



Powerhouse Parramatta Modification 1

St George's Terrace and Eastern Roof Area
State Significant Development Modification Assessment
(SSD-10416 MOD 1)

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Glossary

Abbreviation	Definition
AMU	Archaeological Management Unit
CBD	Central Business District
Council	Parramatta City Council
Department	Department of Planning and Environment
DIP	Design Integrity Panel
EIS	Environmental Impact Statement
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	<i>Environmental Planning and Assessment Regulation 2021</i>
EPI	Environmental Planning Instrument
ESD	Ecologically Sustainable Development
FSR	Floor Space Ratio
HARDEM	Historical Archaeological Research Design and Excavation Methodology
HIP	Heritage Interpretation Plan
HNSW	Heritage NSW
LEP	<i>Parramatta Local Environmental Plan 2011</i>
LGA	Local Government Area
Minister	Minister for Planning
RAP	Registered Aboriginal Party
RMS	Roads and Maritime Services
Planning Secretary	Secretary of the Department of Planning and Environment
Planning Systems SEPP	<i>State Environmental Planning Policy (Planning Systems) 2021</i>
SSD	State Significant Development
TfNSW	Transport for NSW

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1 Introduction

This report provides the NSW Department of Planning and Environment's (the **Department's**) assessment of an application to modify the State significant development (**SSD**) consent for the Parramatta Powerhouse development (**SSD-10416**).

The modification application seeks approval for amendments to the roof of the eastern building, partial demolition, fit-out and use of St George's Terrace and associated changes to conditions of consent.

The application was lodged on 7 February 2022 by Ethos Urban, on behalf of Infrastructure NSW (the **Applicant**), pursuant to section 4.55(1A) of the *Environmental Planning and Assessment Act 1979* (**EP&A Act**).

1.1 Background

The site is in the northern end of the Parramatta Central Business District (**CBD**) at 30B, 34, 36-38, 40, 42 and 44-54 Phillip Street in the Parramatta local government area (**LGA**). It is approximately 20 kilometres (**km**) west of the Sydney CBD and Parramatta Station is located 520 metres (**m**) to the south (**Figure 1**).

The site is bound by Parramatta River to the north, Wilde Avenue to the east and Phillip Street to the south. Mixed use development at 330-338 Church Street and the Park Royal Hotel adjoins the sites western boundary (**Figure 2**).

The site is currently under construction and all existing structures have been demolished or removed from the site, with the exception of St Georges Terrace on the corner of Phillip Street and Wilde Avenue. Willow Grove has been dismantled and is currently in storage and will be reconstructed in a new location within the local Parramatta area in accordance with the development consent.



Figure 1 | Site location (Source: Nearmap)



Figure 2 | Aerial view of the site and its immediate surroundings (Source: Nearmap)

1.2 Approval history

On 11 February 2021, the Minister for Planning granted development consent for SSD-10416 for the following:

- removal of existing buildings and trees, relocation of Willow Grove and retention of St George's Terrace
- construction of two buildings up to RL 79.2m, with a gross floor area of 24,516m² for museum and ancillary uses
- vehicle servicing, coach pick-up/drop-off facilities, bicycle parking and road amendments
- public domain improvements including publicly accessible open spaces, landscaping and creation of a through site link.

1.3 Conditions relevant to this application

The development consent includes the following conditions relevant to the modification application:

- Condition A2 – lists the approved architectural drawings
- Condition A6 – provides the limits of the development consent, in particular requiring separate approval for the fit-out and use of St George's Terrace
- Condition C3 – requires the Applicant to explore alternative design options of the ground floor Presentation Space 1 to integrate and activate the space between St George's Terrace and between Presentation Space 1 and Phillip Street
- Condition C6 – sets maximum building heights for the two museum buildings
- Condition C16 – requires the Applicant to submit a Heritage Interpretation Plan prior to the construction of the museum buildings.

2 Proposed modification

The proposal seeks approval to:

- increase the height of the Eastern Building from RL 60.8 to RL 62.7 and expand the roof top pavilion (**Figure 3** and **Figure 4**)
- provide 413 m² of additional gross floor area (GFA) on the eastern rooftop with a revised layout, uses and landscaping (**Figure 5** and **Figure 6**)
- conserve and adaptively re-use St George's Terrace including:
 - partial demolition of the building including doors, balconies, verandahs and windows to provide a single, double-height space (**Figure 7**)
 - conservation works to reinstate door and window proportions, investigate the original colour scheme, integrate any archaeological finds and interpret ground floor verandahs
 - fit-out and re-use the building to support museum program uses (**Figure 8** and **Figure 9**).
- amend condition A6 to remove the requirement for separate approval for the fit-out and use of St George's Terrace
- delete Condition C3 from the development consent as a consequence of providing details of the integration of St George's Terrace with Presentation Space 1 and the Philip Street Plaza
- amend Condition C16 to defer the timing of the Heritage Interpretation Plan to allow for the competition of the archaeological excavation (**HIP**).

The Applicant is seeking the modification to incorporate design changes into the development consent, detail and integrate St George's Terrace into the overall museum complex as part of its adaptive re-use and to improve the function of the rooftop of the Eastern Building.

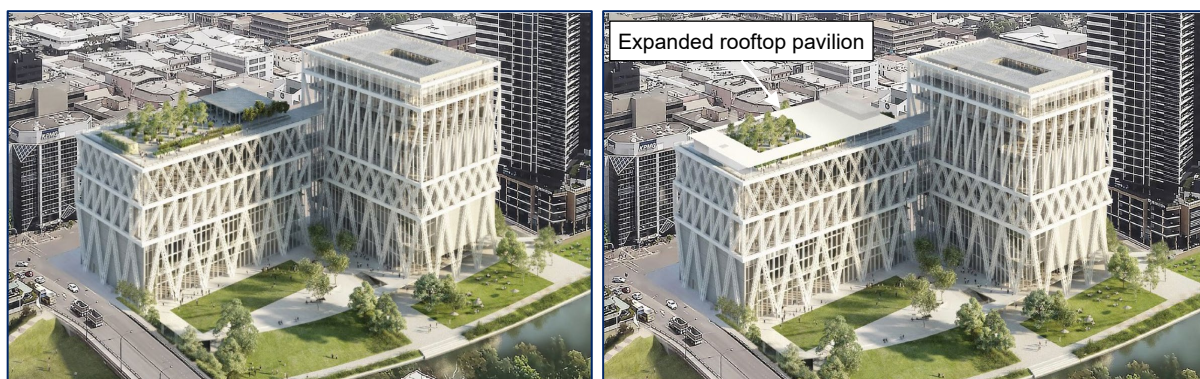


Figure 3 | Approved (left) and proposed (right) eastern building rooftop treatment (Source: Modification Report)

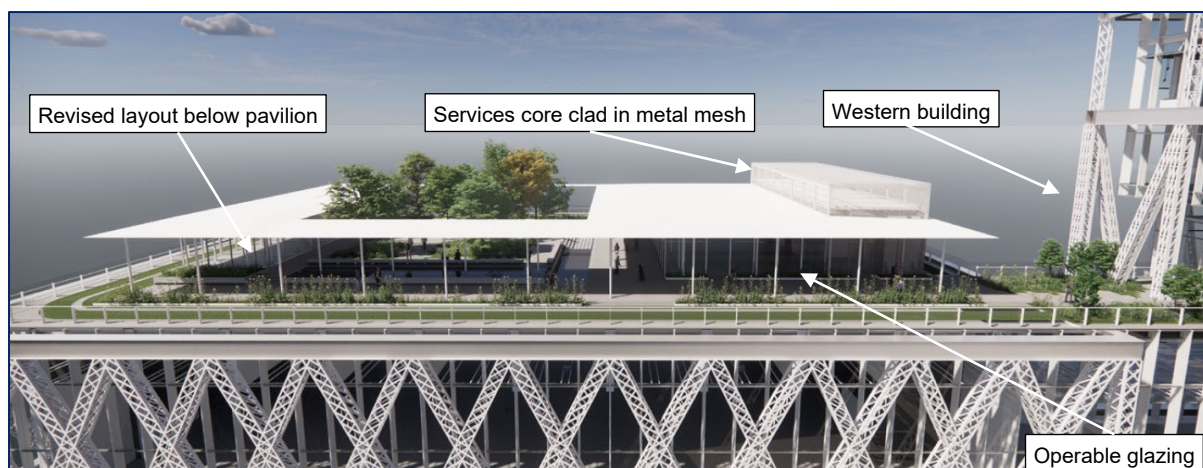


Figure 4 | Render of the proposed eastern rooftop layout (Source: Architectural Plans)

