

GMPG 04

ITEM NO: GMPG 04
FILE NO: 2013/2622
SUBJECT: HERITAGE LISTING OF THE DEFENCE NATIONAL STORAGE AND
 DISTRIBUTION CENTRE SITE

RECOMMENDATION

That Council:

1. Forwards the Planning Proposal to add the Defence National Storage and Distribution Centre to the Liverpool Local Environmental Plan 2008 as a heritage item to the Department of Planning and Infrastructure for a Gateway determination.
2. Writes to the Office of Environment and Heritage and encourage them to list the site on the State Heritage Register.

COUNCIL DECISION

Motion: **Moved: Cllr Hadchiti** **Seconded: Cllr Mamone**

That the recommendation be adopted.

On being put to the meeting the motion was declared CARRIED.

Councillors voted unanimously for this motion.

LIVERPOOL CITY COUNCIL

PLANNING AND GROWTH

ORDINARY MEETING

25/09/2013

ITEM NO:	GMPG 04	FILE NO:	2013/2622
SUBJECT:	HERITAGE LISTING OF THE DEFENCE NATIONAL STORAGE AND DISTRIBUTION CENTRE SITE		
COMMUNITY STRATEGIC PLAN REFERENCE:	VIBRANT PROSPEROUS CITY		

EXECUTIVE SUMMARY:

The Defence National Storage and Distribution Centre (DNSDC) is located on Moorebank Avenue, Moorebank and is proposed to be developed as an intermodal freight terminal by SIMTA. The site is currently leased to the Department of Defence and due to this lease arrangement the site is therefore known as a “Commonwealth area”. The site includes a number of heritage elements which have been acknowledged by heritage reporting. The site is currently listed on the Commonwealth Heritage Register.

However, once the Department of Defence lease ends, the site will no longer be a “Commonwealth area” and would need to be removed from the Commonwealth Heritage List. From that point on the site would have no heritage listing and protection of the heritage values on the site.

In response Council has prepared a Planning Proposal to list the DNSDC site on the Local Heritage Register in the Liverpool Local Environmental Plan 2008 to ensure ongoing protection of the heritage of the site is provided.

It is recommended that Council forward the Planning Proposal to add the DNSDC to the Liverpool Local Environmental Plan 2008 as a heritage item to the Department of Planning and Infrastructure for a Gateway determination.

Further, it is recommended that Council write to the Office of Environment and Heritage and encourage them to list the site on the State Heritage Register.

DETAILED REPORT:

Site Identification

The planning proposal affects the Lot 1 DP1048263, the DNSDC site on Moorebank Avenue, Moorebank, otherwise known as the SIMTA intermodal freight terminal site.

The site was previously part of the military land but was rezoned to become Moorebank Technology Park in 2004. However the Department of Defence continue to lease the site. The site is proposed in the future to be developed as an intermodal freight terminal.

