




## 20 Shepherd Street, Liverpool Heritage Impact Statement

Submitted to Liverpool City Council  
On Behalf of Coronation Property Group Pty Ltd.

## Report Revision History

Revision	Date Issued	Prepared by	Reviewed by	Verified by
01	22/05/15	<b>Brittany Freeland</b> <i>Heritage Consultant</i> <b>Kerime Danis</b> <i>Director- Heritage</i>	<b>Kerime Danis</b> <i>Director- Heritage</i>	<b>Kerime Danis</b> <i>Director- Heritage</i> 
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### CERTIFICATION

This report has been authorised by City Plan Heritage P/L, with input from a number of other expert consultants, on behalf of the Client. The accuracy of the information contained herein is to the best of our knowledge not false or misleading. The comments have been based upon information and facts that were correct at the time of writing this report.

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# 1. Introduction

## 1.1 Background

City Plan Heritage has been engaged by Coronation Property Group Pty Ltd, to prepare the following Heritage Impact Statement (HIS) to accompany a Development Application (DA) to the Liverpool City Council for works relating to 20 Shepherd Street, Liverpool.

The subject site is listed under Part 1 of Schedule 5 of the Liverpool Local Environment Plan (LEP) 2008 as McGrath Services Centre Building (formerly Challenge Woollen Mills, and Australian Paper Company's Mill), item number 104.

The proposal relates to the adaptive reuse and restoration of the existing Woollen Mills building, and development of the surrounding site for the construction of residential apartments known as "The Paper Mills on Georges River." The proposal has been designed by Woods Bagot Architects and includes the construction of two separate residential tower (A and B) which comprise of 245 residential apartments that are mixed one, two and three bedrooms. Both buildings will include communal facilities such as a rooftop terrace, BBQ facilities and a pool for Building A and a large terrace, BBQ facilities and view of the Georges River for Building B. The development also includes the adaptive reuse of the former Paper Mills factory which will undergo restoration designed by Tanner Kibble Denton (TKD) Architects.

The subject site is located within close proximity to a number of other heritage items also listed on the Liverpool (LEP) 2008 including Light Horse Park in Atkinson Street (item no. 70) and a Railway Viaduct along Shepherd Street, Mill Road and Main Southern Railway Line (item no. 105).

The subject site was rezoned in 2008 as R4-High Density Residential from industrial by the Liverpool Council as part of the 2007 Liverpool "Residential Development Strategy".

## 1.2 Site Location

The subject site is located on the eastern side of Shepherd Street, Liverpool, with the Georges River running along the eastern side of the site. Directly to the north is Atkinson Street. The site's frontage is to Shepherd Street. For a more detailed description of the site



Figure 1: Location of the subject site, shown in the red outlined area (Source: SIX Maps, 2015)

and its context, see section 2.0 - Site Description and Context.

### 1.3 Author Identification

The following report has been prepared by Brittany Freeland (Heritage Consultant) in association with Kerime Danis (Director - Heritage) who has also reviewed and endorsed its content. All photographs have been taken by City Plan Heritage unless otherwise stated.

### 1.4 Methodology

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Manual 'Statements of Heritage Impacts' and 'Assessing Heritage Significance' guidelines.

The philosophy and process adopted is that guided by the Australia ICOMOS *Burra Charter* 2013. The subject proposal has been assessed in relation to the relevant controls and provisions contained within the Liverpool Local Environment Plan (LEP) 2008, and the Liverpool Development Control Plan (DCP) 2008.

The following previous reports have been consulted during preparation of this report:

- Graham Brooks and Associates, "20 Shepherd Street, Liverpool, Statement of Heritage Impact", November 2014
- Graham Brooks and Associates, "20 Shepherd Street, Liverpool, Conservation Management Strategy", November 2014

## 2. Site Context and Description

### 2.1 Site Context

The subject site is located within the western city suburb of Liverpool which is located approximately 40km west of Sydney CBD. It is a mixed residential and industrial suburb located within the local government area of Liverpool City Council.

Shepherd Street runs adjacent to Atkinson Street towards the north and parallel to the Georges River on the west with the subject site located directly on the west bank of the river. Shepherd Street continues past the intersection with Atkinson Street and at the roundabout it veers left before terminating at the Shed Street intersection. The site is located close to the south of Liverpool train station.

The subject site is bounded on the eastern side by the Georges River, a parking lot to the south west, industrial buildings to the west and residential apartment blocks to the north. The subject area is an industrial and medium density residential context with apartment blocks mainly dating from the 1980s. The rezoning is expected to change this.

The subject site is listed as a heritage item of local significance as identified under Part 1 of Schedule 5 of the Liverpool Local Environment Plan (LEP) 2008. The listing pertains to the 1914 building known as the "McGrath Services Centre Building" which was formerly the Challenge Woollen Mills and the Australian Paper Company's Mill (item no. 104). The site is also situated directly opposite "Light Horse Park" in Atkinson Street and extending along the Georges River towards Newbridge Road (item no. 70).

The subject site is also in close proximity to a Railway Viaduct along Shepherd Street, Mill Road and Main Southern Railway Line (item no. 105).



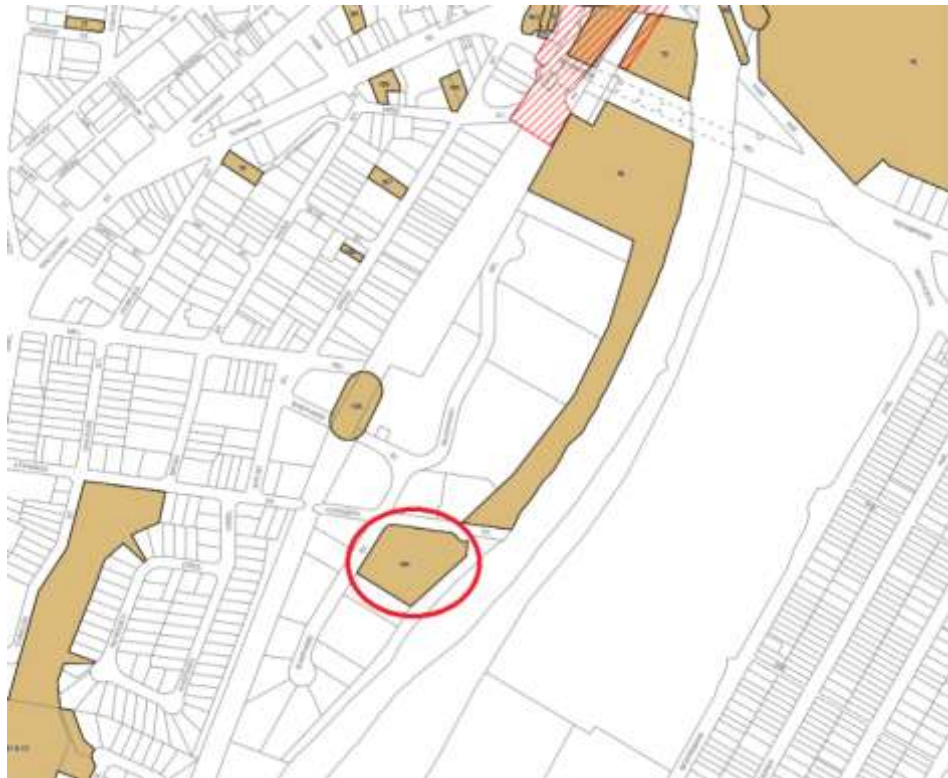


Figure 3: LLEP 2008 Heritage Maps, sheet 012 and the subject site circled in red (Source: LLEP 2008, site location added by City Plan Heritage)

The following images provide an overview of the site's current context.



