Square, Parramatta, is a Victorian Free Classical town hall built between 1880 and 1883. It was designed by the prominent architectural firm of Mansfield Brothers. The building was enlarged by the addition of the Jubilee Hall in 1912, designed by architect James Whitmore Hill. Further additions were completed in 1932 to the design of architect Benjamin Dunsmore McDonald, which included an extension to the stage (since demolished) plus meeting room and office additions at the front of the building. The building has retained a substantial amount of original building fabric and has local heritage significance. Its site has a high level of archaeological significance.

The Statement of Cultural Significance for the building is as follows:

Significance of the Town Hall

The Parramatta Town Hall demonstrates the longevity and success of one of the older local government organisations in Australia. The building is a good example of the work of influential architect George Allen Mansfield and is representative of council chambers and town halls constructed in NSW from the 1880s to the 1930s. The Parramatta Town Hall is a major element in the Church Street townscape, one of the finest townscape compositions in metropolitan Sydney.

The Parramatta Town Hall has been associated with persons and events involved in the development of the City of Parramatta and is closely associated with the evolution of the system of local government in New South Wales. It is considered to have a high level of social significance.

Archaeological significance

The Town Hall site and 7PS have the potential to contain a range of archaeological remains with historical, social and research significance. These have the potential to represent the evolution of Parramatta from an agricultural settlement to an urban centre and include:

- Evidence of the environment immediately before and after the settlement by British colonists at Parramatta;
- Yard deposits associated with early leases (pre-1813);
- Structural remains from buildings at the Parramatta Market Place, including: fence lines, artefact scatters of early material related to these events and other uses of the site and possible surfaces;
- Early water management, including drainage channels, later refined as the Town Drain in the 1840s, ponds and features associated with Pound including fence lines, artefact scatters and possible sheds and other light-weight structures;
- Later yard deposits – both alluvial and imported fill, as well as remains associated with the circa 1881 Council Clerk's residence, including possible rubbish pits;
- Late 19th to mid-20th century sheds.

These potential remains, through archaeological excavation, recording, analysis and interpretation, have the ability to address a range of substantive research questions, notably those relating to the broad themes of:

- The modification and evolution of landscapes at Parramatta in particular and colonial landscapes in general;
- The lifeways of different households in both the early 19th century and also from the 1880s to 1950s, as expressed through their consumption of material culture (seen through domestic waste disposed of onsite);
- Interaction between Aboriginal and colonial society;
- The Market Place as a space where people bought and sold goods was a key part of colonial interaction in public spaces. The development of this can be seen in the commercial development of shops along Church Street, the main thoroughfare of Parramatta.

The archaeological remains are also associated with the standing heritage buildings on the site, particularly the Parramatta Town Hall. These have identified social attachment, and the archaeological remains are likely to possess aspects of these same social values. Also, although no specific consultation has been carried out for this report it has been undertaken as part of the Aboriginal Assessment and this site has strong social values associated with the use of the site for the Aboriginal Annual Feasts between 1814 and 1832.

The heritage-listed Parramatta Town Drain is associated with the convict period and is thought to have been constructed using convict labour circa 1840. It has technical significance as a well-known and relatively early example of large-scale public drainage works in Parramatta. Several sections of this drain have been removed by earlier developments in Parramatta. Similar drains are known elsewhere in NSW, which decreases the overall rarity and significance of the Parramatta Town Drain to be an item of local heritage significance.

The potential remains on the site are considered to have State and local significance as well as later 20th century footings and features which are considered not to reach the local significance threshold and therefore are not relics under the Heritage Act.

The potential archaeological remains date to the first decades of European settlement in Parramatta and have high historic and research values. They are of local and State significance.

State significance

- Market Building: mainly the 1813 building but some of the modifications of this building are also likely to be of State significance;
- The archaeology of the Aboriginal Annual Feasts within the Town Hall site has potential to be of State significance. The values of the archaeology on this area require testing.

Local significance

- The archaeology of later market buildings across this area.

The purpose of this Conservation Management Plan is to guide the conservation, management and interpretation of the heritage significance of the building. This Conservation Management Plan includes the following major objectives for the conservation and ongoing use of Parramatta Hall:

- Retain and conserve the heritage significance of the building as a fine and representative example of a late nineteenth century municipal town hall;

- Retain and conserve the various elements that make a significant contribution to the heritage significance of the place;
- Facilitate adaptive and sustainable reuse of the place to ensure conservation and enhancement of Parramatta Town Hall's significant spaces and fabric;
- Allow sensitive modifications that will not impact adversely on the building's heritage significance;
- Ensure that proper conservation procedures and methodology are incorporated into the maintenance, adaptive reuse and management of the place;
- Ensure that any future uses of the place are compatible with its heritage significance. Compatible uses will not require intrusive and irreversible change to significant building fabric and spaces.

1 INTRODUCTION

1.1 Purpose of the report

This Conservation Management Plan (CMP) for Parramatta Town Hall has been prepared by Tanner Kibble Denton Architects (TKD) on behalf of City of Parramatta Council to guide the conservation, management, and interpretation of the heritage significance of the place. Parramatta Town Hall is listed as a local heritage item in Parramatta Local Environmental Plan 2011 (LEP).

Parramatta Town Hall is situated at the north-western corner of Parramatta Square, a major 3 hectare mixed use redevelopment precinct located in the centre of the Parramatta central business district. A key component of the Parramatta Square development is the development of a public domain that includes new civic facilities for the Council and the community. The new building, known as 5 Parramatta Square (5PS) is located immediately to the east of Parramatta Town Hall. 5PS will house key Council facilities including customer service, central library, Council's chambers, cultural facilities and what is termed a Smart City Command Centre.

5PS will be owned and operated by the City of Parramatta Council and is to be largely within its designated site at Parramatta, however also partly on the Parramatta Town Hall site (7PS). Parramatta Town Hall is to be adapted to incorporate it functionally and symbolically into the new civic building and relate it to the new public open space program resulting from the creation of Parramatta Square and other urban design and transport initiatives. It is intended that adaptation of the Parramatta Town Hall will incorporate it functionally and symbolically into the new civic building and relate it to the new public open space program resulting from the formation of Parramatta Square. The Town Hall and Jubilee Hall are to function as community meeting spaces.

1.2 Report methodology and structure

This CMP has been prepared in accordance with the guidelines outlined in *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. *The Burra Charter* is widely acknowledged as the principal guiding document to conservation work and practices of places of cultural significance. *The Burra Charter* has been adopted widely as the standard for best practice in the conservation of heritage places in Australia.

The content and format of the CMP also follows the guidelines for the preparation of significance assessments and conservation policy provided by the Heritage Branch, NSW Department of Planning. It is also consistent with the methodology set out in *The Conservation Plan* (seventh edition, 2013), prepared by JS Kerr, and published by Australia ICOMOS.

The CMP comprises the following sections:

- **Executive summary**, which concisely describes the outcomes and findings of the CMP.
- **Section 1 Introduction** (this section) provides the key background information relevant to the preparation of this CMP.
- **Section 2 Historical Overview** provides a summary history of the site and development of the building.
- **Section 3 Analysis of Physical Evidence** provides a summary of the analysis of the physical evidence of the site to determine the extent and integrity of original fabric and the nature of subsequent changes.
- **Section 4 Comparative Analysis** provides a comparison of the Parramatta Town Hall with other suburban town halls in order to understand its relative cultural significance.

- **Section 5 Assessment of Heritage Significance** provides a statement of heritage significance for the site. This section also identifies the varying levels of significance for individual elements within the site and recommends a heritage curtilage.
- **Section 6 Information for Conservation Policy** sets out the heritage management context for the site including client requirements and a discussion of any heritage opportunities and constraints that might apply.
- **Section 7 Conservation Policy** sets out the recommended policies and actions for the effective management of the heritage significance of the site into the future, and policies to guide the future development of the property.
- **Section 8 Sources** includes the list of documentary resources referred to in the preparation of the CMP.

1.3 Author identification

This document was prepared by Dr Roy Lumby, Senior Heritage Specialist, and Jenny Snowdon, Heritage Specialist, of Tanner Kibble Denton Architects. It was reviewed by Megan Jones, Practice Director, of Tanner Kibble Denton Architects.

1.4 Limitations

No physical intervention in the physical fabric of the building was undertaken during inspections of the site.

1.5 Acknowledgements

The authors gratefully acknowledge the assistance of the following in the preparation of this report.

- Sindhu Alavelu, Parramatta City Council
- Anthony Serratore, Parramatta City Council

1.6 Study area

Parramatta Town Hall is situated on the eastern side of Church Street to the south of Macquarie Street. It is a component of the major development known as Parramatta Square, currently in course of construction. Centenary Square is to the immediate west of the site while the historically significant St John's Anglican Cathedral Church is opposite the Town Hall, on the western side of Centenary Square.

To the north-west of the Town Hall is the three storey building erected for Murray's Ltd in the 1920s at 186-188 Macquarie Street. To its north-east is the Leigh Memorial Church (119 Macquarie Street). The site to the east of Murrays and directly to the north of the Town Hall at 85-97 Macquarie Street is presently being developed.

The site is identified as Lot 14 in Deposited Plan 1255419.



1 Site plan, not to scale.
Source: SIX Maps.



1.7 Definitions

Technical terms used in this CMP are defined in the Burra Charter and are as follows:

Adaptation means modifying a place to suit proposed compatible uses.

Compatible use means a use which involves no change to the culturally significant fabric, changes which are substantially reversible, or changes which require a minimal impact.

Conservation means all the processes of looking after a place so as to retain its cultural significance. It includes maintenance and may according to circumstance include preservation, restoration, reconstruction, and adaptation and will be commonly a combination of more than one of these.

Cultural significance means aesthetic, historic, scientific, or social value for past, present, or future generations.

Fabric means all the physical material of the place.

Heritage Curtilage means the area of land (including land covered by water) surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance.

Interpretation means all the ways of presenting the cultural significance of a place.

Maintenance means the continuous protective care of the fabric, contents and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction and it should be treated accordingly.

Natural significance means the importance of ecosystems, biological diversity, and geodiversity for their existence value, or for present or future generations in terms of their scientific, social, aesthetic and life-support value—Australian Natural Heritage Charter.

Place means site, area, building or other work, group of buildings or other works together with associated contents and surrounds.

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

Reconstruction means returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the fabric. This is not to be confused with either recreation or conjectural reconstruction, which are outside the scope of this Charter.

Restoration means returning the existing fabric of a place to a known earlier state by removing accretions or by re-assembling existing components without the introduction of new material.

Setting means the area around a *place*, which may include the visual catchment.

1.8 Abbreviations

Abbreviations used in the CMP include:

AHC	Australian Heritage Commission
BCA	Building Code of Australia
CMP	Conservation Management Plan
DCP	Development Control Plan
ICOMOS	International Committee on Monuments and Sites
LEP	Local Environmental Plan
NPWS	National Parks and Wildlife Service
PHC	Parramatta Heritage Centre
SEPP	State Environmental Planning Policy
SLNSW	State Library of NSW
TKD	Tanner Kibble Denton

2 HISTORICAL ANALYSIS

2.1 A Brief History of Parramatta¹

Parramatta was found as the second convict settlement in 1788. Its growth depended on government priorities. Government agriculture was established at Toongabbie to feed the colony and later private farmers, such as emancipists James Ruse on his Experiment farmland grant, were encouraged to expand agriculture. The governor's residence was the most prominent building among a range of government wharves, storehouses, barracks, hospital, prison, asylums and orphanages throughout the town and district.

Transportation of convicts ended in 1840 and Parramatta's prisons, hospitals and orphanages became welfare institutions for the mad, the bad and the abandoned. With gold discoveries in 1851, Parramatta was again at the crossroads in the frantic movement of people and merchandise between the port of Sydney and the outlying mining and pastoral settlements. River steamers and horse-drawn coaches were supplemented from 1856 by the railway. As the river slowly silted up, the railway made Parramatta an unwilling suburb of Sydney. However, Parramatta remained the county capital for the orchardists and small farmers of the surrounding districts who carted fruit to the wharf and railway station, brought work to the town's tradesmen and shoppers to its stores. Government jobs were available, either on the railway or in the institutions while government contracts to feed and clothe the inmates provided work for many others.

The Borough of Parramatta was officially declared in 1861. It covered a small area, barely 2.5 square miles (647.5 hectares), now the Central Business District. Its boundaries, at either end of Church Street, were Beckett's Bridge in the south and Broken Back Bridge in the north. Four wards were created in 1868, named after the Reverend Samuel Marsden (first rector of St Johns), Dr Matthew Anderson (first President of Parramatta Hospital), the Reverend W.F. Gore (rector of all Saints), and the Reverend Robert Forrest (the first headmaster of the King's School). With local government, attempts were made to provide a water supply, better roads, and drainage. Parramatta was increasingly influenced by a division between the town and its rural fringe. The town was dominated by businessmen and the socially prestigious doctors associated with the medical establishments, men concerned with the immediate role of Parramatta as a service, retail, and commercial centre for the County of Cumberland. It is this Victorian-age bourgeois Parramatta that built the imposing commercial premises, the civic buildings (Town Halls, schools of arts, churches), established the sporting and cultural clubs and invested in houses and estates as old gentry estates and the Government Domain were subdivided, providing space for Parramatta to grow.

Parramatta's population doubled in the thirty years following local government, rising from 5,577 in 1861 to 11,677 in 1891. During these decades, neighbouring Granville on its southern borders became a major industrial centre, further stimulating population growth. The early years of the twentieth century, however, were taken at a slower pace, the City of Parramatta was proclaimed in 1938. In 1949 Parramatta's area was greatly expanded by the addition of the Municipalities of Dundas (incorporated in 1889), Ermington and Rydalmere (1891) and Granville (1885). Parramatta at the time of amalgamation in 1949 covered 3.5 square miles, Granville 6.3, Dundas 4.25, Ermington and Rydalmere 3.1. In 1954 this area held 76,117 but the population exploded in the next seven years to 104,061, a pressure reflected in increased demands for civic as well as private facilities.

¹ Based on C. Liston, 'Thematic History for Parramatta Heritage Study'; C. Liston, Introduction to S. & K. Brown, *Parramatta, A town caught in time*, 1870. Sydney: Hale and Iremonger, 1995; T. Kass, C. Liston, J. McClymont, *Parramatta. A Past Revealed*. Parramatta City Council, 1996.

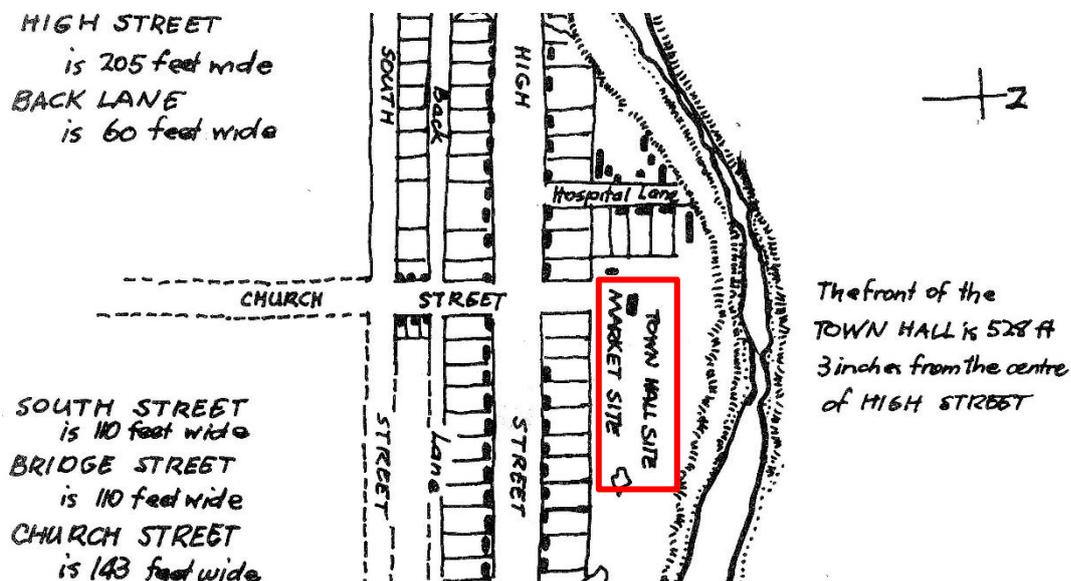
2.2 History and Development of the Parramatta Town Hall

2.2.1 Early History of the Town Hall Site

It has been suggested that Governor Phillip in 1792 anticipated the need for a town hall in Parramatta:

... In 1792 Parramatta loomed large in the eyes of our little world, it being the most popular place in Australia, having then a population of 1970 people against Sydney's 1170. Possibly it was the knowledge of this fact that prompted Phillip to make provision for the erection of a town hall, the foundations of which were laid almost on the site of the present building. The same year, 1792, the municipal markets were opened.²

The first site proposed for a town hall was at the southern side of the intersection of Church Street and Phillip Street. At this time Phillip Street did not exist. Phillip evidently intended this part of Parramatta to be the site of a town square lined with public buildings. The foundations for the town hall were laid in 1792. David Collins, lately Judge Advocate and Secretary of NSW, noted in April 1792 that "the foundations of two material buildings were laid, a town hall and a hospital. The town hall was intended to include a market place for the sale of grain, fish poultry, livestock, wearing apparel and every other article that convicts might purchase or sell".³ However, construction of the town hall was postponed to enable construction of the hospital. The market square, however, did open.⁴



- 2 Portion of a composite map of Parramatta around 1790-1792 compiled from archival sources showing the site designated by Governor Phillip for a town hall and markets.
Source: *Parramatta: a past revealed*, p.23.

In December 1812 Macquarie formally reserved land in the centre of Parramatta near St John's Church for a town market. The market opened in January 1813 and was governed by the same regulations as the

² W Freame, "Governor Phillip and his connection with Parramatta", *Parramatta and District Historical Society Journal* Volume 1, pp.32-34.

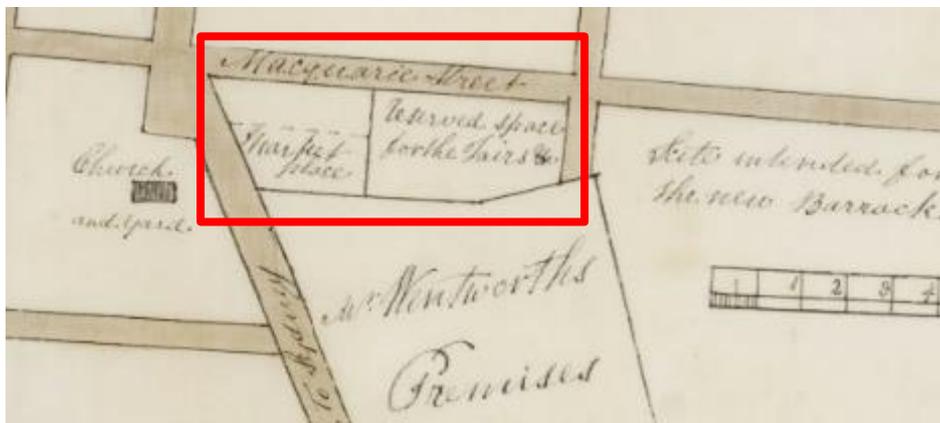
³ David Collins (1798); *An Account of the English Colony in New South Wales* Volume 1, p.173 at <https://www.gutenberg.org/files/12565/12565-h/12565-h.htm#chapter19>, accessed 8 June 2021.

⁴ Kass et al, p.25.

Sydney market which had opened in 1809.⁵ The government order published on 26 December 1812 furnishes a description of the market place, which was erected by Francis Oakes:

... in a central and convenient Situation near to the Church of St John ... which Market Place now being enclosed, and a Market-house or Store built for the reception of all Kinds of Grain, Goods, Merchandize [sic], or other Articles of necessary Consumption, and Stalls prepared for the Convenience of such Persons as may bring Articles there for Sale, with suitable Pens or Inclosures for the Reception of Horned Cattle, Sheep, and Swine ...⁶

The market was held weekly, on a Thursday morning.⁷ Chief Constable Francis Oakes was appointed clerk of the market.⁸ The public marketplace included pens to stop stock wandering.⁹ The central location of the marketplace led to it being used for other public occasions. In March 1813, the first fair in New South Wales was held on the grounds for the sale of horses, cattle and sheep. Under Macquarie's order, fairs were to be held in March and October each year and this event a decade later developed in the agricultural show which became a vital part of the social and economic life of many Australian communities.¹⁰ Exhibition shows were held at the marketplace well into the middle of the nineteenth century.¹¹ The fair was also when the early Governors distributed the annual dole of blankets and rations to the Aboriginals of the district. These took place from 1814 to 1835.



- 3 Portion of the Plan of the Township of Parramatta in New South Wales (1814) attributed to Governor Lachlan Macquarie showing land allocated for a market place and for fairs.
Source: SLNSW M M2 811.1301/1814/1.

⁵ Larcombe, F.A. *The original of Local Government in New South Wales 1831–58*. Sydney: SUP, 1973, p.71; *Sydney Gazette*, 26 December 1812

⁶ "Government Orders", *Sydney Gazette*, 26 December 1812, p.1.

⁷ Jervis J. *The Cradle City of Australia A History of Parramatta 1788–1961*. Parramatta; Council of the City of Parramatta, 1961, p.138

⁸ Jervis, J. "History of Settlement, Parramatta 1788–1800", *Parramatta & District Historical Society Journal* 3 (1926): 69

⁹ Macquarie to Bathurst, 27.7. 1827, HRAx p.690.

¹⁰ *The Cradle City of Australia*, p.138–9.

¹¹ "Country News. Parramatta", *The Australian*, 26 October 1847, p.3.



4 Depiction by Augustus Earle of the annual meeting of Aboriginal people at Parramatta, circa 1826. Source: National Library of Australia call number PIC Solander Box A35 #T95 NK12/57.

The location of the Native Institution for the education of Aboriginal children in the centre of Parramatta led to an annual feast for the Aboriginal people at the marketplace. The first feast was held in December 1816 and the summer feasts, held in late December or January, took place annually until 1832. In 1833 the feast was moved to early May and linked with the distribution of blankets for winter. No date is given for the final feast, the practice seemingly petering out during Governor Bourke's administration in the mid-1830s.¹²

The market was managed by a lessee, who tendered for the market dues and was then entitled to the fees raised from those who used the market. In 1834 the market lessee was one Mr Batman, who paid only £3 10s Od, suggesting that the market was not a major economic force in the town.¹³

In 1839 the residents applied to the Governor for a common to graze their stock and for the erection of a new market building.¹⁴ Brownrigg's map of Parramatta in 1844 indicated two buildings on the site, with an enclosure for the town pound behind the market site.¹⁵ The land on which the pound was located was later transferred to the Trustees of the Wesleyan Church.¹⁶

From February 1841, the Parramatta Market was managed by five elected commissioners, the first elected officials in the colony of New South Wales.¹⁷ Elections for market commissioners were held every three years

¹² "The Corroborie at Parramatta", *Australian* 19 January 1826, p.3; *The Cradle City of Australia*, pp.139–40; Brook, J., and J.L. Kohen. *The Parramatta Native Institution and the Black Town*. Kensington: New South Wales University Press, 1991, pp.90–102

¹³ "Domestic Intelligence", *Sydney Herald*, 30 June 1834, p.2.

¹⁴ "Domestic Intelligence", *Sydney Herald*, 6 May 1839, p.2.

¹⁵ Brownrigg, M.L.

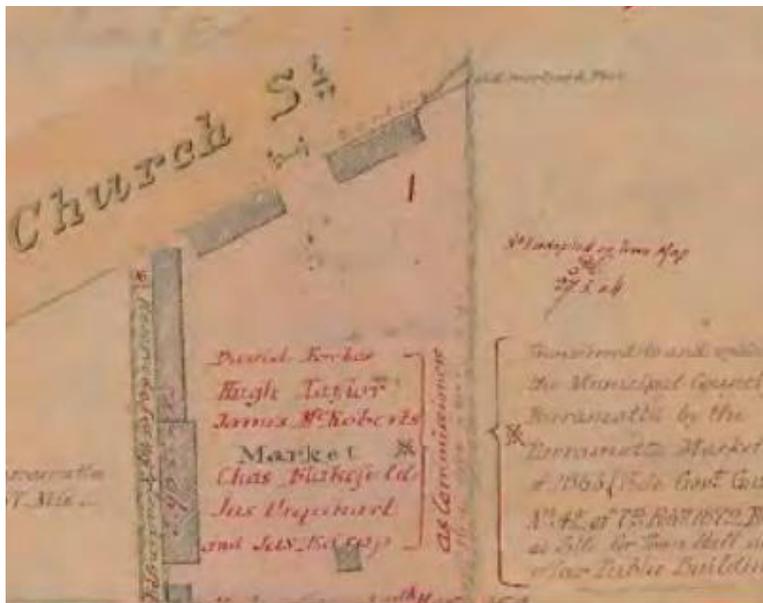
¹⁶ Town map, 4th edition

¹⁷ Larcombe, *The Origin of Local Government* p.71–2; "Domestic Intelligence", *Sydney Herald*, 27 February 1841, p.2 and "Parramatta", *Sydney Morning Herald*, 6 July 1849, p.3.

until 1862. Legal ownership of the site of the markets was confirmed with the grant of the land to trustees for the Market Commissioners (magistrate David Forbes, Hugh Taylor, James McRoberts, Charles Blake, James Urquart) in 11 May 1854.¹⁸ The rules of the Parramatta Market were confirmed in December 1859.¹⁹



5
Portion of W Meadows Brownrigg's 1844 map of Parramatta showing the site of Parramatta Town Hall, occupied by the market.
Source: SLNSW M ZM3 811.1301/ 1844 /1.



6
Portion of an 1850 survey of the market in 1850 showing development on the site. There were now two buildings on Church Street.
Source: NSW Land Registry Services Crown Plan P. 100.750.

Local government was established in Parramatta when the municipality was proclaimed on 27 November 1861²⁰ and the duties of the market commissioners defaulted to the council, a practice that was confirmed by legislation in 1865 transferring control of the market from the commissioners of the town council.²¹ From this time there was much local controversy about the council's management of the town markets and its ambitions for using such a centrally located portion of land. References to the Church Street market site

¹⁸ Map p.100.750 (Lands Department), cited in Kass, 'Civic Place', p.23

¹⁹ "Parramatta Market By-laws", *New South Wales Government Gazette* 30 December 1859, pp.2883-2884.

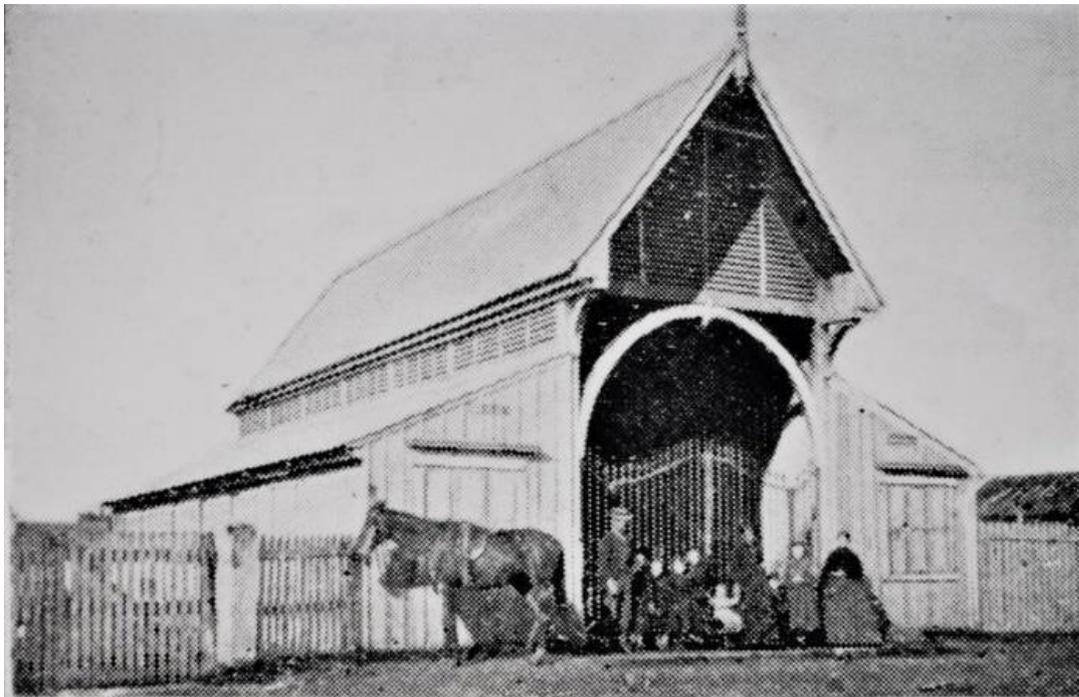
²⁰ Parramatta was the fifth municipality in metropolitan Sydney. The first four were Randwick (23 February 1859), Waverley (16 June 1859), Hunter's Hill (7 January 1861) and Marrickville (1 November 1861).

²¹ Larcombe, *The Origin of Local Government* p.72; Parramatta Market Act 1865-66, NSW Legislative Assembly, Votes & Proceedings 1866.

need to be distinguished from references to the second half of the nineteenth century. The second site is commemorated by Market Street, running parallel to the river between Marsden and Church Streets south of Price Alfred Park (now the site of the Riverside Theatre complex). (See map attached from Surveyor's Sketch books.²²) Reminiscences of the goal or village green and the market reserve are confused in some accounts of the development of Parramatta.

In 1851 a house, with attached shop was built for the market lessee, Standish Drew, who had purchased the rights for £135.²³ The surviving photograph of the market building, believed photographed by Beaufoy Merlin in September 1870, shows a timber vaulted building²⁴. Another view of the same date, looking from Church Street across to the Wesleyan Church in Macquarie Street shows a two storey brick building with verandah which may be the house and shop erected for Drew.²⁵

The government pound for stray stock was located at the rear of the market place probably as early as 1813 and was certainly in use in 1823.²⁶ There was a right of way along the southern boundary of the market site to provide access to the public pound.²⁷ By the mid-1870s the pound had been moved from the centre of the town and in September 1874 this portion of land was transferred to the trustees of the Wesleyan Church, which occupied land nearby in Macquarie Street.²⁸



- 7 Parramatta Markets. The building was probably erected in the second half of the 1860s and the site was cleared in 1878 for the construction of the Town Hall.

²² Surveyor's Sketch Books Vol 4, f.39, AONSW

²³ *The Cradle City of Australia*, p.138

²⁴ Shylie Brown, K. Brown, c. Liston, and R. Irving, *Parramatta, A town caught in time 1870*. Sydney: Hale and Iremonger, 1995. Image 57, p.56

²⁵ S and K Brown, as shown behind George Peters' monument works, Image 63, p.62

²⁶ Surveyor General, Return of Allotments in town of Parramatta, 1823. AONSW 4/7576, identified in T. Kass, 'Civic Place, Parramatta – History', p.21 in E. Higginbotham, "Historical and Archaeological Assessment of the Town Hall site, Civic Place, Parramatta ". Parramatta: Parramatta City Council, 1989

²⁷ Kass, Civic Place, p.24

²⁸ Map P.182.1984 (Lands Department) as cited in Kass, Civic Place.

Source: Society of Genealogists SAG 5/6351.

2.3 Construction of Council Chambers and Town Hall

2.3.1 Early Premises

Local government in NSW developed from reforms to the feudal management of towns, cities and regional areas in England following the passing of the Municipal Corporations Act there in 1835.

Following the passage of an Act in 1842 establishing the City of Sydney²⁹, controversial legislation was passed for the establishment of district councils for settled and surveyed areas beyond Sydney.³⁰ Civic powers related to roads, bridges, public buildings and schools. Ability to vote or stand for office relied on ownership of property valued above specific levels. Despite the proclamation of 28 district councils, the system collapsed.³¹ Parramatta's District Council existed from 1843 until 1849 and was one of the most active and successful of these councils, particularly in managing local road repairs. It met monthly for a number of years and employed local staff. It did not build its own headquarters but met in premises in Macquarie Street.

Legislation in 1858 encouraged local communities to apply to establish local government. Parramatta was granted local government in late 1861. The first council, consisting of Pye, Byrnes, Harvey, Houison, Williams, Trott, Neale, Good and J. Taylor met at the Parramatta Court House in January 1862 and elected John Williams as mayor.³² On 9 January 1862 John Charles Barker was appointed clerk pro tern and Council agreed to meet each Monday in the Court House until a more suitable place could be found. In April 1862 Elder House in George Street was rented for one year from Mr and Mrs Rowling at £50 a year for use as Council Chambers. Built circa 1821 on the south-east corner of George and Marsden Streets, the surviving parts of Elder House were absorbed within the new Woolpack Inn, built on the site in 1889, and still standing. The council rented Elder House for ten years. Aldermen were photographed outside the building in July 1870 by Beaufoy Merlin.³³ Elder House cost £12.10.0 per annum to rent,³⁴ but its space was limited, and the council was unable to provide room for a newspaper reporter's desk in the chamber.³⁵ In late 1872 a large room in a new building in Church Street was rented and this served as the Council Chambers until 1883 when the new chambers and Town Hall were finally completed.³⁶

²⁹ The Sydney Incorporation Act, Act 6 Vic. No 3

³⁰ The New South Wales Constitution Act, 1842 (UK).

³¹ Andrew H Kelly, *The Development of Local Government in Australia, Focussing on NSW: From Road Builder to Planning Agency to Servant of the State Government and Developmentalism*, p.3, at <https://ro.uow.edu.au/cgi/viewcontent.cgi?article=1542&context=lawpapers>, accessed 28 May 2021.

³² "Parramatta", *Sydney Morning Herald*, 4 January 1862, p.5.

³³ S and K Brown, Image 16, p.16

³⁴ Parramatta Municipal Council, Minutes, 14 September 1869, PCC

³⁵ Parramatta Municipal Council, Minutes, 23 November 1869, PCC

³⁶ Jervis, *Cradle City*, p.136



- 8 Aldermen of the Parramatta Borough Council outside James Elder's house in Marsden Street.
Source: Sydney Living Museums record number: 38641; Beaufoy Merlin, American and Australasian Photographic Company

2.4 Deciding on a Location for the Town Hall

At a council meeting on 3 August 1869, Alderman Dougherty asked the mayor, John Good, if there was any intention to erect a Town Hall. Good promised to provide information at the next meeting³⁷ but no information was provided until early the following year. At a council meeting of 19 January 1870 Mayor John Good spoke of the urgent necessity for construction of Town Hall: it was a "matter of surprise to many that in this town of 7000 inhabitants there is not at present a single building at all suitable for holding entertainments, concerts and meetings. This was one of the reasons why the town does not go ahead. With no inducement to hold proper entertainments in Parramatta, much money went out of Parramatta, to Sydney in particular. The only rooms available for large public entertainment were the School of Arts or the Red Cow Hotel's Assembly Rooms. Good proposed investigating the Market Reserve site bordering Alfred Square for the location of the Town Hall."³⁸

Investigations on cost and revenue indicated a Town Hall would pay well. The revenue of the School of Arts for 1869 was over £31, from 42 meetings and entertainments. Many other meetings and entertainments were held at the Red Cow and the Court House. Over 15 societies and clubs paid £5–10 annually for the use of rooms independently of venues for tea meetings, parties, suppers, balls, and dinners. Added to potential rent income from cellarge in a Town Hall and off set against current rental expenses, income would cover the cost of interest on any loan raised for construction. Mayor Good suggested that the likely cost of a new Town Hall would be £2,500, including designs, specifications, furniture, fencing and perhaps a housekeeper's residence. Though one might be built for £12 000, Council should have a good substantial building erected for its investment – "a noble building on the scale I propose will be an ornament to the town." From this site, "a splendid view of the scenery may be had from all directions before us will be seen the windings of the Parramatta River for a considerable distance not to speak of the splendid sheet of water

³⁷ Parramatta Municipal Council, Minutes, 3 August 1869, PCC

³⁸ Parramatta Municipal Council, Minutes, 19 Jan 1870, PCC

in the proposed dam ... and the town dam at the side the neighbouring hill will also be distinctly visible; in fact, it will be the best view in town".³⁹

Council voted to erect a Town Hall at the corner of Church and Market Streets though a motion for a competition for the design (with prizes of £20 and £5 for best two designs) was lost.⁴⁰ However, after further investigation construction on the northern side of the river was rejected because it was not in the centre of town and because of the expense of building on the uneven land.⁴¹

In 1878 momentum increased to resume the town markets, virtually defunct since 1865 when their operation was transferred from the market commissioners to Parramatta Municipal Council. It was argued that the market site was worth about £3000 with buildings while the land alone was worth about £1500–2000. The site was used as a market only to comply with the act and land grant and the small market returned only £20 per annum.⁴²

In September 1878, the matter was referred to the New South Wales Parliament and legislation was required to change the use of the land. Evidence given by the Mayor C. J. Byrnes to the Select Committee indicated that the town needed a Town Hall, with offices and a public library and that the council had £1,200 available for construction and would raise the rest by mortgage over the site. The Council occupied a room over two shops and it was used by the council clerk and as a public library as well as a meeting place. The market site was under-utilised and because of its proximity to the railway was valued at £1,500–2,000. The Council did not receive rent for use of the market site but received market dues of about £70 pa.⁴³ The Parramatta Town Hall Act of 1879 permitted the council to take over the market site near the corner of Church and Macquarie Streets to build a Town Hall.⁴⁴

2.4.1 Building the Council Chambers

In 1878 plans were called for the Council Chambers and the Town Hall. The council did not feel that it could afford both buildings and agreed that the Council Chambers should have preference.⁴⁵

In July 1879 tenderers were called to remove buildings from the Town Hall site. These were a stone building occupied by Mr Lakeman and a brick building at the corner of Church and Macquarie Streets.⁴⁶ The timber market hall was also removed, possibly to the Western road where it became the produce store of Webb and Company.⁴⁷ A week later tenders were called for the erection of a new hall and town clerk's residence.⁴⁸ The town clerk of the day was Sydney Wickham.⁴⁹

The successful architects for the Town Hall were the Sydney firm of Mansfield Brothers with Ralph P. Mansfield the partner most involved with the project. The Mansfield family had held land in Parramatta for decades and had strong connections with the pioneers of the town, including the Shelley family. The builders

³⁹ Parramatta Municipal Council, Minutes, 19 Jan 1870, PCC

⁴⁰ Parramatta Municipal Council, Minutes, 19 Jan, 12 April 1870, PCC

⁴¹ "Parramatta Town Hall", *Cumberland Mercury*, 1 September 1883, p.8.

⁴² "The Parramatta Town Hall Bill", *Cumberland Mercury*, 26 October 1878, p.3; ML Jervis Index, "Parramatta Borough Council", *Cumberland Mercury*, 16 March 1878, p.3; "The Parramatta Town Hall Bill", *Cumberland Mercury*, 26 October 1878, p.3.

⁴³ Evidence before Select Committee, NSW Legislative Assembly, *Votes and Proceedings*, 1878-9, Vol7, p.803ff.

⁴⁴ NSW Legislative Assembly, *Votes and Proceedings*

⁴⁵ *Cumberland Mercury*, 1 September 1883

⁴⁶ Tender notice, *Cumberland Mercury*, 5 July 1879, p.5

⁴⁷ *Cumberland Argus and Fruitgrowers' Advocate* - Christmas number, 19 Dec 1900, p.7 cited in Kass, Civic Place

⁴⁸ Tender notice, *Cumberland Mercury*, 12 July 1879, p.5.

⁴⁹ "Laying the Foundation Stone", *Cumberland Mercury*, 22 November 1879, p.5.

were Hart and Lavors, a local firm chosen from fourteen builders who tendered for the work.⁵⁰ The foundation stone was laid by Mayor Charles Joseph Byrnes at 4 pm on Wednesday 19 November 1879 before a small gathering of local dignitaries. A bottle containing parchment documents (drawn by Thomas Barnett Jr) listing the members of government, the local council and those responsible for the building, together with copies of colonial newspapers was placed in a cavity in the foundations. Byrnes, who was mayor from 1875 to 1882, was presented with a morocco case containing a solid silver trowel and a mallet of South Sea Island wood to use in laying the foundation stone.⁵¹

Having laid the stone, with the assistance of Lavors and his men, Byrnes described the building about to be erected. It would address future contingencies, containing a Council Chamber, a council clerk's residence, a reading room for the free library, committee rooms and necessary outhouses. Provision would also be made for additional office room which would be necessary as council responsibilities increased. Byrnes referred in his speech to the valuable documents kept by council in a small iron safe and indicated that in the new council chamber they would have more adequate protection from fire. The total cost of the building would be £2683 and due to a special endowment made by Parliament to the municipalities, no additional loan would need to be taken out for its construction.⁵² After the ceremony the mayor and friends adjourned to Payton's Woolpack Hotel to celebrate. The first Council meeting in the Council Chambers took place on 28 January 1881 and formally opened on 19 August 1881. The following is a contemporary description of the Council Chambers:

They were designed by Messrs. Mansfield architects, and built by Messrs. Hart and Lavors. The style is a kind of Palladian. The building consists of two stories. On the bottom story (sic) are the Council Clerk's office, strong-room, free public library office of [the] Inspector of nuisances and Overseer's office. Upstairs there are the Council room, committee room Mayor's office, and refreshment room. Each story is very lofty, and the Council room is ornamented with a marble mantelpiece, a splendid chandelier, near pillars, etc. A verandah surrounds the building and in the left wing is the office of the Inspector of Nuisances. At the rear is the Council Clerk's residence, a commodious building well fitted up. It is intended to enclose the Council Chambers in about half an acre of land, on which will be planted trees, shrubs, flowering plants, etc. The arms of the Council are blazoned on a shield in light relief over the porch.⁵³

A description of the Council Chambers in September 1883 provided the following details of these rooms.

