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URBIS

HERITAGE IMPACT STATEMENT

28 Elizabeth Street, Liverpool

Prepared for

**ALTIS BULKY RETAIL PTY LTD AS TRUSTEE FOR
ALTIS ARET SUB TRUST 20**

26 October 2021

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EXECUTIVE SUMMARY

Urbis has been engaged by Altis Bulky Retail Pty Ltd as trustee for Altis ARET Sub Trust 20 ("Altis") to prepare the following Heritage Impact Statement (HIS) for 28 Elizabeth Street, Liverpool (subject site). The subject site is not listed as a heritage item, and is not included in a Conservation Area under the Liverpool LEP 2008. It is however, located in proximity to a number of heritage items as follows:

- Item 82, Bigge Park, Bigge Street, Schedule 5 Liverpool LEP 2008.
- Item 83, Milestone, Corner of Elizabeth Drive and George Street, Schedule 5 Liverpool LEP 2008.
- Item 85, All Saints Roman Catholic Church, including interiors, 48 George Street, Schedule 5 Liverpool LEP 2008.

Item 89, Plan of Town of Liverpool (early town centre street layout–Hoddle 1827), Elizabeth Street & George Street, Schedule 5 Liverpool LEP 2008. The proposed works involve the redevelopment of the subject site. There are no structures present on the subject site, with earlier structures already cleared. Further details of the proposed works are included in Section 1.5 This HIS has been prepared to determine the potential heritage impact of the proposed works on the significance of the heritage items in the vicinity of the subject site.

A detailed impact assessment of the proposed works has been undertaken in Section 5 of this report. The proposed development has been assessed to have a minimal and not unreasonable impact on the significance of the heritage items in the vicinity. Key aspects of the proposal assessment are listed below:

- It is assessed that the proposal would respect the significance of the vicinity heritage items while facilitating and responding to the growth of higher density development in the area.
- The proposal would not involve any works to an item of local or other heritage significance;
- The proposal is a well-considered response to the surrounding built environment;
- The proposed soft landscaping would soften the visual transition between the new tower, the surrounding built environment and the heritage items in the vicinity;
- The streamlined form of the proposed building is a considered response to the surrounding moderate scaled development and would not overwhelm the skyline;
- The proposed design would also reflect the desired future character of the built environment;
- The podium is sympathetic in its scale, form and materiality and responds to the adjoining proposed tower/ podium design and the proximate heritage item. The contrasting materiality of the podium serves to define the podium with the tower setback above. The form of the podium splays to align with the setback of the adjoining podium and the heritage items;
- The podium allows for a more pedestrian scale which enables the proximate heritage items to retain their prominence in the streetscape;
- It is acknowledged that there is a disparity of scale between the proposed building and the heritage item however, the proposal responds to the growth in higher density development in the Liverpool area and in the immediate precinct, including proposed multi storey development to the east of the subject site. As outlined above the proposal mitigates potential impacts via the creation of the 4-storey podium which creates more pedestrian scale.

For the reasons stated above, the proposed works are recommended for approval from a heritage perspective having regard to the proposed recommendations below.

1. INTRODUCTION

1.1. BACKGROUND

Urbis has been engaged by Altis to prepare the following Heritage Impact Statement (HIS) for 28 Elizabeth Street, Liverpool (subject site).

The subject site is not listed as a heritage item, and is not included in a Conservation Area under the Liverpool LEP 2008. It is however, located in proximity to a number of heritage items as follows:

- Item 83, Milestone, Corner of Elizabeth Drive and George Street, Schedule 5 Liverpool LEP 2008.
- Item 85, All Saints Roman Catholic Church, including interiors, 48 George Street, Schedule 5 Liverpool LEP 2008.
- Item 89, Plan of Town of Liverpool (early town centre street layout–Hoddle 1827), Elizabeth Street & George Street, Schedule 5 Liverpool LEP 2008.

Further details of the proposed works are included in Section 1.5. This HIS has been prepared to determine the potential heritage impact of the proposed works on the significance of the heritage items in the vicinity. It should be read in conjunction with the Historical Archaeology Assessment (HAA), prepared by Urbis, which assesses the archaeological significance of the site, and impacts as a result of the proposal.

1.2. SITE LOCATION

The subject site is located at 28 Elizabeth Street, Liverpool within the local government area (LGA) of Liverpool. The site is legally described as Lot 1 of Deposited Plan 1261270. The subject site was formerly an amalgamation of Lot 1 DP516633, Lots 2-3 DP760219 and Lot 4 DP592346.

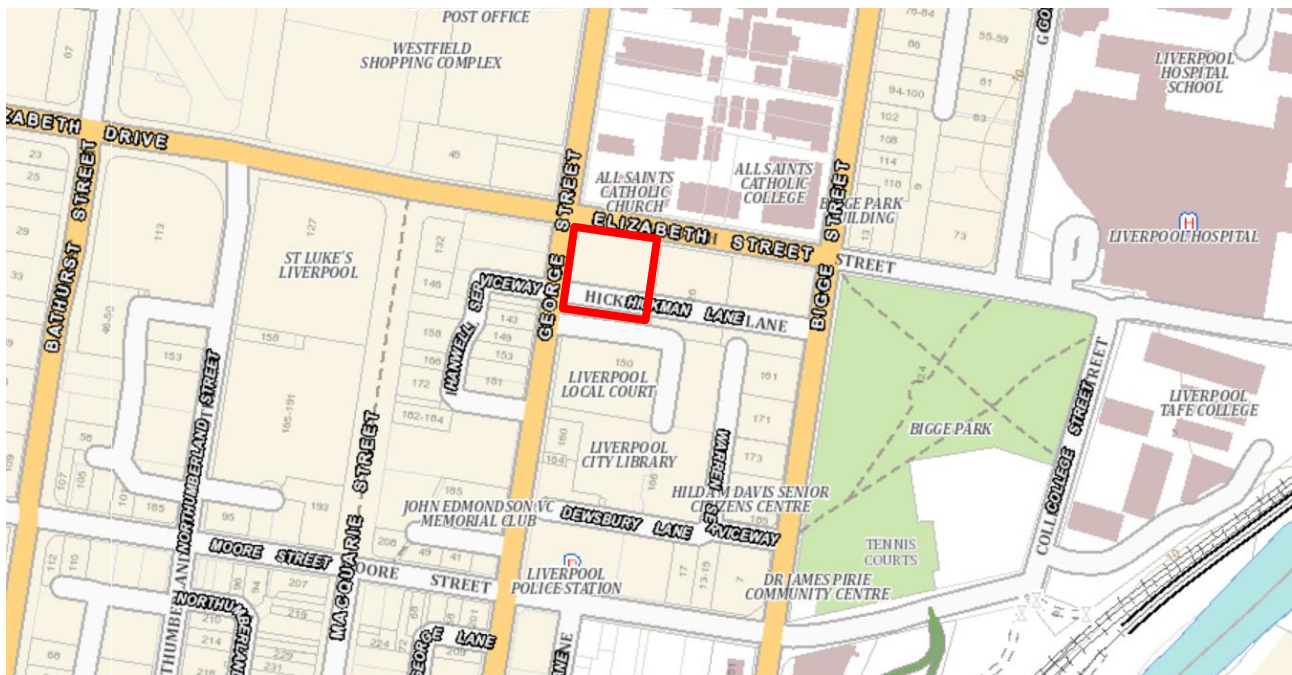


Figure 1 - Locality map with the subject site outlined in red.

Source: SIX Maps

1.3. METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Division guidelines 'Assessing Heritage Significance', and 'Statements of Heritage Impact'. The philosophy and process adopted is that guided by the Australia ICOMOS Burra Charter 1999 (revised 2013).

Site constraints and opportunities have been considered with reference to relevant controls and provisions contained within the Liverpool Local Environmental Plan (LEP) 2008 and the Liverpool Development Control Plan (DCP) 2008.

1.4. AUTHOR IDENTIFICATION

The following report has been prepared by Cecelia Heazlewood (Consultant). Renee Riley (Associate Director) has reviewed and endorsed its content.

Unless otherwise stated, all drawings, illustrations and photographs are the work of Urbis.

1.5. LIMITATIONS

Due to current restrictions in place to limit the spread of COVID-19, no site inspection was undertaken for the preparation of this report.

