




28 Shepherd Street, Liverpool

Heritage Impact Statement

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

Report Revision History

Revision	Date Issued	Prepared by	Reviewed by	Verified by
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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 28 Shepherd Street, Liverpool.

The subject site is not listed as a heritage item despite its historical association with the McGrath Services Centre Building (formerly Challenge Woollen Mills, and Australian Paper Company's Mill) located to the north of the subject site at 20 Shepherd Street, Liverpool. The McGrath Services Centre building is identified as a heritage item (no.104) under Part 1 of Schedule 5 of the Liverpool Local Environment Plan (LEP) 2008. The site is not located in a heritage conservation area.

The proposal relates to the development of 28 Shepherd Street, Liverpool 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 towers in association with a further two buildings proposed for 20 Shepherd Street (submitted in a separate DA).

The subject site is also 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 City 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 in Liverpool, with the Georges River running along the eastern side of the site. The site's frontage is to Shepherd Street. For a more detailed description of the site and its context, see section 2.0 - Site



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

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 reviewed prior to the production of this report:

- Graham Brooks and Associates, "20 Shepherd Street, Liverpool, Conservation Management Strategy", March 2012
- City Plan Heritage, "20 Shepherd Street, Liverpool, Heritage Impact Statement", April 2015

2. Site Context and Description

2.1 Site Context

The subject site is located in the suburb of Liverpool, which is located approximately 40km west of the Sydney Central Business District (CBD). It is a mixed residential and industrial suburb located within the local government area of Liverpool City Council.

Shepherd Street runs perpendicular 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 block, with the subject site being located in its centre, occupies the land between Atkinson Street on the north and Mill Park to the south. The block is located directly south of Liverpool train station.

The subject site is bounded on the eastern side by the Georges River, a parking lot directly to the north, industrial buildings to the west and residential apartment blocks to the north along Atkinson Street. 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 not listed as a heritage item. However, it is located within the vicinity of a number of heritage items. The closest of these items is the McGrath Services Centre building is listed as a heritage item of local significance under Part 1 of Schedule 5 of the Liverpool Local Environment Plan (LEP) 2008. The listing pertains to the 1914 building which was formerly the Challenge Woollen Mills and the Australian Paper Company's Mill (item no. 104). Other heritage items are the "Light Horse Park" in Atkinson Street which extends along the Georges River towards Newbridge Road (item no. 70) and a Railway Viaduct along Shepherd Street, Mill Road and Main Southern Railway Line (item no. 105). Neighbouring the subject site directly to the north is 26 Shepherd Street and 32 Shepherd Street to the south (Liverpool Smash Repairs).



Figure 2: LLEP 2008 Heritage Maps, sheet 012 and the subject site outlined 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 3: From top left: Atkinson intersection from Shepherd Street, looking South down Shepherd Street, fence line of 26 Shepherd Street, and view of Georges River from 20 Shepherd Street.



Figure 4: From top left: smash repairer yard located at 26 Shepherd Street north of the subject site, view looking south down Shepherd Street with subject site visible to the left, view of 20 Shepherd Street from neighbouring car park at 26 Shepherd Street, view of the subject site and fence from Shepherd Street footpath.

The following image was taken on 31 October 2014 by Chris Bennett of Evolving Picture and shows a recent aerial view of the subject site, 20 Shepherd Street and its surroundings including the Georges River and the heritage Mills building.



2.2 Site Description

The subject site is occupied by two structures located centrally on the site. The main building is a large shed structure, dating from c.1914, and the other is a small ancillary outbuilding c.1950 located towards Shepherd Street. The site is fenced with steel lattice and coiled barbed wire along Shepherd Street.

Large Shed:

The principal subject building at 28 Shepherd Street is a large rectangular shaped shed. The roof form is a simple gabled roof with clearstory and rotating air vents. It is structurally supported with metal L-shaped girders welded together and bolted at joins into a T-shape. The surface within the shed is paved in concrete. The roof constitutes a significantly wide span considering the minimal amount of trusses used. The eastern and western facades of the shed do not have any walls and are open providing views and access through the building. The northern and southern elevations are clad in corrugated iron along with the gabled roof.

Toilet Block:

An example of a late inter-war or early post-war period outbuilding. The building is rectangular in shape and made from red brick with three windows on the west elevation, and doors to the north and south. Internally the toilets are divided by orange coloured terrazzo partitions. The western elevation has a concrete coped parapet wall and a Marseilles patterned terracotta tile roof.



Figure 5: Aerial view of the subject site showing the main large shed and ancillary toilet block. Seen to the north of the subject site is the existing Woollen Mills heritage listed building. Location added by City Plan Heritage (Source: Six Maps 2015)

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



Figure 6: From top left: view of the large shed located on the subject site, southern elevation with sliding door and covered former door, northern elevation with chimney and sliding, west elevation of the shed, southern elevation, interior view from south west of shed showing clearstory panels and steel truss girder span, remnant steel from former steel cutting yard, evidence of early fire sprinkler systems.



Figure 7: From top left: western elevation of the toilet block, southern elevation, eastern elevation, interior view of the toilet block, northern elevation, surface brick paving from former building attached to the shed.

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.¹

Before European settlement of Liverpool, the area was populated by the Darug, Tharawal and Gandangara tribes which were 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 differ from current Council boundaries.

The clans were linguistically and culturally different but occasionally made 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.²

The Georges River 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".³

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.⁴

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.⁵

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

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

² Ibid

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

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

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

3.2 History of the Site and Woollen Mills Buildings

The history of the subject site is directly associated with that of the Woollen Mills building located north of the subject site at 20 Shepherd Street. The following explores the history of both sites.

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.⁶ In 1791 Captain Bunker arrived in Sydney aboard the "William and Ann", part of the Third Fleet, of which he was Master.⁷ 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.⁸

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 8: 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.⁹ The estate eventually became a depot for produce of the pastoral and agricultural kind and even had a large private railway.¹⁰ 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.¹¹

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

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

⁷ Ibid

⁸ Ibid

⁹ <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052418>

¹⁰ Ibid

¹¹ Ibid

primary industries, a key factor in the development of Collingwood.¹² Eventually the estate was subdivided (in 1859) and the homestead and undeveloped land went to James Gillespie whilst the commercial and industrial portion was retained by Atkinson.¹³ 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.¹⁴ The land purchased was along the riverside located between Atkinson Street and Collingwood House, with the Georges River to the east.

