

5 November 2015

The General Manager
Liverpool City Council
Locked Bag 7064
Liverpool BC, NSW 1871



Dear Sir/Madam

Statement of Heritage Impact Proposed Redevelopment 21 Atkinson Street, Liverpool

This Statement of Heritage Impact has been prepared to accompany a development application for the proposed redevelopment of 21 Atkinson Street, Liverpool.

In 2008 the *Liverpool Local Environmental Plan (LEP)* changed the land use zoning of the subject site from an industrial use to R4 - High Density Residential in response to the strategies identified in Council's 2007 Residential Development Strategy. It is Liverpool Council's vision that the locality become a vibrant, residential area supported by its proximity to the Town Centre, transport and service facilities.

This application seeks to redevelop the site in accordance with the current controls. It provides residential unit blocks of varying heights over basement parking and including the provision of communal open space.

The report evaluates the proposed development, designed by Mosca Pserras architects.

Report Objectives

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

Methodology and Structure

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

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an

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

Site Identification

The subject site is located on the south and west side of Shepherd Street, on the corner of Riverpark Drive. It is described by NSW Land and Property Information (LPI) as Lot 101 DP777404.

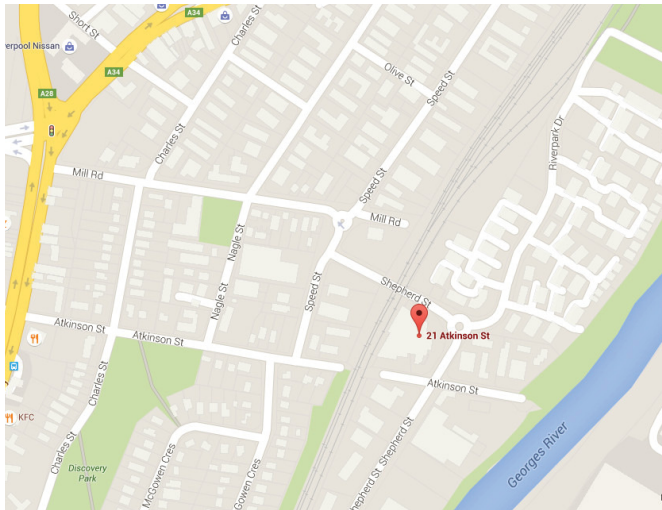


Figure 1: Map showing the location of the subject site identified with a red marker



Figure 2: Map showing the location of the subject site outlined in red and shaded yellow



Figure 3: Extract of Heritage Map_012 showing the location of the subject site circled in blue

Source: www.legislation.nsw.gov.au

Heritage Management Framework

The subject site at 21 Atkinson Street, Liverpool, is not listed as a heritage item in Schedule 5 of the *Liverpool Local Environmental Plan 2008*, as an item of local heritage significance. It is, however, located in the vicinity of the following heritage items listed in Schedule 5 of the *Liverpool LEP 2008*:

- Item 104, McGrath Services Centre Building (formerly Challenge Woollen Mills, and Australian Paper Company's Mill) located at the corner of Shepherd and Atkinson Streets, Liverpool.
- Item 105, Railway Viaduct located at Shepherd Street and Mill Road, Main Southern Railway Line, Liverpool.

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

Report Limitations

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

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

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

Site Description and Context

The site lies to the west of the Georges River and to the immediate east of the railway line. The current character of the area is a mix of c1980s medium density residential apartment blocks stretching north with light industrial development to the south and west. The character of the immediate industrial areas will change over time in response to the rezoning of the area.

21 Atkinson Street is occupied by a large, irregular one to three storeyed late twentieth century, light industrial facility. It is adjacent to the heritage listed Railway Viaduct on the Main Southern Railway

Line, Shepherd and Mill Roads, and in the vicinity of the McGrath Services Centre, which is currently approved as The Paper Mill residential development.

The northern side of Shepherd Street is residential in nature, with postwar and later twentieth century brick apartment blocks of one to three storeys. A pictorial overview of the subject site and its surrounds has been included as an attachment to the report.

Established Significance of the Heritage Items in the Vicinity of the Subject Site

There are two individually listed heritage items in the vicinity of the subject site. These are listed as items of local heritage significance on Schedule 5 of the *Liverpool LEP 2008*.