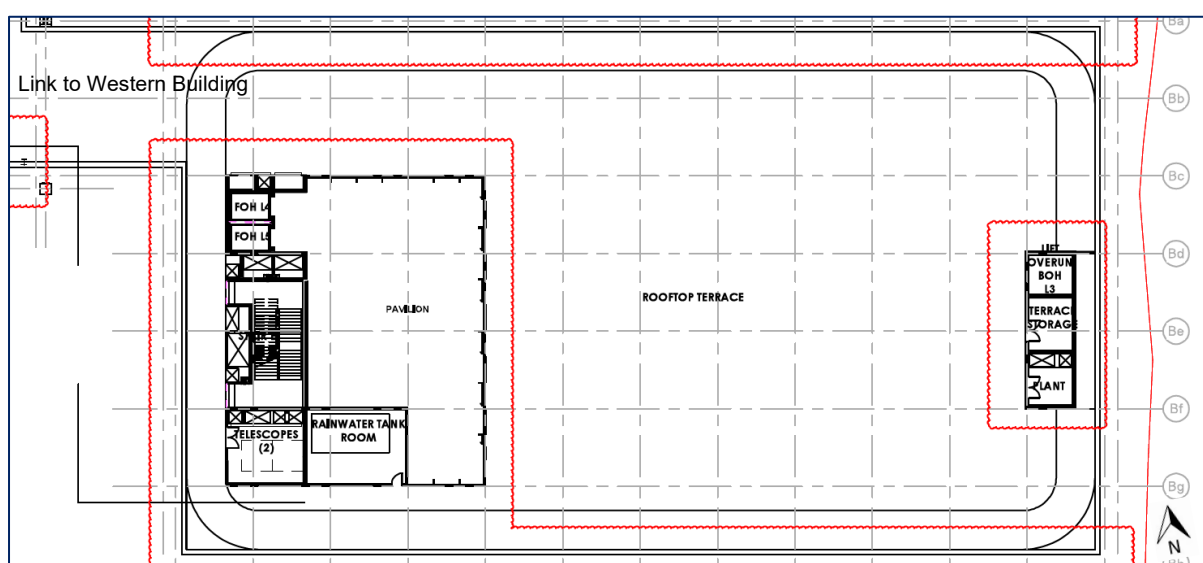


Figure 5 | Approved eastern building rooftop layout (Source: SSD-10416)

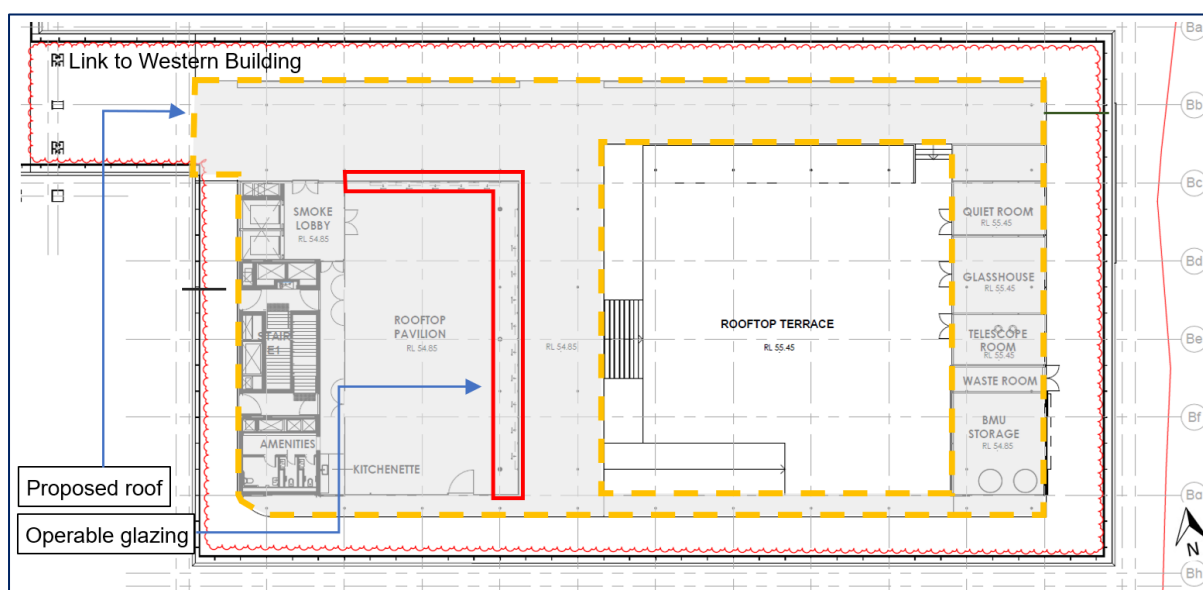


Figure 6 | Proposed eastern building rooftop layout (Source: Architectural plans)



Figure 7 | Proposed demolition to St George's Terrace (Source: Architectural plans)