1.6. THE PROPOSAL

The proposed works involve the redevelopment of the subject site. There are no structures present on the subject site, with earlier structures already cleared.

The proposal involves the construction of a multistorey mixed-use building, with six levels of basement extending across the site from boundary to boundary, with through site links. The construction of the basement will have a direct impact on the existing environment through excavation of the site and existing soil profile. Removal of the existing soil profile will impact and potentially destroy archaeological resources that may be present. The adjacent allotments are proposed for similar development by the Altis. Architectural plans for the proposed development are included below including montages of the indicative adjacent development.

Table 1 Provided Plans

Author	Drawing No.	Drawing Name	Revision	Date
Turner Architects	DA-001-001	Title Sheet	C	16.07.21
Turner Architects	DA-001-110	Architectural Design Story - Massing Development	A	16.07.21
Turner Architects	DA-001-111	Architectural Design Story - Facade Composition	A	16.07.21
Turner Architects	DA-001-112	Architectural Design Story - Facade Character	A	16.07.21
Turner Architects	DA-010-010	Context Plan	B	16.07.21
Turner Architects	DA-010-011	Site Plan	B	16.07.21
Turner Architects	DA-010-012	Current Site Condition	B	16.07.21
Turner Architects	DA-010-013	Site Analysis	B	16.07.21
Turner Architects	DA-110-001	Basement 06	C	16.07.21

Turner Architects	DA-110-002	Basement 04-05	C	16.07.21
Turner Architects	DA-110-003	Basement 03	C	16.07.21
Turner Architects	DA-110-004	Basement 02	C	16.07.21
Turner Architects	DA-110-005	Basement 01	C	16.07.21
Turner Architects	DA-110-009	Ground Level	C	16.07.21
Turner Architects	DA-110-010	Mezzanine	C	16.07.21
Turner Architects	DA-110-011	Level 01	C -	16.07.21
Turner Architects	DA-110-012	Level 02	C	16.07.21
Turner Architects	DA-110-013	Level 03	C	16.07.21
Turner Architects	DA-110-014	Level 04	C	16.07.21
Turner Architects	DA-110-015	Level 05	C	16.07.21
Turner Architects	DA-110-016	Typical Level A Low rise (Level 6/10)	C	16.07.21
Turner Architects	DA-110-017	Typical Level B Low rise (Level 7/11)	C	16.07.21
Turner Architects	DA-110-018	Typical Level C Low rise (Level 8/12)	C	16.07.21
Turner Architects	DA-110-019	Typical Level D Low rise (Level 9/13)	C	16.07.21
Turner Architects	DA-110-116	Typical Level A Highrise (Level 14/18/22/26/30)	C	16.07.21
Turner Architects	DA-110-117	Typical Level B Highrise (Level 15/19/23/27/31)	C	16.07.21
Turner Architects	DA-110-118	Typical Level C Highrise (Level 16/20/24/28/32)	C	16.07.21

Turner Architects	DA-110-119	Typical Level D Highrise (Level 17/21/25/29)	C	16.07.21
Turner Architects	DA-110-330	Level 33	C	16.07.21
Turner Architects	DA-110-340	Roof Level	C	16.07.21
Turner Architects	DA-210-101	North Elevation - Elizabeth Street	C	16.07.21
Turner Architects	DA-210-201	East Elevation - Through Site Link	C	16.07.21
Turner Architects	DA-210-301	South Elevation - Rear laneway	C	16.07.21
Turner Architects	DA-210-401	West Elevation - George Street	C	16.07.21
Turner Architects	DA-310-101	Section AA	C	16.07.21
Turner Architects	DA-310-102	Section BB	C	16.07.21
Turner Architects	DA-310-201	Carpark Entry & Loading Dock Section	A	16.07.21
Turner Architects	DA-700-001	June 21st 9am - 2pm	C	16.07.21
Turner Architects	DA-700-002	June 21st 3pm	C	16.07.21
Turner Architects	DA-700-011	December 21st 9am - 2pm	C	16.07.21
Turner Architects	DA-700-012	December 21st 3pm	C	16.07.21
Turner Architects	DA-700-021	March / September 21st 9am - 2pm	C	16.07.21
Turner Architects	DA-700-022	March / September 21st 3pm	C	16.07.21
Turner Architects	DA-710-001	Sun Eye Diagram 21st 9am - 2pm	C	16.07.21
Turner Architects	DA-710-002	Sun Eye Diagram 21st 3pm	C	16.07.21

Turner Architects	DA-720-001	Cross Ventilation Diagram Level 05 - 08	C	16.07.21
Turner Architects	DA-720-002	Solar Diagram Level 05 - 33	C	16.07.21
Turner Architects	DA-730-001	Communal Open Space	C	16.07.21
Turner Architects	DA-730-002	Communal Open Space Solar	C	16.07.21
Turner Architects	DA-730-101	Site Coverage Ground Level	C	16.07.21
Turner Architects	DA-730-201	Landscape Area	C	16.07.21
Turner Architects	DA-740-001	Storage Compliance - Typical Levels	C	16.07.21
Turner Architects	DA-740-002	Storage Compliance - Typical Levels	C	16.07.21
Turner Architects	DA-770-001	GFA Ground Level - Level 5	C	16.07.21
Turner Architects	DA-770-002	GFA Typical Level A Low rise - Typical Level B High...	C	16.07.21
Turner Architects	DA-770-003	GFA Typical Level C Highrise - Level 33	C	16.07.21
Turner Architects	DA-810-001	Adaptable & Liveable Apartments	A	16.07.21
Turner Architects	DA-820-001	Waste Strategy Diagrams	A	16.07.21
Turner Architects	DA-890-001	External Material Finishes	C	16.07.21
Turner Architects	DA-910-100	Perspective - Corner of Elizabeth Street and Geor...	A\	16.07.21
Turner Architects	DA-910-101	Perspective - Elizabeth Street - Site Through Link	A	16.07.21
Turner Architects	DA-910-102	Perspective - Corner of Elizabeth Street and Rear ...	A	16.07.21
Turner Architects	DA-910-103	Perspective - Aerial View Along Elizabeth Street	A	16.07.21



Figure 2 – Montage of new development as viewed from the corner of Elizabeth and George Streets.
 Source: Turner Architects, 2021

2. SITE DESCRIPTION

2.1. SITE SETTING

As noted above, the site, located at 28 Elizabeth Street, Liverpool, is legally described as Lot 1 of Deposited Plan 1261270. The subject site was formerly an amalgamation of Lot 1 DP516633, Lots 2-3 DP760219 and Lot 4 DP592346. The site is a square shaped allotment that is bounded by Elizabeth Street to the north, George Street to the west and Hickman Lane intersects the site to the south. Both Elizabeth and George Street are main thoroughfares in the city centre of Liverpool. The subject site is located in the commercial hub of the city of Liverpool.

The surrounding built environment is set on a grid style subdivision pattern, both Elizabeth Street and George Street consist of dense structures typically of 3-4 storeys. Much of the structures surrounding the subject site consists of commercial and community buildings. To the immediate north and north west of the site is the All Saints Catholic Church and the Westfield Liverpool shopping mall, which occupies a large block. To the west of the site is a row of modestly scaled, individual commercial properties with a frontage to George Street. The subject site is located on a large square block bounded by Elizabeth Street, George Street, Dewisburry Lane and Bigge Street. Notably, to the east of this block (separated by a number of properties) is Bigge Park. Outside of Bigge Park, there are limited street plantings. However, Elizabeth Street has grassy verges along the side of the subject site.



Figure 3 - Aerial view of subject site outlined in red. The green lines indicate the former allotments.

Source: Near map, 2021. Annotated by Urbis

2.2. SITE DESCRIPTION

The site consists of a square allotment that is currently unoccupied, it is understood previous buildings have all been demolished. As discussed above, the site is an amalgamation of four lots. There are no remaining built structures on site. However, the surviving concrete slabs represent the footprints of the prior structures. Hickman Lane, that intersects the site, is no longer a functional road. To the south of the site, there is evidence of landscaping areas which are overgrown.

