

20 Shepherd Street, Liverpool

Statement of Heritage Impact



November 2014

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# Introduction

# 1.1 Background

This report has been prepared to accompany a development application for the proposed redevelopment of 20 Shepherd Street, Liverpool. It evaluates the proposal, designed by Woods Bagot.

The subject site contains a remnant part of the larger industrial site of the former 'Challenge Woollen Mills' which was first developed by the Australian Paper Company and commenced operations on the adjacent site in the 1860s. The heritage listed building was constructed in 1914 as an extension to the primary mill buildings, that were demolished in the late 1970s.

In 2008 the *Liverpool Local Environmental Plan (LEP)* changed the land use zoning of the subject site from an industrial use to *R4 - High Density Residential* in response to the strategies identified in Council's 2007 *Residential Development Strategy*.

It is Liverpool Council's vision that the locality become a vibrant, residential area supported by its proximity to the Town Centre, transport and service facilities as well as taking advantage of the opportunities offered by the subject site's proximity to the Georges River.

A scheme for the redevelopment of the site for residential use within and adjacent to the existing building footprint was approved as DA-862/2012. The approved scheme is below the maximum height and floor space permitted for the site under the R4 – High Density Residential zoning for the site.

This application seeks to redevelop the site with a higher density scheme. It provides two residential unit blocks over basement parking, including an iconic riverfront tower, and the retention, conservation and adaptive re-use of all but four bays of the heritage listed former mill building.

It retains the bulk of the original form and fabric of the building and the proposed mixed use for the remnant building requires far less intervention to, and removal of original fabric, in comparison to the approved scheme. The clarity of the retained building is a major aspect of the street frontage presentation of the proposed scheme.

# 1.2 Report Objectives and Context

The main objective of this Statement of Heritage Impact is to determine the suitability of the design and the heritage impact of the proposal in relation to the provisions established by Liverpool City Council and by the NSW Office of Environment and Heritage, Heritage Division guidelines.

# 1.0



**Figure 1.1** Location map showing the subject site marked with a dashed circle.

Source: google maps.com



**Figure 1.2** Aerial photograph showing the subject site outlined in a dashed line.

Source: NSW LPI 2012

A revised Conservation Management Strategy (CMS) and Interpretation Strategy for the site have also been prepared to accompany this application.

The revised CMS contains guidelines for changes to the building that will be required for its on-going adaptive re-use as part of its future high density residential context and an Outline Conservation Works Schedule that should be implemented with the approved development.

### 1.3 Methodology and Structure

This Statement of Heritage Impact has been prepared in accordance with guidelines outlined in the *Australia ICOMOS Charter for Places* of *Cultural Significance, 2013*, known as *The Burra Charter*, and the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication, *NSW Heritage Manual*.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place, cultural significance, fabric,* and *conservation,* is as defined in Article 1 of *The Burra Charter.* The *NSW Heritage Manual* explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

### **1.4 Site Identification**

The subject site is located on the east side of Shepherd Street, south of the intersection with Atkinson Street, Liverpool. The Georges Rivers runs along the eastern edge of the site.

It is described by the NSW Land and Property Information (LPI) as Lot 1 DP 247485.

#### 1.5 Heritage Management Framework

The subject site at 20 Shepherd Street, Liverpool, is listed as an item of local heritage significance, in Schedule 5 of the *Liverpool City Council Local Environment Plan (LEP) 2008* as item number 104, *McGrath Services Centre Building (formerly Challenge Woollen Mills, and Australian Paper Company's Mill)*.

The subject site is in the vicinity of Lighthorse Park, a locally listed heritage item (Item 70).

As such the property is subject to the heritage provisions of the *Liverpool LEP 2008* and the *Liverpool Development Control Plan (DCP) 2008* under the *Planning and Assessment Act 1979*. Liverpool City Council must take into consideration the potential impact of any proposed development on the heritage significance of the heritage items.

## 1.6 Authorship

This report has been prepared by Gail Lynch, Associate Director, of Graham Brooks and Associates Pty Ltd, and has been reviewed by the Director, Graham Brooks. Unless otherwise noted all of the photographs and drawings in this report are by Graham Brooks and Associates Pty Ltd.

# 1.7 Report Limitations

This report is limited to the analysis of the European significance of the site. Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric.

Archaeological assessment of the subject site is outside the scope of this report.

This report only addresses the relevant heritage planning provisions and does not address general planning or environmental management considerations.

# 1.8 Copyright

Copyright of this report remains with the author, Graham Brooks and Associates Pty.

# **Historical Summary**

# 2.1 Introduction

The following history is reproduced from the *20 Shepherd Street, Liverpool Conservation Management Strategy*, prepared by Graham Brooks and Associates in March 2012, and incorporates information sourced from the *Conservation Assessment - McGrath's Service Centre Liverpool* prepared by Tropman and Tropman in 1994.

# 2.2 Brief History of the Locality

In November of 1810 Governor Macquarie and his party agreed on a site 'fit for the purpose' of laying out a town<sup>1</sup>. The impetus for settling this region was to explore the potential of the surrounding land to supply the colony with food. This endeavour proved fruitful and by the 1850s Liverpool had become a major centre for the processing of primary produce and supported a wide range of industries.

Liverpool lies on the banks of the Georges River and was connected to Sydney and the southern hinterland by the Great South Road, later to become the Hume Highway. In 1856 the railway was extended from Parramatta through to Liverpool, enabling the town to become a transport hub linking river, road and rail for the movement of goods and produce.

The subject site was originally part of the Collingwood Estate. Known as Bunker's Farm, it was a landholding whose succession of early owners were each closely associated with the early economic development of Liverpool. The location of the farm in relation to the Georges River and the railway encouraged commercial speculation and the development of new industries on the estate lands.

# 2.3 Early Ownership and Use of the Site

Captain Ebenezer Bunker (1761 - 1836), an American Loyalist, mariner and trader, arrived in Port Jackson in 1791 as Master of the Third Fleet convict ship the 'William and Anne'. Land grants made to him in 1804 and 1810 in the Liverpool area totalled 1000 acres (including the subject land). His home, *Collingwood House*, still stands on a rise looking out over Liverpool Road (Hume Highway).