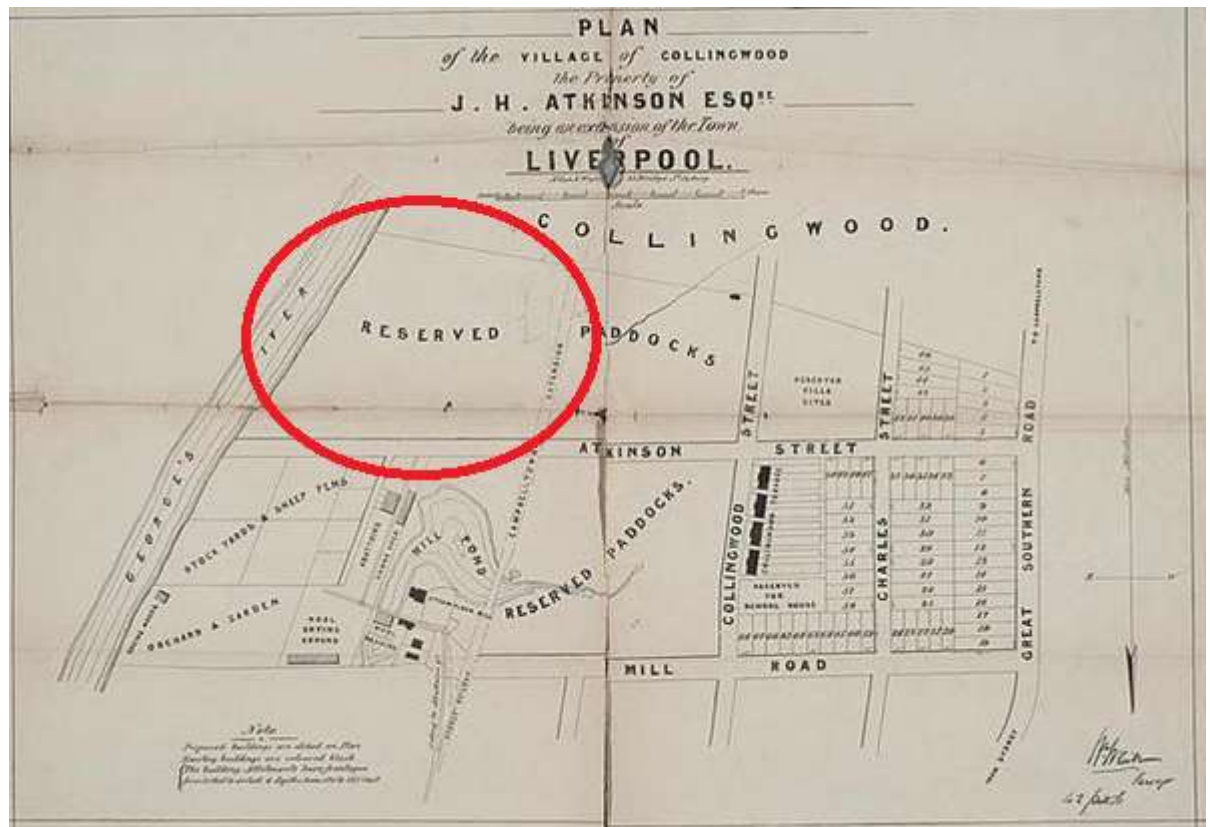


Figure 9: Plan from 1856 of the Collingwood village showing approximate location of the subject site and properties 20-26 Shepherd Street. Location added by City Plan Heritage. (Source: National Library of Australia)

¹² Ibid

¹³ Ibid

¹⁴

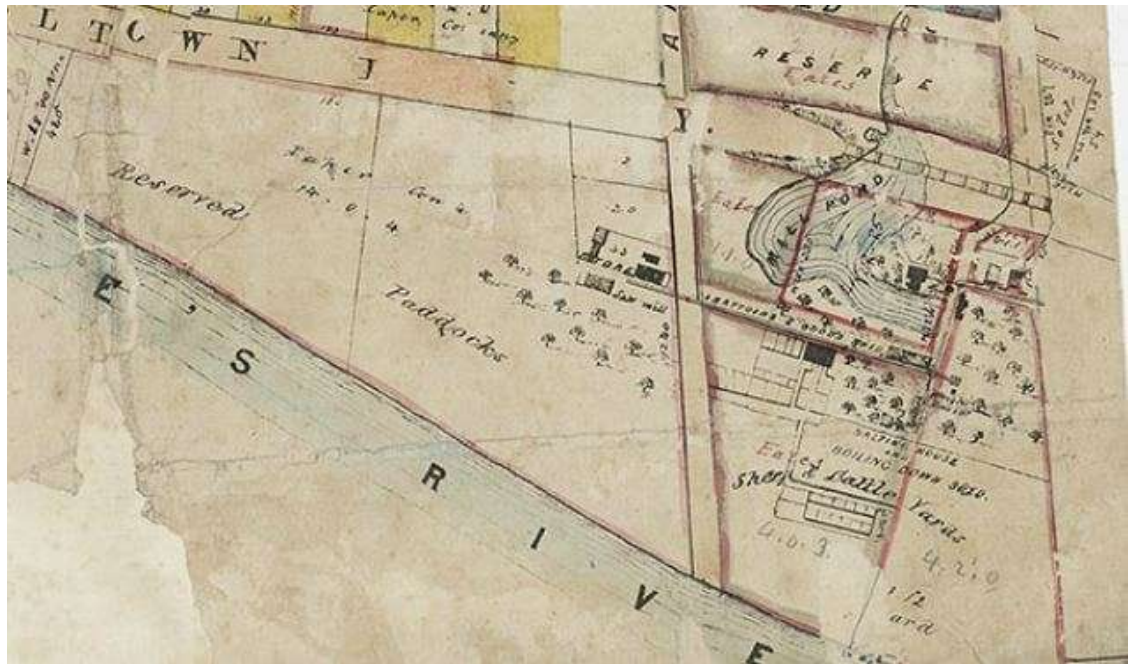


Figure 10: Detail from "Plan of the subdivision of Collingwood, the property of JH Atkinson Esq., Liverpool, into building allotments, villa sites and small farms", circa 1857-1862 (Source: State Library of NSW)