The neighbouring allotments to the east of the subject site are similarly unoccupied, with evidence of demolished structures. It is understood that these allotments are zoned for future development with the current proponent. The subject site, located on the corner of two major thoroughfare, displays a similar development opportunity as the adjoining development.



Figure 4 - Street view to the site from the corner of Elizabeth Street and George Street.

Source: Google Maps, 2020



Figure 5 - Street view of subject site as viewed along George Street.

Source: Google Maps, 2020



Figure 6 Street view of subject site as viewed along Elizabeth Street.

Source: Google Maps, 2020

3. HISTORICAL OVERVIEW

3.1. AREA HISTORY

The following historical summary of Liverpool has been extracted from the Liverpool City Council website.¹

The original inhabitants of the Liverpool area were the Cabrogal people who spoke the Darug language. The Georges River provided a natural boundary between the Darug or 'wood tribes' and the neighbouring Tharawal or 'coast tribe'. These tribes knew the area as Gunyungalong and evidence suggests they have been here for up to 40,000 years. On November 7, 1810 Governor Lachlan Macquarie founded Liverpool and named it in honour of the Earl of Liverpool, then Secretary of State for the Colonies.

Liverpool is Australia's fourth oldest town behind Sydney, Parramatta and Hobart. Unlike these cities, Liverpool was the first free planned settlement of Australia. After planning the Town Square, Macquarie appointed emancipated architect Francis Greenway to design a church. In 1818 he laid the foundation stone and named the church St Lukes. Another monument to Greenway's genius is the TAFE College which was built as the first hospital. The coming of the railway, opened in September 1856 and the electric telegraph in 1858, provided speedy, safe transport and communication and began the transformation of Liverpool into a major regional city.

The history of Local Government in Liverpool dates back to 1848 when a district Council was formed. It was not until June 27, 1872 that the Liverpool Municipality was proclaimed and Richard Sadleir became the first Mayor. The first World War brought changes to Liverpool. There were extensive military training activities in the area and German prisoners of war were held at Holsworthy. The Holsworthy-Moorebank area was again used during World War II to train and house thousands of troops. The Army has maintained its long association with the Liverpool community through the Holsworthy barracks and field training establishment.

Liverpool's current population is over 214,000. By 2031, more than 300,000 people are expected to call Liverpool home. The Liverpool local government area covers 305 square kilometres and is incredibly diverse. Pertaining to its heritage, Liverpool still consists of semi-rural areas but also has an expanding and lively city centre where major commercial and retail opportunities exist.

3.2. SITE HISTORY

3.2.1. Pre-Settlement

Due to the absence of written records, much of our understanding of Aboriginal life pre-colonisation is informed by the histories documented in the late 18th and early 19th century by European observers. These histories provide an inherently biased interpretation of Aboriginal life both from the perspective of the observer but also through the act of observation. The social functions, activities and rituals recorded by Europeans may have been impacted by the Observer Effect, also known as the Hawthorne Effect. According to the Observer/Hawthorne Effect, individuals will modify their behaviour in response to their awareness of being observed. With this in mind, by comparing/contrasting these early observations with archaeological evidence it is possible to establish a general understanding of the customs, social structure, languages and beliefs of Aboriginal people (Attenbrow 2010).

The wider Liverpool area was an important place of contact between the Darug, Tharawal and Gandangara people. The subject site is within the traditional lands of the Cabrogal Clan of the Dharug Nation, named after the *cohbra* grubs which were harvested from the banks of the Georges River near Cabramatta Creek. The lands of the Cabrogal extended along the Georges River and its tributaries. The Cabrogal heavily utilised the Georges River for its resources and as a means of transport. The River was a focal point for habitation, providing not only aquatic resources but also prime hunting grounds as terrestrial resources would come to the river to drink (Liverpool Council, undated). Silcrete, mudstone and other stones which occur naturally in

¹ Liverpool City Council, "The Founding of Liverpool", <https://www.liverpool.nsw.gov.au/council/The-Liverpool-Area/the-founding-of-liverpool>.

the areas around the Georges River provided raw materials for stone tool manufacture, and sandstone outcrops provided the opportunity to sharpen those tools.

The Cabrogal continued to inhabit the Liverpool area following settlement by Europeans, and evidence of contact occurs in the stories of the Cowpastures – where escaped cattle from the First Fleet were finally located grazing on the grasses of fertile plains around the Camden/Campbelltown/Liverpool area.

3.2.2. Early Land Grants and Subdivision, 1837-1854

The subject site is within the Parish of St Luke, County of Cumberland. The Township of Liverpool was founded on 7th November 1810 by then Governor Lachlan Macquarie, with the name intended to honour the Earl of Liverpool who was secretary of State for the Colonies at the time. The township of Liverpool was established on a grid system, designed by surveyor Robert Hoddle. Early parish maps demonstrate this grid layout (see Figure 7).



Figure 7 – Parish map, undated. Showing grid layout of City of Liverpool

Source: County Cumberland, Parish St Luke. HLRV.

The subject site formed part of a land grant to Mr John Rowley in April 1837.² Rowley was a major landholder within the district. Rowley, and his wife Sarah, did not hold the land for long before selling in December 1837 to Mr George Graham. A reservation on the property included to erect a permanent dwelling house, store or other suitable building within 2 years, and construct proper drains from the land to the nearest common drain or sewer.³ It does not appear that this criterion was met. By 1856, the plan of town allotment in Liverpool shows the subject site as vacant, with no improvements noted. To the east of the subject site stood a mill and Hope Inn, with a school and school land to the south.

² Primary Application No. 57781

³ Primary Application No. 43073

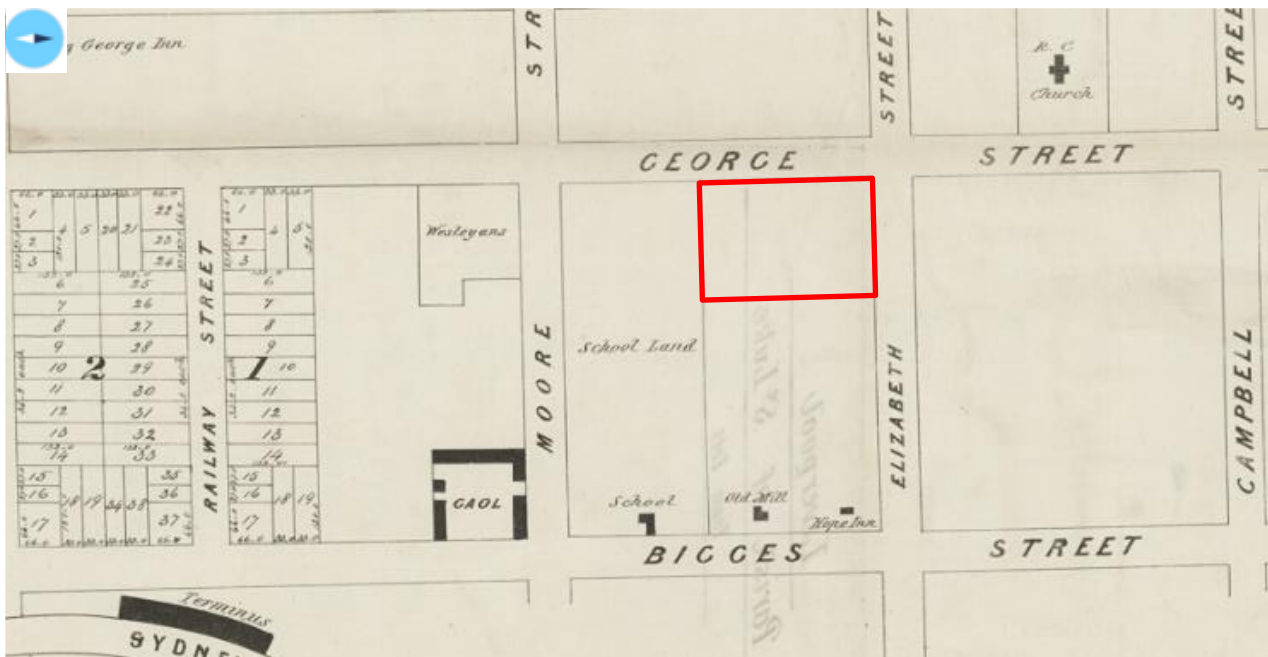


Figure 8 – 1856 Plan of Town Allotments in Liverpool, Messrs. Bowden & Threkeld, Surveyor being Thomas Bird. Note the subject site is undeveloped at this time.

