



Planning &
Infrastructure

**STATE SIGNIFICANT DEVELOPMENT
ASSESSMENT REPORT:
Glebe Island Expo- Sommerville Road,
Glebe Island and White Bay
(SSD 5589_2012)**



Director-General's
Environmental Assessment Report
Section 89H of the
Environmental Planning and Assessment Act 1979

April 2013

ABBREVIATIONS

Applicant	Infrastructure NSW (INSW)
CIV	Capital Investment Value
Department	Department of Planning and Infrastructure
DGRs	Director-General's Requirements
Director-General	Director-General of the Department of Planning and Infrastructure, or his delegate.
EIS	Environmental Impact Statement
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPI	Environmental Planning Instrument
LEP	Local Environmental Plan
MD SEPP	State Environmental Planning Policy (Major Development) 2005
Minister	Minister for Planning and Infrastructure
Regulation	Environmental Planning and Assessment Regulation 2000
RTS	Response to Submissions
SEPP 2011	State Environmental Planning Policy (State and Regional Development) 2011
SEPP	State Environmental Planning Policy
SSD	State Significant Development

Cover Photograph: Sketch prepared by BVN

© Crown copyright 2013

Published April 2013

NSW Department of Planning and Infrastructure

www.planning.nsw.gov.au

Disclaimer:

While every reasonable effort has been made to ensure that this document is correct at the time of publication, the State of New South Wales, its agents and employees, disclaim any and all liability to any person in respect of anything or the consequences of anything done or omitted to be done in reliance upon the whole or any part of this document.

EXECUTIVE SUMMARY

Infrastructure NSW (INSW) proposes the construction of a temporary exhibition facility and associated works (hereafter referred to as "Glebe Island Expo") to operate for a four (4) year period at Sommerville Road, Glebe Island and White Bay.

INSW has advised that the construction of Glebe Island Expo is essential to retain all scheduled events, including trade fairs and public exhibitions, within NSW during the planned re-development of the Sydney International Convention and Exhibition Centre (SICEEP) at Darling Harbour. The establishment of Glebe Island Expo is estimated to retain some \$100 million worth of events in NSW.

The Glebe Island Expo is proposed to operate for approximately 120 days annually (41 exhibitions). Approximately 75% of the events are expected to have attendance levels of less than 10,000 visitors, with 46% of events having attendance of 5,000 or less visitors. Trade events will comprise approximately 57% of all exhibitions. The remainder of the events will be open to the public. The largest scheduled event is the Sydney International Boat Show, which has an anticipated attendance of 70,000 visitors over a 5-day duration. The exhibition pavilion also incorporates a function and reception centre which may be used separately or in conjunction with the exhibition space.

The proposal for the Glebe Island Expo is a contemporary exhibition space within pavilion style structures containing two exhibition halls which can be used concurrently or separately. A maximum of 1,000 car parking spaces are proposed to be provided for any event within a number of potential car parking areas within Glebe Island and White Bay. The availability of the car parking will depend on Sydney Ports requirements at the time and will vary for each event. The proposal also includes the construction of a dedicated ferry wharf and a new link road to provide access to Robert Street from the site. The Transport Management Strategy prioritises that visitors use charter bus and ferry services to the site.

In accordance with section 89F of the EP&A Act and clause 83 of the Regulation, the application was exhibited and notified to surrounding landowners and relevant public authorities for consideration. The department received forty-four (44) submissions during the statutory exhibition period for the application. The submissions comprise: seven (7) submissions from public agencies, one (1) submission each from the City of Sydney and Leichhardt Council and thirty-five (35) public submissions. Twenty (20) of the public submissions objected to the proposal. The key issues raised in submissions relate to traffic, access, noise, lighting and operational impacts.

In addition to the above, thirty-nine (39) late submissions were received from members of the public, prior to, and after, the response to submissions being received. Five (5) submissions were received from public authorities on the response to submissions.

