



# Heritage Impact Statement

## 26 - 28 Shepherd Street, Liverpool

### Paper Mills Residential Development

Submitted to Liverpool City Council  
On Behalf of Coronation Property

SUITE 6.02, 120 SUSSEX ST, SYDNEY NSW 2000  
TEL +61 2 8270 3500 FAX +61 2 8270 3501 [WWW.CITYPLAN.COM.AU](http://WWW.CITYPLAN.COM.AU)  
CITY PLAN HERITAGE P/L ABN 46 103 185 413

## Report Revision History

Revision	Date Issued	Prepared by	Reviewed by	Verified by
01	27/11/17	<b>Kerime Danis</b> <i>Director - Heritage</i>  <b>Brittany Frelander</b> <i>Senior Heritage Consultant</i>	<b>Kerime Danis</b> <i>Director - Heritage</i>	<b>Kerime Danis</b> <i>Director - Heritage</i>

### 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.

Copyright © City Plan Heritage P/L  
 ABN 46 103 185 413

All Rights Reserved. No material may be reproduced without prior permission. While we have tried to ensure the accuracy of the information in this publication, the Publisher accepts no responsibility or liability for any errors, omissions or resultant consequences including any loss or damage arising from reliance in information in this publication

# Table of Contents

<b>1. Introduction.....</b>	<b>4</b>
1.1 Background .....	4
1.2 Site Location .....	4
1.3 Methodology .....	5
1.4 Author Identification.....	5
<b>2. Site Context and Description .....</b>	<b>6</b>
2.1 Site Context .....	6
2.2 Site Descriptions.....	8
2.2.1 26 Shepherd Street .....	8
2.2.2 28 Shepherd Street .....	9
<b>3. History .....</b>	<b>11</b>
<b>4. Assessment of Significance .....</b>	<b>20</b>
4.1 Assessment of Criteria .....	20
4.2 Statement of Significance (26 - 28 Shepherd Street).....	21
4.3 Significance Statement - Woollen Mills Building .....	22
<b>5. The Proposal.....</b>	<b>24</b>
<b>6. Heritage Impact Assessment .....</b>	<b>25</b>
6.1 Heritage Referral Comment's, 16 March 2017 .....	25
6.1.1 Bulk and Scale .....	25
6.1.2 Dominance & impact on views and setting.....	25
6.1.3 Design in Context .....	27
6.2 Statutory Controls .....	28
6.2.1 Liverpool Local Environment Plan (LEP) 2008.....	29
6.2.2 Liverpool Development Control Plan (DCP) 2008 .....	31
6.3 Conservation Management Strategy, 2014.....	32
6.4 'Statements of Heritage Impact' (NSW Heritage Manual) .....	32
<b>7. Conclusion and Recommendations .....</b>	<b>32</b>



# 1. Introduction

## 1.1 Background

City Plan Heritage (CPH) has been engaged by Coronation Property to prepare the following Heritage Impact Statement (HIS) to assist the Liverpool City Council in their assessment of the Development Application (DA) to. The proposed works are for the development of a residential flat building at 26 Shepherd Street and the proposed increase in the height of the development at 28 Shepherd Street in Liverpool (which is currently under assessment DA612/2015), as part of the Paper Mills residential development that encompasses neighbouring sites.

The subject sites are not identified as heritage items under Schedule 5 of the Liverpool Local Environment Plan (LEP) 2008, but are located directly adjacent to the heritage item "McGrath Services Centre Building (formerly Challenge Woollen Mills and Australian Paper Company's Mill)" (item no. 104). The subject sites are 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).

In accordance with the relevant controls regarding heritage on the Liverpool LEP 2008 and the Liverpool Control Plan (DCP) 2008, this HIS assesses the likely impacts the proposed developments will have on the established heritage significance of the adjoining site and the nearby heritage items.

Extensive consultation has been undertaken with Council regarding the proposed works to 26-28 Shepherd Street and the various other developments underway on adjacent sites as part of the Woollen Mills precinct development. On 16 March 2017 feedback was received regarding the proposed works and the previous addendum HIS submitted under DA82/2017. This report considers the feedback noted in the heritage referrals and addresses the concerns in Section 0.

## 1.2 Site Location

The subject sites are located on the eastern side of Shepherd Street and western side of the Georges River. For a more detailed description of the site and its context, see Section 2.1 - Site Context.



### 1.3 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 Environmental Plan (LEP) 2008, and the Liverpool Development Control Plan (DCP) 2008. Consideration has also been given to the joint publication, *Design In Context: Guidelines for Infill Development In The Historic Environment*, by the NSW Heritage Office and the Royal Australian Institute of Architects (RAIA NSW Chapter) published in 2015.

The following documents have been reviewed during production of this report:

- 20 Shepherd Street, Liverpool, Heritage Impact Statement, April 2015;
- 20, 28, 31 and 33 Shepherd Street, Liverpool, Planning Proposal Heritage Impact Statement, August 2015;
- 20 Shepherd Street, Addendum Letter, 28 July 2016;
- Shepherd Street Precinct, Liverpool, Archaeological Survey Report, Artefact, March 2016.

### 1.4 Author Identification

The following report has been prepared by Brittany Freeland (Senior Heritage Consultant) and Kerime Danis (Director - Heritage) who has also reviewed and endorsed its content.

## 2. Site Context and Description

### 2.1 Site Context

The subject sites are located within the western Sydney suburb of Liverpool, approximately 27km south west of the Sydney Central Business District (CBD). It is a mixed residential and industrial suburb administered by the local government area of Liverpool City Council.

Shepherd Street runs perpendicular to Atkinson Street towards the north and parallel to the Bankstown Railway line and Georges River with the subject site allotments 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 Speed Street intersection. The block on which the subject sites are located, occupies the land between Atkinson Street on the north and Mill Park to the south. It is located directly south of Liverpool train station.

The subject sites are bounded on the eastern side by the Georges River, 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. Several sections of the area have been rezoned and as such, the context is expected to change over the coming years.

The following images provide an overview of the context of the subject sites.