Source: 1856, SLNSW, M2 811.1345/1856/1.

3.2.3. Subdivisions, 1854-1905

It appears that the property was passed from Graham to the ownership of William Pritchard in 1854 before being passed to his wife Mary Pritchard upon his death in 1864.⁴ While no maps from this period of ownership were identified, the following is advertised as for auction in a newspaper article from 1859:

"The following properties of William Pritchard, Esq.

30-acre farm, near Liverpool, now tenanted by Mr. Whiteman.

Brick-built house and premises in George-Street, Liverpool, known as the Tan-yard, tenanted by Mrs. Murphy.

*Building allotments in Elizabeth Street, Liverpool."*⁵

Further information in other sources describes the properties thus:

Lot 2 – the premises, known as the Tanyard in George Street; also a brick built house of four rooms, with tan pits, sheds &c. The whole occupying an area of 1 rood 26 Perches with an extensive frontage to the street...

*Lot 3 – Building allotment, having 40 feet frontage to Elizabeth Street, near the Church".*⁶

It is possible that one or both of these sites occupied the subject site, or operated in close proximity. The Tan Yard is described as at George Street, with the subject site on the corner of George & Elizabeth Streets, and the building allotment is described as being in proximity to the church. Should this church be the All Saint's Catholic Church which is adjacent to the subject site then it is likely that this allotment is that of the current subject site, at the time undeveloped.

The subject site was transferred to Samuel Rampley Fiske in January 1877, before being conveyed to the Rossiter family in 1855 and remaining in their ownership until 1910. In 1898, the Rossiter family were

⁴ *Ibid.*

⁵ The Sydney Morning Herald, 18th June 1859. *Liverpool*, Pg.8

⁶ Empire, 9th July 1859. *Advertising*, pg.7

charged the following rate for the purpose of lighting the municipality with gas “Part lot 1 Section 50, £4 10s’ Lot 1 section 46, lots 1 and 2 section 47, £5”.⁷ No maps and plans were available for this period.

Also in 1898, the Works Committee discussed the laying of a brick drain in George Street, with a request that a similar drain be constructed in Elizabeth Street.⁸ In 1901, an article discussed the extension of the drain from the intersection of Elizabeth & Bigge Street (to the east of the subject site) to the railway, suggesting the drain was constructed at the section of Elizabeth Street between George & Bigge Streets (including the subject site) by this time.⁹ By 1906, the drain was remarked to be in a bad state, with the section in Northumberland Street taken up and re-laid and the section from Elizabeth Street Culvert to George Street Culvert be cleaned up.¹⁰ By 1911, the drain was known as ‘the stink-pot’ and portions had been bricked.¹¹ A 1920 drawing obtained from State Archives shows a section of the brick oviform drain at Elizabeth Street (see Figure 9).

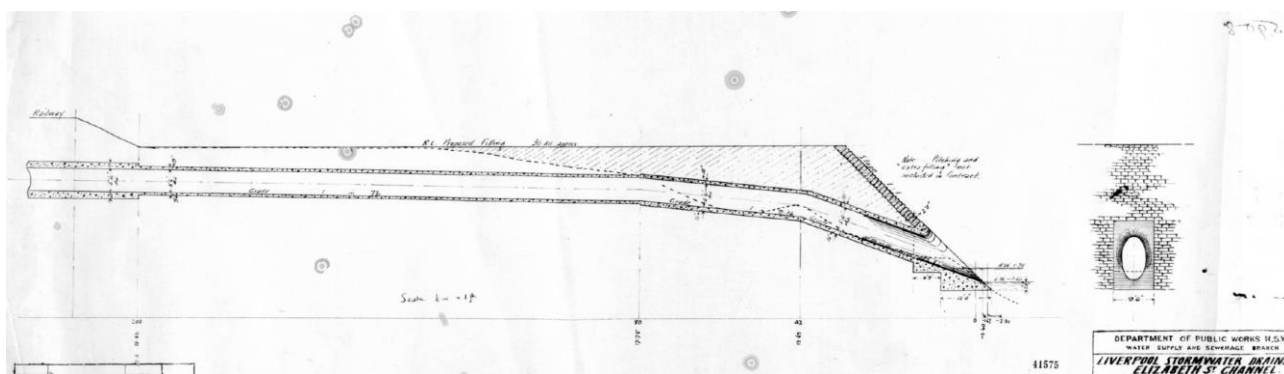


Figure 9 – 1920 plan of brick oviform drain at Elizabeth Street, Stormwater drainage channel (amended outlet details).

Source: 1920, State Archives of NSW, NRS-21554-1-9-PLAN14/20017.

By 1905 the subject site was advertised as for sale by public auction on behalf of the curator of Interstate Estates and Mrs Alexandrine Clifford, described as follows:

“All that piece of land situated at the intersection of Elizabeth and George Streets, Liverpool, having about 90 feet 6 inches frontage to Elizabeth Street and about 45 feet frontage to George Street (being a rectangular block 90 ½ ft x 45ft. Upon which are two brick cottages.”¹²

This confirms that by this time improvements had been made to the subject site including the construction of the stormwater drain and the construction of two brick cottages.

3.2.4. Residential Ownership, 1905-1962

By 1928, the subject site was occupied by three cottages, fronting George Street to the west with rear gardens. The northernmost cottage also contained a detached laundry with the middle cottage appearing to have a detached water closet or potentially cesspit (see Figure 10). The brick drain stormwater channel ran through the centre of the site diagonally. In 1930 the same three cottages occupied the site with the outbuildings still visible.

⁷ Liverpool Herald, 30th April 1898, *Advertising*, pg. 7

⁸ Liverpool Herald, 17th December 1898. *Reports*, Pg. 8

⁹ Liverpool Herald, 14th September 1901. *Municipal*, pg.5

¹⁰ Liverpool Herald, 22nd December 1906. *Municipal*, Pg.7

¹¹ The Cumberland Argus & Fruitgrowers Advocate, 12th August 1911. *Liverpool Council*, pg.5

¹² Liverpool Herald, 26th August 1905, *Advertising*, Pg.6

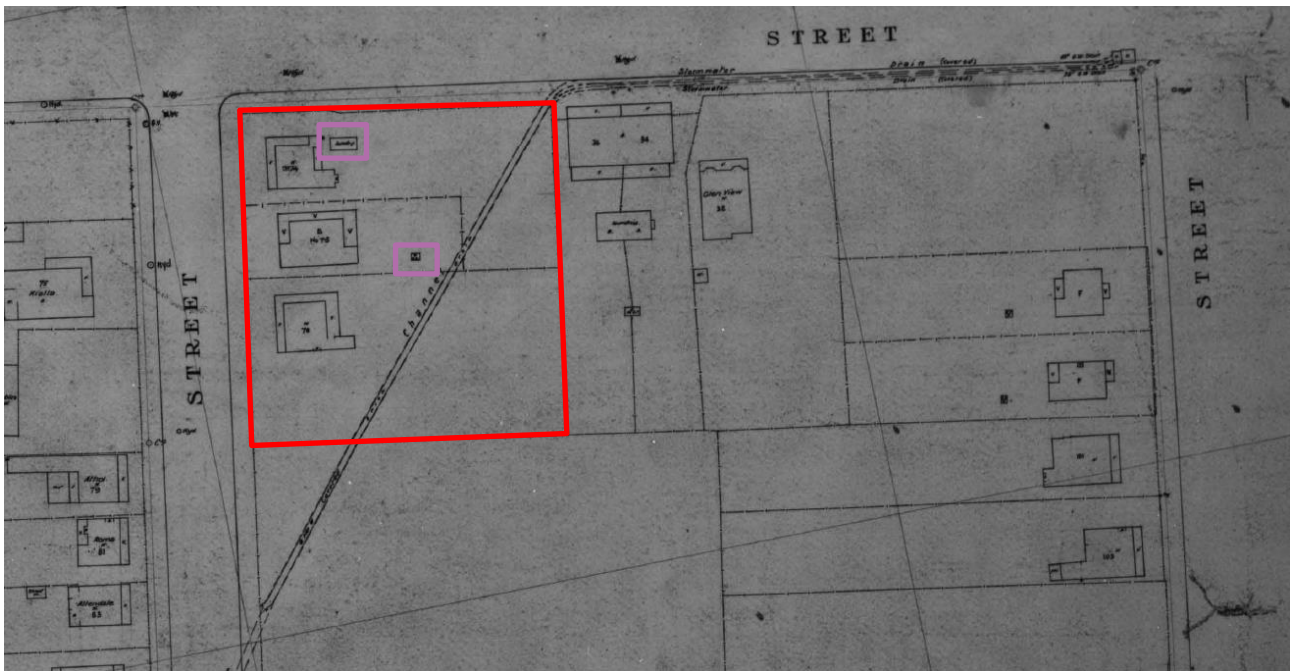


Figure 10 – 1928 detail sheet showing subject site indicated in red. Note the exterior structures identified in purple associated with the central and northern cottages. Also note the stormwater channel identified as running diagonally through the site from northeast to south west.