In accordance with the section 89D of *The Environmental Planning and Assessment Act 1979*, the Minister is the consent authority for State significant development.

The department acknowledges that potential noise and traffic impacts associated with the proposal have the potential to result in adverse amenity impacts on the neighbouring residential areas of Pyrmont, Balmain, Rozelle and Glebe. However, the department is satisfied that given the Glebe Island Expo is proposed to operate on an infrequent and temporary basis, and given that typical events are under 10,000 visitors, that appropriate management and mitigation measures can be employed to ensure impacts are minimised to satisfactory levels. The department also acknowledges that the site is conveniently located to complement existing event and hospitality related services in the Sydney CBD, and furthermore, that the use can be carried out without impacting the ongoing operations of Sydney Ports and the long-term planning of the Bays Precinct.

1.0 BACKGROUND

1.1 Site Description

The proposal is predominantly located on the site known as 'Glebe Island', a flat wharfage site. This site is owned and operated by Sydney Ports and has been used for industrial purposes since the 1830's. Johnstons Bay and White Bay form the eastern and western boundaries of the site, respectively, as illustrated in **Figure 1** below. The site is located in the Leichhardt Local Government Area.

The site comprises land within the ownership of several authorities, including Sydney Ports, Sydney Harbour Foreshore Authority (SHFA) and Road & Maritime Services (RMS). The application is supported by landowner's consent from each authority.

The site is predominantly located at an elevation of between 0m and 10m above the Australian Height Datum (AHD). The component of the site on Glebe Island, where the Glebe Island Expo is to be located, is relatively level with reduced levels of between 3.0m (AHD) and 4.5m (AHD). The site is entirely sealed by a concrete and bituminous pavement. A number of existing tower lights, electrical substations and water pumping stations are also located on the site. There is no vegetation on the site.