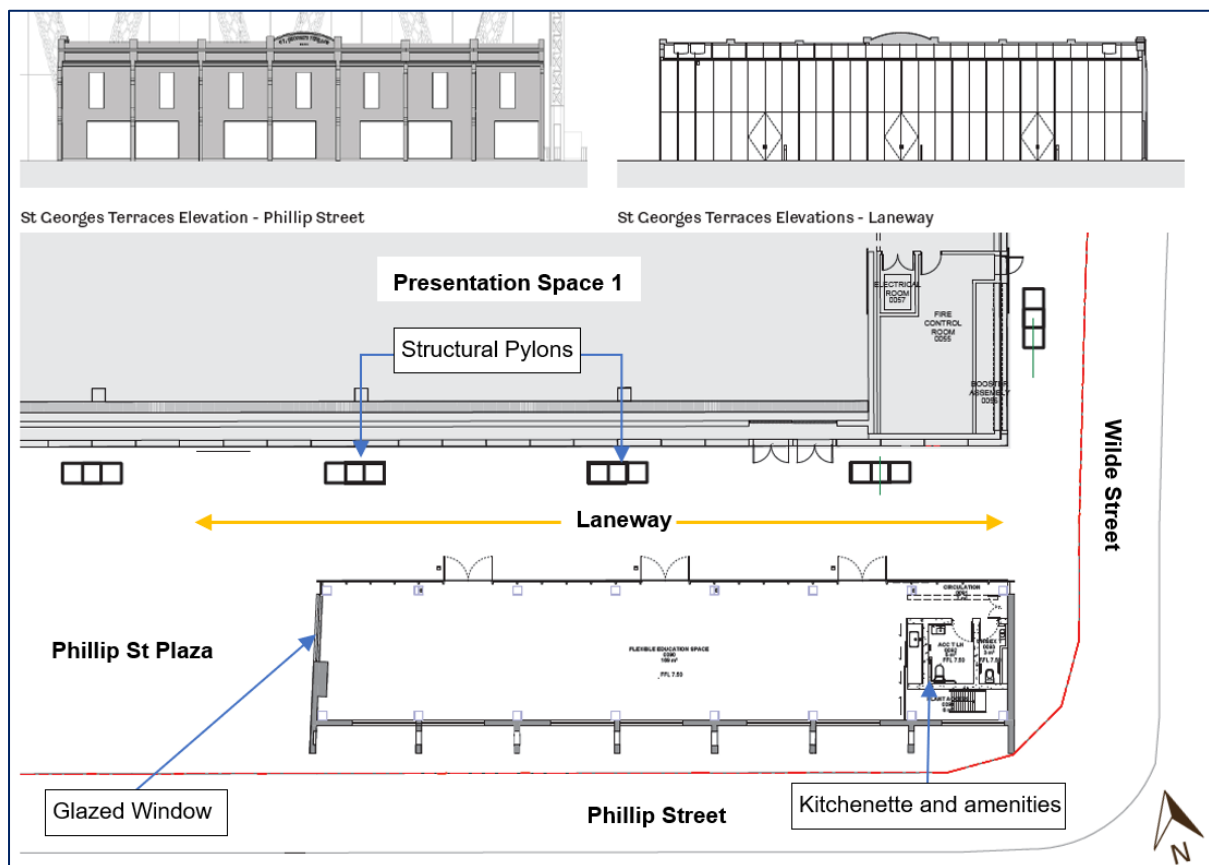


Figure 8 | Proposed north and south elevations (top) and ground layout of St George's Terrace (bottom) (Source: Design Statement)

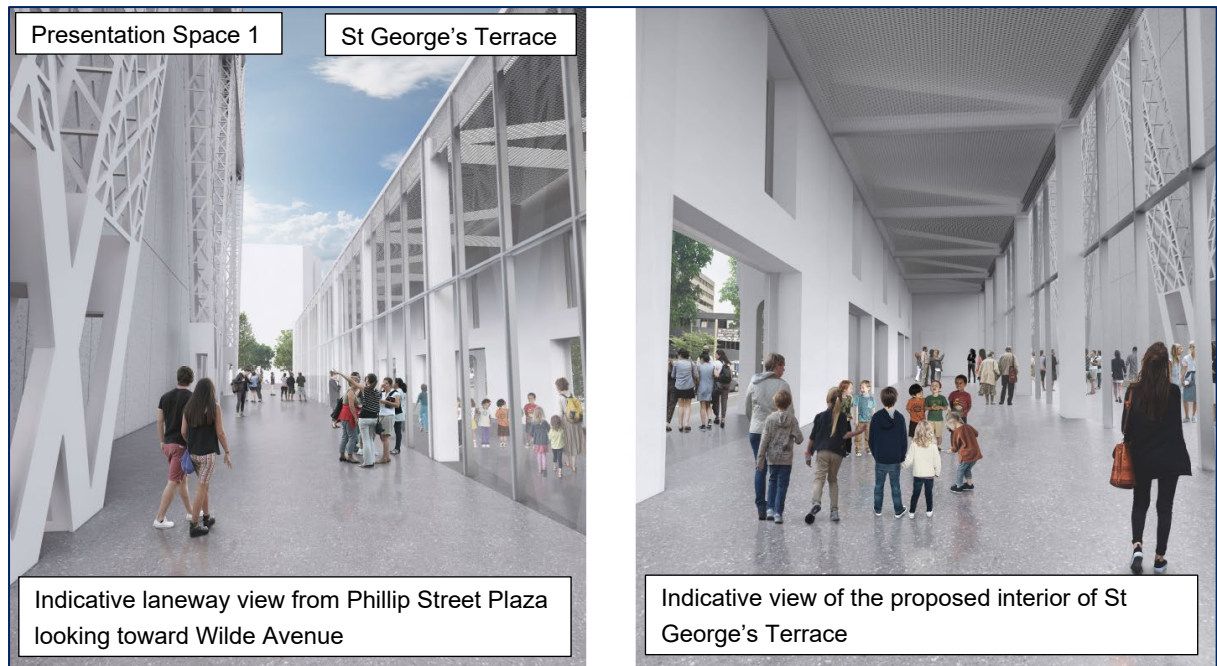


Figure 9 | Indicative renders of the interior of St George's Terrace and the laneway between Presentation Space 1 (Source: RtS)

3 Statutory context

3.1 Scope of modifications

The Department has reviewed the scope of the modification application and considers it can be characterised as a modification involving minimal environmental impacts as it:

- would not significantly increase the environmental impacts of the project as approved
- is substantially the same development as originally approved
- would not disturb any additional areas outside of the site.

Therefore, the Department is satisfied the proposed modification is within the scope of section 4.55(1A) of the EP&A Act and does not constitute a new development application. Accordingly, the Department considers that the application should be assessed and determined under section 4.55(1A) of the EP&A Act rather than requiring a new development application to be lodged.

3.2 Consent authority

The Minister for Planning is the consent authority under section 4.5(a) of the EP&A Act. However, the Team Leader, Key Sites Assessments may determine the application under delegation as:

- a political disclosure statement has not been made
- no public submissions objecting to the application were received
- Council does not object.

3.3 Mandatory matters for consideration

The following are relevant mandatory matters for consideration:

- Section 4.15(1A) of the EP&A Act, including any environmental planning instruments or proposed instruments
- any planning agreements
- EP&A Regulation
- likely impacts of the modification application, including environmental impacts on both the natural and built environments and social and economic impacts
- suitability of the site
- any submissions
- the public interest
- the reasons for granting approval for the original application.

The Department has considered all of these matters in its assessment of the proposal. The Department has also considered the relevant matters in **Section 5** and **Appendix B**.

4 Engagement

4.1 Department's engagement

The Department exhibited the modification application from 17 February 2022 to 2 March 2022 (14 days) on the Department's website. The Department also engaged with Council, Heritage NSW (HNSW) and Transport for New South Wales (TfNSW) and notified surrounding landowners.

4.2 Agency advice

The Department received advice from Council, TfNSW and HNSW. A link to the submissions is provided in **Appendix A** and the key issues raised are summarised in **Table 1**.

Table 1 | Summary of Agency Submissions

Council / Agency	Comments
Council	<p>Supports the retention of St George's Terrace and the additional event space on the roof of the eastern building and:</p> <ul style="list-style-type: none">• recommends changes to the design of St George's Terrace are implemented, including:<ul style="list-style-type: none">○ retain and restore existing chimneys, reinstate the proportions of the window and door openings○ fill or reconstruct the ground level openings that were created to convert each terrace into commercial businesses in the 1970s○ reinstate the ground and first floor verandahs and their retained supports○ restore and render the original colour scheme and stucco/plaster detail details○ reinstate front doors and windows based on typical Victorian styles○ engage a heritage consultant to oversee these works.• advised a heritage impact statement should be prepared for St George's Terrace• advised any significant archaeological findings should be integrated into the development• recommended increased landscaping on-site to compensate for the reduced landscaping on the eastern building roof.
TfNSW/RMS	<p>Does not object and advised the proposal is not likely to adversely impact the classified road network.</p>
HNSW	<p>Does not object and supports the adoption of the Historical Archaeological Research Design and Excavation Methodology (HARDEM) for non-Aboriginal heritage. HNSW also advised:</p> <ul style="list-style-type: none">• preference should be given to the in-situ retention of any relics of State significance that may be uncovered during the proposed works.• there may be potential for Aboriginal archaeological deposits beneath the St George's Terrace ground floor slab and recommended measures for archaeological monitoring and unexpected finds management are in place.

4.3 Public submissions

The Department received no submissions from the public in response to the public exhibition.

4.4 Response to submissions

On 26 May 2022, the Applicant provided a Response to Submissions (RtS) to the submissions from Council and government agencies. The RtS:

- included an updated wind assessment to consider the retention on St George's Terraces on street level amenity
- clarified the changes to rooftop landscaping and tree planting
- proposed to amend the modification application to include a modification to the timing of the Heritage Interpretation Plan
- provided further details and justification of the proposed design for the integration of the space between St George's Terraces and Presentation Space 1.