Figure 4: View of the Georges River from the subject site boundary

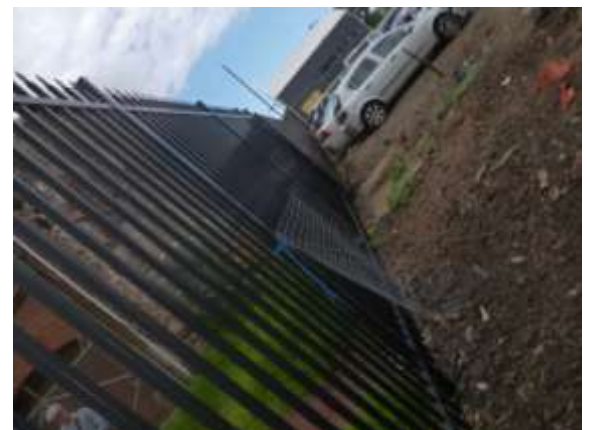


Figure 5: from top left: building opposite the subject site on the western side of Shepherd Street, Shepherd Street entrance to the subject site leading to display room, Atkinson intersection from Shepherd Street, looking South down Shepherd Street, fence line of neighbouring property to the south of the subject site, close up of fence which abuts the southern side of the subject site, view of Georges River from the subject site, car park to the South of the subject site.





Figure 6: context views of the subject site and surrounding buildings.

The following images were taken on 31 October 2014 by Chris Bennett of Evolving Picture and show recent views of the subject site and its surroundings. The L-shaped building located in the northwest corner of the subject site has since been demolished.











## 2.2 Site Description

The subject site is level in topography with significant vegetation located along the riparian corridor of Georges River. Currently located on the subject site are a series of single storey structures including the former Challenge Woollen Mill factory from 1914 along with the 1970s modifications which were made in order to convert the site to a vehicle service centre.

The main building located along Shepherd Street remains mainly intact particularly the Shepherd Street façade. The façade of the 1914 building runs along the street alignment of Shepherd Street. The façade of this building features red arcaded brickwork divided into twelve bays with English bond brickwork and a wall recess between the brick pillars. There is a cement rendered base course in each bay and the bay at the southernmost part of the site features a large four-ring arched doorway. Each of the bays features one single window which consist of a three-ring arched head, rendered seal and aluminium frame. A saw toothed style roof has been employed to this section of the building, with the roofline repeating twelve times over the main section of the building with each section sloping downwards to the west. The roof is constructed of sheets of corrugated iron some with replacement corrugated metal roofing. The rear of the property abuts the site directly to the south.

The façade to the north of the site has been significantly altered through the addition of several roller shutter doors which were added to create vehicle access when the site operated as a service centre.

To the north and slightly to the east of the 1914 factory is a concrete paved area, previously used for parking, which is closed off from the public by a fence. Part of the former factory building has been adapted recently to house a display unit and exhibition centre with information about the proposed development.

The following images provide an overview of the site's current physical appearance.



Figure 7: Exterior views of the subject site at the rear.





Figure 8: Exterior views of the subject site showing condition of the Shepherd Street façade and the southern elevation dating from the c1865 on the western end of the façade at the bottom right.



Figure 9: Exterior views of the subject site showing the rear portions of the building dating from the 1970s and the yard.





Figure 10: Further exterior views of the subject site - rear 1970s portions, ancillary temporary structures, and southern elevation along eastern end.





Figure 11: Southern c1865 façade views of the subject site, showing the deteriorated and poor condition of the brickwork, which was once an internal wall for the remainder of the original factory, which was demolished in the 1970s.



Figure 12: Southern façade views of the subject building, which will be restored as part of the current adaptive reuse proposal.





Figure 13: Rear entrance and interior views of the workshop areas of the former factory building.





Figure 14: Interior views of the subject site.



Figure 15: Interior views of the subject site including the display area to the western portion of the building.



### 3. Historical Summary

#### 3.1 Brief History of the Liverpool Area

The following Indigenous history of the subject site draws upon information provided by KARI Aboriginal Resources Inc.<sup>1</sup>

Before European settlement of Liverpool, the area was populated by the Darug, Tharawal and Gandangara tribes which were further divided into clans of up to 60 people. The name given to each clan was derived from the land they predominately resided in which they had traditional links to. Each clan name was derived from the name of the place in which they resided and suffixed with 'gal' for example, Cabrogal. The location of these clans were defined by traditional boundaries set out by these clans which differs from current Council boundaries.

The clans were linguistically and culturally different but did occasionally make contact with one another especially during ceremonial gatherings. Some forms of contact were prohibited and determined by various systems of relationships and traditions that existed.

Several languages were spoken by these traditional custodians with the Tharawal language believed to have been spoken from south of Botany Bay to the east of Georges River and even so far as Jervis Bay. Other languages were also spoken such as Darug, spoken by those on the western side of the Georges River, and Gandangara spoken by the 'mountain' people located around the Blue Mountains.

With the arrival of Europeans in the area in the 1790s, the Aboriginal economy, built on hunting animals and gathering food from plants, was greatly impacted by the vast clearing of land and establishment of crops. The Georges River, which was once a fishing destination for the Aborigines, became a main route of transportation back to Sydney and was also a main source of water for the European settlers.

The Aboriginal population declined dramatically in the years that followed also as a result of the smallpox epidemic experienced in Sydney which forced existing clans to band together in order to maintain their traditional way of life.

Throughout the Liverpool City Council area exists numerous sites with archaeological evidence and artefacts relating to the traditional custodians of this land. Furthermore, it is believed that there are over 500 sites which could potentially hold important archaeological material pertaining to these clans.<sup>2</sup>

The Georges River, located northwest of the subject site, was first explored by George Bass (1771-1803) and Matthew Flinders (1774-1814) whose reported findings after visiting the area inspired Governor John Hunter to further explore the area and eventually establish a settlement known as "Banks Town".<sup>3</sup>

The town of Liverpool was founded on 7 November 1810 by Governor Lachlan Macquarie and is considered to be the fourth oldest town in New South Wales after Sydney, Parramatta and Toongabbie.<sup>4</sup>

The arrival of the railway line on 1st September 1856 helped attract people to the area, predominately from the working class. It also encouraged entrepreneurs to bring industry to the area with some examples including an abattoir, depots for produce, wool-wash and the paper mill which was once located on the subject site.<sup>5</sup>

In the 20th century the area gradually shifted from its agricultural beginnings and turned towards commercial/industrial activities. Of late, there has been a significant shift towards developing the Liverpool area to create residential housing opportunities.

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<sup>1</sup> KARI Indigenous Resources Inc, 'Local Aboriginal History', <http://kari.org.au/culture/local-aboriginal-history.php>

<sup>2</sup> Ibid

<sup>3</sup> Bowden, Keith Macrae, 'Bass, George (1771-1803)', Australia Dictionary of Biography, Volume 1 (MUP), 1966, <http://adb.anu.edu.au/biography/bass-george-1748>

<sup>4</sup> Liverpool City Council, 'Found of Liverpool', <http://www.liverpool.nsw.gov.au/council/the-liverpool-area/history-of-liverpool/founding-of-liverpool>

<sup>5</sup> Liverpool City Council, 'Transport in Liverpool: The coming of the railway', Fact Sheet



### 3.2 History of the Site

Captain Ebenezer (Eber) Bunker (1761-1836) was an American from Plymouth, Massachusetts who was an American Loyalist, mariner and trader. He married Margrett née Collingwood in Middlesex, England on 16 November 1786 and he later married a further two times in March 1808 and 1823 after the deaths of his first and second wife.<sup>6</sup> In 1791 Captain Bunker arrived in Sydney aboard the "William and Ann", part of the Third Fleet, of which he was Master.<sup>7</sup> He was an in demand mariner and frequently sailed around participating in whaling voyages, searching for missing ships and in 1803 he discovered the Bunker Islands off the coast of Queensland.<sup>8</sup>

He was granted various sections of land in the Liverpool area in the years 1804 and 1810 which totalled 1000 acre which he eventually named the "Collingwood Estate". The subject site is included in this original grant along with Collingwood House, his homestead, which is still present today on Liverpool Road and the Hume Highway.