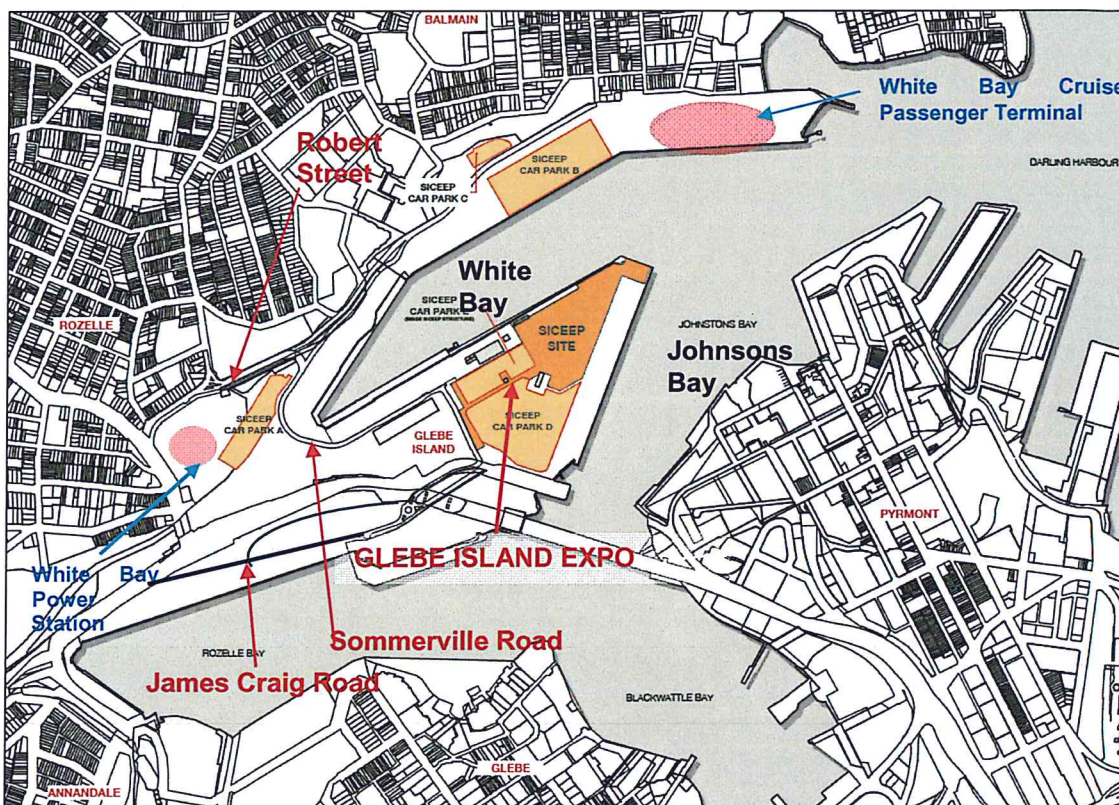


Figure 1: Project Location

The remaining components of the site, being those areas where car parking is proposed, largely comprises existing sealed surfaces (**Figures 2 & 3**). Some minor surface repair work will be required to make good these areas prior to use.

The site is accessed via James Craig Road from the south-west which is accessed directly off The City West Link. There is currently no direct access to the site via Robert Street.



Figure 2: The southern part of the site looking east towards Jacksons Landing, Pyrmont



Figure 3: The northern part of the site looking north towards White Bay, Pyrmont

1.2 Surrounding land uses

The site is predominantly surrounded by the urbanised areas of Balmain to the north, Rozelle to the west and Pyrmont to the east. These areas largely comprise a mix of residential and mixed use development. These sites are physically separated from the site by White Bay and Johnsons Bay. The White Bay Power Station is located to the south-west of the site.

The new White Bay Cruise Passenger Terminal is located at White Bay Wharves 4 and 5, directly to the north of the site on the southern arm of the Balmain Peninsula. This project is now operational.

The site proposed for the Glebe Island Expo facility will be shared with existing Port operations. Glebe Island is currently a port for dry bulk terminals that require a land/water interface for bulk products including gypsum, sugar, salt and cement imports. The department understands that the current leases for Cement Australia, Gypsum Resources Australia and Sugar Australia, key tenants at Glebe Island, do not expire until 2020.

1.3 Key Project Components and Features

Table 1 provides a summary of the development proposal's key components and features (as amended by the applicant's Response to Submissions). The proposed project layout is illustrated in **Figure 4** and an image of the facility is provided in **Figure 5** below.

Table 1: Key Components

Project Summary and features	Description
Development	<ul style="list-style-type: none"> • Construction and use of a new purpose-built temporary exhibition facility comprising: <ul style="list-style-type: none"> ○ 25,000sqm of exhibition space (2 exhibition halls) with a maximum height of 15 metres. Exhibition Hall 1 is approximately 305m x 69m and has a height of 15m. Exhibition Hall 2 is approximately 219m x 47m and has a height of 10.3m. ○ Associated areas including a formal entrance and foyer area, registration/reception area, pre-function space, and public facilities including food and beverage outlets and amenities. ○ A temporary wharf at the northern end of Glebe Island comprising a floating pontoon and gantry walkway. ○ Building signage and advertising signs comprising building identification signage and two (2) billboards to advertise exhibitions. ○ Delineation of internal access road and associated servicing areas in the Glebe Island portion of the site. ○ Construction of a new link road onto Robert Street and a roundabout on Sommerville Road. The proposal seeks to utilise the existing road network comprising James Craig Road and Sommerville Road to access the site. Egress from the site is proposed via the new link road to Robert Street. ○ Car parking for a maximum of 1,000 spaces for each event over five (5) car parking areas.
Use	<ul style="list-style-type: none"> • Use of the site as an exhibition centre, function centre, and a food and drink premises 365-days-a-year. The use of the function and reception area may occur in conjunction with or independently of an exhibition. • The known schedule of events based on the scheduled bookings to-date comprises: <ul style="list-style-type: none"> ○ 41 exhibitions a year (subject to market demand) or approximately 120 days ○ Total event patronage of less than 5,000 visitors to 70,000 visitors (Note: some events such as the Sydney International Boat Show may span up to 5 days). <p><i>Note: development consent is not sought for the use of the facility as an entertainment facility or concert venue.</i></p>
Hours of operation	<ul style="list-style-type: none"> • Exhibitions= 9.00am to 10.00pm • Breakfast Functions= 7.00am to 9.00am • Evening Functions= 6.00pm to 12 midnight <p>The facility is proposed to operate 24 hours/7 days a week for 'bump-in' and 'bump-out' of events.</p>
Term	<ul style="list-style-type: none"> • It is proposed to operate Glebe Island Expo for a temporary period of four (4) year period until end of 30 April 2017. The facility would then be dismantled.
Value [CIV] / Jobs	<ul style="list-style-type: none"> • The project has a capital investment value of \$26 million. • Creation of 26 permanent jobs and casual employment for up to 50 staff on any event day.