The RtS was referred to HNSW and Council. HNSW raised no concerns. Council requested further consideration of the use of interpretative inlays or an alternative for fireplaces and party walls, level details of ground floor verandahs and maintains first floor verandahs be reinstated.

In response to Council's comments, the Applicant has committed to additional conservation works at St Georges Terrace to:

- reinstate the original proportion of openings with window/door arrangements that would represent the original fabric whilst maintaining current building standards
- interpret ground level verandah floors following further research on levels with the public domain
- interpret the location/extent of first floor verandas, in consultation with Council.

5 Assessment

In assessing the modification application, the Department has considered:

- the amended modification application and its supporting documents
- the Environmental Assessment and conditions of approval of the original development
- all submissions received on the application
- relevant environmental planning instruments, policies and guidelines
- the requirements of the EP&A Act.

The key issues associated with the proposal is design excellence and heritage. Other issues are addressed in **Section 5.3**.

5.1 Design Excellence

The approved development was the winning design of an architectural design competition and was found to be able to achieve design excellence.

The proposal seeks to amend the rooftop of the eastern museum building and include design details for the fit out, use and integration of St George's Terrace with Presentation Space 1.

The Applicant provided a Design Integrity Report, endorsed by the Design Integrity Panel (**DIP**), which concludes the proposed changes maintain the design integrity of the competition winning design.

The Department's consideration of the design changes is below and further consideration of design excellence under clause 7.10 of the PLEP is at **Appendix C**.

5.1.1 Eastern building roof pavilion and layout

The proposal seeks to amend the pavilion on the roof of the Eastern Building as follows:

- revise its layout to accommodate new toilets, a kitchenette, relocate a water tank to level 3.2 and provide a new quiet room, glasshouse, enlarged building management and waste and telescope storage on the roofs eastern edge (**Figure 6**)
- construct an expanded pavilion from the service and lift core to the revised storage and building management spaces, with a central cut out for landscaping (**Figure 4**)
- increase the maximum height of the building from RL60.8 m to RL 62.7 m at the top of the revised services core
- increase the GFA of the development by 413 m² to a new total of 24,929 m² (increasing the floor space ratio (FSR) from 1.25:1 to 1.27:1)
- expand the use of the pavilion to cater for a wide range of flexible museum uses.

The northern and eastern edges of the pavilion include operable, stackable glazing that can create a single, covered area for events. The pavilion is set back on all sides of the building by 3.75 m to the north, 3.5 m to the east, 3.25 m to the south and 2 m to the west.

The Applicant considers the proposed changes will improve appearance of the space by screening service equipment and provided improved weather protection and shade to support Powerhouse programs.

The DIP advises the change is consistent with the rest of the Eastern Building and is a considered development of the design.

Council supports the additional event space from the expanded pavilion; but considers the proposal should result in no net landscaping loss.

In response, the Applicant confirmed that while the proposal will reduce soft landscaping by 103 m², the proposed modification will plant an additional eight trees (a total of 30 trees) on the Eastern Building roof. The design will also relocate soft landscaping into planter boxes to support education programs at the site. No changes to the ground level public domain areas are proposed.

The Department has carefully considered the proposed expansion of the Eastern Building rooftop pavilion and supports the changes as:

- they maintain the proportions and design integrity of the overall development
- the expanded pavilion connects the roof space to new amenities to support museum activities and will provide improved weather protection and amenity for visitors and staff
- the proposed pavilion and additional GFA will not result in any additional overshadowing or view loss impacts and remains significantly below the sites 80 m height limit and FSR of 6:1 under the PLEP
- the revised landscaping layout will support the museum program and the site will continue to have a minimum of 30% tree canopy coverage, as required by Condition C4
- the amended landscape design will provide an additional eight trees to mitigate wind and sunlight and a planter layout to support museum programs, with final landscaping reviewed by the DIP and the Department prior to construction of the museum.

On this basis, the Department concludes the development, as proposed to be modified will continue to achieve design excellence and improved amenity to support museum activities.

5.1.2 Fit-out, use and integration of St George's Terrace

The proposal seeks approval for the fit out and use of St George's Terrace which required separate approval in accordance with Condition A6. The works include retention of the Phillip Street façade and parts of the eastern and western elevations and construction of a new open plan, double height space with new doorways on its northern elevation to facilitate the use and integration of St George's Terrace with the Eastern museum building and public domain. The Applicant seeks to use the proposed space to support the functional flexibility of the broader museum complex. Proposed uses include:

- a workshop space
- education and group bookings
- satellite or standalone event and exhibit space
- school and group gathering and orientation prior to attending an event or exhibition
- supplementary concierge or front-of-house space, which would operate as needed to coordinate and provide additional capacity for opening events at the museum

- ticketing support for events in museum presentation spaces when multiple events are taking place
- community use.

The Department supports the proposed range of uses of St George's terrace as they are permissible with development consent in the B4 Mixed Use zone and are ancillary and complimentary to the approved information and education facility use of the site.

The Department considers the key issue is the integration of St George's Terrace with the Eastern Building and the surrounding public domain. Condition C3 requires the Applicant to explore options to amend the design of the ground floor of Presentation Space 1 to integrate the museum with St George's Terrace and activate the spaces between Presentation Space 1, St George's Terrace and Phillip Street. This requires an options analysis to be presented to the DIP.

The Applicant presented three design options for the space to demonstrate its connection to Presentation Space 1 and the Phillip Street Plaza as required by Condition C3 (**Figure 10**). The Applicant considers the integration of St George's Terrace is not predicated on a physical connection. Rather, reliance is placed on the ground plane to create a link between the spaces.

The Applicant considers Option 3 (**Figure 10** - outlined in red), maintaining the solid walls of Presentation Space 1, construction of one set of double doors from Presentation Space 1 to the St George's Terrace laneway and three sets of double doors along the northern elevation of St George's Terrace (**Figure 11**) is the most appropriate design as it:

- maintains the integrity of the Powerhouse Parramatta competition winning design
- protects the ability of Presentation Space 1 (which will have solid cementitious panels up to level 3) to host a range of events that need to control lighting and internal conditions
- activates the ground plane around St George's Terrace by facilitating people movement in the new laneway space
- allows St George's Terrace to be used as part of the museum operations without compromising the function of Presentation Space 1.

The DIP also considers any design changes to Presentation Space 1 will significantly compromise future museum operations and is satisfied that the proposed design changes to St George's Terrace meets the objectives of integration with the broader Powerhouse Parramatta precinct as:

- the proposed operable double height glazing along the laneway between St George's Terrace and Presentation Space 1 will activate the space
- replacing existing non-heritage doors and windows along the Phillip Street frontage with fixed glazing will activate the streetscape with views into the museum space.

Council raised no concerns regarding the proposed uses or integration design for St George's Terrace.