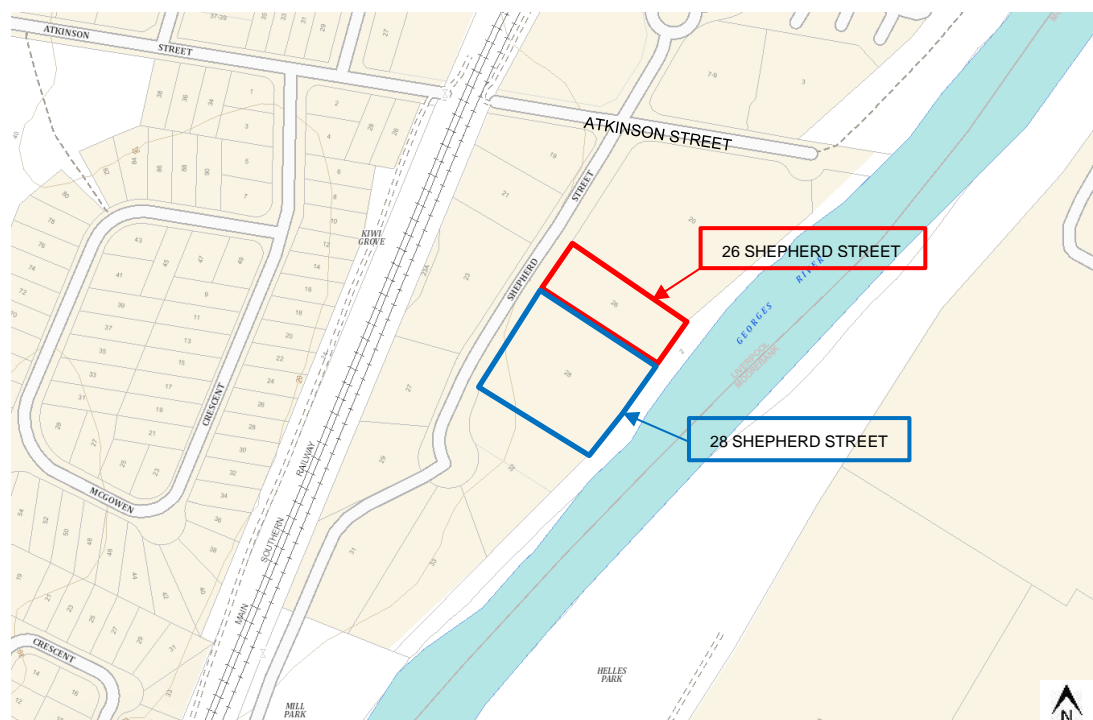


Figure 2: Map of the area showing the location of the subject sites, outlined in red. (Source: SIX Maps captured 2016)



Figure 3: Liverpool LEP heritage map 012 showing the location of the subject sites, outlined in red. (Source: Liverpool LEP 2008, heritage map 012)



Figure 4: View of Shepherd Street looking south west from 26 Shepherd Street (left) and looking north east from 26 Shepherd Street (right).



Figure 5: View looking west from 28 Shepherd Street towards 23 Shepherd Street (left) and view looking north east along Shepherd Street from 28 Shepherd Street (right).





Figure 6: View looking east towards 32-34 Shepherd Street which is directly south of the subject sites (left) and view looking north towards 20 Shepherd Street from 26 Shepherd Street (right).



Figure 7: Views of the former heritage item at 20 Shepherd Street showing the current development under construction with the subject sites at 26-28 Shepherd Street indicated on the right image.

## 2.2 Site Descriptions

### 2.2.1 26 Shepherd Street

26 Shepherd Street is a rectangular shaped block that is bounded to the north by 20 Shepherd Street, to the south by 28 Shepherd Street, the Georges River to the east and Shepherd Street to the west.

The site is currently used as a parking lot with a few light weight demountable structures present onsite. The Shepherd Street boundary is demarcated by a high metal fence.

The following images provide an overview of the current condition of 26 Shepherd Street.



Figure 6: Views looking south and south west towards the parking lot at 26 Shepherd Street.





Figure 7: Views looking east and north east along the parking lot at 26 Shepherd Street.

### 2.2.2 28 Shepherd Street

The principal subject building at 28 Shepherd Street is a large rectangular 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 number 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.

Also located within 28 is a toilet block. This is 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.

The following images provide an overview of the current condition of 28 Shepherd Street.



Figure 8: View looking north east towards the existing shed onsite (left) and view looking north towards the existing toilet block (right).



Figure 9: View looking east along the southern boundary of the site with the neighbouring building at 32-34 Shepherd Street presented to the right side of the image (left) and view of the cleared land in the northern section of the site (right). 20 Shepherd Street can be seen in the distance of this photograph.

### 3. History

The histories of both 26 and 28 Shepherd Street are directly associated with the history of the Woollen Mills building located north of the subject sites at 20 Shepherd Street. As such, this history has been included below.

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>1</sup> In 1791 Captain Bunker arrived in Sydney aboard the "William and Ann", part of the Third Fleet, of which he was Master.<sup>2</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>3</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 10: 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>4</sup> The estate eventually became a depot for produce of the pastoral and agricultural kind and even had a large private railway.<sup>5</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>6</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,

<sup>1</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>2</sup> Ibid

<sup>3</sup> Ibid

<sup>4</sup> Heritage State Inventory for "Collingwood", <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052418>

<sup>5</sup> Ibid

<sup>6</sup> Ibid



a key factor in the development of Collingwood.<sup>7</sup> 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.<sup>8</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>9</sup> The land purchased was along the riverside located between Atkinson Street and Collingwood House, with the Georges River to the east.

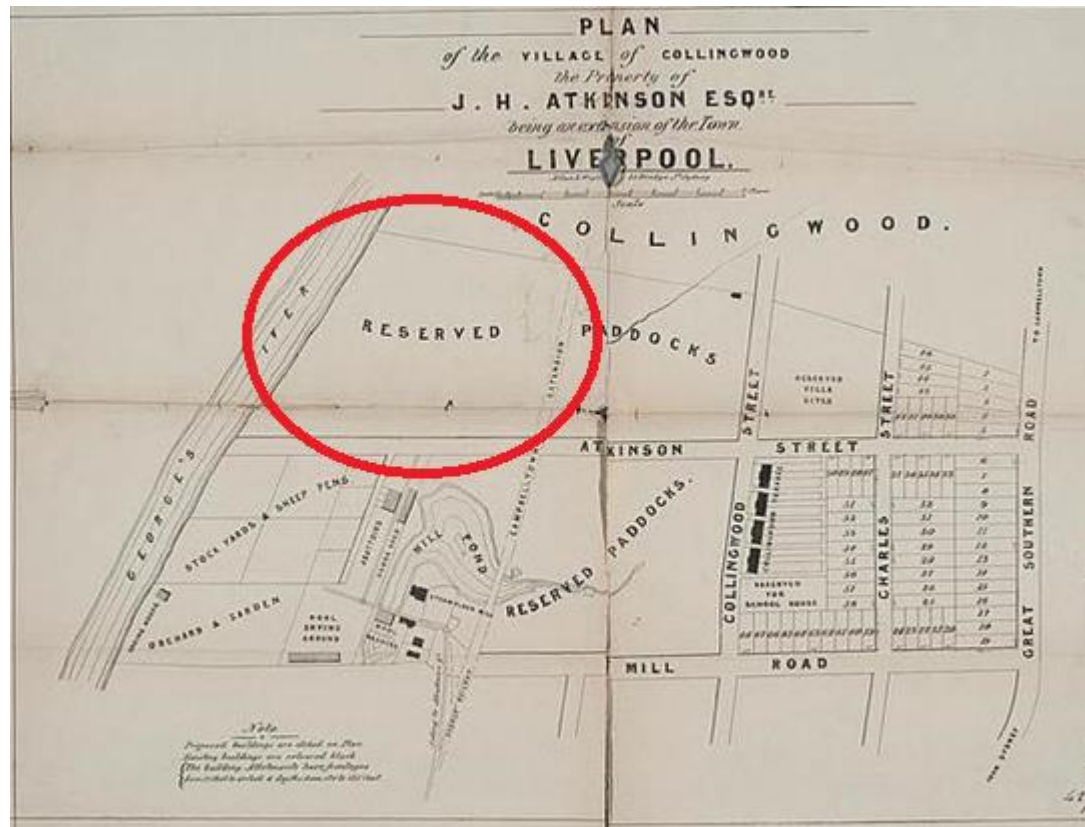


Figure 11: Plan from 1856 of the Collingwood village showing approximate location of the subject site and properties 20-26 Shepherd Street. Location added by City Plan Heritage. (Source: National Library of Australia)