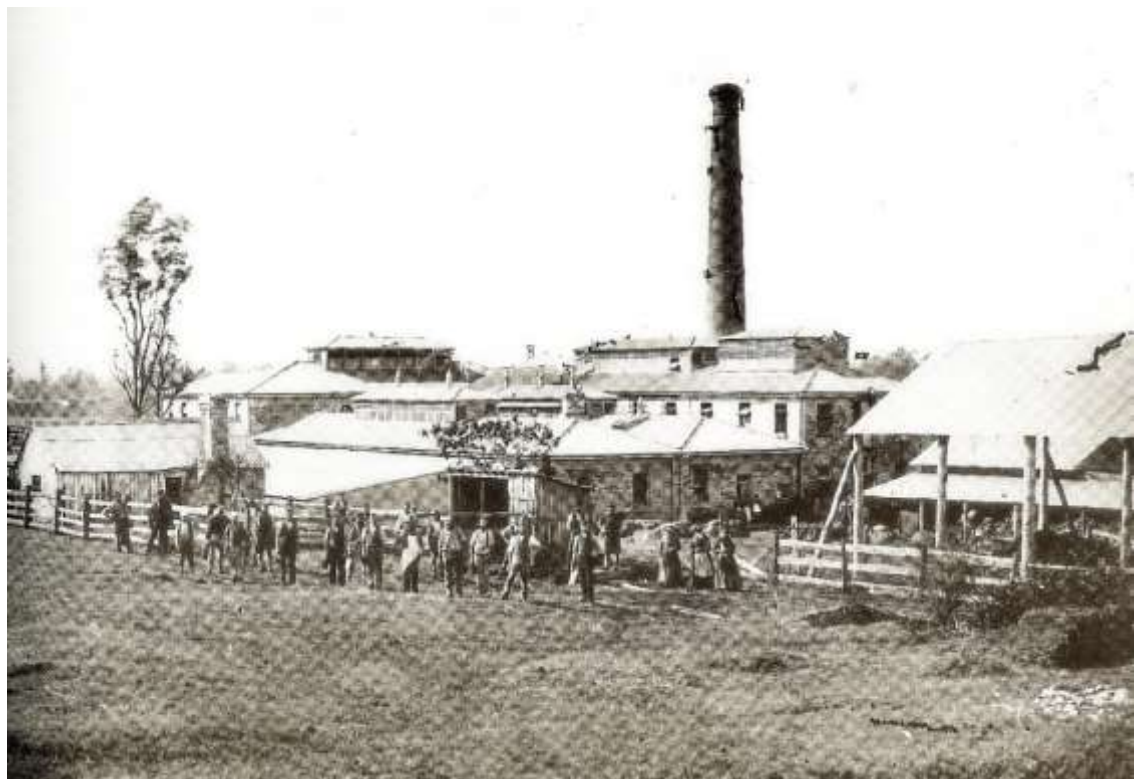


Figure 11: The Paper Mill in 1874 (Source: Liverpool and District Historical Society)



Figure 12: Plan showing Saul Samuel's Estates Collingwood & Sophienberg, Narrawa c1880, with approximate location of the subject site circled in red. Location added by City Plan Heritage (Source: State Library of NSW)

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.¹⁵

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.¹⁶ 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 economic and environmental impacts of the factory were starting to become apparent as the Liverpool area became less remote and more people moved in.

In January 1876 Dr William Strong from the William Hospital noted that the "offensive effluvium" of the hospital drain was "made more offensive by the addition of the Paper Mill and the wool washing establishment consisting of the various chemicals used in the said manufactories [which] is emptied by drains into the salt water portion of the river."¹⁷ Again, this time a decade later in 1885, Dr Ashburton Thompson was very critical of the industrial effects on the environmental health, describing a flood that had "scoured away all that deposit of black slimy mud."¹⁸ His concerns ultimately fell on deaf, unmotivated, or under resourced ears as a financially broke council either did not have the volition or capability to control the negative effects of these industries. His moves to establish a public health bill

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

¹⁶ Ibid

¹⁷ Christopher Keating, *By Way of On the Frontier: A Social History of Liverpool*, Sydney: Hale & Iremonger 1995, p. 95.

¹⁸ Ibid.

placing State control of environmental and public health matters was probably in part due to his observances of infectious disease outbreaks or insanitary "nuisances" at Collingwood.¹⁹

The paper mill ceased production in 1910 and the site was purchased by Henry Bull and Co.²⁰



Figure 13: 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 goods²¹. In 1914 the original paper mill buildings were extended towards the north and the east, what remains on the subject site today.²² It is believed that these extensions were designed by architect Thomas Harry Houghton (1857-1924) from Sydney who designed the Cold Stores at Pyrmont and contracted for 3000 pounds to Mr W.E. Wearne.²³ The planned extensions and modifications to the existing buildings also included an expansion which would encompass 20-28 Shepherd Street. Houghton obtained Council approvals as early as 28 August 1909, while planning with Liverpool council had begun by at least 1908.²⁴ The principal subject warehouse building located at 28 Shepherd Street, was most likely built in this period.

In 1915 the factory was described as producing supplies in order to meet the demand on account of the expeditionary forces".²⁵

By the 1930s the mill became the largest employer in the area having over 200 people employed.²⁶ It remained as such for several decades. In the 1940s the mill was able to deliver their wool supplies by rail to Liverpool station, making for easier transportation of the raw product to the factory.

¹⁹ Patricia Morison, "John Ashburton Thompson", *Australian Dictionary of Biography*, Accessed online 12 February 2015: <http://adb.anu.edu.au/biography/thompson-john-ashburton-8789>.

²⁰ Ibid

²¹ City of Liverpool Champion, "Paper Works at Liverpool", 1881, p.5

²² Heritage State Inventory for "Collingwood", <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052418>

²³ Sydney Morning Herald, 24 March 1914, 21 April 1914

²⁴ *The Cumberland Argus and Fruitgrowers Advocate*, "Liverpool Council", 28 August 1909 & 27 June 1908.