The front portion of the block of buildings consists of the Council Chambers, containing the following accommodation: – Ground floor: office 20 x 15, 13 feet high, with strong room and stationery room attached; library 20 x 15, 13 feet high; and small room for Overseer of Works. First floor: Council hall 32 x 20, 15 feet high, with committee room, Mayor's room, and record room. The access to this building is by a porch and wide hall, with handsome staircase leading to the first floor. All the rooms in this building are well finished. The joiner's work of cedar, and the ceilings are adorned with neat cornices. It is well lighted with gas brackets and chandeliers. The external appearance of the building is bold and effective. There is a wide and handsome colonnade on three sides, with wide entrance porch.⁵⁴

⁵⁰ "Laying the Foundation Stone"

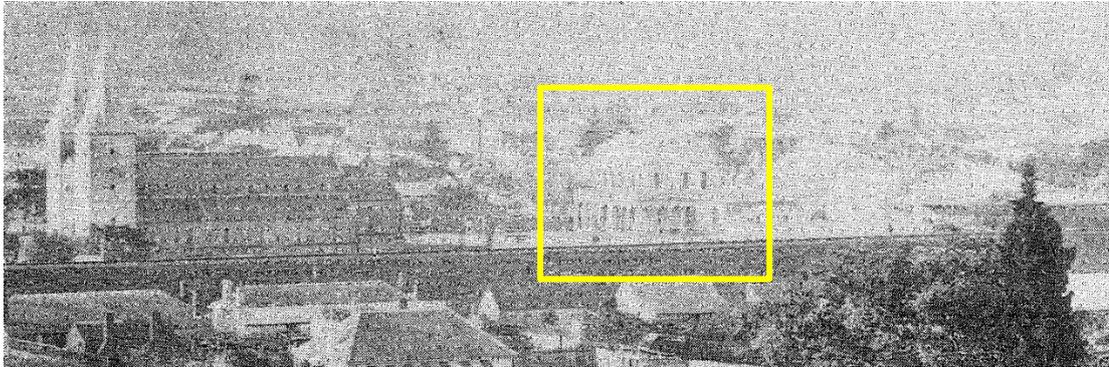
⁵¹ "Laying the Foundation Stone"

⁵² "Laying the Foundation Stone"

⁵³ *Fuller's County of Cumberland Year Book*, Parramatta, 1882. ML981.2/F

⁵⁴ "Parramatta Town Hall", *Cumberland Mercury*, 1 September 1883, p.8.

A photograph in the National Library of Australia shows the Council Chambers at this point, without the adjoining Town Hall at the rear.⁵⁵ The documentary evidence suggests that the Council Chambers were built as a self-contained building and that the addition of a Town Hall a year later required modifications to its rear wall, suggesting that arrangements for an extension had not been made in the original design. In March 1881 land along the southern boundary, the old right of way to the pound, was dedicated to the Municipality of Parramatta.⁵⁶



- 9 Portion of a photograph looking north along Marsden Street from the corner of Campbell Street, circa 1881. Parramatta's Council Chambers have been completed (highlighted).
Source: National Library of Australia, reproduced in Kass, Liston and McClymont.

2.4.2 Building the Town Hall

Because the government endowment to local government covered the cost of the Council Chambers, Parramatta Council was soon in a financial position to consider building the Town Hall.⁵⁷ Work on a Town Hall at the rear of the Council Chambers started a year after the completion of the Council Chambers. The foundation stone of the new Town Hall was laid on 13 September 1882.⁵⁸ Joseph Booth would have been the mayor at this date and presumably presided over the ceremony.

The architects for the Town Hall were Messrs Mansfield Bros, Pitt Street, Sydney (the same architects who had built the Council Chambers) and the contractor was Herbert Coates junior of Parramatta. The cost of construction was £4,491 19s 10d, with construction work to take ten months from 4 July 1882. Probably drawing on the tender documents, local reporter Cyrus Fuller described the proposed building as:

Size, 87 feet 6 inches x 37 feet and 38 feet high; stone foundations, brick walls. The hall will comfortably seat about 630 persons, but by placing the chairs somewhat closer a total accommodation of about 900 people can be obtained. The access to the hall will be by a wide vestibule (at the back of the Council Chambers) paved with marble and connected with a large cloak room. The doors leading from the vestibule to hall will be 6 feet wide, made folding and opening outwards. The exits from the hall will be by these doors, also by two other pair of folding doors in the side walls, each 5 feet wide, and opening outwards, so that the largest audience that the hall can hold would be able to leave the building in a few minutes. The access to and exit from the gallery will be by means of the present staircase in Council Chambers and passing through a large arch which will be cut in the back wall of the present building and a wide vestibule. On

⁵⁵ Kass, T.C. Liston, and J. McClymont. *Parramatta: a past revealed*. Parramatta: Parramatta City Council 1996

⁵⁶ Parramatta Town Map, 4th edition; Kass, Civic Place, p.24 (certificate of title Volume 551 Folio 230)

⁵⁷ *Cumberland Mercury*, 1 September 1883

⁵⁸ *Fuller's Rural Cumberland Year Book*, Parramatta, 1883, p. 143

either side of this vestibule two additional rooms have been procured for the use of the Town Hall or Council. The gallery will be constructed with ample slope to give a commanding view of the whole of the hall and stage. The stage will be the full width of the hall and 18 feet deep, with a slope from back to front and raised about 3 feet and 6 inches from the floor of the hall. The proscenium to stage will be about 23 feet wide and 20 feet high and constructed on the most approved principle to convey the sound from the performers into the body of the hall. At the back of the stage two dressing rooms have been provided, each 15 feet x 9 feet 6 inches, and connected with separate doors to the stage and also by separate means of access to and exit from the outside. The space under the dressing rooms and stage will be utilised.⁵⁹

Fuller's account then detailed arrangements for the ventilation of the hall. Foul air would be removed by two 'large and handsome' metal domes in the ceiling, about 10 feet in diameter. There would also be two sunlights and 'handsome cast-iron gratings' with louvre ventilators. The building will be lit and heated by gas, using three separate services so that areas could be isolated in case of fire. Water was supplied by a ten-inch pipe direct from the Water Supply Works at North Rocks (Lake Parramatta).⁶⁰

Further details of the building were described in the press when the building was opened on Wednesday 29 August 1883 at 3pm. The council aldermen occupied the stage with a crowd of about 100 men and half a dozen ladies seated in the hall.⁶¹ The mayor, and contractor, both indicated that it was considered the best hall outside Sydney or Melbourne. In a burst of patriotism, the mayor rejoiced in the fact that the architects and builders were all Australian born, as were most of the aldermen. He hoped that the Town Hall might become the centre of a musical influence that would radiate throughout the neighbourhood. It was also seen as an educational venue for lectures, readings and other similar entertainments as a fitting venue would bring men of great intellect to the town so its residents could learn. Alderman Taylor urged that the hall must have an organ and he was prepared to donate 10 guineas to it. Other speakers reinforced the need for an organ, though there is no evidence that one was ever acquired. The guests adjourned to the council chamber to celebrate with champagne and fruit.⁶²

Architect Ralph Mansfield commented that his intentions for the building had been to make a hall of good proportions, to provide good and easy access and to provide opportunities for egress of a panic-stricken audience, hence the emphasis on the exit points, good ventilation, lighting, and acoustics. The lighting was designed so that it was unnecessary to use the grand chandelier when only the stage was needed for rehearsals.⁶³ The first function held in the 'pretty little hall' was a performance of Haydn's oratorio, *The Creation*, by 58 members of the Parramatta Glee Club on Tuesday 4 September 1883. The building was declared a success as everyone who attended, regardless of where located in the hall, could see and hear the performance.⁶⁴

Unlike the building of the Council Chambers, the construction of the Town Hall caused considerable political tension in Parramatta, as it coincided with plans by other groups to build community facilities. The Friendly Societies Hall and the St George's Masonic Hall, both 'spacious and handsome' buildings, were completed in early 1883, thereby relieving the urgent need for large public venues in the town. Presumably, the

⁵⁹ *Fuller's Rural Cumberland Year Book*, Parramatta, 1883, p. 143-5

⁶⁰ *Fuller's Rural Cumberland Year Book*, Parramatta, 1883, p. 143-5

⁶¹ *Cumberland Mercury*, 1 September 1883

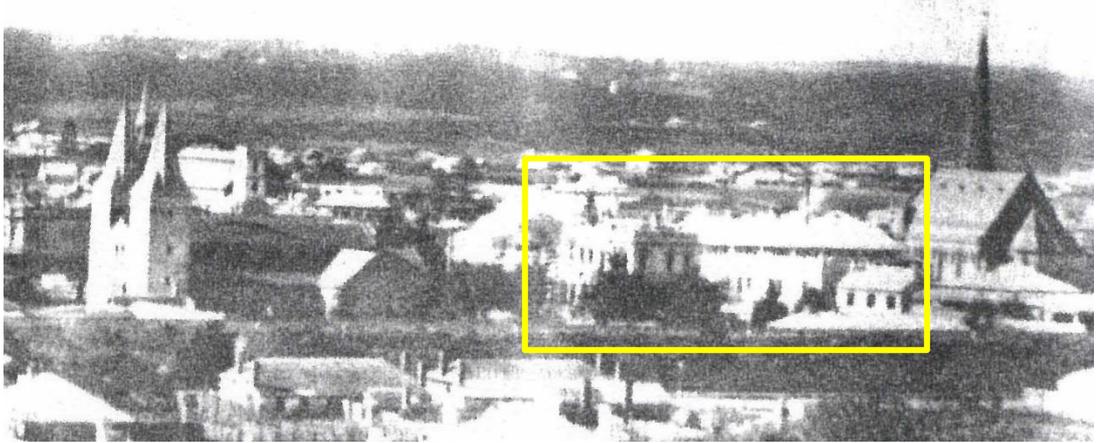
⁶² *Cumberland Mercury*, 1 September 1883

⁶³ *Cumberland Mercury*, 1 September 1883

⁶⁴ *Cumberland Mercury*, 8 September 1883

overlapping membership of the community groups and the council added to the tensions surrounding complaints about the cost and usefulness of the new Town Hall.⁶⁵

In June 1884 Mansfield Brothers, architects, submitted the balance of their account, £54 1s 8d, for building the Town Hall and dwarf wall.⁶⁶ In the following month, proposals to call for tenders for completion of the stage scenery were initially rejected as local politicians bickered over the debt incurred for the Town Hall.⁶⁷ Approval to design and acquire the scenery was obtained in August 1884, for an amount not to exceed £300. The mayor at this time was Cox. Only one tender was received from Perriman and Rose for £145.⁶⁸ Thereafter, there were few comments about the Council Chambers and Town Hall during the late nineteenth century.



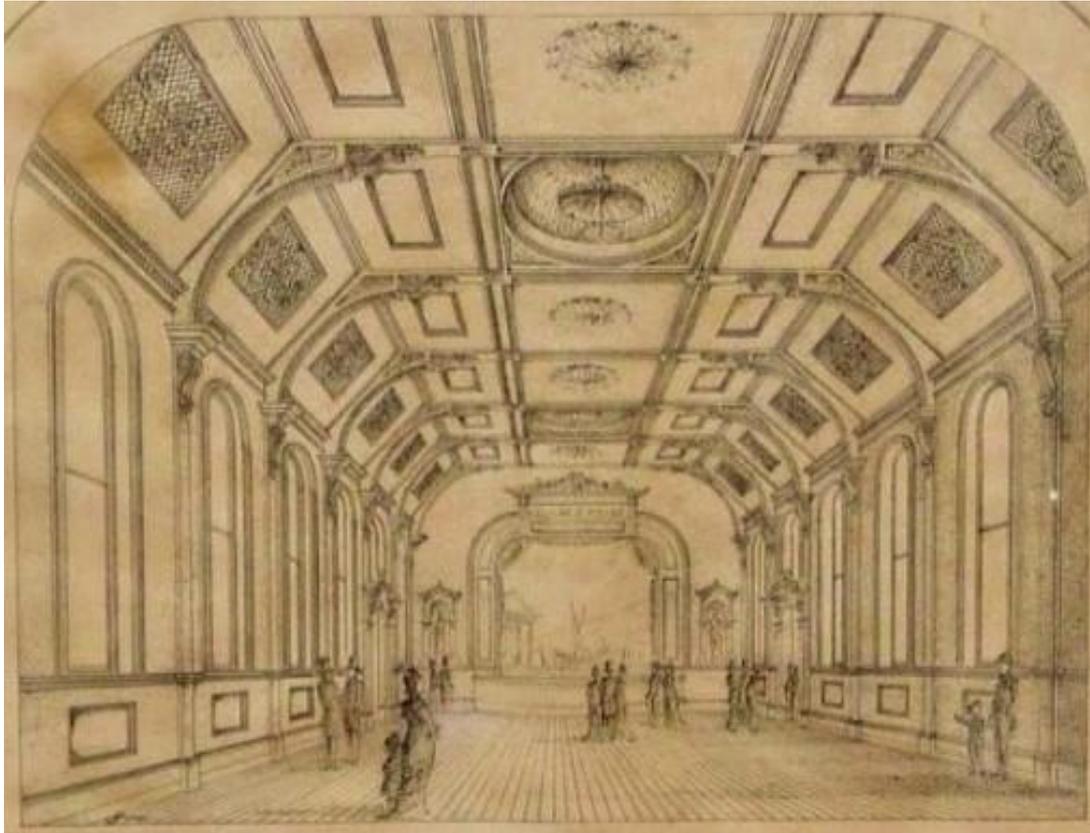
- 10 Portion of a photograph of Parramatta by Kerry & Co, taken in 1885 or later. The Town Hall has been completed, as has the Leigh Memorial Church in Macquarie Street, which opened in 1885. Source: SLNSW.

⁶⁵ *Cumberland Mercury*, 1 September 1883; *Fuller's County of Cumberland Year Book*, Parramatta, 1886, p.112

⁶⁶ Parramatta Municipal council, Minutes, 16 June 1884, PCC

⁶⁷ Parramatta Municipal council, Minutes, 14 July, 28 July, 4 August 1884, PCC

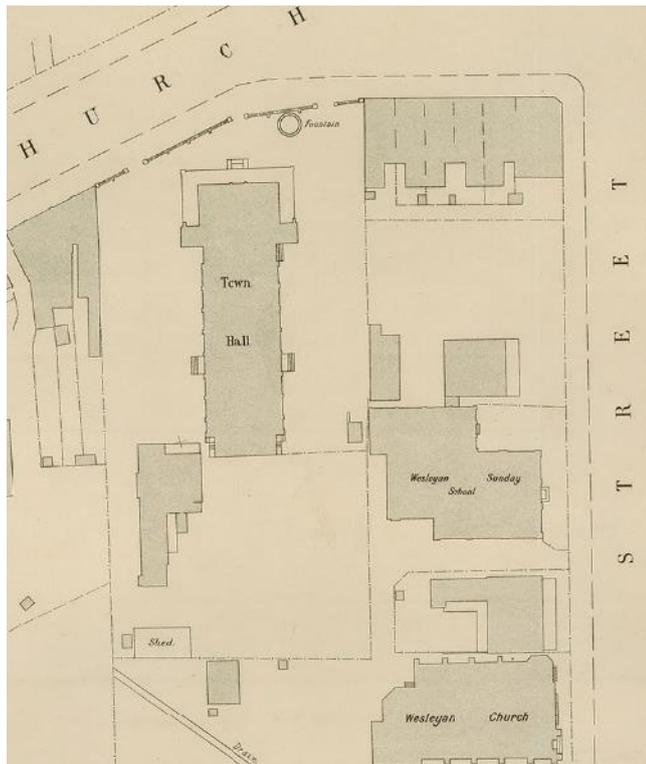
⁶⁸ Parramatta Municipal council, Minutes, 11 August, 22 Sept. 1884 PCC



11 Perspective study of the “Great Hall” at Parramatta Town Hall prepared in the Mansfield Brothers’ architectural office.
Source: PHC.



12 Circa 1885 photograph of Parramatta Town Hall viewed from the south-west.
Source: State Library Victoria Accession no H2009.100/554, John Henry Harvey photograph.



13 Footprint of development on the Town Hall site, 1895. The town clerk's residence is situated near the south-eastern corner of the Town Hall.
Source: SLNSW Parramatta Detail Series Sheet 18, 1895 at M ZM Ser 4 811.1301/ 1



14 Parramatta Town Hall viewed from the intersection of Macquarie and Church Streets, 1898.
Source: SLNSW PXA 1232/1, Standish Goodin photograph.



15 Parramatta Town Hall viewed from the west, photographed during July 1908.
Source: PHC object number LSP00156.

Plans and descriptions of the Parramatta Town Hall submitted for fire inspection to obtain a theatrical license in 1909 suggest that few changes had been made to the building since construction. The hall was described as 70 feet from back door to stage and 37 feet wide, with a stage area of 19 feet in depth, behind which were two dressing rooms, 9 feet 8 inches in depth and 15 feet wide. The hall was 28 feet high. There was a gallery above the hall, supported on iron columns are reached by a stairway through the Council Chambers. At the rear was a cloak room. There were two side exits and two rear exits, one through the Council Chambers and one to the northern side of the building. Chairs were not fixed. Lighting was supplied by gas and three small oil lamps. The hall accommodated about 800 people.⁶⁹

2.4.3 The Jubilee Hall

Parramatta celebrated fifty years of local government in 1911. The mayor favoured construction of a local museum adjoining the Town Hall as a suitable recognition of the historical importance of the town. This was strongly opposed by other members of council and the local community and heated debate continued throughout the jubilee year. It was finally determined that an addition to the Town Hall, in the form of space for suppers and functions would be the most useful gift to the townsfolk. The new building was designated the Jubilee Hall and Museum.⁷⁰

The controversy about the building, its use and its cost probably led Parramatta Council to use the services of one of the aldermen, James Whitmore Hill, who was an architect, to prepare the plans and specifications for the Jubilee Hall, which he did for the sum of ten guineas.⁷¹

The marble foundation stone was laid in the Jubilee year, by the mayor using a presentation silver trowel supplied by F.W. Lassetter. The ceremony took place at 12.30 pm on the day of celebrations in November 1911. As the mayor had lost his voice, no speeches were given. The arrangements for the foundation stone were made by Alderman Hill.⁷² The hall was used for the first time on 20 June 1913, when the 7th Light Horse (New South Wales Lancers) held its 15th annual ball there.⁷³ It was officially opened the following month by the Mayor, Alderman Jago, at the annual fund raising ball for Parramatta District Hospital, held on 16 July.⁷⁴

By the 1920s the palisade fencing and stone piers along the Church Street boundary had been removed.

⁶⁹ Town hall Parramatta, License No. 648, AONSW 17/3289

⁷⁰ Mayor's Report 1911, ML.

⁷¹ Jubilee Celebrations, box of records in Parramatta City Archives. I am grateful to Terry Kass for providing this reference.

⁷² *Cumberland Argus*, 29 November 1911; Jubilee Celebrations, box of records in Parramatta City Archives.

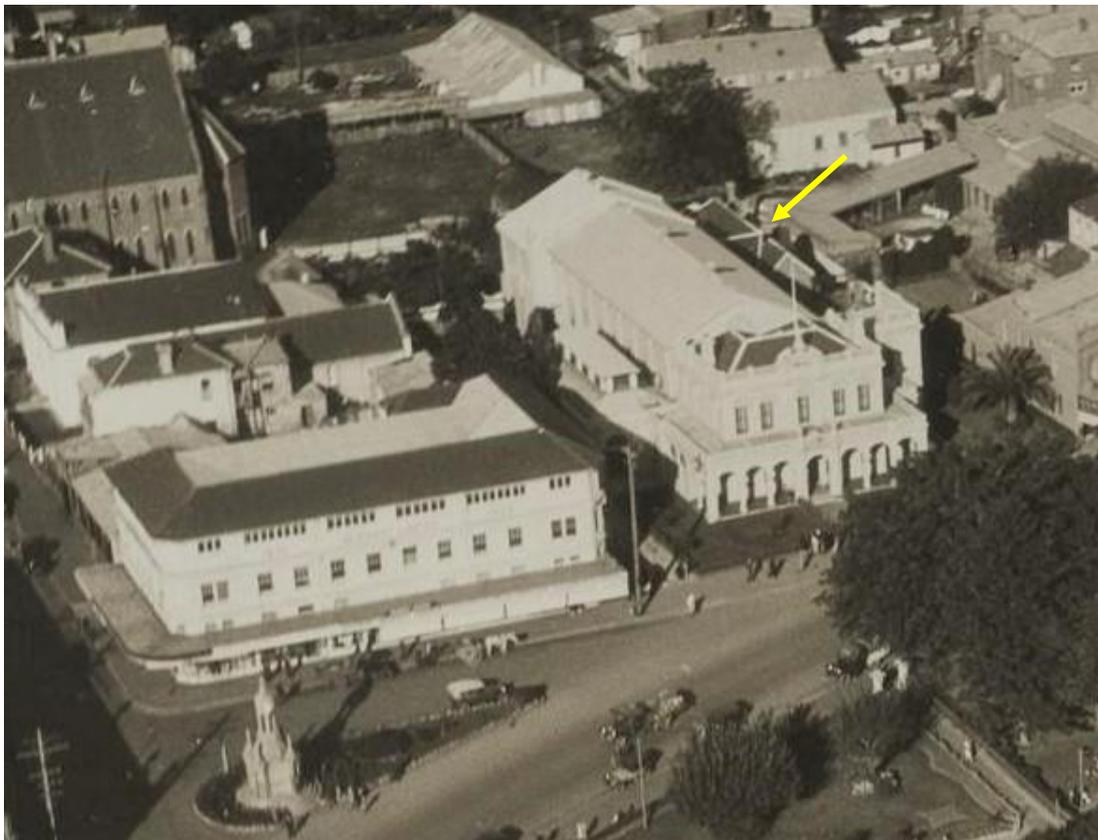
⁷³ "The Lancer Ball. A Brilliant Function", *The Sun*, 23 June 1913, p.3.

⁷⁴ "The Hospital Ball", *The Cumberland Argus and Fruitgrowers Advocate*, 19 July 1913, p.11.



16 Circa 1920 photograph of Parramatta Town Hall following completion of the Jubilee Hall, visible at left.

Source: SLNSW.



17 Portion of an aerial photograph taken between 1932 and 1935 showing Parramatta Town Hall and its immediate environs. The roof of the town clerk's residence (arrowed) can be seen beyond the Hall.

Source: PHC LSP00381.

2.4.4 Civic Place and New Council Chambers

In 1938 Parramatta was declared a city. In 1948 major changes to the structure of local government resulted in the amalgamation of the councils of Parramatta, Granville, Dundas, Ermington, and Rydalmere. As local government responsibilities multiplied in the post war years, the 1881 Council Chambers were insufficient for the number of staff employed by council. The Jubilee Hall was adapted for offices.

In 1958 a four storey building, designed by architects Buckland & Druce, was constructed behind the Town Hall to provide much needed office space and a new council chamber was built on the top floor. The creation of Civic Place with entry off Macquarie Street also provided car parking and a new city library was built there in 1964, funded by the sale of the old School of Arts site to the AMP Society.⁷⁵ The library was also designed by Buckland & Druce.

Local government continued to grow and council staff occupied a number of nearby buildings by the early 1990s. In 1995, Parramatta Council's administrative functions were again brought under one roof in a refurbished office tower in Darcy Street. The Council Chamber remained in the 1958 building and the lower floors were converted for community use.



- 18 The administration building completed in 1958 (left); view of Civic Place circa 1985 (right). Buildings utilised by Parramatta Council included 1. Town Hall; 2. Red Cross Tea Room; 3. 1958 administration block; 4. Parramatta Library; 5. Darcy Street office block. The Tea Room, 1958 administration block, Parramatta Library and Darcy Street office block have all been demolished. Source: PHC LSP00740 and ACC002/100/037.

⁷⁵ *This is Parramatta* (1965); Kass, Liston and McClymont, p.386



19

Projected aerial photograph of Parramatta Town Hall, 14 May 2011. The building to the west of the 1958 administration block (arrowed) is understood to have been built on the site of the red Cross Tea Room between the mid-1980s and 1991.

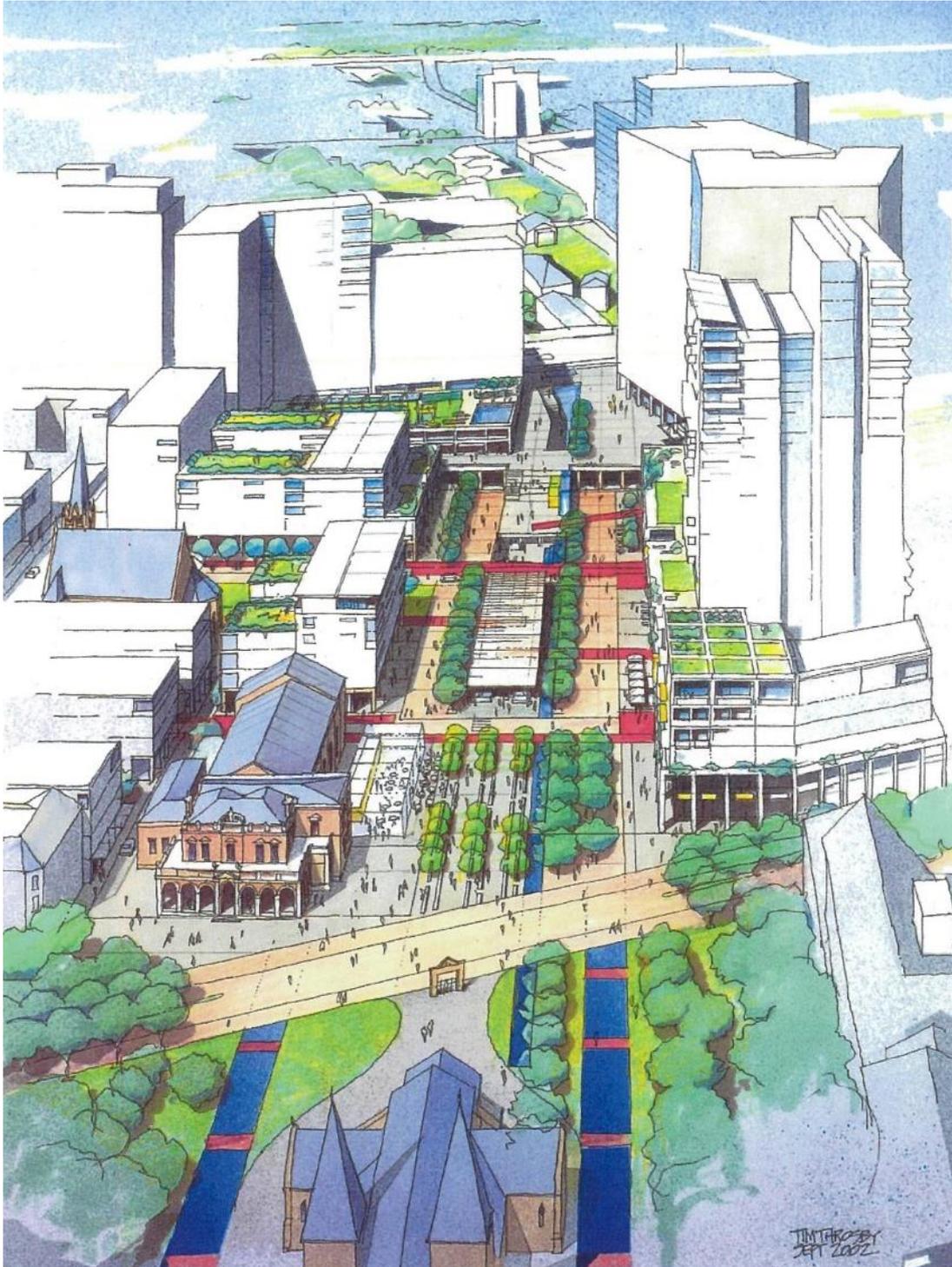
Source: Nearmap.

Following the advent of Sydney Regional Environmental Plan No 28 (SREP), which was prepared in 1999, the Civic Place Masterplan was prepared in response to its requirements. Civic Place was identified as a master plan site in Schedule 2 of the SREP. The Masterplan was required so that the provisions of the SREP could be adopted prior to development occurring.⁷⁶ The Masterplan was duly adopted by Parramatta Council and the NSW Government in 2003.

The Masterplan influenced Parramatta City Centre LEP 2007, since superseded by Parramatta LEP 2011. A decision was made by Council to redevelop Civic Place under a Public Private Partnership. The 1958 building and the building associated with Red Cross were demolished in the second half of 2016 to make way for the six storey 5 Parramatta Square, which is intended to host Council's customer service activities, central library branch, the City of Parramatta Council Chambers, cultural facilities and a new Smart City Command Centre.

Parramatta Town Hall forms part of the Civic Place development and is identified as 7 Parramatta Square. Development consent for the building included demolition of the 1932 stage extension, the kitchen attached to the Jubilee Hall and the amenities block along the northern site boundary, all of which were removed around July 2020.

⁷⁶ Parramatta Council, NSW Government Architect and NSW Department of Public Works, *Civic Place master plan: June 2003*, no pagination.



20 Rendering describing the concept for development associated with the Civic Place Masterplan.
Source: *Civic Place master plan*: June 2003.



21 Rendering of Parramatta Town Hall and 5-7 Parramatta Square.
Source: Manuelle Gautrand Architecture/Designic/Lacoste+Stevenson.

2.5 Chronological Development of the Parramatta Town Hall Site

- 1792 Early maps show area possibly used for cultivation.
- 1812 Parramatta market declared on this site. Also used for public pound.
- 1851 House and shop built on site for market lessee.
- 1854 Grant of land to market commissioners.
- 1865 Control of markets transferred to Parramatta Council.
- 1879 Legislation to change use of land from markets to Town Hall.
- 1879 Old buildings removed from site.
- 1879 Mansfield Brothers successful tenderers as architects for new Council Chambers.
- 1879 Foundation stone of Council Chambers laid 19 November.
- 1881 Council Chambers opened.
- 1882 Foundation stone of Town Hall laid 13 September.
- 1883 Town Hall opened 29 August.
- 1911 Foundation stone for Jubilee Hall and Museum laid in late November.
- 1932 Major modifications, including extension of length of Town Hall.
- 1958 Council staff move from old Council Chambers to new civic centre.
- 1958 Jubilee Hall becomes library.
- 1964 Library moves to new premises in Civic Place.
- 1985 Centenary Square, formed by the closure of Church Street in front of the Town Hall.
- 1995 Parramatta Council's administrative functions brought under one roof in a refurbished office tower in Darcy Street. The Council Chamber remained in the 1958 building.
- 2003 Civic Place Masterplan adopted by Parramatta Council and the NSW Government.
- 2016 Demolition of 1958 administration building.
- 2019 Development consent given for works associated with 5 -7 Parramatta Square.
- 2020 Demolition of the 1932 stage extension, kitchen attached to Jubilee Hall and the amenities block along the northern site boundary.

2.6 Alterations and Uses of Council Chambers and Halls

2.6.1 Alterations to the Council Chambers and Town Hall

The council chamber and associated offices were used for meetings and administrative purposes from the time of their construction until the new administrative building was opened in 1958.

It was recommended in 1911 that an additional external exit staircase be provided, and this was handled by architect and alderman, J.W. Hill.⁷⁷

Tenders for installing electric light in the Council Chambers and Town Hall were called in 1918 and again in 1921, suggesting that the work was not done until the early 1920s, though electricity was available in Parramatta from 1913.⁷⁸ In April 1932 the old gas light fittings in the Town Hall and Jubilee Hall were removed.⁷⁹

During the 1920s, 'a splendid metal Tablet in honour of the men of the town and district who served in the Great War 1914–18' was erected in the vestibule. It is not clear from this account whether it was the vestibule of the Town Hall or the council chamber foyer.⁸⁰

During the 1920s, the floor coverings in the Council Chambers, passageways and some of the offices were brown linoleum. Red coir matting was used in at least one of the offices.⁸¹ In July 1927 alterations were made to the roof of the Jubilee Hall during plumbing works and it was clad with iron.⁸²

In 1929 council received a quote to place a new office on the verandah of the Town Hall.⁸³ Photographs of the Council Chambers in 1938 show that this work did not proceed.⁸⁴

The most extensive alterations on the building and its setting were done in the 1930s, a period which coincided with access to funding for work by the unemployed, as well as two celebrations – Back to Parramatta in 1933 and the sesqui-centenary of the foundation of settlement and of Parramatta in 1938.

In June 1932, Parramatta Council received a loan of £3,000 from the Federal Government under the Loan (Unemployment Relief Work) Act to use for extensions and alterations to Parramatta Town Hall. These funds were used to improve the fire exits, gallery access and fire protection, painting and repairs to gas and water mains.⁸⁵ In mid-1932 plans were submitted under the Theatres and Public Halls Act by architect Benjamin McDonald of Church Street, Parramatta, to extend the Town Hall by about 25 feet. This involved lengthening the hall by removing the existing stage and reconstructing it about 25 feet from its original position, thus providing extra capacity for 150 people in the auditorium and two dressing rooms with storeroom under the stage. The proscenium wall was extended through the main roof. A new exit was to be created on one side and there were external exits from the supper room. The supper room (the Jubilee Hall) was calculated to hold 332 people, being 26 feet by 57 feet. The works involved creating an opening between the Town Hall and the Jubilee Hall and closing the former exit from the Jubilee Hall into the Town Hall vestibule to

⁷⁷ Town Hall, Parramatta, Correspondence regarding theatre license, AONSW 17/3289

⁷⁸ Electric Lighting, PCC A93/07/21, File 3341A; Kass et al, p.283

⁷⁹ Gas Fittings, 1932, PCC A94/06/6, File 2749E

⁸⁰ W. Freame. *Parramatta Past and Present* (1925)

⁸¹ Tenders for linoleum, PCC A93/10/10, File 3984C

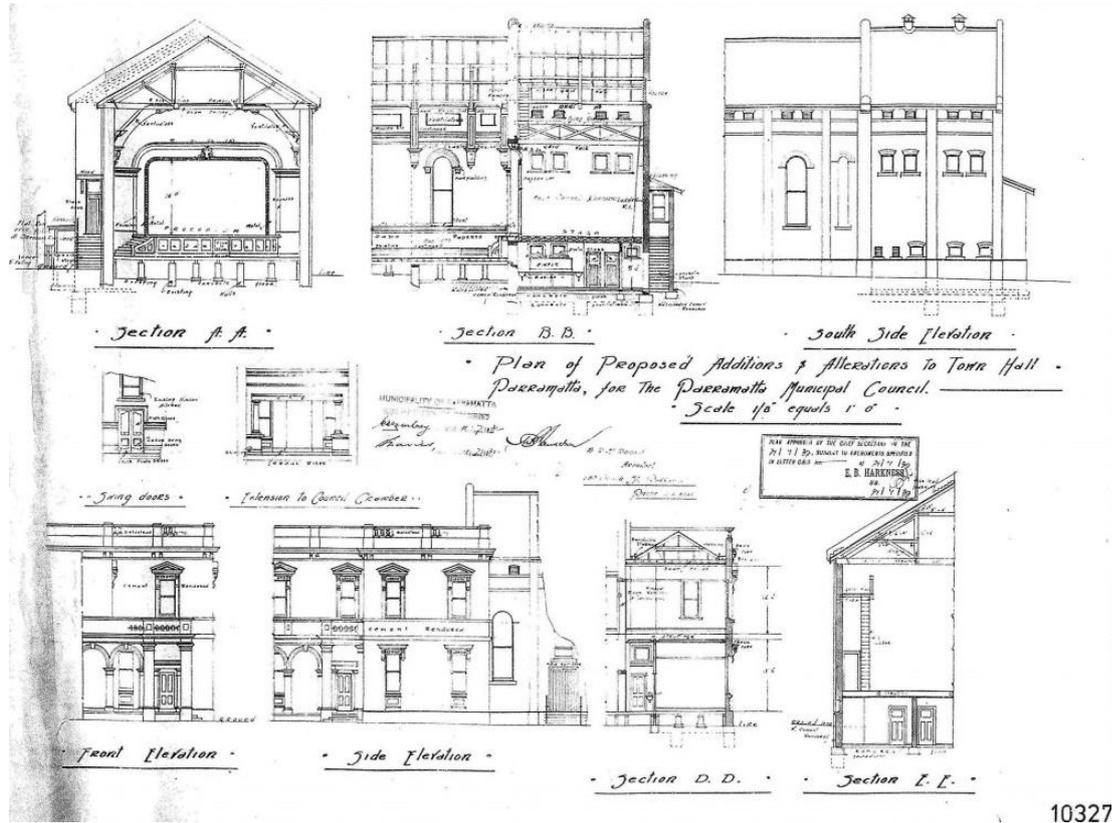
⁸² Plumbing quotes, PCC A93/10/10, File 3858C

⁸³ Quotes for alterations, 1929, PCC A93/10/18, File 2256D

⁸⁴ *Progressive Sydney*

⁸⁵ Commonwealth of Australia, subsidy, PCC A94/06/11, file 2988E, 3291E, 2987E

convert it to a cloak room. Stanchions were to be removed from under the gallery and replaced with a R.S.J.⁸⁶ Changes were also made to the office areas of the council building at the same time and this work, involving work on the roof and floors, was completed by September 1932.⁸⁷ The successful tenderer for these works was Stoney and Sons of Parramatta, plumbers, and contractors, who undertook to do the work in 24 weeks using day labour for a cost of £3,515.⁸⁸



22 Drawing prepared in the office of architect Benjamin McDonald describing extensions to Parramatta Town Hall, 1932.
Source: PHC.

The upgraded town hall was officially reopened at the end of January 1933. A description of the completed works was included in the local press:

The main hall has been extended 25 feet, and will accommodate an additional 250 people at meetings. The dressing rooms are under the stage, where a store room and property room is also situated. These rooms are of ample dimensions, and access to them is by steps from outside.

The ceiling of the hall has been renovated, and now presents a very bright appearance, and a new lighting system has been installed. A new floor, suitable for dancing, has been laid down, and the pillars which supported the gallery have been removed.

⁸⁶ Town hall, Parramatta, Correspondence regarding theatre license, AONSW 17/3289
⁸⁷ Report of Police Sergeant, 26 September 1932, AONSW 17/3289
⁸⁸ Acceptance of tender, 1932, PCC A94/06/11, file 3343E and 4717E

Elsewhere are to be seen improvements of a varied nature. A spacious ladies' cloakroom has been added and the kitchen has been enlarged.

On the ground floor a commodious room has been built for the use of the Mayor, and nearby are the works overseer's and health inspector's offices.

The council chamber, upstairs, has been extended and improved by the erection of pillars. A room 27ft. by 22 ft. will be a committee room and will be available for public meetings. Another fairly large room will be the "aldermen's room."

The transformation that has been effected makes the town hall one of the most up-to-date structures of its kind in the State, and it should serve requirements for many years.⁸⁹



- 23 Postcard of Parramatta Town Hall showing the two storey addition containing the committee room, Mayor's room, offices and porch constructed during 1932.

Source: National Museum of Australia Collection Josef Lebovic Gallery collection no. 1

⁸⁹ "Parramatta. Official Reopening. Tribute to Local Tradesmen", *Cumberland Argus and Fruitgrowers Advocate*, 30 January 1933, p.2.



24 Photographs of the Town Hall (left) and Council Chamber (right) following completion of the works undertaken in 1932.

Source: PHC.

In mid-1935, Parramatta Council arranged for Claude Neon to install red and blue neon lighting outlining thirteen of the verandah arches and the top frontage of the Town Hall. The new lighting was intended to convince the Parramatta business community that the council was alive to modern ways and to brighten up the building for evening functions.⁹⁰ Flood lights may also have been installed at this time. Presumably, the lighting was subsequently removed during the blackout restrictions during the war.

In August 1938, Mayor Irwin requested a new lobby with swing doors so that the entrance to the chief civic building of the town would conform with the quality of the buildings of the businessmen of the municipality. Council's architect, Leslie J. Buckland of 55a Macquarie Street, Parramatta and 26 O'Connell Street, Sydney, prepared plans for a small lobby using Queensland maple, glass doors and a tiled concrete floor leading into the Council Chambers from the verandah. The work was done by local builders Muston and Lavors in the beginning of 1939.⁹¹

In 1938 the exterior of the Town Hall was painted, the successful tender being that of W.E. Hoile of Concord West. The colour scheme, prepared by council's architect, Leslie J. Buckland, had specified four colours but Hoile claimed the work required fourteen colours. No details are given, apart from an alteration in the charge for green paint.⁹²

The building became the backdrop of Parramatta's sesquicentenary celebrations, firstly for the initial European settlement in January 1938 and then Parramatta's sesquicentenary in October-November 1938. In January the building was embellished with bunting and electric light globes while in October the official opening luncheon, concerts, vaudeville shows and dancing all took place in and near the building.⁹³

⁹⁰ Neon lighting, 1935 PCC A94/06/20, File 4103F

⁹¹ Entrance Lobby, PCC A94/06/35, File 912H

⁹² Haile to Town Clerk, 20 Dec 1938, PCC A94/06/34, File 771H

⁹³ "Well in Hand. Plans for Celebrations", *Cumberland Argus and Fruitgrowers Advocate*, 5 October 1938, p.2; "Highlights of the Big Programme", *Cumberland Argus and Fruitgrowers Advocate*, 26 October 1938, p.2.



25 Crowds gathered outside the Town Hall during the celebration of Parramatta's sesquicentenary in 1938 (left); women in period costume taking part in the celebrations outside the Town Hall (right).
Source: SLNSW Home and Away – 30284 and Home and Away – 23807.

On the eve of the outbreak of war, council was considering major extensions to the Town Hall and Buckland was asked to prepare plans for a nominal sum.⁹⁴ War, however, was declared in September 1939 and for the next six years all building works were controlled by government's war-time priorities. In 1940 commemorative tablets recognising the declaration of Parramatta as a city and its 150th anniversary were commissioned for the front of the Council Chambers building. They were made by Brooks, Robinson of Melbourne from a material known as Opus Sectile.⁹⁵

During the war, the area under the stage was used as a control room by the emergency services. In 1942 an entrance was cut in the back wall by extending a window opening to floor level, then bricking up the top portion. A blast wall was built and the ceiling under the stage reinforced with beams. Timber and sand were stacked ready to lay over the stage for further reinforcement should an attack eventuate but in the meantime the stage was kept clear for performances.⁹⁶

In July 1944 council instructed the architect to proceed with plans for new lavatory accommodation, including a new gent's lavatory on the northern side of Jubilee Hall and remodelling the ticket box in the main vestibule.⁹⁷ In 1945 additional space was proposed for the engineer by erecting a new room over a section of the roof of the existing veranda.⁹⁸ It is not clear if this was intended as a new structure or an extension of the existing one. It does not appear to have been built. The ticket booth had been relocated to the Stair Hall by the early 1940s. In 1945, an arched recess was formed up behind the ticket booth by removing 4½" of brickwork in order to provide more room for users of the box.⁹⁹

The Town Hall was licensed in 1961 to hold 640 people on the ground floor and 140 in the gallery¹⁰⁰ (compared to the 1913 figures of 600 people on the ground floor and 148 in the gallery¹⁰¹).

⁹⁴ Designs for extension of Town Hall, September 1939, PCC Correspondence 1939-48, File 2405H

⁹⁵ Tablets for incorporation of City of Parramatta, August 1940, Works Committee Files 4447H, 4292H, 3413H. Opus sectile is the technique of cutting thin sections of coloured stone into figures and geometric shapes to make elaborate inlays.

⁹⁶ Provision of Bomb Shelters, 1942, PCC Correspondence 1939-48, File 805J

⁹⁷ Lavatory extensions, 1944, PCC Correspondence 1939-48, File 805 J.

⁹⁸ Extension of Engineer's Office, 8 September 1945, PCC 1939-48, File 6440J

⁹⁹ Recess in Ticket Booth, 8 September 1945, PCC 1939-48, file 6440J.