<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>



Figure 12: 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)

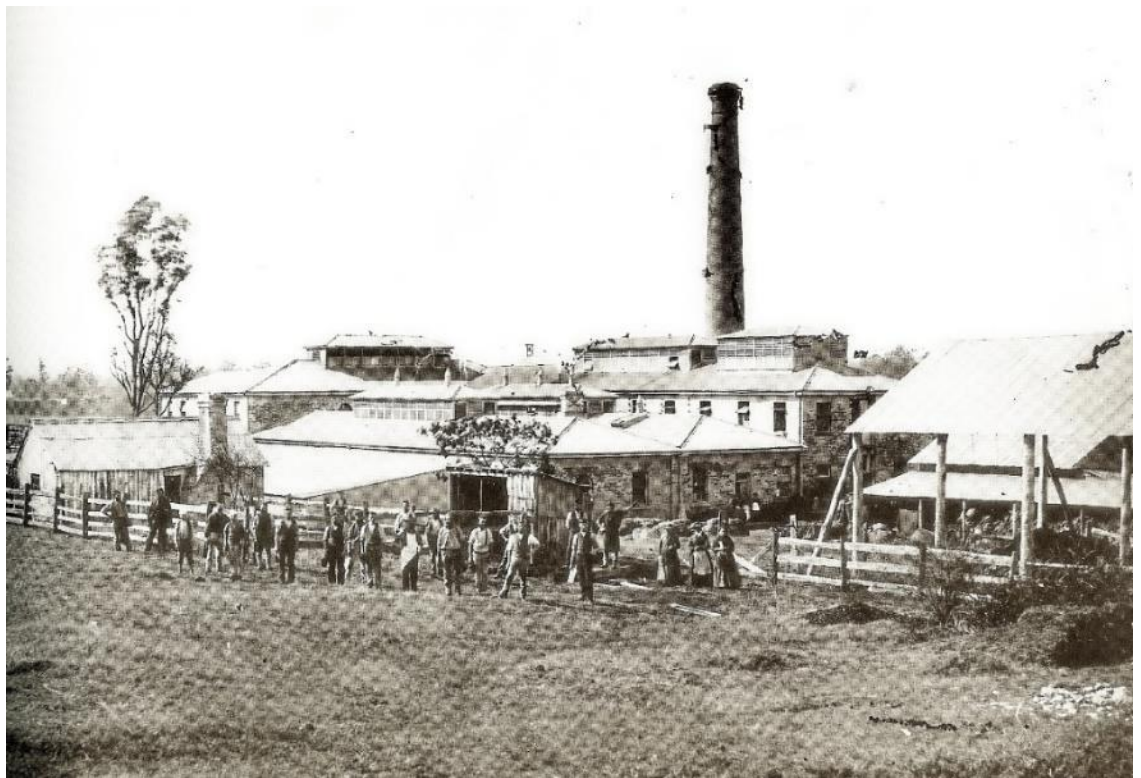


Figure 13: The Paper Mill in 1874 (Source: Liverpool and District Historical Society)



Figure 14: 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.<sup>10</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>11</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.

In January 1876 Dr William Strong from the William Hospital noted that the "offensive effluvia" 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."<sup>12</sup> 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."<sup>13</sup> 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 placing State

<sup>10</sup> Heritage State Inventory for "Collingwood",  
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052418>

<sup>11</sup> Ibid

<sup>12</sup> Christopher Keating, *By Way of On the Frontier: A Social History of Liverpool*, Sydney: Hale & Iremonger 1995, p. 95.

<sup>13</sup> Ibid.



control of environmental and public health matters was probably in part due to his observances of infectious disease outbreaks or insanitary "nuisances" at Collingwood.<sup>14</sup>

The paper mill ceased production in 1910 and the site was purchased by Henry Bull and Co.<sup>15</sup>



Figure 15: 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>16</sup>. In 1914 the original paper mill buildings were extended towards the north and the east, what remains on the subject site today.<sup>17</sup> 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.<sup>18</sup> 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.<sup>19</sup> 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".<sup>20</sup>

<sup>14</sup> Patricia Morison, "John Ashburton Thompson", *Australian Dictionary of Biography*, Accessed online 12 February 2015: <http://adb.anu.edu.au/biography/thompson-john-ashburton-8789>.

<sup>15</sup> Ibid

<sup>16</sup> City of Liverpool Champion, "Paper Works at Liverpool", 1881, p.5

<sup>17</sup> Heritage State Inventory for "Collingwood", <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5052418>

<sup>18</sup> Sydney Morning herald, 24 March 1914, 21 April 1914

<sup>19</sup> The Cumberland Argus and Fruitgrowers Advocate, "Liverpool Council", 28 August 1909 & 27 June 1908.

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

By the 1930s the mill became the largest employer in the area having over 200 people employed.<sup>21</sup> 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.

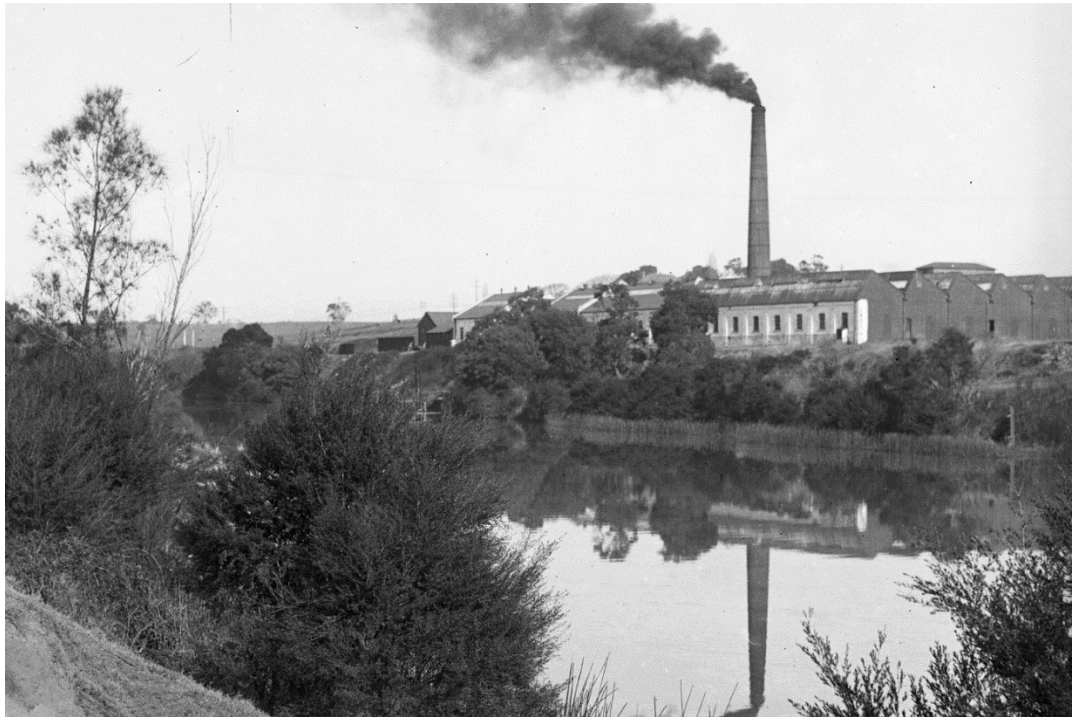


Figure 16: Challenge Woollen Mills as seen from Liverpool Camp. Glass plate negative by Tom Lennon, 12 August 1932 (Source: Powerhouse Museum)