²⁵ The Barrier Miner, 20 February 1915

²⁶ Liverpool City Council, Liverpool Heritage Study, p.3-35

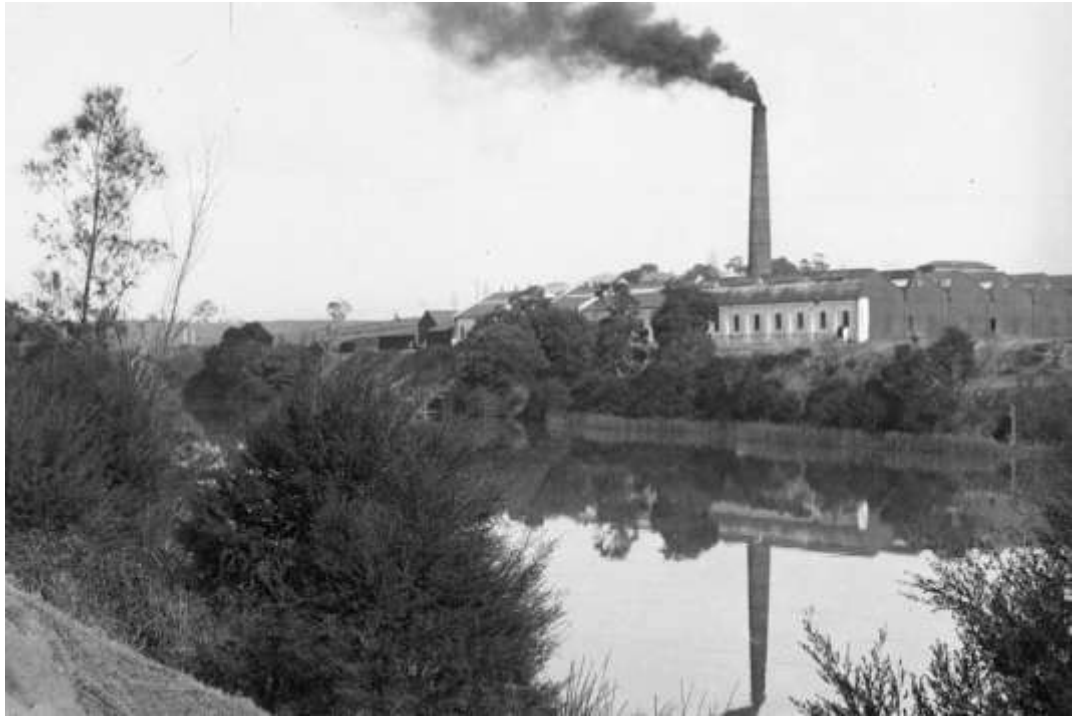


Figure 14: Challenge Woollen Mills as seen from Liverpool Camp. Glass plate negative by Tom Lennon, 12 August 1932 (Source: Powerhouse Museum)

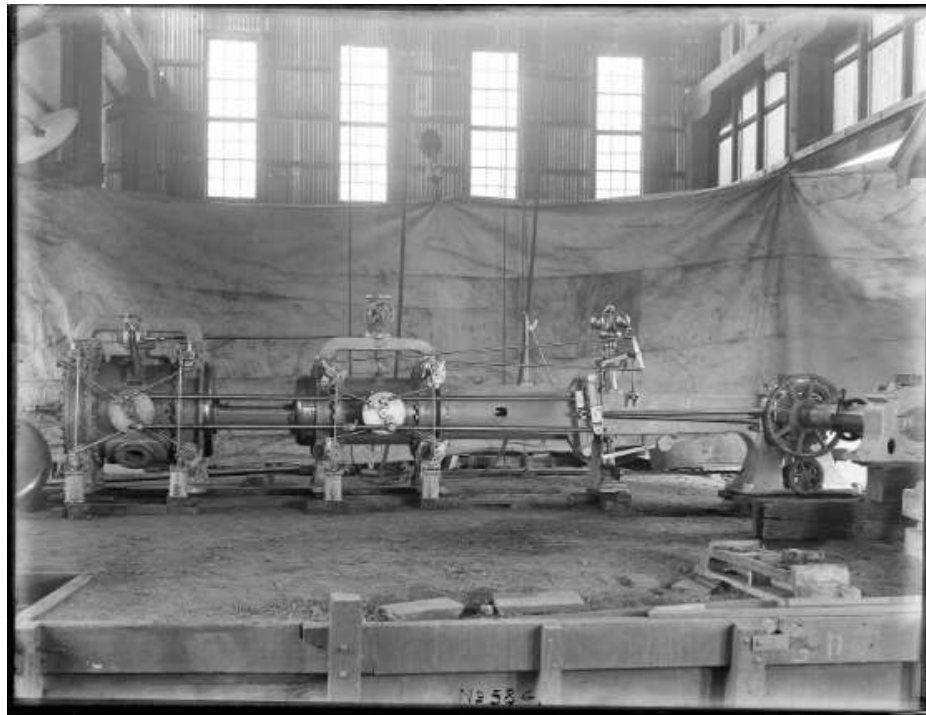


Figure 15: 'Corliss' valve steam engine by Clyde Engineering Pty Ltd, for Challenge Woollen Mill (Source: Powerhouse Museum)