In 1853 James Henry Atkinson purchased the Collingwood Estate from Samuel Dean Gordon. Atkinson was a wool merchant, entrepreneur and politician who planned to develop an industrial estate on the property based on the English mill-town model.<sup>2</sup>

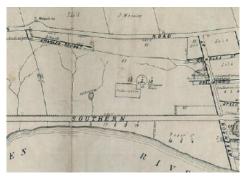




#### Figure 2.1 The location of Collingwood House in relation to the subject site circled. Aerial image dated 1947

The railway line is shown in red and the Liverpool Road is shown in blue

Source: NSW LPI



#### Figure 2.2 1880 map showing the Collingwood House, the southern railway line and in the bottom right hand side of Atkinson Street is noted 'Paper Co'.

Source: Liverpool Heritage Study

<sup>1</sup> Liverpool City Council, The Future for Liverpool - a regional centre, p.42..

<sup>2</sup> Heritage Council web site - Collingwood http://www.visit.heritage.nsw.gov.au

The arrival of the railway to Liverpool in 1856 encouraged people like Atkinson to develop secondary industries based on surrounding primary industries, which included beef and sheep farming. Atkinson built a large private railway siding developing the estate as a depot for the transfer of pastoral and agricultural produce. He expanded this business to include an abattoir, a woolwash and fellmongery for the tanning hides and pelts<sup>3</sup>

Atkinson subdivided the Collingwood Estate in 1859, retaining the industrial and commercial components, and selling the homestead and the undeveloped land to James Gillespie.<sup>4</sup>

Five years later in 1864 the Australian Paper Company purchased 8 hectares (20 acres) of land on the river bank between Collingwood House and Atkinson Street from Gillespie<sup>5</sup> with plans to construct one of Australia's earliest, and perhaps largest, paper making ventures.

# 2.4 Early Use of the Adjacent Site

The foundation stone of the new Collingwood Paper Mill<sup>6</sup> was laid in 1865, the following year paper making machinery arrived from England with the mill commencing operations in January of 1868.<sup>7</sup> The site contained a complex of structures built around a large hip roofed two storey brick building. Several single storey buildings with clerestory lights running the length of their pitched roofs faced the river. Drawings of the mill at the time show a cluster of smaller buildings, a large industrial chimney stack, a series of pens and fencing and large water filled ponds to complete the enterprise.

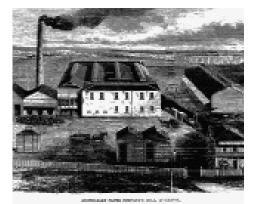
The mills' location at that time was in a relatively remote area meaning that there were substantial costs for the owners who also had to accommodate their employees. 1872 saw the property put up for sale with Messrs. Richardson and Wrench; it was sold three years later to Messrs. Williams and Murray who became the new proprietors.

An article published in the *Sydney Morning Herald* of May 1881 describes the mill and surrounds at the time of Williams and Murray's ownership as comprising "about 13 acres of fertile land, situate on the Georges River, which is navigable for vessels of low tonnage, and the buildings are accessible by rail.

These buildings, including all workmen's' cottages are all of the most substantial description and otherwise suited to the paper making business. Their extent may be imagined when it is known that they occupy 5  $\frac{1}{2}$  acres of the property".

Pumping apparatus used at the time was capable of throwing 100,000 gallons per hour, and an abundant supply of clean water was available from the river.

- 3 Heritage Council web site Collingwood http://www.visit.heritage.nsw.gov.au
- 4 Heritage Council web site Collingwood http://www.visit.heritage.nsw.gov.au
- 5 Heritage Council web site Collingwood http://www.visit.heritage.nsw.gov.au
- 6 p3.34, Liverpool Heritage Study7 City of Liverpool Gazette, p.16



#### Figure 2.3

Australian Paper Mill, Liverpool. Image from the *Illustrated Sydney News*, 21 December 1872.

Source: Reproduced from *On the Frontier: A* Social History of Liverpool, Keating, p79.



Figure 2.4 Collingwood Paper Mill, c1886.

Source: Tom Lennon Collection, Powerhouse Museum

Machinery in use included four hp to 50 hp, 12 rag engines, six rag and fibre boilers, and one very large high pressure fibre boiler. The paper making machine itself was seven feet wide, with a speed of 120 feet per minute, and there were five sets of rollers of two different types, as well as paper cutting, wrapping and wiping machinery.

At this time, the industry was using 100 tons of coal per week to fire the boilers, and employed an average of 110 people with the mill working full time.

As the city grew and the area became less remote the adverse environmental impacts generated by the industrial processes, namely pollution of the river and any number of foul odours, became a public nuisance.

# 2.5 Construction of the Subject Building

The paper mill ceased operations in 1910 when the site was purchased by Henry Bull and Co. who established the Challenge Woollen Mills Pty Ltd producing 'blankets and other piece goods'<sup>8</sup>.

The existing paper mill buildings were extended and modified in 1914 to suit this new use. The extensions to the mill are attributed to the Sydney architect T. H. Houghton, and contracted to Mr. W. E. Wearne at a cost of  $\pounds$ 3000.<sup>9</sup> The extension building is the major building on the subject site.

The architect, TH Houghton is reputed to have also been responsible for the design of the Cold Stores at Pyrmont in Sydney.

By 1915 the factory is working to capacity with *Messrs Henry Bull's output of blankets and woollens from the Challenge Woollen Mills, Liverpool, being commandeered by the Federal Defence Department in order to supply the demand on account of the expeditionary forces.*<sup>10</sup>

# 2.6 Subsequent Major Phases of Development

The 1930s saw the Challenge Woollen Mills employing 200 hundred people, making them the largest employer in the district.<sup>11</sup>

In the mid 1940's wool supplies were delivered by rail to Liverpool Station, and teams of horses from the mill were used to pull the railcars to the factory siding for the wool to be woven.<sup>12</sup> This process became mechanised, and wool started to be bought to the mill by motor lorry.<sup>13</sup>



Figure 2.5 Liverpool Woollen Mill c 1920

Source: Tom Lennon Collection, Powerhouse Museum



Figure 2.6 Challenge Mills, 1932

Source: Tom Lennon Photographic Collection, Powerhouse Museum

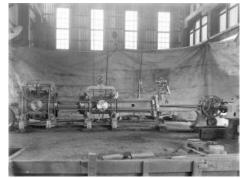


Figure 2.7 'Corliss' steam engine for woollen Mill

Source: Photographic Collection, Powerhouse Museum

<sup>8</sup> City of Liverpool Champion, "Paper Works at Liverpool, 1881, p.5

<sup>9</sup> Sydney Morning Herald, 24 March 1914; 21 April 1914.

<sup>10</sup> The Barrier Miner, 20 February 1915

<sup>11</sup> Liverpool City Council, Liverpool Heritage Study, p.3-35.