Figure 16: Locket image of Captain Ebenezer Bunker (1761-1836) by unknown artist c. 1810 (Source: State Library of NSW) and a map from 1880 which shows the Collingwood House, southern railway line and the subject site, labelled 'Paper Co', in the bottom right corner (Source: Liverpool Heritage Study)

The Collingwood Estate was purchased in 1853 by James Henry Atkinson who acquired it from Samuel Dean Gordon (owned the estate from the mid-1840s). Atkinson was a wool merchant, entrepreneur and politician who capitalised on the newly arrived railway by developing the Collingwood Estate for industrial purposes.<sup>9</sup> The estate eventually became a depot for produce of the pastoral and agricultural kind and even had a large private railway.<sup>10</sup> Atkinson used the English mill-town model as the basis for this change and later further developed the site to include an abattoir, woolwash and fellmongery.<sup>11</sup>

During the 1850s the appearance of the railway greatly changed the landscape of Liverpool, encouraging those in the area to develop secondary industries around the primary industries, a key factor in the development of Collingwood.<sup>12</sup> Eventually the estate was subdivided (in 1859) and the homestead and undeveloped land went to James

<sup>6</sup> Cumpston, John S, "Bunker, Eber (1761-1836), Australian Dictionary of Biography (MUP), Volume 1, 1966, <http://adb.anu.edu.au/biography/bunker-eber-1849>

<sup>7</sup> Ibid

<sup>8</sup> Ibid

<sup>9</sup> Heritage State Inventory for "Collingwood", <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052418>

<sup>10</sup> Ibid

<sup>11</sup> Ibid

<sup>12</sup> Ibid

Gillespie whilst the commercial and industrial portion was retained by Atkinson.<sup>13</sup> A portion of land was purchased from Gillespie in 1864 (8 hectares, 20 acres) by the Australian Paper Company which became one of Australia's first and possibly largest paper manufacturing facilities.<sup>14</sup> The land purchased was along the riverside located between Atkinson Street and Collingwood House, with the Georges River to the east.

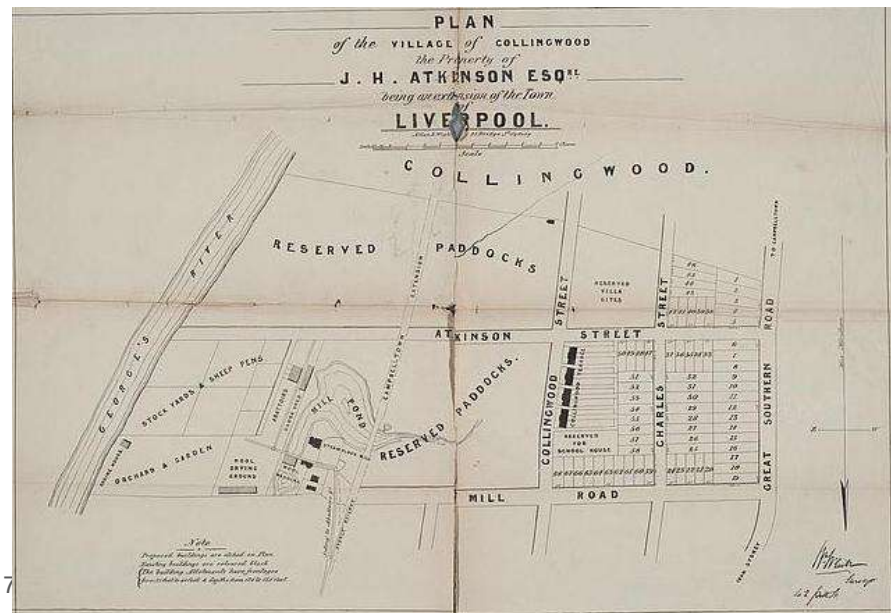


Figure 17

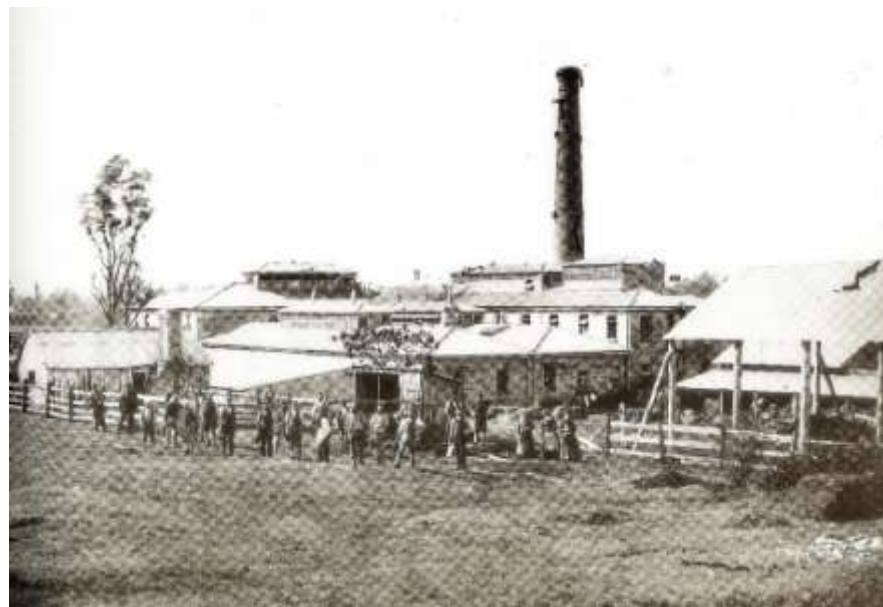


Figure 18: The Paper Mill in 1874 (Source: Liverpool and District Historical Society)

<sup>13</sup> Ibid

<sup>14</sup> Heritage State Inventory for "Collingwood", <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052418>



The Mill was of great importance to the colony, producing 20 tonnes of paper per week and employing one of the earliest forms of recycling converting all sorts of materials, such as rags, old sails, sugar bags and rope, into paper.<sup>15</sup>

Unfortunately, the location of the Mill at the time was considered remote and the financial burden was too much for the owners as they also had to provide accommodation for employees.<sup>16</sup> The Mill was eventually sold in 1875, three years after first being listed for sale, and was purchased by Messrs. Williams and Murray.

After this sale the paper mill flourished, expanding to include 110 workers and a vast factory which could pump 100,000 gallons of water per hour. The environmental impacts of the factory were starting to become apparent as the Liverpool area became less remote and more people moved in. The paper mill ceased production in 1910 and the site was purchased by Henry Bull and Co.<sup>17</sup>



Figure 19: Georges River with the paper mill visible in the distance (Source: State Library of NSW)

The company established the Challenge Woollen Mills Pty Ltd which focused on the production of blankets amongst other goods<sup>18</sup>. In 1914 the original paper mill buildings were extended towards the north and the east, what remains on the subject site today.<sup>19</sup> It is believed that these extensions were designed by architect T.H. Houghton from Sydney and contracted for 3000 pounds to Mr W.E. Wearne.<sup>20</sup>

In 1915 the factory was described as producing supplies in order to meet the demand on account of the expeditionary forces".<sup>21</sup>

By the 1930s the mill became the largest employer in the area having over 200 people employed.<sup>22</sup> It remained as such for several decades. In the 1940s the mill was able to

<sup>15</sup> Heritage State Inventory for "Collingwood",  
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052418>

<sup>16</sup> Ibid

<sup>17</sup> Ibid

<sup>18</sup> City of Liverpool Champion, "Paper Works at Liverpool", 1881, p.5

<sup>19</sup> Heritage State Inventory for "Collingwood",  
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052418>

<sup>20</sup> Sydney Morning herald, 24 March 1914, 21 April 1914

<sup>21</sup> The Barrier Miner, 20 February 1915

<sup>22</sup> Liverpool City Council, Liverpool Heritage Study, p.3-35

deliver their wool supplies by rail to Liverpool station, making for easier transportation of the raw product to the factory.