Source: Sydney Water Archives, DTS911



Figure 11 – 1930 aerial of the subject site, indicated in red, showing three cottages in the same locations as 1928, with outbuildings to the northern and central cottage.

Source: Spatial Services 2021.

There is little evident change to the subject site in the period from 1930 to 1943, although there is some evidence that the subject site was further subdivided during this time (see Figure 12). These additional lots were not constructed upon in 1943, although by 1965 the northernmost cottage had been demolished, with two new cottages - one fronting Elizabeth Street to the east and the other to the south fronting George Street (see Figure 13-Figure 14). The footings of the northern cottage are still visible on this aerial.

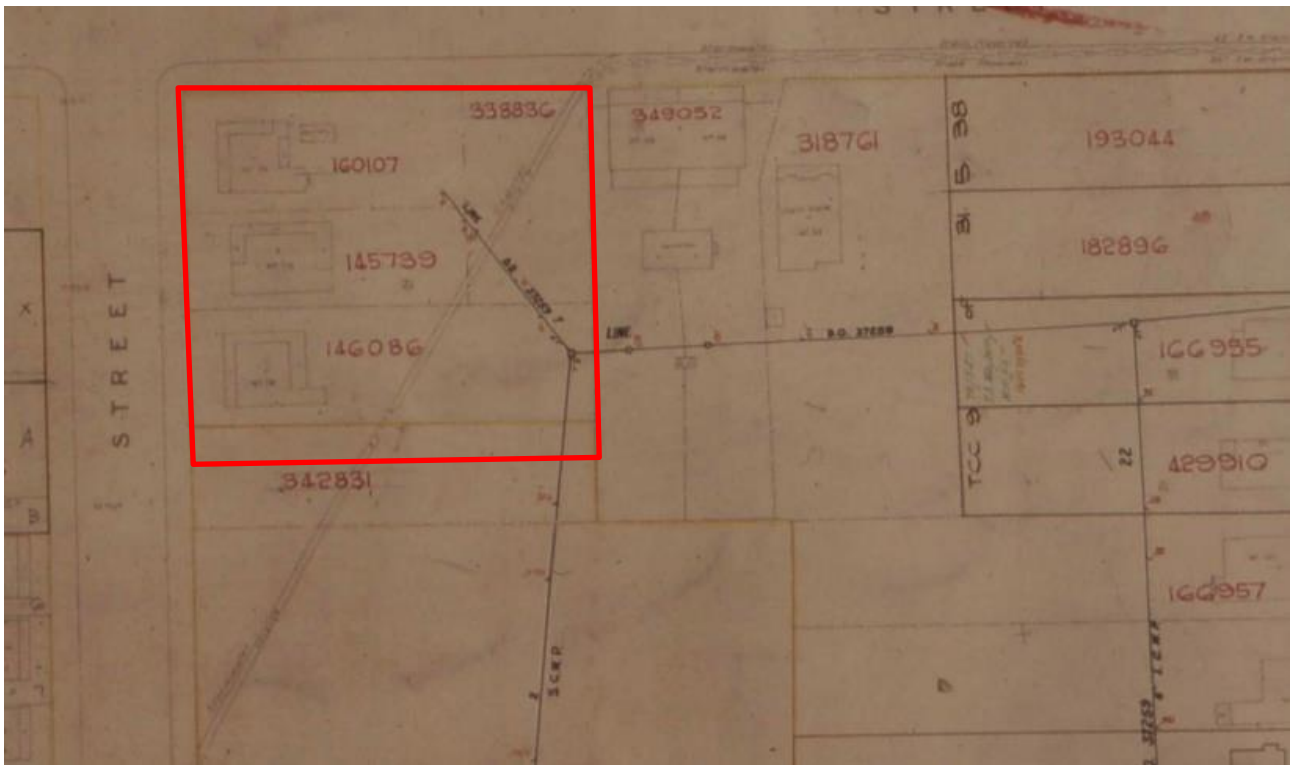


Figure 12 – c.1939 Blackwattle sheet showing subject site, indicated in red, with further subdivision to the south and east although no improvements are present on these lots (excluding the brick drain).

Source: Sydney Water Archives, BLWTL2449 (2)



Figure 13 – Aerial view 1943. Three major buildings extant on the site, which is indicated in red.

Source: Spatial Services 2021



Figure 14 – Aerial view 1965. Northern cottage demolished and two new cottages constructed.

Source: Spatial Services

The additional cottages present in the 1960s were likely constructed in the 1950s as, by 1962, the subject site had been consolidated under the ownership of Peter Warren.¹³

3.2.5. Peter Warren, 1962- 2020

Once the subject site was consolidated under the ownership of Peter Warren, the existing structures were demolished to make way for the car dealership lot, with an Ampol service station in the north western corner.

¹³ Primary Application No. 43073

The cottages were demolished by 1969. The service station would likely have resulted in considerable disturbance and contamination in this portion of the site.

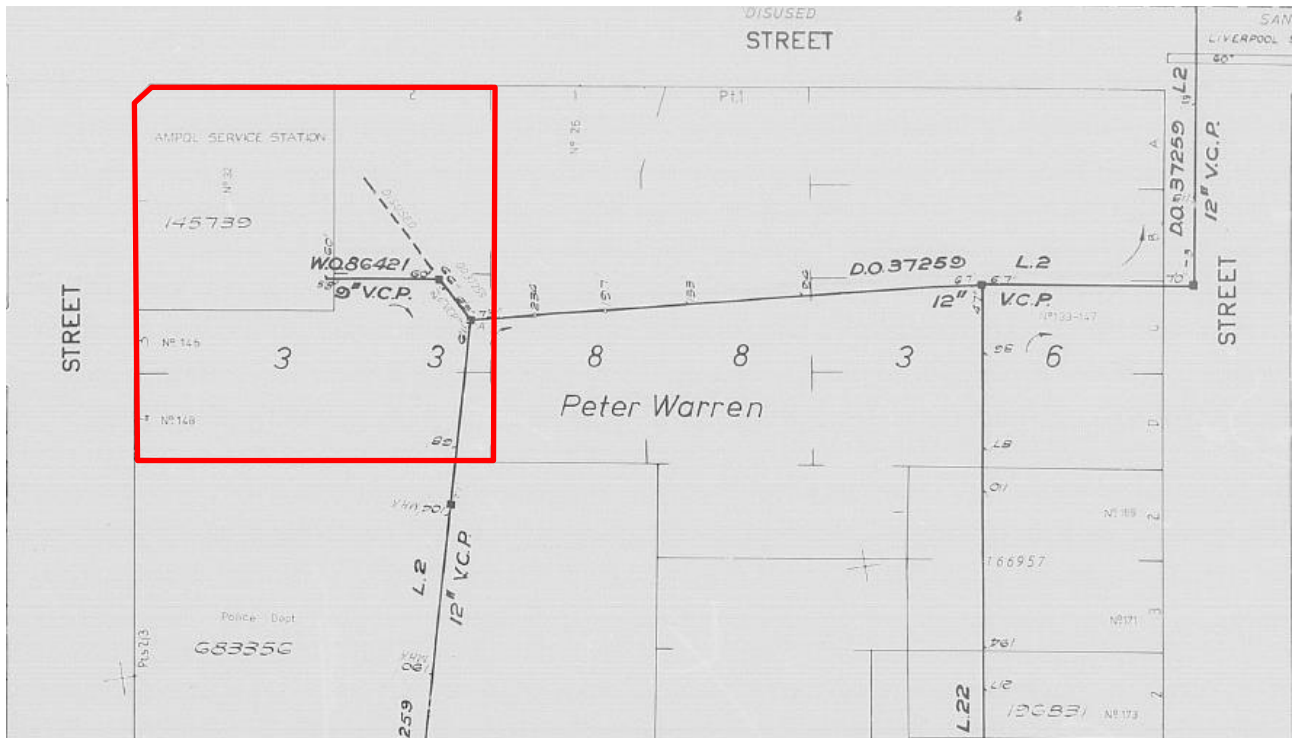


Figure 15 – C.1969 Plan of the site showing Peter Warren Dealership and Ampol service station. Subject site indicated in red.