<sup>12</sup> City of Liverpool Champion, p.5

<sup>13</sup> City of Liverpool Champion, p.5

The corner building appears sometime between the 1947 and 1961, as indicated in aerial images from these dates. (refer figures 2.9 and 2.10)

For the next three decades the mill continued to operate and remained a major employer in the area. Photographic evidence from early 1970s shows the mill buildings are substantially intact.<sup>14</sup>

In 1971 a new company, Challenge Textiles Ltd, was formed and a new semi worsted spinning system installed to produce carpet yarns.<sup>15</sup> Challenge Textiles produced yarn for carpet tufters in wool, acrylic, rayon and Nylon. 210 employees worked in three shifts' with equal numbers of male and female workers.<sup>16</sup>

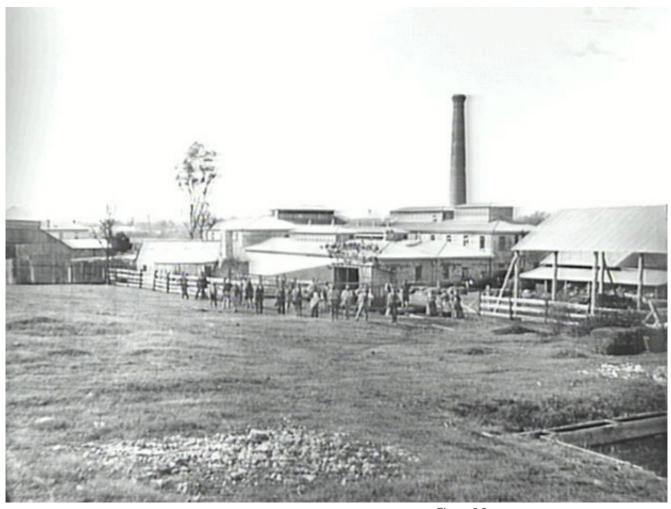
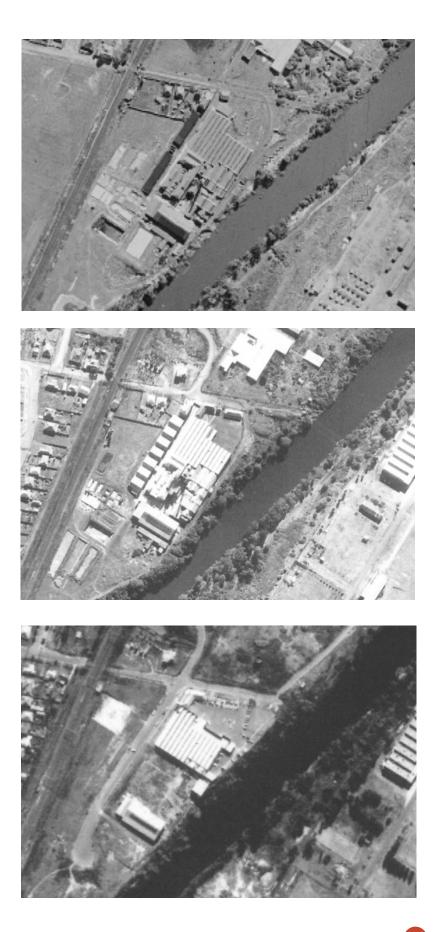


Figure 2.8 Paper Mill and works, 1876

Source: NSW Government Printing Office

- 14 NSWDL Aerial photo, NSW, 1908-5195
- 15 City of Liverpool Champion, p.5
- 16 City of Liverpool Champion, p.5



Comparison of aerial views of the site spanning nearly forty years

Figure 2.9 Aerial image, 1943

Source: NSW LPI

Figure 2.10 Aerial image, 1961

Source: NSW LPI

Figure 2.11 Aerial image, 1978

Source: NSW LPI

# 2.7 1970's Subdivision of the Mill Site

In 1972 McGrath (Wholesale) Pty Ltd purchased the site, since which time it has continued to be used for vehicle servicing and pre-sale preparation until McGraths moved this use to a site in Moorebank mid 2011. The site is now unoccupied.

Photographic evidence from 1978 shows the early mill buildings on the adjacent site having been demolished and Shepherd Street having been constructed. (Fig. 2.11) The 1914 former factory extension appears to be all that has been retained of the primary mill buildings. The small corner building can be seen, as can the new entry and offices along the northern elevation.<sup>17</sup> The subject site is fenced and adjacent to a vacant lot where the earliest mill buildings once stood.



# 2.8 Liverpool Council Rezoning of the Site

In 2007 Liverpool Council published their *Residential Development Strategy*. The purpose of this strategy was to establish the direction for housing Liverpool's population for the following 25 years and identify opportunities to accommodate additional residential development.

In 2008 Liverpool LEP changed the land use zoning of the subject site from an industrial use to *R4 - High Density Residential* in response to the strategies identified in the 2007 document.

It is Liverpool Council's vision that the locality become a vibrant, residential area supported by its proximity to the Town Centre, transport and service facilities as well as taking advantage of the opportunities offered by the subject sites proximity to the Georges River.

17 NSWDL Aerial photo, NSW 2714-23

#### Figure 2.12

Undated photograph of the McGrath operation on the site showing the modifications that were made at the northern end of the building to accommodate its use as a vehicle service and sales centre

Source: Liverpool Local Studies

# 2.9 Subsequent Development History

In early 2011 architects Alan, Jack and Cottier carried out a feasibility study that endeavored to take full advantage of the permissible high density building controls. This earlier scheme aimed at providing the maximum number of dwellings allowed on the site in the form of a series of towers at the 24 m height limit. It included below ground carparking and significant demolition of the existing buildings.

Maximizing the development opportunities set by the limits of the R4 zoning on the subject site was not considered feasible for the owners at that time and this scheme did not proceed to a formal development application. One of the factors in this decision was the significant heritage elements required to be conserved on the site.

In 2012 Spence Pearson Architects were engaged to re-examine options for the site's development. A low density scheme that comprised simple repetitive structures of 3 storeys without lifts, with parking at grade, was developed as an economically feasible development response that was able to retain the west and south elevations of the remnant mill building and interpret its saw-tooth roof form. This scheme, illustrated on the following page, was refined and approved as development approval number DA-862/2012. With the exception of the removal of the c1950s, single storey building at the corner of Shepherd Street and Atkinson Street, construction for this development approval has not commenced.

The property was recently purchased by the current applicant and a proposal to redevelop the site with a higher density residential scheme that includes the retention and re-use of the bulk of the original form and fabric of the remnant mill building has been prepared.