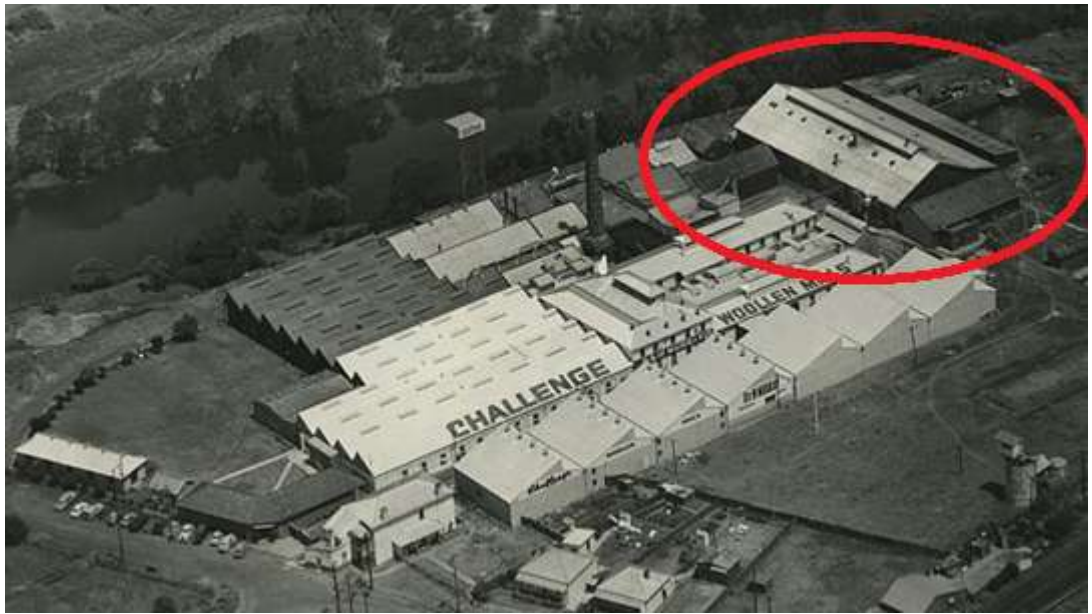


Figure 16: Aerial photograph of the Challenge Woollen Mills building c.1950 showing the subject site to the rear of the Mill buildings. Location added by City Plan Heritage (Source: The Daily Telegraph)



Figure 17: Photograph showing the eastern gable end of the subject building and the Challenge Woollen Mill building towards the right c.1950. Location added by City Plan Heritage (Source: The Daily Telegraph)

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.²⁷

²⁷ City of Liverpool Champion, "Paper Works at Liverpool", 1881, p.5

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.

The following photographs demonstrate the site morphology from 1945 to 2015. In particular, the photographs demonstrate that the demolition of major parts of the original industrial buildings occurred sometime between 1971 & 1978. The subject site 28 Shepherd Street is circled in red.

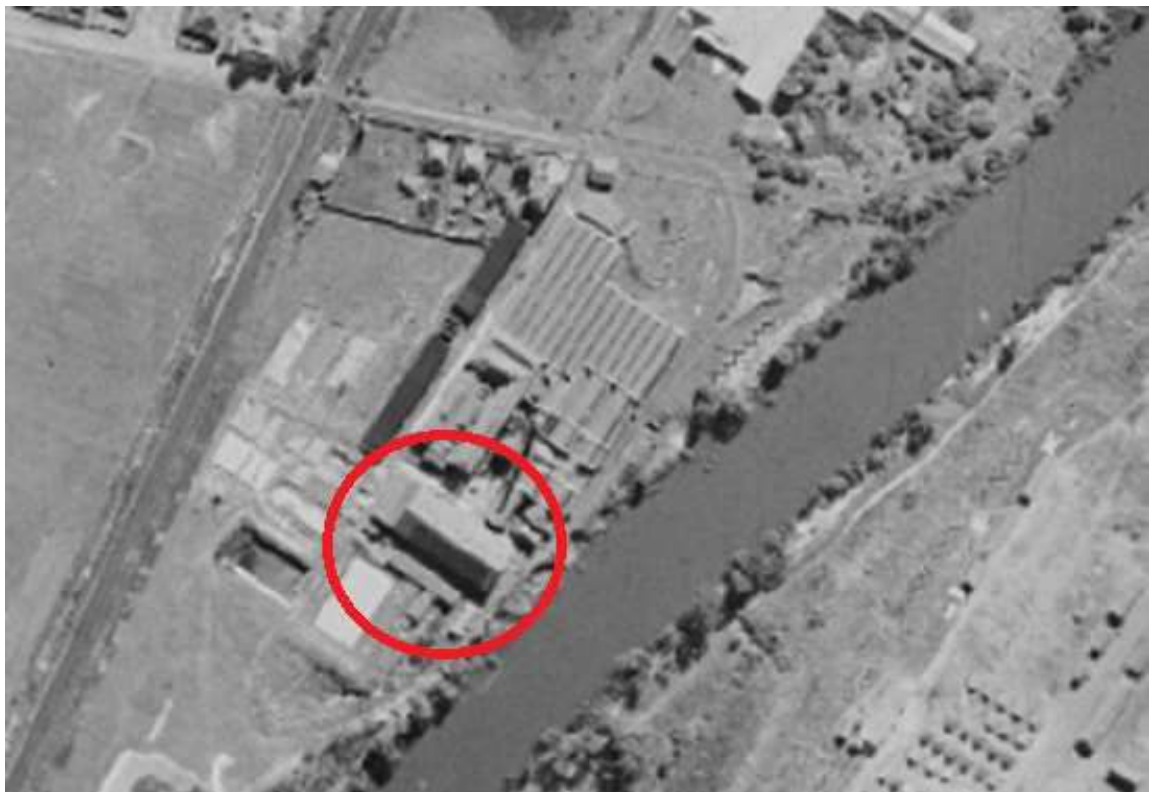


Figure 18: 1943 aerial view of the subject site and surrounding properties with the Woollen Mills building located directly to the north of the site. Location added by City Plan Heritage (Source: Six Maps 2015)