The NSW Heritage Inventory contains the following information for database entry number 1970062, Railway Viaduct, Main Southern Line, Shepherd and Mill Street, Liverpool:

Statement of Significance:

The Railway Viaduct demonstrates the history of the late 20th century development of a suburban rail network. It indicates a level of technical achievement in its design, construction and use that reflects the evolution of rail transport to and from Sydney. There is the potential to gain more information on the item from further architectural and documentary research.

Description:

This item consists of a steel viaduct on concrete piers which carries the southern line away from Sydney. It is adjacent to the eastern side of the earlier 1920s brick arched railway viaduct (SHI 1970087).

The NSW Heritage Inventory contains the following information for database entry number 1970074, McGrath Services Centre, SE cnr of Shepherd & Atkinson Street:

Statement of Significance:

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

Description:

This item consists of a single storey building constructed in 3 sections including an extension with a double storey gable roof on the east side and a hipped roof office on the north side. The main portion of the building has a corrugated iron saw toothed roof and is constructed of brick. The building is still substantially intact along the western, Shepherd Street, elevation. This elevation is divided into 12 bays of English bond brickwork with wall recess between brick pillars with a cement rendered base course. There is a large four-ring arched doorway in the southernmost bay. All other bays have a single window with a three-ring arched head and rendered sill. Windows are now aluminium framed. On the eastern elevation the brickwork has been pointed and the structure modified by the insertion of two large steel "roller doors" to permit vehicle access. The northern elevation has been reclad and is obscured by the construction of a small (office) extension.

The Development Proposal

The development application has been prepared by Mosca Pserras Architects. The proposal is detailed in the plans and Statement of Environmental Effects that accompany this application. It includes:

- Demolition of the existing later twentieth century building on the site
- Construction of residential unit blocks over basement parking, including associated landscaping and servicing infrastructure.

Assessment of Heritage Impact

Overview of the Potential Heritage Impacts

The proposed redevelopment of 21 Atkinson Street, Liverpool, has been designed in response to the rezoning of the area. The site is separated from the McGrath Service Centre facility (approved for adaptive reuse as the Paper Mill residential apartments) by the width of Shepherd Street. The construction of the proposed residential development on the subject site will be contemporary in design, materials and finishes and compatible in terms of height and scale with The Paper Mill development upon its completion. There will not be an unacceptable level of impact upon the heritage listed site.

The Railway Viaduct (item 105) is situated along the railway line adjacent to the subject site. As it is a strong infrastructure element, neither significant views nor presentation will be affected by the construction of the new apartments. Views to and from the west of the site will not be affected as this forms the railway corridor. Views from the southern extent of Shepherd Street towards the Railway Viaduct will not be affected as it is already obscured by the existing development on the site.

Overall, the proposal responds to the rezoning of the area with a contemporary design that will assist in revitalising this part of the Liverpool area without impacting upon the heritage qualities of the listed items in the vicinity.

Evaluation Against the Guidelines of the NSW Heritage Division

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) has published the following series of criteria for the assessment of heritage impact of new development in the vicinity of a heritage item. These are answered below in relation to the impact on the property at 21 Atkinson, and the heritage items in its vicinity at the corner of Shepherd and Mill Street (Railway Viaduct) and the McGrath Services Centre, SE cnr of Shepherd & Atkinson Street.

The following aspects of the proposal respect or enhance the heritage significance of the items in the vicinity (or conservation area) for the following reasons:

- No effect on the Railway Viaduct's existing presentation and contribution to the streetscape
- No effect on the existing significant fabric and presentation of The Paper Mill (McGrath Services Centre, formerly the Challenge Woollen Mill)
- Retention of existing views within the streetscape.
- Separation from the nearby McGrath Services Centre by the width of Shepherd Street

The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to development adjacent to a heritage item are:

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to a heritage item?*

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

Comment

The proposed development has been prompted by the rezoning of the site from industrial to residential use as part of Liverpool City Council's response to the Residential Development Strategy 2007. The proposed new use will assist in promoting this part of the Liverpool area as vibrant and higher density. The site is located within this rezoned area, and is considered suitable for redevelopment purposes as it has no heritage significance.

The proposed new residential development will not have an unacceptable level of impact upon the heritage items in the vicinity of the subject site, and is separated from the heritage site by Shepherd Street. The McGraths building (approved for adaptive reuse for residential purposes) has a strong streetscape presence that will not be diminished by the proposed residential apartments on the subject site.

There will be some impact upon views towards the Railway Viaduct from within the streetscape, owing to the construction of the new development.