#### **Figures 2.13 - 2.15** Plan and images illustrating the currently approved development for the site.

Source: NSW Joint Regional Planning Panels Development Register, accessed at http://www.jrpp.nsw.gov.au/ DevelopmentandPlanningRegister/tabid/62/ctl/ view/mid/424/JRPP\_ID/1045/language/en-US/ Default.aspx

**Figure 2.13** Site plan showing the approved residential development within and adjacent to the remnant mill building



**Figure 2.14** The Shepherd Street presentation of the approved residential development within and adjacent to the remnant mill building

#### Figure 2.15

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Illustration of the view looking south from within the approved development showing the extent of the fabric to be removed and modified

# **Physical Evidence**

# 3.1 Introduction

This section describes the current site, its building and its context. It makes use of the historical evidence outlined in the previous section to understand the physical changes that have taken place.

# 3.2 Context and Description

The site lies on the west bank of the Georges River and to the east of the railway line. The current character of the area is a mix of c1980 medium density residential apartment blocks stretching north along the river with light industrial development to the south and west and along the opposite bank of the river. The character of the immediate industrial areas will change over time in response to the rezoning of the area. Across Atkinson Street the heritage listed Lighthorse Park stretches along the river bank to the north.

The main vehicular entry to the site is off Atkinson Street onto a large area of hardstand across the north eastern corner of the site. The site is generally level with no notable plantings.

The built component on the site is the 1914 former Challenge Woollen Mill factory which was modified in the 1970s for use as a vehicle service centre.

# 3.3 Views to and from the Site

Views from the site north and east across Atkinson Street are to the river and towards the apartment blocks adjacent Lighthorse Park.

Approaching the site from the north along Shepherd Street the c1950 single storey corner building previously obscured views to the factory building. The north east corner of this building was modified in the late 1970s to provide an entry and office which is now a dominant element on the site. The 1914 facade follows the street alignment to the end of the site and is notable for its relatively intact arcaded brickwork form and detailing.

The remnant walls of the c1868 buildings that make up the southern elevation of the 1914 building, can be viewed as you travel north from the Shepherd Street cul de sac. This southern elevation is evidence of its link with the earliest structures on the adjacent site. Views of the site from Atkinson Street are generally across the hardstand towards the c1970 alterations to the northern elevation of the 1914 building and take in the range of lightweight ancillary structures that were built to accommodate various vehicle related facilities around the site during the McGrath phase of ownership. 3.0



Figure 3.1 Aerial view of subject site, c2011

Source: NSW LPI



**Figure 3.2** Indicating the juxtaposition of the former corner building, the c1970 entry and the 1914 former factory structure beyond



Figure 3.3 View of the arcaded brickwork to the western elevation of the 1914 former factory building.



## 3.4 Description of the Building

The building structure is made up of a series of steel trusses, columns and roof framing that support the glazed saw tooth roof. The roof is clad in corrugated iron, with glazed strip panels providing light into the factory floor. The soffit of the roofing structure is lined in beaded timber boarding. The steel columns are fixed into the concrete slab flooring.

The external wall of the western elevation is face brickwork, a series of twelve intact regular bays with a door or window opening centered in each, and a projecting brickwork plinth running the length of the building. The joinery to this phase of the building is generally painted timber.

Originally designed to reflect the rhythm of the western elevation, the arcaded brickwork to the eastern elevation has been substantially altered in response to the changing uses of the site. Some brickwork bays remain, divided up by a series of roller shutters and other openings to provide access to the service areas at the rear of the site. The face brickwork has also been painted over on this facade.

The northern elevation of the building was substantially modified some time during the 1970's, with alterations along the length of the elevation. These alterations included the removal of the northern projecting end of the 1914 saw toothed structure. The new building work included an entry and reception foyer off Shepherd Street with offices behind, and some garaging accessed from the hardstand off Atkinson Street. The form of the newer structure is face brickwork with large modern fenestration and glazed entry doors. The materials and design of this addition are contemporary and include a high metal clad parapet typical of a commercial building of this era.

The southern elevation appears to be made up of remnant brickwork sections of two earlier buildings believed to date from the earliest mill structures, c1865. Refer to Figure 3.7 for identification of the various stages of construction.

The western portion of the southern wall was originally two storey and has been cut down to suit the 1914 single storey structure. Historical photographs show the 1914 building butting up against the earlier two storey brick building. Some time during the late 1970's, presumably when the larger site was subdivided, the earlier buildings were demolished, leaving only what was required to secure the 1914 building. Evidence of this earlier building remains in the form of the roughly cut off wall above the roof line, infilled door and window openings at ground and first floor level and the remaining nib of what is believed to be the original east wall of the c1870 building, that was located on the adjacent site.



Figure 3.4 Ancillary structures built onto the eastern elevation of the building.

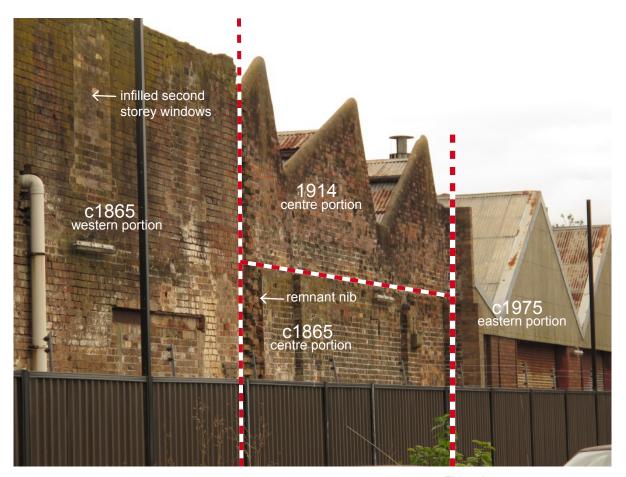


Figure 3.5 View of the southern elevation from inside the property.



Figure 3.6 Detail of the c1970 alterations to the northern elevation.





The small centre portion of the southern wall is identified by its 1914 saw tooth roof profile. Historical photographs indicate an earlier single storey building on the adjacent site facing onto the river in this location, and the existing pattern of the brickwork suggests the early single storey wall is still in place and has been extended to accommodate the 1914 roof line.

The eastern portion of the southern elevation supports a pitched roof, the structure of which appears to date from a much later period with contemporary infill brickwork to the southern wall below timber trusses. Again, referencing historical photographs, the footprint of this space which creates an indent into the 1914 footprint, appears to follow earlier building lines. Elements of the walls that follow this indent line below the later pitched roof may be remnant fabric from the earlier riverside buildings.