---

<sup>21</sup> Liverpool City Council, Liverpool Heritage Study, p.3-35

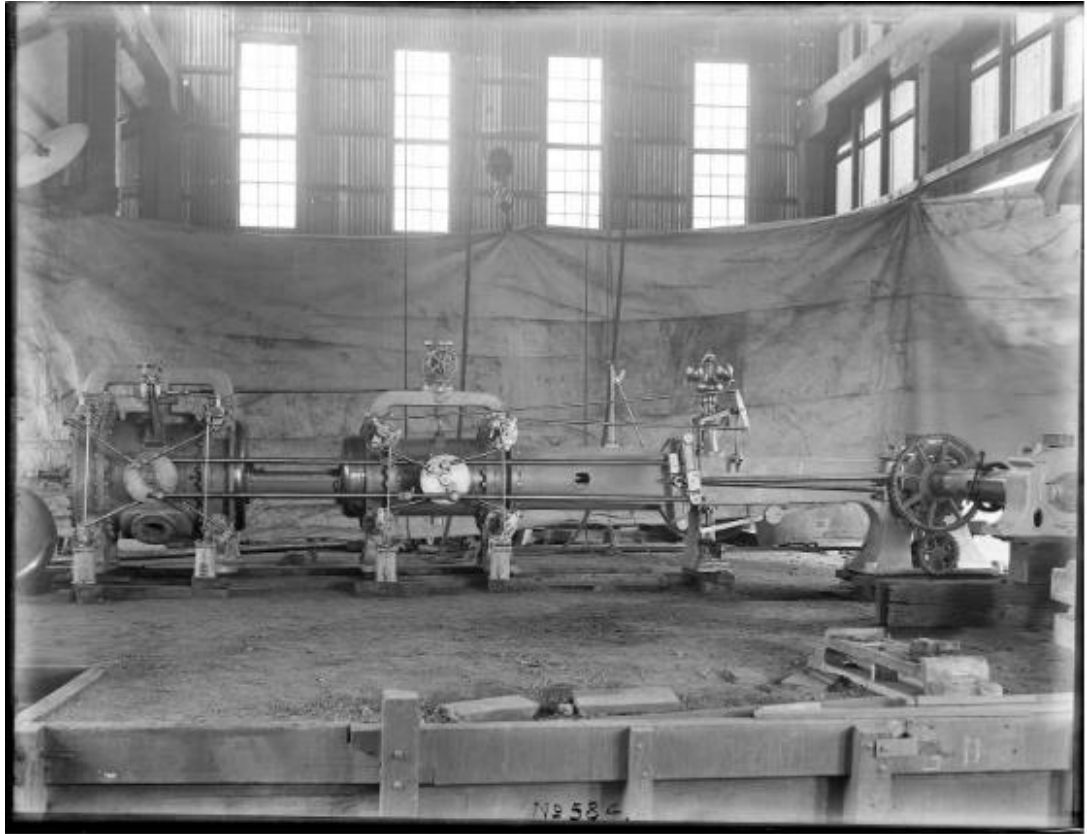


Figure 17: 'Corliss' valve steam engine by Clyde Engineering Pty Ltd, for Challenge Woollen Mill (Source: Powerhouse Museum)

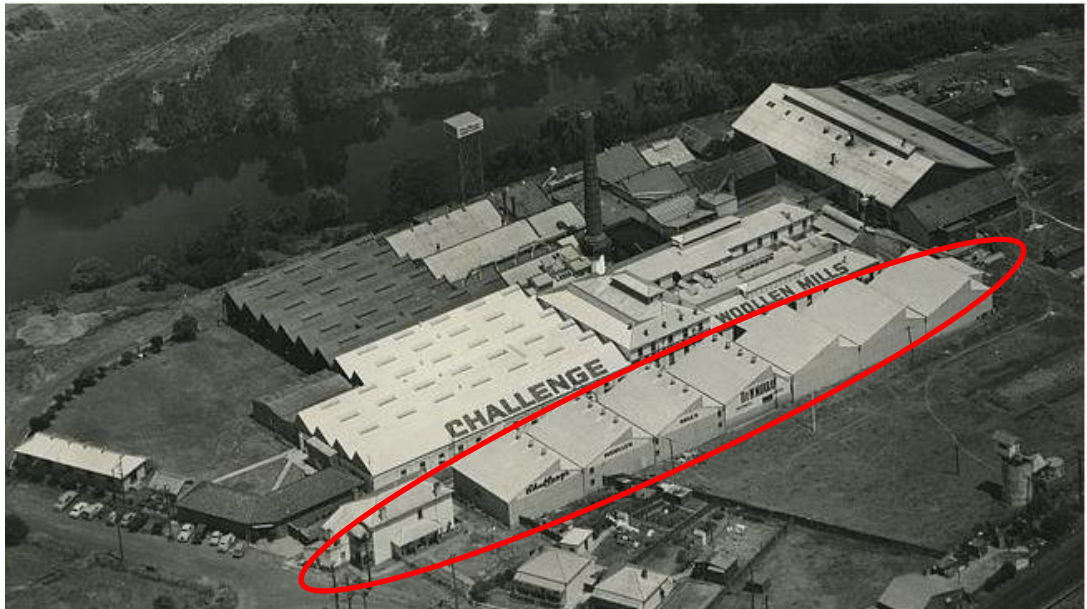


Figure 18: Aerial photograph of the Challenge Woollen Mills building c.1950 showing the subject site to the rear of the Mill buildings. The buildings at the front are demolished to make way to the creation of Shepherds Street. (Source: The Daily Telegraph)





Figure 19: Photograph showing the eastern gable end of the subject building and the Challenge Woollen Mill building towards the right c.1950. (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 stage and employed a new semi worsted spinning system to enable the production of the yarn.<sup>22</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.

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.