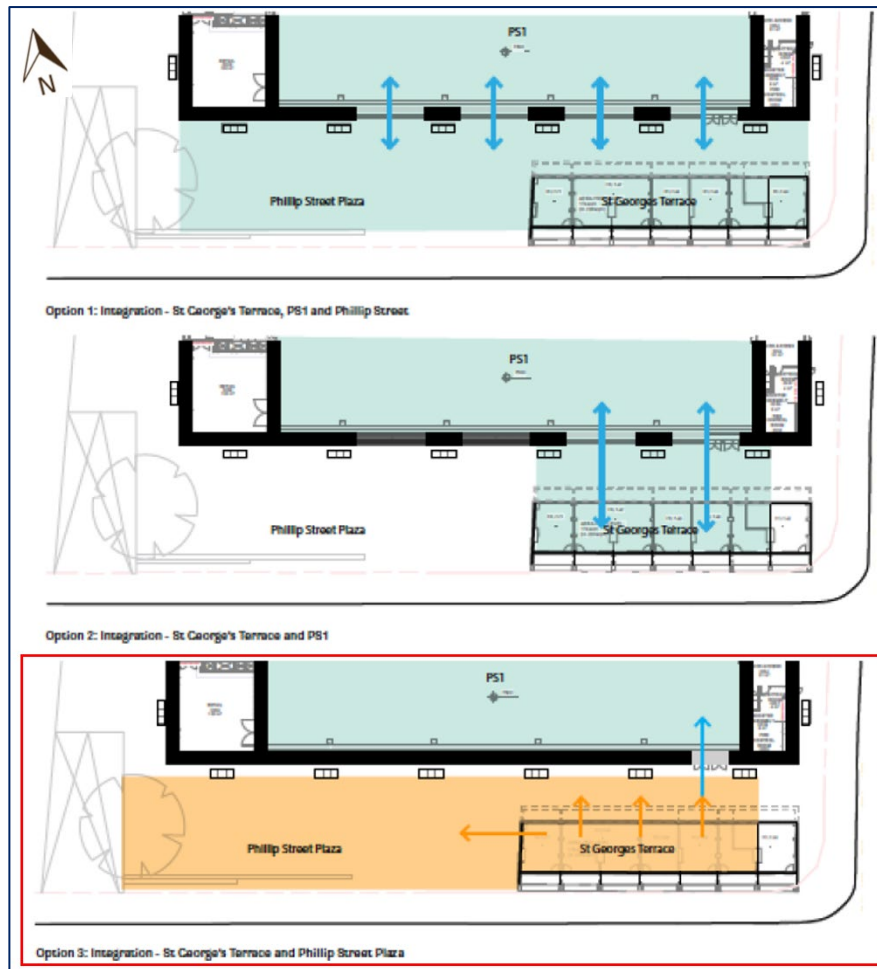


Figure 10 | Integration options for St George's Terrace and the preferred option 3 in red (Source: RTS)

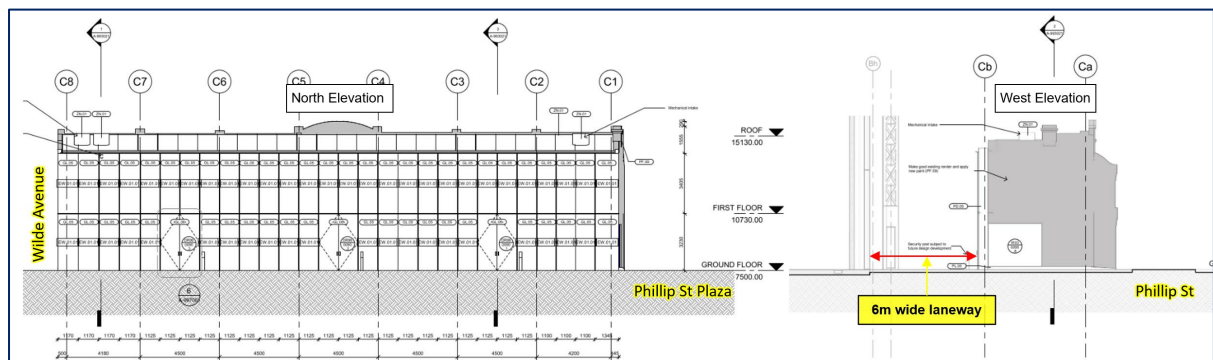


Figure 11 | Northern elevation of St George's Terrace (left) and western laneway elevation (right) (Source: Architectural Plans)

The Department has carefully considered the proposal, the DIP report and RtS and is satisfied that the Applicant has explored alternative design options to open up the ground floor Presentation Space 1. While the Department would support additional openings in the southern elevation of Presentation Space 1, it appreciates the need to limit penetrations in the Eastern Building façade so it can provide an immersive, light and climate-controlled flagship presentation space. On this basis, the Department acknowledges the alternative integration designs with additional openings may compromise the ability of the museum to present exhibitions in Presentation Space 1.

Notwithstanding, the Department on balance is satisfied that the proposed design, and use of St George's Terrace integrates and activates the space between St George's Terrace, Presentation Space 1 and Phillip Street, and meets the intent of Condition C3 as:

- the proposed uses will complement and support the broader operation of the museum by providing additional concierge, ticketing, orientation space or additional workshop and exhibition space which connects to the main museum through the ground plane
- it will facilitate improved access to St George's Terrace and surrounding public open space by creating a new, 6 m wide public laneway between the buildings and connecting them to the Phillip Street Plaza and Wilde Avenue
- the extensive use of glazing and new doorways in St George's Terrace will:
 - activate the laneway shared with Presentation Space 1 through the proposed doors
 - provide a strong visual connection from within St George's Terrace out to the laneway and to the Phillip Street Plaza
 - provide street views into the museum space, associated displays or events and through to Presentation Space 1 through the Phillip Street frontage.

On this basis, the Department concludes both the use and design of St George's Terrace appropriately integrate with the approved buildings and public domain on the site and therefore supports the deletion of the requirement for separate approval of the use of St George's Terrace from Condition A6 and the deletion of Condition C3. Conditions are also recommended to incorporate the plans of St George's Terrace into the development consent and update the development's description to identify the additional GFA in the Eastern Building.

5.2 Heritage

St George's Terrace is a locally listed heritage item under the PLEP (1738). The building is a highly modified row of two storey Victorian terraces, converted from residential to commercial and retail use in the 1970s.

The development consent requires the retention of St Georges Terrace, excluding the modern additions to the rear of the building (**Figure 7**).

The proposal seeks approval to remove parts of the original fabric of St George's Terrace and install new features for its adaptive re-use including:

- removal of the ground and level 1 floor slabs, internal walls, roof, partitions, awnings, windows, planter boxes, chimneys and fireplaces, parts of the existing western and eastern elevations and highly modified parts of the building (**Figure 7** and **Figure 11**)
- retention of the southern façade fronting Phillip Street and parts of the eastern and western façades
- construction of a double height internal space with a structural steel frame to interpret the original party wall lines with double height glazing on its northern elevation.

The Applicant provided a Statement of Heritage Impact (SoHI) which assesses the heritage impacts of the proposed works and concludes the removal of identified original fabric is a sympathetic approach to ensure St George's Terrace supports the museum and the retention of the Phillip Street façade will maintain its core heritage significance.

The Applicant considers the partial demolition of the building is required to create a flexible, multi-function space within the Powerhouse Parramatta project and to provide access to the Phillip Street forecourt and Civic Link.