¹⁰⁰ Town hall, Parramatta, Correspondence regarding theatre license, AONSW 17/3289

¹⁰¹ Report of Sergeant of Police, 20 January 1913, AONSW 17/3289



- 26 Parramatta Town Hall during the 1980s. There is no fencing across the western site boundary and a flagpole has been installed behind the parapet of the façade.
Source: PHC object number LSP00980

2.6.2 Use of the Council Chambers

Apart from its use by Council, during the 1920s, the Council Chamber was utilised for the annual general meetings of the Parramatta Red Cross Society (refer also to Section 2.6.6).¹⁰² Use was also made of other spaces by the Society.

In 1937 the administrative rooms were the town clerk's room; deputy town clerk's room; overseer of works room; typist's room; main office; health inspector's room; store; strongroom; loft. The meeting rooms were the Council Chambers (with room for 12 councillors, 2 council officers and a press desk); aldermen's room; committee room and mayor's room.¹⁰³

In 1942, when black out arrangements were made for the administration areas, they covered the town clerk's room, general office, mayor's room, health inspector's room, Council Chambers, committee room, engineer's room, and small hall (mayor's room).¹⁰⁴

Photographic evidence, showing sign writing on the ground floor windows in 1951, indicates that the rates office was in the front left room of the ground floor while the town clerk's office was in the front right-hand room.¹⁰⁵

¹⁰² "Parramatta Red Cross", *The Cumberland Argus and Fruitgrowers Advocate*, 17 July 1920, p.9.

¹⁰³ Inventory of office furniture and fittings, 31 Dec 1937, PCC Archives (no file reference)

¹⁰⁴ Blackout arrangements, 16 February 1942, PCC File 1939-48, 975J

¹⁰⁵ ML Small Picture File

By 1973 the old Council Chamber was used as a small public meeting room, equipped with metal chairs. However, due to a shortage of office space, it was intended to convert it to offices.¹⁰⁶

2.6.3 Use of the Town Hall

From the beginning, the Town Hall was used for concert and theatrical performances.¹⁰⁷ The proprietors of the *Cumberland Argus*, Messrs Little and Company, held a fruit show at the Parramatta Town Hall in February 1889 to aid the hospital.¹⁰⁸

Public meetings were also held there. In May 1890, a meeting at Parramatta Town Hall, chaired by Mayor W.J. Ferris, reiterated the importance of linking the Hills district to Parramatta by railway.

As a result of new fire regulations, Parramatta Town Hall was assessed for licensing as a theatre and public hall in 1909.¹⁰⁹ The building was described as a brick hall with an iron roof, measuring about 37 feet by 69 feet with a gallery at the western end. The building was used for 'public and private entertainment of all descriptions, flower shows, poultry shows and bazaars'. The stage at the eastern end was about 20 feet wide in front, 37 feet wide at the rear and about 26 feet 6 inches in depth, with a few scenes worked on rollers from above the stage.¹¹⁰ The Town Hall was used by travelling showmen for early cinema exhibition but was not equipped with its own cinematography machine.¹¹¹

Between August and December 1912, the Town Hall was used for public entertainments on 39 occasions. The theatre license authorised 600 people on the ground floor and 148 in the gallery.¹¹² Stage scenery used in the Town Hall was purchased in 1923, 1932 and 1949.¹¹³

¹⁰⁶ *Parramatta Advertiser*, 15 February 1973 (with interior photograph)

¹⁰⁷ G.J.R. Linge, *Industrial Awakening. A geography of Australian Manufacturing 1788-1890*. Canberra: ANU Press, 1979, p.516; *Australian Town and Country Journal*, 10 January 1885

¹⁰⁸ *Sydney Mail*, 2 March 1889, 15 February 1890

¹⁰⁹ Town Hall Parramatta, License No 648, AONSW 17/3289

¹¹⁰ Report of Board of Fire Commissioners, AONSW 17/3289

¹¹¹ Report of Inspector of Police, 16 July 1811, AONSW 17/3289

¹¹² Report of Sergeant of Police, 20 January 1913, AONSW 17/3289

¹¹³ Town Hall Stage Scenery, PCC File 4494K, 14618



27 Gathering at Parramatta Town Hall, circa 1930. The columns supporting the Gallery that were removed in 1932 can be seen in the photograph.

Source: PHC object number ACC072/010. H L Orr & Co photograph.

In 1937, the secretary of the Cumberland Musical Society noted that the group was one of the regular users of the Town Hall, paying about £50 per annum to rent the Town Hall for its performances.¹¹⁴ The Town Hall was one of the venues rented by Radio 2CH to broadcast community concerts. The words of the songs were projected onto a screen so the audience could sing along.¹¹⁵ In 1939 there was a request for alterations to the interior of the Town and Jubilee Halls to provide more facilities for cabaret style dancing.¹¹⁶

During the war, the Town Hall was made available for patriotic functions for no charge but fees for other uses were increased. The spaces available for hire were the Town Hall, the Jubilee Hall (for which there was a 25% reduction if rented in association with the Town Hall) and the committee room. The charges included use of piano, kitchen with copper, table, sinks, pie warmer and overtime for the caretaker. The range of activities for which fees were charged in 1942 included lectures, meetings, theatricals, socials, bazaars, and fancy fairs (for three days or more), rehearsal rooms and sacred evening concerts.¹¹⁷ Groups using the Town Hall in the early 1940s included the Red Cross Younger Set, the Chamber of Commerce, the Caledonian Society, the Horticultural Society, VADS ambulance groups and the Historical Society Younger Set.¹¹⁸

¹¹⁴ Request for stage doors, orchestra curtain, 1937, PCC A94/06/28, 3307G

¹¹⁵ Curtains of Town Hall, A94/06/36, file 1359H

¹¹⁶ Investigation into cabaret facilities, 26 June 1939, PCC Parramatta City Council File 1939-48, 1923H

¹¹⁷ Schedule of present charges for Town Hall, 24 June 1940. PCC File 1939-48, 4125H

¹¹⁸ Caretaker's overtime, November 1940, PCC Town Clerk's file 4873H

During the war, the area under the stage was reinforced and used as the National Emergency Services Control Centre.¹¹⁹

Motion pictures continued to be screened in the Town Hall in the years after the war. In 1952, the Motion Picture Exhibitors Association of New South Wales complained that the local tennis association was charging admission to show coaching and competition film of Wimbledon and the 1951 Davis Cup. These screenings attracted an audience of 500 people. In 1956 an exhibition of television was held in the Town Hall. In 1962 an educational film on hairdressing was shown.¹²⁰

Plans for an elaborate civic and cultural precinct had been drawn up by architects Buckland and Druce in April 1959 for a new building between Church, Market and Villiers Streets, along the river near Prince Alfred Park. This was the location proposed for the Town Hall in the 1870s. A revised plan for a cultural centre was proposed in 1962 but was also rejected.¹²¹

During the 1950s and 1960s, the facilities of the Town Hall became increasingly inadequate. In 1961 attention was drawn to the fire regulation requirement of battened chairs in lengths of four chairs, rather than single chairs.¹²² In 1973 the facilities of the Town Hall were criticised as inadequate for the cultural needs of the district. There was no urn provided for catering and patrons still had to use the old gas copper to get hot water. The six toilets were inadequate for the number of patrons.¹²³

Public vehicle access to the Town Hall ended when Church Street was closed to create a mall in 1986. Parramatta finally received a new venue when, as a result of a Bicentennial project jointly funded by the state and federal governments, the Parramatta Cultural Centre, later known as the Riverside Theatre complex, was built along the river near Prince Alfred Park. It was opened by the Prime Minister, Robert Hawke, in February 1988.

2.6.4 Use of the Jubilee Hall

The Jubilee Hall is usually referred to as the supper room and appears to have been principally used as an annex to the Town Hall. As stated above, the hall was regularly used by the Red Cross. The two halls were licensed separately. Correspondence in 1932, when additions were made to the Town Hall and an opening was made between the two halls, indicates that the halls were never let simultaneously as it was impracticable. The smaller hall was used for suppers for large events in the Town Hall. Small gatherings used the Jubilee Hall instead of the main Town Hall.¹²⁴

By 1945 the Jubilee Hall was used mainly as a store room. In particular, in August 1945, it was used to store clothing collected on behalf of the United Nations Refugee Appeal.¹²⁵ In September 1950, the license of the Jubilee Hall for a theatre and public hall was not renewed because it was being used as office space.¹²⁶

¹¹⁹ Town Hall blackouting, March 1942, PCC Correspondence 928J

¹²⁰ Town Hall, Parramatta, Correspondence regarding theatre license, AONSW 17/3289

¹²¹ *Parramatta Advertiser*, 15 February 1973

¹²² Town Hall, Parramatta, Correspondence regarding theatre license, AONSW 17/3289

¹²³ *Parramatta Advertiser*, 15 February 1973

¹²⁴ Town Hall, Parramatta, Correspondence regarding theatre license, AONSW 17/3289

¹²⁵ Jubilee Hall, Parramatta, Board of Fire Commissioners - Theatres and public Halls, AONSW 20/15015

¹²⁶ Chief Secretary to Board of Fire Commissioners, 15 September 1950, Board of Fire Commissioners - Theatres and Public Halls, AONSW 20/15015

The rear of Jubilee Hall was converted to a children's crèche during 1955. The work was done by the Council with the on-going operations of the crèche managed by the local Rotary Club.¹²⁷ The Jubilee Hall became the premises for the city library which opened in the hall in November 1958. It used these premises until the new library opened in civic place in 1964.¹²⁸ The kitchen at the eastern end of the Jubilee Hall was enlarged around 1979.

2.6.5 Town Hall Cottage

Built at the rear of the Town Hall for the council clerk in 1883, the Town Hall cottage was occupied by the town clerk until the 1930s. In 1933 major renovations were made to it. Descriptions for the tenders suggest that it was a brick cottage with a dining room, sitting room, two bedrooms, hall, pantry, bathroom, each of which was cleaned, repainted, new ceilings put in place and a new brick laundry built.¹²⁹

During the 1930s, it became the residence for the Town Hall caretaker, a change possibly coinciding with a new town clerk who did not wish to live in such a public venue. In 1940, the caretaker was paid a weekly wage of £10-4-5 from which he paid £1 as rent for the cottage.¹³⁰ It would appear that the cottage survived until the mid-1950s when it was demolished to make way for the new administration building.



28 A "notable gathering", possibly on the day the Parramatta sewerage scheme was commenced on 28 October 1907. The group has been photographed in front of the town clerk's residence.
Source: Society of Genealogists SAG 5/9321A.

¹²⁷ Parramatta Pageant, p.95

¹²⁸ Kass, Liston and McClymont, p.386

¹²⁹ Repairs to Town Clerk's house, 1933, PCC A94/06/10, File 4405E

¹³⁰ Caretaker's overtime, November 1940, PCC Town Clerk's file 4873H



- 29 The cottage built as the town clerk's residence in the early 1880s: partially visible from Church Street during the second half of the 1930s (left) and prior to its demolition in 1956 (right).
Source: <https://historyandheritage.cityofparramatta.nsw.gov.au/blog/2015/03/31/parramatta-city-council-administrative-building-2-civic-place>

2.6.6 Red Cross Tea Room and Town Hall Grounds

In February 1915 the Parramatta branch of the Red Cross was founded and Mrs Mary Cook was the first president. Her daughter was wife of the state member for Parramatta. The Red Cross sewing circle was based at Jubilee Hall. Mrs Cook's 'small army of ladies' were donated 11 sewing machines. Mosquito nets, knitted socks, pyjamas, cholera belts, bandages and supplies such as soldiers' kits were produced in the Hall. At war's end the Red Cross remained in the Hall. Attention shifted to soldier repatriation and rehabilitation.¹³¹

Around 1930 a building was constructed behind the Jubilee Hall at the north-eastern corner of the Council Chambers and was used as a store.¹³² It may have been used by the Red Cross at some period, but this has not been confirmed by documentary evidence. Prior to the construction of this building the ground here had been an open yard, grassed and with shrubberies to the north of the Clerk's residence. There were also shrubs behind the Jubilee Hall and possibly a small building or fence dividing this area from the yard behind the Town Hall and adjacent to the Clerk's residence.

The Red Cross had a lengthy association with the Town Hall using spaces within the building for its meetings during the 1920s and 1930s. In August 1941 the Red Cross opened what was called the Red Cross Depot at 93 Macquarie Street, to the immediate north of the Town Hall. The Depot "... supplied a long felt want in Parramatta. Besides raising money it has more than proved its worth as an information bureau to hundreds of people enquiring about Red Cross matters. The tea room is popular..."¹³³

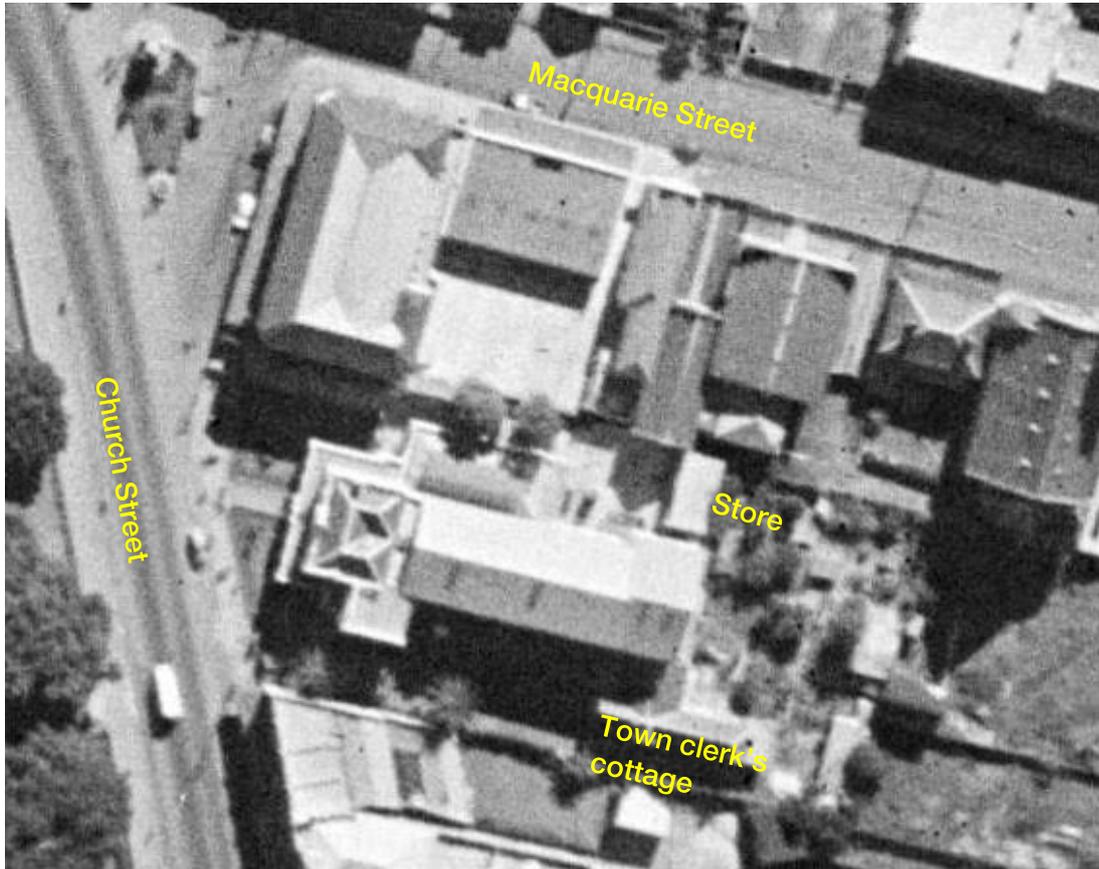
¹³¹ Ian Willis, "The Red Cross in Sydney in World War I" at https://dictionaryofsydney.org/entry/the_red_cross_in_sydney_in_world_war_one, accessed 7 June 2021.

¹³² Part of the outline of the small building appears in the plan drawings documenting the 1932 modifications to the Town Hall and it is noted as a store in a drawing by Buckland & Druce dated April 1949 held in Parramatta Council's archives.

¹³³ "Red Cross Depot at Parramatta", *Cumberland Argus*, 13 August 1941, p.8; "Red Cross Activities", *Cumberland Argus*, 29 July 1942, p.6.

In 1947 the garden beds on the southern side of the building, east of the side entrance to the Town Hall, were removed to provide car parking that was needed because of changed parking regulations in Church Street.¹³⁴

A building to house the Red Cross Tea Rooms was constructed on the town hall site, on the northern side of the Town Hall. This is thought to have taken place in the first half of the 1950s and necessitated the demolition of, or modifications to, the store. It was reported in 1961 that the Red Cross Tea Rooms “behind the library [Jubilee Hall] at the City Hall” were to be closed for renovations for a short time.¹³⁵ Buckland & Druce subsequently documented additions to the building in March 1965. The Tea Room was burnt out in 1972.¹³⁶



30 Aerial photograph of Parramatta Town Hall, 1943. The town clerk’s cottage is to the south of the Town Hall, while a small building designated as a store, which had been constructed by 1932, is situated at the north-eastern corner of the hall.
Source: SIXMaps.



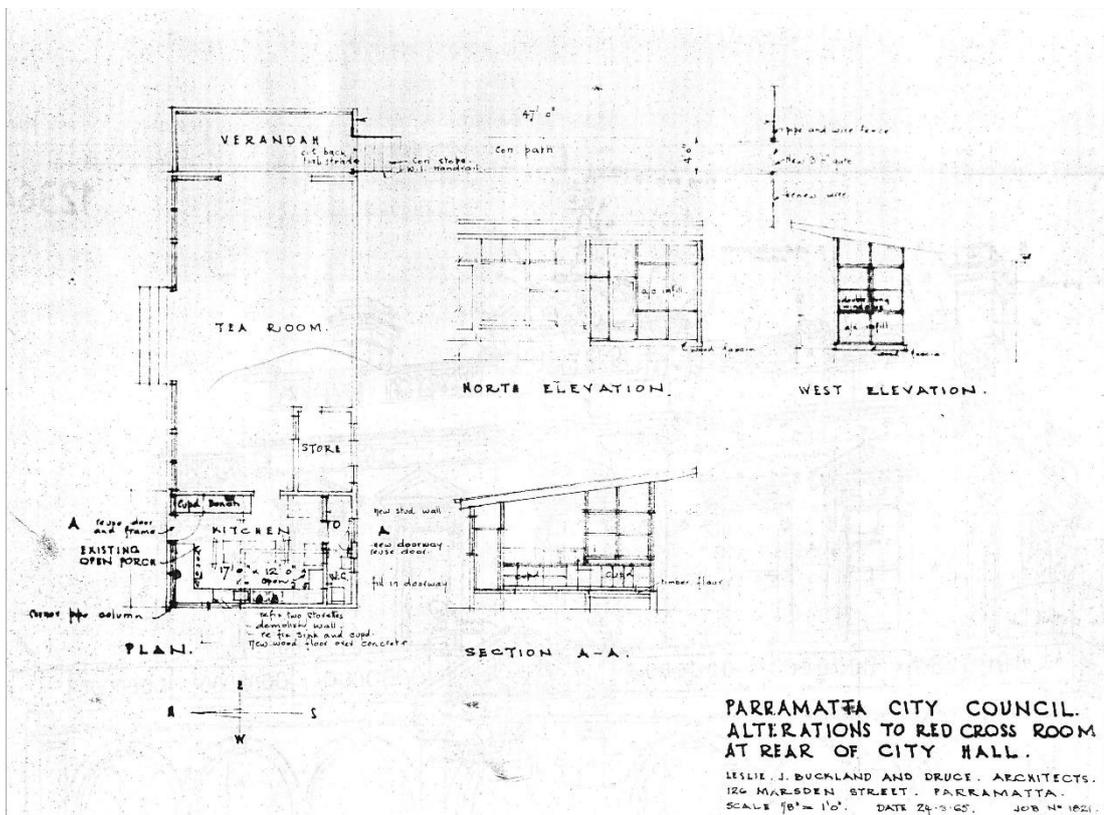
¹³⁴ Southern council car park, 7 June 1947, Town Clerk's file 2995K

¹³⁵ “Closed for Renovations, *Cumberland Argus*, 20 September 1961, p.22

¹³⁶ *Parramatta Advocate*, 15 Feb 1973



31 Aerial image of the Town Hall taken in 1955. The Red Cross tea room is indicated by the arrow.
Source: https://www.spatial.nsw.gov.au/products_and_services/aerial_and_historical_imagery.



32 Drawing prepared in the office of Buckland & Druce showing additions to the Tea Room, 1965.
Source: Parramatta Council Archives.

2.6.7 People Associated with the Construction of the Town Hall

Mayor James Byrnes

James Byrnes (1806-1886) was Member for Parramatta in the Legislative Assembly from 1858–61, 1864–72 and served as Secretary for Public Works 1866–68 and 1870–72. He was also mayor from 1862–1866. His local supporters were Richard Harper, Hugh Fairclough, and T.W. Bowden. A devout Methodist, Byrnes' public life was soured by an intolerant personality. Though not well-educated, he was an astute businessman and when his parliamentary career ended in defeat, he became a public servant responsible for the valuation of land resumed by the railway, a position he held until his death at Parramatta in 1886.

His youngest son, Charles Joseph Byrnes (1835–1917), followed him into the local political arena, being member for Parramatta from 1874–77 and 1880–1882 and mayor from 1875–1882. Born in George Street, Parramatta where he lived all his life, C.J. Byrnes trained as a solicitor and ran the family wool mill at Parramatta and later at Granville. He married Anna Phillips, daughter of local man George Phillips and they had four children – Charles Ernest Byrnes, a solicitor at Parramatta, Selwyn and Eustace who managed the family's coal mining interests at the Mount Pleasant Colliery on the south coast, and a daughter, Clare.¹³⁷



15
Mayor James Byrnes.
Source: SLNSW PX*D 624

Architects Mansfield Brothers

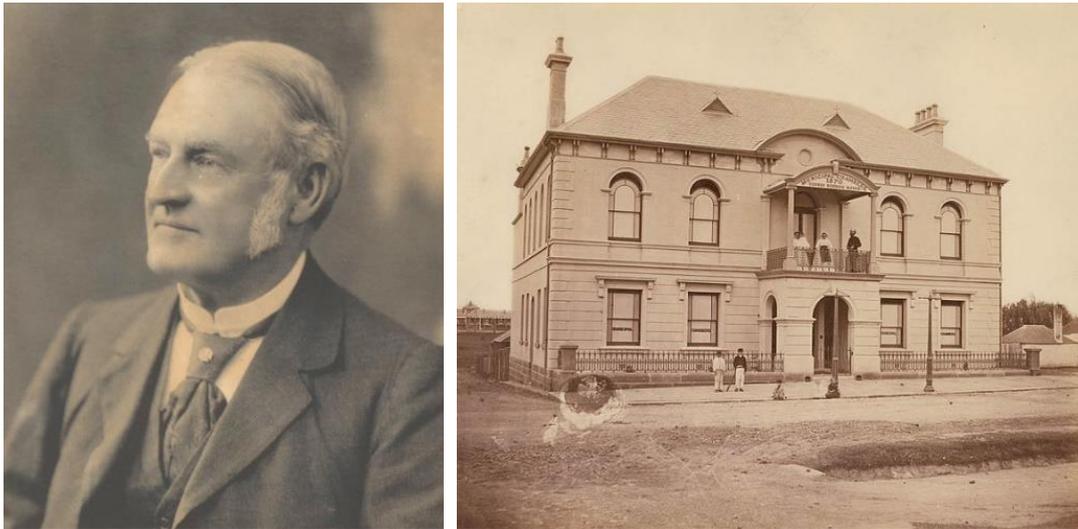
George Allen Mansfield (1834–1908) was one of the best known architects of late nineteenth century Sydney and was a key practitioner of the Victorian style, making extensive use of pattern book designs. He was appointed architect to the Council of Education between 1867 and 1880 and designed many public schools, including Sussex Street Public School, Sydney (1878). Domestic buildings included 133 Macquarie Street, Sydney (1873?), and Toxteth Lodge, Glebe (1877). Commercial buildings included the Australia Hotel, Prince Alfred Hospital and City Bank House, Pitt Street (1893).¹³⁸ At Parramatta, G.A. Mansfield may also

¹³⁷ G.P. Walsh, 'James Byrnes', ADB, Vol 3; *NSW Parliamentary Record 1824–1927*; *Australian Town and Country Journal*, 7 Jan 1871; *Cumberland Argus*, 24 Oct 1917

¹³⁸ Apperly, R.R.iving, and P. Reynolds. *A Pictorial Guide to Identifying Australian Architecture*. Sydney: Angus and Robertson, 1989, p.59, 67, 85, 89, 93; *Cyclopaedia of New South Wales*. Sydney: McCarron, Stewart & Co, 1907, p.412, 428

have been responsible for Hanleyville, the home of his parents, built in 1868.¹³⁹ George Mansfield is known to have designed at least one other town hall, at Redfern (1870).

During the 1870s George A. Mansfield formed a partnership with his younger brother, Ralph P. Mansfield and they traded as Mansfield Brothers. Their office in 1882 was at 121 Pitt Street, Sydney.¹⁴⁰ As well as Parramatta Town Hall, Mansfield Brothers designed Abercrombie House, Bathurst (1870–78).¹⁴¹ Ralph Mansfield was one of the pallbearers at the funeral of leading colonial architect, Edmund Blacket, in 1883.¹⁴² In 1888 G.A. Mansfield's son, Wilfred Sydney Mansfield, joined his father's office to serve his articles. By the end of the century, the partnership between the brothers George and Ralph had been replaced by a partnership between George A. Mansfield and his son, known as Messrs Mansfield and Son. A Ralph Park Mansfield died at Armidale, Victoria in August 1923.¹⁴³



33 George Allen Mansfield (left); Redfern Town Hall (1870), another town hall known to have been designed in Mansfield's architectural office (right).

Source: SLNSW ML524 and SPF/727; Charles Pickering photograph.

Builders Hart and Lavors

Hart and Lavors were leading Parramatta builders in the 1870s and 1880s. William Hart and family ran a timber yard. Hart and Jabez Lavors invested in the new subdivisions of Parramatta from the late 1870s and built cottages for rental. Jabez Lavors was one of the wealthiest men in Parramatta when he died in 1889. Their buildings include the George Street gate house to Parramatta Park.¹⁴⁴

¹³⁹ Brown, S., K. Brown, C. Liston, and R. Irving. *Parramatta. A town caught in time*, 1870. Sydney: Hale and Iremonger, 1995, p.63, 104–5

¹⁴⁰ *Sands Directory*, 1882

¹⁴¹ Richard Apperly, Robert Irving, and Peter Reynolds. *A Pictorial Guide to identifying Australian Architecture*. Sydney: Angus and Robertson, 1989, p.86

¹⁴² Morton Herman, *The Blackets. An era of Australian architecture*. Sydney: Angus and Robertson, 1977, p.196

¹⁴³ NSW Supreme Court, Probate Index; *Cyclopaedia of New South Wales*. Sydney: McCarron, Stewart & Co., 1907, p.428

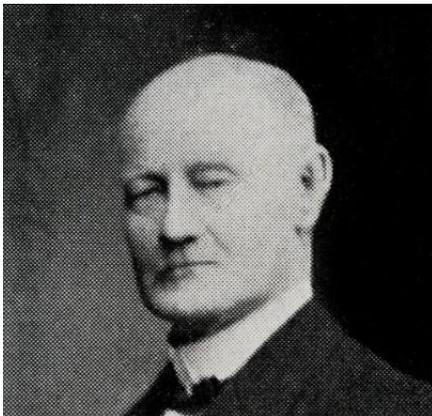
¹⁴⁴ Kass, T., C. Liston, and J. McClymont. *Parramatta: a past revealed*. Parramatta: Parramatta City Council, 1996, p. 188, 215, 221, 223

Builder Herbert Coates

Herbert Coates had migrated with his brothers George and John in the 1850s and they established timber yards at Parramatta and Granville. Herbert and George Coates were both successful local builders and prominent members of the community. In 1884 Herbert Coates became one of the first residents with a telephone, which he installed in his building workshop. He was a director of the Cumberland Permanent Building and Investment Company.¹⁴⁵ As well as building the Town Hall, Herbert Coates built the Parramatta branch of the Australian Joint Stock Bank, (since demolished) in Church Street, in 1885–1887. The architects were Blackman and Parkes.¹⁴⁶

Architect James Whitmore Hill

James Whitmore Hill was born in Melbourne, son and grandson of English engineers and contractors. His father had come to Australia seeking gold and made a fortune in contracting work in Victoria and New Zealand. J.W. Hill trained as an architect in the Public Works Department in Victoria and moved to New South Wales in 1881. He opened an office in Elizabeth Street Sydney and shortly after opened a branch in Parramatta, which gradually became his principal workplace. His practice included domestic buildings but was mainly commercial and public architecture. By 1907 he had built over 100 business premises, four theatres and public halls, eleven churches and convents (including the Sisters of Mercy Convent at Parramatta).¹⁴⁷ Hill served as an alderman with Parramatta Council for a number of terms between 1897 and 1920, and was mayor in 1918.¹⁴⁸ In 1911–12 he designed the Jubilee Hall at Parramatta. His earlier theatres and public halls have not yet been identified.



34

James Whitmore Hill

Source:

<https://historyandheritage.cityofparramatta.nsw.gov.au/blog/2014/06/13/james-whitmore-hill>

Architect Mr McDonald

There is little readily available information on Benjamin Dunsmore McDonald (circa 1892-1972), who was Council's architect during the depression years of the late 1920s and early 1930s. He served during World War I, enlisting in 1916, and was registered as an architect in 1923.

¹⁴⁵ Kass, T. C. Liston, and J. McClymont. *Parramatta: a past revealed*. Parramatta; Parramatta City Council, 1996, p.215, 218,220

¹⁴⁶ Kass, T., C. Liston, and J. McClymont. *Parramatta: a past revealed*. Parramatta: Parramatta City Council, 1996, p.218

¹⁴⁷ J.W. Hill, in *Cyclopaedia of New South Wales*. Sydney: McCarron, Stewart Y Co, 1907, p.424

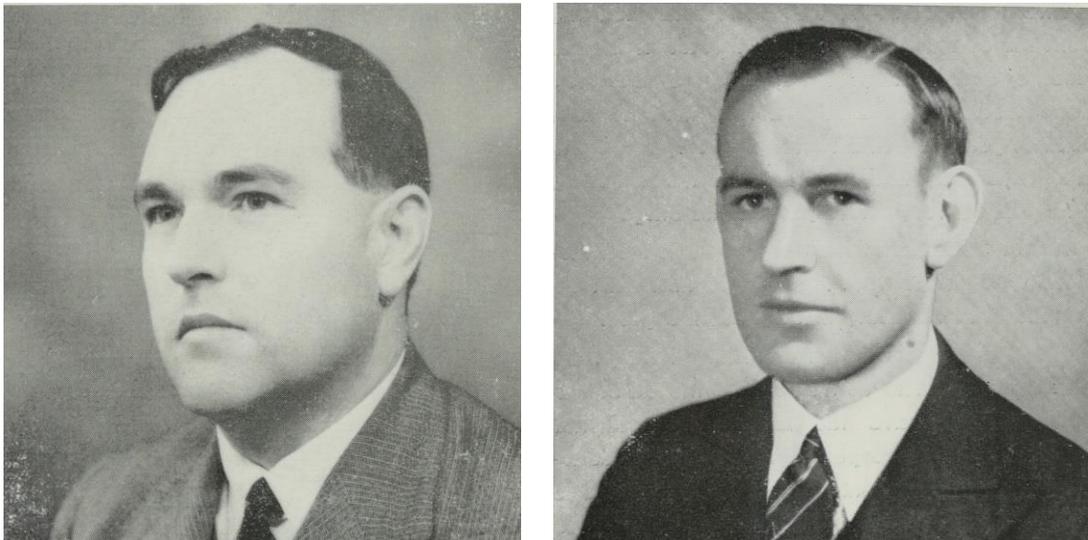
¹⁴⁸ "James Whitmore Hill 1918" at <https://historyandheritage.cityofparramatta.nsw.gov.au/blog/2014/06/13/james-whitmore-hill>, accessed 18 May 2012

Buckland & Druce

Leslie James Buckland (1903-1997) studied architecture at the Sydney Technical College School of Architecture while serving articles with the firm of Oakley & Middleton. He later worked for several prominent architectural practices and taught building construction at Sydney Technical College. Buckland set up in practice at Parramatta during 1934 and in April 1936 established an office in Sydney.¹⁴⁹ Within three years his office was undertaking commissions for commercial buildings, houses, flats, cinemas, suburban shops and electrical substations. Buckland entered into partnership with Charles Druce around 1939, around the same time that he designed council chambers for Blacktown Council. When the National Trust acquired Experiment Farm Cottage and restored it in the 1960s, Buckland was the Honorary Architect for the project.

Charles Crickmer Druce, (1896-1975) received his architectural education at the School of Architecture at Sydney Technical College and worked for architect R M Isaacs. His studies were interrupted by the depression but resumed them and was awarded the Kemp Medallion, awarded by the School of Architecture to outstanding students. After completing his studies, Druce registered as an architect in 1938.¹⁵⁰

Buckland and Druce designed buildings for several local councils. They included the district office at Fairfield for Prospect County Council (1960), Holroyd council's administrative offices (1961), Concord Council Chambers (1962), Ryde civic centre (administration building, 1964, and hall/library, 1970; demolished), Blacktown Civic Centre (1965) and Auburn Council's administration building (1965). The firm also designed Prospect County Council's head office in Parramatta (1967).



35 Leslie J Buckland (left) and Charles C Druce (right).
Source: *Decoration and Glass*, April 1937 and October 1939.

¹⁴⁹ "Who's Who", *Decoration and Glass*, April 1937, pp. 64 and 66.

¹⁵⁰ "Who's Who", *Decoration and Glass*, October 1939, pp. 48-49.



36 Other projects by Buckland & Druce included Ryde Civic Centre (left) and Prospect County Council's head office in Parramatta (right).
Sources: pinterest; PHC object number ACC002/107/015.

3 ANALYSIS OF PHYSICAL EVIDENCE

3.1 Introduction

This section of the CMP analyses the contribution that the context, streetscape, architectural design, fabric, and integrity of the building make to an understanding of its cultural significance. All photography contained in this section was undertaken by TKD Architects in May 2021, unless otherwise noted.

3.2 Urban context and setting

Parramatta Town Hall is located on the western border of the Parramatta Square redevelopment precinct and is prominently sited within the established medium scale former civic centre of Parramatta. The site is bounded by Macquarie Street to the north, Darcy Street to the south and Church Street to the west.

Today the built context is characterised by a mix of commercial and retail buildings. Major change in the immediate surrounding area is currently underway with substantial construction works for the Parramatta Square high-rise development to the east and south of the site. The formerly impressive Parramatta Council Chambers is now somewhat dwarfed by the surrounding development. However it is complemented by a number of early buildings in the vicinity, ie St John's Anglican Cathedral directly opposite. Church Street and Bicentennial Square (west and north west) are pedestrianised and together with the landscaping surrounding St John's Anglican Church form an open space which preserves historically significant views, vistas and relationships between the two buildings.



37 St John's Anglican Cathedral from outside Parramatta Town Hall, looking west.
Source: TKD Architects, May 2021.

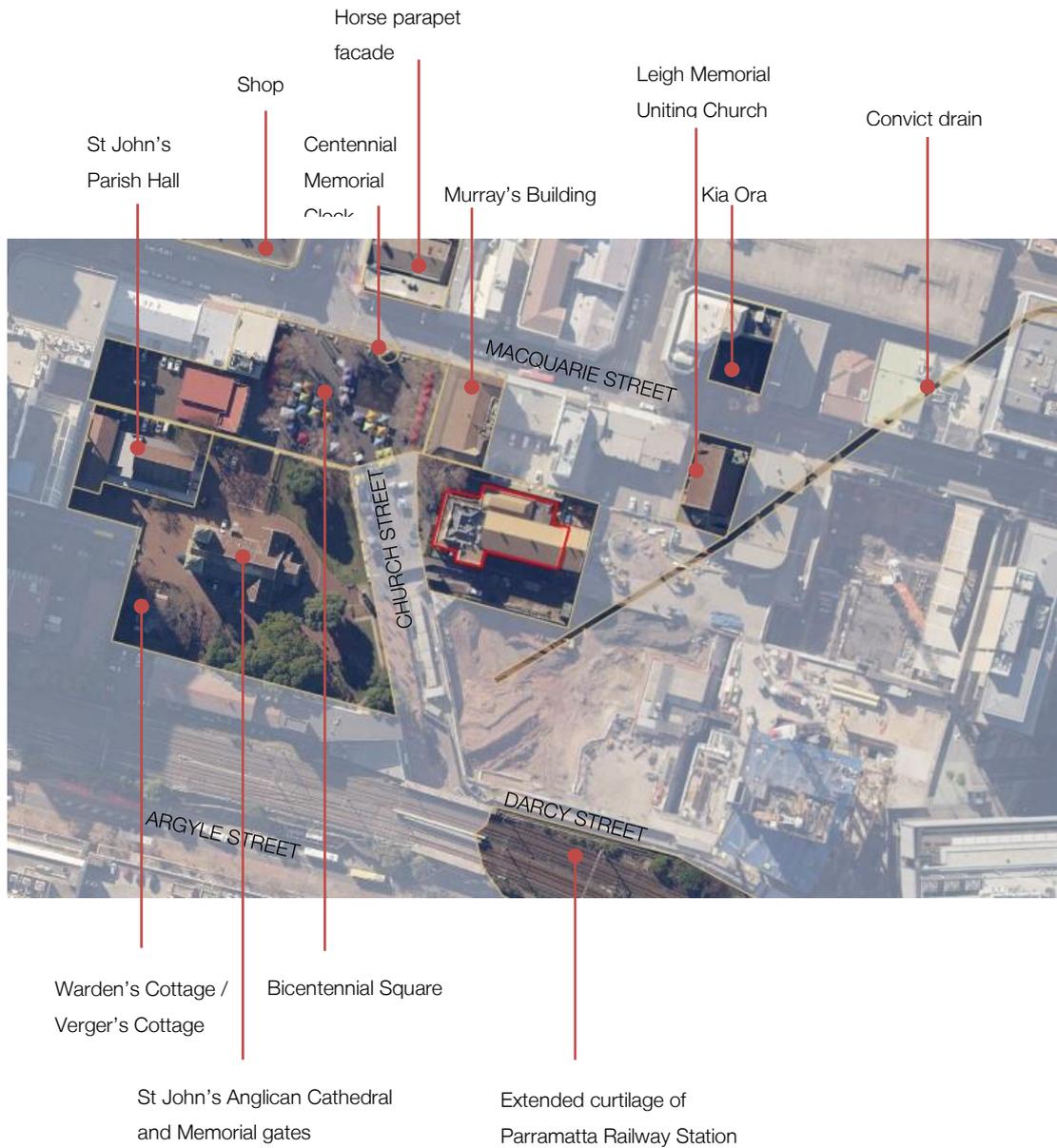


38 View north over Biccennial Square towards the Centennial Memorial Clock, 'Horse parapet façade' and Shop.

Source: TKD Architects, May 2021.

Parramatta Town Hall (I650) is surrounded by several heritage listed items, many of which are contemporary 19th and 20th century structures and/or of a similar scale compared to recent commercial tower development within the area. The following items directly contribute to the immediate setting of the town hall:

- 1988 Biccennial Square and adjoining buildings (I651);
- c1817-1885 St John's Anglican Cathedral (SHR 01805);
- 1910 St John's Parish Hall (I713);
- c1890s Warden's cottage (Verger's Cottage) (I653);
- 1888 Centennial Memorial Clock (I654);
- c1920s Murrays' Building (and potential archaeological site) (I652);
- c1841 Kia Ora (and potential archaeological site) (I716);
- c1834 Leigh Memorial Uniting Church (I719);
- 1925 Shop (and potential archaeological site) (I655);
- c1881 Horse parapet façade (and potential archaeological site) (I656);
- c1820s Convict drain (I647); and
- 1860 Parramatta Railway Station (SHR 00696).



39 Heritage items in the vicinity of Parramatta Town Hall (outlined red).
Source: SIXMaps with TKD Architects overlay.

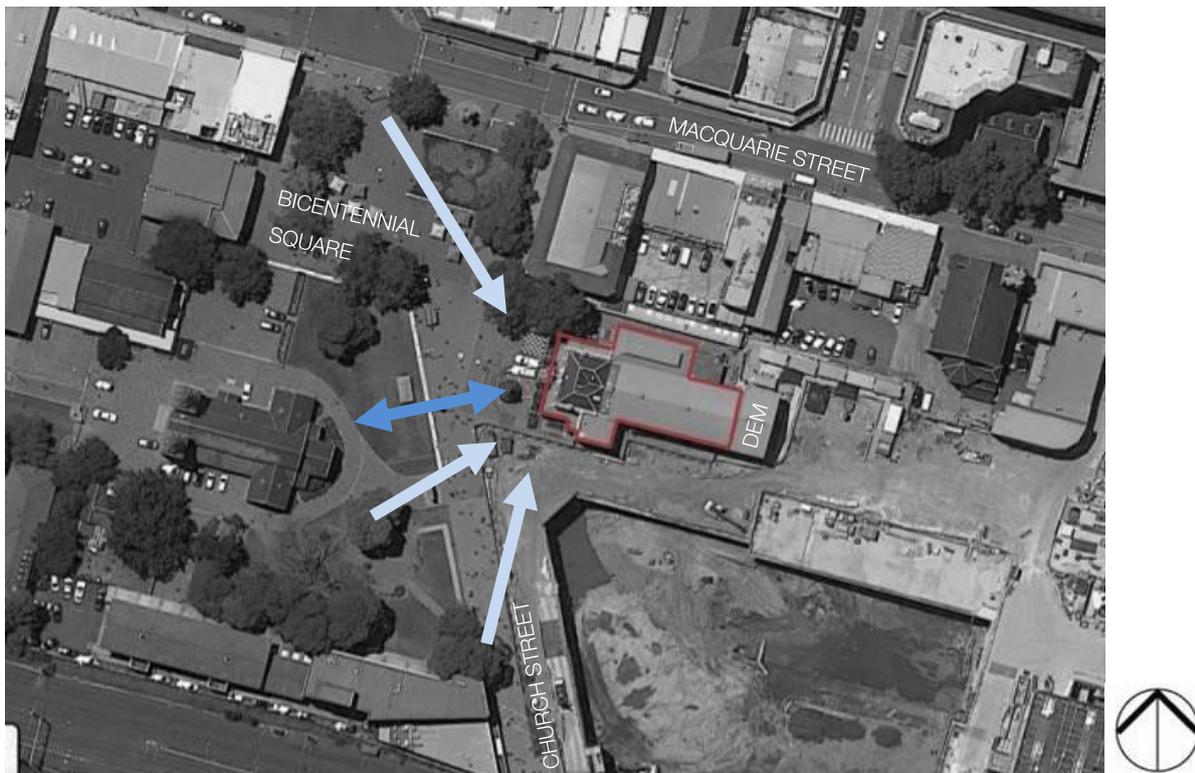
Significant views

The western and main façade of Parramatta Town Hall is a significant component of Church Street. The main views and vistas of the Town Hall include:

- Views along Church Street from the north and south; and
- Views east from St John's Anglican Cathedral and grounds opposite.