Source: Sydney Water Archives, SRS2449

Historical aerals demonstrate little change across the subject site across the latter half of the 20th century and into the 21st century. The subject site was operating as a fruit seller by 2007 and was cleared of all structures by 2021.



Figure 16 – 1 Aerial view 1975. All previous buildings removed and replaced with large L shaped building.

Source: Spatial Services NSW



Figure 17 – Aerial view 1986. Small outbuilding constructed in south east.

Source: NSW Historical Imagery

4. HERITAGE SIGNIFICANCE

4.1. WHAT IS HERITAGE SIGNIFICANCE?

Before making decisions to change a heritage item, an item within a heritage conservation area, or an item located in proximity to a heritage listed item, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise the heritage values of a place – why it is important and why a statutory listing was made to protect these values.

4.2. HERITAGE LISTING

The subject site is not listed as a heritage item, and is not included in a Conservation Area under the Liverpool LEP 2008. It is however, located in proximity to a number of heritage items as follows:

- Item 82, Bigge Park, Schedule 5 Liverpool LEP 2008,
- Item 83, Milestone, Schedule 5 Liverpool LEP 2008,
- Index no. 00086, St Lukes Anglican Church, State Heritage Register, Item 84, Schedule 5 Liverpool LEP 2008,
- Item 85, All Saints Roman Catholic Church, including interiors, Schedule 5 Liverpool LEP 2008,
- Item 89, Plan of Town of Liverpool (early town centre street layout–Hoddle 1827), Elizabeth Street & George Street, Schedule 5 Liverpool LEP 2008.

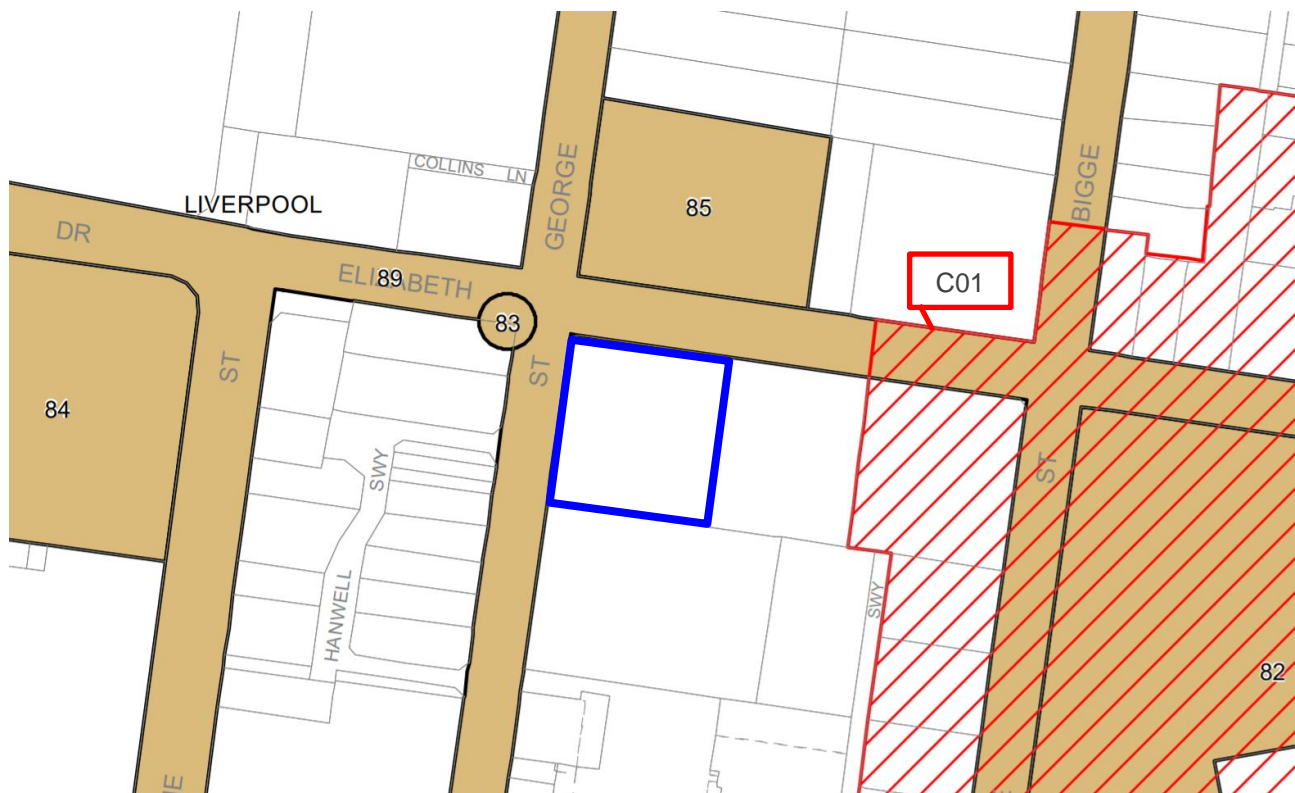


Figure 18 – Heritage Map noting the significance of the subject site and surrounds.

Source: Liverpool Local Environmental Plan 2008, Heritage Map HER_011

4.3. STATEMENT OF SIGNIFICANCE

4.3.1. Item 82, “Bigge Park”

The following statement of significance has been extracted from Heritage NSW State Inventory Register.¹⁴

Bigge Park, as part of the original early 19th century commons for the Town of Liverpool, demonstrates the history of early urban planning and land use in the Colony. The establishment of a Town Common is particularly representative of Governor Macquarie's early urban plans in the Colony. As part of the original survey of Liverpool it demonstrates the history of the early settlement of the city and is a physical link to the character of the early township, enhanced by its location near a number of other historic sites in the city centre. It indicates a level of technical achievement in its original design by key Colonial figures Governor Macquarie and Surveyor Meehan. The park is now a public, open, green space with attractive tree planting located in close proximity to a number of historic sites, it is aesthetically pleasing within the modern city centre. Its continuity of use as a green open space is rare within Liverpool. There is the potential to gain more information on the group from further architectural, archaeological, and documentary research.

4.3.2. Item 83, “Milestone”

The following statement of significance has been extracted from Heritage NSW State Inventory Register.¹⁵

The Milestone demonstrates the history of the early road networks and transport systems of the area. It indicates a level of technical achievement in its original use as a milestone and represents a feature that once formed an integral part of the States early road networks. It is now a rare monument type in the wider environs of Liverpool. There is the potential to gain more information on the site from further architectural, archaeological, and documentary research.

4.3.3. Index no. 00086, “St Lukes Anglican Church”

The following statement of significance has been extracted from Heritage NSW State Inventory Register.¹⁶

Evidence of Governor Macquarie's initiatives in opening up settlement in NSW. One of the three oldest surviving Anglican churches in Australia. A fine example of Francis Greenway's public architecture in NSW. Widely regarded with St James, Sydney and St Matthew's, Windsor as a 'foundation' colonial church.