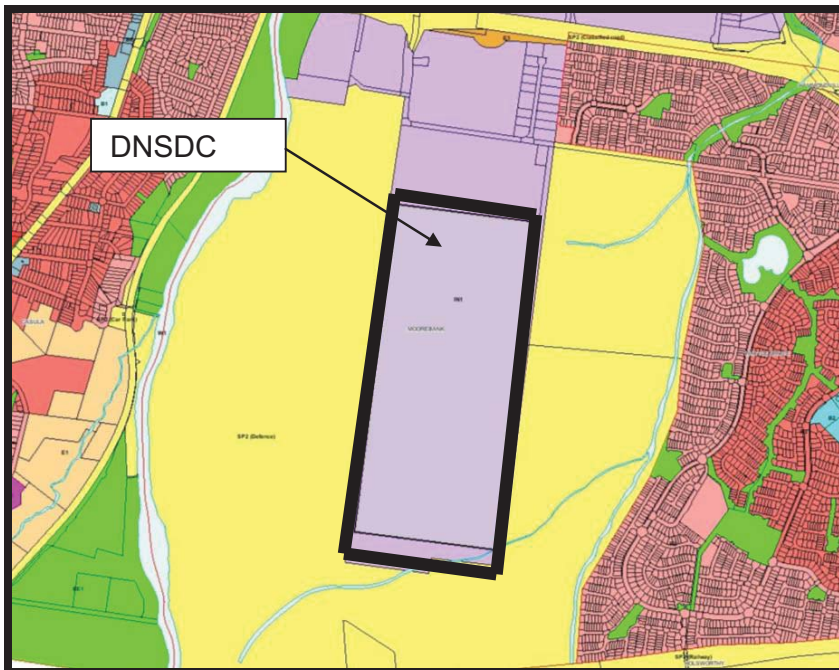


Figure 1 - Site identification map

Planning Proposal

Council has prepared a Planning Proposal which seeks to list the DNSDC site on the Local Heritage Register in the Liverpool Local Environmental Plan 2008. The Planning Proposal outlines the technical planning justification for the listing.

The DNSDC is listed on the Commonwealth Heritage Register, as it is a “Commonwealth area” because the Department of Defence still leases the site. However, once the Department of Defence lease ends, the site will no longer be a “Commonwealth area” and would need to be removed from the Commonwealth Heritage List in accordance with Section 341L *Environmental Protection and Biodiversity Conservation Act 1999*. From that point on the site would have no heritage listing and no heritage protection will be afforded to the site.

The ongoing heritage protection measures that will exist once Defence vacates the DNSDC site will entirely depend on any contractual obligations between SIMTA and the Department of Defence that operate at that point in time (however given that the

Department of Defence is giving up the site, these may not be stringent in relation to heritage).

Heritage Significance of the DNSDC site

The site contains a variety of heritage buildings and a long heritage association. In particular the site has twenty timber post and beam buildings dating to World War Two. Fifteen of these are of timber post and beam construction, with nine internal bays. Two other buildings are the smaller Quartermaster's Store, with five bays of timber post and beam construction, and the Carpentry Workshop, which are timber framed and three bays wide. Both the Quartermaster's Store and the Carpentry Workshop are constructed of Oregon, an American wood.

Other elements of significance include the alignments of rail sidings that once ran through the site which are still visible in the landscape through the location and orientation of some of the buildings and roads, while to the south a remaining siding is still clearly visible.

The section of the School of Military Engineering which is included in the subject site is disturbed and does not contain significant heritage items, however the significance of the site as a whole should be considered. The School of Military Engineering is listed on the Liverpool LEP 2008 as the Australian Army Engineers Group (Item 57).

This listing notes that the site includes the Royal Australian Engineers (RAE) Memorial Chapel, RAE Monument, Major General Sir Clive Steele Memorial Gates, and The Cust Hut. According to the LEP Heritage map, Item 57 also encompasses most of the land surrounding the DNSDC site, between the East Hills railway line and Anzac Road, as well as a building on the north side of Anzac Road. As such the proposed listing will complement this existing listing and provide a more comprehensive heritage consideration to this area.

A *Heritage Assessment* of the site was prepared by Graham Brooks and Associates in 2001 on behalf of the Department of Defence. A *Non Indigenous Heritage Impact Assessment* was prepared by Artefact dated December 2012 on behalf of SIMTA. Both these reports recognise the high heritage significance of the DNSDC site and recommend preservation of the site.

There is substantial justification for the protection of the heritage significance of the site through the Liverpool Local Environmental Plan 2008.

Office of Environment and Heritage

The NSW Office of Environment and Heritage administers the State Heritage Register. Given that the DNSDC site was considered significant enough to be listed on the Commonwealth Heritage Register, it seems appropriate that the site be listed on the State Heritage Register as well as listed locally.

It is recommended that Council write to the Office of Environment and Heritage and encourage them to list the site on the State Heritage Register in conjunction with local listing.