The most significant visual relationship exists between the Town Hall and St John's Anglican Church.

These views are described in the following diagram.



40 Significant views diagram, Parramatta Town Hall. The building is outlined in red. Views between St John's Anglican Cathedral and the Town Hall are indicated with a two-way arrow. Note the 1932 stage extension at the rear of the hall (east) has been demolished since the aerial was taken.

Source: TKD Architects, June 2021.



41 Parramatta Square redevelopment to the south east of the town hall as seen from Bicentennial Square.
Source: TKD Architects, May 2021.



42 Parramatta Town Hall as seen from St John's Anglican Cathedral. The Memorial Gates are just visible to the far right of the image.
Source: TKD Architects, May 2021.



- 43 Parramatta Town Hall as seen from the St John's Anglican Cathedral grounds and Memorial Gates in the foreground to the right of the image.
Source: TKD Architects, May 2021.

3.3 Historical Description of the Parramatta Town Hall

Contemporary descriptions of the Town Hall are reproduced below:

"The present handsome Town Hall was erected in 1881 from designs from Mr Mansfield (architect) and built by Messrs. Hart and Lavors contractors. It is of two storeys, with a wide verandah, supported on massive stone pillars on three sides. The arms of the council, supposed to represent an aboriginal spearing eel, from the name "Parramatta", appear over the doorway, and above this is inscribed "Town Hall; C.J. Byrnes, Mayor, 1880." The council-chamber is a fine room, elegantly fitted, and there is ample accommodation for the council-clerk and the other officers of the borough. One room is set apart as a free library and reading room, and there are about 1000 volumes on the shelves. The large hall at the rear was opened in August 1883. It is 87ft 6in long, 37ft wide, and 28ft high, with a stage 37ft deep, fitted with proscenium, scenery, & c., at the end. The floor is of tallow wood, specially arranged for dancing parties."¹⁵¹

"The new Chambers of the Parramatta Borough Council were opened in 1881. They were designed by Messrs. Mansfield, architects, and built by Messrs. Hart and Lavors. The style is a kind a Palladian. The – building consists of two stories. On the bottom storey are the Council Clerk's office, strong-room, free public library, office of Inspector of Nuisances, and Overseer's office. Upstairs there are the Council room, Committee room, Mayor's office, and refreshment room. Each storey is very lofty, and the Council room is ornamented with a marble mantelpiece, a splendid chandelier, neat pillars, etc. A life size portrait of Mr C.J. Byrnes (Mayor from Feb. 1875, to Feb 1882), by Macleod, adorns the Council Chamber: it was subscribed for in 1882 by his friends and admirers, as a recognition of their approval of

151 From *Parramatta – History of its Progress* by A. Hanson, 1890) (Mitchell Library)

his straightforward action while in the discharge of his municipal functions. A verandah surrounds the building, and in the left wing is the office of From Parramatta – History of its Progress by A. Hanson, 1890 (Mitchell Library) the Inspector of Nuisances. At the rear is the Council Clerk's residence, a commodious building well fitted up. The arms of the Council are blazoned on a shield in light relief over the porch. The idea supposed to be conveyed is that of an aboriginal spearing eel; inasmuch as "Parramatta" means the "place where eels sit down".

The foundation stone of the new Town hall was laid on September 13th, 1882. It was opened August 29th, 1883. The hall is 87 feet 6 inches long, 37 feet wide, and 28 feet high, constructed with stone foundations and brick walls. In connection with the hall is provided a stage 37ft long, and 21ft wide with a proscenium 25ft wide and 19ft high. At the back of the stage are two dressing rooms, each 15ft by 9ft 6in., with a separate flight of steps and entrance to each, and underneath these rooms and the stage a large space has been left for the purpose of storing chairs and other properties. There are two excellent entrances to the building, one by passing through the wide hall in the Council Chambers, which also gives access to the main staircase leading to the balcony in hall. The other approach is by means of a wide vestibule, paved with encaustic tiles, and provided with ticket office and ladies' cloak room, at the back of the Council Chambers. The means of exit are very ample – 1st, by wide doors from the balcony leading down the main staircase and out through the hall in Council Chambers; second, by a wide door leading into the vestibule; third, by two wide doors in the side walls. Each of the above doors are 6 feet wide, are folding, and open outwards, with the locks so arranged that with slightest pressure from the inside they will open instantly. The occupants of the stage can get out of the building by a special door to each dressing-room connected with the stage.

The ceiling at the sides has a slope from the wall line, thereby cutting of all corners, and thus giving an extra surface for the sound to travel along. The ceiling itself has been divided into panels with mouldings and large curved brackets, terminating with carved trusses and corbels or brackets of very handsome character. A special feature in the ceiling is the two domes containing the gas coronus. At one end of the hall, has been constructed a balcony, with ladies' cloak room, 14 feet x 9. feet connected with same. The balcony has ample slope to admit of each occupant of it commanding a good view of the stage. The Hall floorboards are of tallow wood, 4 inches wide, which give a smooth floor for dancing. The ventilation, the lighting, and also the apparatus in use in case of fire have each received care and attention. The hall is seated with cane chairs and light forms, and the balcony with handsome upholstered seats. Comfortable accommodation is provided for about 750 people. The total cost of the Town Hall, exclusive of the Council Chambers and clerk's residence, was about £4500. The architects were Mansfield Bros., the contractor Mr. Herbert Coates, of Parramatta."¹⁵²

152 From Documents supplied by Parramatta City Council, provenance to be determined, perhaps also by A. Howson

3.4 Description of the Parramatta Town Hall

3.4.1 Physical analysis – exterior

Generally

Parramatta Town Hall is a two storey, Victorian Free classical building with stone foundations, walls of stuccoed brickwork and double-hung timber sash windows with deep mouldings under the sills along the primary façade. The building as it stands today was constructed in stages between 1881 and 1932. The former Council Chamber, fronting Church Street / Bicentennial Square presents as a highly decorative main façade with an open Neo-Renaissance style ground floor colonnade and bracketed pediment label moulds to the main entry bay and upper windows. Both the ground floor colonnade and parapet are finished with a decorative rendered balustrade. The central entrance and broken segmental pediment rising from the centre of the upper parapet over the entrance bay are topped with decorative cast cement urns. Raised lettering to the parapet in the central bay identify the building as the 'Town Hall'. The Council Arms are located on a shield in light relief over the entry. The painted scene represents an aboriginal speering eel, relating to the name 'Parramatta' the "place where eels sit down". Below the shield, rendered lettering reads 'C.J. Byrnes – Mayor' and the date of construction '1880'.

The colonnaded ground floor walls of the verandah are lined and rendered to resemble sandstone. The verandah floor is laid with a decorative encaustic tile on concrete and has a timber boarded ceiling (V joint) with a decorative timber cornice. The painted and panelled double entry doors have decorative etched highlight and sidelight glazing with the wording Town Hall etched in the upper glazing panel. The two end arches to the northern and southern colonnade were enclosed for offices between c1920-1932 (G02 and G09).

Similar to the colonnaded verandah, a rendered masonry porch to the south west is lined and rendered internally to resemble sandstone. It has a painted concrete floor and plaster ceiling with a decorative covered cornice. The panelled timber door into the main building has a decorative letter slot. The now demolished Stall adjacent G09 is evident in the form of a planter bed.

The 1932 two storey southern addition to the Council Chambers matches the earlier structure in its decorative detailing, however breaks the formerly symmetrical appearance of the building.

North, east and south elevations present as rather plain comparatively, having been purposefully designed to be subservient to the main façade and ornate interiors. The 1932 stage extension to the east and 1979s kitchen extension to the north were demolished in 2020.

The single storey Jubilee Hall to the north of the main hall is constructed from brick and painted to match the earlier structures. The decorative elements of the Council Chamber colonnade such as the stuccoed mouldings and arched openings with rendered keystone are repeated on the western elevation of the 1913 extension. The northern elevation of the hall is simple in its detailing, with the brick plinth course and dominant concrete lintels above openings picked out in a light stone colour. A timber framed roof lantern is centrally located on the corrugated iron mansard roof.

The current external and internal paint scheme was executed in the early 2000s and is based on comprehensive research and reports supported by paint scrapes. The main external decorative elements are painted to resemble sandstone, with some mouldings picked out and highlighted, whilst the facades (although faintly) are painted to resemble face brick.

The circulation and open spaces in the vicinity of the Town Hall are currently under construction as part of the major redevelopment of Civic Place and only two concrete ramps to either side of the colonnade and adjacent planter beds remain of the recent hard landscaping in the surrounding area.

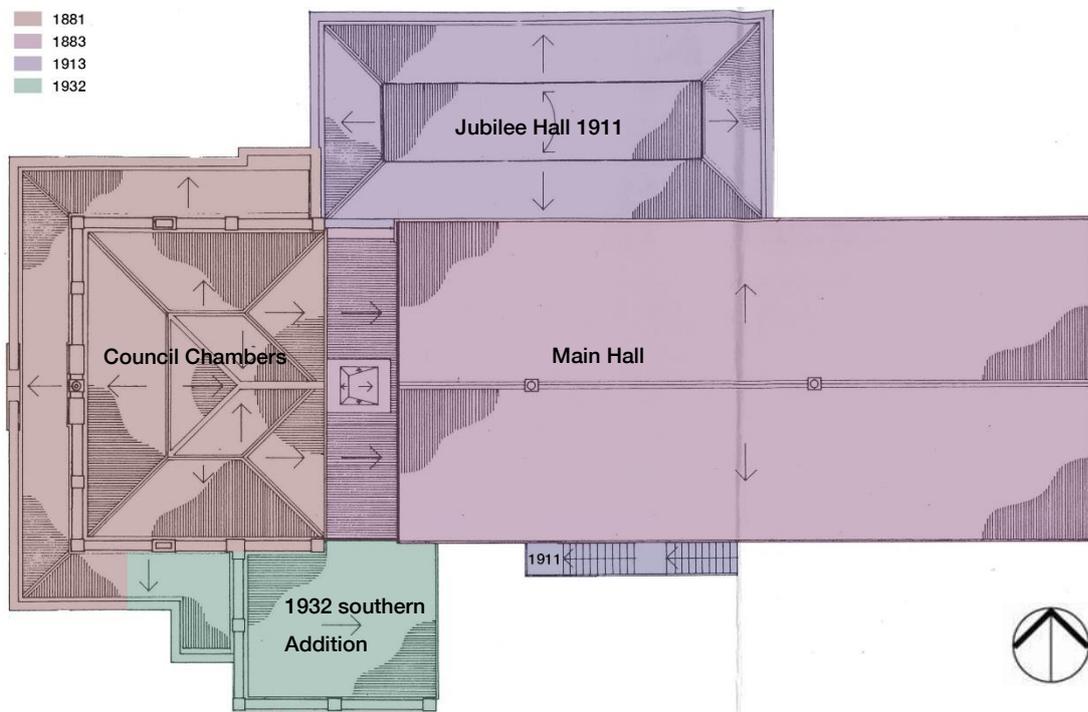
3.5 Building & Modifications to the Parramatta Town Hall 1879 – 2021

The stages in the development of the Parramatta Town Hall are documented on Drawings 04–11.

1879	The foundation stone for the Council Chambers was laid on 19 November 1879, designed by Messers Mansfield Architects and built by Messers. Hart and Lavors. Council Clerk's residence constructed to rear.
1881	Council Chambers opened.
1882	Foundation stone of Town Hall laid 13 September.
1883	The first performance by the Parramatta Glee Club given in the new Town Hall.
1911	Foundation stone for Jubilee Hall and Museum laid in late November. Additional external exit staircase provided.
1920s	Electric lights were connected. The old gas light fittings were removed in 1932. Metal tablet in honour of men who served in the Great War 1914-18 installed in the vestibule. Tenders for brown linoleum for the Council Chambers, passageways and some of the offices.
1921	Iron railings which stood in front of Town Hall removed and gardens remodelled.
1927	Alterations to Jubilee Hall roof and clad in iron.
1932	Major modifications, including demolition of existing Town Hall stage and reconstruction 25 feet from original position, renovation of Town Hall ceiling and new light colour scheme, new floor laid, new lighting installed. Columns supporting Gallery removed and replaced with steel beams. Construction of new basement rooms, alterations to committee and mayor's rooms, offices and addition of porch at the front of the building and linking doors between Town and Jubilee halls. Conversion of vestibule to cloak room, addition of Ladies' cloak room, kitchen enlarged. Improvement of fire exits, gallery access and fire protection, painting and repairs to gas and water mains. Addition to south for Mayor (ground floor) and extension of council chamber (first floor).
1933	Major renovations to Council Clerk's residence, new brick laundry built.
1938	Became known as Parramatta City Hall after an Act of Parliament that year. Exterior of Town Hall painted (scheme by Council's architect Leslie J. Buckland)
1939	New lobby to Council Chambers from verandah.
1940s	Red Cross building 'The Depot' constructed.
1940	Commemorative plaques placed on front of building from material known as Opus Sectile.
1944	lavatory accommodation to the north of Jubilee Hall constructed.
1945	Ticket booth relocated to Stair Hall and part of wall behind removed to provide room for ticket sellers.
1947	Garden beds to south of Town Hall removed for carparking.
1948	Amalgamation of Parramatta City Council with Granville (? others) Council sitting at Granville Town Hall.
1940s	Red Cross building 'The Depot' and Council Clerk's residence demolished to make way for new Council building.
1958	New Administration Building opened 17 May 1958. Council sittings moved from Granville into new building.

	Jubilee Hall becomes library.
1963	New enlarged opening with concertina partition between Jubilee Hall and Main Hall.
1972	Fire in the Red Cross Rooms.
1979	Kitchen to the east of Jubilee Hall constructed
1983	Refurbishment of main entry and vestibule of the Main Hall, with new toilet facilities.
1986	Facades repainted (Jackson Teece Chesterman Willis & Partners, Architects).
c2000	New interior colour scheme and actions outlined in 1997 CMP.
2003	Civic Place Masterplan adopted.
2016	1958 Council building and addition demolished for 5PS. Redevelopment of 5-7 Parramatta Square
2020	Demolition of 1932 stage extension (G25), Stairwell (G29 / Stair 4 and 5) and basement including Gent's dressing room (B01), landing (B02), store (B03), property (B04), store (B05), Ladies' dressing room (B06), Stair 4, 5 and 13, Kitchen (G24) and Exit Foyer (G23). Demolition of amenities block along the northern site boundary.
2021	(Planning of southern annex addition to the Town Hall.) (Proposed new paint scheme Exterior and Interior.)

The key phases of development of Parramatta Town Hall as it stands today are shown on the below diagram.



44 Key phases of development at Parramatta Town Hall. Note an egress stair from the gallery on the south of the building was constructed by 1911, however the extant fabric has been replaced. The 1930s stage extension is not shown as this was demolished in 2020. Source: TKD Architects.

Ventilation

Parramatta Town Hall was specifically designed for egress in case of fire, acoustics in the performance space and natural ventilation. The subfloor space integrates large cast iron galvanised grates in the base course and openings in the sleeper walls. Air shafts fitted with decorative galvanised grates under windows connect from the outside face of the wall to the inside window sills, which are fitted with hinged cedar flaps internally. The bottom sashes of windows were designed with movable cedar rails that would allow air to come in when windows were closed.

The roof space is ventilated by large louvres at each gable end (stage end now demolished), as well as through double-tube ventilators that extend above the ridge of the roof and are connected to the two large metal domes inside the main hall. [Not accessed] Further cast iron grates are placed in the ceiling and were connected to louvred ventilators in the outer walls, which have been replaced / covered with a mesh screen. Internally, cast iron louvered / 'hit and miss' wall vents have been used.



45

Town Hall west gable louvres that ventilate the roof space. Photograph taken in May 1996 for the Parramatta Town Hall Photographic Record. Source: TKD Architects



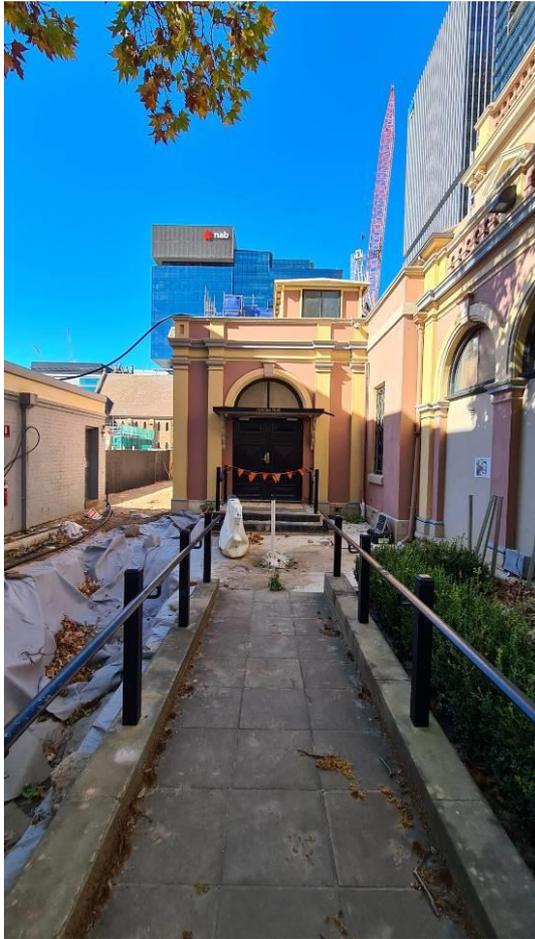
46

Town Hall subfloor vent and air shaft under windows and later grates in the outer walls connected to the ceiling grates. Source: TKD Architects



Facades

North elevation



47 Jubilee Hall western elevation and main entry doors (left) and northern elevation of the former Council Chambers (right). Note the enclosed arches to G02. A concrete ramp leads from the front verandah to the Jubilee Hall entrance.
Source: TKD Architects.



48 Excavation in the northern part of the site in May 2021. Looking north (left) and west (right).
Source: TKD Architects.



49 Northern elevation of Jubilee Hall looking east (left) and west (right).
Source: TKD Architects.



50 Northern elevation of the Town Hall during paint stripping tests. Note the bricked up arched openings.

East elevation

Note the stage was demolished and this elevation was not photographed in detail due to surrounding active construction site.



- 51 Eastern elevation of the Town Hall. The corrugated iron wall covers the proscenium arch of the former stage and will be connected to the new building 7PS via this opening.
Source: TKD Architects

South elevation



52 South elevation of the Town Hall showing numerous modifications made to windows and doors. The 1932 addition is shown in the photo to the far left. Source: TKD Architects.



53 Details of the plinth and vents (left) and fire doors (right) along the southern elevation. Source: TKD Architects.

West elevation



54 View of the western elevation of Parramatta Town Hall in May 2021.
Source: TKD Architects.



55 Details of the main façade (west) of Parramatta Town Hall showing the shield and 1938 commemoration tablets adjacent the entry.
Source: TKD Architects.



56 Verandah and main entry to Parramatta Town Hall.
Source: TKD Architects.



57 (left) Porch enclosure and south western elevation above porch (right).
Source: TKD Architects.

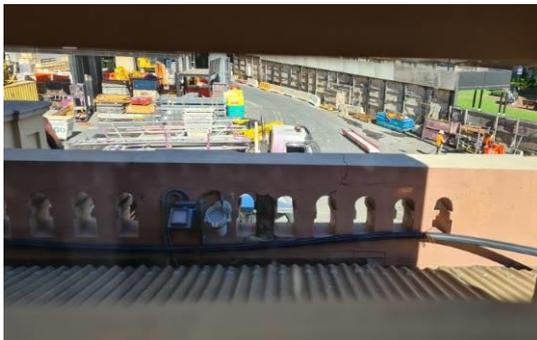


58 (left) Porch enclosure to the south west with access to G09 (Caretaker's). (right) Location of former stall (now demolished) with porch enclosure visible to the right.
Source: TKD Architects.

Roof



59 Council Chambers roof parapet detail (left) and Jubilee Hall roof. Photographs taken in May 1996 for the Parramatta Town Hall Photographic Record.
Source: TKD Architects



60 View south over colonnade roof and rendered parapet, from F01. (left)
View west over the main entrance and towards St John's Cathedral from F.01.
Source: TKD Architects



61 West gable detail (left) and Council Chambers roof detail (right). Photographs taken in May 1996 for the Parramatta Town Hall Photographic Record.
Source: TKD Architects



62 Town Hall gable vent and skylight over F04.
Source: TKD Architects.

3.5.1 Physical analysis – interior

Generally

Internally, Parramatta Town Hall has undergone significant changes since the 1997 CMP was written. A room inventory was included in the CMP as Volume 2 Appendix 1. Recommended works as outlined in the inventory were carried out in the early 2000s and include:

- restoration of windows, including glazing;
- refurbishment and reinstatement of doors;
- reconstruction of fireplaces;
- reinstatement of original ceilings and cornices (where needed);
- repair of plaster finishes and reinstallation of decorative elements such as ceiling roses;
- minor repairs to cedar joinery items;
- demolition of intrusive modern suspended ceilings and partitions;
- introduction of bathrooms;
- accessibility, fire upgrades and code compliancy;
- extensive interior painting and refinishing of timber joinery in clear finish;
- replacement of modern floor finishes with historic finishes;
- introduction of suspended period-style light fittings throughout;
- replacement of intrusive vertical blinds with cedar venetian blinds;
- removal of intrusive air-conditioning units; and
- rationalisation of services.

The 1997 inventory has been updated with the current condition of the spaces as part of this CMP and included in the main body of this report as part of the Physical Analysis of the place. Site visits were carried out in May 2021 during the construction of 7PS.

The following is a list of room numbers and space names as used in the 1997 CMP by Howard Tanner & Associates Pty Ltd and has been adapted for the 2021 CMP.

Ground floor

G01 Meeting room	G16 Vestibule
G02 Store	G17 Male toilets – DEM
G03 Kitchenette	G18 Female toilets – DEM
G04 Strong room	G19 Hallway
G05 Entry hall	G20 Jubilee Hall
G06 Stair hall	G21 Partitioned corridor – DEM
G07 Meeting room	G22 Foyer – DEM
G08 Under stair room – DEM	G23 Exit foyer – DEM
G09 Caretaker's office	G24 Kitchen – DEM
G10 Gardener's lunch room	G25 Main Hall stage – DEM
G11 Caucus room	G26 Main Hall

- G12** WC
- G13** Corridor
- G14** Switch room

- G15** Office

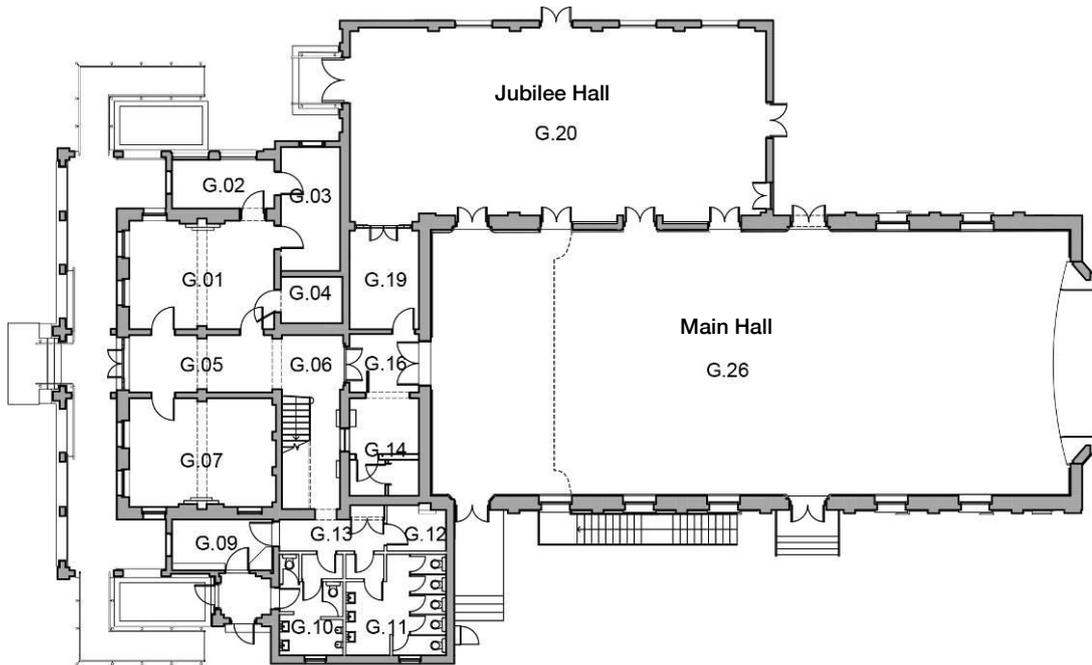
- G27** Chair store – DEM
- G28** Store – DEM
- G29** Stairwell – DEM (Stair 4 and Stair 5 to basement)

First floor

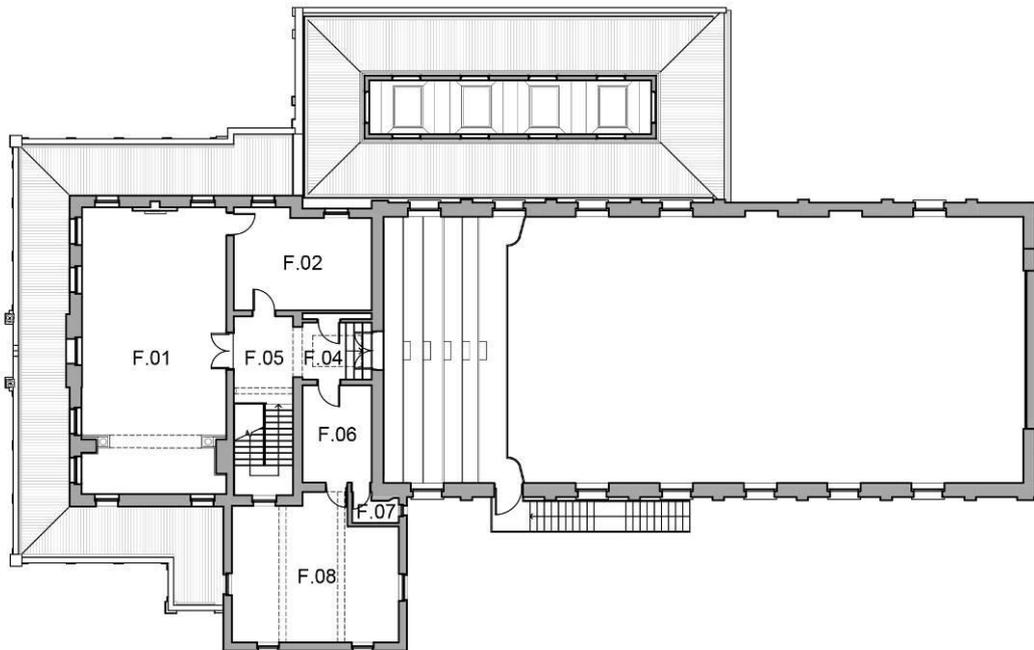
- F01** Council Chamber
- F02** Kitchenette
- F03** Office – DEM (now part of F02)
- F04** Gallery foyer
- F05** Upper stair hall
- F06** Foyer
- F07** WC
- F08** Meeting room
- F09** Gallery

Basement – DEM

- B01** Gents' dressing room
- B02** Landing
- B03** Store
- B04** Property
- B05** Store
- B06** Ladies' dressing room
- B07** Corridor

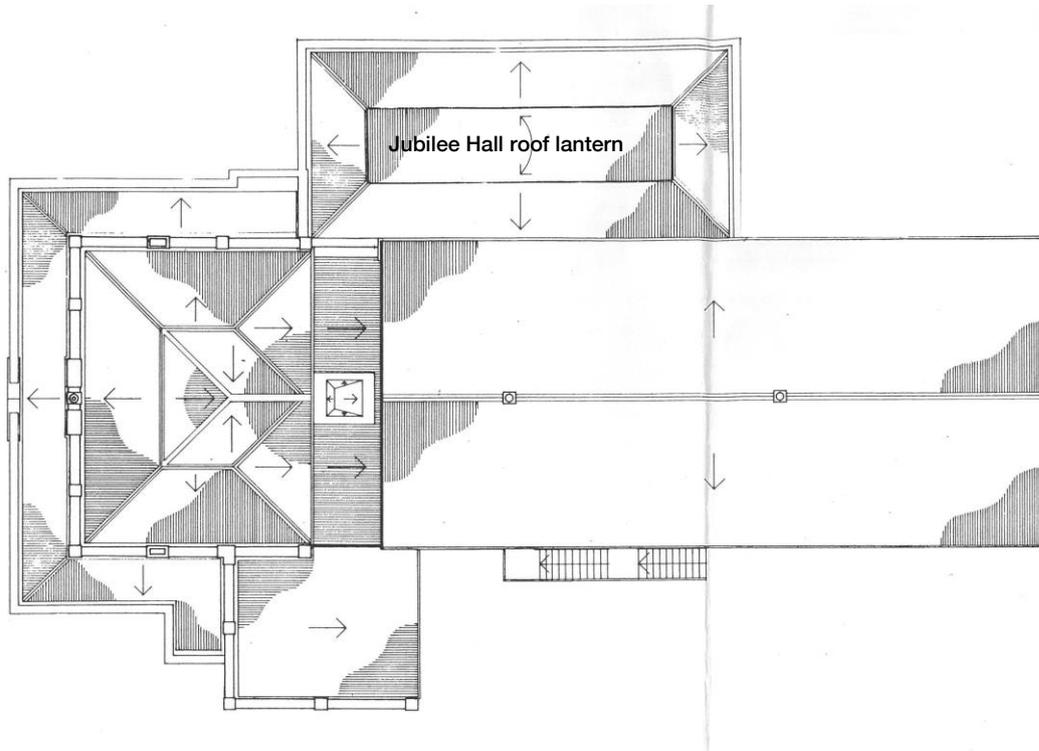


63 Ground floor plan, existing conditions.
Source: TKD Architects



64 First floor plan, existing conditions.
Source: TKD Architects





65 Roof plan, existing conditions.
Source: TKD Architects



Basement

B01-B07 – DEM

The rear stairwell G29 and basement spaces formerly located under the Main Hall stage G25 were demolished in May 2021 as part of the major redevelopment of the Town Hall and Parramatta Square. The basement was constructed as stair storage initially but was converted to male and female dressing rooms as well as storage in 1932, when the Main Hall was extended. The spaces were as follows:

- Gents' dressing room B01
- Landing B02
- Store B03
- Property B04
- Store B05
- Ladies' dressing room B06
- Corridor B07

Ground floor

The following inventory sheets present each space and the elements contained within. Where possible later additions or alterations have been dated. Unless otherwise noted, elements are assumed to be original or an accurate reconstruction based on physical evidence. The inventory sheets are accompanied by general and detail photographs of each space, taken during a site visit in 2021 in preparation for this CMP.

Meeting room – G01

G01	Meeting room	
PREVIOUS USE	Council Clerk’s Office (1881-1895), General Office (1895-1950s), Town Planning Department (1950s-1990s), Office / Meeting Room (1950s-2020s)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	Vents in wall to G05 and G03
Floor	Carpet on timber	squeaky
Ceiling	Plasterboard on plaster with decorative cornice	1997 recommendation to install 2 new ceiling roses – not installed Modern recessed downlights Exposed wires
Windows	Timber, double hung, clear finish	
Doors	Timber paneled, clear finish Steel safe door to G04	
Architraves	Timber – decorative profile, clear finish	Minor damage
Skirting	Timber – decorative profile, clear finish	
Special features/ finishes	Beams supported on engaged piers with decorative corbels	
Fixtures, fittings and services	Pendant light fittings (modern), Cedar venetian blinds to all windows	c1990s c1990s
Fireplace	Timber?	Fire box and surround reconstructed post 1997 Hearth intact
PHOTOGRAPHS		



Store – G02

G02	Store	
PREVIOUS USE	Part of original open verandah, Council office from c1920 (enclosure), Store	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Rendered masonry – lined and rendered to resemble ashlar wall on East and South walls, paint finish	Colonnade arched openings enclosed c1920s Slight variation in paint colour at dado height Some paint blistering and cracking to north and east walls Vents in walls (c1920s & c1881)
Floor	Carpet on timber	
Ceiling	Timber boarding with decorative timber cornice	No cornice to west Exposed wires Vent in ceiling
Windows	W – timber, double hung, paint finish N – semi-circular timber hopper, obscure glass, highlight, paint finish	Fenestration c1920s Hopper in former arched opening of verandah, opening mechanism damaged
Doors	Timber paneled, clear finish	Doors reinstated c 1990s
Architraves	Timber – decorative profile, paint finish Ovolo trim to semi-circular windows, paint finish	Joinery c1920s
Skirting	Quad profile, paint finish	Joinery c1920s, minor damage
Special features/ finishes	Nil	-
Fixtures, fittings and services	Pendant light fittings (modern) Cedar venetian blinds to all windows	c1990s c1990s, some broken slats

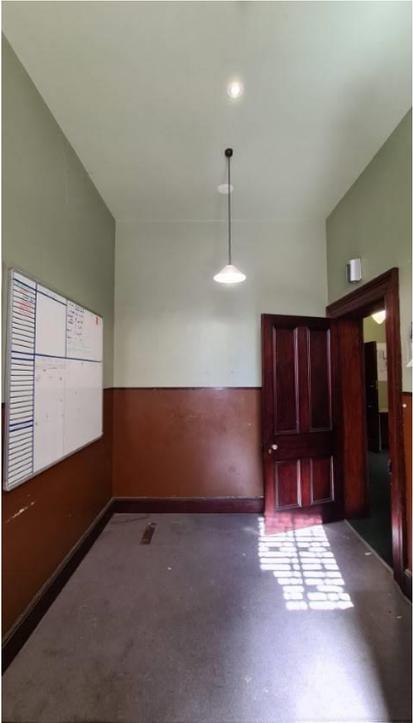
PHOTOGRAPHS



Kitchenette – G03

G03		Kitchenette
PREVIOUS USE	Inspector of Nuisances (1881-1895), Office (1930s-1940s), Kitchenette (1950s-2020s)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	Decorative paint scheme with painted dado strip and darker lower wall finish, minor damage to paint Inscribed plaster corner on west wall
Floor	Linoleum on timber	Linoleum c1990s
Ceiling	Modern plasterboard	Original ceiling may remain under plasterboard
Windows	Timber, double hung, paint finish Bottom sash obscure glazing	Restored c1990s Decorative security screen to exterior
Doors	Timber 4 -paneled, N - paint finish, S – clear finish	Doors reinstated c 1990s
Architraves	Timber – decorative profile, N - paint finish, S – clear finish	
Skirting	Timber – simple profile, clear finish	
Special features/ finishes	Nil	-
Fixtures, fittings and services	Pendant light fittings (modern), recessed downlights Cedar venetian blinds to all windows Kitchenette fitout to north wall	c1990s c1990s c1990s

PHOTOGRAPHS



Strong room – G04

G04	Strong room	
PREVIOUS USE	Strong room	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Brickwork, paint finish	Timber joinery to walls, paint finish
Floor	Stone paving (basalt)	Deep oil and paint staining along east and south walls
Ceiling	Concrete arch vault, paint finish	
Windows	Nil	-
Doors	Iron safe door with lever, paint finish	3 Small brass plaques: <i>Imported by John Keep</i> London [?]
Architraves	Nil	-
Skirting	Nil	-
Special features/ finishes	2002 time capsule	Informative plaque to front reads: <i>Parramatta City Council's Centenary of federation Time Capsule. Contents collected in 2001. Capsule sealed during Heritage Festival 23 April 2002. To be opened 2051 by the Lord Mayor of the day. Councillor John Haines OAM Lord Mayor of Parramatta</i>
Fixtures, fittings and services	Ceiling mounted light fitting Timber joinery to walls, paint finish	Modern timber shelving
Other	A second plaque for the time capsule is mounted to wall adjacent the main entry reads: <i>Parramatta City Council In 2051, Parramatta City Council's Centenary of Federation Time Capsule will be opened by the Lord Mayor of the day, providing messages to the future and insights into the civic and community life of Parramatta 2001. Lodged inside the Parramatta Town Hall, the contents of the Time Capsule were collected by Council's Centenary of Federation Committee 100 years after the nation of Australia came into being on 1 January 1901. The Right Worshipful, the Lord Mayor of Parramatta Councillor John Haines OAM 23 April 2002</i>	

PHOTOGRAPHS



Entry hall – G05

G05	Entry hall	
PREVIOUS USE	Entry hall to Council Chambers and Town Hall	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	Inscribed corners in plaster Vents in walls Decorative stencil paint scheme
Floor	Timber, clear finish	Part tiled floor in entry
Ceiling	Plasterboard on plaster with decorative cornice, paint finish	No ceiling roses (requested to be reinstated in 1997 CMP) Minor damage to paint
Windows	Timber, double hung, clear finish	
Doors	Entry doors: pair timber paneled (bolection mould) with etched glass to sidelights, paint finish exterior, clear finish interior Timber paneled, clear finish	Etched glass in highlight reads Town Hall, decorative etching to fan- and sidelights are floral motifs Formerly painted signage on doors
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, paint finish	
Special features/ finishes	Beam supported on engaged piers with lady head corbels, paint finish	Current decorative paint finish post 1997 Truth window showing exposed decorative paint finish and pattern where later layers have been removed between G05/G06
Fixtures, fittings and services	Pendant light fittings (modern), recessed downlights Cedar venetian blinds to all windows	c 1990s c1990s Honour boards formerly displayed in this space, have been relocated
Other		Memorial plaques and Honour boards were formerly hung in this room Air lock double doors to entry were installed in 1938 and demolished post 1997

PHOTOGRAPHS

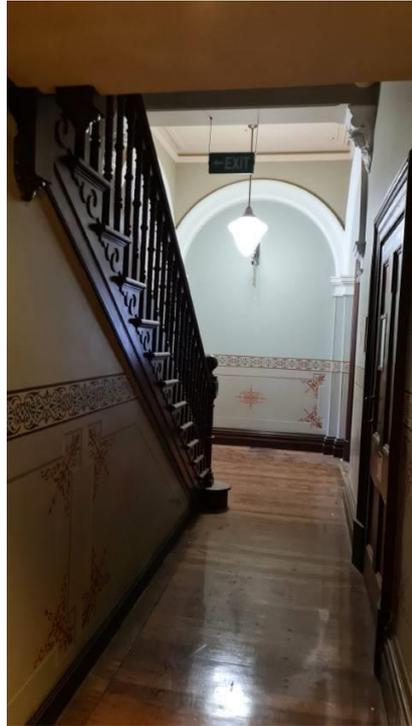


Stair hall – G06

G06	Stair hall	
PREVIOUS USE	Stair hall	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	Inscribed corners in plaster Minor damage to paint Exposed plaster where fixture has been removed Decorative stencil paint scheme
Floor	Timber, clear finish	
Ceiling	Plasterboard on plaster with decorative cornice, paint finish	No ceiling rose on ground floor (requested to be reinstated in 1997 CMP), ceiling rose in upper stair hall Minor damage to paint (cracking and peeling)
Doors	Pair timber glazed (etched glass) with etched fanlight, paint finish to G16 Timber paneled, clear finish in hall	Gold lettering 'Town Hall' formerly painted, replaced with sticker in parts Former access to G15, now fire hose reel cupboard
Windows	Timber, double hung, clear finish above stair landing	Formerly painted c1930
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, clear finish	
Staircase	Timber – decorative newel posts and balusters, clear finish	Floral motif to newel post Has runner to treads Store room under stair removed c1990s, access panel remains Memorial plaques and paintings were formerly hung around the stair
Special features/ finishes	Beam supported on lady head corbels, paint finish	Original decorative paint finish post 1997 Truth window showing exposed decorative pattern where later layers have been removed between G05/G06
Fixtures, fittings and services	Pendant light fittings (modern) Cedar venetian blinds to all windows	c1990s c1990s
Other	Decorative plaster Store under stair (c1900)	Demolished/boarded up post 1997

PHOTOGRAPHS





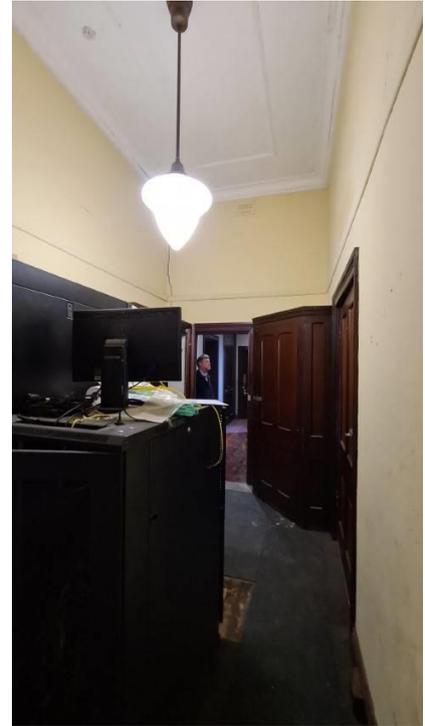
Meeting room – G07

G07	Meeting room	
PREVIOUS USE	Free Public Library (1881-1895), Town Clerk’s Office (1895-1940s), Community Relations (1950s-1990s), Office (1990s-2020s)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	Inscribed corners in plaster
Floor	Carpet on timber	
Ceiling	Plasterboard on plaster with decorative cornice	No ceiling roses (requested to be reinstated in 1997 CMP)
Windows	Timber, double hung, clear finish Blind window	Glazing in windows to G09 painted c1939 with partial infilling of verandah
Doors	Timber paneled, clear finish	
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, clear finish	
Special features/ finishes	Beam supported on engaged piers	Corbels removed
Fixtures, fittings and services	Pendant light fittings (modern) Cedar venetian blinds to all windows	c1990s c1990s
Fireplace	Timber mantel Stone hearth Cast iron surround	Reconstructed post 1997
PHOTOGRAPHS		