The number of known events currently scheduled for Glebe Island Expo comprises 18 public events and 23 trade events. Notwithstanding this, the proposal seeks approval for the facility to operate 365-days-a-year to enable the facility to meet market demand and to accommodate bump-in and bump-out periods.

The estimated profile of visitors for known scheduled events is shown in **Table 2** below.

Table 2: Visitor profile

Total No. of visitors	Number of Events	Percentage of total Events
5,000 visitors or less	19	46
5,000 – 10,000 visitors	11	27
10,000 – 20,000 visitors	3	3
20,000 – 32,000 visitors	6	15
55,000 – 70,000 visitors	2	5

In recognition of the limited vehicular access to the site, and the capacity of the existing road network (James Craig Road, Robert Street and the surrounding local and arterial road network), the application includes a Transport Management Strategy that prioritises that visitors will use charter bus and ferry services to the site. The proposed mode share target for the development is illustrated in **Table 3**. The department notes that for any one event, a maximum of 1000 car parking spaces will be made available, with the location to be determined on an event by event basis with Sydney Ports. Direct access to the exhibition facility from the car parking areas will be managed via a shuttle bus service.

Table 3: Transport mode share

Mode	Weekday		Weekend	
	Typical Event	Peak Event*	Typical Event	Peak Event*
Car	44%	17%	25%	9%
Bus	32%	46%	44%	51%
Ferry	24%	37%	31%	40%

*Peak event greater than 20,000 visitors to the site for the event.

Given the high potential for safety issues, including pedestrian and vehicular conflict, associated with ongoing port operations, Sydney Ports (as landowner) will not permit general public access to the site. This being the case, the proposal does not facilitate general public access to the site and the proposal as lodged, does not provide any pedestrian or cycle access routes (this aspect is discussed further in **Section 4.2.4** of this report).