---

<sup>22</sup> City of Liverpool Champion, "Paper Works at Liverpool", 1881, p.5

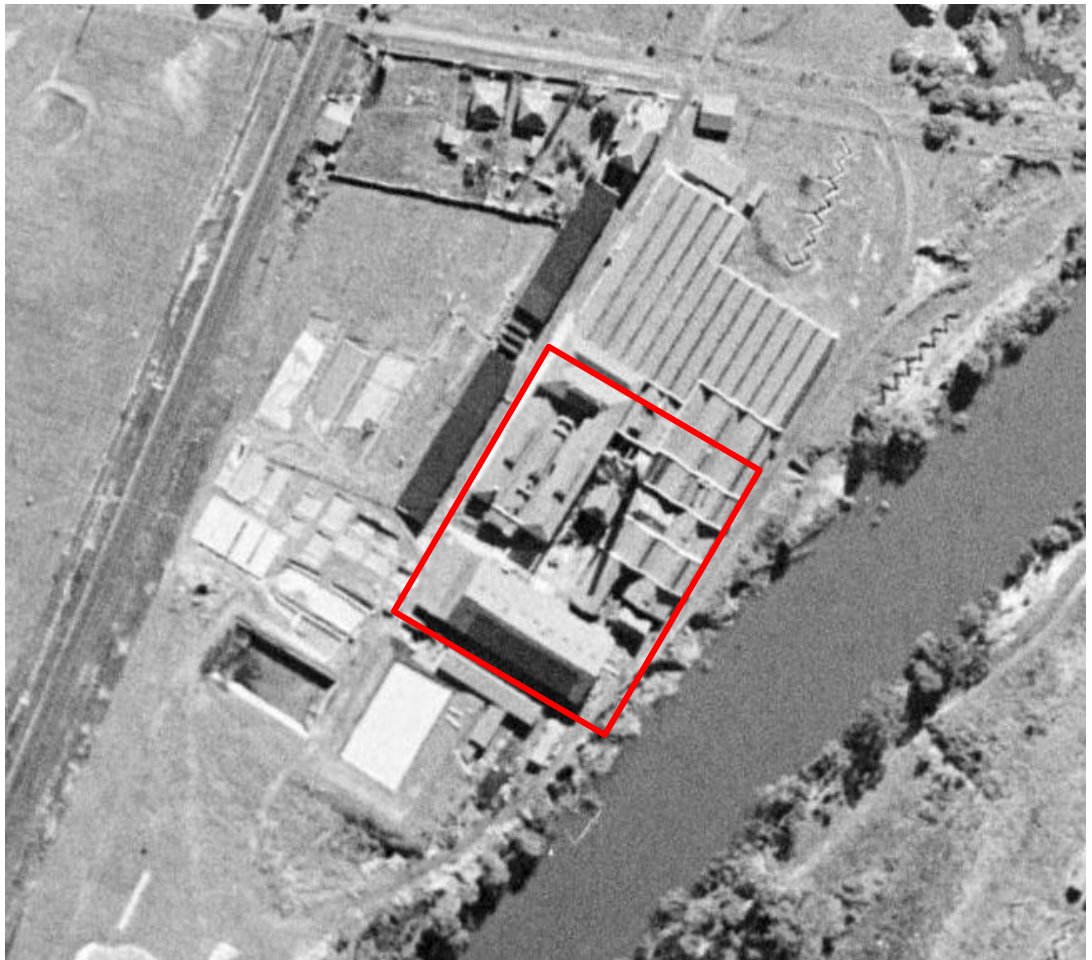


Figure 20: 1943 aerial view of the subject site and surrounding properties with the Woollen Mills building located directly to the north of the site. Location added by City Plan Heritage (Source: Six Maps 2015)



Figure 21: 1971 aerial view of the subject site. Location added by City Plan Heritage (Source: NSW LPI)



Figure 22: 1978 aerial view of the subject site showing demolition of structures between the subject building and the Woollen Mills building. Compared with the earlier 1943, 1950s and 1971 aerial photographs seen in Figures 20, 22 and 23 above it is clear that the site has some potential for archaeological remnants. (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, combining the allotments of 26-28 Shepherd Street, 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 individual sites has, however, reduced the significance of the site.

28 Shepherd Street, in particular, remains an isolated steel shed structure in a poor condition making it difficult to interpret its association with the former Challenge Woollen Mill buildings at 20 Shepherd Street. 26 Shepherd Street is currently a parking lot and retains almost no physical evidence of its association with the Collingwood Estate and Mill development.

***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 study area 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 and limiting it to the site of 20 Shepherd Street.



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

At 28 Shepherd Street, the remaining shed is demonstrative of 20th century industrial simple storage sheds with rusted corrugated iron roofing. The 1950s toilet, however, has no aesthetic significance.

The carpark at 26 Shepherd Street is not considered to be of 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 study area 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 at 28 Shepherd Street is a typical example of 20th century structural systems employed for steel roofing of sheds. The toilet structure at 28 and warehouse buildings at 28 Shepherd Street has no ability to yield information that would add to our understanding of the local area's cultural history in this regard.

26 Shepherd Street is a typical example of a parking lot with bitumen surface and is not considered to have the potential to yield information that will contribute to an understanding of the local area's cultural or natural history.

However, both sites were occupied by a number of factory buildings associated with the Challenge Mills, which were demolished progressively between 1971 and 1978 with only remaining structure is being the partially modified large shed within the site of 28 Shepherd Street. As there have been limited reconstruction occurring within the allotments of 26 and 28 Shepherd Street since then there is potential that foundations of those demolished factory buildings survive below ground.

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

The existing large shed is demonstrative of typical 20th century industrial simple storage sheds with rusted corrugated iron roofing. It is not considered rare in this regard.

The carpark at 26 Shepherd Street is also considered of little significance as a typical parking lot with no rarity value.

***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. 26 Shepherd Street is a typical parking lot.

## **4.2 Statement of Significance (26 - 28 Shepherd Street)**

26 and 28 Shepherd Street, Liverpool, were part of the original land grant issued to 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 sites has reduced the significance of the sites. The shed structure at 28 Shepherd Street

remains as an isolated steel shed with some modifications making it difficult to interpret its association with the former Challenge Woollen Mill buildings.

The 1950s toilet structure has no historical or aesthetical importance; however, the sites have some archaeological potential to yield information on the former mill site factory buildings through their likely surviving remnants of the foundations.

Due to the lack of structures that have ability to represent the substantial buildings of the former mills factory, these sites do not meet the criterion for listing as a Heritage Item on the Liverpool Local Environmental Plan.

#### 4.3 Significance Statement - Woollen Mills Building

The following Statements of Significance has been extracted from the SHI form for the Woollen Mills building:<sup>23</sup>

*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.*

This significance statement was reviewed in March 2012 by Graham Brooks and Associates in the "20 Shepherd Street, Liverpool Conservation Management Strategy".<sup>24</sup>

*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 the 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*

<sup>23</sup> State Heritage Inventory Sheet for "McGrath Services Centre", <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1970074>

<sup>24</sup> Graham Brooks and Associates, "20 Shepherd Street, Conservation Management Strategy", March 2012, p.25-26



*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.*

*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.*



## 5. The Proposal

The proposed development at 26 Shepherd Street has been designed by Woods Bagots and involves the construction of an apartment building that will be developed as part of the Paper Mills residential development Precinct. The following drawings by Woods Bagot were reviewed during production of this report (Note: the drawings show 2.5 basement levels which has now been changed to 2 basement levels):

- Site Setbacks and separation, A21004, revision P13, 30 November 2016;
- Ground Floor Plan, A22200, revision P13, 30 November 2016;
- Level 01, A22201, revision P13, 30 November 2016;
- Level 02 and 03, A22202, revision P13, 30 November 2016;
- Level 04 and 06, A22204, revision P13, 30 November 2016;
- Level 05 and 07, A22205, revision P13, 30 November 2016;
- Level 08, 10 and 12, A22208, revision P13, 30 November 2016;
- Level 09 and 11, A22209, revision P13, 30 November 2016;
- Level 14 Roof Plan, A22214, revision P13, 30 November 2016;
- Elevations 01, A23101, revision P13, 1 December 2016;
- Elevations 02, A23102, revision P13, 1 December 2016;
- Elevations 03, A23103, revision P13, 1 December 2016;
- Section AA, A23201, revision P13, 6 December 2016;
- Section BB, A23202, revision P13, 6 December 2016;
- Section CC, A23203. Revision P13, 1 December 2016;
- Level 13 Penthouse & Plant, A222013, revision P13, 30 November 2016.