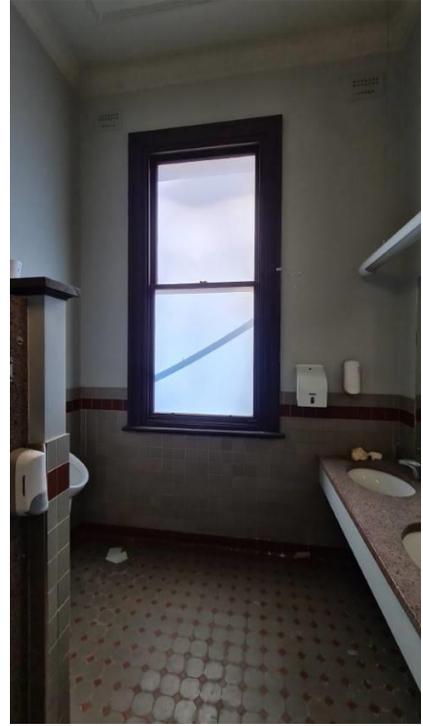
Caretaker's office – G09

G09	Caretaker's office	
PREVIOUS USE	Verandah (1881-c1930), Infill c1932, Assistant Health Inspector (1930s-1940s), Credit Union (1950s-1990s), Caretaker's Office (1990s-?), Server Room/Comms Room (2021)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	Major cracking of walls and damage to paint Vents in wall
Floor	Carpet on timber	
Ceiling	Fibrous plaster, paint finish Fibrous plaster cornice	Major cracking and flaking paint
Windows	Timber, double hung, clear finish	Former window behind cupboard on north wall, proposed to be reinstated in 1997 CMP
Doors	Timber paneled, clear finish Timber paneled with glazed panel, paint finish	Post 1997 lettering on glazed upper panel reads: Caretaker Supervisor, formerly sign on door 'Caretaker'
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – small, decorative profile, paint finish	Some parts intrusive infill panels
Special features/ finishes	Picture rail – timber, paint finish	
Fixtures, fittings and services	2 timber cupboards Pendant light fittings (modern) Cedar venetian blinds to all windows	c1990s c1990s
PHOTOGRAPHS		



Gardener's lunch room – G10

G10	Gardener's lunch room	
PREVIOUS USE	1932 Council Chambers extension, Health Inspector (1930s-1940s), Gardener's Lunch Room (1940s?-1990s), Toilets (1990s-2020s)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry upper, paint finish Ceramic tiles to dado height	Vent in wall Tiling c1990s (period style), part of toilet fitout
Floor	Ceramic tiles	Tiling c1990s (period style), part of toilet fitout
Ceiling	Decorative fibrous plaster with fibrous plaster decorative cornice	Recessed lighting and services in centre, repaired c1990s
Windows	Timber, double hung, clear finish	Obscure glazing c1990s, part of toilet fitout
Doors	Timber paneled, clear finish	
Architraves	Timber – decorative profile, clear finish	
Skirting	Nil	Tiling throughout
Special features/ finishes	Nil	-
Fixtures, fittings and services	Pendant light fittings (modern), recessed downlights Sanitary fittings and fixtures	c1990s Period style, c1990s Had picture rail in 1997
PHOTOGRAPHS		



Caucus room / Councillors' Room – G11

G11	Caucus room / Councillors' room	
PREVIOUS USE	1932 Council Chambers extension, Mayor's Room (1930s-1940s), Caucus Room / Councillor's Room (1970s-1990s), Toilets (1990s-2020s)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry upper, paint finish Ceramic tiles to dado height Modern air-lock partition, plasterboard stud wall	Former intrusive timber veneer paneling removed c1990s Tiling c1990s (period style), part of toilet fitout c1990s
Floor	Ceramic tiles	Tiling c1990s (period style), part of toilet fitout
Ceiling	Decorative fibrous plaster with fibrous plaster decorative cornice	Recessed lighting and services in centre, repaired c1990s
Windows	Timber, double hung, clear finish	Reconstructed / Re-opened c1990s Obscure glazing c1990s, part of toilet fitout
Doors	Timber paneled, clear finish	Re-located / reconstructed c1990s
Architraves	Timber – decorative profile, clear finish	c1990s
Skirting	Nil	Tiling throughout
Special features/ finishes	Nil	-
Fixtures, fittings and services	Pendant light fittings (modern), recessed downlights Sanitary fittings and fixtures	c1990s Period style, c1990s Had picture rail in 1997
PHOTOGRAPHS		



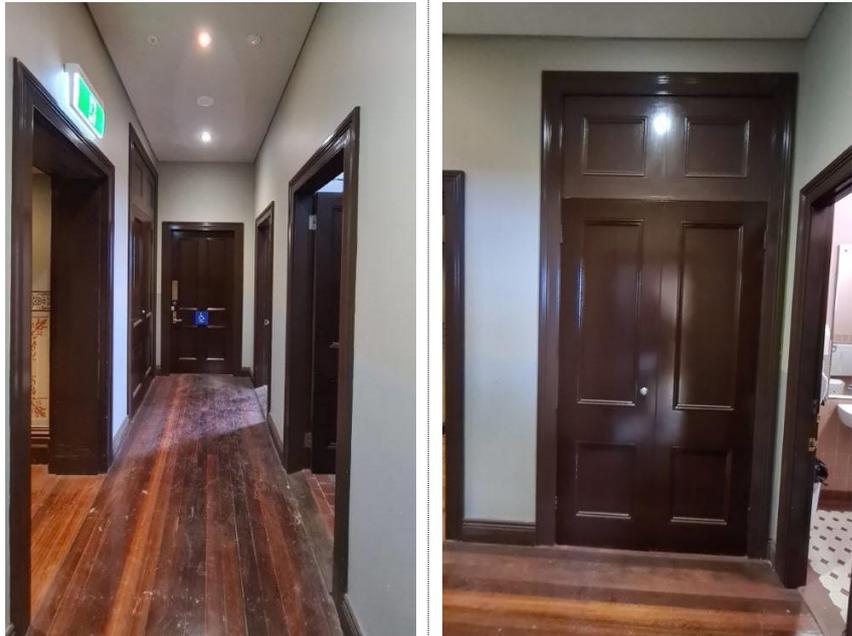
WC – G12

G12	WC	
PREVIOUS USE	1932 Council Chambers extension, Mayor's toilet (1932-c1970), Caucus toilet (c1970-1990s), Accessible toilet (2021)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry upper, paint finish Ceramic tiles to dado height	Tiling c1990s (period style), part of toilet fitout, different tiling pre 1997
Floor	Ceramic tiles	Tiling c1990s (period style), part of accessible toilet update
Ceiling	Decorative fibrous plaster with fibrous plaster decorative cornice	Major damage to ceiling, cornice detached and fallen off Recessed lighting and services in centre, replaced with plasterboard?
Windows	Timber, fixed, paint finish Obscure glazing	Lower repaired and reglazed c1990s Upper formerly obscured by modern plasterboard ceiling, removed c1990s
Doors	Timber paneled, clear finish	Re-located / reconstructed c1990s
Architraves	Timber – decorative profile, clear finish	c1990s
Skirting	Nil	Tiling throughout
Special features/ finishes	Nil	-
Fixtures, fittings and services	Pendant light fittings (modern), recessed downlights Sanitary fittings and fixtures	c1990s Period style, c1990s

PHOTOGRAPHS



Corridor – G13

G13	Corridor	
PREVIOUS USE	1932 Council Chambers extension, Corridor to Mayor’s Office (1932-c1970), part incorporated with the Caucus Room G12 c1970, Lobby (1997), reconstructed c1997	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	
Floor	Timber, clear finish	
Ceiling	Suspended plasterboard, paint finish	Fibrous plaster ceiling recommended to be repaired in 1997 CMP
Windows	Nil	-
Doors	Timber paneled, paint finish	
Architraves	Timber – small decorative profile, paint finish	
Skirting	Timber – small decorative profile, clear finish	
Special features/ finishes	Nil	-
Fixtures, fittings and services	Cupboard Recessed downlights Modern exit signage	c1990s? recent?
PHOTOGRAPHS		

Switch room – G14

G14		Switch room
PREVIOUS USE	Gent's Cloak Room (1883-1940s) (part), Ticket Office (1950s-1983), Main Switch Room	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish Plasterboard stud wall (N) Internal lightweight plasterboard partition (2400mm)	Rendered masonry window infill S wall when 1932 Council Chamber extension was constructed Constructed 1983
Floor	Linoleum over timber	
Ceiling	Plasterboard, coved fibrous plaster cornice, paint finish	
Windows	Nil	-
Doors	Timber paneled, paint finish in fire rated frame, paint finish Timber, solid core, flush in fire rated frame, paint finish	Reused from elsewhere
Architraves	Nil	Fire rated frame, paint finish
Skirting	Timber – simple decorative profile, paint finish	
Special features/ finishes	Nil	-
Fixtures, fittings and services	Twin batten fluorescent tube Distribution boards and surface mounted conduit	c1990s

PHOTOGRAPHS



Office – G15

G15	Office	
PREVIOUS USE	Gent's Cloak Room (1883-1940s), Ticket Office (1950s-1990s), Booking and Customer Service	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry (N,E,W), paint finish Plasterboard stud wall (S)	North wall arch lined and rendered to resemble ashlar wall Open arch in N wall, 1983 Dividing wall for switch room, 1983
Floor	Encaustic tiles to Vestibule	
Ceiling	Plasterboard, fibrous plaster cornice, original lath and plaster ceiling over	
Windows	Nil	-
Doors	Timber paneled in fire rated frame, paint finish Western opening sheeted over	Reused from elsewhere Door installed in 1983, sheeted over post 1997, fire hose reel cupboard to stair hall G06
Architraves	Timber – simple profile, paint finish	
Skirting	Timber – simple decorative profile and rect. section, paint finish	
Special features/ finishes		
Fixtures, fittings and services	Recessed downlights	

PHOTOGRAPHS



Vestibule – G16

G16	Vestibule	
PREVIOUS USE	Entry foyer to Main Hall (1883-1911), Connection between Jubilee Hall and Main Hall and Ticket Foyer (1911-1930s), Ladies Cloak Room and ticket box (1932), Vestibule (1940s-1990s), Crush Space (1997)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry (lined and rendered to resemble ashlar wall), paint finish Archways to S and W	Evidence of demolished wall to G17 (1983 toilets) in W wall
Floor	Encaustic tiles on concrete Granite threshold to Main Hall	Relaid c1980
Ceiling	Lath and plaster, decorative coved cornice Ceiling rose	Access panel
Windows	Nil	-
Doors	Timber paneled, clear finish, etched highlight glazing in arched opening	
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, clear finish	
Special features/ finishes	Nil	-
Fixtures, fittings and services	Pendant light fittings (modern)	c1990s
Other	Door hold open hook, painted	Original fitting, brass – should be polished, not painted

PHOTOGRAPHS



Hallway – G19

G19		Hallway
PREVIOUS USE	See also G16; Town Hall Vestibule / Entry (1883-1932), Ladies Cloak Room (1932-c1980), Hallway / Crush Space (1997)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry (lined and rendered to resemble ashlar wall), paint finish	Evidence of demolished wall to G17 (1983 toilets) in W wall
Floor	Encaustic tiles on concrete	Relaid c1980
Ceiling	Original lath and plaster ceiling above with decorative cornice	Repaired c1990s
Windows	Nil	-
Doors	Timber paneled, clear finish, etched highlight glazing in arched opening	
Architraves	Timber – pencil round profile, clear finish	
Skirting	Nil	'External wall' finish
Special features/ finishes	Nil	-
Fixtures, fittings and services	Pendant light fittings (modern)	c1990s
PHOTOGRAPHS		



Jubilee Hall – G20

G20		Jubilee Hall
PREVIOUS USE	Jubilee Hall (1911-1930s), Library (1950s), Supper Room, Council Offices and crèche (1990s), Hall No.2, break out space to Main Hall (1997)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	Decorative paint scheme with painted dado strip and darker lower wall finish, minor damage to paint
Floor	Timber (50mm board)	
Ceiling	Fibrous plaster, decorative raked with clerestory above	
Windows	Timber, double hung, clear finish	
Doors	Pair timber paneled, clear finish Pair timber paneled, egress (push bar)	S, E – fixed to former G24 N – fire escape
Architraves	Nil	-
Skirting	Timber – pencil round and quad profile, paint finish	Minor damage to paint
Special features/ finishes	Nil	-
Fixtures, fittings and services	Pendant light fittings (modern) Curtains to all windows	c1990s Velvet and brocade
Other	Fire reel hose cupboard	E
PHOTOGRAPHS		

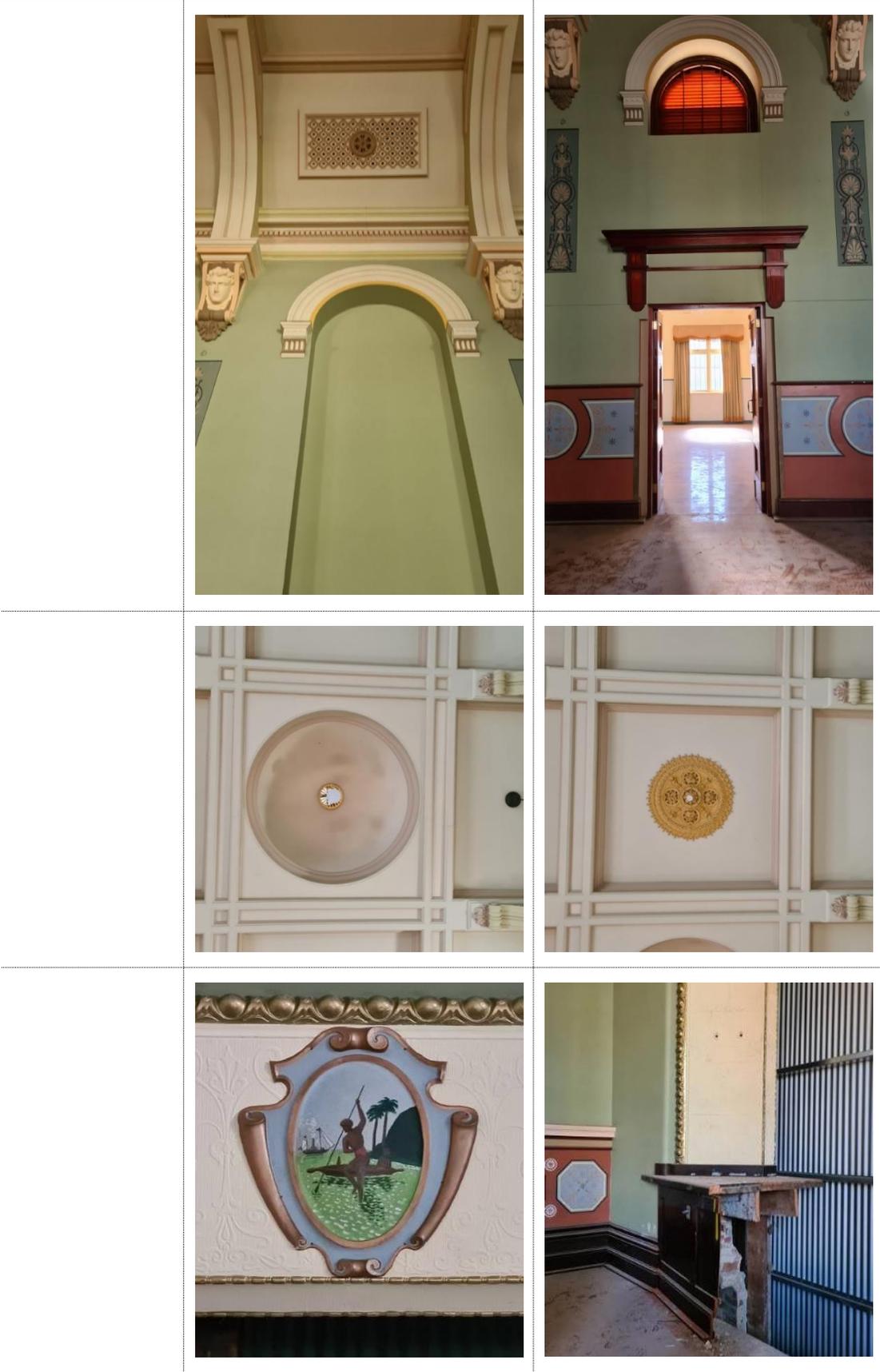


Main Hall – G26

G26		Main Hall (Auditorium)
PREVIOUS USE	Town Hall (1883-2020s), Main Hall	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	Dado rail at 1800mm Decorative paint scheme
Floor	Timber (50mm boards)	Tallow wood
Ceiling	Lath and plaster, coffered, decorative, paint finish Ceiling roses Recessed domes Decorative perforated panels Decorative fibrous plaster to soffit at gallery	Designed for acoustics with slope from the wall line, division into panels with mouldings and large curved brackets terminating with carved trusses and corbels
Windows	Timber, fixed, paint finish Timber, original arch head, double light sash, paint finish Timber, lower sash modified for doorways below, paint finish Timber, original arch head, double hung sash over original door, paint finish Remaining N & S windows have wall cavity vents under sill with decorative iron grilles	Under balcony exit door N – windows modified c1911-1912, when Jubilee Hall was constructed
Doors	Pair timber paneled, clear finish Pair timber paneled, egress (push bar), paint finish	Main doors to Vestibule
Architraves	Timber – decorative profile, clear and paint finish	
Skirting	Timber – decorative profile, clear finish	
Under Gallery	Ventilation grate	
Special features/ finishes	Pressed metal proscenium frame to former stage Decorative corbels (man's head) under decorative arch supports to beams Recessed ring pulls under corbels	
Fixtures, fittings and services	Pendant light fittings (modern) Cedar venetian blinds to all windows	c1990s c1990s

Other	Arched masonry plaster embellished rendered architrave to window recesses	
PHOTOGRAPHS		
		





First floor

Council Chamber – F01

F01	Council Chamber	
PREVIOUS USE	Council Chamber and Refreshment Room (1881-1932), Council Chambers (1932-1956), Council Offices (1956-c1990), Meeting Room	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	Formerly timber picture rail c1930s
Floor	Carpet on timber Linoleum on timber podium	c1932
Ceiling	Original decorative lath and plaster ceiling with decorative fibrous plaster cornice Ceiling rose	Decorative paint scheme
Windows	Timber, double hung, clear finish Timber sill wainscoting / undersill paneled board, clear finish	Reinstated c1990s
Doors	Pair timber paneled, clear finish, etched glazed transom light Timber paneled, clear finish	
Architraves	Timber, decorative profile, clear finish to doors Timber, decorative profile, clear finish to windows with timber sill wainscoting	
Skirting	Timber – decorative profile, clear finish	Most reinstated c1990s
Special features/ finishes	Timber podium, framed by turned timber columns on plinths	
Fixtures, fittings and services	Pendant light fittings (modern) Cedar venetian blinds to all windows	c1990s c1990s
Fireplace	Marble surround and mantle and hearth surround Cast iron register Encaustic tiled hearth	

PHOTOGRAPHS

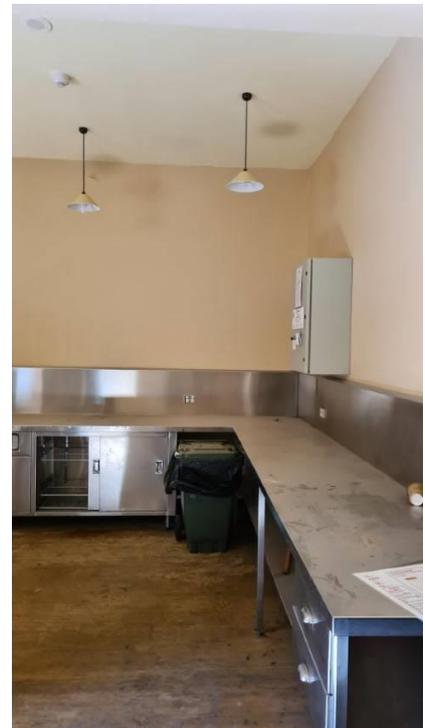
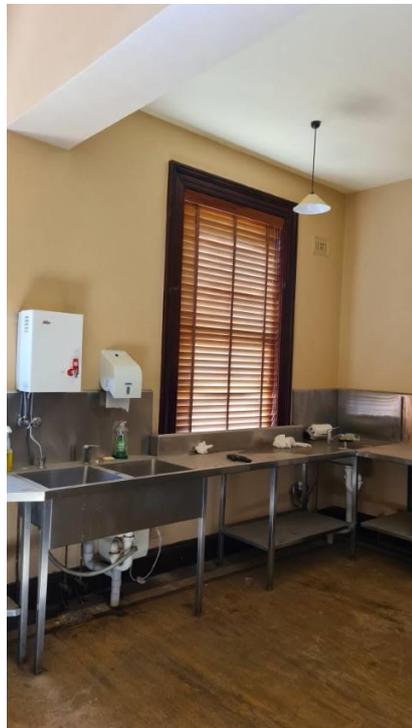
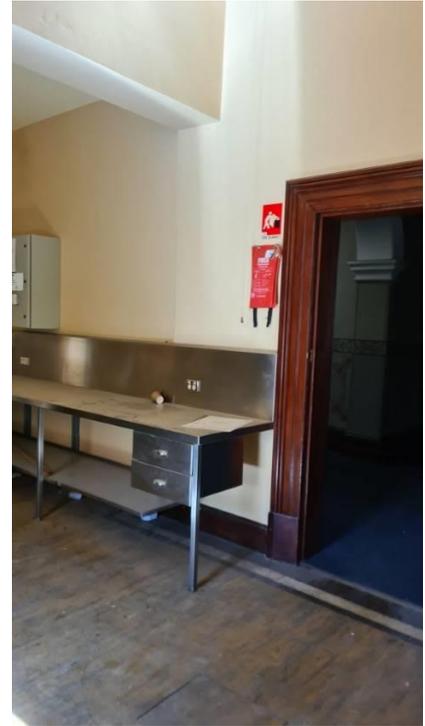




Kitchenette – F02

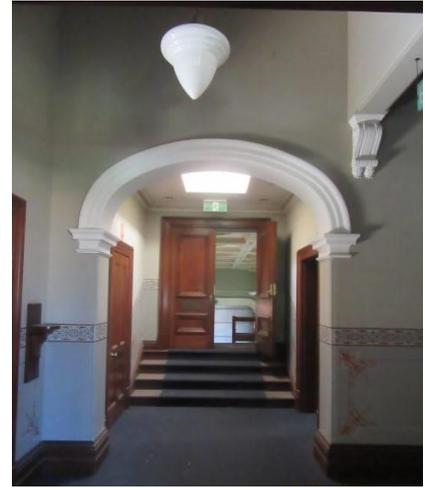
F02 & F03		Kitchenette
PREVIOUS USE	F02 – Mayor’s Office (1881-1932), Aldermen’s Room (part) (1932-1970s, Insurance Officer (part) (1970s-1983), Kitchenette F03 – Ladies Cloak Room (1883-1932), Aldermen’s Room (part) (1932-1970s, Insurance Officer (part) (1970s-1983, Facility Services Supervisor (1983-c1990s), Kitchenette (part) (c2000s)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish Opening between F02 and F03 with beam over	Reconstruction of dividing wall 1983, re-opened c1990s Timber picture rail in F03 in 1997
Floor	Masonite on timber boards (140x30 tongue & groove)	
Ceiling	Lath and plaster	Poor condition in 1997, substantially repaired
Windows	Timber, double hung, clear finish	
Doors	Timber paneled, clear finish	F02 F03 – original door to F04 sheeted over, paint finish (fire hose reel cupboard to F04)
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, clear finish	
Special features/ finishes		
Fixtures, fittings and services	Pendant light fittings (modern) Cedar venetian blinds to all windows Modern stainless steel kitchen fitout	c1990s c1990s c2000s

PHOTOGRAPHS



Gallery foyer – F04

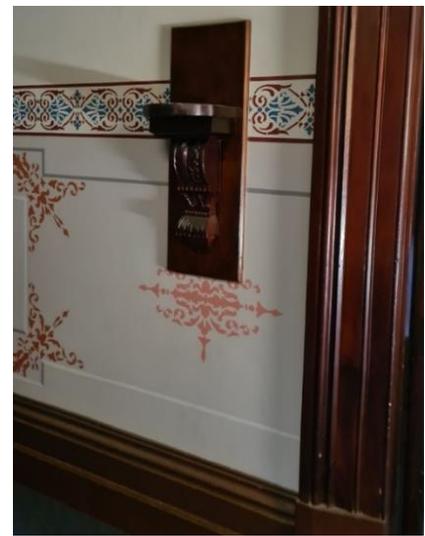
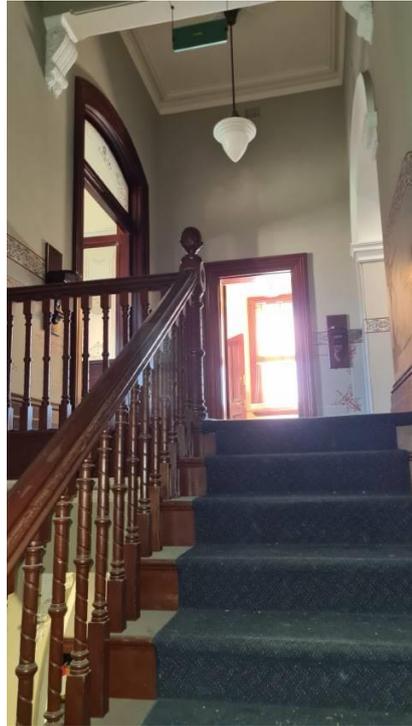
F04		Gallery foyer
PREVIOUS USE		
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish Iron wall vents, decorative	Decorative stencil paint scheme
Floor	Carpet on timber	
Ceiling	Plasterboard on plaster Decorative coved cornice	
Windows	Skylight, louvered glazing	
Doors	Timber paneled, clear finish Pair timber paneled, paint finish	Fire hose reel cupboard in former doorway to F03 Door to Gallery
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, clear finish	
Special features/ finishes	3 centred archways with engaged piers, broomstick corners Skylight, decorative	
Fixtures, fittings and services	Recessed downlights	c1990s
PHOTOGRAPHS		



Upper stair hall – F05

F05	Upper stair hall	
PREVIOUS USE	Upper stair hall	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	Decorative stencil paint scheme
Floor	Carpet on timber	
Ceiling	Plasterboard over plaster, paint finish Decorative coved cornice Ceiling roses	Access panel
Windows	Timber, double hung, clear finish	
Doors	Timber paneled, clear finish Pair timber paneled, clear finish, etched glazed transom light	F02 F01
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, clear finish	
Staircase	Timber – decorative newel posts and balusters, clear finish	Has runner to treads Memorial plaques and paintings were formerly hung around the stair
Special features/ finishes	Hanging wall on decorative corbels	WWI Roll of Honour and Portrait of C.J. Byrnes (past mayor) in this space in 1997
Fixtures, fittings and services	Wall sconces, timber, clear finish Pendant light fittings (modern) Cedar venetian blinds to all windows	c1990s c1990s
Other	Decorative plaster arch to gallery foyer	

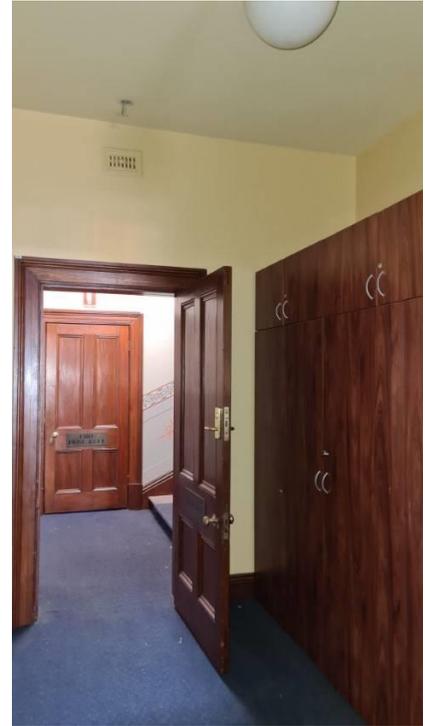
PHOTOGRAPHS



Foyer – F06

F06	Foyer	
PREVIOUS USE	Committee Room (1883-c1920?), Cloak Room? (1920s), Engineers' Anteroom (1940s), Council Offices (1950s-1980s), Foyer	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish Wall vents (S)	Formerly exterior wall before 1932 extension
Floor	Carpet on timber	
Ceiling	Plasterboard over plaster, paint finish	Lath and plaster ceiling above in poor condition in 1997
Windows	Nil	-
Doors	Timber paneled, clear finish Timber paneled, clear finish with obscure ripple glazing and obscure ripple highlight	
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, clear finish	
Special features/ finishes	Nil	-
Fixtures, fittings and services	Pendant light fitting (simple design) Timber cabinet (large)	c1990s reproduction?

PHOTOGRAPHS



WC – F07

F07	WC	
PREVIOUS USE	Water closet for 1932 Council Chamber extension (1932), Toilet since c1950s	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish Ceramic tile (150x150) to dado height	Major cracking of walls and damage to paint
Floor	Ceramic tile on fibrous cement sheet (50x50)	
Ceiling	FC sheet, quad profile, paint finish	Major damage to ceiling, cornice detached and fallen off
Windows	Timber, fixed, clear finish (small)	
Doors	Timber paneled, clear finish with obscure ripple glazing and obscure ripple highlight	
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, clear finish	
Special features/ finishes	Nil	-
Fixtures, fittings and services	Ceiling mounted Toilet fitout	
PHOTOGRAPHS		



Meeting room – F08

F08	Meeting room	
PREVIOUS USE	Committee Room (1930s), Engineers Offices (1940s), Personnel & Industrial Relations Offices (1970s-1980s)	
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish Wall vents, decorative	Major cracking of walls and damage to paint
Floor	Carpet on timber	
Ceiling	Plaster, paint finish Coffered between 2 beams (N-S) Decorative coved cornice and mouldings	Air-conditioning grille
Windows	Timber, double hung, clear finish Timber, double hung, clear finish	1881 1932
Doors	Timber paneled, clear finish with obscure ripple glazing and operable obscure ripple highlight	
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, clear finish	
Fixtures, fittings and services	Pendant light fittings (modern) Cedar venetian blinds to all windows	c1990s c1990s
PHOTOGRAPHS		



Gallery – F09

F09	Gallery	
PREVIOUS USE		
ELEMENT	FABRIC	CONDITION / COMMENT
Walls	Plastered masonry, paint finish	
Floor	Timber boards, tiered	Steel beam supporting Gallery installed c1932
Ceiling	Lath and plaster, coffered, decorative, paint finish	Refer to ceiling for Main Hall
Windows	Timber, double hung, clear finish	(modified for doors below)
Doors	Pair timber paneled, paint finish Timber paneled, arch head, clear finish (S)	To F04 Egress door (push bolt) in window recess
Architraves	Timber – decorative profile, clear finish	
Skirting	Timber – decorative profile, clear finish	
Special features/ finishes	Timber balustrade, decorative, clear finish	
Fixtures, fittings and services	Timber benches, paint finish Pendant light fittings (modern) Cedar venetian blinds to all windows	Tiered / stepped seating c1990s c1990s
PHOTOGRAPHS	 	
	 	

3.6 Historical Archaeological Potential

The site of Parramatta Town Hall has been identified as an area of archaeological sensitivity. A detailed assessment has been prepared by Casey & Lowe in 2019, a summary of which has been extracted from the report and appears below.

Potential archaeology

Potential archaeology associated with the pre-market period may be:

- Evidence of the late 18th century landform including a range of environmental evidence of soil information, pollen evidence, creek line vegetation and early colonial modification.

Potential archaeology associated with the market period (1813-1880) may include:

- Evidence of timber and stone buildings;
- A well and a weighbridge (proposed but not necessarily built);
- Evidence of activity areas (animals, produce, rubbish, tracks);
- Occupation deposits within buildings;
- Demolition of the market.

Potential archaeology associated with the Annual Feasts (1813-1830s) would probably need to contain at least two of the following in order to be distinguished from other activity:

- Clearly stratified historic contexts containing Aboriginal objects or European artefacts / relics showing evidence of Aboriginal use, generally artefacts of contact and as recorded in historic images and descriptions;
- Non-market patterning of space, such as evidence of bonfires or Aboriginal fireplaces; and
- Evidence of consumption-scale rather than production-scale behavior in food waste.

Potential archaeology associated with the Town Hall period is likely to be limited to the remains of the Clerk's residence in the southeast corner of the site and may contain:

- Occupation deposits; and
- Footings.

Services

There are a number of high-capacity services entering the study area from the west from Church Street. Communications and power are concentrated along the western and southern boundaries, and water and sewer have created considerable disturbance along the northern side, particularly in association with [former] the toilet block [demolished in 2020].

Individual water, power and communications conduits also connect the Town Hall to the main lines. These services are generally lower in capacity and impact, but have been installed less systematically, and over a long period of time. These services are not consolidated and have created haphazard patterns of disturbance.



66 Existing services across the 7PS site.

Source: 7 Parramatta Square, Parramatta Town Hall, Historical Archaeological Impact Statement. Research Design & S140 Application, Casey & Lowe, 2019.

Summary of archaeological potential and significance

A series of gradations of potential have been identified and mapped to indicate the degree to which archaeological remains are likely to survive within the study area. A composite plan showing the main building activities within the study area, as determined using a series of historical overlays is presented in the below figures. The mapping of archaeological potential takes into account both the nature of the remains within an area and predicted impact by later events. The identified levels of archaeological potential for 7PS are:

1. **No Potential:** There is one area of No potential within the site. It corresponds to the area of the basement below the former stage of the Main Auditorium [demolished in 2020], which will have removed all evidence of events prior to the 1930s addition.
2. **Nil to Low Potential:** These are parts of the site that have seen several phases of service installation, are occupied by structural tree roots, and/or contain load-bearing footings for the Town Hall and toilet block [demolished in 2020]. If they survive, the remains of mid-19th century timber structures and occupation deposits are likely to have lost a good deal of their interpretable qualities under these conditions. While patches of intact material may remain, and may contribute to a general representation of patterning across the site (background scatters, or isolated postholes), they are unlikely to be significant in their own right, and may be difficult to phase or relate to other areas.
3. **Low Potential:** These areas are considered to have lost much of their surrounding context through disturbance by mostly 20th-century events but may retain enough intra-contextual information to be related to the remainder of the site in general ways. In the northwest corner these areas correspond to the remains of a stone market building that is likely to have been reduced to a fragmented foundation by several different service installations. In the areas below the front of the Town Hall, patches of intact topsoil may survive between the footings of the ground floor dividing walls.

4. **Low to Moderate Potential:** There is one area of Low to Moderate potential at the site which corresponds to the footprint of Jubilee Hall. The construction of the large, undivided hall space is likely to have protected large areas of the ground underneath. The location of Jubilee Hall was once within the open space of the market place. It is likely to have been close to or where the main activities of the Annual Feasts took place, and would have witnessed the traffic of the market. This area is only considered to be Low to Moderate because activities around the Town Hall in the intervening 30 years between the closure of the market and the construction of the hall are likely to have muddled or partly distorted what remained of the stratigraphy of the former market ground.
5. **Moderate Potential:** There is one area of Moderate potential, it is located beneath the floor of the Main Auditorium of the Town Hall building. The Main Auditorium contains an open space of 300m². The ground beneath the Main Auditorium is considered to have been relatively well-protected since the closure of the market and the construction of the Town Hall in 1880. The location of the hall corresponds to the central, open space of the market and is the most likely site for the main activities of the Annual Feasts. Archaeological material may survive well in this location and in relatively large areas between the floor bearers. However, because no known structures were located within this space, and it was probably heavily trafficked during the market period by carts and animals, due to its central location, artefacts or other remains may be in low density and/or dispersed. The archaeological potential of this space is therefore limited to Moderate.
6. **Moderate to High Potential:** Substantially intact archaeological remains could survive in these areas. These are areas to the south and west of the Town Hall where testing has demonstrated that market-era archaeology survives, and where all known impacts are limited to post-market levelling and paving. The peripheral location of these areas places them close to or within the footprint of market structures, and away from the most heavily trafficked spaces.



67 Historic overlay showing dated surveys of the market buildings and later structures.
 Source: 7 Parramatta Square, Parramatta Town Hall, Historical Archaeological Impact Statement. Research Design & S140 Application, Casey & Lowe, 2019.



68 Map of archaeological potential at 7PS.
 Source: 7 Parramatta Square, Parramatta Town Hall, Historical Archaeological Impact Statement. Research Design & S140 Application, Casey & Lowe, 2019.

Archaeological Statement of Heritage Significance for 7PS and Town Hall (2016)

The Town Hall site and 7PS have the potential to contain a range of archaeological remains with historical, social and research significance. These have the potential to represent the evolution of Parramatta from an agricultural settlement to an urban centre and include:

- Evidence of the environment immediately before and after the settlement by British colonists at Parramatta;
- Yard deposits associated with early leases (pre-1813);
- Structural remains from buildings at the Parramatta Market Place, including the original 1813 building;
- Features from half-yearly Parramatta Fairs and annual Aboriginal Feasts, including: fence lines, artefact scatters of early material related to these events and other uses of the site and possible surfaces
- Early water management, including drainage channels, later refined as the Town Drain in the 1840s, ponds and features associated with Pound including fence lines, artefact scatter and possible sheds and other light-weight structures;
- Later yard deposits - both alluvial and imported fill, as well as remains associated with the c.1881 Council Clerk's residence, including possible rubbish pits; and
- Late 19th to mid-20th-century sheds.

These potential remains, through archaeological excavation, recording, analysis and interpretation, have the ability to address a range of substantive research questions, notably those relating to the broad themes of:

- The modification and evolution of landscapes at Parramatta in particular and colonial landscapes in general;
- The lifeways of different households in both the early 19th century and also from the 1880s to 1950s, as expressed through their consumption of material culture (seen through domestic waste disposed of onsite);
- Interaction between Aboriginal and colonial society; and
- The Market Place as a space where people bought and sold goods was a key part of early colonial interaction in public spaces. The development of this can be seen in the commercial development of shops along Church Street, the main thoroughfare of Parramatta.

The archaeological remains are also associated with the standing heritage buildings on the site, particularly the Parramatta Town Hall. These have identified social attachment, and the archaeological remains are likely to possess aspects of these same social values. Also, although no specific consultation has been carried out for this report it has been undertaken as part of the Aboriginal Assessment and this site has strong social values associated with the use of the site for the Aboriginal Annual Feasts between 1814 and 1832.

The heritage-listed Parramatta Town Drain is associated with the convict period and is thought to have been constructed using convict labour c.1840. It has technical significance as a well-known and relatively early example of large-scale public drainage works in Parramatta. Several sections of this drain have been removed by earlier developments in Parramatta. Similar drains are known elsewhere in NSW, which decreases the overall rarity and significance of the Parramatta Town Drain to be an item of local heritage significance.

The potential remains on the site are considered to have State and local significance as well as later 20th-century footings and features which are considered not to reach the local significance threshold and therefore are not relics under the Heritage Act.

The potential archaeological remains date to the first decades of European settlement in Parramatta and have high historic and research values. They are of local and State significance.

State Significance

- Market Building: mainly the 1813 building but some of the modifications of this building are also likely to be of State significance;
- The archaeology of the Aboriginal Annual Feasts within the Town Hall site has potential to be of State significance. The values of the archaeology in this area require testing; and
- Ephemeral features and remains of the annual Aboriginal Feasts within PS4 while potentially of State significance are likely to be isolated and fragmentary and not likely to survive across the site other than in isolated pockets. Also there has been considerably more impact within PS4 than in the Town Hall area and it also cut by a creek line which will reduce the ability of such archaeology to accumulate and survive.

Local Significance

- The rest of the archaeology within PS4 is considered to be of local significance; and
- The archaeology of later market buildings across this area.

Updated comments on Significance of Archaeology to north of 7PS

The potential State significant archaeology of 7PS where the new works area proposed are substantially impacted by existing services. It is likely that patches of relics will survive in the areas of impact but due to the levels of disturbance they are unlikely to be of State significance. They will contribute to understanding the predicted State significant values of the archaeology in the areas to the south of the Town Hall.

3.7 Aboriginal Archaeological Potential

An Aboriginal Cultural Heritage Assessment Report for “7PS” 7 Parramatta Square was prepared by Niche Environment and Heritage in 2019. The report identifies one Aboriginal site within the study area, namely AHIMS site 45-6-2686 for Civic Place PAD, where a total of 11 Aboriginal stone artefacts were recovered during the Aboriginal cultural heritage site test excavation.

The report concludes that based on such a small sample of recovered artefacts, “it is difficult to make robust conclusions on what the subsurface distribution of artefacts may mean in terms of past Aboriginal land use” and that “due to the level and complexity of disturbances across 7PS it is not possible to distinguish or confirm the presence of contact and/or post contact Aboriginal utilization of the site.”

‘Contact’ sites are rare and archaeologically difficult to distinguish from both earlier pre-European and later post-initial contact phases and as such, are poorly documented. Any archaeological evidence relating to the early Market Place and/or ‘Native Conferences’/feasts would therefore be considered to be of State significance.

No evidence of natural sand profiles / Pleistocene terrace sand was exposed during the excavations. The vast majority of the soil profiles excavated within the Aboriginal cultural heritage site were identified as various ‘modern’ and ‘historic’ fills.

The following identified heritage values have been extracted from the 2019 report by Niche Environment and Heritage.

Social Value

The Parramatta area is highly significant to the Darug people due to the evidence of continued occupation within and surrounding the area. This occupation has resulted in an interrelated suite of tangible and intangible cultural sites, resources sites, flora and fauna forming a significant Aboriginal (Darug) landscape. Parramatta is highly significant to the Darug Nation due to the connections to culture through sites, stories, boundaries, meeting places and the resources that were available for thousands of years in this area (Comber 2013: 24).

Consultation with representatives of the Aboriginal community indicates that Parramatta Square is exceptionally important to the local and broader Aboriginal community. Civic Place PAD provides evidence of Aboriginal occupation representing life prior European arrival and provides a direct link to their ancestors. Parramatta Square is close to the site of the former Market Place where Governor Macquarie’s annual feast was held and is near the Native Institute. Both sites are significant to the members of the Darug community who are descendants from people who attended the annual feast and Native Institute (Comber 2013: 27). The policies that led to the Stolen Generation began outside the Parramatta Town Hall in 1810 through the Assimilation Policy (1810-1825) and were the location of Macquarie and Shelley’s Native Institute where Aboriginal children were not taught their language, lore and culture. The lasting effects of the Stolen Generation have been profound throughout Australia, and the consequences of which have rippled into the 1970s and present day generations. These events and locations are a significant and exceptional aspect of Australia’s history,

The Subject Area and its material evidence provide important educational opportunities to demonstrate Aboriginal history and values.

Historic Value

Parramatta Square is exceptionally significant because it represents significant aspects of Aboriginal contact history, such as the annual conference or feast. The policies that led to the Stolen Generation began outside the Parramatta Town Hall in 1810 through the Assimilation Policy (1810-1825) and were the location of Macquarie and Shelley's Native Institute where Aboriginal children were not taught their language, lore and culture. The lasting effects of the Stolen Generation have been profound throughout Australia, and the consequences of which have rippled into the 1970s and present day generations. These events and locations are a significant and exceptional aspect of Australia's history. The Subject Area is considered to be of an archaeological resource of state significance (Comber 2013: 26).