The new work will not visually dominate the heritage items. The Railway Viaduct has a strong presence within the streetscape that is robust enough to have a residential development adjacent. On the McGrath Services Centre, adaptive reuse will be carried out, retaining those structures with identified heritage significance. The new buildings on the subject property will complement in height and scale the contemporary aspect of the redeveloped heritage site.

Evaluation Against Liverpool LEP 2008 Heritage Provisions

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

- the existing large, light industrial building on the subject site has no significance in heritage terms
- the proposed redevelopment is separated from the McGrath Services Centre by the width of Shepherd Street
- the heritage listed Railway Viaduct is a robust structural element in the local context that will not be diminished by the construction of the proposed apartments
- the significance of the nearby heritage items, and their role within the streetscape, will not be adversely affected.

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

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

- to conserve the environmental heritage of Liverpool,*
- to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*

Evaluation Against Liverpool DCP 2008

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

7.1 Heritage Items and Conservation Areas Background

For development that affects a heritage item, information addressing relevant issues must be included in a Statement of Heritage Impact submitted with the development application (DA). Development within the curtilage of a listed item, or a heritage conservation area, or which will impact upon the setting of a heritage item or heritage conservation area is also subject to the following provisions. Where there is a discrepancy with general controls elsewhere in this DCP, the following objectives and controls are to apply.

Objectives

- a) To facilitate the conservation and protection of heritage items and heritage conservation areas and their settings.*
- b) To reinforce the special attributes and qualities of heritage by ensuring that development has regard to the fabric and prevailing character of the item or conservation area eg. scale, proportions, materials and finishes.*
- c) To conserve, maintain and enhance existing views and vistas to buildings and places of historic and aesthetic significance.*

Conservation Criteria

- 1. Any new development within the study area must ensure that the significance of heritage items and their setting are retained and enhanced. Any new development within the study area must ensure that the significance of heritage items and their setting are retained. Development Applications relating to heritage listed sites or sites within heritage conservation areas must demonstrate how the proposed work will not adversely affect the heritage significance of the site and the area around it.*
- 2. For sites in the vicinity of heritage items or heritage conservation areas, an assessment of the impact of the proposal on the setting of nearby heritage items or heritage conservation areas are to be undertaken.*
- 3. Relevant criteria to be considered will vary for each proposal depending on the nature of development, the proximity of the development to surrounding heritage items and conservation areas as well as other factors. For this reason, each proposal will need to be considered on a case by case basis using the following general principles:*

Conclusions

- 21 Atkinson Street, Liverpool, is not listed as an item of local heritage significance in Schedule 5 of the *Liverpool LEP 2008*
- It is adjacent to the following listed heritage items: McGrath Services Centre at the SE corner of Shepherd and Atkinson Street, and the Railway Viaduct at Shepherd and Mill Street
- The significance of the nearby heritage items, and their ability to contribute to the streetscape, will not be adversely affected.
- The proposed redevelopment will be compatible in design, height and scale of the approved Paper Mill development opposite the subject site
- The proposed development is consistent with the heritage requirements and guidelines of the *Liverpool LEP 2008* and the *Liverpool DCP 2008*

Recommendation

- Council should have no hesitation, from a heritage perspective, in approving this development application.

Yours faithfully,
GRAHAM BROOKS AND ASSOCIATES PTY LTD



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Attachment: Pictorial overview of the site and its surrounds



Figure 1: View of the junction of Shepherd Street and Riverpark Drive, looking from the subject site



Figure 2: View of later twentieth century residential housing opposite the subject site, on Shepherd Street



Figure 3: View looking west along Shepherd Street, showing the relationship between the heritage listed Railway Viaduct and the subject site



Figure 4: View along Atkinson Street, showing the light industrial building stock opposite the subject site



Figure 5: View along Shepherd Street, showing the property opposite the subject site



Figure 6: View from the corner of Atkinson and Shepherd Streets, showing the heritage listed McGrath Services Centre approved for adaptive reuse as a residential development



Figure 7: Shepherd Street view of the heritage listed McGrath Services Centre



Figure 8: Atkinson Street view of the subject site, looking east



Figure 9: Atkinson Street view of the subject site



Figure 10: View of the subject site from the corner of Atkinson and Shepherd Streets, looking north-west



Figure 11: View looking north along Shepherd Street, showing the light industrial buildings on the subject site



Figure 12: Shepherd Street view looking east to Rverpark Drive, showing the subject site at right