The following is a summary description only of the works as outlined in the Statement of Environmental Effects (SEE) by Macone and the Council's Heritage Officer Referral dated 16/3/2017:

- An extension to Building C1 and C2 at 28 Shepherd Street, currently being considered by Council under DA 612/2015, from 7 storeys to a maximum of 21 storeys, resulting in a total 290 residential apartments;
- Demolition of existing structures at 26 Shepherd Street and construction of a new 14 storey residential flat building, comprising 82 residential apartments;
- Excavation under the building at 26 Shepherd Street, to couple with the existing 2 basement levels approved under the 28 Shepherd Street; providing a total of 423 parking spaces;
- Associated civil works and landscaping at 26 Shepherd Street; and
- Consolidation of the sites.

The proposed changes to the development at 28 Shepherd Street include the addition of residential units resulting in 11 and 14 additional levels to the building located towards the riverside.

For further information, reference should be made to the submitted drawings.

## 6. Heritage Impact Assessment

### 6.1 Heritage Referral Comment's, 16 March 2017

In March 2017 feedback was received from Council's Heritage Officer regarding the proposed development at 26 Shepherd Street and modifications to the proposal at 28 Shepherd Street. Comments on the proposal, regarding heritage, include the following:

- Incompatibility of bulk and scale;
- Dominance of the proposed development - impact on views and setting;
- The impact of the proposed development of the landscape (through limiting the visual connection between the heritage item and the river);
- Lack of consideration of the heritage item within the design process.

These aspects of the proposal are explored below.

#### 6.1.1 Bulk and Scale

The bulk and scale of the proposed developments have been carefully considered in order to ensure they do not adversely impact on the heritage item, 20 Shepherd Street. This has been achieved through the application of a lower saw-tooth roof section to the west, directly adjacent to the heritage building, and the location of the new residential towers further south. This will allow and ensure street-long views of the former 1914 Mills Building remaining as the prominent element of the development site, which combines a number of allotments from Atkinson Street to the eastern end of Shepherd Street where it terminates as a cul-de-sac. This separation allows for appropriate buffer between the former Mills building and the proposed towers to be in line with the other towers that are currently under construction within the site of 20 Shepherd Street completing the rhythm created by these residential developments. The proposed new development together with the existing development at 20 Shepherd Street will create interest along the foreshore of the Georges River and bring a new layer of development and new life to this area of Liverpool. The articulation of the building form also prevents the tower from appearing bulky.

Through the articulation of the facades, implementation of the saw-tooth roof to western section 26 Shepherd Street and location of the towers to the south (and east towards the river), the proposed developments are considered an appropriate response to the heritage context of the sites and the changing character of the immediate local area.

#### 6.1.2 Dominance & impact on views and setting

##### **Dominance**

The proposed development at 26 and 28 Shepherd Street has been carefully considered in the changing context of the area in order to ensure the works do not detrimentally impact on the heritage item, the former 1914 Mills Building at 20 Shepherd Street, the heritage items in the vicinity, the streetscape and the Georges River.

The visual impact and streetscape appearance of the proposed development at 26 and 28 Shepherd Street has been minimised through the application of a two-storey section, oriented towards Shepherd Street. This section of the development is low in scale so as to avoid dominating the streetscape presence of the adjacent heritage item at 20 Shepherd Street. Furthermore, the sawtooth roof applied to this section of the development references the roof form of the former Challenge Woollen Mills building, thereby creating a continuity in the building forms and enhancing the opportunity for public engagement and interpretation. This will also serve as a transition from the scale, form and character of the heritage item, to the new medium to high rise development.

The proposed 14 storey tower is located towards the eastern section of the site, away from the streetscape of Shepherd Street. While it will be visible from within the streetscape, the impact on the former 1914 Mills Building will be limited and the heritage item will still be

readily prominent along the streetscape. In addition, the proposed tower is in keeping with the context of the surrounding approved developments and reflects the design and articulation of the residential developments that are currently under construction and those will occur along this portion of Shepherd Street.

The increase in the height of the residential complex at 28 Shepherd Street is considered acceptable and will not adversely impact on the heritage item at 20 Shepherd Street or other heritage items located in proximity. This site is located at a distance to 20 Shepherd Street with the site of 26 Shepherd Street serving as a buffer between the two. The proposed increase in the height of the riverside tower is considered acceptable from a heritage perspective because of this distance, and also because it prevents the addition of more stories to the buildings at 20 Shepherd Street, thereby preventing any further changes to the setting of the heritage item.

It should also be noted that the changing character of the area and the various other developments occurring within the precinct have been considered and a holistic design approach applied. This approach focuses on ensuring the heritage parameters of the site are protected, appreciated and enhanced. For 26 and 28 Shepherd Street, this is achieved through stepping the proposed developments to the south, allowing for sufficient separation between the larger apartment complexes and the heritage listed 20 Shepherd Street. The sawtooth roof of the heritage building is to remain a dominant feature and is the focus of the development.

It should be noted that the project team that is working on the subject proposed development has been working on the other approved developments of Coronation along Shepherd Street and have had a number of consultative design meetings with Council's relevant planning and heritage officers.

### **Impact on Views**

The CMS prepared by GBA in November 2014 for 20 Shepherd Street notes the following in regard to the views:<sup>25</sup>

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

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

*The remnant walls of the c1868 buildings that make up the southern elevation of the 1914 building, can be viewed as you travel north from the Shepherd Street cul de sac. This southern elevation is evidence of its link with the earliest structures on the adjacent site.*

*Views of the site from Atkinson Street are generally across the hardstand towards the c1970 alterations to the northern elevation of the 1914 building and include the range of lightweight ancillary structures that were built to accommodate various vehicle related facilities around the site during the McGrath phase of ownership.*

The context of 20 Shepherd Street has since changed, owing to the development that is currently under construction around it which has been designed with consideration to the setting and views of the heritage item. The proposed development at 26 and modifications to 28 Shepherd Street are no exception, carefully considering the primary views to the heritage item. The setting will also be improved through the addition of landscaping and the removal

---

<sup>25</sup> GBA, 20 Shepherd Street, Conservation Management Strategy, November 2014, p.14



of the carpark, which considered to visually detract from the heritage item's setting. In addition, connectivity between the sites will be improved, thereby giving pedestrians the opportunity to interact with 20 Shepherd Street in ways that are not possible given the current restrictive formation and access to 26 and 28 Shepherd Street.