Scientific (Archaeological) Value

The Subject Area contains one identified Aboriginal cultural heritage site, Civic Place PAD (AHIMS ID #45-6-2686). Civic Place PAD (AHIMS ID#45-6-2686) is an Aboriginal cultural heritage site of high social, cultural, scientific and conservation value. The portion of Civic Place PAD (AHIMS ID#45-6-2686) within 7PS contains small numbers of low densities of Aboriginal objects, in truncated and intermittent A2 soil horizons. No material evidence of the Annual Feast, held by Governor Macquarie, was identified. The classes of objects recovered from the test excavation at 7PS were represented from assemblages recovered in other sections of Parramatta Square. The objects and raw material are consistent with those observed at Parramatta Square and across the wider Western Sydney area. The significance of these objects comes from their context as one part of the continuing story of Parramatta Square which is exceptionally significant because it represents major events and phases in Aboriginal Australia's history, from pre-European life, to the Annual Feasts held by Governor Macquarie, the impacts of government assimilation policies and the fight for Aboriginal rights and continuation of culture. Where the pre-European landscape is preserved at Parramatta Square, it provides important educational opportunities to demonstrate Aboriginal history and values.

3.8 Movable heritage and associated records

There are a number of movable heritage items associated with Parramatta Town Hall, none of which are currently held on site or are displayed. The 1997 CMP notes paintings, honour boards and memorial plaques which have all been moved off site. There may be other items such as furniture and historical records that should be identified and reinstated upon completion of the building works for 7PS.

4 COMPARATIVE ANALYSIS

4.1 Development of Local Government in Australia

The first attempt to introduce a general system of local government in New South Wales took place with the proclamation of District Council areas charged with a variety of functions ranging from road construction and maintenance to the establishment of schools. The system failed for several reasons - legislation based mainly on English rather than colonial experience, no central government funding so that Councils had insufficient revenue to cover their operations and an absence of experienced administrators and engineers.¹⁵³ Parramatta was exceptional in that its District Council was successful and ambitiously anticipated the provision of water supply, hospitals and an education system. Essentially its operations were confined to spending toll receipts on roads.¹⁵⁴

NSW gained responsible government in 1856. Henry Parkes introduced legislation that was passed in 1858.¹⁵⁵ The Municipalities Act stimulated local communities to petition for the creation of local councils. The earliest incorporated councils in metropolitan Sydney were Randwick, Waverley, Glebe and Redfern, which took place during 1859. Many more were incorporated during the 1860s and 1870s. Parramatta was amongst the earliest of these, in 1861. The Act enabled councils to borrow money.¹⁵⁶ A review of the legislation in 1867 gave councils greater financial autonomy and from this date, local government embarked on a building programme of Town Halls.¹⁵⁷ Parramatta certainly took advantage of these powers – “the new town hall ... was opened in September 1883 and insured for £4000 in April 1884, amid dawning recognition of the burden of council borrowings to build it.”¹⁵⁸

4.2 Suburban Town Halls

Town halls were one of the largest and most significant types of building erected in suburban localities during the Victorian era. They provided much needed space for meetings and for entertainment at a time when few localities could boast spaces that were suitable for theatrical and musical performances.

However, not every municipal council constructed council chambers or town halls shortly after incorporation. In some cases this did not take place for up to two if not three decades after the local government area was incorporated. In the case of Parramatta it took just under two decades.

Although Waverley was the first council to erect purpose-designed chambers, the earliest surviving example in metropolitan Sydney is the building at Randwick, which was constructed in 1862. Both were designed by prominent architect Thomas Rowe in 1861 and both were similar in size and overall form although their exteriors differed in their stylistic treatment. A description of the Waverley building indicates that there was an office on either side of the main entrance and a council chamber on the first floor.¹⁵⁹ Given its similarity in scale and overall form the building at Randwick is likely to have been planned in a similar fashion.

¹⁵³ “Local Government” at <https://penrithhistory.com/local-government/>, accessed 26 May 2021.

¹⁵⁴ Frederick A Larcombe, *The Origin of Local Government in New South Wales, 1831-1858*, p.266.

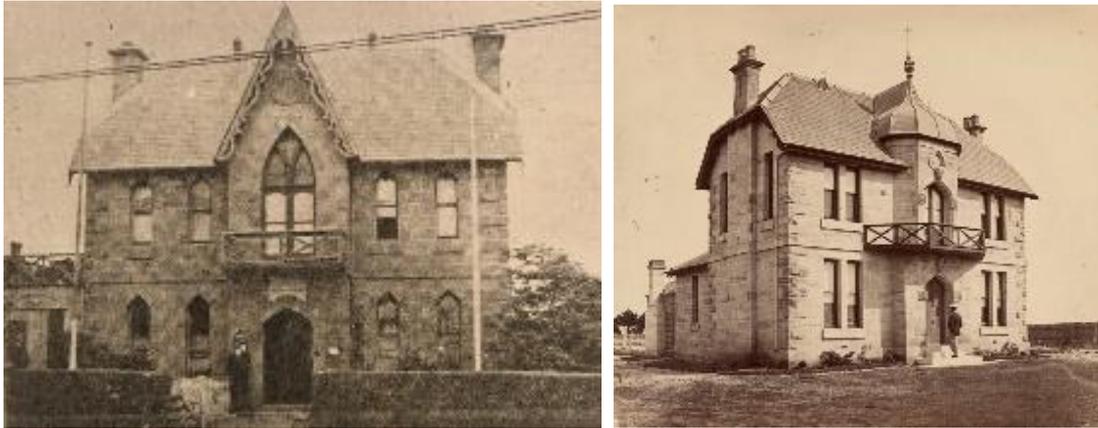
¹⁵⁵ Act 22 Vic No 13, The Municipalities Act, 1858.

¹⁵⁶ Clause 87 of the Act stated: Every Council may borrow by mortgage or otherwise on the credit of land or personal estate or on the revenue belonging to the Corporation for or towards or incidental to the making carrying on or completing of any permanent improvements of their Municipality any moneys not exceeding in the whole the estimated revenue thereof for three years Provided that no money shall be so borrowed except with the sanction of the Governor with the advice aforesaid in writing under his hand.

¹⁵⁷ Freeland, J.M. *Architecture in Australia*. Melbourne: Penguin, 1968, p.175

¹⁵⁸ Kass, Liston and McClymont, p.245.

¹⁵⁹ “The Waverley Municipal Council Chambers”, *Empire*, 5 June 1861, p.5.



69 Architect Thomas Rowe’s Gothic style council chambers for Waverley Council (left) and Tudor style council chambers for Randwick Council (right).

Sources: Waverley Library image 101861; State Library of Victoria Accession no: H15191, Freeman Bros & Prout image.

By far the largest number of council chambers and town halls across Sydney were completed during the 1880s. They included:

- Glebe Town Hall (1880, 1889-1890);
- Balmain Town Hall (1881/1888);
- Penrith council chambers (1881);
- Waterloo Town Hall (1881);
- Liverpool Town Hall (1881);
- Randwick Town Hall (1882-1893);
- Petersham Town Hall (1882);
- Parramatta Town Hall (1883);
- Five Dock Town Hall (1885);
- East St Leonards council chambers (1886);
- Burwood council chambers (1887);
- Camperdown Town Hall (1887);
- Prospect Sherwood council chambers (1887);
- Strathfield council chambers (1887);
- Balmain Town Hall (1888);
- Leichhardt Town Hall (1888);
- Rockdale Town Hall (1888);
- Canterbury Town Hall (1889);
- Granville council chambers (1889).

The town halls built during the 1880s shared a number of characteristics. They “had to express the importance and prosperity” of their locality and ideally be “the dominant and most important building in the

municipality” (providing cost was not an over-riding issue).¹⁶⁰ One way to achieve this was by incorporating a tower, such as those associated with Sydney, Randwick, Balmain and Leichhardt town halls. Otherwise, the importance of the building had to rely on its size relative to surrounding structures and the architectural expression of the buildings’ facades. Architects favoured a free use of classical elements from a variety of historical periods, “which were put together with little regard for historical correctness, a readiness to abandon symmetry at any time for convenience or picturesque effect, and a facility in devising new motifs.”¹⁶¹ The exteriors of the buildings were generally described as being in the “Italian style”. Principal entries were emphasised by concentrating the composition of facades at this part of the building or by imposing porch. A great deal of effort also went into producing a distinctive silhouette at parapet level.

An examination of the planning of Parramatta Town Hall compared with other town halls of the 1880s shows a consistent array of spaces serving similar functions, although the layouts of individual buildings varied in the way that they were organised.

- At Parramatta the original section containing council chambers contained the following accommodation: an office with strong room and stationery room attached, a library and small room for Overseer of Works on the ground floor; and the council chamber, committee room, Mayor’s room, and record room on the first floor. The town hall was constructed as a second stage, attached to the rear of the council chamber block. The town clerk’s residence occupied a separate building. The external design of the building was described as being “a kind of Palladian”, suggesting a version of the “Italian style”.¹⁶²
- The exterior of the two storey Waterloo town hall was said to embody the “Italian style”. On the ground floor a central entry accessed a hallway with a reading room and library on one side and the council chambers and town clerk’s room on the other. The Mayor’s room and town clerk’s residence were also situated on the ground floor. The town hall was described as being on the first floor of the building.¹⁶³
- Petersham town hall was another example of “Italian” architecture. The council chamber was situated on the ground floor, along with two other offices for council use, a library and reading room, masonic lodge room, what was called a caretaker’s residence and several ante rooms. The second floor contained a large town hall accessed via three stairs, a vestibule and ante rooms.¹⁶⁴
- At Camperdown the town hall was placed at the rear of the building with a gallery forming a mezzanine at the rear of the space. The council chamber was situated on the first floor. Other spaces included the mayor’s room, offices on the ground floor, reading room and library, rooms for senior council staff and rooms on the ground floor that were tenanted by a bank.¹⁶⁵

¹⁶⁰ Mark Girouard, *The English Town: a history of urban life*.

¹⁶¹ Girouard.

¹⁶² *Fuller’s Rural Cumberland year book and calendar for 1883*, p.153. Palladian architecture is a European architectural style derived from and inspired by the designs of the Venetian architect Andrea Palladio (1508–1580). What is recognised as Palladian architecture today is an evolution of his original concepts. Palladio’s work was strongly based on the symmetry, perspective, and values of the formal classical temple architecture of the Ancient Greeks and Romans. From the 17th century Palladio’s interpretation of this classical architecture was adapted as the style known as “Palladianism”. It continued to develop until the end of the 18th century.

¹⁶³ “Waterloo Town Hall”, *Sydney Morning Herald*, 14 August 1882, p.3.

¹⁶⁴ “Opening of Petersham Town Hall”, *Sydney Morning Herald*, 20 April 1882, p.10.

¹⁶⁵ “New Town Hall, Camperdown”, *Sydney Morning Herald*, 15 November 1887, p.4;

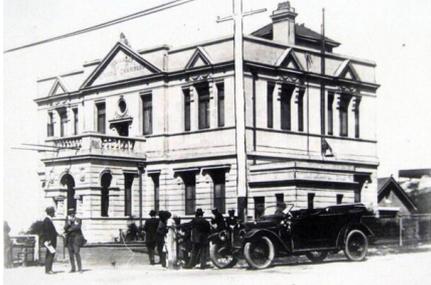
- Leichhardt Town Hall was described in contemporary press reports as “free classic” or “early Italian” and is notable for its impressive tower. The hall was located at the rear of the building, expressed as a discrete element and with a separate entrance. The ground floor of the council chambers section was organised around a central corridor, on one side of which was the clerk’s office and a small suite of rooms, and on the other the surveyors office, behind which was the stair to the first floor. Beyond the stair was a library, two storeys in height and reached from a vestibule in the tower. The council chamber was on the first floor. A residence was located in the space resulting from the angle between the hall and the council chambers section and was integrated into the building’s mass.¹⁶⁶
- Randwick Town Hall, like Parramatta, was built in stages. The original building consisted of a two storey block located in front of a large hall. The ground floor of the two storey block consisted of a committee room and library on either side of a central entry hall. The council chambers were situated on the first floor. The hall included a stage, dressing rooms and a gallery at its rear. Its exterior was cast in “a modernized [sic] Italian style”.¹⁶⁷ It is understood that for much of the 1880s the town clerk lived in a detached residence on a nearby site. Additions were completed some years later - a south wing (1886), which accommodated the School of Arts and north wing (1887), which provided residential accommodation for the Town Clerk and Chief Engineer. The tower was constructed between 1886 and 1893. Modifications to the building continued in the early twentieth century. Apart from additions to provide office and amenity spaces and a supper room, a two storey wing completed in 1957 contained a supper room with associated ancillary spaces adjacent to the Hall, along with a cloakroom and lavatories on the ground floor and administrative office space on the first floor.
- Balmain Town Hall was built in two stages, the first of which consisted of a cottage that was transformed by alterations and additions to provide municipal offices and a council chamber. The works were officially opened on July 1881. The second stage, completed seven years later, included a ground floor library, banqueting hall and council offices on the ground floor on either side of a central hallway and the town hall on the first floor, which was served by its own stair accessed separately from the rest of the building. A semi-detached two storey residence for the town clerk was appended to the rear of the building.¹⁶⁸

For the purposes of comparing Parramatta Town Hall with other Town Halls in the Sydney region, the following table including dates of incorporation, dates of construction, designers and status (current use or demolition) in a number of municipalities will give an indication of similar buildings in local government areas and a chronological framework.

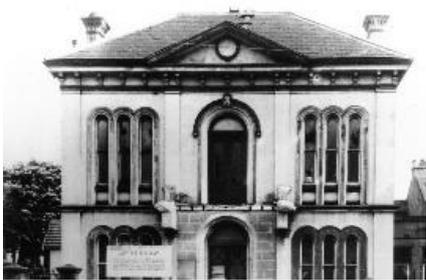
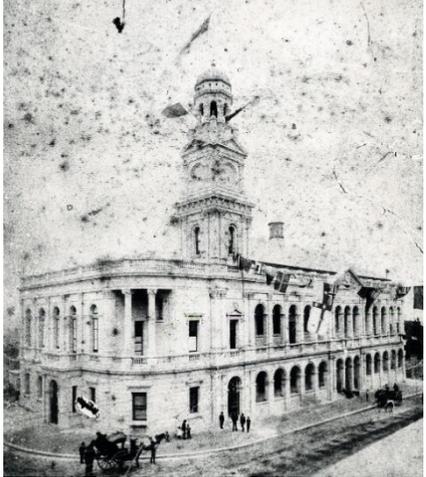
¹⁶⁶ “The New Leichhardt Town Hall”, *Daily Telegraph*, 9 January 1888, p.6.

¹⁶⁷ “Opening of Randwick Town Hall”, *Sydney Morning Herald*, 6 February 1882, p.6.

¹⁶⁸ “The Balmain Town Hall”, *Australian Town and Country Journal*, 8 September 1888, p.28.

Council	Town Hall / Council Chambers History	Architect	Image
<p>Sydney Incorporated in 1842</p>	<p>Constructed in two stages between 1868 and 1878, and 1885-1890 (main Hall). Remains in use as Sydney Town Hall.</p>	<p>J H Wilson (competition winner); modified by the City Engineer and completed by successive City Architects (Edward Bell, Albert Bond, Thomas Sapsford, John Hennessy, George McRae)</p>	 <p>Museum of Applied Arts and Sciences 85/1285-81; Tyrrell Photographic Collection, Henry King photograph.</p>
<p>Waverley Incorporated in 1859</p>	<p>1861. Reputedly the first council chambers constructed by any municipality under the 1858 Municipalities Act. A new building was completed by the end of 1913; extensively altered in 1962, and further modifications in 1976-1977. Still functioning as council chambers.</p>	<p>Thomas Rowe (1861 building); Charles St Julian (1913 building).</p>	 <p>1913 building. Waverley Library item 102755</p>
<p>Randwick Incorporated in 1859</p>	<p>1862 council chambers. Superseded by new building - first stage completed in 1882 and subsequent additions including tower 1886-1893. Remains in use as a town hall.</p>	<p>Thomas Rowe (1862 building); Blackmann & Parkes (1881 building)</p>	 <p>1881 building. Randwick Library Asset Name A00033</p>

Council	Town Hall / Council Chambers History	Architect	Image
<p>Glebe Incorporated in 1859</p>	<p>1880, including two storey town clerk's residence; building extended 1889-1890 to provide an additional hall, meeting room and new council chambers. Ceased use as a town hall in 1948, following incorporation into the City of Sydney. Currently used as a community venue.</p>	<p>Ambrose Thornley (1880 building); Ambrose Thorley Junior (1889-1890 addition).</p>	 <p>http://www.environment.gov.au/cgi-bin/heritage/photodb/imagesearch.pl?proc=detail;ba_rcode_no=rt48559, Daryl Chapman photograph.</p>
<p>Redfern Incorporated in 1859</p>	<p>Municipal chambers, 1870. Seat of Redfern Council until 1948, following incorporation into the City of Sydney. Currently used for community purposes.</p>	<p>George Allen Mansfield</p>	 <p>SLNSW a089727, Charles Pickering photograph.</p>
<p>Balmain Incorporated in 1860</p>	<p>1881 – council chambers and offices; town hall additions 1888. Currently used as a community venue.</p>	<p>James McDonald (1881), Edward H Buchanan (1888)</p>	 <p><i>Australian Town & Country Journal</i>, 8 September 1888</p>
<p>Paddington Incorporated in 1860</p>	<p>1866; replaced by present building 1891. Currently used as a community venue.</p>	<p>Thomas Rowe (1866 building); John Edward Kemp (1891 building)</p>	

Council	Town Hall / Council Chambers History	Architect	Image
<p>Paddington Incorporated in 1860</p>	 <p>1866 council chambers. Woollahra Library Paddington TH 1866.</p>		 <p>City of Sydney Archives Unique ID A-00014324</p>
<p>Woollahra Incorporated in 1860</p>	<p>1864; Council relocated to Redleaf in 1947. The building is occupied by the Goethe Institute.</p>	<p>Harold Brees (attributed)</p>	 <p>Woollahra Library</p>
<p>Waterloo Incorporated in 1860</p>	<p>1881. Council amalgamated with the City of Sydney in 1948. Currently used as a municipal library. Verandahs removed at some time.</p>	<p>John Smedley</p>	 <p>City of Sydney Archives Unique ID A-00033194</p>
<p>St Leonards East Incorporated in 1860</p>	<p>Council chambers, 1886. The Borough merged with the Borough of St Leonards (1867) and the Borough of Victoria (1871) to form the Borough of North Sydney in July 1890. North Sydney used it until 1926. Since demolished.</p>	<p>Walter Liberty Vernon</p>	 <p>Stanton Library LH REF PF105</p>

Council	Town Hall / Council Chambers History	Architect	Image
<p>Hunters Hill Incorporated in 1861</p>	<p>Opening in January 1866, Enlarged in 1902-1903, Eastern wing added 1938, which included a council chamber. Museum wing added 1967. Rebuilt after a fire in 1978, opening in July 1980. Still serves as a town hall</p>	<p>C Mayes</p>	 <p>http://www.environment.gov.au/cgi-bin/heritage/photodb/imagesearch.pl?proc=detail;barcode_no=rt49763Darryl Chapman photograph</p>
<p>Marrickville Incorporated in 1861</p>	<p>1879, subsequently enlarged; new town hall on a different site, 1922. The 1879 town hall became part of Marrickville Public School. Now a cultural and community centre.</p>	<p>John Despointes (1879)</p>	 <p>Marrickville Library BRN: 227135</p>
<p>Camperdown Incorporated in 1862</p>	<p>1887 Became Camperdown Ward of City of Sydney in 1908. The town hall was demolished in 1917.</p>	<p>W Martin</p>	 <p>City of Sydney Archives Unique ID A-00036794</p>
<p>Newtown Incorporated in 1862.</p>	<p>Circa 1863; former School of Arts acquired by Newtown Council in 1868 although used as a council chamber by 1863. Façade replaced in 1936. Newtown Council with the City of Sydney in 1948. Currently used by community groups.</p>	<p>Frederick Holland.</p>	 <p>City of Sydney Archives Unique ID A-00014156</p>

Council	Town Hall / Council Chambers History	Architect	Image
<p>Darlington Incorporated in 1864</p>	<p>1879; enlarged 1925; demolished in 1975.</p>	<p>A L Elphinstone (1879 building)</p>	 <p>1925 façade National Library of Australia</p>
<p>North Willoughby (later Willoughby) Incorporated in 1865.</p>	<p>North Willoughby Council occupied local School of Arts 1877-1903. Relocation to purpose designed building, 1903. Demolished 1969, replaced by new building.</p>	<p>Byera Hadley</p>	 <p>Pinterest</p>
<p>Alexandria Incorporated in 1868</p>	<p>1881. Major alterations 1928. Merged with the City of Sydney in 1948. Now a community venue.</p>	<p>Ferdinand Reuss Senior</p>	
<p>Ryde Incorporated in 1870</p>	<p>Occupied various buildings initially; town hall 1903; new council chambers built alongside, 1922. Council occupied a new building on another site from 1964 and civic hall 1970; demolished.</p>	<p>Varney Parkes</p>	 <p>SLNSW ON30/864, A Foster photograph.</p>
<p>Ashfield Incorporated in 1871</p>	<p>1891; enlarged 1907; extensively remodelled 1936; subsequently demolished.</p>	<p>Ramsay & Weeks</p>	 <p>https://historicphotos.com.au/collections/town-hall</p>

Council	Town Hall / Council Chambers History	Architect	Image
<p>Five Dock Incorporated in 1871</p>	<p>1885.</p>		 <p>https://canadabayheritage.asn.au/five-dock-1888/</p>
<p>Leichhardt Incorporated in 1871</p>	<p>1888. Now used as a community centre.</p>	<p>Drake & Walcott</p>	 <p>National Museum of Australia</p>
<p>Penrith Incorporated in 1871</p>	<p>Council chambers 1881; new town hall 1959</p>	<p>David McBeath</p>	 <p>Penrith Library Reference No PL00035</p>
<p>Petersham Incorporated in 1871</p>	<p>Town hall 1882; demolished and replaced with new town hall 1938</p>	<p>Thomas Rowe (1882)</p>	 <p>National Museum of Australia</p>
<p>West Botany (later Rockdale) Incorporated in 1871</p>	<p>Council chamber in Arncliffe, 1872; town hall in Rockdale 1888, demolished and replaced by existing town hall in 1940</p>	<p>Ernest A Scott (1888)</p>	 <p>Bayside Library</p>

Council	Town Hall / Council Chambers History	Architect	Image
<p>St Peters Incorporated in 1871</p>	<p>1878, demolished circa 1926; new town hall 1927. Seat of council until 1948, still maintains community use.</p>		 <p>First St Peter's Town Hall https://stpeterscooksriverhistory.wordpress.com/2013/01/02/19th-century-cooks-river-calendar/</p>
<p>Erskineville Incorporated in 1872</p>	<p>1890; new town hall completed 1938</p>	<p>Drake & Walcott</p>	
<p>Liverpool Incorporated in 187</p>	<p>1881; replaced 1939</p>	<p>Townley & Smedley (1881);</p>	 <p>Liverpool Library Reference number: HL000535.Digital</p>
<p>Prospect-Sherwood Incorporated in 1872</p>	<p>Council chambers 1887; new town hall 1915</p>	<p>B Weaver</p>	
<p>Burwood Incorporated in 1874</p>	<p>Council chambers, 1887</p>	<p>Sheerin & Hennessy</p>	 <p>SLNSW d1_07485h</p>
<p>Manly Incorporated in 1877</p>	<p>Temporary premises until 1909 when house called Llangollen purchased; permanent town hall opened in 1937</p>	<p>Trenchard Smith & Maisey</p>	

Council	Town Hall / Council Chambers History	Architect	Image
<p>Canterbury Incorporated in 1879</p>	<p>1889; demolished 1963.</p>	<p>Walter H Monckton</p>	 <p>SLNSW, William Henry Broadhurst photograph.</p>
<p>Strathfield Incorporated in 1885</p>	<p>Council Chambers 1887 Town Hall attached to Council Chambers 1923</p>	<p>John Sulman (Blackmann & Sulman) Kent & Massie</p>	 <p>SLNSW a6941011h, A E Foster photograph</p>
<p>North Botany Incorporated in 1888; renamed Mascot in 1911.</p>	<p>1890; Coronation Hall built 1911 and new council chambers built 1929. The buildings remained the council seat until amalgamation in 1948 and was demolished in the 1970s, to be replaced by a new town hall</p>	<p>C Hawkins</p>	 <p>National Library of Australia nla.obj-160044877-1</p>
<p>Rookwood Incorporated in 1891; renamed Lidcombe 1913.</p>	<p>1897; Lidcombe Town Hall from 1913. Since demolished.</p>	<p>J B Alderson? Varney Parkes?</p>	 <p>National Musuem of Australia</p>

Council	Town Hall / Council Chambers History	Architect	Image
Annandale Incorporated in 1894.	Council chambers 1899. Merge with Leichhardt in 1948; building became council depot. Since 1980 the Annandale Community Centre.	J W Richards	 <p>http://localnotes.net.au/?page_id=4525</p>

Further comparison can be made from examining other town halls within the present City of Parramatta.:

Council & date of Incorporation	Date of Town Hall/Council Chambers	Architect	Image
Parramatta Incorporated in 1862	1883	Mansfield Brothers	 <p>National Museum of Australia</p>
Granville Incorporated in 1885	Council chambers 1889, town hall 1900	Charles Harding (council chambers); James Whitmore Hill (town hall). Granville merged with Parramatta in 1949, used for council meetings until 1958. Presently used for community purposes.	 <p>Parramatta Local Studies Library LSP00387</p>

Dundas	1890;	Walter H
Incorporated in	additions in	Monkton
1889	1918 and	(1890 section).
	1938.	
	Building	
	converted to	
	residential	
	use in 2003.	
Ermington and Rydalmere	Purchase by	Walter H
Incorporated in	council of the	Monckton
1891	Rydalmere	
	School of	
	Arts, 1898;	
	demolished	

4.3 Conclusions

Parramatta Town Hall is one of a relatively large number of town halls erected across suburban Sydney during the 1880s following the passage of legislation that allowed local government instrumentalities to borrow finance. Like many of them, it was built in stages, characteristically council chambers followed by the town hall. The building is relatively modest in scale compared to some of its contemporaries, particularly those sporting towers that would have been prominent local landmarks.

Parramatta Town Hall has a characteristically Victorian Free Classical style appearance. It is typical in terms of the spaces contained within the building and their location s relative to each other. As with the majority of town halls constructed during the last third of the nineteenth century it no longer fulfils its original functions but is dedicated to community use.

5 ASSESSMENT OF CULTURAL SIGNIFICANCE

5.1 Introduction

The concept of “cultural significance” embraces the values of places or items to the community, which cannot be expressed in financial terms alone. Assessment of cultural significance endeavours to establish why a place or item is considered important and valued by the community. Significance, therefore, is embodied in the fabric of the place, including the setting, the records associated with the place and the response that the place evokes in the community.

5.2 Previous assessments

The following statement of heritage significance has been extracted from the State Heritage Inventory database entry for “Parramatta Town Hall (and potential archaeological site)” (SHI database number 2240102):

Parramatta Town Hall is of significance for the local area for historical and aesthetic reasons, as a representative (locally unique) example of its type, and as a major local landmark. The building provides evidence of local Parramatta initiatives separate from Sydney and evidence of role of local government. Site possesses the potential to contribute to an understanding of early urban development in Parramatta.

5.3 Basis of Assessment

In assessing the cultural significance of a place, it is necessary to adequately research and consider all the information relevant to an understanding of the place and its fabric. The *Burra Charter* (1999) defines the cultural significance as being “aesthetic, historic, scientific or social value for past, present or future generations”.

The assessment of cultural significance is undertaken because it is necessary to understand the values of a heritage item before making decisions about the future of the item. This then leads to decisions that will retain these heritage values in the future.¹⁶⁹

The ‘Statement of Significance’ indicates what heritage values of a place should be conserved and is used as a basis for the formulation of specific guidelines for the development of conservation policies of a place. *The Conservation Plan* by J. S. Kerr (fifth edition, 2000, National Trust), considers the following three criteria as a useful starting point in assessing the nature of significance:

- ability to demonstrate a process, a custom or style;
- associational (historic) links for which there is or is not surviving physical evidence; and
- formal or aesthetic qualities.

5.4 Assessment of significance

The following assessment of heritage significance uses the framework for the assessment of significance advocated by the NSW Heritage Office in the guidelines included in the NSW Heritage Manual. In this framework places are assessed in accordance with the defined criteria set out below.

¹⁶⁹ NSW Heritage Manual, *Assessing Heritage Significance*, 2000, p.2

Aboriginal archaeological assessments have been extracted from Niche Environment and Heritage, *Aboriginal Cultural Heritage Assessment Report "7PS" 7 Parramatta Square, 182-184 Church Street, Parramatta NSW 2150*, 16 December 2019.

Historical archaeological assessments have been extracted from Casey & Lowe, *7 Parramatta Square, Parramatta Town Hall, Parramatta Historical Archaeological Impact Statement, Research Design and S140 Application*, November 2019.

Criterion A An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area). [Historical Significance]

The development of the Parramatta Town Hall and its site is closely associated with the development of Parramatta, and the evolution of Local Government of N.S.W. The site was originally the marketplace of the town of Parramatta, located at the centre of the town.

The aldermen and mayor met in the Council Chambers from 1881 until the amalgamation of the Parramatta and Granville local government areas c.1948. Various Council offices remained in the Council Chambers until the early 1990's. As the role and responsibilities of local government expanded, offices and divisions of the Council would outgrow the Council Chambers until they were relocated to new buildings on the site (1958 Administration Building) or near the site (the Public Library and Darcy Street Offices).

The Parramatta Town Hall has been used throughout its history as a venue for amateur drama and musical productions. Many talented local and regional musicians and actors commenced their careers in this Hall, including Ada Dryden (nee Coltery), the Maling Family of musicians, Inez Bensusan and Chips Rafferty.

The Parramatta Musical Comedy company commenced in 1950 and held every show in the Hall. The City of Parramatta Eisteddfod was held every year in the Hall. Other long term community users of the Hall include Parramatta Dramatic Society and the City Band. The Parramatta Town Hall was the venue and backdrop for the Parramatta Sesquicentary Celebrations of 1938.

The Parramatta Town Hall was the Seat of Local Government for much of the early period of the development of Parramatta and, as such, became a focus and exemplar of local initiatives to create a community identity separate from nearby Sydney.

The Parramatta Free Public Library was housed in the Parramatta Council Chambers building at the time of its opening. The Parramatta Library, in its different guises has been housed in different parts of the Town Hall in the intervening years, most recently in the Jubilee Hall until the new Public Library Building was completed c.1950.

Historical archaeological assessment

The land within the study area has the potential to contain archaeological remains dating from the early settlement of Parramatta, through to its development and expansion and its eventual urbanisation during the 19th and early 20th centuries. The site was the scene of important activities central to the development of relations between black and white colonial Australia with the Annual Conference of the Aboriginal tribes and the Governor. During the early colonial period it was an important Market Place (1813-1870s) for trading of goods produced within the Parramatta area. It was part of the open space associated with the early and also the amended layout of Parramatta and the building of St John's church (now cathedral). There are some remains of outbuildings from the late 19th and early and late 20th centuries associated with the later Methodist church. The main post-1788 uses of this area are use as the market and the Market building and

the ephemeral archaeology of the siting of the Aboriginal Conference. Most other archaeology is ephemeral and associated with rear yard activities or fence lines for the pound and the pond. These remains have the ability to represent the changing nature of Parramatta's settlement throughout the 19th century, including commercial and residential activities and the changing pattern of urban structures.

The item meets this criterion at a **State** level.

Criterion B *An item has strong or special association with the life or works of a person, or group of persons, of importance to NSW's cultural or natural history (or the cultural or natural history of the local area). [Associative Significance]*

The Parramatta Town Hall is significant due to its association with the Architect G.A. Mansfield. The Council Chambers (1881) and the Town Hall (1883) were designed by Mansfield Brothers, architects. G.A. Mansfield (1834 – 1908) was connected with many of the largest building enterprises of the time including Prince Alfred Hospital, the original Australia Hotel, the first offices of the Mutual Provident Society, and a classroom block at Sydney Grammar School (1876). He was the first President of the Institute of Architects of New South Wales.

Historical archaeological assessment

The archaeological remains within the study area are likely to be associated with early convicts, emancipists and those who came free. The Town Drain which crosses through the area was most likely built by convicts labour as part of a local government construction program to manage the flooding of this part of Parramatta. The alignment of Church Street was established in 1790 by Governor Phillip and Surveyor Augustus Alt and this line has been maintained for 225 years and is an important element of the original town plan of Parramatta. In addition, this alignment was more formally established by Governor Macquarie and reflects the interests of Governor and Mrs Macquarie and the burgeoning township during his administration.

The Annual Meeting site is also associated with Governor Macquarie's views relating to Aboriginal peoples as well as subsequent governors. In addition, the establishment of the market place was part of his practices to make the lives of emancipated convicts better and provided the basis for the development of a free society. Augustus Earle's 1826 painting (Figure 2.26) depicts Governor Darling and officers among semi-circular rows of Aborigines seated on the ground, some with bowls in front of them. Various men are opening up boxes to distribute their contents while well-dressed crowds were being held back by temporary barricades. Around the semi-circle are at least four Aboriginal men seated on chairs and holding a long stick, possibly a walking stick. Some wear British clothing to denote their rank, and include one on the right who appears to be Bungaree, Chief of the Broken Bay tribes, as this man is shown in a red officer's uniform jacket and cocked hat which was a costume frequently worn by Bungaree. Earle's painting suggests the focus of the annual meeting was in the Market Place with the original market building to the left and St John's church to the west. The crowds of well-dressed people were located within Church Street.

The association of this site with Aboriginal people and key events in white and black relation in early NSW. These activities were quite profound and are only partially understood and is dealt with in more detail in the Aboriginal Assessment and consultation for the site. There may be individual Aboriginal people who have a strong association with this site.

The item meets this criterion at a **State** level.

Criterion C *An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area). [Aesthetic Significance]*

The Parramatta Town Hall is a largely intact example of a Victorian Free Classical style local government building, with features typical of Town Hall buildings in the Cumberland Plains region from the 1870s to the 1890s.

The Parramatta Town Hall is a major element of the Church Street townscape, comprising a collection of 19th and 20th century buildings, and a focus within the City of Parramatta.

The Parramatta Town Hall is significant as an example of an intact local government building in a sympathetic urban environment. The Town Hall has the character of a small-town local government building. It has retained its character, building fabric and urban setting despite the rapid growth of the City of Parramatta.

The massing and siting of the Parramatta Town Hall is complementary to St Johns Pro-Cathedral across the Church Street Pedestrian Mall and together they form an urban space of considerable community amenity.

The clerestory and raked ceiling of the Jubilee Hall demonstrate some degree of technical achievement.

Aboriginal archaeological assessment

Civic Place PAD (AHI MS ID#4 5- 6-2686) no longer retains aesthetic value associated with its pre-contact values due to the degree of modern land use and disturbance.

Historical archaeological assessment

The remains within the study area have no potential for aesthetic significance. As acknowledged in the Parramatta Historical Archaeology and Landscape Management Study, 'the archaeological resources of this Archaeological Management Unit have no known aesthetic significance although it is recognised that exposed in situ archaeological remains may have distinctive/attractive visual qualities'. While archaeological remains may have aesthetic value, mostly through their novelty and age, they are not 'important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW'. Their aesthetic values are more by accident than design.

The item meets this criterion at a **Local** level.

Criterion D *An item has strong or special associations with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons. [Social Significance]*

The archaeological remains within the study area may have an association with local community groups but it is not expected to be particularly strong.

The social significance of Parramatta Town Hall was not formally assessed during the preparation of this CMP through community consultation. However, considerable public consultation was undertaken as part of developing the 2003 CMP. The analysis of Social Significance focused on the value of Civic Place to the current community.

Context Pty Ltd undertook an analysis and wrote a Statement of Social Significance for the site. The analysis of significance in this report noted, 'the strongest themes...was a belief that Civic Place is important to Parramatta's history and that it is valued as a 'social' space for meeting friends and community activities'. Thirty-eight respondents valued the heritage buildings generally and the Town Hall and St John's Church specifically.

In the analysis of significance the consultants expressed the value of the heritage precinct as possessing a 'sense of history' both in terms of the history of NSW and personal histories.

Comments included:

For me, Civic Place is important historically and for charity stalls. It was here the first market place was held.

For me, Civic place is a great place, especially historically – there is a lot of history behind Civic Place.

...historically, Civic Centre is the heart of Parramatta and should be retained. The importance that Para is the beginning of the colony and should not be forgotten.

For me, Civic Place is the history of Parramatta. Part of the history of the people who live here.¹⁷⁰

The valuing of historic and landmark buildings related also to the 'sense of atmosphere' they imparted to Civic Place.

The following Statement of Social Significance was written about the place for the 2004 CMP:

Parramatta Civic Place is of strong and special significance to Parramatta people. When visiting Civic Place, people experience a sense of history, a sense of community and a sense of atmosphere. These experiences link them to pasts both civic and personal, as well as to other people. Civic Place is significant because it is a focus for the Parramatta community.

Civic Place is considered to be of exceptional social significance because of its long community use as a civic centre. The original intention of Civic Place as civic centre, market and community meeting place continues in patterns of use and value to this day. This combination of civic services and public spaces does not appear to be replicated elsewhere in Parramatta and is highly valued by the community. Parramatta people feel a sense of linkage with this history and experience a strong sense of community in the open spaces of the precinct. Parramatta Civic Place would appear to represent a rare and treasured combination of public and private use.

Despite its national importance as a heritage place, there is clear sense that Parramatta Civic Place is a place for local Parramatta people. It is an intimate place, 'the heart of Parramatta' and the community's attachment to this place is reflected in the pleasure they take in the built environment, the relaxed atmosphere and other people.¹⁷¹

While clearly the analysis and statement of significance addressed the social values of the built environment and its heritage, it does not specifically seek to address the archaeological or research values of the site, either indigenous or non-indigenous. Clearly the Civic Place site, with its associations with the Annual Feast for the Aborigines, has exceptional significance for local and regional Aboriginal communities. It was a place

¹⁷⁰ Context Pty Ltd, *Parramatta Civic Place Social Significance Study*, 2003.

¹⁷¹ Hill Thalys Architecture + Urban Projects and Design 5 Architects, Conservation Management Plan 2004, p.50.

of connection between the disintegrating communities and for obtaining access to British goods. The importance of this social value to the indigenous community needs to be further assessed.

The item meets this criterion at a **Local** level.

Criterion E *An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area). [Research Potential]*

The site of the Parramatta Town Hall has been classified as having archaeological potential by the Parramatta LEP 1989 (City Centre) and the Draft Parramatta LEP 1996 (Heritage and Conservation).

The site is significant as it has potential to contribute to an understanding of early urban development in Parramatta, due to the site's former uses as a marketplace, and as the venue for an annual feast for local aborigines.

Aboriginal archaeological assessment

The portion of Civic Place PAD (AHIMS ID#45-6 -2686) is highly disturbed with discrete and truncated A2 soil profiles containing low densities of stone artefacts. The absence of dateable profiles, limited diagnostic tool types, low densities of stone artefacts, absence of post-contact objects and low integrity of deposits all indicate that the preservation is relatively low and therefore research values for this portion of the Aboriginal cultural heritage site are moderate. However, there is research potential for Civic Place PAD through possible archaeological evidence and connectedness with other sites in the archaeological landscape, specifically the early Market Place and/or 'Native Conferences'/feasts, and archaeological evidence would therefore be considered to be of State significance.

Civic Place PAD (AHIMS 10#45-6-2686) is considered to have exceptional educational values due to its existing archaeological assemblage recovered across 1PS, 2PS, 3PS and 5PS and its association with the Native Conferences and Aboriginal civic life post-contact, and to provide important educational opportunities to demonstrate Aboriginal history and values.

In terms of tangible material recovered from the portion of Civic Place PAD (AHIMS 1D#45 -6 -2686) within 7PS, this portion of the site does retain different or complementary educational values to those collections already recovered across Parramatta Square. As such, the archaeological deposits and objects have educational potential.

Historical archaeological assessment

Parramatta Square contains extensive archaeological remains associated with the development of the study area from the 1810s to the early 20th century. The archaeological potential of Parramatta Square is outlined below with relevant archaeology to the study area:

- Six civic and market buildings and structures associated with the market and Pound;
- Some potential for remains of ephemeral events associated with the Annual Feasts and the disposal of rubbish from these feasts;
- Evidence for contact between Aboriginal groups and the British settlers;
- The Town Drain.

The archaeological recording and analysis of these remains has the ability to address an extensive range of research questions. The most relevant to Parramatta Square are:

Convict and free life in colonial Parramatta:

- What differences were there between the lives of free and forced or institutionalized settlers?
- How did the deprivations of a frontier life alter the way in which free [people lived in early colonial Parramatta?
- Nature of early agricultural practices. Address this issue through both the analysis of archaeological features as well as through analysis of early pottery and pollen samples.
- Evidence associated with the occupation of this site by the known individuals may reveal interesting insights into family patterns and behavior.
- Consumption and commerce in colonial Parramatta:
 - How does it link into issues associated with local, regional and global economies?
 - What does it tell us about cultural and social practices in colonial Parramatta, relating to lifeways, diet and other issues associated with consumption?
 - How do patterns of consumption further our understanding of how early residents of Parramatta used material culture in the construction of personal and group identity?

Landscape of colonial Parramatta:

- How does the evidence from this site feed into the current perceptions of the convict period landscape of Parramatta? Other issues to be considered are resistance to the way in which control manifested itself in the landscape and in daily life. Issues of power are central to the expression of landscapes of control.
- Evidence for the pre-European landscape and how it was used by both Aboriginal and British people. The nature and effect of modification of the pre-European landscape.
- Remaking of the landscape - the social, cultural and political context and how it was manifest in this landscape. Are many of the same issues influencing the way in which the landscape was formed similar to those which affected the Sydney Domain? This is much more likely due to the relationship of St John's church to the site and how the Macquaries remade the colonial landscape.
- Order and amenity: is the layout of houses and other structures the result of cultural and social practices? What was the role of these practices in changing the landscape and modifying people's behaviour?

Other relevant questions

There may be types of remains that would be encountered that may be able to address other research questions. These could include:

- Do we have evidence for early semi-industrial and work practices associated with the archaeological remains? How are they different, what do they say about early practices?
- Evidence for Aboriginal and British peoples' activities and contact during early settlement.

It should be noted that the archaeological evidence may provide us with a range of information we are not expecting, and the research questions are likely to evolve depending upon the type of evidence and artefacts found at the site.