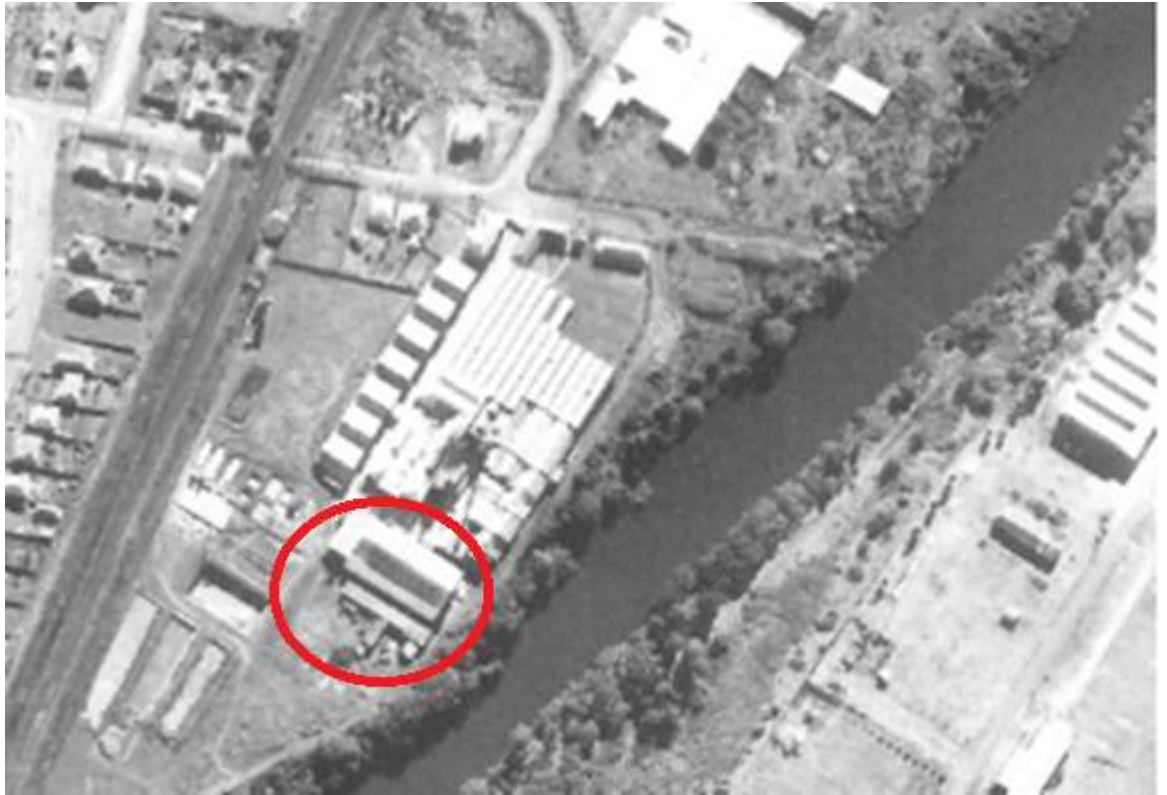


Figure 19: 1971 aerial view of the subject site. Location added by City Plan Heritage (Source: NSW LPI)



Figure 20: 1978 aerial view of the subject site showing demolition of structures between the subject building and the Woollen Mills building. Location added by City Plan Heritage (Source: NSW LPI)

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.

Subdivision of the site in the 1970s and demolition of the original mill buildings connecting the two sites at 20 and 28 Shepherd Street has, however, reduced the significance of the site. It remains as an isolated steel shed structure in a poor condition making it difficult to interpret its association with the former Challenge Woollen Mill buildings.

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. However, demolition of other buildings has diminished interpretation of such historical association.

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 large shed which is somewhat demonstrative of 20th century industrial simple storage sheds with rusted corrugated iron roofing.

The 1950s toilet has no aesthetic significance.

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 part of the mill site, which was one of the largest employers in the area but since closure of the 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 large shed is a typical example of 20th century structural systems employed for steel roofing of sheds.

The toilet structure has no ability to yield information in this regard.

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

The large shed located on the subject site is a typical example of steel corrugated iron sheds.

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***

The large shed at 28 Shepherd Street, Liverpool is a typical example of the 20th century industrial shed design and technique that was once part of a large industrial site. Demolition of the main mill buildings has diminished its ability to represent the principal characteristic of such industrial site.

4.2 Statement of Significance

The subject site, 28 Shepherd Street, Liverpool, was 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.

Subdivision of the site in the 1970s and demolition of the original mill buildings connecting the two sites at 20 and 28 Shepherd Street has, however, reduced the significance of the site. It remains as an isolated steel shed structure in a poor condition making it difficult to interpret its association with the former Challenge Woollen Mill buildings.

The existing large shed is somewhat demonstrative of typical 20th century industrial simple storage sheds with rusted corrugated iron roofing. Demolition of the main mill buildings has diminished its ability to represent the principal characteristic of such industrial site.

The 1950s toilet structure has no historical or aesthetical importance or ability to yield any information on the former mill site.

5. The Proposal

The proposal relates to the development of 28 Shepherd Street, Liverpool for the construction of residential apartments and form part of the development known as "The Paper Mills on Georges River" at neighbouring 20 Shepherd Street. The proposal has been designed by Woods Bagot Architects and includes the construction of two separate residential towers in association with a further two buildings proposed for 20 Shepherd Street (submitted in a separate DA). Elements of the proposal pertaining to the development of the two residential towers includes:

- Demolition of existing structures including the large shed and brick store room/toilet.
- Construction of two residential towers consisting of a mix of 1 bedroom, 2 bedroom and 3 bedroom apartments.
- Tower C1 will include views of the Georges River and a rooftop garden and will consist of 9 levels.
- Tower C2 will face Shepherd Street and includes 6 levels with a rooftop garden.
- Three accessible units (2 x 1 bedroom and 1 x 2 bedroom) with two in C2 and one in C1.
- Repurposing of materials from the existing steel shed for heritage interpretation
- Landscaping around the two towers and to the south of the site

Foreshore development is not included in this DA. For specific details reference should be made to the submitted architectural drawings.

6. Heritage Impact Assessment

6.1 Statutory Controls

28 Shepherd Street, Liverpool, is located within the local government area of the City of Liverpool and is located in close proximity to 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. 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>(2) Requirement for consent</p> <p>Development consent is required for any of the following:</p> <p>...</p> <p>(e) erecting a building on land:</p> <p>(i) on which a heritage item is located or that is within a heritage conservation area, or</p> <p>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,</p> <p>....</p>	<p>The existing shed and the subject site are not listed as a heritage item, however, the site is in close proximity to a number heritage items as identified under Part 1 of Schedule 5 of the Liverpool LEP 2008. The most significant and closest heritage item is the Woollen Mills building located at 20 Shepherd Street. In 2008 the site was zoned for R4 High Density residential and the current proposal is for the development of two residential towers, and as such, consent is required under this clause.</p>
<p>(4) Effect of proposed development on heritage significance</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, the existing shed structure on the site and 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>(5) Heritage assessment</p> <p>The consent authority may, before granting consent to any development:</p> <p>a) on land on which a heritage item is located, or</p> <p>b) on land that is within a heritage conservation area, or</p> <p>c) on land that is within the vicinity of land referred to in paragraph a) or b), require a heritage management document to be prepared that assesses the extent 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 site's 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 20 Shepherd Street Conservation Management Strategy (CMS) by Graham Brooks & Associates dated November 2014.</p>
<p>(6) Heritage conservation management</p>	<p>The large shed structure and toilet block located at 28 Shepherd Street are not considered of sufficient</p>