The clock in tower is rare in Australia, being one of 3 Thwaites (UK) clocks in Australia, sent (gifted) by King George III (one in Parramatta at the Former Female Factory, one in Hobart). (Brown, 2002)

St Luke's Anglican Church Group as part of Macquarie's original survey of Liverpool demonstrates the history of the early settlement of the city and is a physical link to the character of the early township. It also demonstrates the history of the Anglican Church from the early establishment of the Colony from which period it has been a centre for local worship. The group is associated with many key Colonial figures, including the Architect Francis Greenway and is representative of his early colonial architectural style. Located within the heart of Liverpool the group is a historic, aesthetically pleasing landmark in an otherwise modernised city centre. It is one of only three surviving early Anglican churches in the country. There is the potential to gain more information on the site from further architectural, archaeological, and documentary research (LEP)

¹⁴ Heritage NSW, State Inventory Register, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=1970025>

¹⁵ Heritage NSW, State Inventory Register, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=1970018>

¹⁶ Heritage NSW, State Inventory Register, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=5045188>

4.3.4. Item 85 “All Saints Roman Catholic Church, including interiors”

The following statement of significance has been extracted from Heritage NSW State Inventory Register.¹⁷

All Saints Roman Catholic Church demonstrates the history of the Catholic Church in the Liverpool area and has strong social links with the community. The church building in both scale, design, and location, is a landmark site in the city. It is representative of Post-War Ecclesiastical style architecture and is rare within Liverpool.

4.3.5. Item 89, “Plan of Town of Liverpool (early town centre street layout–Hoddle 1827)”

The following statement of significance has been extracted from Heritage NSW State Inventory Register.¹⁸

Liverpool town centre is one of a small number of townships in the Sydney Region initially planned and developed in the Macquarie period. It is likely that a considerable quantity of archaeological evidence may survive below ground on sites within the historic town boundaries. Further archaeological, architectural, and documentary research would contribute substantially to knowledge and understanding of the town’s establishment, functions, development and living conditions. The township has significant archaeological potential to reveal information about life in the Colonial period and the occupation of Liverpool in particular.

4.3.6. C01, “Bigge Park Heritage Conservation Area”

The following statement of significance has been extracted from Heritage NSW State Inventory Register.¹⁹

Bigge Park CA, as part of the original early 19th century plan for the Town of Liverpool, demonstrates the history of early urban planning and land use in the Colony. Remaining features are representative of Governor Macquarie’s early urban plans in the Colony. As part of the original survey of Liverpool it demonstrates the history of the early settlement of the city and is a physical link to the character of the early township. It indicates a level of technical achievement in its original design by key Colonial figures Governor Macquarie and Surveyor Meehan. It is a rare intact example of a modern urban centre that retains features of the original early 19th century town plan. The CA is aesthetically pleasing within the modern city centre. There is the potential to gain more information on the group from further architectural, archaeological, and documentary research.

4.3.7. Archaeological Statement of Significance

The following statement of significance for the subject site has been prepared by Urbis Archaeology team, for the preparation of the Historical Archaeological Assessment, July 2021, which accompanies the DA submission. For further detail on the archaeological significance and assessment of the proposal, please see the Historical Archaeological Assessment.

*This assessment has identified moderate-high potential for **locally significant** archaeological relics to occur at the subject site. This includes remnants of the brick cottages which once occupied the subject site, as well as remains of the brick oviform drain, constructed c.1898-1905, which is known to occur at the site. These archaeological resources are anticipated to satisfy the criterion for local significance for their research potential, as well as their ability to demonstrate the past through archaeological remains including through providing information on the modification of the stormwater and sewerage system in Liverpool, and the residential period of the sites history. Should archaeological resources occur with a high degree of spatial and physical integrity they would likely be considered to be aesthetically significant on a local level and could be used to inform future interpretation strategies at the site.*

¹⁷ Heritage NSW, State Inventory Register, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=1970029>

¹⁸ Heritage NSW, State Inventory Register, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=1970552>

¹⁹ Heritage NSW, State Inventory Register, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=1970029>

5. IMPACT ASSESSMENT

Below, the potential impact of the proposal is assessed against the applicable heritage-related statutory and non-statutory planning controls which relate to the site and the proposed development.

5.1. STATUTORY CONTROLS

5.1.1. Liverpool Local Environmental Plan 2008

The table below provides an assessment of the proposal against the relevant provision for heritage conservation as found in the *Liverpool LEP 2008*.

Table 2 Assessment against the Liverpool Local Environmental Plan 2008

Clause	Response
<p>(1) Objectives</p> <p><i>The objectives of this clause are as follows:</i></p> <p>(a) <i>to conserve the environmental heritage of Liverpool,</i></p> <p>(b) <i>to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,</i></p> <p>(c) <i>to conserve archaeological sites,</i></p> <p>(d) <i>to conserve Aboriginal objects and Aboriginal places of heritage significance</i></p>	<p>1) The proposed works are in line with the objectives set out in the Liverpool LEP 2008, as discussed below.</p>
<p>(2) Requirement for consent</p> <p><i>Development consent is required for any of the following:</i></p> <p>(a) <i>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>(ii) <i>an Aboriginal object,</i></p> <p>(iii) <i>a building, work, relic or tree within a heritage conservation area,</i></p>	<p>2) Consent is sought from the Liverpool City Council for the proposed development, which would entail works to a building located within vicinity of heritage items listed under Schedule 5 of the Sydney LEP 2012. Works include construction of a multistorey structure. This Heritage Impact Statement has been prepared to accompany a Development Application for the proposed works and further to assess the potential impacts of the works on the heritage items within the vicinity.</p> <p>The subject site is not a listed heritage item, and as a vacant site does not meet the threshold for listing.</p>
<p>(4) Effect of proposed development on heritage significance</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</i></p>	<p>4) and 5)</p> <p>This HIS has been prepared to assess the potential impact of the proposed development on the heritage significance of the heritage items in the vicinity of the subject site. Refer to 5.2 and 5.3 for a detailed assessment. The significance of the proximate items is set out in Section 4.3.</p>

Clause	Response
<p><i>under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</i></p> <p>(5) Heritage assessment</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),</i></p> <p><i>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>Whilst there is a disparity of scale between the subject proposal and the proximate heritage items, the subject proposal responds to the heritage items through the inclusion of the podium which creates a pedestrian scale to the street. Furthermore, the development has regard for the changing character of the area and intensified development, including proposed development within the adjacent allotments to the east.</p> <p>The inclusion of a four-storey podium at the ground floor responds to the podium of the proposed adjoining development, and the scale of the heritage church to the north. Furthermore, the inclusion of landscaping at the ground floor would generate a softer visual transition between the new development and the surrounding area. Additionally, the bulk of the proposed tower is setback from the podium addition which assists in breaking up the massing of the tower, further reducing the bulk and scale of the development. The proposal is also considered sympathetic in its materiality. The podium cladding contrasts to the finishes of the tower and makes the podium more pronounced, which reinforces the lower scale podium, and the pedestrian scale of this element. The selected neutral colour scheme, coated metal cladding, concrete and the inclusion of soft landscaping further softens the visual impact of the proposal on the streetscape and vicinity heritage items.</p> <p>The sympathetic podium design ensures that the new structure will not overwhelm the nearby heritage items and the proposed development, in these instances, would not have a detrimental impact on the heritage items in the vicinity.</p>

5.2. LIVERPOOL DEVELOPMENT CONTROL PLAN 2008

The table below assesses the proposal against the relevant objective and provisions for heritage conservation as found in the *Liverpool DCP 2008*.