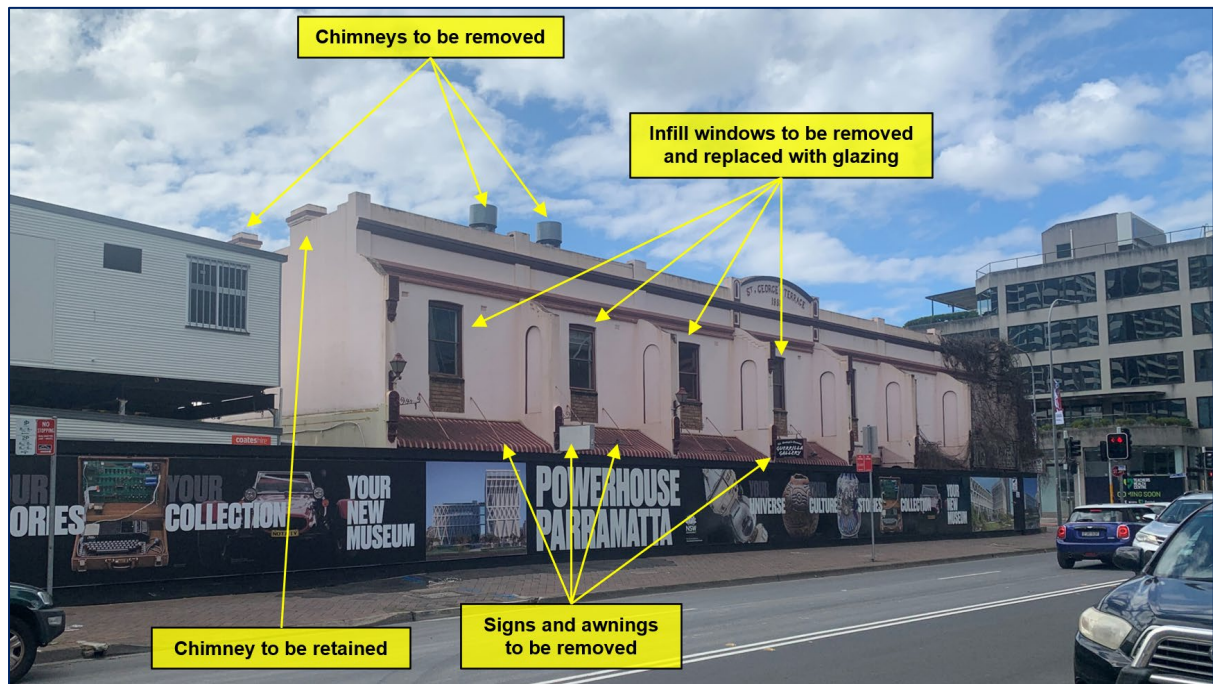


Figure 12 | South elevation of St George's Terrace and elements to be retained and removed
(Source: DPE)

Council raised concerns about the proposed works to St George's Terrace and requested the original proportions of windows, doors, ground and first floor verandahs, awnings and colour scheme be reinstated.

Following the RtS, Council suggested alternative solutions to interpret party walls, chimneys, first floor verandahs and pavement at ground level. This includes reinstating the former residential first floor verandahs from the proposed internal stairwell and providing maintenance access by removing brickwork in the arched outcrops to create a connected area.

In response, the Applicant revised the scope of conservation works to include reinstating the original proportion of windows and doors, restoration of plaster urns, original colour palette and interpretation of ground floor verandahs. However, the Applicant maintains that retaining chimneys in the proposed double height space is not structurally feasible and that it is not appropriate to reconstruct the first floor verandahs as:

- they would be decorative only, noting that the first floor is proposed to be removed to create the proposed double height space, with a structural steel frame, to reflect the proportions of the main museum design

- there is insufficient evidence of the materials and design (columns, balustrades and fringes) to support the reproduction of these elements in accordance with heritage best practice
- it is more appropriate to interpret the first floor verandahs.

The Department has carefully considered the advice provided by Council and acknowledges the desire to maximise conservation and reinstatement of the significant elements of the building including chimneys, internal walls, ground and first floor verandahs. The Department has balanced this against the objectives for the proposal to integrate with and support the function and design of the Powerhouse Parramatta development and also achieve heritage best practice. On balance, the Department is satisfied the proposal will result in a positive heritage outcome as:

- the amended application will provide an improved approach to the interpretation and retain the core heritage significance of St George's Terrace by:
 - retaining the visual setting, original brick work and heritage significance of the southern façade from Phillip Street
 - removing intrusive brick in-fills and reinstating windows and doors with their Victorian era proportions
 - reinstating plaster urns along the Phillip Street frontage to retain heritage detail
 - investigating the levels and interface of the ground floor verandahs on the Phillip Street frontage
 - investigating the original exterior colour palette of St George's Terrace.
- the removal of additional fabric beyond that already approved (including fireplaces, chimneys, internal walls, stairs, ground and first floor slabs, planter boxes, verandah paving, roof, and 1.6 m of the eastern and western façades which have been modified as part of commercial remodelling) is acceptable as it will:
 - allow the creation and use of a flexible programming space as part of museum operations, which will also provide opportunities to interpret former internal fabric proposed to be removed
 - retain the buildings general form, height and external appearance when viewed from Phillip Street
 - provide a larger setback to the new laneway and Presentation Space 1 for new pedestrian connections to Wilde Avenue and the Phillip Street Plaza
 - improve staff and visitor access to, from and within St George's Terrace.
- the Applicant's commitment to interpret the first floor verandahs is an appropriate heritage response as there is no evidence of the materials and design of the original first floor verandahs to inform reconstruction in accordance with heritage best practice.

The Department concludes that the proposed works to St George's Terrace will allow for the creation of a functional and flexible space, while conserving the core heritage significant Phillip Street façade. The proposal also provides opportunities for reinstatement of significant features and the interpretation of internal fireplaces and walls and ground and first floor balconies.

The Department recommends new condition C16A to require details for interpretative elements for chimneys, fire places and party walls (which may include inlays), ground floor verandahs and details of an interpretive element of the first floor verandahs in St George's Terrace to be prepared in consultation with Council, to the satisfaction of the Secretary before the commencement of works to St George's Terrace, except for demolition works proposed by this application.

5.3 Other issues

The Department has assessed other potential impacts associated with the proposal in **Table 3**.

Table 2 | Assessment of other issues

Issue	Findings	Recommendations
Archaeology	<ul style="list-style-type: none"> Works at St George's Terrace will remove the ground floor slab and foundations, which has the potential to uncover relics. Archaeological deposits are currently being excavated and salvaged under the approved historical research design and excavation methodology (HARDEM). The Applicant is also required to notify HNSW if state or locally significant relics are found, in accordance with the approved Construction Environmental Management Plan (CEMP). HNSW supports the approach to manage unexpected finds at St George's Terrace as detailed in the HARDEM which consists of stopping work, demarking an area with a potential relic, recording details of the site and liaison with the program director. HNSW considers any relics of state significance uncovered during salvage works be retained in situ as a preferred management outcome. In response to HNSW advice, the Applicant confirmed any non-Aboriginal relics of state significance discovered on-site would be retained in-situ as a priority. The Department is satisfied potential archaeological impacts with works at St George's Terrace are acceptable as suitable management measures are in place through the existing conditions of consent to handle any unexpected finds. 	No conditions required.
Heritage Interpretation Plan Timing	<ul style="list-style-type: none"> The amended application seeks to defer the requirement for the preparation and approval of the HIP required by Condition C16 from prior to the construction of the museum buildings to within 12 months of the completion of archaeological excavation. This timing change would align the HIP with the completion of archaeological excavations under Condition C50. The Applicant considers the revised timing of the HIP will allow it to respond to and implement any archaeological findings. 	Amend Condition C16 to require the HIP be submitted within 12 months of the completion of archaeological salvage.