This is reflected in the perspective drawing seen below, which shows the view that will be gained from the corner of Atkinson Street and Shepherd Street, once the developments have been completed.



Figure 23: View perspective showing the corner of Atkinson Street and Shepherd Street. The heritage item is clearly visible and is the focal point of the precinct. (Source: Woods Bagot, 2017)

It should be noted that the former Challenge Mills factory buildings when the factory was in active and full capacity, as it is evident from the 1940s and earlier images and aerials, were placed next to each other with limited passageways between them towards the river. It is acknowledged that the former factory buildings were consistent low to medium rise buildings of similar scale with a dominant chimney in the centre. There was limited views from public domain as the site of the former Mills factory was originally a triangular site extending between the railway line and the river until Shepherd Street was created between 1971 and 1978. The current vacant configuration of the 26 and 28 Shepherd Street allotments and lack of buildings along the eastern side of Shepherd Street is the result of that 1970s subdivision and formation of Shepherd Street extension. Redevelopment of the subject site is expected, and the current development follows the similar design approach of that development at 20 Shepherd Street in order to create a cohesive streetscape that once was at this end of Shepherd Street, albeit in a larger scale and contemporary architecture.

The proposed developments are therefore considered to have an acceptable impact, creating a precinct around 20 Shepherd Street which serves as the focal point to the whole extended development along eastern side of Shepherd Street to the south of Atkinson Street.

### 6.1.3 Design in Context

The joint publication of the NSW Heritage Office and the RAIA NSW Chapter, *Design In Context*, provides guidelines for infill development in the historic environment, which largely applies to the development within established/ identified heritage streetscapes and heritage conservation areas. The subject site at 26-28 Shepherd Street is not identified as a heritage streetscape nor as a heritage conservation area. The heritage aspects of the site specifically relate to its location being adjacent to the heritage item at 20 Shepherd Street and being in the vicinity of a number of heritage items, which are at some distance with limited direct visual

relationship with the site. Neither of the development occurring within the triangular block bounded by Atkinson Street, Shepherd Street and the River will have any detrimental impact on the setting or principal views and vistas of those nearby heritage items. Therefore, the main focus in the design and impact assessment for the subject sites has been the former 1914 Mills Building.

Consideration has been given to the Design Criteria provided in the *Design In Context* publication in order to achieve an acceptable outcome from a heritage perspective. The design criteria involve consideration of the new development under the following six aspects:

1. character;
2. scale;
3. form;
4. siting;
5. materials and colour; and
6. detailing

It is apparent that the setting and skyline of the heritage item at 20 Shepherd Street has dramatically been changed since the 1970s and now another layer of development occurring in its immediate vicinity. The heritage item was part of a considerably dense and varying types of low to medium scale factory buildings set closely to each other due to their operational requirements. Therefore, it is not an alien for the site to have buildings that are closely placed to each other. The new development at 26 and 28 Shepherd Street is part of a larger residential development that has the heritage item as its hub and focal point.

Although, the new development incorporates apartment towers, placement of low-scale building with saw-tooth roof relates to the character, scale, form and detailing of the heritage item, the former Mills Building. It is acknowledged that the nature and industrial character of the heritage item differs from the new development, however, there has been considerable effort to ensure utilisation of some design elements and palette of materials that would make reference to the nature of the heritage item in a compatible but contemporary manner.

As noted earlier, some level of impact is expected when changing the setting of heritage items through new developments in line with the desired future character and vision for the local area. Rezoning of the area has already occurred, and the new development is consistent with this rezoning's height and scale objectives. Mitigation measures have been applied into the design of the new development in particular to the towers to reduce their bulk and scale by façade articulation, breaking them into two towers of differing heights, balancing the solid and void of the facades similar to those towers under construction on the site of the heritage item at 20 Shepherd Street. The lower front section of the development creates a transition between the heritage item and the new towers behind. Relatively rectangular form and long form along Shepherd Street of the former 1914 Mills Building is reflected by the horizontal floor levels and strong robust nature of the new development while ensuring the heritage item remains as a focal and principal element within the site.

It is concluded that the proposed design responds to the design criteria established under the *Design In Context* publication appropriately, as much as practicable and the nature and constraints of the site allowed in balancing minimisation of adverse impacts on the heritage item and creation of an acceptable outcome for the heritage values of the site while achieving the desired future development for the area.

## 6.2 Statutory Controls

26-28 Shepherd Street are located directly south of the locally listed heritage item at 20 Shepherd Street, "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 sites are also located within the vicinity of two heritage items. Therefore, the proposal is subject to the controls contained in the LEP and the Liverpool Development Control Plan (DCP) 2008.

## 6.2.1 Liverpool Local Environment Plan (LEP) 2008

5.10 Heritage Conservation	How this proposal relates to these matters:
<p><b>(2) Requirement for consent</b></p> <p><i>Development consent is required for any of the following:</i></p> <p><i>(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 appearance):</i></p> <p><i>(i) a heritage item,</i></p> <p><i>(ii) an Aboriginal object,</i></p> <p><i>(iii) a building, work, relic or tree within a heritage conservation area...</i></p>	<p>The subject sites are not identified as heritage items but are located directly south of the "McGrath Services Centre Building Formerly Challenge Woollen Mills, and Australian Paper Company's Mill", and are in the vicinity of two other heritage items under the Liverpool LEP. As such, consent is required under this clause.</p>
<p><b>(4) Effect of proposed development on heritage significance</b></p> <p><i>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. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</i></p>	<p>This HIS has given careful consideration to the proposed development and its impacts on the heritage items adjacent and in proximity.</p> <p>A detailed impact assessment has been provided under Section 6.1 above and the following Sections 6.2.2, 6.3 and 6.4.</p>
<p><b>(5) Heritage assessment</b></p> <p><i>The consent authority may, before granting consent to any development:</i></p> <p><i>(a) on land on which a heritage item is located, or</i></p> <p><i>(b) on land that is within a heritage conservation area, or</i></p> <p><i>(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.</i></p>	<p>This HIS has been prepared in accordance with this clause. It follows the methodology laid out in the NSW Heritage Manual 'Statement of Heritage Impact' and 'Assessing Heritage Significance' guidelines. The subject sites have been assessed as having limited heritage value in relation to the former occupation of the site that would warrant their heritage listing; however, some archaeological potential exists.</p> <p>The principal guiding document for the assessment of the subject sites has been the 20 Shepherd Street Conservation Management Strategy (CMS) by Graham Brooks &amp; Associates dated November 2014.</p>
<p><b>(5) Heritage conservation management plans</b></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>The subject sites are not considered of sufficient significance to warrant production of a Conservation Management Plan. As stated above, a CMS was prepared for 20 Shepherd Street in 2014 has been consulted and considered during production of this report. The significance assessment and historical background in this HIS provides the sufficient level of information to guide the assessment of the likely impacts of the proposed development.</p>



**(7) Archaeological sites**

*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):*

- (a) notify the Heritage Council of its intention to grant consent, and*
- (b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.*

There has been no detailed historical archaeological assessment of the subject sites or the site of the heritage item at 20 Shepherd Street. The CMS for the heritage item has also excluded the archaeological assessment. Notwithstanding, from the brief review and analysis of the historical plans and aerial photographs of the site dating from the early 1900s to the present day it is evident that the subject allotments have had a number of structures of which some were masonry buildings but have been demolished following the early 1970s subdivision and subsequent road extension. The site of 26-28 Shepherd Street remains the same as the 1978 configuration with the large storage shed dating from the Challenge Mills period while the remainder of the site retained undeveloped. The Artefact survey for Aboriginal cultural heritage established that the site has been infilled to provide level land surface. This infill may have disturbed some of the foundations of the demolished buildings; however, this cannot rule out likely survival of remnant foundations of the demolished buildings below the infill and the bitumen surface of the car park area. Therefore, a detailed archaeological assessment by a suitably qualified archaeologist may be necessary in order to confirm the extent of archaeological potential of the subject development site and provide appropriate management of such archaeological potential.