Generally the ancillary structures consist of lighting poles, bollards, lightweight carport structures, switching and service boards, signage etc.

## Figure 3.7

Diagram identifying the various stages of development of the southern elevation of the 1914 saw tooth roofed factory extension to the mill.



#### Figure 3.8

Detail of the arcaded brickwork adjacent the c1970 entry. Note the damage to the brickwork from the broken guttering and the inappropriate mortar repairs.



Figure 3.10 Interior of the building



Figure 3.9 Detail of the south western corner of the 1914 building.



Figure 3.11 Detail of the c1970 alterations to the northern elevation.



Figure 3.12

South eastern corner of the building, the 'indent' space resulting from the 1914 structure wrapping around an earlier building.



Figure 3.13 Detail of the 1914 steel roof framing system.

# 3.5 Description of the Building Interior

The interior of the building can be divided up into three areas: the main factory floor under the saw tooth roof, the later reception space and the northern offices behind and the small space below the later pitched roof in the south eastern corner.

The main space is open with only the steel columns breaking up the volume. In terms of finishes, the steel framing, timber boarded ceiling linings and the inside face of the external brickwork walls have all been painted. Light access into the space is through glazed strip lights set into the raked roofing.

Steel members used in the roof framing structure have been sourced from a variety of manufacturers in England and Scotland. This structure is relatively intact. Stamping on the steel elements identifies where they were originally manufactured:

- 1. Gorman Long & Co. Ltd. Middlesbrough, England
- 2. Frodingham Iron & Steel Co. Ltd England
- 3. Lanarkshire (?), Scotland

The fluorescent lighting and the early sprinkler system are suspended from the steel framing members. The floor is asphalt with intermittent line markings where required.

Of note is the safe located in the rear offices. The design and apparent age suggest it has been relocated from elsewhere on the site, though there is no documentary evidence of this.

# 3.6 Condition and Integrity

The factory building is naturally showing a high degree of weathering and wear associated with a century old factory building.

Damage to the fabric of the building includes, but is not limited to:

- rising damp in the brickwork primarily to Shepherd Street
- damp associated with original brickwork with no or damaged damp proof coursing
- water damage associated with damaged and unconnected storm water guttering
- ineffective rainwater collection systems from the valley gutters in the saw tooth roof
- varying levels of corrosion to the steelwork
- water damage to the timber ceiling linings
- broken and damaged glazing to the roof lights
- · weathered corrugated iron roof cladding
- damaged fit out to the former reception area and northern offices (due to vandalism and the building remaining vacated)



Figure 3.14 Doors of the safe currently located in the rear service office.

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The condition of the earlier fabric (brickwork) incorporated as part of the southern elevation is poor. It shows evidence of a high degree of alteration including a range of mortars and patching methods. Originally an internal wall, this brickwork has been subjected to external weathering for at least thirty five years. There is no evidence of any damp proof coursing and the mortar joints also show signs of weathering, which is quite severe in some areas.

#### **Ancillary Structures**

These elements of the site were not intended to be substantial nor long term structures and as such range from good to poor condition.



# Established Heritage Significance

# 4.0

# 4.1 Established Significance of the Subject Site

The Liverpool City Council Heritage Inventory contains the following information for the subject site:

Name:

'McGrath Services Centre'

Database entry number: 1970074 (updated in 2004)

Statement of Significance:

McGrath Services Centre, formerly the Challenge Woollen Mill, demonstrates the history of the development of local industry in the Liverpool area, particularly the important woollen industry. The item indicates a level of technical achievement in its design, construction and varied use. The style of architecture is representative of industrial buildings of its era that are now rare. It is one of the only surviving early 20th century industrial buildings in Liverpool. There is the potential to gain more information on the item from further architectural, archaeological and documentary research.

The 20 Shepherd Street, Liverpool Conservation Management Strategy, prepared by Graham Brooks and Associates in March 2012, revised this Statement of Significance, based on the analysis of the additional research undertaken and an inspection of the site which has been vacant since the McGrath vehicle servicing centre was relocated to Moorebank in 2011.

20 Shepherd Street, Liverpool, on the banks of the Georges River, is a remnant part of the larger industrial site of the former 'Challenge Woollen Mills'. The subject site contains a building that was constructed in 1914 as an extension to the primary (1860s) mill buildings, which were demolished in the late 1970s. Over the last four decades the now unoccupied site has been used as a vehicle servicing site.

The subject building is located on property that originally formed part of a parcel of land granted to pioneering whaling captain Ebenezer Bunker. Initially the site formed part of Bunker's Collingwood Estate, before being sold to, and developed by, the Australian Paper Company. After importing purpose-built machinery from England the company commenced operations around 1868, with this factory being one of the first large scale industrial ventures in Australia. In 1910 the paper mill ceased production. The mill was then purchased by Henry Bull and Co., and subsequently operated as the Challenge Woollen Mill. The primary mill buildings were extended in 1914, with this early twentieth century addition being the only remaining evidence of its presence.

The architectural detailing and steel structure of the 1914 saw tooth roofed former factory building is significant as a representative example of early 20th century industrial building design. The building has undergone successive alterations in response to the changing uses of the site; however its early 20th century industrial form and character are clearly legible. The arcaded brickwork elevation to Shepherd Street with the corrugated iron clad saw tooth roof behind demonstrates aesthetic significance. All original equipment and machinery associated with the site's former industrial uses have been removed and as such lessen the ability of the place to contribute any significant knowledge to the place.

The southern elevation of the 1914 building has been identified as being of heritage significance as it comprises areas of remnant brick wall from the original c1865 mill complex. This significance has been greatly diminished by the removal of the early mill structures as well as by the high degree of alteration to the remnant brickwork.

As part of the woollen mill operations, the 1914 building has social significance through the long-term employment of up to 200 people from the Liverpool area. However, this association was severed in the 1970s and thus has resulted in diminished association with the property.

The site whilst it contained the early mill buildings could demonstrate a high degree of historical significance as the site of major industrial development in the Liverpool area for over 140 years. However, the demolition of the nineteenth century mill buildings and the subdivision of the site in the late 1970s has irrevocably severed this link with the past, with the only remnant of these former activities on the site being the later 1914 extension.

In 1972 the site was purchased by AC McGraths (Wholesale) Pty Ltd and since that time has been used as a vehicle servicing and pre sale preparation depot till the site was vacated in mid 2011.

The *Conservation Management Strategy* has been revised to consider the current proposal and the changes to the site following the approval of DA 862/2012. It includes the following updated table and diagram identifying a hierarchy of built elements to be retained to allow the interpretation of its original design and former use in future development.