Figure 20: Challenge Woollen Mills as seen from Liverpool Camp. Glass plate negative by Tom Lennon, 12 August 1932 (Source: Powerhouse Museum)

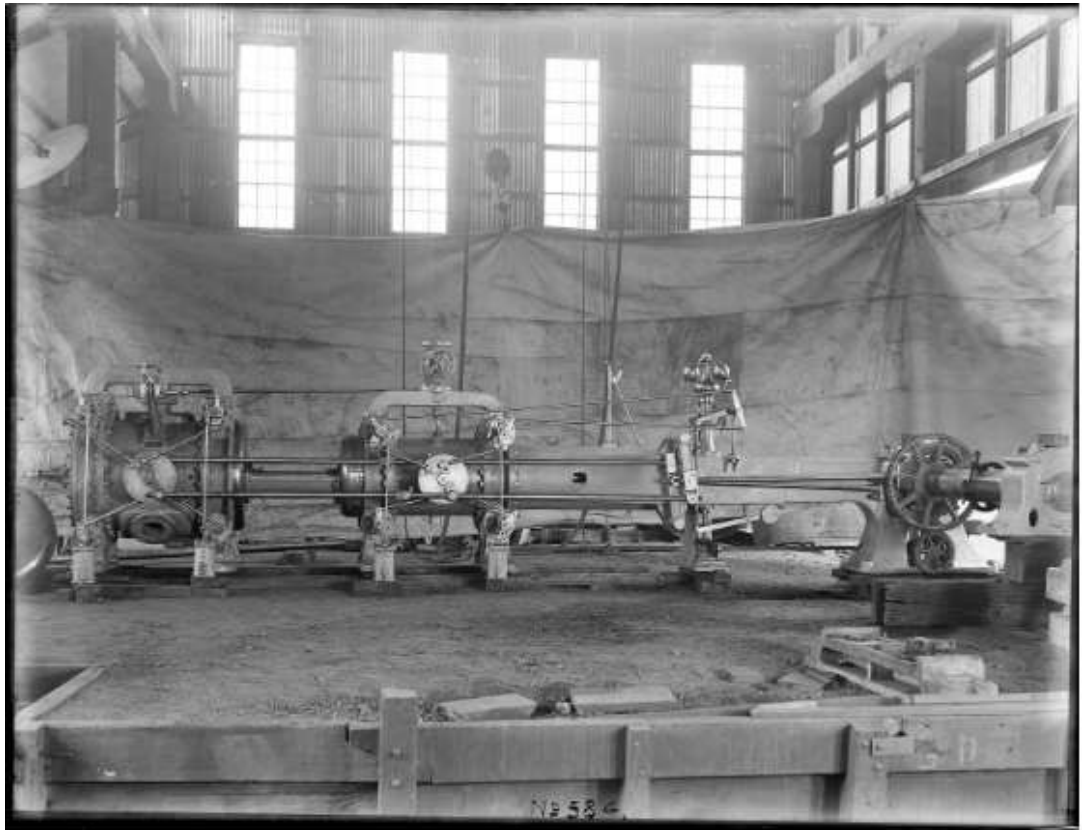


Figure 21: 'Corliss' valve steam engine by Clyde Engineering Pty Ltd, for Challenge Woollen Mill (Source: Powerhouse Museum)



The corner building (later demolished) was a later development and is believed to have been constructed between 1947 and 1961 as indicated by the following aerial views:



Figure 22: Aerial views of the subject site from 1943, 1961 and 1978. The latter shows the original mill buildings have been demolished whilst Shepherd Street is now visible (Source: SIX Maps 2015 and NSW LPI)

The mill continued to operate for several decades before a new company was created in 1971, Challenge Textiles Ltd, for the production of carpet yarns. The company included 210 employees at this staged and employed a new semi worsted spinning system to enable the production of the yarn.<sup>23</sup>

A year later in 1972 the site was purchased by McGrath Pty Ltd and was used for the purpose of servicing vehicles and preparing vehicles for sale. The site continued to be used as such until 2011 when McGrath moved the business to Moorebank.

In 2007 a strategy was published by the Liverpool Council (Residential Development Strategy) which sought to provide solutions for the growth of the Liverpool population which will occur over the following 25 years. In response to this report zoning of the subject site was changed in 2008 from industrial to R4 - High Density Residential.

Following this change in zoning, several attempts were made to redevelop the site. Architects Alan, Jack and Cottier carried out a feasibility study in 2011 and sought to develop to the maximum guidelines set out by creating towers 24m in height, containing the maximum number of dwellings and with underground parking. Unfortunately this study was not considered feasible at the time and did not take into consideration the heritage buildings existing on the site.

Again in 2012, Spence Pearson Architects were asked to have a look at potential options for developing the site and a low density option was considered. The scheme took into consideration the heritage mill building and was approved under DA-862/2012. The subject development has partially commenced following purchase of the subject site by the current owners.

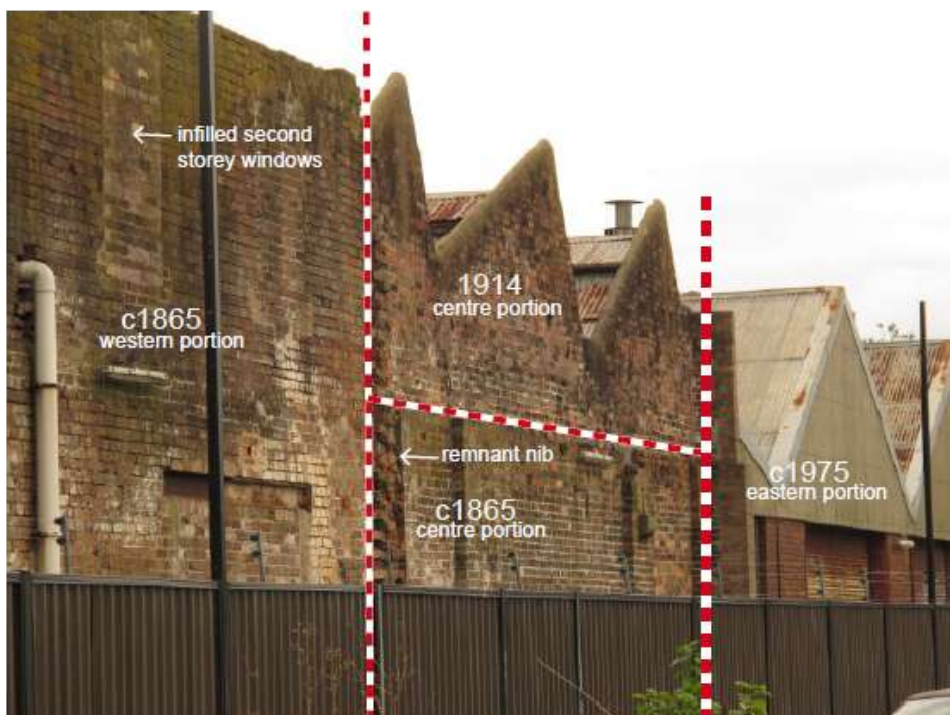


Figure 23: South elevation of the former Mill building showing the various stages of development (Source: Graham Brooks & Associates, CMP, November 2014, p. 16)

<sup>23</sup> City of Liverpool Champion, "Paper Works at Liverpool", 1881, p.5



## 4. Assessment of Significance

### 4.1 Assessment of Criteria

The following assessment of significance has been prepared in accordance with the 'Assessing Heritage Significance' guidelines from the *NSW Heritage Manual*.

**a) *an item is important in the course, or pattern, of the local area's cultural or natural history***

The subject site is part of the original land grant of Captain Ebenezer Bunker (1761-1836) on which the Collingwood Estate was established. The succession of owners following Bunker were all closely tied to the development and growth of the suburb of Liverpool. The site is also reflective of the historic development of transport which in turn played a significant role in Liverpool's commercial and industrial development.

Subdivision of the site in the 1970s and demolition of the original mill building has, however, reduced the significance of the site.

**b) *an item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history***

The site is directly associated to JH Atkinson who developed many commercial ventures in the Liverpool area. This association developed after he purchased the site which was still part of the Collingwood Estate at the time.

**c) *an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area***

Aesthetic significance of the site mainly pertains to the existing mill building in particular the portions dating from 1914 fronting Shepherd Street, which is demonstrative of early 20th century industrial buildings and one of few to survive in the area. Of particular note is the saw toothed roof, steel roof framing (imported from England and Scotland), open plan factory floor and arcaded brickwork façade to Shepherd Street.

**d) *an item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons***

The subject site was formerly one of the largest employers in the area but since closure of the woollen mill in the 1970s, this association has ceased. Historical research has therefore not indicated any strong or special associations with a particular community or cultural group in the local area since the 1970s.

**e) *an item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history***

The site is of some technical significance mainly in relation to what remains of the 1914 building and parts of c1865 brick wall. This building is relatively intact and is an example of 20th century structural systems employed for steel roofing and is illustrative of early construction methods.