The item may meet this criterion at a **Local** level.

Criterion F *An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area). [Rarity]*

Parramatta Town Hall is one of a number of Free Classical style town halls built in suburban Sydney during the last quarter of the nineteenth century that are still used by local communities. In terms of its architecture and uses the building is not rare.

Aboriginal archaeological assessment

Parramatta Square is a significant contact site. It was the site of the Native Conferences instituted by Governor Macquarie which were held in the former Market Place. Civic Place PAD (AHIMS 10#45 - 6-2686) is considered, as a whole, to have rare values due to its association with the Native Institute however no material evidence of this association has been demonstrated within the portion of the Aboriginal cultural heritage site that falls within 7PS.

European archaeological assessment

Aspects of the remains within Parramatta Square are considered to be rare, notably those sites that are present prior to 1823 and therefore shown on the 1823 plan. Other rare remains include those associated with:

- The Annual Feasts.
- The early operation of the Market Place and its buildings.
- The early church buildings.

Parramatta Town Hall meets this criterion at a **State** level (archaeology) and **Local** level (Parramatta Town Hall).

Criterion G *An item is important in demonstrating the principal characteristics of a class of NSW's (or the local area's) cultural or natural places; or cultural or natural environments. [Representative]*

Parramatta Town Hall is representative of town halls constructed across suburban Sydney during the last quarter of the nineteenth century.

Aboriginal archaeological assessment

The conservation objective which underwrites the 'representativeness' criteria is that such a sample should be conserved. Samples of archaeological deposits and Aboriginal objects have been collected and conserved across Civic Place PAD (AHIMS 10#4 5 -6 -2686) through I Parramatta Square (PS), 3PS, 5PS (4PS) and 7PS. The material observed during the test excavation is consistent with previously recovered assemblages at Parramatta Square. Conservation of land or objects within 7PS would add to a representative sample of the archaeological resource of the local area.

Historical archaeological assessment

The 19th century archaeological remains of Parramatta square are considered to be representative of NSW's cultural places. As a group they represent a range of social and cultural places which could be found in the heart of all early colonial townships and throughout these townships. They represent a continuity of social and cultural practice for more than 150 years.

The item meets this criterion at a **Local** level.

Integrity/Intactness

Parramatta Town Hall has a relatively high level of integrity and intactness, particularly in the building's common areas.

The Parramatta Town Hall is largely structurally intact due to adequate maintenance and in spite of many intrusive interventions to the building. The Church Street facade is largely intact, and the main spaces of the interior can still be appreciated in their general original form.

Historical archaeological assessment

The site has a basement which will have removed all archaeology within its footprint. There are impacts from services within the 1813 Market building and also within the site generally. There are impacts from services within the 1813 Market building and also within the site generally. There is likely to be fill in the eastern area where the site falls down towards the creek line. As found in PS3 the site was filled to raise the level of the creek. The remains of the town Drain within this site is likely to be within a creek line. Archaeology of the drain suggests that the capping of the drain is quite shallow, just below the surface and easily found. It is no longer connected into the existing stormwater system. Various videos show that the drain is typically undergoing partial collapse and that the capping may have been replaced by concrete slabs. The filling along the creek line means that archaeology within the creek line will be buried and protected by fills. Within PS3 the fill within the creek line buries the archaeology which therefore survives below most services, except for stormwater and sewer lines. Generally, the integrity of the archaeology within PS4, outside the basement is medium to high potential with some sections of higher potential. The archaeological potential of the Town Hall site is mostly high except for the site of the Red Cross Tea Rooms which is medium. The archaeology of the Annual meetings is likely to be ephemeral and difficult to recognise but may be present in the form of rubbish deposits, artefact scatters or specific relics.

5.5 Heritage Themes

Historical themes set out by the Heritage Council of New South Wales in the document New South Wales Historical Themes (4 October 2001) tabulate the correlation of national, state and local themes with annotations and examples. The themes can provide a context within which the cultural and heritage significance of an item can be understood, assessed and compared. Relevant historical themes that are demonstrated by Parramatta Town Hall are noted in this section of the CMP.

Australian theme	New South Wales theme	Local theme
Peopling Australia	Aboriginal cultures and interactions with other cultures	Activities associated with maintaining interactions demonstrating race relations: the Parramatta Market Place was the location of the Annual Feast hosted by the Governor for surrounding Aboriginal groups. The Annual Feast, also known as the Native Conference, was a major event in the history of relations between Aboriginal people and the Colonial leadership of New South Wales.
Developing local, regional and national economies	Commerce	The Parramatta Market Place was inaugurated by Governor Macquarie in 1813. In March 1813, the first fair in New South Wales was held on the grounds for the sale of horses, cattle and sheep. It was also a significant Aboriginal ration/blanket distribution point, which took place at the fair from 1814.
Building settlements, towns and cities	Towns suburbs and villages	Civic centre, subdivision pattern, urban square, market place,
Governing	Government and administration	Town hall/municipal chamber
Developing Australia's cultural life	Creative endeavour	Activities associated with the production of literary, artistic, architectural works: representative example of Victorian Free Classical architecture, exemplar of Victorian era town hall
Developing Australia's cultural life	Leisure	Activities associated with recreation and relaxation. The town hall was the setting for balls, concerts, theatrical performances, fund-raising events and public meetings.
Developing Australia's cultural life	Social institutions	Activities and organisational arrangements for the provision of social activities: Parramatta Town Hall was able to facilitate social activities through the provision of a public hall and public library.

Australian theme	New South Wales theme	Local theme
		The Red Cross has had a long-term association with the Town Hall site through its management of the Red Cross Tea Rooms and social functions held in the town hall during World War II
Phases of Life - Marking the phases of life	Persons	Activities of, and associations with, identifiable individuals, families and communal groups- architects Mansfield Brothers, James Whitmore Hill Benjamin Dunsmore McDonald.

5.6 Statement of Cultural Significance

Parramatta Town Hall

The Parramatta Town Hall demonstrates the longevity and success of one of the older local government organisations in Australia. The building is a good example of the work of influential architect George Allen Mansfield and is representative of council chambers and town halls constructed in NSW from the 1880s to the 1930s. The Parramatta Town Hall is a major element in the Church Street townscape, one of the finest townscape compositions in metropolitan Sydney.

The Parramatta Town Hall has been associated with persons and events involved in the development of the City of Parramatta and is closely associated with the evolution of the system of local government in New South Wales. It is considered to have a high level of social significance.

Aboriginal archaeology of the Town Hall site

The Parramatta area is highly significant to the Darug people due to the evidence of continued occupation within and surrounding the area. This occupation has resulted in an interrelated suite of tangible and intangible cultural sites, resources sites, flora and fauna forming a significant Aboriginal (Darug) landscape. Parramatta is highly significant to the Darug Nation due to the connections to culture through sites, stories, boundaries, meeting places and the resources that were available for thousands of years in this area (Comber 2013: 24).

Consultation with representatives of the Aboriginal community indicates that Parramatta Square is exceptionally important to the local and broader Aboriginal community. Civic Place PAD provides evidence of Aboriginal occupation representing life prior European arrival and provides a direct link to their ancestors. Parramatta Square is close to the site of the former Market Place where Governor Macquarie's annual feast was held and is near the Native Institute. Both sites are significant to the members of the Darug community who are descendants from people who attended the annual feast and Native Institute (Comber 2013: 27). The policies that led to the Stolen Generation began outside the Parramatta Town Hall in 1810 through the Assimilation Policy (1810-1825) and were the location of Macquarie and Shelley's Native Institute where Aboriginal children were not taught their language, lore and culture. The lasting effects of the Stolen Generation have been profound throughout Australia, and the consequences of which have rippled into the 1970s and present day generations. These events and locations are a significant and exceptional aspect of Australia's history,

The Subject Area and its material evidence provide important educational opportunities to demonstrate Aboriginal history and values.

Parramatta Square is exceptionally significant because it represents significant aspects of Aboriginal contact history, such as the annual conference or feast. The policies that led to the Stolen Generation began outside the Parramatta Town Hall in 1810 through the Assimilation Policy (1810-1825) and were the location of Macquarie and Shelley's Native Institute where Aboriginal children were not taught their language, lore and culture. The lasting effects of the Stolen Generation have been profound throughout Australia, and the consequences of which have rippled into the 1970s and present day generations. These events and locations are a significant and exceptional aspect of Australia's history. The Subject Area is considered to be of an archaeological resource of state significance (Comber 2013: 26).

The Subject Area contains one identified Aboriginal cultural heritage site, Civic Place PAD (AHIMS ID #45-6-2686). Civic Place PAD (AHIMS ID#45-6-2686) is an Aboriginal cultural heritage site of high social, cultural, scientific and conservation value. The portion of Civic Place PAD (AHIMS ID#45-6-2686) within 7PS contains

small numbers of low densities of Aboriginal objects, in truncated and intermittent A2 soil horizons. No material evidence of the Annual Feast, held by Governor Macquarie, was identified. The classes of objects recovered from the test excavation at 7PS were represented from assemblages recovered in other sections of Parramatta Square. The objects and raw material are consistent with those observed at Parramatta Square and across the wider Western Sydney area. The significance of these objects comes from their context as one part of the continuing story of Parramatta Square which is exceptionally significant because it represents major events and phases in Aboriginal Australia's history, from pre-European life, to the Annual Feasts held by Governor Macquarie, the impacts of government assimilation policies and the fight for Aboriginal rights and continuation of culture. Where the pre-European landscape is preserved at Parramatta Square, it provides important educational opportunities to demonstrate Aboriginal history and values.

European archaeology of the Town Hall site

The Town Hall site and 7PS have the potential to contain a range of archaeological remains with historical, social and research significance. These have the potential to represent the evolution of Parramatta from an agricultural settlement to an urban centre and include:

- Evidence of the environment immediately before and after the settlement by British colonists at Parramatta;
- Yard deposits associated with early leases (pre-1813);
- Structural remains from buildings at the Parramatta Market Place, including: fence lines, artefact scatters of early material related to these events and other uses of the site and possible surfaces;
- Early water management, including drainage channels, later refined as the Town Drain in the 1840s, ponds and features associated with Pound including fence lines, artefact scatters and possible sheds and other light-weight structures;
- Later yard deposits – both alluvial and imported fill, as well as remains associated with the circa 1881 Council Clerk's residence, including possible rubbish pits;
- Late 19th to mid-20th century sheds.

These potential remains, through archaeological excavation, recording, analysis and interpretation, have the ability to address a range of substantive research questions, notably those relating to the broad themes of:

- The modification and evolution of landscapes at Parramatta in particular and colonial landscapes in general;
- The lifeways of different households in both the early 19th century and also from the 1880s to 1950s, as expressed through their consumption of material culture (seen through domestic waste disposed of onsite);
- Interaction between Aboriginal and colonial society;
- The Market Place as a space where people bought and sold goods was a key part of colonial interaction in public spaces. The development of this can be seen in the commercial development of shops along Church Street, the main thoroughfare of Parramatta.

The archaeological remains are also associated with the standing heritage buildings on the site, particularly the Parramatta Town Hall. These have identified social attachment, and the archaeological remains are likely to possess aspects of these same social values. Also, although no specific consultation has been carried out for this report it has been undertaken as part of the Aboriginal Assessment and this site has strong social values associated with the use of the site for the Aboriginal Annual Feasts between 1814 and 1832.

The heritage-listed Parramatta Town Drain is associated with the convict period and is thought to have been constructed using convict labour circa 1840. It has technical significance as a well-known and relatively early example of large-scale public drainage works in Parramatta. Several sections of this drain have been removed by earlier developments in Parramatta. Similar drains are known elsewhere in NSW, which decreases the overall rarity and significance of the Parramatta Town Drain to be an item of local heritage significance.

The potential remains on the site are considered to have State and local significance as well as later 20th century footings and features which are considered not to reach the local significance threshold and therefore are not relics under the Heritage Act.

The potential archaeological remains date to the first decades of European settlement in Parramatta and have high historic and research values. They are of local and State significance.

State significance

- Market Building: mainly the 1813 building but some of the modifications of this building are also likely to be of State significance;
- The archaeology of the Aboriginal Annual Feasts within the Town Hall site has potential to be of State significance. The values of the archaeology on this area require testing.

Local significance

- The archaeology of later market buildings across area A.

5.7 Levels of significance

Ranking of Significance of Individual Areas and Elements

The significance of the individual elements of the building has been assessed and ranked to enable decisions on the future conservation and development of the site. The ranking has been based on the demonstrative ability of the existing fabric and its intactness or evocative quality. The specific areas and the individual elements such as walls, doors and windows are all ranked based on significance.

Ranking of the individual components of the subject site have been made as per below:

Grading of Significance	Justification for Grading
Exceptional	<p>Element that makes a direct and irreplaceable contribution to the overall heritage significance of Parramatta Hall. It will exhibit a high degree of integrity with any alterations of a minor nature and generally reversible.</p> <p>Demolition/removal or inappropriate alteration would substantially diminish the heritage significance of Parramatta Town Hall.</p>
High	<p>Element that makes a substantial contribution to the overall heritage significance of Parramatta Town Hall. It has alterations that do not detract from its significance.</p> <p>Demolition/removal or inappropriate alteration would diminish the heritage significance of Parramatta Town Hall.</p>
Moderate	<p>Element that makes a moderate contribution to the overall heritage significance of Parramatta Town Hall. It has undergone alteration that detracts from its heritage significance but still contributes to the overall significance of the place.</p> <p>Demolition/removal or inappropriate alteration may diminish the heritage significance of Parramatta Town Hall.</p>
Little	<p>Element that makes only a minor contribution to the overall heritage significance of Parramatta Hall. It has undergone substantial and irreversible alteration and is difficult to interpret.</p> <p>Demolition/removal would not diminish the heritage significance of Parramatta Town Hall.</p>
Intrusive	<p>Element (or component of an element) that adversely impacts on the overall heritage significance of Parramatta Town Hall.</p> <p>Demolition/removal would enhance the heritage significance Parramatta Town Hall.</p>

5.7.1 Council Chambers & Town Hall

The Parramatta Council Chambers and Town Hall (1881–1883) are of exceptional regional significance because:

- They are the original buildings of the Parramatta Town Hall;
- They are largely intact examples of Victorian local government buildings;
- They are associated with many important events and people in the development of Parramatta as an independent town, then city;
- They are good intact, examples of the work of the important nineteenth century architectural practice, Mansfield Brothers; and
- They are an architectural and civic focus of the Church Street Civic Building precinct.

5.7.2 Jubilee Hall

The Jubilee Hall is of high local significance because:

- Its structure (clerestory and raked ceiling) demonstrates technological innovation; and
- It has been associated with many local community gatherings and social occasions.

5.7.3 Significance of Internal Spaces and Spatial Qualities

Interiors considered of exceptional heritage significance:

- Meeting room & Office (G01 & G07)
- Entry Hall (G05)
- Stair Hall (G06)
- Strong Room (G04)
- Main Hall (G26)
- Verandah
- Upper Stair Hall (F05)
- Gallery Foyer (F04)
- Former Council Chambers and Refreshment Room (now Meeting Room F01)
- Gallery (F09)

Spaces considered of high heritage significance:

- Kitchenette (G03)
- Office (G15)
- Switch room (G14)
- Vestibule (G16)
- Corridor (G19)
- Hall No. 2 (G20) (Jubilee Hall)
- Office (F03) now part of F02
- Kitchenette (F02)
- Foyer (F06)

Spaces considered of moderate heritage significance:

- Store (G02)

- Caretaker (G09)
- Corridor (G13)
- 1932 Porch
- Lavatory (former office, Gardener's Lunchroom G10)
- Meeting Room (F08)

Spaces considered of little heritage significance:

- WC (G12)

Intrusive spaces and fitouts:

- Councillors' Room (G11) lavatory fit out
- WC (FO7)
- G10 lavatory fitout
- F02 kitchen fitout?

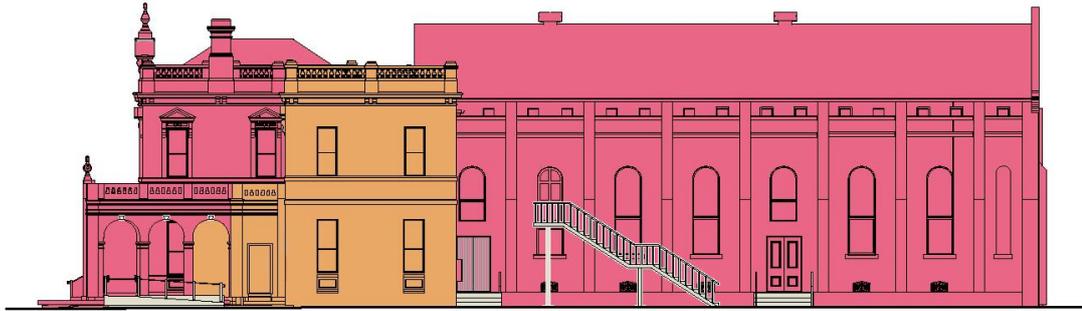
The cultural significance of the individual spaces of the Parramatta Town Hall are indicated on drawings 70, 71, 72, 73, 74 and 75.



70 Significance of elements of North elevation, not to scale.
Source: TKD Architects.



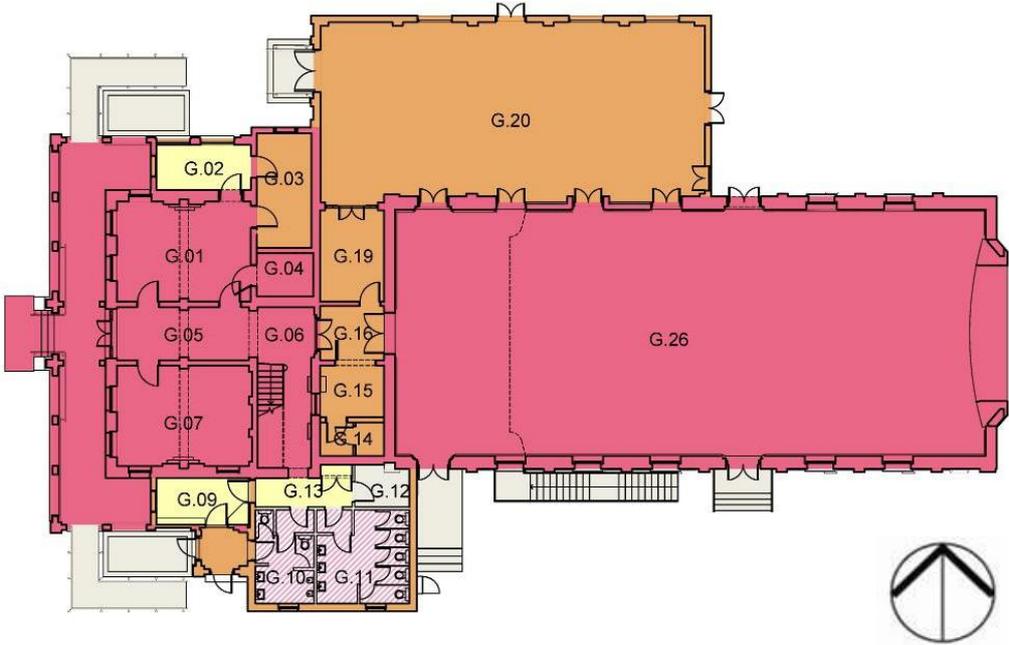
71 Significance of elements of East elevation of the 1932 southern addition., not to scale. Note the eastern elevation of the Main Hall is obscured by the construction of the new library building and has not been graded.
Source: TKD Architects.



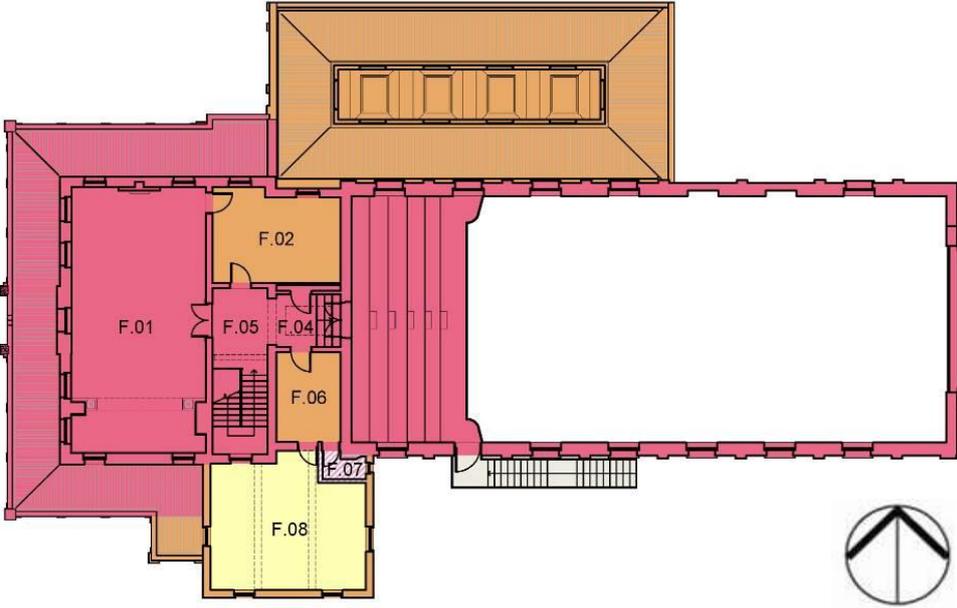
72 Significance of elements of South elevation, not to scale.
Source: TKD Architects.



73 Significance of elements of West elevation, not to scale.
Source: TKD Architects.



74 Significance of elements of Ground Floor, not to scale.
Source: TKD Architects.



75 Significance of elements of First Floor, not to scale.
Source: TKD Architects.

5.7.4 Significance of Elements

The various elements of Parramatta Town Hall have been graded according to their relative significance in the following schedule. Elements are presented as a type generally rather than room by room.

Landscape elements	
Garden beds	L
Concrete ramps	I
Exterior structures and elements	
Main Hall fire stair from gallery	L
Main Hall southern external concrete stairs	L
External stairs steel handrails [some early?]	L
Exterior decorative elements	
Neo-Renaissance style ground floor colonnade	E
Bracketed pediment label moulds	E
Decorative rendered balustrades	E
Broken segmental pediment in upper parapet	E
Decorative cast cement urns	E
Raised lettering to the parapet and rendered lettering under shield	E
Western façade shield	E
Stuccoed mouldings	E
Arched openings with rendered keystones	E
Dominant concrete lintels above openings in Jubilee Hall	H
Flagpole	M
Roof elements	
Materials and form (Council Chambers)	E
Materials and form (Town Hall)	E
Materials and form (1932 southern extension))	H
Materials and form (Jubilee Hall)	H
Main Hall large metal domes	E
Main Hall decorative timber bargeboard	E
Timber framed roof lantern to Jubilee Hall	H
Wall finishes	
Original hard plaster finishes	E
Original masonry, paint finish	E
Modern plasterboard infill walls	L
Modern finishes (tiling)	L
Exterior floors and floor finishes	
Verandah encaustic tiles	E
Verandah tactile indicators	I
Interior floors and floor finishes	
Vestibule encaustic tiles	H
Original Strong Room stone flooring (basalt)	E
Timber tongue and groove floorboards	E
Original c1932 linoleum	H
Modern linoleum	L
Modern floor finishes (tiles and carpet)	L
Ceilings	
Main Hall	E
Main Hall fibrous plaster ceiling under gallery	E

Jubilee Hall coffered ceiling, including recessed domes and perforated panels	H
Original lath and plaster ceilings	E
Fibrous plaster ceilings	E
Moulded plaster cornices	E
Fibrous plaster cornices	E
Timber cornices	H
Ceiling roses	E
1990s plasterboard ceilings	L
Original structural beams on engaged piers including decorative corbels	E
Timber boarded ceilings	E
Strong Room concrete arch vaulted ceiling	E
Timber joinery	
Cedar joinery generally (including timber wainscoting and original cupboards)	E
Timber gallery balustrade	E
Remnants of timber stage	E
Timber stair including decorative newel posts and balusters	E
F01 – timber podium, framed by turned timber columns on plinths	E
Original timber moulded skirtings	H
Original timber door and window architraves	H
Original timber picture rails	H
Timber cornices (F05)	M
Modern timber shelving	L
Doors and openings	
Original interior timber-panelled doors in clear finish including original hardware and fan-/sidelights (where applicable)	E
Strong room safe door, including brass plaques	E
Original openings: decorative arched openings	E
1990s openings and doors	L
Modern sheeting over of original openings	I
Original decorative etched glazing including themes and motifs	E
Modern obscure glazing (eg in reconstructed or modern fanlights)	L
Original thresholds (eg granite)	E
Windows and openings	
Jubilee Hall skylight	H
Gallery Foyer(F04) skylight, including louvred glazing	E
Main hall arched head windows including movable cedar rails for ventilation	E
Main Hall arched masonry - plaster embellished rendered architrave to window recesses	E
Jubilee Hall arched head windows	H
External security grilles to Jubilee Hall windows	L
Original timber double –hung windows in clear finish	E
Semi-circular timber hopper window	H
Blind window in G07	H
Cedar Venetian blinds	L
Original glazing (clear, obscure and rippled)	E
Decorative curtains	L

Fireplaces

Marble surround, mantle and hearth surround, cast iron insert and encaustic tiled hearth	E
Timber surrounds and mantles, stone hearths and cast iron inserts	E
Reconstructed fireplaces	H
Fittings and Fixtures	
Modern kitchen fitouts	L
Modern bathroom fitouts	L
Main Hall recessed ring pulls under corbels	E
Ventilation	
Cast iron galvanised grates in the base course	E
Decorative galvanised grates under windows	E
Hinged cedar flaps	E
Large gable end louvres	E
Main Hall large cast iron ceiling grates	E
Main Hall louvred ventilators in outer walls	E
Internal cast iron louvred 'hit and miss' wall vents	E
Lighting	
Suspended period style light fittings	L
Modern recessed downlights and fluorescent tube lighting	L
Services	
Modern fire hose reel cupboards (in original openings/joinery)	L
Decorative elements	
Pressed metal proscenium frame to former stage, including shield	E
Original decorative plaster elements generally	E
Decorative letter slot in door to porch	H
Decorative schemes	
Exterior colour scheme	M
Exterior lined and rendered ashlar wall finish	E
Interior colour scheme generally	M
Interior decorative stencil paint scheme	M
Exposed original decorative stencil paint scheme ('truth window')	E
Movable Heritage	
Not assessed	
Other	
Strong Room Time Capsule including plaque and plaque on verandah	M
Verandah time capsule plaque	I
Modern furniture	L
Original signage (eg door signage)	H
Modern signage (compliance etc.)	L

5.8 Heritage curtilage

5.8.1 Introduction

Heritage curtilage is defined in the NSW Heritage Office publication *Heritage Curtilages* as:

The area of land (including land covered by water) surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance.

It can apply to either:

- land which is integral to the heritage significance of items of the built heritage; or
- a precinct which includes buildings, works, relics, trees or places and their setting.

The term “heritage curtilage” is also used by the Heritage Council of NSW to describe the area listed on the State Heritage Register (SHR) or on a local environmental plan.

The heritage curtilage should contain all elements contributing to the heritage significance, conservation and interpretation of a place including (but not limited to):

- historic site boundaries.
- buildings and structures and their settings.
- functional and visual relationships between buildings and structures.
- important views to and from the place.
- any identified archaeological resources.
- historic and visual spatial relationships between buildings, structures, and grounds.

The NSW Heritage Office guidelines describe the following types of heritage curtilages that could be applicable to Parramatta Town Hall:

- Lot Boundary Heritage Curtilage, where the lot would adequately contain the heritage significance of the place, including buildings, gardens, and other significant features such as walls, fences and driveways that contribute to the heritage significance of the place.
- Expanded Heritage Curtilage, where an area larger than the lot boundary is required to retain the heritage significance of the place, including its landscape setting or visual catchment.

5.8.2 Heritage curtilage for Parramatta Town Hall

Lot Boundary Heritage Curtilage

The boundary for Lot 14 DP 1255419 of Parramatta Town Hall includes Centenary Square and Church Street to the west and Parramatta Square to the south.



76 Parramatta Town Hall Lot Boundary Heritage Curtilage.
Source: Google Maps with TKD Architects Overlay.



Expanded Heritage Curtilage

The expanded heritage curtilage of Parramatta Town Hall is defined by the Lot Boundary, combined with the wider setting. All significant elements and view corridors are included within this curtilage.



77 Parramatta Town Hall Expanded Heritage Curtilage.
Source: Google Maps with TKD Architects overlay



6 INFORMATION FOR CONSERVATION POLICY

6.1 Introduction

Conservation policies and recommendations for their implementation develop from an understanding of:

- the nature and level of significance of the building and of its contextual relationship with its surroundings.
- structural adequacy and the general condition of the fabric.
- the owner's requirements.
- uses which are both feasible and compatible with the retention of major aspects of significance.
- development constraints and opportunities in relation to the retention of the significance of the place: and
- statutory and other obligations.

Each of these parameters (constraints and opportunities) is discussed in the following sections.

6.2 Heritage significance

Parramatta Town Hall has local heritage significance. The building should be conserved for the future by appropriate actions and careful management that retains and enhances appreciation of its heritage significance. Original building fabric should be conserved and maintained. The majority of the internal spaces are of high significance and should be conserved and maintained except where fabric has been assessed as of little significance or intrusive. The building's relationship with its Church Street context should not be altered.

The building should continue to be used for Council and public purposes or adapted for appropriate new uses. Appropriate restoration and reconstruction works should reinforce the building's original and continued use as a town hall and council chambers while also seeking to enhance public appreciation of its significance and to increase its functional amenity.

The site must continue to be maintained in a condition which is consistent with its significance. Building deterioration must be slowed or halted and major items of repair should be carried out as soon as possible. No physical intervention to the façade and significant internal fabric should be permitted except for conservation purposes.

6.3 Physical condition

The general condition of Parramatta Town Hall is good. The building is remarkably intact, until recently essentially serving the same functions for which it was built.

The 1932 addition, originally designed to accommodate the committee room, mayor's room and other offices, has suffered extensive structural damage at its junction with the 1880s building, which requires investigation and remedy. This may have occurred because of the major program of building works associated with the development of Parramatta Square.

6.4 Owner's requirements

Parramatta Town Hall is a significant element of Parramatta Square. A key component of the Parramatta Square precinct development is the delivery of a new Public Domain including new civic facilities for the

Council and the community. To achieve this, the Town Hall is to be integrated with the new building identified as 5 Parramatta Square, which is located immediately to its east. Key functions of the new 5PS building will be to host Council's customer service activities, central library branch, Council's chambers, cultural facility, a new Smart City Command Centre. Part of 5 Parramatta Square is on the Parramatta Town Hall site, identified as 7 Parramatta Square.

It is intended that adaptation of the Parramatta Town Hall will incorporate it functionally and symbolically into the new civic building and relate it to the new public open space program resulting from the formation of Parramatta Square. The Town Hall and Jubilee Hall are to function as community meeting spaces.

The Development Consent for 5 PS and 7 PS includes the following works to the Parramatta Town Hall:

- Demolish 1932 additions including backstage, stage, sub-stage area and stair access from stage to ground floor;
- Make good floor and proscenium arch to 1932 Stage area east of Auditorium;
- Demolish later addition Kitchen and access stair to the north and construct new Town Hall Kitchen and Substation;
- Install sprinkler system throughout Parramatta Town Hall;
- Removal of later paint from the original face brick walls of Parramatta Town Hall;
- New External Colour Schedule for the rendered western wing of the Parramatta Town Hall;
- Demolish existing external substation and amenities block) to create a new northern through laneway;
- Remove kitchen to the north of the auditorium and associated steps.

It is intended to use rooms at the front of the Town Hall for permanent and temporary heritage displays. The main hall will be available for social, business, community and ceremonial events and live performances. The Jubilee Hall will become a cafeteria and the proposed addition to the southern side of the building will become a reception area

6.5 Development opportunities and constraints

The exterior of Parramatta Town Hall remains substantially intact and the interior retains its essential character and much original fabric. It is important to ensure that any adaptation works retain and conserve significant spaces, elements and fabric. There is little opportunity for major alterations and additions – either internally or externally.

The following general principles and heritage design parameters should apply to any future development at the building:

- Retain, conserve and enhance the significant envelope and facade;
- Internal alterations and additions may be permissible where impacts on the significant spatial arrangement and fabric in spaces can be avoided or minimised and the original character and layout of the building can easily be interpreted, in accordance with policies of this CMP.

6.6 Statutory context

6.6.1 Heritage Act 1977

The Heritage Act 1977 (NSW) aims to conserve the environmental heritage of New South Wales. Environmental heritage is broadly defined under Section 4 of the Act as consisting of “those places, buildings, works, relics, moveable objects, and precincts, of State or local heritage significance.”

The Act established the State Heritage Register (SHR) to protect places with particular importance to the people of New South Wales. Parramatta Town Hall is not included in the SHR.

Management of Archaeology under the Heritage Act

There is the possibility that archaeological remains have survived on the site and may be uncovered in the future. The Heritage Act includes provisions to protect historical archaeological relics. The Act defines a ‘relic’ as any deposit, artefact, object, or material evidence that:

- a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and
- b) is of State or local heritage significance.

Under the provisions of the Act, Heritage Council of NSW approval is required to excavate or disturb land included on the SHR and where there is reasonable knowledge or likelihood of relics being disturbed. To gain approval, an application must be made to the Heritage Council under Section 60 of the Act. Excavation Permits are issued in accordance with Heritage Council policies which ensure that disturbance of sites and relics occur in accordance with appropriate professional assessment, standards, and procedures. If it is determined that excavation will not adversely affect potential archaeological relics, then an application for Exemption from the s60 process can be made under s57(3) of the Act.

6.6.2 National Parks and Wildlife Act 1974

The Aboriginal Cultural Heritage Assessment prepared by Niche Environment and Heritage has identified that the proposed activity at Parramatta Square has the potential to impact on intermittent pockets of A2 soil deposits associated with Aboriginal cultural heritage site Civic Place PAD (AHIMS ID #45-6-2686).

Under Section 89A of the National Parks and Wildlife Act 1974 (NPW Act), it is an offence for a person to destroy, deface, damage or desecrate an Aboriginal Object or Aboriginal Place without the prior issue of an Aboriginal Heritage Impact Permit (AHIP). The Act requires a person to take reasonable precautions and due diligence to avoid impacts on Aboriginal Objects. AHIPs may only be obtained from the Office of Premier and Cabinet. It is also an offence under Section 90A of the NPW Act to disturb or excavate land for the purpose of discovering an Aboriginal Object, or to disturb or move an Aboriginal Object on any land, without first obtaining a permit under Section 90A of the NPW Act.

6.6.3 City of Parramatta Council

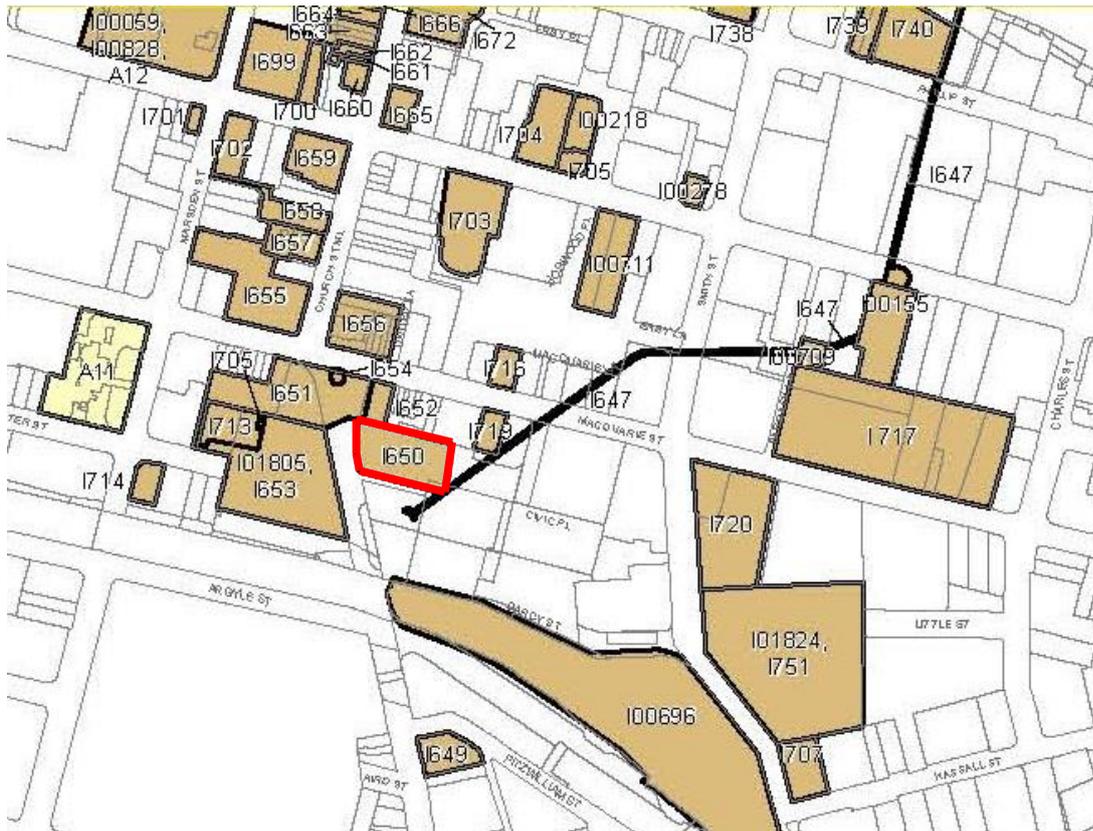
Parramatta Local Environmental Plan 2011

Parramatta Town Hall is listed on Schedule 5 of the Parramatta Local Environmental Plan (LEP) 2011 as an item of local heritage significance (item no. I650).

Development within a property identified as being of Environmental Heritage in Schedule 5, is to be managed under the provisions of Section 5.10: Heritage Conservation. The objectives of Section 5.10 are:

- To conserve the environmental heritage of Parramatta;
- To conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, setting and views;
- To conserve archaeological sites;
- To conserve Aboriginal objects and Aboriginal places / items of heritage significance.

The LEP includes heritage provisions that will need to be addressed as part of any proposal for change at Parramatta Town Hall. Apart from addressing the impacts of a proposal on the heritage significance of the place itself, the impacts on any other heritage places / items or heritage conservation areas in the vicinity will also need to be addressed.



78 Extract from Parramatta LEP 2011, Heritage Map (010). Parramatta Town Hall (item 1650) is outlined in red.

Source: Parramatta LEP 2011 at

https://eplanningdlprod.blob.core.windows.net/pdfmaps/6250_COM_HER_010_010_202_10218.pdf.



Cause 7.10 of the LEP includes provisions for design excellence in the Parramatta City Centre, the objective of which is to deliver the highest standard of architectural, urban and landscape design. It applies to development involving the erection of a new building or external alterations to an existing building on land in the Parramatta City Centre.

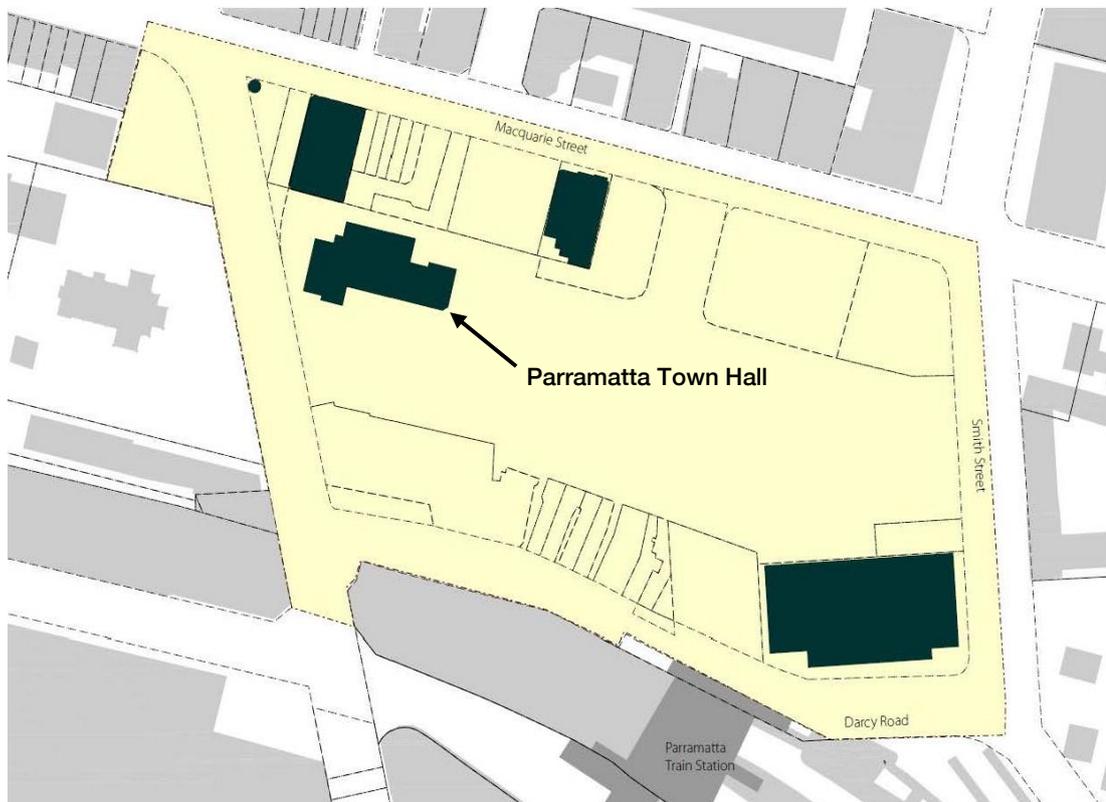
Parramatta Development Control Plan

Section 4.3.3 of the DCP relates to the Parramatta City Centre Strategic Precinct. Section 4.3.3.7b contains provisions that apply to Parramatta Square. The DCP notes that the site includes a number of heritage items

identified in the LEP. This part of the DCP is intended to ensure that future development of the site will enhance its heritage qualities.

Objectives for Parramatta Square include:

- Conserving the heritage significance of the site by retaining key heritage buildings and settings;
- Protecting and enhancing 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;
- Interpreting Parramatta’s indigenous and cultural heritage in the design of buildings, public spaces and public art in Parramatta Square;
- Interpreting the location of the original marketplace, the convict drain and the site’s archaeology.
- Conserving and where appropriate, adaptively re-using archaeological resources in public interpretation to enrich public spaces;
- Developing an interpretation program that derives from the special qualities and associations of the site for the people of Parramatta and the region.



79 Diagram describing the land to which Section 4.3.3.7b of the DCP relates.
Source: Parramatta DCP Figure 4.3.3.7.2.



6.7 Other statutory considerations

6.7.1 Building Code of Australia

The *Building Code of Australia* (BCA) establishes nationally consistent, minimum necessary standards of relevant, health, safety (including structural safety and safety from fire), amenity and sustainability objectives.