Table 3 Assessment against the Liverpool Development Control Plan 2008

Provision	Response
<p>Part 1, Section 17 – Heritage and Archaeological Sites</p> <p><i>Development in the vicinity of a heritage item</i></p>	<p>12. & 13. The scale of the tower is broken by the inclusion of the four-storey podium and the setback of the tower above. The podium, while contemporary in design, responds to the podium of the adjoining development and the scale and massing of the nearby heritage items which creates a more pedestrian scale and ensures that the adjacent heritage listed items will remain prominent in the streetscape. Additionally, the streamlined design of</p>

Provision	Response
<p>12. Development in the vicinity of a heritage item shall be designed to respect and complement the heritage item in terms of:</p> <ul style="list-style-type: none"> – Scale; – Materials, colours and finishes; – Building and street alignment; – Landscaping and fencing. <p>13. Development in the vicinity of heritage items is to minimise the impact on the setting of the heritage item by:</p> <ul style="list-style-type: none"> – 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>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> <ul style="list-style-type: none"> – 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>the new tower would not overwhelm the skyline and would respond to the development pattern of the surrounding built environment. This is also facilitated by the contrasting materiality and setback of the tower form. It is noted that the streetscape context is mixed, and the prevailing character of the area is rapidly changing, with development intensifying and the incorporation of an overlay of contemporary development and multistorey towers. The proposed development therefore responds to both the scale of emerging character of the area and adjacent new development, and the proximate heritage items. It facilitates higher density development while responding to significant items in the vicinity in a respectful manner.</p> <p>The proposal is also considered sympathetic to the vicinity heritage items through its complementary materiality. The podium cladding contrasts to the finishes of the tower and makes the podium more pronounced, which reinforces the lower scale podium. The selected neutral colour scheme, coated metal cladding, concrete and the inclusion of soft landscaping will soften the potential visual impact of the proposal on the streetscape and vicinity heritage items.</p> <p>14. This development control is assessed in the Historical Archaeology Assessment, 2021, prepared by Urbis.</p>
<p>Part 4, Section 7.1 Heritage Items and Conservation Areas</p> <p>a) To facilitate the conservation and protection of heritage items and heritage conservation areas and their settings.</p> <p>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...</p>	<p>a) It is assessed that the proposal would not negatively impact the heritage significance of the vicinity heritage items. Views to and from the heritage items, from the primary streetscapes of Elizabeth Street and George Street, would remain intact and will remain prominent in the streetscape views primarily due to the sympathetic scale and design of the podium. The proposed development also has regard for the proposed development to the east and responds to the proposed podium. See also discussion above.</p>

Provision	Response
c) To conserve, maintain and enhance existing views and vistas to buildings and places of historic and aesthetic significance.	<p>b) The proposed development has been designed with regard to the significant features of the heritage items in the vicinity. The modest scale of the heritage items in the vicinity has been respected with the inclusion of the four-storey podium in the new development, with the bulk and form of the proposed tower set back above the podium to reduce impact of this higher built form. Proposed materiality is contemporary but serves to reinforce the podium. Proposed landscaping also softens the podium, reducing potential impact on the special attributes of the proximate heritage items.</p> <p>c) The subject site is not immediately adjacent to the heritage items. The proposed adjoining development does not include side setbacks and hence the proposed development will have no further impact. The podium alignment splays to align with the heritage item. The heritage item will remain prominent in streetscape views.</p>

5.3. HERITAGE NSW GUIDELINES

The proposed works are addressed in relation to relevant questions posed in Heritage NSW's (former Heritage Office/Heritage Division) 'Statement of Heritage Impact' guidelines.

Table 4 Heritage NSW Guidelines

Clause	Discussion
The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:	<ul style="list-style-type: none"> It is assessed that the proposal would respect the significance of the vicinity heritage items while facilitating and responding to the growth of higher density development in the area. The proposal would not involve any works to an item of local or other heritage significance; The proposal is a well-considered response to the surrounding built environment; The proposed soft landscaping would soften the visual transition between the new tower, the surrounding built environment and the heritage items in the vicinity; The streamlined form of the proposed building is a considered response to the surrounding moderate scaled development and would not overwhelm the skyline; The proposed design would also reflect the desired future character of the built environment;

Clause	Discussion
	<ul style="list-style-type: none"> ▪ The podium is sympathetic in its scale, form and materiality and responds to the adjoining proposed tower/ podium design and the proximate heritage items. The contrasting materiality of the podium serves to define the podium with the tower setback above, reducing its visual prominence. The form of the podium splays to align with the setback of the adjoining podium and the heritage items. ▪ The podium creates a more pedestrian scale which enables the proximate heritage items to retain their prominence in the streetscape. ▪ It is acknowledged that there is a disparity of scale between the proposed building and the heritage item however, the proposal responds to the growth in higher density development in the Liverpool area and in the immediate precinct, including the proposed multi storey development to the east of the subject site. As outlined above the proposal mitigates potential impacts via the creation of the 4-storey podium which creates more pedestrian scale, and allows the proximate heritage items to retain their prominence within the streetscape.
<p>The following aspects of the proposal could detrimentally impact on heritage significance.</p> <p>The reasons are explained as well as the measures to be taken to minimise impacts:</p>	<p>It is acknowledged that there is a disparity of scale between the proposed building and the heritage item however, the proposal responds to the growth in higher density development in the Liverpool area and in the immediate precinct, including the proposed development to the east of the subject site. As outlined above the proposal mitigates potential impacts via the creation of the 4-storey podium which creates more pedestrian scale, and allows the proximate heritage items to retain their prominence within the streetscape.</p>
<p>The following sympathetic solutions have been considered and discounted for the following reasons:</p>	<p>Urbis have worked with the design team to ensure the proposal would not have substantial impacts on the significance of nearby heritage items.</p>
<p>New development adjacent to a heritage item</p> <p>How does the new development affect views to, and from, the heritage item?</p> <p>What has been done to minimise negative effects?</p> <p>How is the impact of the new development on the heritage significance of the item or area to be minimised?</p> <p>Why is the new development required to be adjacent to a heritage item?</p>	<p>The impact of the proposed development on the adjacent heritage items has been minimised through the selected materials, neutral colour palette, soft landscaping, and inclusion of a four-storey podium with setback tower above. The measured distribution of the bulk and form of the proposed structure would be an appropriate response to the surrounding streetscape character and significance of surrounding heritage items, while also having regard for uplift in development and the proposed development for the adjoining site.</p>

Clause	Discussion
<p>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</p> <p>Is the development sited on any known, or potentially significant archaeological deposits?</p> <p>If so, have alternative sites been considered? Why were they rejected?</p> <p>Is the new development sympathetic to the heritage item?</p> <p>In what way (e.g. form, siting, proportions, design)?</p> <p>Will the additions visually dominate the heritage item?</p> <p>How has this been minimised?</p> <p>Will the public, and users of the item, still be able to view and appreciate its significance?</p>	<p>Having regard for the changing density and built form context and the considered podium design it is assessed that the proposed works will not visually dominate the nearby heritage items. Importantly, views of the adjacent heritage items would not be negatively impacted, and will remain prominent in the streetscape context due to the considered podium design.</p> <p>It is beyond the scope of this report to assess the archaeological potential of the site, however this is included in the accompanying Historical Archaeology Assessment by Urbis. The purpose of this report is to only to assess the built cultural heritage on site.</p>

6. CONCLUSION AND RECOMMENDATIONS

A detailed impact assessment of the proposed works has been undertaken in Section 5 of this report. The proposed development has been assessed to have a minimal and not unreasonable impact on the significance of the heritage items in the vicinity. Key aspects of the proposal assessment are listed below:

- It is assessed that the proposal would respect the significance of the vicinity heritage items while facilitating and responding to the growth of higher density development in the area.
- The proposal would not involve any works to an item of local or other heritage significance;
- The proposal is a well-considered response to the surrounding built environment;
- The proposed soft landscaping would soften the visual transition between the new tower, the surrounding built environment and the heritage items in the vicinity;
- The streamlined form of the proposed building is a considered response to the surrounding moderate scaled development and would not overwhelm the skyline;
- The proposed design would also reflect the desired future character of the built environment;
- The podium is sympathetic in its scale, form and materiality and responds to the adjoining proposed tower/ podium design and the proximate heritage item. The contrasting materiality of the podium serves to define the podium with the tower setback above. The form of the podium splays to align with the setback of the adjoining podium and the heritage items, which is a respectful approach to the immediate context of the site;
- The podium creates a more pedestrian scale which enables the proximate heritage items to retain their prominence in the streetscape and;
- It is acknowledged that there is a disparity of scale between the proposed building and the heritage item however, the proposal responds to the growth in higher density development in the Liverpool area and in the immediate precinct, including proposed multistorey development to the east of the subject site. As outlined above the proposal mitigates potential impacts via the creation of the 4-storey podium which creates more pedestrian scale, allowing the proximate heritage items to retain their prominence within the streetscape as previously noted.

For the reasons stated above, the proposed works are recommended for approval from a heritage perspective having regard to the proposed recommendations below.

7. BIBLIOGRAPHY AND REFERENCES

7.1. BIBLIOGRAPHY

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8. DISCLAIMER

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