FINANCIAL IMPLICATIONS:

The reports required to justify the heritage listing are existing and publically available. The recommended actions will require some staff time to prepare and liaise with relevant state agencies, which can be managed through existing budget allocations.

The planning proposal provides public benefit through provision of better protection to significant heritage items. There are no substantial financial implications arising from this report.

RECOMMENDATION:

That Council:

1. Forwards the Planning Proposal to add the Defence National Storage and Distribution Centre to the Liverpool Local Environmental Plan 2008 as a heritage item to the Department of Planning and Infrastructure for a Gateway determination.
2. Writes to the Office of Environment and Heritage and encourage them to list the site on the State Heritage Register.

SIGNED BY:

Toni Averay
Group Manager
Planning and Growth

Attachment: Planning Proposal



Planning Proposal

Liverpool Local Environmental Plan 2008

**Heritage Listing of the Defence National
Storage and Distribution Centre**

August 2013

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Background

This planning proposal has been drafted in accordance with Section 55 of the Environmental Planning and Assessment Act 1979 (the Act) and the Department of Planning and Infrastructure's guide to preparing planning controls.

The Defence National Storage and Distribution Centre (DNSDC) located on Moorebank Avenue, Moorebank was zoned industrial in 2004 to enable the development of the Moorebank Technology Park. This is however unlikely to occur as the site is proposed to be developed as an intermodal freight terminal.

The site is owned by SIMTA, a consortium comprising Aurizon Pty Ltd and Qube Pty Ltd and is currently leased to the Department of Defence.

Council has noted that the DNSDC was listed on the Commonwealth Heritage Register, as it is a "Commonwealth area".

However, once the Department of Defence lease ends, the site will no longer be a "Commonwealth area" and would need to be removed from the Commonwealth Heritage List in accordance with Section 341L *Environmental Protection and Biodiversity Conservation Act 1999*. From this point on the site would have no heritage listing and no heritage protection will be afforded to the site.

Both the Heritage Assessment prepared by Graham Brooks in 2001 and the Non Indigenous Heritage Impact Assessment prepared by artefact dated December 2012 recognise the high heritage significance of the DNSDC site, therefore Council is seeking to list the site in Schedule 5 of the Liverpool Local Environmental Plan 2008.

Delegation:

Council is seeking an Authorisation to make the plan.

Site identification

The planning proposal affects the Lot 1 DP1048263, Moorebank Avenue, Moorebank.

The site was part of the military land but was rezoned to become Moorebank Technology Park in 2004. However, the Department of Defence continue to lease the site.



Figure 1 – Site Identification Map

Part 1 - Objectives

The objective of the planning proposal is to protect the heritage significance of the DNSDC site by listing the site on the local heritage register

Part 2 - Explanation of provisions

Amendment applies to:	Explanation of provision
Schedule 5 of the Liverpool LEP 2008.	Add a new item to the Schedule to list the DNSDC site on the local heritage register.
Heritage Map HER-013	Amend the map to identify the subject site as a heritage item.

Part 3 - Justification

A. Need for the planning proposal

1. Is the planning proposal a result of any strategic study or report?

The planning proposal is the result of a report. The Non Indigenous Heritage Impact Assessment prepared by artefact on behalf of SIMTA for the Part 3A application and EPBC Act approval recognised the heritage significance of the site and that there will be no heritage protection of the site once Commonwealth activities on the site cease.

The site contains twenty timber post and beam buildings dating to World War Two. Fifteen of these are of timber post and beam construction, with nine internal bays. Two other buildings are the smaller Quartermaster's Store, with five bays of timber post and beam construction, and the Carpentry Workshop, which are timber framed and three bays wide. Both the Quartermaster's Store and the Carpentry Workshop are constructed of Oregon, an American wood.

Other elements of significance include the alignments of rail sidings that once ran through the site which are still visible in the landscape through the location and orientation of some of the buildings and roads, while to the south a remaining siding is still clearly visible.