GRADING OF SIGNIFICANCE	COMPONENTS AND CHARACTERISTICS	
EXCEPTIONAL	There are no elements of the 20 Shepherd Street, Liverpool, site considered to be of Exceptional significance	
HIGH	<ul> <li>The overall presentation of the remnant c1865 brickwork to the southern elevation with its numerous alterations.</li> <li>The intact design of the western elevation of the 1914 building which is representative of early 20th century industrial buildings.</li> <li>The distinctive industrial quality of the steel saw toothed roof structure and framing</li> </ul>	
MODERATE	<ul> <li>The heavily modified remnant 1914 elements of the eastern elevation</li> <li>The roof cladding and glazed highlight elements which support the understanding of the steel framing structure.</li> </ul>	
LITTLE	<ul> <li>The 1970s entry and offices structure on the northern side of the 1914 former factory building</li> <li>Ancillary structures to the rear yard and to the eastern elevation of the factory building</li> <li>Areas of external hardstand and internal concrete flooring</li> <li>Site fencing - including electrified chain wire security mesh and colourbond fencing</li> </ul>	
INTRUSIVE	There are no elements of the 20 Shepherd Street, Liverpool, site considered to be Intrusive	



# 4.2 Established Significance of the Heritage Item in the Vicinity of the Subject Site

There is one individually listed heritage item in the vicinity of the subject site, Light Horse Park. This reserve is an item of local heritage significance; Item no. 70 on *Schedule 5 - Environmental Heritage* of the *Liverpool LEP 2008*. The following information for this item is sourced from the NSW Heritage Inventory.

#### Statement of Significance:

This site has multiple associations from early settlement to the present time and significance in the development of Liverpool and the role of the Light Horse Brigade in WWI. The park is set within a locality that has strong military associations and contains a poignant sculpture and other heritage items set within an attractive, aesthetically pleasing urban parkland. The park is representative of the incorporation of communal green space into town planning and the common practice of dedicating that space to an important event and/or person(s) in the history of Australia. The boiler which is placed within the park is a rare example of a 1900 steam boiler with collapsible chimney.

#### Description:

Light Horse Park sits between the Georges River and the railway line just south of Liverpool Station. One arm of the park follows the riverbank south, finishing at Atkinson Street, directly across the road from the subject site.

Light Horse Park is dedicated to the soldiers of the Australian Light Horse Brigade, and as such contains a memorial in their honour. This recreation space is also the site of bushland restoration works along the bank of the Georges River with the aim of restoring local native vegetation.



# **Description of the Proposal**

The proposed development, designed by Woods Bagot, is detailed in the plans and Statement of Environmental Effects that accompany this application: It includes:

- · demolition of the four eastern bays of the remnant mill building
- removal of the circa 1970s additions to the northern elevation of the remnant 1914 mill building
- construction of new north and east facades to the retained building
- conservation and adaptive re-use of all the retained portion of the former mill building
- construction of two residential unit blocks over basement parking, including an iconic riverfront tower and associated landscaping and servicing infrastructure.

The aim of the proposal is to provide a residential development supported by a mixed use that facilitates the conservation and adaptive re-use of the former mill building.



Figure 5.1 Render showing the proposed treatment of the North elevation of the retained former mill building, seen in the context of the new development

Source: Woods Bagot





# Assessment of Heritage Impact

# 6.1 Introduction

This Statement of Heritage Impact has been prepared in relation to the following impact assessment criteria, the *Liverpool LEP 2008*, *Liverpool DCP 2008* and the New South Wales Heritage Council guidelines, *Altering Heritage Assets* and *Statements of Heritage Impact*.

This section of the report provides a detailed analysis of the statutory controls applying to this site, with regard to heritage.

# 6.2 Overview of the Potential Heritage Impacts

The concept for the construction of two residential unit blocks over basement parking, including an iconic riverfront tower, and the retention, conservation and adaptive re-use of all but four bays of the heritage listed former mill building is considered to be a positive heritage outcome for the site.

In particular, the retention of the bulk of the original form and fabric of the building and its proposed mixed use that requires far less intervention to, and removal of original fabric, in comparison to the approved scheme.

The clarity of the retained buildings will be a major aspect of the street frontage presentation.

From a heritage perspective the provision of the required new residential floor space in tower buildings separated from the original mill building is an improved solution. The massing of the proposed development in relation to the retained heritage building is well considered and the concept of a taller building component to facilitate the retention and adaptive re-use of the heritage item with minimal intervention to the retained fabric and spatial character is supported.

# 6.3 Evaluation Against the Guidelines of the NSW Heritage Division

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) has published a series of criteria for the assessment of heritage impact of new development impacting on a heritage item and in the vicinity of a heritage item. These are considered in the following evaluation.

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# The following aspects of the proposal respect or enhance the heritage significance of the item or heritage item in the vicinity for the following reasons:

- Retention of the bulk of the original form of the building allows it to continue to contribute to the streetscape and provide evidence of the past industrial use of the locality.
- Conservation and retention of the c1868 remnant brickwork to the southern elevation and the 1914 Shepherd Street facade and industrial steel roofing system.
- The proposed mixed use requires far less intervention to, and removal of, original fabric in comparison to the approved development scheme.
- The generous set back of the proposed new building at the corner of Shepherd Street and Atkinson Street enhances views to the former industrial building.

# The following aspects of the proposal could detrimentally impact on the heritage site at 20 Shepherd Street, Liverpool

The removal of the four eastern bays removes some evidence of the building's evolution from the site. However, as the proposal retains and re-uses the remaining building it is considered that this impact can be adequately mitigated by archival recording and interpretation.

# 6.3.1 Major Partial Demolition

The following major partial demolition is proposed as part of this development:

- 1970s era additions to the northern elevation of the 1914 former factory building
- the altered component at the north west corner of the building that was modified as part of the conversion for use as a vehicle service centre
- the four eastern bays of the building
- minor ancillary structures

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to major partial demolition are:

- Is the demolition essential for the heritage item to function?
- Are particular features of the item affected by the demolition (e.g. fireplaces in buildings)?
- Is the detailing of the partial demolition sympathetic to the heritage significance of the item?
- If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?



#### Comment

The demolition proposed allows for a viable residential development on the site whilst retaining and adaptively re-using the bulk of the form and fabric of the former factory. It retains and enhances the presentation of the building and conserves the following significant components: the early component of the southern wall, the arcaded brickwork of the west elevation and the saw-tooth roof form and fabric.