The demolition of the 19th century original Paper Mill building has limited the information that can be obtained from the southern elevation wall which was exposed to external views from its original internal configuration when the demolition occurred in the 1970s.

**f) *an item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history***

The subject site is one of only a few early 20th century industrial buildings still existing in the area today.

**g) *an item is important in demonstrating the principal characteristics of a class of the local area's***

- **cultural or natural places; or**
- **cultural or natural environments**

Early 20th century industrial building design and techniques are present in the 1914 building on the site. Of particular note is the sawtooth roofing structure of the factory.

## 4.2 Statement of Significance

The following Statements of Significance have been prepared in accordance with the 'Assessing Heritage Significance' guidelines from the NSW Heritage Manual and is extracted from the New South Wales State Heritage Inventory (SHI), relating directly to the subject site:

*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.*<sup>24</sup>

This significance statement was reviewed in November 2014 by Graham Brooks and Associates in the "20 Shepherd Street, Liverpool Conservation Management Strategy":

*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 use 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 form 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 alterations 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.*

<sup>24</sup> State Heritage Inventory Sheet for "McGrath Services Centre", <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageltemDetails.aspx?ID=1970074>



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.<sup>25</sup>

### 4.3 Grading of Significance

The following grading table and diagram are provided in section 4.4 of the Conservation Management Strategy which have guided the current changes to the building.

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 style="list-style-type: none"> <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 style="list-style-type: none"> <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 style="list-style-type: none"> <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 colorbond fencing</li> </ul>
INTRUSIVE	There are no elements of the 20 Shepherd Street, Liverpool, site considered to be Intrusive

Grading Diagram



<sup>25</sup> Graham Brooks and Associates, "20 Shepherd Street, Conservation Management Strategy", March 2012, p.25-26

## 5. The Proposal

The proposal relates to two separate developments; the adaptive reuse and restoration of the existing Woollen Mills building (Tanner Kibble Denton TKD Architects) and development of the surrounding site for the construction of residential apartments known as "The Paper Mills on Georges River" (Woods Bagot Architects).

Elements of the proposal pertaining to the development of the two residential towers includes:

- Construction of two separate residential towers (A and B) which comprise of 245 residential apartments that are mixed one, two and three bedrooms
- Both buildings will include communal facilities such as a rooftop terrace, BBQ facilities and a pool for Building A and a large terrace, BBQ facilities and view of the river for Building B
- Two levels of underground parking that extends across the north and east of the site
- Landscaping works around the existing mill building and proposed residential towers

Conservation and adaptive re-use of the former mill building will be conducted in accordance with the Schedule of Conservation Works (prepared by City Plan Heritage) and Structural Engineering designs and include the following:

- Retention of existing heritage fabric including roof ramming trusses, metal roof sheeting, translucent roof glazing, external masonry walls (South and West), joinery doors, frames and trims.
- Removal and salvaging of heritage fabric and fixtures such as early luminaires, fans, speakers, timber window reveal linings, timber door (West elevation)
- Removal of redundant plant equipment and services from the South wall, roofing, walls roller door, windows, doors and floor slabs of nominated sections of 1970 buildings, north wall of the former Paper Mill, concrete slab to the extent required for the excavation of the underground car-park and installation of new services, roller door to West elevation, aluminium framed fixed glazing from East façade.
- Bricks from the 1914 walls on the North elevation of the building are to be removed carefully, cleaned and stored for use in the repair of the West and South walls.
- Rear removed roof trusses are also to be re-used as interpretive features in public open space
- Existing concrete slabs are to be repaired
- New concrete slabs with reinforcement are to be installed as per the structural engineers' report
- Incorporation of water-stops into new slab junctions and existing structures
- Shepherd Street footpath to receive new paving as well as the South boundary access corridor
- Repairs will be conducted to sandstone corbels, face-brick masonry walls of the West and South facades
- Carefully remove whole bricks and form up penetrations for new box gutter over-flow pipes on South façade
- The existing structural timber will be repaired along with steel framing. The extension of the roof to the North and East facades will employ new structural timber and steel framing that matches what is existing
- Repairs to the corrugated roof sheeting, timber roof lining and glazed roofing



- The new extended roof frames to the East and North facades will employ new roof sheeting, timber roof lining and glazed roofing matching what is currently in place
- North façade will also receive new corrugated wall sheeting to steel stud framed blade walls under roof extensions
- The timber framed double hung windows and timber reveal linings to the West façade will be reinstated utilising salvaged timber frames
- Installation of a new aluminium framed glazed fold-up door to fit the existing entrance opening to the West façade
- New fixed aluminium framed double glazing above operable glazed walls and between webs of trusses on the north perimeter of the former Paper Mill building
- Operable folding glazed aluminium framed doors to be installed to the North and Easter perimeter of the Paper Mill building
- Installation of new galvanised steel gutters and downpipes to the West elevation and new downpipes to existing locations
- Install new sumps to box gutters of existing roofs, with new overflow pipes through South façade
- Installation of new box gutters and rainwater pipes to all new roofs connecting to new storm-water system
- New internal catering and sanitary facilities to have new plumbing and draining installed which will be connected to mains water and sewer systems
- New solar hot water system installed as well as new exhaust ventilation for catering and sanitary facilities, air-condition to office spaces and refrigeration plant in the catering storage facilities (none of this will be visible from surrounding public spaces)

The internal fit out of the Mill building will be finalised and submitted in a separate DA. For specific details reference should be made to the submitted plans.

## 6. Heritage Impact Assessment

### 6.1 Statutory Controls

20 Shepherd Street, Liverpool, is located within the local government area of the City of Liverpool and is listed as a heritage item (McGrath Services Centre Building formerly Challenge Woollen Mills, and Australian Paper Company's Mill) as gazetted under the Liverpool Local Environment Plan (LEP) 2008. The subject site is also in close proximity to several heritage listed items as gazetted under Schedule 5 of the Liverpool LEP 2008. Therefore it is subject to the controls contained in the LEP and the Liverpool Development Control Plan (DCP) 2008.

#### 6.1.1 Liverpool Local Environment Plan 2008

The proposal is addressed below in relation to the relevant clauses of the LEP.

Liverpool LEP 5.10 Heritage Conservation	The proposal relates to these matters as follows:
<p><b>(2) Requirement for consent</b></p> <p>Development consent is required for any of the following:</p> <p>(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or</p>	<p>The existing building located on subject site is listed as a heritage item under Part 1 of Schedule 5 of the Liverpool LEP 2008. The subject site is also located within close proximity to heritage item Light Horse Park. In 2008 the site was zoned for R4 High Density residential and the current proposal is for the adaptive reuse of the former mill building and</p>

<p>appearance):</p> <ul style="list-style-type: none"> <li>(i) a heritage item,</li> <li>(ii) an Aboriginal object,</li> <li>(iii) a building, work, relic or tree within a heritage conservation area,</li> <li>(b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,</li> <li>(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,</li> <li>(d) disturbing or excavating an Aboriginal place of heritage significance,</li> <li>(e) erecting a building on land: <ul style="list-style-type: none"> <li>(i) on which a heritage item is located or that is within a heritage conservation area, or</li> <li>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,</li> </ul> </li> <li>(f) subdividing land: <ul style="list-style-type: none"> <li>(i) on which a heritage item is located or that is within a heritage conservation area, or</li> <li>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.</li> </ul> </li> </ul>	<p>redevelopment of the site for residential, and as such, consent is required under this clause.</p>
<p><b>(4) Effect of proposed development on heritage significance</b></p> <p>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned...</p>	<p>This Heritage Impact Statement (HIS) has given careful consideration to the proposed development and its impact on the heritage significance of the 1914 Woollen Mills building and the heritage items in close proximity.</p> <p>A detailed impact assessment has been provided under the Liverpool DCP controls in the following section.</p>
<p><b>(5) Heritage assessment</b></p> <p>The consent authority may, before granting consent to any development:</p> <ul style="list-style-type: none"> <li>a) on land on which a heritage item is located, or</li> <li>b) on land that is within a heritage conservation area, or</li> <li>c) on land that is within the vicinity of land referred to in paragraph a) or b),</li> </ul> <p>require a heritage management document to be prepared that assesses the extend to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.</p>	<p>This HIS has been prepared in accordance with this clause due to the subject sites heritage status and proximity to heritage items as detailed in section 2.1.</p> <p>The principal guiding document for the assessment of the subject site has been the Conservation Management Strategy (CMS) by Graham Brooks &amp; Associates dated November 2014.</p>
<p><b>(6) Heritage conservation management plans</b></p> <p>The consent authority may require, after</p>	<p>The Mill building located on the subject site is considered of a level of significance sufficient to</p>