Finally, the section of the School of Military Engineering which is included in the subject site is disturbed and does not contain significant heritage items, the significance of the site as a whole should be considered. The School of Military Engineering is listed on the Liverpool LEP 2008 as the Australian Army Engineers Group (Item 57).

This listing notes that the site includes the Royal Australian Engineers (RAE) Memorial Chapel, RAE Monument, Major General Sir Clive Steele Memorial Gates, and The Cust Hut. According to the LEP Heritage map, Item 57 also encompasses most of the land surrounding the DNSDC site, between the East Hills railway line and Anzac Road, as well as a building on the north side of Anzac Road.

A *Heritage Assessment* of the site was prepared by Graham Brooks and Associates in 2001 on behalf of the Department of Defence. A *Non Indigenous Heritage Impact Assessment* was prepared by artefact dated December 2012 on behalf of SIMTA. Both these reports

recognise the high heritage significance of the DNSDC site and recommend preservation of the site.

There is substantial justification for the protection of the heritage significance of the site through the Liverpool Local Environmental Plan 2008.

In order to provide proper recognition of the built heritage items on site, it was considered by Council the best course of action to list the site on the local heritage register.

2. *Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?*

The intended outcome is to provide heritage protection to the DNSDC site. Council is encouraging the Office of Environment and Heritage to consider state listing, however Council believe the site has both state and local significance and should be listed on both registers.

The planning proposal is the best method of achieving the intended outcome, within Councils control.

3. *Will the net community benefit outweigh the cost of implementing and administering the planning proposal?*

The net community benefit will outweigh the cost of implementing and administering the plan. Given that the heritage studies have already been prepared by the private sector there is little cost associated with the implementation and administration of the planning proposal.

There will be a net community benefit in the recognition of the heritage significance of the DNSDC site at a local level.

B. Relationship to strategic planning framework

4. *Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?*

Sydney Metropolitan Strategy

The planning proposal is generally consistent with the Sydney Metropolitan Strategy. The strategy recognises the importance of heritage. This planning proposal seeks to create a new heritage listing.

Draft Metropolitan Strategy for Sydney to 2031

The planning proposal is generally consistent with the Draft Metropolitan Strategy for Sydney to 2031. The strategy recognises the importance of heritage. This planning proposal seeks to create a new heritage listing.

South West Draft Subregional Strategy

The draft South West Subregional strategy recognises the importance of heritage. This planning proposal seeks to create a new heritage listing.

5. Is the planning proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?

The Planning Proposal is consistent with the aims and objectives of Growing Liverpool 2023.

6. Is the planning proposal consistent with the applicable state environmental planning policies?

The planning proposal is consistent with State Environmental Planning Policies.

7. Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

Various Section 117 Ministerial Directions apply to this planning proposal. These are discussed below:

S.117 Direction No. and Title	Contents of S.117 Direction	Planning Proposal	Comply
1.1 Business and Industrial Zones	The objective of this direction is to encourage employment growth in suitable locations, protect employment land in business and industrial zones and support the viability of identified strategic centres.	The planning proposal affects land zoned industrial but does not prohibit industrial development on the site.	Yes
2.3 Heritage Conservation	The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.	The planning proposal is consistent with this direction as it directly seeks to conserve a place of environmental heritage.	Yes
5.1 Implementation of Regional Strategies	The objective of this direction is to give legal effect to the vision, land use strategy, policies, outcomes and actions contained in regional strategies. This direction requires that the rezoning proposal be consistent with the South West Subregional Strategy.	The Planning Proposal is consistent with the relevant Regional Strategies.	Yes
7.0 Metropolitan Planning	Planning proposals shall be consistent with the NSW Government's Metropolitan Plan for Sydney 2036 published in December 2010.	The planning proposal achieves the overall intent of the Plan and does not undermine the achievement of its vision, land use strategy, policies, outcomes or actions.	Yes

C. Environmental, social and economic impact

8. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

No critical habitat or threatened species, populations or ecological communities or their habitats will be adversely affected as a result of the proposal.

9. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

The planning proposal will not result in any negative environmental effects.

10. How has the planning proposal adequately addressed any social and economic effects?

The planning proposal has no negative social or economic effects. The planning proposal recognises the cultural and heritage significance of the site. No negative impacts are envisaged.

D. State and Commonwealth interests

11. Is there adequate public infrastructure for the planning proposal?

The planning proposal does not result in any additional development. As such the planning proposal will not place additional demands on public infrastructure.

12. What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

State and Commonwealth agency consultation will occur following the issue of a Gateway determination.

Part 4 – Maps

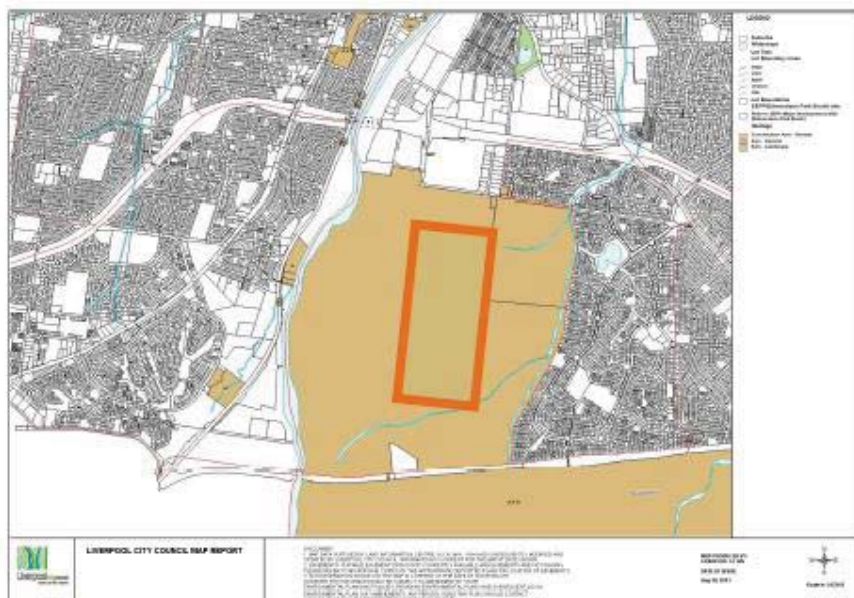


Figure 2 – Draft Heritage Map

Part 5 - Community Consultation

Community consultation will occur following the issue of a Gateway determination.

Council does not seek approval to issue a summary of the Planning Proposal for the purposes of community consultation.

Part 6 - Timeline

Council estimates that a timeframe of 7 months, from the issue of a Gateway determination, is required to complete the process.

Timeframe	Action
15 October 2013	Receive Gateway Determination
20 October – 11 November 2013	Public authority consultation
21 November - 21 December 2013	Public exhibition
22 December 2013 – 22 January 2014	Review of submissions
February – March 2014	Report to Council and finalisation of LEP

Appendix 1 Commonwealth Heritage Register Listing

Defence National Storage and Distribution Centre, Moorebank Av, Moorebank, NSW, Australia

Photographs None

List Commonwealth Heritage List

Class Historic

Legal Status Listed place (22/06/2004)

Place ID 105641

Place File No 1/15/023/0020

Summary Statement of Significance

The Defence National Storage and Distribution Centre (DNSDC) is historically highly significant. As a military storage site it dates from 1915, and the Centre is important for its associations with the development of Australia's military forces prior to and during the First World War and particularly for its direct association with the military build up in the early years of the Second World War. The DNSDC has continued to play an important role in Australia's military infrastructure, right up to the present time. The place also has an association with early nineteenth century settlement in the Liverpool area. (Criterion A.4) (Themes: 7.7 Defending Australia, 7.7.1 Providing for the common defence, 7.7.3 Going to war)