The BCA contains technical provisions for the design and construction of buildings and other structures, covering such matters as structure, fire resistance, access and egress, services and equipment, and energy efficiency as well as certain aspects of health and amenity.

Upgrading to comply with BCA standards will need to be undertaken in such a way as to avoid, minimise or mitigate any potential adverse impact on the heritage significance of the place. For example, in relation to fire safety, a fire engineering approach should be taken in the development of a fire safety strategy to avoid damage to significant spaces, elements and fabric while still ensuring occupant evacuation can be achieved.

6.7.2 Disability Discrimination Act

The *Disability Discrimination Act 1992* provides protection to members of the community with a limited ability/disability and ensures that reasonable access is provided to both public and private buildings and places. As a compliance-based Act it has the ability to require the construction of additional access arrangements to buildings and may therefore impact fabric and setting. Alternate solutions may apply.

6.7.3 Work, Health and Safety Act 2011

The *Work, Health and Safety Act 2011* provides a framework to protect the health, safety, and welfare of all workers at work (and of other people who might be affected by the work) by eliminating or minimising risks arising from work or workplaces. The Act covers all people who carry out work in any capacity for a person conducting a business or undertaking including employees, contractors, subcontractors, self-employed persons, outworkers, apprentices and trainees, work experience students and volunteers who carry out work. It also includes other people at a workplace like visitors and customers.

6.8 Non-statutory heritage considerations

6.8.1 The Burra Charter

The significance assessment in this CMP confirms that Parramatta Town Hall is a place of local and state heritage significance because of its historical, aesthetic and archaeological values.

The heritage significance of Parramatta Town Hall requires that it be managed in accordance with accepted best-practice heritage conservation principles, including the Australia ICOMOS Burra Charter 1999 (*The Burra Charter*). The Burra Charter is widely acknowledged as the principal guiding document for managing places of cultural significance — it defines the basic principles and procedures that should be followed in the conservation of places of heritage significance. The Burra Charter has been adopted as the standard for best practice conservation of heritage places in Australia.

6.8.2 National Trust of Australia (NSW)

The Parramatta Town Hall Group is classified in the Register of the National Trust of Australia (NSW).

The Register lists those buildings, sites, items, and areas which, in the Trust's opinion, fall within the following definition:

Those places which are components of the natural or the cultural environment of Australia, that have aesthetic, historical, architectural, archaeological, scientific, or social significance, or other special value for future generations, as well as for the present community

Inclusion of a place in the Register does not have any legal effect, but it is widely recognised as an authoritative statement on the significance of the place.

The purpose of the Register is to alert responsible authorities, property owners and the public so that those concerned may adopt measures to preserve the special qualities which prompted the listing.

When the significance of a place is under threat, the Trust will take whatever action is deemed appropriate to ensure its protection, including giving advice to the property owner and seeking the use of state heritage legislation or the planning powers of the local government authority. For the purposes of such action, the Trust makes no differentiation between classified and recorded listings in its Register.

6.8.3 AIA Register

The Register of Significant Architecture in NSW is prepared by the Heritage Committee of the Australian Institute of Architects - New South Wales Chapter.

A place is included in this List where it is an example which is representative of architectural excellence during the twentieth century, and may include:

- the most significant examples of the work of leading architects.
- those buildings which are recognised as important landmarks in the development of architecture, and
- those buildings which, because of their quality and siting, make a significant contribution to the environment.

Inclusion of a place in the List does not have any legal effect, but it is widely recognised as an authoritative statement on the significance of the place.

Parramatta Town Hall is not included in the Register of Significant Architecture in NSW.

6.8.4 Australian Heritage Database

The Australian Heritage Database is maintained by the Australian Government's Department of the Environment contains information about more than 20,000 natural, historic, and Indigenous places. The database includes places included on several statutory and non-statutory registers:

- World Heritage List.
- National Heritage List.
- Commonwealth Heritage list.
- Register of the National Estate (a non-statutory archive).
- List of Overseas Places of Historic Significance to Australia; and
- Places under consideration, or that may have been considered for, any one of these lists.

Parramatta Town Hall is included in the Register of the National Estate. It is not currently under consideration for inclusion on any of the other lists.

7 CONSERVATION POLICY

7.1 Information for conservation policies

Conservation can be regarded as a process of managing change in ways that will best retain and protect the heritage significance of the place while recognising opportunities to reveal or enhance its values for present and future generations.

Striking a balance between often-conflicting needs requires the development of a range of conservation principles, policies and guidelines that will define the limits of acceptable change and ways of managing change while retaining and interpreting significance. They are intended to manage change rather than prohibit it.

Conservation of the heritage values of Parramatta Town Hall is dependent on establishing appropriate and sustainable new uses for the site that will facilitate its ongoing conservation into the future. To assist with adaptation and with managing change it is essential that sound heritage management principles are established.

The Policies and Guidelines in this section of the CMP aim to assist with ensuring that conservation actions and proposals for change are consistent with the Heritage Management Principles and best-practice conservation guidelines. If a particular action is not covered by a policy or guideline then reference is to be made to the Heritage Management Principles.

The Policies and Guidelines have been formulated to address the likely heritage management considerations that apply to the site. The policies have been presented under various headings to assist with identifying which policies are relevant to a particular conservation action or proposal for change. Where appropriate, each Policy is supported by explanatory text and Guidelines that aim to ensure that future decisions about the place are made in an informed manner.

7.2 Heritage management principles

The following heritage management principles provide the essential guiding aims for the management of the heritage significance of Parramatta Town Hall. They should be adopted by the owner and relevant approval authorities:

1. The Statement of Cultural Significance (Section 5.4) and the significance of built and landscape component (Sections 5.5) provide the basis for future planning and decision-making.
2. The future conservation and development of the place should be carried out in accordance with the principles of the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter).
3. The approach and options recommended for the conservation of specific fabrics, spaces, elements, and qualities of the place should be endorsed as a guide to future work, the recommendations having been related to the principles of the *Burra Charter*.
4. Uses for areas of high significance should not compromise the character and significance of those areas.
5. Care should be taken in any future development to minimise any adverse impacts on the setting of significant built and landscape elements.

7.3 General management policies

7.3.1 Plan implementation and review

Background

The CMP identifies why the Parramatta Town Hall site and its key components are significant. The Heritage Management Principles, Policies and Guidelines contained within this Plan have been prepared to ensure that heritage significance of the site is appropriately retained and conserved. It is intended to be of practical use to current and future site owners, managers and other site users enabling them to make decisions about the site having due regards to its heritage significance.

A management plan is only effective when its principles, policies and guidelines are implemented. Therefore, an effective management structure is required to ensure that the principles, policies, and guidelines are integrated fully into the management of the place.

It is intended that the CMP has a ten-year life span. A ten-year life span will provide reasonable opportunity for its implementation and for additional information to be investigated and integrated into a revised plan. Review of the Plan is essential to ensure that it continues to provide relevant guidance for conservation and adaptive re-use of the site and its buildings.

Policy 1 This Conservation Management Plan should provide the basis for the future conservation and adaptive reuse of the site.

Guidelines

The CMP should be adopted by the owners of the place as the basis for its future heritage management.

The Heritage Management Principles, Policies and Guidelines within this CMP should be integrated into the current and future management structure(s) of the site to ensure that:

- they provide for the long-term conservation of the heritage values of the site and its significant components, spaces, elements, and fabric.
- employees, contractors, and other site users are made aware of the heritage significance of the site and its key components and the objectives for heritage management.
- management roles and responsibilities are clearly established; and
- an appropriate balance is achieved between the functional requirements of the site and the heritage imperatives applying to the significant components of the site.

The CMP, in particular the Policies and Guidelines within it, may need adjustment from time to time to take into account discrepancies and unforeseen circumstances or new proposals, to clarify intentions or as a result of uncovered evidence. It should therefore be reviewed every five to ten years, or as circumstances relating to the place change.

7.3.2 Achieving best-practice conservation

Background

The CMP identifies why Parramatta Town Hall and its key elements are significant. The statement of cultural significance and the significance assessments of individual elements within the site, the policies and options discussed throughout this report will guide future planning and work.

The conservation policies make recommendations regarding the conservation of the place so that any proposed future intervention will not result in inappropriate loss of cultural significance. It is intended to be of practical use to the managers of the site enabling them to make decisions about the site having due regard to its significance.

As Parramatta Town Hall is listed by the City of Parramatta as a heritage item, it requires best-practice heritage management. There is a diverse range of elements at the site which require skills such as conservation architects, structural engineers, building code compliance advisers, archaeologists and material conservation specialists. The coordination and briefing of these specialists is a task that should be performed by suitably qualified people, such as heritage architects, who have experience in heritage conservation and can act on behalf of the owner.

To prevent the gradual loss of cultural significance through incremental change, a mechanism for controlling any modifications undertaken by future tenants to the significant fabric needs to be implemented.

- Policy 2 Management of the heritage values should be in accordance with the principles, policies and guidelines in this CMP and in other best-practice heritage principles and guidelines including:*
- The Australia ICOMOS Charter for Places of Cultural Significance 2013 (the Burra Charter);*
 - The guidelines produced by the Heritage Council of NSW.*
- Policy 3 Appropriate conservation skills and experience should be employed to undertake any conservation or new works.*

Guidelines

Ensure that all conservation works are overseen or undertaken in consultation with qualified and experienced conservation professionals acting within the principles, policies and guidelines established in the CMP.

A clear process should be established for engaging suitably qualified consultants, building contractors, project managers and tradespeople that have experience with working on significant historic sites, buildings, and structures.

7.3.3 Additional research and assessment

Background

Significant elements, spaces and fabric are identified in this CMP. Additional investigation and assessment of these elements may be required to assist in the determination of the impact of future works on significant elements, spaces or fabric and guide change. The purpose of additional investigation and assessment is to assist in the determination of the impact of future works on significant elements, spaces or fabric. It is also to assess the suitability of specific adaptive reuse works required for the accommodation of new use or the upgrading of facilities for an existing function. This may include an assessment of the impact of

proposed alterations in relation to significant elements, spaces and/or fabric, of the proposed removal of unsympathetic additions that may or may not reveal or deface significant elements spaces and/or fabric.

Policy 4 Additional research and assessment of the component spaces and fabric should be undertaken to inform decision-making in relation to the detailed design of conservation works and alterations and additions to the site and its significant components.

Guidelines

The following should occur as part of any proposals for conservation or new works:

- undertake detailed investigation, recording and assessment of the documentary and physical evidence associated with built or landscape components, spaces, elements, and fabric.
- confirm the appropriate conservation approach; and
- set out a comprehensive schedule of conservation actions or new works, based on the accepted conservation approach.

Sufficient research and assessment should be undertaken to provide a basis for understanding the impact of:

- detailed alterations in relation to significant elements, spaces and/or fabric; and
- removal of unsympathetic additions that may or may not reveal or deface significant elements, spaces and/or fabric.

7.3.4 Assessing heritage impacts

Background

Proposals for conservation or new works will need to be assessed to ensure that they are consistent with the Principles, Policies and Guidelines in the CMP. A Statement of Heritage Impact will also need to form part of any development application submissions or Section applications to the Heritage Council.

Policy 5 Proposed works should be assessed for their potential to impact (both positively and adversely) on the heritage significance of the site and the heritage significance of other heritage items and /or heritage conservation areas in the vicinity.

Guidelines

Undertake heritage impact assessments consistent with the Heritage Council of NSW guidelines and using appropriate heritage management expertise.

The assessment should include an evaluation of the potential impacts of the proposed change on the heritage significance of the place and on any other heritage items or heritage conservation areas in the vicinity.

7.3.5 Records of maintenance and change

Background

Site components, elements and fabric can reveal important information about the historical development of the site. As the site will be subject to change from time to time it is important to create a visual and/or written record of the place before change occurs. It is also important to record any fabric or elements uncovered during the works. This will not only assist researchers but allow for full re-instatement of an earlier space or fabric in the future.

Policy 6 A recording of the condition of significant fabric and key features should be undertaken before, during and after repair works or as part of any new works.

Guidelines

Record all works, including demolition and changes, particularly unavoidable changes to significant elements, spaces or fabric in a manner that is consistent with the following guidelines published by the Heritage Branch of the Office of Environment and Heritage:

- *Photographic Recording of Heritage Items Using Digital Film Capture (revised 2006).*
- *How to Prepare Archival Recordings of Heritage Items (revised 1998); and*
- *Maintenance series 1.2: Documenting Maintenance and Repair (1998).*

A hardcopy and digital copy of the recording should be lodged with the City of Parramatta.

7.3.6 Compliance with statutory requirements

Background

Parramatta Town Hall is a place of local heritage significance and is therefore subject to the heritage provisions of the Parramatta Local Environmental Plan 2011. The site is also subject to other legislative requirements including the Building Code of Australia (under the National Construction Code [NCC] 2014) and the Disability Discrimination Act 1992 (refer to Section 6.8 of this CMP for more information).

Generally any proposed works within the site will require approval from the City of Parramatta under the provisions of the LEP, although some exemptions for minor works with little or no adverse heritage impacts may apply. Other works may be exempt under the provisions of State Environmental Planning Policy (Exempt and Complying Development Codes) 2008.

There is potential for some legislative requirements to require works that are inconsistent with the heritage values of the place and are contrary to the aims and objectives of the heritage provisions of the LEP — any such inconsistencies will need to be addressed as part of any proposals for new work.

Policy 7 The site will be managed in ways that are consistent with applicable heritage legislative requirements. Works required to comply with building code and other legislative requirements are to avoid or minimise impacts on the site's heritage significance.

Guidelines

Works required to achieve compliance with the Building Code of Australia and State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004 should be undertaken in a manner that does not damage the cultural significance of the site or its significant built and landscape components. Alternate solutions may be required.

7.4 Heritage conservation

7.4.1 General

Background

The Assessment of Heritage Significance in Section 5 of this CMP sets out why the place is of heritage significance. The CMP aims to guide retention and conservation of key components, significant spaces, elements, and fabric while allowing its ongoing use.

The following policy provides general guidance for the conservation of significant built and landscape components, elements, spaces, and fabric. The best means of conserving the site is for it to have ongoing and appropriate use, which does not preclude considered and sympathetic change.

Policy 8 Heritage conservation should:

Adopt a holistic approach and extend to all significant aspects of the place, including cultural landscape features, buildings and structures, collections, records, traditions, practices, memories, meanings and associations;

Retain significant components, spaces, elements and fabric of the place consistent with their assessed level of significance and in accordance with specific actions identified within this CMP;

Make use of all expertise and knowledge, and adopt an evidence-based approach to materials conservation; and

Ensure that the authenticity of original elements and fabric is maintained.

Guidelines

Retention, conservation, and interpretation of the key phases of development should form the focus for heritage management.

Components, elements, spaces, and fabric of the place should be managed according to the contribution that they make to the heritage significance of the place – refer to the following table.

Level of Significance	Recommendations for Management
Exceptional	Retain, conserve (restore/reconstruct) and maintain. Intrusive elements and fabric should be removed. Adaptation is appropriate provided that it is in accordance with Burra Charter principles and with the specific guidance provided in this CMP.

Level of Significance	Recommendations for Management
High	Retain, conserve (restore/reconstruct) and maintain. Intrusive elements and fabric should be removed. Adaptation is appropriate provided that it is in accordance with Burra Charter principles and with the specific guidelines provided in this CMP. There is generally more scope for change than for components of exceptional significance.
Moderate	Retain, adapt, and maintain. Demolition/removal is acceptable provided that there is no adverse impact on the significance of the place. Retention in some cases may depend on factors other than assessed values, including physical condition and functionality.
Little	Retain, alter, or demolish/remove as required provided that there is no adverse impact on the heritage significance of the place. Sensitive alteration or demolition/removal may assist with enhancing the heritage significance of components of greater heritage significance.
Intrusive	Demolish/remove when the opportunity arises while ensuring there are no adverse impacts on the significance of other more significant components. Components that are actively contributing to the physical deterioration of components of higher significance should be removed as a matter of priority.

Make use of all available expertise and knowledge and adopt an evidence-based approach to materials conservation. A clear process for engaging suitably qualified consultants, building contractors, project managers and trades people that have experience with working on historic sites having cultural and heritage significance and buildings should be established.

In the case of components of high heritage significance, ensure that the authenticity of original elements and fabric is maintained.

7.4.2 The building

Background

Parramatta Town Hall provides tangible evidence of the history and development of the site. Individual elements make differing contributions to the heritage values of the place.

Policy 9 The conservation and adaptive reuse of Parramatta Town Hall is to be undertaken in a manner that is consistent with assessed levels of heritage significance and in accordance with the guidelines included in this CMP.

Guidelines

Retain and conserve all items of High heritage significance. The significant internal spaces of High heritage significance should also be retained and conserved.

Items of Moderate heritage significance should be retained where possible. Demolition or removal is acceptable provided that it would not result in adverse impacts on other items of higher heritage significance.

Items of Little heritage significance may be retained and adapted or removed. Removal is preferred where it would enhance the heritage significance of other items of higher heritage significance or the site as a whole.

Items that are intrusive should be removed when the opportunity arises. Removal should ensure that buildings and structures of other higher heritage significance are not damaged.

Sensitive adaptive re-use of significant items is encouraged if adaptation is consistent with the guidelines contained in this CMP and with other best-practice guidelines.

If demolition of parts of the building is proposed, then:

- The item should be archivally recorded consistent with the guidelines at Section.
- The historic functions of the item, if significant, should be interpreted consistent with *Interpretation* (Section 7.4.5).

Any new works should be consistent with the guidelines in Section 7.5.8.

Guidelines for exterior

- In general, external alteration of components of Exceptional significance should be avoided— their overall external form and original/early fabric as well as key views of them make an important contribution to their heritage significance.
- Components of High significance can be subjected to sensitive internal and external alterations, as long as their heritage significance is not compromised. It may also be possible to construct carefully placed additions to the building where they would not impact the heritage curtilage or significant views to them.
- Components of Moderate significance present more opportunity for change, however, proposed alterations should still be based on the need to retain significant spaces and fabric to avoid adverse impacts and provide for interpretation of its historic use.
- Components of Little significance can sustain substantial alterations provided that it avoids adverse impacts on other significant components.
- Removal of intrusive elements and fabric is encouraged to reveal or reconstruct significant forms and/or fabric.

No alterations or additions to the principal facades should be undertaken that would obscure or obliterate original detail. Access provisions for maintenance of the facades and roofs and new services should be designed to be unobtrusive and should not alter the facades of the building when viewed from street level or in a vista of the Town Hall.

Conserve the external facades identified as having exceptional or high significance including:

- retention of the configuration of fenestration and joinery;
- repair or replacement of damaged elements, to match the original in material and detail;
- removal of any intrusive fabric;
- continuous care and maintenance.

Conserve the details of the main facades, such as carved initials, friezes, cornices, capitals, finials and coats of arms which form part of the original fabric of the Town Hall. Modification to original carved lettering will not be permitted.

Continue to re-paint, on a regular basis all external elements that were intended to be painted. External painting is to be based on evidence of early paint schemes, which has formed the basis of the existing paint scheme, and is to be appropriate to a building constructed during the first half of the 1880s.

Guidelines for interior

- Retain the original volume and openings of each major space.
- Do not permit the full height partitioning of any of the major spaces or further subdivision of the corridors.
- Any alterations to or modifications of the internal spaces of the Parramatta Town Hall should be easily reversible and should not compromise the appreciation of their significance.
- Minimise new openings. If a new opening is absolutely necessary, it should be located with reference to the architectural vocabulary of the two spaces which it is to connect.
- Retain all of the original decorative elements, known to be in their original location in situ. Modern elements may be introduced, in major chambers, provided their design is based on an understanding of, and complements, the original design intention and the individual elements. Retain all of the nineteenth and early twentieth century tiling in situ.
- Conserve original stenciled and hand painted decoration and maintain protective coverings. Later stenciling in the Town Hall, and the Entry Vestibule should be retained and conserved. in areas where the volume of traffic will not result in rapid deterioration.
- Interpretations of period schemes may be undertaken provided that it is made evident that the scheme is an interpretation. The earlier schemes should be retained.
- Conserve all of the original Council Chamber and Town Hall joinery in situ, including the polished finish and original hardware. Do not remove any door from its original location.
- Ensure that new services, signs and fittings to areas with a high level of surface ornamentation, especially decorative plasterwork are carefully designed to complement the rhythm and detail of the decoration.

Guidelines for Alterations and Additions

Alterations

- Internal and external alterations should retain and conserve the integral relationship between the building/structure and its setting and with other buildings and structures.
- Introduction of new services and associated fittings as part of approved reuse programs should be carried out with the minimum of disruption to significant spaces and fabric.
- Adaptation of a building's interior should ensure that the original fabric or significant architectural and spatial features are retained and interpreted.
- Subdivision of internal spaces, where appropriate, should be undertaken in a secondary manner, using lightweight partitions that can be easily removed without damaging significant fabric and elements.

- New bathrooms and kitchens, if required should be located where they would result in minimal loss of significant fabric. It is preferable to sensitively adapt existing kitchen and bathroom spaces.

Additions

Additions to the building should:

- facilitate the ongoing use of significant building and its major spaces rather than render them obsolete;
- be designed to retain, conserve and enhance the heritage significance of the affected building;
- be sited and be of a form that is consistent with the established planning principles of the significant building or structure and its relationships with other significant components of the Public Domain;
- complement the style, form, proportions, materials and colours of the significant building or structure;
- have sufficient setback to allow the appreciation of significant envelopes and elevations and ensure that existing building retain its independent identity;
- be of sympathetic contemporary architectural design, detailing and materials, and should not be imitations of existing buildings or structures—the considered use of sensitive contemporary design and materials should also assist in distinguishing new building fabric from the existing; and
- feature architectural resolution, detailing and materials as high quality as that of the original building or structure.

7.4.3 Movable heritage

Background

“Movable heritage” is a term used to define any natural or manufactured object or collection of heritage significance. Parramatta Town Hall formerly contained a large collection of artworks, some of which were donated to the city and included portraits of former aldermen, staff and mayors. It is understood that the benches in the gallery to the main hall were specifically designed or purchased. An embossed copper roll of honour was installed in the southern wall of the main entrance to the building around 1922.

Policy 10 Items of movable heritage should be managed in a manner that is consistent with the following documents and guidelines:

- *Movable Heritage Principles, NSW Heritage Office, 2000; and*
- *Objects in Their Place: An Introduction to Movable Heritage, NSW Heritage Office, 1999.*

Guidelines

Undertake a survey of movable heritage items associated with the Town Hall, if one as not been undertaken.

Consider reinstating movable items such as the roll of honour, memorials and plaques in their original locations or, if not known, in publicly accessible spaces. Items could be incorporated into future site interpretation and as an important record of the history of the site.

7.4.4 Archaeology

Background

The site has been subject to European occupation since the second decade of the nineteenth century and may retain sub-surface remains of buildings or artefacts ('relics') of local heritage significance. Future works may include excavation for construction of new structures and site infrastructure, installation of services and new landscaping that has the potential to adversely impact archaeological relics. Archaeological relics are protected under the Heritage Act, 1977. Relics are defined in the Act as any deposit, artefact, object, or material evidence that relates to the settlement of New South Wales, not being Aboriginal settlement, and is of State or local heritage significance.

The Parramatta Town Hall site is associated with one identified Aboriginal cultural heritage site, Civic Place PAD (AHIMS ID #45-6- 2686. This PAD is an Aboriginal cultural heritage site of high social, cultural, scientific and conservation value. The portion of Civic Place PAD (AHIMS ID#45-6-2686) within 7PS contains small numbers of low densities of Aboriginal objects, in truncated and intermittent A2 soil horizons. No material evidence of the Annual Feast, held by Governor Macquarie, has been identified. The classes of objects recovered from the test excavation at 7PS were represented from assemblages recovered in other sections of Parramatta Square. The objects and raw material are consistent with those observed at Parramatta Square and across the wider Western Sydney area.¹⁷²

Should any Aboriginal places (sites and/or objects) be uncovered within the site then they will need to be managed in accordance with the requirements of the National Parks & Wildlife Act 1974.

European heritage in the footprint of the Town Hall and the sites of the Red Cross building and amenities block has medium archaeological potential. In surrounding areas there is high archaeological potential.

Policy 11 Aboriginal sites or objects and European relics uncovered will be managed in accordance with the requirements of the National Parks & Wildlife Act 1974 and in a manner that is consistent with relevant guidelines issued by the NSW Office of Environment and Heritage.

Guidelines

If and when substantially intact historical archaeological relics of potential local significance are uncovered during excavation, work in the vicinity must cease immediately and the Heritage Council of NSW notified. Work should not proceed until approval to do so has been provided by the Heritage Council of NSW or its delegate.

Liaise with the NSW Office of Environment and Heritage and the National Parks and Wildlife Service should any potential Aboriginal objects be uncovered.

¹⁷² Niche Environment and Heritage, p.57.

All archaeological investigation, recording, artefact cataloguing, and reporting are to be undertaken by a qualified archaeologist and in accordance with best-practice principles and consistent with relevant Heritage Council of NSW policies and guidelines.

Any artefacts found during excavation, ground disturbance or archaeological excavation are to be appropriately bagged, labelled, catalogued, and stored in archive boxes. Artefacts need to be stored in a secure and weather tight location consistent with best-practice principles.

The following guidelines refer to Section 7 of the Aboriginal Cultural Heritage Assessment Report by Niche Environment and Heritage. Reference should also be made to Section 8 of this document.

In any future disturbance of the site:

- An AHIP will be required to undertake the proposed activity as may will result in harm to Aboriginal objects.
- A Care and Control Agreement under Section 85C of the Act must be sought for the Subject Area artefacts for all Aboriginal objects recovered during test and salvage excavations;
- All workers should be inducted into the Subject Area so they are made aware of their obligations under the National Parks and Wildlife Act 1974 and any conditions of any future AHIP prior and during and after construction activities;
- In the unlikely event that suspected human remains are encountered during construction, all work in the area that may cause further impact, must cease immediately. The location, including a 20 metre curtilage, should be secured using barrier fencing to avoid further harm. The NSW Police must be contacted immediately. No further action is to be undertaken until the NSW Police provide written notification to the Department of Justice. If the skeletal remains are identified as Aboriginal, The Department of Justice or their agent must contact the OEH's Enviroline on 131 555; and representatives of the Registered Aboriginal Parties.

7.4.5 Interpretation

Background

Interpretation uses a range of methods and techniques to present and deliver information to visitors and site users. It is intended to assist people in gaining an understanding and appreciation of the history and heritage significance of the place, using narratives based on key themes and messages to organise the information. Interpretation of tangible items, including artefacts, buildings, structures, archaeological remains and landscape may be delivered through signage, objects, and art works. It can be integrated into the design of new built and landscape elements or presented in a published format including brochures, pamphlets, books, and multimedia. Interpretation can also present and explore intangible aspects of social significance.

Policy 12 Prepare an Interpretation Plan to assist with enhancing visitor appreciation and understanding of its history and heritage significance. Implementation of preferred options should be undertaken when the opportunity arises.

Guidelines

An interpretation plan should be prepared based on sound and up-to-date knowledge of the heritage significance of the place. Interpretation of any Aboriginal associations with the land should be incorporated into any site-wide interpretation strategy.

Development and management of interpretation should be based on the guidelines provided in the document *Heritage Interpretation Policy and Interpreting Heritage Places and Items Guidelines* (2005), prepared by the NSW Heritage Division (then Heritage Office).

Interpretation of the site should adopt 'best practice' methods to deliver key themes and messages that connect places to stories, using methods and techniques that are relevant to the site, engaging and respond to the target audiences.

Interpretation should address tangible and intangible evidence and values of the site, including Aboriginal and historical (non-Aboriginal) archaeology, buildings and structures, natural and cultural landscape and the people associated with the site.

Retain and conserve any original building signage as a means of enhancing interpretation.

Interpretation should be informed by historical research using authoritative sources and up-to-date assessments of the heritage significance of the site to present authentic and accurate information and analysis.

Interpretation should identify opportunities to incorporate and integrate the interpretation of the heritage significance into conservation planning and functional infrastructure and incorporated into any future proposals for change, new uses and/or redevelopment on the site.

Interpretation should seek to communicate with a wide variety of people through a range of communication methods, responsive to the needs of potential audiences within the local and wider community.

7.5 Proposed actions

7.5.1 Introduction

The following policies are intended to provide guidance for future development to ensure that the heritage significance of the place is maintained in the future.

7.5.2 Cleaning, maintenance, and repair

Background

The nature of any place is that its fabric will deteriorate due to the effects of age, weathering, and use. Ongoing routine maintenance and repair are required to offset damage and deterioration. This is best achieved by preparing and implementing a program of planned maintenance — inspection, condition assessment, routine and scheduled maintenance — and having a strategy for planned maintenance and repairs.

Policy 13 The building is to be subject to regular physical inspection, assessment, cleaning, maintenance, and repair to avoid deterioration of significant elements and building fabric.

Guidelines

Cleaning, maintenance, and repair should be undertaken on a regular basis and should:

- aim to protect fabric from further deterioration and retain as much as possible the integrity of significant fabric and construction methods.
- be consistent with The Burra Charter principles and aim to do 'as much as necessary but as little as possible'—this would include retaining significant fabric where possible rather than replacing elements in full; and
- be undertaken by staff or contractors experienced in working with historic fabric and using appropriate techniques.

Adequate funding and other necessary resources should be incorporated into annual budgets for the property for ongoing cleaning, maintenance, and repair.

A cyclical maintenance program should be prepared and implemented to provide the basis for the ongoing care of the site and to retain and enhance the heritage significance of its components. The program should be consistent with the guidelines in the NSW Heritage Office publication *The Maintenance of Heritage Assets: A practical guide*.

Repairs should be undertaken regularly to maintain the condition of significant fabric between maintenance cycles. Minor repairs should be undertaken promptly.

Repairs involving new work should take care to retain (through restoration and/or reconstruction) original and/or early detailing and features of particular interest.

All maintenance and repair should be recorded in a manner that is consistent with the guidelines contained elsewhere in this document.

Deteriorating building fabric will wherever possible be repaired rather than replaced. Where replacement is unavoidable, new work will be based on existing or historical evidence. Conservation works will not reconstruct inappropriate building detailing or poor repairs.

Materials such as face brick, stone, metal roof linings and slate that were not originally painted should remain unpainted. Materials such as timber or metal that were originally painted and rely on an effective paint system for their preservation will remain painted.

Missing or damaged masonry should be repaired or reconstructed to match the original and a suitable mortar and/or render type must be used that is similar in composition to original mortar within the masonry wall and/or existing cement render. All visible new surfaces must visually match the existing/original in colour and texture.

Retain and repair window and door joinery in preference to replacement. Replacement should only be considered where repair is no longer feasible.

Repairs of significant roofing materials should involve removal of as little fabric as necessary. Damaged roofing should be repaired where possible by replacing missing or damaged elements individually. The colour, texture and form of significant roofs must be replicated if major replacement is required.

Repairs to metal flashings and guttering/downpipes should replicate original material, colour and profile of guttering and downpipes where known.

Undertake regular inspections of gutters and downpipes to ensure that gutters are clear of debris and downpipes are not blocked. Undertake immediate action as required. Also ensure that downpipes are connected to the stormwater dispersal system.

Ironwork should be protected against corrosion by regular applications of fish oil or other compatible preservative.

7.5.3 Removal of hazardous building materials

Background

There is the possibility that the site may contain a range of hazardous materials including asbestos, polychlorinated Biphenyls (PCBs), lead-based paint and synthetic mineral fibres (SMFs). Management of hazardous materials is essential to ensure that all associated health risks are appropriately considered but will need to be undertaken to avoid, minimise or mitigate impacts on significant fabric and features.

Policy 14 Removal of hazardous materials should ensure that physical impacts on the heritage significance of the place are avoided, minimised, or appropriately mitigated.

Guidelines

Undertake a survey to confirm the type, location, and extent of hazardous materials. High-risk materials should be removed as a matter of urgency. Other materials should be removed when the opportunity arises.

Hazardous materials removal should be preceded by an assessment of its potential to impact the heritage significance of the affected building or structure.

Avoid destructive investigation as much as possible when investigating the buildings. Consult previously compiled registers to confirm the presence of hazardous materials such as asbestos. Destructive investigation should only be undertaken where there is no viable alternative. Its impact should be mitigated by minimising as much as possible the extent of fabric that is opened up and by selecting the least visible area.

Where possible, hazardous materials that retain evidence of significant earlier uses of a building that cannot be found elsewhere should be encapsulated rather than removed. This approach should only be used, however, if the method of encapsulation would not result in more substantial heritage impacts.

Hazardous materials removed and areas damaged by destructive investigation should be replaced with new fabric of the same size, shape, and detail as the original using the “like for like” principle and using the same method of installation.

Should any other significant materials or elements be affected to allow for hazardous materials removal then they should be carefully removed and reinstalled on completion of the works.

The works should be recorded by photographs taken before, during and on completion. The recording should be consistent with the recommendations for archival recording contained in Section 7.3.5 of this

CMP. The recording should document any significant fabric or evidence of earlier uses of the building that may be uncovered.

7.5.4 Services upgrade

Background

The existing services and services infrastructure at the site is of varying age and condition. Services are also subject to improvements in technology. Replacement and upgrading of existing services will need to occur from time to time.

Policy 15 Upgrading of existing services and the installation of new services should avoid physical and visual impacts on significant buildings, trees, and other landscape elements.

Guidelines

Existing services should be upgraded as required to facilitate ongoing use of significant buildings, to support temporary events and activities and to maintain fire-fighting capabilities.

The provision of new or upgraded services should not damage significant building fabric or disrupt spaces. New services should be installed underground wherever possible to avoid impacting negatively on important historic views to and from and within the site.

Existing or old service paths should be used in preference to forming new paths.

Services should be grouped where possible to minimise intrusion on significant spaces or fabric.

The introduction of new services and associated fittings should be carried out with the minimum of disruption to significant fabric and spaces. Any intervention into significant building fabric should respect its integrity and be limited to that required by the proposed works. Areas that have been previously modified for services should be reused where possible.

No externally mounted air-conditioning, ventilation equipment, water heaters or service components should be visible or impact negatively on the exteriors of significant buildings.

7.5.5 Ground disturbance/excavation

Background

Re-grading of ground levels may be required to improve surface drainage, to meet equitable access requirements and to implement landscaping works (such as paving, retaining walls and garden beds and the like). More substantial excavation may be required for ground remediation, stabilisation of building footings, demolition of buildings/structures, construction of new buildings/structures, installation of new services and provision of road infrastructure. These works have potential to adversely impact significant aspects of the site including significant buildings, trees, and other landscape elements. Ground disturbance/excavation must therefore be managed to avoid, minimise, or mitigate any adverse impacts.

Policy 16 Ground disturbance or more substantial excavation should avoid or minimise as much as possible impacts on significant site components including buildings, trees, and other significant components.

Guidelines

Proposals for new works within the site should be formulated to minimise ground disturbance/excavation as much as practicable.

Ground disturbance/excavation should be limited to only what is necessary to implement approved works.

Significant elements within the vicinity of proposed ground disturbance/excavation should be protected from damage during the works.

Should ground disturbance/excavation works uncover potential Aboriginal objects or historical (non-Aboriginal) relics then all work must cease immediately, and the NSW Office of Environment and Heritage informed.

7.5.6 Ground remediation

Background

Although the necessity for ground remediation is considered to be low, there is potential for the site to contain contaminated soil as a result of previous actions such as the use of hazardous building materials in existing and now demolished structures, the use of pest control chemicals and the importation of contaminated fill.

Remediation may be required to ensure that the site is suitable for its proposed uses. Suitable options for remediation will need to be selected based on their ability to achieve the desired remediation outcome and avoid or minimise impacts on significant site components including buildings, trees, and other landscape elements.

Policy 17 Should it be necessary to undertake ground remediation, options to remediate contaminated soil should be selected on the basis that they avoid or minimise adverse impacts on the site and its significant components.

Guidelines

Undertake sufficient site investigations to determine as much as possible the location and extent of contamination to assist with developing remediation options that would avoid or minimise adverse physical impacts.

The amount of excavation and/or ground disturbance should be minimised as much as possible. Removal of large areas of soil should only be undertaken where there is no viable alternative.

Significant landscape features such as paths, stairs and retaining walls unavoidably and adversely impacted by ground remediation works should be repaired or reconstructed in their original locations and to their original detail.

7.5.7 Selecting appropriate new uses

Background

Due to the significance of Parramatta Town Hall, the continuation of public uses is preferable. However, should this be no longer feasible, finding compatible uses that have minimal impact on the existing cultural

significance of the building is a preferred outcome. The following policy should be considered when changes are proposed to the building.

Policy 18 The adaptive reuse of the site is encouraged. New uses should be selected on the basis that they will enhance the appreciation of the history and heritage significance of the place and ensure conservation of significant buildings and landscape components.

Guidelines

The long-term management of the site, including its adaptation to new uses, should take into account its heritage significance. All decisions should consider and seek to retain the heritage values of the place.

New uses for the building may be compatible provided that the following criteria are met:

- the cultural significance of the building and its extant internal spaces and detailing are not compromised.
- the proposed new use does not detract from original uses and does not diminish the cultural significance or setting of the building.
- the detailed requirements of the new uses do not generate undue changes to the existing significant spaces and fabric that cannot be reversed in the long term, or which do not respect and work within the existing architectural framework; and
- works associated with new uses are clearly identifiable and detailed in a contemporary manner rather than replicating the original detailing of the affected building.

Future uses for the site should also be consistent with the following:

- new uses should be selected on the basis that they “fit” existing spaces
- Substantial alterations and/or removal of significant fabric to suit the requirements of a new use should be avoided.
- future adaptation of the interiors should ensure that original spaces, elements, and fabric are retained and conserved.
- future subdivision of internal spaces, where appropriate, should be undertaken in a “subservient” manner, using partitions that can be easily removed and would not impact on existing significant wall, ceiling, and floor finishes.
- external alterations to meet new uses must avoid adverse visual and physical impact. Minor changes to meet access and other functional requirements are likely to be permissible provided that these are subservient to the primary architectural features of the building.

Further Reading

New Uses for Heritage Places, prepared by Heritage Council of NSW and the Australian Institute of Architects NSW Chapter, 2008.

7.5.8 Alterations and additions

Background

The best way to ensure that buildings are retained and conserved is to provide them with an appropriate ongoing use. To achieve this, it is highly likely that the site will require some degree of alteration, and possibly

additions. Alterations and additions are permissible provided they respond to the heritage significance of the site and significant building fabric.

Policy statement

Policy 19 Alterations and additions should be designed to minimise adverse impacts and on the heritage significance of the site as a whole.

Guidelines

Alterations should:

- Retain and conserve original internal wall, ceiling, and floor finishes where possible. Damaged or removed finishes should be re-instated to match existing.
- Retain and conserve internal spaces of high heritage significance. Subdivision of these spaces should be reversible and have minimal impact on the fabric of the building.

Consider applying or interpreting original paint colours where documentary evidence exists.

The cultural significance of internal spaces, fabric and detailing of high heritage significance should not be compromised or irreversibly altered. Adaptation of these interiors should ensure that the original fabric or significant architectural and spatial features are retained and interpreted as far as possible.

New building works and fabric should be clearly identifiable as such. There is no requirement to reproduce or imitate historic building fabric in new works.

Repair rather than replace deteriorating significant building fabric. Where replacement is unavoidable, new work is to be based on existing or historical evidence. Conservation works are not to reconstruct faulty building detailing or poor repairs.

Additions should:

- facilitate the ongoing use of the buildings rather than render them obsolete.
- have sufficient setback to allow appreciation of significant elevations and envelopes and ensure that there is a sense of separation or connection.
- retain and enhance significant views.
- retain the building's structural integrity.
- be of contemporary architectural design, detailing and materials—creating imitations of the existing building is generally not preferred; and
- have architectural resolution, detailing and materials of as high a standard as the existing building.

7.5.9 Providing equitable access

Background

Public access to heritage places is an important aspect of their conservation, contributing to their adaptation and appreciation. However, some heritage places have fabric, spaces, and features that are not easy to upgrade to meet occupation requirements without resulting in substantial heritage impacts. Equitable access is likely to be required across the site, however, modifications needed to comply with the

requirements of the *Disability Discrimination Act 1992* will need to be carefully designed to avoid or minimise adverse heritage impacts as much as possible.

Policy 20 Equitable access is to be provided to all publicly accessible places on the site where practicable.

Guidelines

Provision of equitable access to the site should be provided only where it can be accomplished without adverse impact on the significance of the site, its key elements, and their settings.

Pedestrian access and movement within the site should be enhanced and upgraded to improve the sense of entry to the place from key locations.

Temporary access facilities, such as removable ramps may be preferable to permanent facilities that have the potential to impact significant fabric.

A fire and life safety strategy for the site should be developed and implemented, which preserves its cultural heritage significance while at the same time providing safe egress in the event of natural or human-induced disasters (for example, severe storms and fire).

7.5.10 Demolition

Background

Determining whether demolition of buildings or parts of buildings within the site is appropriate is dependent on their heritage significance and the contribution that they make to the heritage values of the site.

Policy 21 Demolition on the site is subject to the heritage significance of the component of the site that is proposed for demolition.

Guidelines

Demolition of components identified as having High heritage significance should not occur unless it is required to make the building or site safe. Removal of any intrusive additions is encouraged.

Demolition of components identified as having Moderate heritage significance may occur provided that there is little or no impact on the heritage significance of the site or on the ability to understand its historical development. Removal of intrusive additions is encouraged.

Demolition of components of Little heritage significance is acceptable provided that their demolition would not result in adverse impacts on components of higher significance.

Demolition of Intrusive components is encouraged and should be undertaken when the opportunity arises. Demolition would need to be designed and implemented to avoid physical impacts on components of higher heritage significance.

All demolition should be preceded by a photographic archival recording documenting the existing condition, layout, form and fabric of the building or structure. The recording should be undertaken consistent with the guidelines at Section 7.3.5.

7.5.11 Signs

Background

Signage is important for identity and management but if it is not carefully controlled and designed can impact negatively on the heritage significance of the place. The location, size and character of the signs will need to be carefully considered to avoid adverse impacts on the site's significant components and key views into the site.

Policy 22 Proposals for new signs should be formulated with the aim of avoiding or minimising adverse impacts on the significant built and landscape components of the site.

Guidelines

All new and temporary signs should be designed and located in accordance with a purpose-written sign strategy for the place. The sign strategy should ensure that all signs are consistent and well-designed and should ensure that a high standard of graphics is achieved.

The location of any new signs should not detract from the site's character or on the contributions of its significant built and landscape components.

New entry signs should not detract from important views into the site, in particular to significant built components.

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