<p>considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.</p>	<p>warrant a CMS which was conducted by Graham Brooks &amp; Associates as noted above.</p>
<p><b>(7) Archaeological sites</b></p> <p>The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):</p> <ul style="list-style-type: none"> <li>a) notify the Heritage Council of its intention to grant consent, and</li> <li>b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</li> </ul>	<p>Potential for archaeology on the subject site has not been identified or assessed in the CMS for the site. Given consideration to the demolished portions of the former Mill buildings and successive developments within the site some level of archaeological remains would be expected in those areas of the former mill sites, which combined a large site area now occupied under adjoining properties to the south including 26 and 28 Shepherd Street. However, the subject site has had limited ancillary or temporary structures in the areas that are subject for redevelopment for the towers. As such, the archaeological potential within this site is considered low. Notwithstanding, should any unexpected archaeological finds are uncovered during the construction works stop-work provision will be applied and exposed finds will be assessed in accordance with the provisions of the NSW Heritage Act, 1977.</p>
<p><b>(8) Aboriginal places of heritage significance</b></p> <p>The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance"</p> <ul style="list-style-type: none"> <li>a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and</li> <li>b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent.</li> </ul>	<p>This Heritage Impact Statement has not explored the possible Aboriginal significance of the subject site as this has been covered in the "Aboriginal Cultural Heritage Due Diligence" conducted by City Plan Heritage. This report will also be submitted with the DA application. Excerpt from the conclusion of this report is copied below as relevant:</p> <p><i>No Aboriginal sites or areas where Aboriginal objects are likely to occur beneath the ground surface were identified within the proposed impact areas during the site inspection. It is concluded that the study area has low archaeological potential.</i></p> <p><i>The assessment concludes that there are no previous Aboriginal sites or places recorded within the site or the adjacent area. It is therefore recommended that there are no known Aboriginal archaeological constraints on the proposed development.</i></p> <p><i>As such, the proposed works will have no adverse impact on any unidentified Aboriginal Heritage. Areas where excavation is proposed have been previously disturbed as part of the existing school development and are considered not to have any archaeological potential. It is considered that no further action is necessary regarding Aboriginal Heritage.</i></p>

#### **(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.

The proposed development involves two separate works; the conservation and adaptive reuse of the 1914 heritage building and the development of two residential towers to the north and east of the subject site.

In the first instance, the proposed conservation and adaptive reuse of the former Woollen Mills building seeks to preserve and reinstate heritage fabric. In doing so the site will be brought back to life and the heritage significance of the building will be made readily accessible for heritage interpretation. A Schedule of Conservation Works has been prepared by City Plan Heritage in association with Tanner Kibble Denton (TKD) Architects and will be implemented as part of the current development. In granting consent, these works will be made possible. The building as it is evident from the site inspections and images provided in this report as well as documented in Appendix 2 of the CMS 2014 requires considerable repairs, maintenance and restoration works due to high degree of weathering and wear associated with a century old factory building. This is particularly evident along the southern brick wall as it was originally and internal wall and exposed to external weather conditions hence increased its deterioration since the 1970s alterations.

In the second instance, the proposed residential towers have been developed in order to ensure minimal intervention of the heritage building currently on the subject site. By keeping the residential floor space away from the former Mill building, the significance of the building is maintained. The design presented sensitively considers the impact of these towers on the setting of the heritage building (as well as Light Horse Park) and as evidenced in the proposed plans, possible overshadowing etc has been thoroughly thought out. It is apparent that the tower development is a new concept to the existing urban context and will have some inevitable impact on the setting of the existing Mill building. However, the considerable consultations and attention to detail as noted above ensured the impact is minimised and sufficient buffer zone for the presentation of the former Mill building is maintained so is the linear design aspects are considered and respected in both the design of the new towers and the landscape layout and setting. Therefore it is seen that the proposal has been appropriately designed in order to prevent adverse effects on the existing heritage building.

## 6.1.2 Liverpool Development Control Plan 2008 (DCP)

The following table assesses the proposal in relation to the relevant clauses of the Liverpool DCP as they relate to heritage:

Liverpool DCP 2008 17. Heritage and Archaeological Sites	This proposal relates to these matters as follows:
<p><b>Development of heritage items</b></p> <ol style="list-style-type: none"> <li>1. Where a proposal involves a heritage item, it will be necessary to lodge a Statement of Heritage Impact;</li> <li>2. All development of heritage items must be designed by a Registered Architect;</li> <li>3. All development of heritage items must be designed to respect the heritage significance of these places in terms of: Setting; Scale; Form; Materials and colours; Fenestration; Fencing; Landscaping.</li> <li>4. Original fabric and landscape elements that contribute to the significance of a heritage item should be retained;</li> <li>5. Outbuildings should be located to the rear of heritage items and outside important view corridors to or from the place;</li> <li>6. Additions should maintain the integrity of the heritage item by retaining the significant fabric and form of the place and should be smaller in height and scale than the existing building;</li> <li>7. Modern technologies (e.g. solar electricity collectors, TV aerials or satellite dishes) are to be located on roof slopes facing the rear yard of heritage items and should not be visible from the public domain nor intrude into significant view corridors to or from the place;</li> <li>8. Garages and carports should be located as far behind the front building alignment as possible and should not be incorporated into the front façade of a heritage item.</li> </ol>	<p>This Heritage Impact Statement has been prepared to accompany a DA application for the redevelopment of the subject site which will involve two components; the creation of two residential towers with facilities and the conservation and adaptive reuse of the existing former Woollen Mills heritage building. The proposed designs have been developed by TKD Architects in consultation with City Plan Heritage who is looking after the heritage building, and Woods Bagot Architects who have designed the two towers. Both firms are registered architects and are well known for their architectural excellence and in the case of TKD for their outstanding adaptive reuse designs and restoration works.</p> <p>The first section of the proposal involves conservation of the building in line with Conservation Management Strategy and Schedule of Conservation Works (some of which are detailed in section 5 of this report). In keeping residential floor space away from the heritage building, the integrity of the original fabric can be properly maintained. The important significant fabric of the former Mill building including c1865 south façade and 1914 sections will be maintained and restored under the current design. The proposed modifications largely contained within the areas of lesser significance and where there have already been alterations occurred. The integrity of the remaining original fabric of the former Mill building will be maintained and enhanced by the making good works as detailed in the Schedule of Conservation Works.</p> <p>The second part of the proposal has been thoughtfully designed in order to ensure streetscape views of the heritage building are maintained as well as views from the Georges River. The scale of the two residential towers is deemed acceptable as it has ensured the bulk and original form of the heritage building is maintained with minimal interference. The proposed public adaptive reuse, landscape layout and interpretive elements ensure that the former Mill building is the focus of the site and draws attention of anyone access or view the building from within the site and around the surrounding streets.</p> <p>The proposed development has also taken into</p>