The DNSDC contains twenty Second World War post and beam warehouses, many of which, despite being re-clad, are good examples of their type. Particularly important are the fifteen timber post and beam military warehouses of the nine-bay type which played such an important role during the war and which were the widest post and beam military warehouses. Also important are the three composite steel and timber type warehouses. Post and beam military warehouses are small in number today, giving those at this site substantial rarity value. Additional interest is inherent in the fact that the buildings are understood to have been prefabricated in the United States and shipped to Australia in the early 1940s. Further, the alignment of part of the former military railway system is evidenced by the alignment and siting of some of the buildings and roads at the site. (Criteria D.2 and B.2)

The Centre is of social value for Defence personnel, for the Liverpool community and for the broader Sydney community on account of the long-term Defence associations with the site. (Criterion G.1)

Official Values

Criterion A Processes

The Defence National Storage and Distribution Centre (DNSDC) is historically highly significant. As a military storage site it dates from 1915, and the Centre is important for its associations with the development of Australia's military forces prior to and during the First World War and particularly for its direct association with the military build up in the early years of the Second World War. The DNSDC has continued to play an important role in Australia's military infrastructure, right up to the present time. The place also has an association with early nineteenth century settlement in the Liverpool area.

Attributes

The fabric, form and set out of all of the buildings, including their alignments and orientations to former roads and railways.

Criterion B Rarity

Particularly important are the fifteen timber post and beam military warehouses of the nine-bay type which played such an important role during the war and which were the widest post and beam military warehouses. Post and beam military warehouses are small in number today, giving those at this site substantial rarity value.

Attributes

The post and beam warehouses.

Criterion D Characteristic values

The DNSDC contains twenty Second World War post and beam warehouses, many of which, despite being re-clad, are good examples of their type. In addition to the fifteen timber post and beam military warehouses of the nine-bay type are the three composite steel and timber type warehouses, which are also important. Additional interest is inherent in the fact that the buildings are understood to have been prefabricated in the United States and shipped to Australia in the early 1940s. Further, the alignment of part of the former military railway system is evidenced by the alignment and siting of some of the buildings and roads at the site.

Attributes

The fabric, form and set out of all of the buildings, including their alignments and orientations to former roads and railways.

Criterion G Social value

The Centre is of social value for Defence personnel, for the Liverpool community and for the broader Sydney community on account of the long-term Defence associations with the site.

Attributes
Not clarified.

Description

HISTORY

The Defence National Storage and Distribution Centre (DNSDC) at Moorebank, which is part of the larger Moorebank Defence site, stands within part of the original 6000 acre property granted to Thomas Moore in 1805-21. The eastern boundary of the DNSDC site follows the alignment of part of Moore's property. Moore was the first magistrate at Liverpool and was an influential figure in the early years of the area. The northern and western boundaries of the DNSDC follow boundaries of the later 1888 Moorebank Farms subdivision.

Meanwhile, military activities began in the Liverpool area early in the 1800s when troops guarded convicts and a military barracks was constructed in the town. Military use of the area increased early in the twentieth century, and training camps were run. Military manoeuvres were held for the inspection of Lord Kitchener in 1910, and a rifle range was developed. The military camp was located partly on the present DNSDC site.

One result of Kitchener's visit was the acquisition by the Commonwealth of large areas of land for military purposes, and in 1913 an area exceeding 16,000 acres and including the DNSDC site was acquired by the federal government for defence purposes. This was the era of compulsory training and permanent military training areas, hence the Commonwealth's need to acquire large areas. Military storage at the DNSDC appears to have begun in 1915.

The Liverpool camp was the main military training centre in NSW during the First World War. All new recruits came here, including Light Horse units. In 1919 two railway sidings were added in order to service the depot, and were part of the larger railway system which linked the various military establishments in the area. One of the sidings was extended during the Second World War.