Issue	Findings	Recommendations
	<ul style="list-style-type: none"> HNSW raised no concern with the proposed change to the timing of the HIP. The Department considers proposed change to Condition C16 and timing of the HIP is acceptable as it will allow the HIP to draw on archaeological excavation results. 	
Aboriginal cultural heritage	<ul style="list-style-type: none"> HNSW provided advice on consultation with registered Aboriginal parties (RAP) and recommended archaeological monitoring for Aboriginal objects and unexpected finds are in place for the proposed works. The Department has considered HNSW's advice and is satisfied the Aboriginal cultural heritage impacts of the proposal are acceptable as: <ul style="list-style-type: none"> consultation with registered Aboriginal parties was completed prior to the determination of SSD-10416. the development has an existing unexpected finds protocol and management measures to handle any discovered relics during excavation as part of its CEMP, required by existing Condition C35. existing conditions require the Applicant to prepare an Aboriginal Cultural Heritage Management Plan (Condition C46) and a long term management plan in consultation with RAPs and HNSW. 	No additional conditions required.
Wind impacts	<ul style="list-style-type: none"> The Applicant provided an updated wind assessment to consider wind speed and amenity along the St George's Terrace laneway. The wind conditions for the original development are suitable for pedestrian sitting and standing. The assessment considers the retention of St George's Terrace would have minimal impact on wind conditions and would remain suitable for pedestrian activity. The Department is satisfied the proposed works would result in wind conditions that are amenable for sitting and standing around St George's Terrace and the proposed laneway as the footprint of St George's Terrace remains generally consistent with the existing demolition works and would not influence the flow characteristics of the main museum buildings. 	No conditions required.
CPTED and public safety	<ul style="list-style-type: none"> St George's Terrace would be accessed from three sets of doors along its northern elevation leading out to the laneway shared with Presentation Space 1. The laneway would be open to the public 24 hours a day, 7 days a week. The Applicant provided an updated Crime Prevention Through Environmental Design (CPTED) statement which considers how the proposed works to St George's Terrace and the laneway between Presentation Space 1 meet the CPTED principles of surveillance, lighting/technical supervision, territorial reinforcement, maintenance, space management and access control and design. The CPTED assessment concludes that the area around St Georges Terrace would be categorised as a low crime risk, 	Amend Condition C10 to incorporate the recommendations in the addendum CPTED report.

Issue	Findings	Recommendations
	<p>subject to recommendations, including maintain clutter free faces, secure building access, security patrols, consideration of bollard/barrier to prevent vehicle access to the laneway, lighting and CCTV.</p> <ul style="list-style-type: none"> • The Department has considered the Applicant's CPTED assessment and is satisfied the proposal adequately addresses CPTED principles as: <ul style="list-style-type: none"> ○ the site is in a busy area with high levels of pedestrian and vehicular traffic and is surrounded by multi storey towers with active street frontages ○ the extensive use of glazing will provide clear sightlines through the space ○ a CCTV network would be installed at the entrances near St George's Terrace and Presentation Space 1 ○ areas around the building entrances will be well lit ○ the laneway would remain open to the public on a 24 hour a day, seven day a week basis ○ existing Condition C10 requires the detailed design of the development to demonstrate the implementation of CPTED recommendations. • The Department recommends Condition C10 is amended to incorporate the recommendations of the addendum CPTED assessment to ensure the recommendations are included in the detailed design phase. 	

6 Evaluation

The Department has reviewed the proposed modification and supporting information in accordance with the relevant requirements of the EP&A Act. The Department's assessment concludes the proposed modifications are acceptable as:

- the development as proposed to be modified is substantially the same development as was originally approved
- the proposed changes to the rooftop of the Eastern Building would not result in any additional visual or overshadowing impacts and continues to comply with the height and floor space controls for the site
- the expanded rooftop pavilion on the Eastern Building maintains design integrity and design excellence and would allow the space to be used for a wide range of functions
- the proposed demolition and fit-out works to St George's Terrace will allow the local heritage item to be interpreted as part of the overall Powerhouse Parramatta project, subject to a revised Condition C16 and new Condition C16A
- the proposed uses within St George's Terrace are permissible with consent and would be ancillary to the main museum complex, provide for the activation of Phillip Street and the laneway and integrate with the adjacent Eastern Building and Phillip Street required by existing Conditions A6 (use and fit out) and C3 (integration)
- the proposal would not disturb any additional area beyond the site and measures are in place to mitigate and manage heritage impacts associated with the fit-out and use of St George's Terrace.

Consequently, the Department considers the modification is in the public interest and should be approved, subject to the recommended modified conditions of consent.

7 Recommendation

It is recommended that the Team Leader, Key Sites Assessments, as delegate of the Minister for Planning and Public Spaces:

- **considers** the findings and recommendations of this report
- **determines** that the application SSD-10416 MOD 1 falls within the scope of section 4.55(1A) of the EP&A Act
- **accepts and adopts** all of the findings and recommendations in this report as the reasons for making the decision to approve the modification
- **agrees** with the key reasons for approval listed in the draft notice of decision
- **modify** the consent SSD-10416
- **signs** the attached approval of the modification (**Appendix C**).

Prepared by:



Thomas Piovesan
Senior Planner
Key Sites Assessments

Recommended by:



David Glasgow
Principal Planner
Key Sites Assessments

8 Determination

The recommendation is **Adopted / Not adopted** by:



17/8/2022

Amy Watson

Team Leader

Key Sites Assessments

as delegate of the Minister for Planning

Appendices

Appendix A – List of referenced documents

The following documents and supporting information to this assessment report can be found on the Major Project's website as follows:

- Modification Report
- Response to Submissions
- Submissions
- SSD-10416 MOD 1: <https://www.planningportal.nsw.gov.au/major-projects/projects/mod-1-st-georges-terrace-and-eastern-roof-area>

Appendix B – Statutory considerations

To satisfy the requirements of the EP&A Act, the Department's assessment of the proposed modification has given detailed assessment to a number of statutory requirements. These include:

- The matters under section 4.55(1A) of the EP&A Act
- The matters listed under Section 4.15(1) of the EP&A Act, including applicable EPIs and regulations.

The Department has considered these matters in its assessment of the proposal in **Table 4** and **Table 5**.

Table 3 | Consideration of 4.55(1A) of the EP&A Act

Section 4.55(1A)	Assessment
a) the proposed modification is of minimal environmental impact	<p>Section 5 of this report provides an assessment of the impacts associated with the modification application.</p> <p>The Department is satisfied the proposed changes will have minimal environmental impact as they consist of design refinements to the eastern building that will enhance and facilitate its use, works for the conservation and adaptive re-use of St George's Terrace and subsequent changes to conditions of consent.</p>
b) the development to which the consent as modified relates is substantially the same development for which consent was originally granted and before that consent as originally granted was modified.	<p>The Department is satisfied the proposed modifications would result in the development being substantially the same as the development as that originally approved.</p> <p>This proposal is the first modification application to the development.</p>
c) the application has been notified in accordance with the regulations.	<p>The modification application has been notified in accordance with the EP&A Regulations. Details of the notification are provided in Section 4.1 of this report.</p>

- | | |
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| d) any submission made concerning the proposed modification has been considered. | Details of the submissions received during the notification period are provided at Sections 4.2 and 4.3 of this report. |
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Table 4 | Consideration of the matters listed under Section 4.15(1) of the EP&A Act

Matter	Comment
(a)(i) any environmental planning instrument	The site is zoned B4 Mixed Use and RE1 Public Recreation under the Parramatta LEP 2011. Built form is located within B4 zoned land. The proposed modifications and proposed use of St George's Terrace are consistent with information and education purposes, which are permissible within the B4 zone.
(a)(ii) any proposed instrument	Not applicable.
(a)(iii) any development control plan	Under clause 2.10 of the Planning Systems SEPP, Development Control Plans do not apply to SSD.
(a)(iia) any planning agreement	Not applicable.
(a)(iv) the regulations	The modification application satisfactorily meets the relevant requirements of the <i>Environmental Planning and Assessment Regulations 2021</i> , including the procedures relating to applications (Part 5), notification (Part 5, Division 2), and fees (Part 13 and Schedule 4) (refer to Section 4).
(b) the likely impacts of that development including environmental impacts on both the natural and built environments, and social and economic impacts in the locality,	The Department considers the likely impacts of the proposed modification are acceptable and have been appropriately addressed (refer to Section 5 of this report).
(c) the suitability of the site for the development	The site remains suitable for the development as proposed to be modified.
(d) any submissions	The Department has considered the submissions received (refer to Sections 4 and 5 of this report).
(e) the public interest	The Department considers the proposed modification to be in the public interest.
Reasons given by the consent authority for the grant of the consent that is sought to be modified.	The Department has considered the reasons given by the consent authority for the grant of the consent in its assessment in Section 5 .