<p>plans</p> <p>The consent authority may require, after 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>level of significance to warrant a Conservation Management Plan.</p>
<p>(7) Archaeological sites</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> <p>a) notify the Heritage Council of its intention to grant consent, and</p> <p>b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</p>	<p>Although the subject site, 28 Shepherd Street was part of the former mill site that comprised a large area up to Atkinson Street to the north, the existing steel shed has been the only structure since the development of the site. The shed occupies most of the allotment and as such the archaeological potential within this site is considered low. Notwithstanding, should any unexpected archaeological finding be uncovered during construction, a stop-work provision will be applied and exposed finds will be assessed in accordance with the provisions of the <i>NSW Heritage Act, 1977</i>.</p>
<p>(8) Aboriginal places of heritage significance</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> <p>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</p> <p>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.</p>	<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>"Within the wider site, the proposed works will have no adverse impact on any unidentified Aboriginal Heritage. Most areas where excavation is proposed have been previously disturbed as part of the previous development and are no longer considered to have any potential for Aboriginal Archaeology."</p>
<p>(10) Conservation incentives</p> <p>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:</p> <p>(a) the conservation of the heritage item or Aboriginal place of heritage significance is facilitated by the granting of consent, and</p> <p>(b) the proposed development is in</p>	<p>The proposed development involves the removal of existing structures on the subject site and the construction of two residential towers which include two basement parking levels.</p> <p>The existing shed structure is associated with the heritage listed former Mill building located at 20 Shepherd Street, however, its isolated status and the dilapidated state prevents any significant interpretation of this association. Furthermore, the shed structure is not considered to have a significance as part of the former Mills site. Some of the materials present in the shed such as the corrugated metal sheeting and trusses will be repurposed throughout the development of 20 and 28 Shepherd Street as part of an interpretation</p>

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.

strategy which seeks to preserve and reinstate heritage fabric of the former 1914 Mill building at 20 Shepherd Street. 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. Demolition of existing structures on 28 Shepherd Street is deemed necessary in order for this to occur. In granting consent, these works will be made possible.

The removal of the toilet block is considered acceptable as it holds no potential for heritage interpretation and is a detracting element with no significant association with the heritage Mill building at 20 Shepherd Street.

The design presented sensitively considers the impact of these towers on the setting of the Mill building and the Georges River. The tower development is a new concept to the existing suburban context and will have some inevitable impact on the setting of the existing Mill building. However, the considerable consultations conducted and attention to detail as noted above ensures the impact is minimised and brought to an acceptable level. The proposed development of 28 Shepherd Street (along with 20 Shepherd Street submitted in a separate DA) will ensure the dominant streetscape presentation of the former Mill building is maintained along Shepherd Street, and is a focal point of both development sites.

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>Development of heritage items</p> <ol style="list-style-type: none"> 1. Where a proposal involves a heritage item, it will be necessary to lodge a Statement of Heritage Impact; 2. All development of heritage items must be designed by a Registered Architect; 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. 4. Original fabric and landscape elements that contribute to the significance of a heritage item should be retained; 5. Outbuildings should be located to the rear of heritage items and outside important view corridors to or from the place; 	<p>This Heritage Impact Statement has been prepared to accompany a DA application for the redevelopment of the subject site which is not listed as a heritage item under Schedule 5 of the Liverpool LEP 2008. However, the shed structure located on the subject site is considered to have some historical significance due to its association with the heritage listed Mill building located at 20 Shepherd Street.</p> <p>For this reason, an interpretation strategy has been put in place in order to ensure materials are salvaged from the existing shed located at 28 Shepherd Street and reused throughout the "The Paper Mills on Georges River" development to enable historical interpretation. For example, the paving between the two towers C1 and C2 will include an imprint of the steel truss work from the former shed structure, referencing the history of the site.</p> <p>The proposed designs have been developed by Woods Bagot Architects who have designed the two</p>

<p>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;</p> <p>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;</p> <p>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.</p>	<p>towers in consultation with a team of experts including City Plan Heritage and Aspect Studios.</p> <p>All details associated with vehicular access, parking, services etc have been carefully considered in order to ensure no intrusion on the setting or significant public domain views of the heritage item in the close vicinity.</p>
<p>Development in the vicinity of a heritage item</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 not identified as a heritage item under the Liverpool LEP 2008. The site is, however, associated with and in the close vicinity of the heritage listed former Challenge Woollen Mills building at 20 Shepherd Street and as such the impact of the proposed development is required to be considered.</p> <p>As noted above, the proposed design has taken into consideration the existing steel shed located on the subject site and the heritage Mill building located at 20 Shepherd Street.</p> <p>There will be some impact on the public domain views and vistas of the heritage item; however, the towers are sufficiently setback to allow views to the 1914 former mill building at 20 Shepherd Street. Development of the subject site is expected and any views to the 1914 building that are visible now were not historically available. Any new development within the subject site setback in accordance with the Council's controls would be expected to have some level of impact on the street views. Notwithstanding, even if the new buildings are placed at the boundary edge of the site they would not have an unacceptable view impact towards the heritage item, the 1914 former mill building.</p> <p>The proposed materials for the two towers designed for 28 Shepherd Street draw on materials used in the Mill building. For example metal patina textures in champagne and bronze. In conjunction with these new elements, materials salvaged from the steel shed at 28 Shepherd Street will be repurposed throughout the "Paper Mills on Georges River" development site. This will also allow for heritage interpretation of the site which will be reinforced by a new interpretive landscape design.</p>
<p>Aboriginal Archaeology</p> <p>16. This section applies to land:</p> <p>a) in which Aboriginal sites, places or relics</p>	<p>This Heritage Impact Statement has not investigated the likelihood of potential Aboriginal Archaeology as a separate report has been conducted. As noted above the subject report did not identify an adverse</p>