As mentioned above, military storage began at what is now called the DNSDC in 1915, during the First World War. Called initially the Mobilisation Stores, the place accommodated the 2nd Base Ordnance Depot and 2nd Base Workshops during the Second World War. In 1972 these units became the 21st Supply Battalion and the 2nd Base Workshop Battalion. In 1990 these two joined to become the Moorebank Logistics Group.

During the Second World War there were perhaps 20 timber post and beam buildings erected, as well as other buildings. All these structures reflected the widespread expansion of support facilities during the early part of the war.

From the 1940s to the early 1990s there was little development at the site. Then in the early 1990s the place was upgraded to become the DNSDC. Most of the Second World War buildings were reclad and the original asbestos cement sheeting was removed. A small number of buildings was demolished and replaced with more modern designs. The creation of the DNSDC was an element of the Defence Logistics Redevelopment Project which aimed at rationalising Defence warehousing. DNSDC is the main warehouse for all three of the Australian armed services, and there are maintenance sections as well.

DESCRIPTION

The place is mainly made up of a number of large storage sheds, many dating from the early 1940s, which have been variously extended and refurbished as part of the early 1990s work. There is also a number of smaller ancillary, administration and workshop buildings. Near the main entrance stands the main headquarters and administration building for the DNSDC.

Twenty Second World War timber post and beam buildings of various configurations appear to remain, all having been reclad. Of these, 15 (building numbers 6, 10-11, 33-35, 39-40, 44-46, 48, 72-73 and 75) are of timber post and beam construction, with 9 internal bays (the widest type built). With their original timber structure intact, they have been reclad with modern profiled steel sheeting, have concrete floors, and sprinklers and smoke management screens. Three of the 20 buildings (7, 9, 80) are composite timber and steel warehouse structures, with three bays of timber post and beam construction on either side of a central raised bay, steel-framed to support a gantry crane. The other two buildings are the QM Store (13) five bays wide, and the Carpentry Workshop (37) three bays wide and extended.

The timber used in the 20 post and beam buildings is Oregon. It is understood that the buildings were prefabricated in the United States and shipped to Australia on US Liberty Ships.

Post and beam stores buildings were built during the Second World War in numbers of military establishments in eastern Australia, and particularly in south-eastern Australia. They played a major military warehousing role at the time. In 1995 a number remained in use, including at Bogan Gate, Regents Park and Wallangarra in NSW and at Broadmeadows and Bandiana Victoria. However, these types of buildings are now fairly rare, for by 2002 the only other known site with similar Second World War timber store buildings still in Defence ownership, was at Bandiana. Hence the examples at DNSDC have rarity value as well as being good examples of the type (particularly in the case of the nine-bay types).

The alignment of part of the former Liverpool - Anzac Rifle Range - Holsworthy military railway line and sidings can still be seen via the alignment and siting of some of the buildings and roads at the site. The Ordnance Depot railway siding constructed in 1919 and extended

during the Second World War has been mainly demolished.

History Not Available

Condition and Integrity

The timber post and beam buildings at DNSDC were reclad in the early 1990s. The DNSDC is in the course of being disposed of by Defence. (October 2002)

Location

About 83ha, at Moorebank, being an area bounded by a line commencing at the intersection of Moorebank Avenue with an unnamed road at approximate AMG point 307820mE 6240100mN, then easterly and northerly via the unnamed road to its intersection with Anzac Road and Greenhills Avenue, then westerly via Anzac Road to its intersection with Moorebank Avenue, then southerly via Moorebank Avenue to the point of commencement.

Bibliography

Graham Brooks and Associates Pty Ltd, Heritage Assessment: Defence National Storage Distribution Centre (DNSDC), Moorebank Defence Site. Prepared for the Department of Defence Sydney Property Disposals Unit, October 2002.

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www.oak.arch.utas.edu.au/projects/retro/war/rwar.html 2002.