Environmental Planning Instruments

To satisfy the requirements of section 4.15(1)(a)(i) of the EP&A Act, the Department has considered the relevant SEPPs as part of its assessment of the proposals and is satisfied that the modifications do not result in any inconsistency with them. Note that many old SEPPs have been consolidated into the new SEPPs from 1 March 2022. Most existing provisions in each old SEPP has been transferred as chapters with no policy changes. The following EPIs are relevant to the application:

- *State Environmental Planning Policy (Planning Systems) 2021*
- *State Environmental Planning Policy (Transport and Infrastructure) 2021*
- *State Environmental Planning Policy (Resilience and Hazards) 2021*
- *State Environmental Planning Policy (Biodiversity and Conservation) 2021*
- *Draft State Environment Planning Policy (Environment) (Draft Environment SEPP)*
- *Parramatta Local Environmental Plan 2011*

The Department undertook a comprehensive assessment of the application against the relevant EPIs (as they formerly existed) in its original assessment for SSD-10416. The Department has considered the above EPIs and is satisfied the modifications do not result in any inconsistency with these EPIs.

The Department has considered design excellence under the PLEP in **Table 6** below.

Table 5 | Consideration of clause 7.1 under the Parramatta LEP 2011

Assessment Criteria	Comments
(a) whether a high standard of architectural design, materials and detailing appropriate to the building type and location will be achieved	<p>The Department is satisfied the design and materials of the changes to the rooftop of the Eastern Building are consistent with the approved finishes of the overall development and will maintain design excellence of the overall museum complex.</p> <p>The Department is also satisfied the conservation and adaptive re-use of St George's Terrace provides a balanced outcome with appropriate conservation and reinstatement of significant features and a modern glazed rear façade which will present an integrated interface between Presentation Space 1, the laneway and Phillip Street Plaza.</p>
(b) whether the form and external appearance of the proposed development will improve the quality and amenity of the public domain	<p>The proposal will provide an expanded, publicly accessible rooftop pavilion for improved amenity for staff and visitors. The form of the expanded pavilion is consistent with the roof treatment of the approved western building.</p> <p>The Department considers the retained external façade and treatment of St George's Terrace will improve the visual connections to the main museum complex and the Phillip Street Plaza, and additional interpretation details will be confirmed as part of the HIP under existing Condition C16.</p>
(c) whether the proposed development detrimentally impacts on view corridors	<p>The proposed changes to the development would not impact on view corridors. The extensive use of glazing at St George's Terrace will improve sightlines from Phillip Street to the Museum and Phillip Street Plaza. Furthermore, the proposed laneway will create clear sightlines between Wilde Avenue and the Phillip Street Plaza.</p>
(d) whether the development detrimentally impacts on any land protected by solar access controls established in the <i>Parramatta Development Control Plan</i>	<p>The proposed changes to the development would not result in any additional overshadowing impacts.</p>
(e) the requirements of the <i>Parramatta Development Control Plan</i> ,	<p>Under clause 2.10 of the Planning Systems SEPP, Development Control Plans do not apply to SSD</p>

(f) how the development addresses the following matters— (i) the suitability of the land for development,	The land remains suitable for the museum.
(ii) existing and proposed uses and use mix,	<p>The proposed changes at the roof of the Eastern Building would support the approved uses of the Powerhouse Parramatta Project.</p> <p>The adaptive use of St George's Terrace remains consistent with the sites B4 Mixed Use zone and would provide ancillary program, concierge, education and display and ticketing uses that would support the uses of the main museum complex (refer Section 5).</p>
(iii) heritage issues and streetscape constraints,	<p>The application seeks to include details for the retention and adaptive re-use of St George's Terrace contemplated as part of the original development.</p> <p>The proposal focuses on the southern, eastern and western facades and seeks to remove brick infill areas, internal party walls, chimneys and fire places, reinstate window and door openings within their historic proportions and retain verandah supports and plaster urns (refer Section 5.2). Further details on ground floor verandahs and interpretation of internal elements will be developed in consultation with Council.</p>
(iv) the relationship of the development with other development (existing or proposed) on the same site or on neighbouring sites in terms of separation, setbacks, amenity and urban form,	<p>The proposed changes to the rooftop of the Eastern Building would not impact proposed buildings on-site or existing or proposed development on neighbouring sites.</p> <p>The proposed changes to St George's Terrace would not impact development on neighbouring sites. The proposed treatment of the northern elevation integrates St George's Terrace with Presentation Space 1 of the main museum complex.</p>
(v) the bulk, massing and modulation of buildings,	The proposed expansion of the Eastern Building rooftop pavilion is consistent with the bulk and massing of the approved development.
(vi) street frontage heights,	The proposal would maintain street frontage heights that are consistent with the frontage heights of the approved development.
(vii) environmental impacts, such as sustainable design, overshadowing and solar access, visual and acoustic privacy, noise, wind and reflectivity,	The proposed changes would not result in any additional overshadowing, acoustic, reflectivity or solar access impacts beyond those already approved.
(viii) the achievement of the principles of ecologically sustainable development,	The proposal would maintain the ESD initiatives proposed as part of the original development and would therefore continue to achieve the principles of ESD.
(ix) pedestrian, cycle, vehicular and service access and circulation requirements, including the permeability of any pedestrian network,	The proposal would maintain access to, from and within the site and the proposed treatment from Wilde Avenue to the Civic Link will maintain the permeability of the approved pedestrian network. The proposed laneway would be illuminated (refer Section 5)
(x) the impact on, and any proposed improvements to, the public domain,	The proposal seeks to include design detail of the laneway between Presentation Space 1 and St George's Terrace. The 5 m wide space will provide a new public connection through to the Phillip Street Plaza and the Civic Link. The laneway will provide access to St George's Terrace through three pairs of glazed doors and to Presentation Space 1 through a single pair of doors.

Appendix C – Notice of modification

- SSD-10416 MOD 1:
<https://www.planningportal.nsw.gov.au/major-projects/projects/mod-1-st-georges-terrace-and-eastern-roof-area>

Appendix D – Notice of Decision

Table 7 contains a summary of the Department's consideration of the issues raised by Council in its submission.

Table 6 | Department's consideration of community views

Issue	Consideration
<i>Non-Aboriginal Heritage Impact</i> <ul style="list-style-type: none">• Supports the retention of St George's Terrace• Considers additional internal elements and first floor verandahs should be reinstated.	<i>Assessment</i> <ul style="list-style-type: none">• The proposal seeks to partially demolish the locally listed heritage item of St George's Terrace and include details for its adaptive re-use.• The application would remove most of the highly modified internal features and parts of its original fabric and create a large, double height space to support museum operations or serve as a workshop or exhibition space.• The Applicant amended the proposal to include additional conservation measures in response to Council's concerns, including the reinstatement of the original proportions of windows and doors, investigating the original colour palette and interpretation of the verandahs.• The Department is satisfied the heritage impacts of the proposal are acceptable as:<ul style="list-style-type: none">○ the removal of additional original and modified fabric will allow the creation and use of a flexible programming space, including a larger setback for the laneway to integrate it with Presentation Space 1○ the proposal will retain the building's general form, height and external appearance when viewed from Phillip Street○ the proposed works will improve staff and visitor access to, from and within St George's Terrace○ it will facilitate the adaptive re-use of St George's Terrace as part of the Powerhouse Parramatta project○ the Applicant proposes interpretation of St George's Terrace, including details for inlays, party walls, ground and first floor verandahs to be confirmed in consultation with Council○ the interpretation of the first floor verandahs is an appropriate heritage response as there is no evidence of the materials and design of the original first floor verandahs to inform reconstruction in accordance with heritage best practice. <i>Recommended conditions:</i> <ul style="list-style-type: none">• require the details of the interpretation of chimneys, fire places, party walls, ground and first floor verandahs in consultation with Council prior to the commencement of works to St Georges Terrace (excluding demolition)