## 6.3.2 Change of Use

It is proposed to continue to use the building as an Exhibition Home for the development sales (approved as a separate development application) and that it will later be fitted out for mixed commercial use.

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to change of use are:

- Has the advice of a heritage consultant or structural engineer been sought? Has the consultant's advice been implemented? If not, why not?
- Does the existing use contribute to the significance of the heritage item?
- Why does the use need to be changed?
- What changes to the fabric are required as a result of the change of use?
- What changes to the site are required as a result of the change of use?

#### Comment

The proposed development has been prompted by the rezoning of the site from industrial to residential use as part of Liverpool City Council's response to the *Residential Development Strategy 2007*.

The future mixed use of the former factory building will facilitate its retention within this context with relatively minor changes to its overall form and fabric.

From a heritage perspective the proposed use is a preferred outcome to that of the approved residential conversion DA 862/2012 that requires a high level of intervention.

# 6.3.3 Major Additions

It is proposed to construct two residential unit blocks over basement parking, including an iconic riverfront tower, adjacent to the retained former factory building.

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to major additions are:

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- How is the impact of the addition on the heritage significance of the item to be minimised?
- Can the additional area be located within an existing structure? If no, why not?
- Will the additions tend to visually dominate the heritage item?
   Are the additions sited on any know, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?
- Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?

#### Comment

The impact of the residential development of this disused former industrial site has been minimised in the proposed scheme for two residential unit blocks over basement parking, including an iconic riverfront tower, adjacent to the retained former factory building.

The approved, low density scheme (DA-862/2012) with 3 storeys structures and at grade parking inserts building components within the heritage listed building, retaining the west and south elevations and interpreting its saw-tooth roof form.

This proposal retains and conserves all but four bays of the heritage listed building. The retention of the bulk of the original form and fabric of the building and its proposed mixed use that requires far less intervention to, and removal of original fabric, in comparison to the approved scheme is considered to be a positive heritage outcome. The clarity of the retained buildings will be a major aspect of the street frontage presentation.

From a heritage perspective the provision of the required new residential floor space in tower buildings separated from the former mill building is an improved solution. The massing of the proposed development in relation to the retained heritage building is well considered and Graham Brooks and Associates supports the concept of a taller building component to facilitate the retention and adaptive re-use of the heritage item with minimal intervention to the retained fabric and spatial character.

An archaeological assessment has not been made as part of this report.

# 6.3.4 Minor Additions

The proposal includes the construction of a new east and north facade to the retained building, and an awning to the north elevation.

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to minor additions are:

- How is the impact of the addition on the heritage significance of the item to be minimised?
- Will the additions tend to visually dominate the heritage item?
- Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?

#### Comment

The impact of this change is minimised by the high quality design that combines new and old materials. The new northern facade is predominantly glazed and the retained roof structure at the west end is to be incorporated in the new awning. The eastern portion of the awning is to be a contemporary element reflecting the form of the retained roof structure.

The transparency introduced to the north facade will enable the significant structure and industrial scale of the building interior to be viewed and appreciated.

The proposed changes are thus considered to be sympathetic to the significance of the item

## 6.3.5 New Development Adjacent to a Heritage Item

The subject site is in the vicinity of Light Horse Park. The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to development adjacent to a heritage item are:

- How is the impact of the new development on the heritage significance of the item or area to be minimised?
- Why is the new development required to be adjacent to a heritage item?
- How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?
- How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?
- Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?
- Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?
- Will the additions visually dominate the heritage item? How has this been minimised?
- Will the public, and users of the item, still be able to view and appreciate its significance?

#### Comment

Light Horse Park sits between the Georges River and the railway line just south of Liverpool Station with one arm of the park following the riverbank south, finishing at Atkinson Street, directly across the road from the subject site.

Atkinson Street provides a buffer between the heritage item, Light Horse Park, and the proposed development thereby maintaining the existing status quo of the park edge in the streetscape. There will be no changes to the existing plantings or landscape elements in the park due to this proposal.

The proposed development will not adversely impact on the heritage significance of the Light Horse Park, Liverpool.



# 6.4 Evaluation Against Liverpool LEP 2008 Heritage Provisions

The proposed development is considered to be acceptable, from a heritage perspective, for the following reasons:

- This proposal retains and conserves all but four bays of the heritage listed building.
- The retention of the bulk of the original form and fabric of the building and its proposed mixed use that requires far less intervention to, and removal of original fabric, in comparison to the approved scheme is considered to be a positive heritage outcome.
- The clarity of the retained buildings will be a major aspect of the street frontage presentation of the site.
- From a heritage perspective the provision of the required new residential floor space in tower buildings separated from the original mill building is an improved solution.
- The massing of the proposed development in relation to the retained heritage building is well considered and the concept of a taller building component to facilitate the retention and adaptive re-use of the heritage item with minimal intervention to the retained fabric and spatial character is supported
- The generous set back of the proposed new building at the corner of Shepherd Street and Atkinson Street enhances views to the retained former industrial building.
- The proposed development will have no adverse impact on the established heritage significance of Light Horse Park.

The proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *Liverpool LEP 2008* which are:

#### 5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

(a) to conserve the environmental heritage of Liverpool,

*(b)* to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,

As the site is zoned R4 High Density residential, the proposed adaptive re-use of the retained former industrial building at 20 Shepherd Street for mixed use requires the application of the conservation incentive clause in the *Liverpool LEP 2008* which states:

(10) Conservation incentives

The consent authority may grant consent to development for any purpose of a building that is a heritage item or of the land on which such a building is erected, or for any purpose on an Aboriginal place of heritage significance, even though development for that purpose would otherwise not be allowed by this Plan, if the consent authority is satisfied that:

(a) the conservation of the heritage item or Aboriginal place of heritage significance is facilitated by the granting of consent, and
(b) the proposed development is in accordance with a heritage management document that has been approved by the consent authority, and

(c) the consent to the proposed development would require that all necessary conservation work identified in the heritage management document is carried out, and

(d) the proposed development would not adversely affect the heritage significance of the heritage item, including its setting, or the heritage significance of the Aboriginal place of heritage significance, and

(e) the proposed development would not have any significant adverse effect on the amenity of the surrounding area.

#### Comment

Any adaptive re-use of the former industrial building for residential purposes will require considerable intervention and will impact on its fabric and spatial character.

The proposed mixed use for this building, in the context of a wider residential development, will facilitate its retention with relatively minor changes to its form and fabric.

The proposed development will not adversely affect the heritage significance of the former industrial building.