<p>have previously been identified.</p> <p>b) within an identified cultural landscape</p> <p>c) that has not been cleared.</p>	<p>impact on the unidentified Aboriginal Heritage within the site. Please refer to the "Aboriginal Cultural Heritage Due Diligence" report submitted along with the DA for detailed assessment of the Aboriginal Archaeology.</p>
<p>Development of Archaeological Sites</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 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>As mentioned above, the subject site has low archaeological potential.</p> <p>Stop-work provisions will be applied should any unexpected findings be uncovered during construction.</p>
<p>Adaptive Reuse</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 does not involve the development of heritage items or places within a heritage conservation area therefore this clause is not applicable.</p>

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

The existing structures located on the subject site are not assessed as being of heritage value and are not identified as items of heritage significance under Schedule 5 of the Liverpool LEP 2008. The demolition proposed, which will involve the removal of these existing structures will allow for a viable residential development. The current existing structures consist of a 1950s toilet block and a dilapidated steel shed c.1914. Whilst the steel shed has some historical association with the heritage listed Mill building located at 20 Shepherd Street, the isolated status and very poor condition of the shed leaves it with limited interpretation capacity. The warehouse building is not considered to be one of the significant parts of the former Mill site that once occupied the entire block between Atkinson Street and the Mill Park. Demolition of this shed and the toilet block will allow for a residential development which pays tribute to the history of the site and allows for more readily accessible heritage interpretation.

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>The proposed development has actively taken into consideration the heritage significance of the Mill building located at 20 Shepherd Street.</p> <p>As noted earlier, the residential towers are a new concept within the site context and some level of impact is inevitable and expected. However, there has been considerable consultation between the Council's planning and heritage officers, and the applicant's project team, who 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 acceptable outcome for the constraints and opportunities of the site ensuring the limited heritage significance of the site (and that of 20 Shepherd Street) is a focal point of the development. The proposal is therefore deemed acceptable as it has actively considered the heritage significance of the site and its association with the Mill building, providing measures to maintain this significance.</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 ceased and are no longer viable. The proposed development has sensitively considered the proximity of the heritage listed Mill building and the historical association of the subject site with this development. Reference to the history of the site has been included throughout the design which has ensured heritage is not only a focus of the site, but readily available for heritage interpretation. The site, as it currently stands, holds limited capacity for heritage interpretation that would link it to the former building at 20 Shepherd Street.</p>
How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?	<p>The proposed development is located at a distance south of the heritage item at 20 Shepherd Street. The design and setback of the two towers ensure the view corridors and vistas to the heritage Mill building (from public domain) are maintained. As noted earlier any new development within the subject site, setback in accordance with the Council's controls, would be expected to have some level of impact on the street views. Notwithstanding, even if the new buildings are placed at the boundary edge of the site they would not have an unacceptable view impact towards the heritage item, the 1914 former Mill building.</p>
How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?	<p>As noted previously, the proposed development will occur on the site of 28 Shepherd Street which is located at a distance to the heritage Mill building, located at 20 Shepherd Street. The architects have created a sympathetic design which considers possible adverse impacts of the development on the Mill building as well as the streetscape of Shepherd</p>

	<p>Street and views of the Georges River. The principal view to the former 1914 Mill building from the southern approaches will remain almost the same. There will be no an unacceptable view interruption to the heritage item.</p> <p>As evident in the plans, overshadowing has also been considered. The apartment building located towards Shepherd Street includes fewer levels (6 instead of 9) so as not to dominate the streetscape and ensure focus on the heritage Mill building.</p> <p>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 it is concluded that the site has low potential. Please refer to the separate report on "Aboriginal Cultural Heritage Due Diligence", conducted by City Plan Heritage and included in this development application.</p>
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 a new type of development introduced 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 located at 20 Shepherd Street. The new development has taken into consideration the proximity of the former Woollen Mills Factory. Appropriate landscaping has been used in between the development which employs a design which is sympathetic to the industrial nature of the site and references its history. Furthermore, the materials and finishes of the new residential towers have been selected to complement the industrial history of the site and finishes present in the heritage Mill 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, consideration has been given to overshadowing that could occur of the two towers located to south of the heritage Mill 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. The proposed development is also located at a distance to the Mill building.</p>
Will the public, and users of the item, still be able to view and appreciate its significance?	<p>The significance of the Woollen Mill building and historical association of the subject site to this heritage building, will be made more prominent with the proposed development which involves the reuse</p>

	<p>of elements present in the existing shed at 28 Shepherd Street, throughout the development and proposed landscape. This will allow for ongoing public access that has not been available before. The development at 28 Shepherd Street forms part of the development on the heritage item's site. Therefore the interpretive design of the new development throughout both sites, including reinstatement of the spatial qualities of the industrial building and interpretive landscaping, not only ensures public appreciation of the layered 150 year history of the site, but serves to increase it. Furthermore, the development also serves to reinstate the link between the two sites which is currently not readily evident to the community and wider public.</p>
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7. Conclusion and Recommendations

In conclusion, it is considered by City Plan Heritage that the proposal which pertains to the development of 28 Shepherd Street, Liverpool for the construction of two residential apartment towers as part of "The Paper Mills on Georges River" development at 20 Shepherd Street, will result in an acceptable impact on the assessed associational heritage significance of the subject site and the nearby heritage listed items. The design nature of the proposed residential towers means that there will be inevitable impact on the character of the area. However, the project team has undertaken extensive consultation with City Plan Heritage and Council's Officers 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:

- Involves the retention of historical elements present on the site and reuse of materials , namely the corrugated sheeting and steel trusses, throughout the new design to ensure ongoing heritage interpretation and linkages with the former Mill building at 20 Shepherd Street,
- Involving a team of specialists who are experts in their own fields who have ensured the most suitable outcome for the site and the heritage item in close proximity creating a place of destination for the local community and wider region,
- The proposed residential towers are also appropriately set back from the heritage building, minimising their impact,
- The streetscape has been maintained and improved upon through sensitive consideration of the important streetscape contribution of the heritage Woollen Mill Building,
- Utilisation of a compatible palette of materials for the new towers and incorporating interpretation into the landscape design, and
- The proposed development will ensure ongoing viable use of the subject site ensuring long term maintenance and preservation of its history.

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

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