	<p>consideration the proximity of the subject site to the riparian corridor of the Georges River present to the east. The proposed development stays clear of the riparian corridor.</p> <p>All details associated with vehicular access, parking, services, plant rooms etc have been carefully considered in order to ensure no intrusion in to the setting and significant public domain views occur.</p>
<p><b>Development in the vicinity of a heritage item</b></p> <p>12. Development in the vicinity of a heritage item shall be designed to respect and complement the heritage item in terms of:</p> <p>Scale; Materials, colours and finishes; Building and street alignment; Landscaping and fencing.</p> <p>13. Development in the vicinity of heritage items is to minimise the impact on the setting of the heritage item by:</p> <p>Retaining and respecting significant views to and from the heritage item; Retaining original or significant landscaping (especially plantings associated with the heritage item); Providing an adequate area around the place to allow interpretation of the heritage item.</p>	<p>The existing infrastructure currently residing on the subject site is identified under the Liverpool LEP 2008 as the former Challenge Woollen Mills building which was first development in the 19th century by the Australian Paper Company.</p> <p>As noted above, the proposed design has taken into consideration this existing heritage building along with the heritage listed Light Horse Park across the road on Atkinson Street. By keeping the residential accommodation separate from the Woollen Mill's building, the heritage fabric of the building will be minimally interfered with. Conservation and the adaptive re-use of the building will give another life to the Mills building which has not been used adequately for many years. This will also allow for heritage interpretation of the site and reinforced by new interpretive landscape design and various media in accordance with the Interpretation Strategy by Graham Brooks &amp; Associates. This Strategy will be implemented by developing graphic design during varying out of the adaptive reuse works and manufactured prior to the issue of an Occupation Certificate.</p> <p>Similarly, the design will not adversely impact on visual access to the heritage building which will still be prominent along the Atkinson and Shepherd Streets streetscapes. The streetscape of Light Horse Park along Atkinson Street will also not be impacted.</p>
<p><b>Aboriginal Archaeology</b></p> <p>16. This section applies to land:</p> <p>a) in which Aboriginal sites, places or relics have previously been identified.</p> <p>b) within an identified cultural landscape</p> <p>c) that has not been cleared.</p>	<p>This Heritage Impact Statement has not investigated the likelihood of potential Aboriginal Archaeology as a separate report has been conducted. Please refer to the "Aboriginal Cultural Heritage Due Diligence" report submitted along with the DA application.</p>
<p><b>Development of Archaeological Sites</b></p> <p>14. The Council may grant consent to carry out development involving the excavation or filling of land or the erection (involving disturbance of land) or demolition of buildings on land which is an archaeological site that has non-Aboriginal significance or a potential archaeological site</p>	<p>As mentioned above, this portion of the original paper and woollen mills site, namely 20 Shepherd Street, has low archaeological potential within areas subject to the redevelopment.</p> <p>Stop-work provisions will be applied should any unexpected finds are uncovered during the</p>

<p>that is reasonably likely to have non-Aboriginal significance only if:</p> <p>It has been considered an archaeological report; and it is satisfied that any necessary excavation permit required by the Heritage Act 1977 has been granted.</p>	<p>construction works.</p>
<p><b>Adaptive Reuse</b></p> <p>20. Adaptive reuse of a heritage item or places within a heritage conservation area should involve minimal change to the significant fabric of the place, particularly features that contribute to the streetscape;</p> <p>21. Adaptive reuse of a heritage item or places within a heritage conservation area should consider significant associations and meanings of the place.</p>	<p>The proposed development incorporates two separate residential towers in order to prevent unnecessary development and intervention of the former Woollen Mills building unlike to that of previously approved DA scheme, which proposes residential units and removal of considerable significant fabric from the heritage item. The proposed adaptive re-use of the former Woollen Mills building will involve significant conservation and restoration works which have taken into consideration the important heritage features and significant surviving 1914 and c1865 fabric of the building and the contributory impact the building has on the streetscape. In doing so, the potential for appreciation of the heritage values of the building and heritage interpretation are increased. The industrial character of the former Mills building will clearly be evident to wider public and the residents of the new towers. All fabric that has been identified as being of high significance will be retained and preserved, and in some cases will be reinstated to ensure the building's integrity is maintained. The proposed adaptive reuse is considered one of the most appropriate options as it will retain the overall spatial qualities of the space and views to its sawtooth roof trusses and original face brick walls, arched windows and remove redundant services/plants. The current proposal aims to celebrate the importance of the former Mills building as one of the rear heritage assets of Liverpool and ensures it is the focal point of the site. Such adaptive reuse will make the former Mill building as a destination for the Liverpool region.</p> <p>Modifications to the north and east elevations of the building involve changes to the fabric of little significance that do not contribute to the established heritage significance of the building. Relationship between the indoor and outdoor spaces in the proposed public use of the building is essential for its function reducing intervention to the significant fabric. All services and amenities associated with the adaptive reuse of the building are located in the southern portion of the building to maintain the most open space and reduce installation and penetration of unnecessary service lines.</p>

## 6.2 'Statements of Heritage Impact' (NSW Heritage Manual)

The following table addresses the proposal in relation to relevant 'questions to be answered' in the NSW Heritage Manual 'Statements of Heritage Impact' guidelines relating to minor partial demolition (including internal elements) of a building or structure.

Questions to be answered	This proposal relates to these matters as follows:
Is the demolition essential for the heritage item to function?	The demolition proposed, which as note earlier occurs in areas and fabric of lesser value, allows for development of the heritage site, restoration of the considerably deteriorated building fabric, and removal of detracting elements. This will in turn allow for the installation of new services, creation of new openings and amenities which will make use of the former Mill building and conserve significant heritage fabric. The existing display unit was installed on temporary basis and will be removed as part of the current adaptive reuse as detailed in the TKD Architects drawings.
Are important features of the item affected by the demolition (e.g. fireplaces in buildings)?	The most important section of the subject site pertains mostly to the 1914 factory incorporating the c1865 brick wall. The form and fabric of this building will not be adversely impacted by the demolition and all original features will be maintained and conserved.
Is the resolution to partially demolish sympathetic to the heritage significance of the item (e.g. creating large square openings in internal walls rather than removing the wall altogether)?	The proposed demolition pertains mainly to non-original fabric such as the bitumen car park to the north of the subject site, ancillary structures, parts of 1970s additions to the building and later wall openings. The proposal will allow for a viable residential development to occur which adaptively reuses the heritage building as a multi-function café.
If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?	All heritage fabric that can be conserved has been considered under the Conservation Management Strategy by Graham Brooks and Associates and detailed in the Schedule of Conservation Works by City Plan Heritage. Any necessary repairs will be conducted in accordance with this schedule and TKD Architects drawings under the current design, some of which are listed in section 5 of this report.
Is the demolition essential for the heritage item to function?	The removal of material that detracts from the heritage building located on the subject site will be beneficial to the adaptive reuse and economic viability of the former Mill building in terms of its ongoing sympathetic public use and conservation/maintenance. The proposed development and adaptive reuse of the heritage building will only serve to ensure the building continues to function (the building has not been used consistently since 2011 when the McGrath Services centre moved to Moorebank).



The following table addresses the proposal in relation to relevant 'questions to be answered' in the NSW Heritage Manual 'Statements of Heritage Impact' guidelines relating to change of use of a building or structure.

Questions to be answered	This proposal relates to these matters as follows:
<p>Has the advice of a heritage consultant or structural engineer been sought?</p> <p>Has the consultant's advice been implemented?</p> <p>If no, why not?</p>	<p>The advice of heritage consultants has been sought throughout the design of the current proposal including establishment of the required conservation and restoration works, and previously through consultants Graham Brooks and Associates between 2012 and 2014. Recommendations were made by all parties have been applied to the final plans submitted under the current DA documentation in conjunction with this report.</p>
<p>Does the existing use contribute to the significance of the heritage item?</p>	<p>The 1914 building has not been in use since McGrath Services operated their car servicing business out of the factory. The existing repairs workshop at the rear is being used occasionally and the display unit area used for a very short period temporarily and currently is not being used. The site therefore does not have a current legible use and would benefit from an adaptive reuse that conserves and highlights its industrial heritage nature and characteristics.</p>
<p>Why does the use need to be changed?</p>	<p>The subject site has been rezoned by the Council for residential purposes in order to accommodate the foreseen residential growth of the Liverpool area. The original industrial use of the subject site has long been ceased - even the subsequent McGrath Services operations were moved out due to unviable options and changes in the urban context of the immediate area.</p> <p>The proposal has taken these into consideration as well as the heritage nature of the 1914 mill building present on the site. Residential facilities (accommodation, landscaping, roof top garden, BBQ area etc) have been proposed which not only comply with this rezoning, but assist in providing a future for the site and ongoing public use, conservation and preservation of the heritage item. The building has not been accessible to public previously as it is proposed under the current development. This aspect of the proposed development is considered significant as it will allow for exposure of the site's industrial history to wider (local and regional) community and appreciation of its layered configuration and fabric. The proposed interpretive design and additional various interpretive media will ensure provision of educational input into the local area's history.</p>
<p>What changes to the fabric are required as a result of the change of use?</p>	<p>The site area surrounding the 1914 building will be altered to include two residential towers and substantial landscaping as seen in the drawings</p>