As all but four bays of the heritage listed building are to be retained and the later, 1970s modifications to the north elevation are to be removed, the significance will be enhanced.

In comparison to the currently approved scheme this is considered to be a positive heritage outcome.

The 20 Shepherd Street, Liverpool, Revised Conservation Management Strategy (CMS) and the 20 Shepherd Street, Liverpool Revised Heritage Interpretation Strategy, prepared by Graham Brooks and Associates for submission with this application, are updates to those submitted for DA-862/2012 that was approved by the Sydney West Joint Regional Planning Panel.

The Outline Conservation Works Schedule identified in the *CMS* is to be carried out as part of the proposed development.

The consultant reports submitted with this application show there will be no adverse effect on the amenity of the surrounding area.

The proposal is, therefore, considered to be consistent with the requirements of Clause 5.10 (10).



# 6.5 Evaluation Against Liverpool Development Control Plan 2008

The proposed development is generally consistent with the guidelines of Part 4 Liverpool City Centre of the *Liverpool DCP 2008* that relate to the development of heritage items and in the vicinity of heritage items which are:

7.1 Heritage Items and Conservation Areas Background

Heritage items and heritage conservation areas are identified in Schedule 5 of the Liverpool LEP 2008. Works to listed heritage items, or development on listed heritage sites, is subject to the provisions of the Liverpool LEP 2008. As part of the assessment process, the consent authority must have regard to:

Heritage provisions in the Liverpool LEP 2008.

Heritage objectives, controls and conservation criteria as listed below. The relevant Statement of Significance for each item.

Any conservation management plan, heritage impact statement or study required by the consent authority in response to proposed development of these areas

For development that affects a heritage item, information addressing relevant issues must be included in a Statement of Heritage Impact submitted with the development application (DA).

Development within the curtilage of a listed item, or a heritage conservation area, or which will impact upon the setting of a heritage item or heritage conservation area is also subject to the following provisions. Where there is a discrepancy with general controls elsewhere in this DCP, the following objectives and controls are to apply.

#### Objectives

a) To facilitate the conservation and protection of heritage items and heritage conservation areas and their settings.

b) To reinforce the special attributes and qualities of heritage by ensuring that development has regard to the fabric and prevailing character of the item or conservation area eg. scale, proportions, materials and finishes.

c) To conserve, maintain and enhance existing views and vistas to buildings and places of historic and aesthetic significance.

#### Conservation Criteria

1. Any new development within the study area must ensure that the significance of heritage items and their setting are retained and enhanced. Any new development within the study area must ensure that the significance of heritage items and their setting are retained. Development Applications relating to heritage listed sites or sites within heritage conservation areas must demonstrate how the proposed work will not adversely affect the heritage significance of the site and the area around it.

2. For sites in the vicinity of heritage items or heritage conservation areas, an assessment of the impact of the proposal on the setting of nearby heritage items or heritage conservation areas are to be undertaken.

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3. Relevant criteria to be considered will vary for each proposal depending on the nature of development, the proximity of the development to surrounding heritage items and conservation areas as well as other factors. For this reason, each proposal will need to be considered on a case by case basis using the following general principles:

4. Scale: The scale and bulk of any new building or work must be in scale with the original building and new development must not obstruct important views or vistas of the item. In the case of infill work in a conservation area, the scale of the new building must be similar to those around it. Where this is not feasible sufficient curtilage around the heritage item must be included to assist interpretation of its heritage significance. In some circumstances, where site depth would allow, a higher building could be erected behind a heritage shopfront.

# 6.6 Summary of Heritage Impact Assessment

The analysis above concludes that the proposed development will be a positive heritage outcome for the site.

The proposed mixed use for the retained industrial building, in the context of a wider residential development, will facilitate its retention with relatively minor changes required to its form and fabric.

The massing of the proposed development in relation to the retained heritage building is well considered and the concept of a taller building component to facilitate the retention and adaptive re-use of the heritage item with minimal intervention to the retained fabric and spatial character is supported. The provision of the required new residential floor space in tower buildings separated from the original mill building is an improved solution to that currently approved (DA-862/2012).

The bulk of the original form and fabric of the former factory is to be retained and the available views to this building will be enhanced with the removal of the later, 1970s modifications to the north elevation, and the generous set back of the proposed new building at the corner of Shepherd Street and Atkinson Street.



# **Conclusions and Recommendations**

# 7.0

# 7.1 Conclusions

- 20 Shepherd Street, Liverpool, is listed as an item of local heritage significance in *Schedule 5 Environmental Heritage* of the *Liverpool City Council Local Environment Plan 2008*.
- It is also located in the vicinity of the listed heritage item known as Light Horse Park, Liverpool.
- The heritage significance of the site at 20 Shepherd Street, Liverpool, was substantially reduced when it was separated from the adjoining site that contained the primary mill buildings. These were demolished and the wider site subdivided in the late 1970s.
- The rezoning of the site by Liverpool City Council from industrial to high density residential use necessitates its adaptive re-use.
- The proposed mixed use for the retained industrial building, in the context of a wider residential development, will facilitate its retention with relatively minor changes required to its form and fabric.
- The removal of original fabric from the former factory building is considered acceptable given that the bulk of original form and fabric is to be retained.
- The massing of the proposed development in relation to the retained heritage building is well considered and the concept of a taller building component to facilitate the retention and adaptive re-use of the heritage item with minimal intervention to the retained fabric and spatial character is supported.
- The provision of the required new residential floor space in tower buildings separated from the original mill building is an improved solution to that currently approved (DA-862/2012).
- The proposed residential development at 20 Shepherd Street, Liverpool, will have no adverse impact on the heritage significance of the heritage item in the vicinity, namely Light Horse Park.
- The proposed development is consistent with the heritage requirements and guidelines of the *Liverpool City Council Local Environmental Plan 2008* and the *Liverpool City Council Development Control Plan 2008*.
- Should any unexpected relics be disturbed during excavation of the site they must be managed under the Archaeological provisions of the *NSW Heritage Act.*

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# 7.2 Recommendations

Council should have no hesitation, from a heritage perspective, in approving the application.

It is recommended that the conditions of approval for this application include the following:

- The 20 Shepherd Street, Liverpool Revised Heritage Interpretation Strategy and the Outline Conservation Works Schedule in the 20 Shepherd Street, Liverpool, Revised Conservation Management Strategy (Graham Brooks and Associates, 2014) and the are to be implemented with the approved development
- A suitably experienced Heritage Consultant is to be commissioned to work with the consultant team to resolve the detailed design of the modifications to the retained building prior to the issue of a Construction Certificate.



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