The proposed development includes two levels of basement car park, which has potential to impact any surviving archaeological remnant within the undeveloped sections of the allotments of 26 and 28 Shepherd Street.

**(8) Aboriginal places of heritage significance**

*The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:*

- (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)...*

A detailed assessment of the Aboriginal cultural assessment of the Shepherd Street sites was undertaken by Artefact in March 2016. Their assessment and survey concluded that:

- *No Aboriginal sites and/or places were located within the study area.*
- *The study area has been subject to significant ground disturbance.*
- *The study area was assessed as demonstrating low archaeological potential.*

Artefact subsequently provided the following recommendations:

- *The proposed 'Shepherd Street Precinct' development is able to proceed without the need for further archaeological and/or Aboriginal heritage assessment.*
- *If the project design should change or if areas not surveyed are added to the scope*

	<p><i>of proposed works, further archaeological assessment would be required.</i></p> <ul style="list-style-type: none"> <li>▪ <i>If Aboriginal objects are uncovered during works an archaeologist, the TLALC and OEH must be notified. Further investigation and approvals may be required.</i></li> <li>▪ <i>If human remains are identified during archaeological test excavation or during any stage of the proposed works, work should cease, the site should be secured and the NSW Police and the OEH should be notified. Further investigation and approvals may be required.</i></li> </ul>
--	---

### 6.2.2 Liverpool Development Control Plan (DCP) 2008

The following table addresses the proposal in relation to the relevant clauses of the Liverpool DCP 2008 as they relate to heritage.

Liverpool DCP 2008 17 Heritage and Archaeological Sites	This proposal relates to these matters as follows:
<p><i>12. Development in the vicinity of a heritage item shall be designed to respect and complement the heritage item in terms of:</i></p> <ul style="list-style-type: none"> <li>• <i>Scale;</i></li> <li>• <i>Materials, colours and finishes;</i></li> <li>• <i>Building and street alignment;</i></li> <li>• <i>Landscaping and fencing.</i></li> </ul>	<p>These matters have been discussed and assessed in Section 6.1 above, in particular under 6.1.3 - <i>Design In Context</i> guidelines.</p>
<p><i>13. Development in the vicinity of heritage items is to minimise the impact on the setting of the heritage item by:</i></p> <ul style="list-style-type: none"> <li>• <i>Retaining and respecting significant views to and from the heritage item;</i></li> <li>• <i>Retaining original or significant landscaping (especially plantings associated with the heritage item);</i></li> <li>• <i>Providing an adequate area around the place to allow interpretation of the heritage item.</i></li> </ul>	<p>As above, these matters have been considered and assessed under the previous sections above specifically in Section 6.1.</p> <p>In summary, the proposed development is consistent with these controls in that:</p> <ul style="list-style-type: none"> <li>▪ It retains and maintains significant views and vistas to the heritage item along Shepherd Street where it is essentially viewed and appreciated while allowing links to the riverside through strategically placed passageways between the buildings marking the existing lot boundaries;</li> <li>▪ Retaining existing landscaping along the river and enhancing landscaping along the street front and between the buildings creating an appropriate setting to the heritage item;</li> <li>▪ Providing sufficient buffer zone and separation between the new buildings and the heritage item including lower scale development along Shepherd Street as transitional elements to higher development behind for its prominence and interpretation</li> </ul>

	as an important industrial heritage in Liverpool area.
--	--

### 6.3 Conservation Management Strategy, 2014

The policies detailed in the CMS for 20 Shepherd Street pertain specifically to the site and do not relate directly to development located outside of the heritage listed item. However, the policies and content of the report have been reviewed and considered throughout the design development phase of this project. The resultant designs ensure 20 Shepherd Street remains the focal point of the new precinct as detailed earlier.

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

***The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons.***

- The proposed development respects the heritage item in the context of the other new developments approved and under construction within and around the site of the heritage item;
- The design incorporates low-scale development along the street frontage adjacent to the heritage item and makes reference to the saw-tooth roof form of the item;
- It allows for the appropriate separation between the new high-rise development and the heritage item;
- It complements the materials and configuration of the heritage item through use of compatible contemporary materials and horizontal façade articulation in reference to its long Shepherd Street façade and massing.

***The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts.***

- The height and scale of the residential towers have potential to adversely affect the setting of the heritage item; however, by providing transitional low-scale development adjoining the heritage item, setting back the towers to the south end of the site further away towards 28 Shepherd Street, and articulation of the façade balancing the void and solid in reference to the horizontal mass and vertical bays of the heritage item provides some level of mitigation measures within the changing context of the heritage item.

***The following sympathetic solutions have been considered and discounted for the following reasons;***

- No other known sympathetic solutions that have been considered and discounted as part of the current design.

## 7. Conclusion and Recommendations

### Conclusion

In conclusion, development at 26 Shepherd Street and increase in the height of the proposed riverside tower at 28 Shepherd Street, will have some but acceptable level of impact on the setting of but no adverse impact on the heritage significance of the heritage item, Challenge Woollen Mills building at 20 Shepherd Street, or the other heritage items within the vicinity.

Both sites at 26 and 28 Shepherd Street, are not considered of having heritage significance and their development in the form of the proposed design is expected under the rezoned nature of the immediate area. The current proposed design has been assessed in accordance with the heritage best practice guidelines and relevant planning controls and provisions as well as policies of conservation documents pertinent to the site or the adjacent heritage item. For the reasons detailed in Section 6 of this report it is concluded that the proposed development is consistent with the changing context of Shepherd Street streetscape and the heritage item. It respects the established heritage values of the former Challenge Mills building as an important industrial building and aims to enhance its values by an appropriate design within the constraints of the setting and changing nature of the urban context.

### **Recommendation**

As noted in Section 6.2.1 (7 - Archaeological sites), the subject sites have some archaeological potential in relation to the foundations of the demolished factory buildings, which may likely be impacted by the proposed two-level basement parking. It is therefore, recommended that a detailed archaeological assessment be undertaken by a suitably qualified archaeologist in order confirm the extent of archaeological potential of the subject development site and provide appropriate management of such archaeological potential.

CITY PLAN HERITAGE

NOVEMBER 2017