	<p>and detailed in section 5 of this report. The heritage building will also be altered in areas of the 1970s additions to accommodate the services and facilities required for the proposed new use. However, the original 1914 sections of the building including the c1865 southern facade are preserved and maintained through substantial conservation works with minimal intervention to their openings as well as reinstating the timber framed windows along western facade. By separating the residential floor space away from the mill building, minimal intervention for adaptive re-use will be required for the heritage building.</p>
What changes to the site are required as a result of the change of use?	<p>Since most historical fabric located inside the 1914 mill building pertains to the built fabric, the building will be minimally interfered with. Conservation works will be conducted on the building restoring original elements.</p> <p>The site will be redeveloped with two towers and associated landscaping that responds to the linear configuration of the existing industrial building creating an interface between the new residential development and the former industrial building.</p>

The following table addresses the proposal in relation to relevant 'questions to be answered' in the NSW Heritage Manual 'Statements of Heritage Impact' guidelines relating to a new development adjacent to a heritage item (including additional buildings and dual occupancies).

Questions to be answered	This proposal relates to these matters as follows:
How is the impact of the new development on the heritage significance of the item or area to be minimised?	<p>As detailed previously, the proposed development retains the identified significant fabric of the 1914 mill building. The proposed buildings allow for the retention of heritage fabric and the adaptive reuse of the heritage mill building in an economically viable but in a compatible manner. As noted earlier, the residential towers are a new concept within the urban context and some level of impact is inevitable and expected. There has been considerable consultation between the Council's planning and heritage officers, and the applicant's project team, which are experts in their own architectural, urban design, landscape and heritage fields. The current proposed design is the result of these consultative sessions and achieves a compatible and sympathetic outcome for the constraints and opportunities of the site ensuring the heritage item being the main focal point of the site. The proposal is therefore deemed acceptable as it has actively taken into consideration the heritage significance of the mill building and provided</p>

	<p>measures to maintain this significance.</p> <p>The nearby heritage item Light Horse Park is located along the western bank of the Georges River with an entrance at Atkinson Street and Newbridge Road. The subject site is located directly opposite the park; however, Atkinson Street provides a buffer. The proposed development is therefore located far enough away so as not to impact on the streetscape of the park.</p>
Why is the new development required to be adjacent to a heritage item?	<p>As detailed in the historical development and above impact assessment, the original and subsequent industrial operations of the building have long been ceased and no longer viable. The proposed development has sensitively considered the location of firstly the 1914 factory within the site, and secondly the park and as such a design has been created which takes both into consideration. It is ideal for the residential development to occur separate to the mill building, allowing for better retention of heritage fabric and its spatial qualities. In doing so, the impact on the former mill building is low and is an acceptable compromise.</p>
How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?	<p>The proposed development is located to the south of the subject site and significant landscaping will occur around the 1914 factory and in between the new development. Given consideration to the limitations of the site, the proposed curtilage around the site with appropriately placed view corridors and vistas to the building (from both, public domain and within the site) is considered sufficient and acceptable from a heritage point of view. Similarly, the development will not impact on the streetscape of Light Horse Park as it is sufficiently separated from the park by Atkinson Road and setbacks of the site.</p>
How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?	<p>The proposed development on the subject site is located at a distance with Atkinson Street in between and will not impact on the streetscape of Light Horse Park. Similarly, in separating residential accommodation, the Woollen Mills building is maintained. The principal views to the heritage building are from Shepherd Street northern and southern approaches and these will be maintained without interruption. Visual access to the Georges River will also be maintained.</p>
Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?	<p>Archaeological potential and the likelihood of the presence of Aboriginal Cultural Heritage has been explored and concluded that the site has low potential. Reference should be made to the separate report on "Aboriginal Cultural Heritage Due Diligence", conducted by City Plan</p>



	Heritage.
Is the new development sympathetic to the heritage item? In what way (e.g. form, sitting, proportions, design)?	<p>As noted earlier, the proposed residential towers are new type of development introduction to the area in line with the rezoned context of the locality. The towers have a particular form, architectural style and proportions that defers from the surrounding development and the heritage item within the site. The new development has taken into consideration the Woollen Mills Factory as well as the proximity of Light Horse Park. Appropriate landscape has been used in between the development which employs a design which is sympathetic to the industrial nature of the Woollen Mills building. Furthermore, the materials and finishes of the new residential towers have been selected to complement the industrial nature and finishes of the Mills building utilising the materials in their natural form and finishes including brick, concrete, corten wall and recycled roof trusses within the landscape. This approach is considered acceptable from a heritage perspective as it maintains the industrial nature of the site and carries similar finishes throughout external treatment of the towers and landscaping while employing a contemporary design.</p>
Will the additions visually dominate the heritage item? How has this been minimised?	<p>As evident in the proposed plans, great consideration has been given to the overshadowing that could occur of the two towers located to the east and north of the existing Woollen Mills building. The visual impact of the residential towers will not be detrimental to the mill building as it will still be prominent along the streetscapes of Atkinson and Shepherd Streets.</p> <p>There is enough of a buffer between the proposed development and Light Horse Park therefore there will be no adverse visual impacts on the park.</p>
Will the public, and users of the item, still be able to view and appreciate its significance?	<p>The significance of the Woollen Mills building will be made more prominent with the proposed development which involves conservation of the heritage building and an adaptive reuse that will allow for ongoing public access that has not been available before. The Heritage Interpretation Strategy is developed by Graham Brooks &amp; Associates in November 2014 and will be implemented during the carrying out of the works for the current development. The interpretive design of the new development including reinstatement of the spatial qualities of the industrial building mean the public appreciation of its layered and more than 150 years of development history will be increased.</p>

## 7. Conclusion and Recommendations

In conclusion, it is considered by City Plan Heritage that the proposal which pertains to the adaptive reuse and restoration of the existing heritage item, McGrath Services Centre Building (formerly Challenge Woollen Mills, and Australian Paper Company's Mill), and development of the surrounding site for the construction of residential apartments to be known as "The Paper Mills on Georges River", will result in an acceptable impact to the heritage significance of the subject site and nearby heritage listed item. The design nature of the proposed residential towers means that there has to be inevitable impact on the characteristics of the area. However, the project team has undertaken extensive consultation process and options to ensure the impact is mitigated and brought to a compatible level. The proposal is deemed acceptable and a positive outcome for the following reasons:

- The proposal takes into consideration the proximity of the site to the riparian corridor of the Georges River and has refrained from developing in this area
- Involves the retention and conservation of the former Challenge Woollen Mills building through restricting residential floor space to areas separate to the heritage item. The proposed development has taken into consideration of the Conservation approach and policy recommendations of the Conservation Management Strategy by Graham Brooks & Associates, and incorporates extensive repairs, conservation and maintenance works
- The adaptive reuse of the heritage building involving minimal intervention and the maintenance of original fabric ranked as being of high significance, and allowing an ongoing public access to the former industrial building
- Involving a team of specialists who are expert in their own fields that ensured the most suitable outcome for the site and the heritage item creating a place of destination for the local community and wider region in this regard
- The proposed residential towers are also appropriately set back from the heritage building with landscaping that acts as an interface between the new residential towers and the heritage item, and Light Horse Park, minimising their impact
- The streetscape has been maintained and through conservation of the factory building, it has also been improved upon
- Utilisation of compatible palette of materials for the new towers and incorporating interpretation into the landscape design, which will be further enhanced by the implementation of the recommendations of the Heritage Interpretation Strategy
- The proposed development will ensure ongoing viable use of the former Mills building and its long term maintenance and preservation.

The proposal demonstrates compliance with the controls regarding heritage conservation in the context of the site's rezoned controls and heritage best practice, and is therefore recommended to Council for approval.

CITY PLAN HERITAGE

MAY 2015