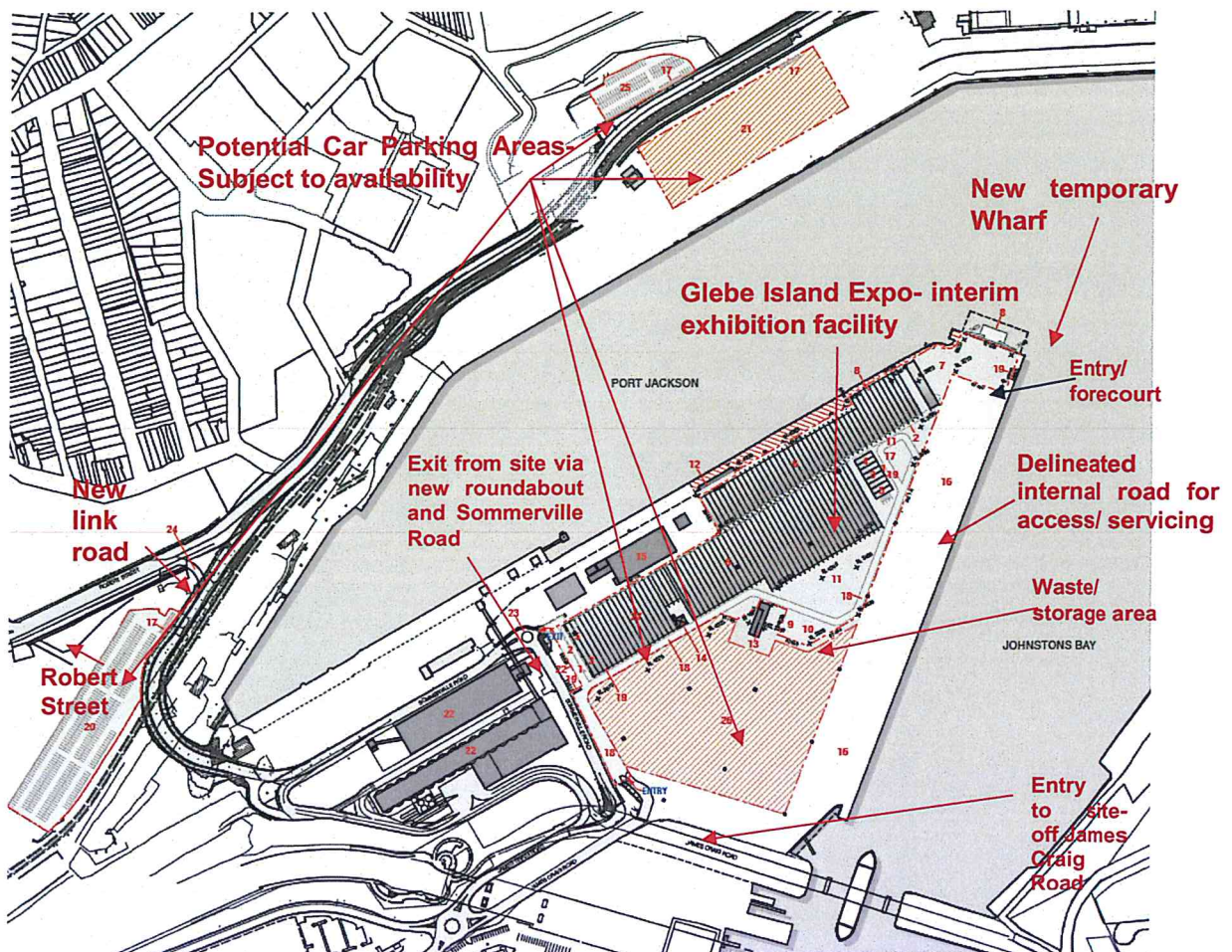


Figure 4: Proposed Layout/Concept Proposal (as submitted with the applicant's Response to Submissions)



Figure 5: Image of Interim Exhibition Facility when viewed from White Bay (Source: Woods Bagot)

2. STATUTORY AND STRATEGIC CONTEXT

2.1 SEPP (State and Regional Development) 2011

The proposal is State significant development pursuant to clause 2 of Schedule 2 of State Environmental Planning Policy (State and Regional Development) 2011 (SEPP 2011) because it is development with a capital investment value (CIV) in excess of \$10 million (i.e. \$26 million) located in the Bays Precinct. Therefore, the Minister for Planning and Infrastructure is the consent authority.

2.2 Consent Authority

On 27 February 2013, the Minister for Planning and Infrastructure delegated responsibility for the determination of State significant development to the Executive Director, Development Assessment Systems and Approvals. The proposal complies with the terms of the delegation as the council has not objected to the proposal, a political disclosure statement has not been made and there were fewer than 25 public submissions in the nature of objections received during the statutory exhibition period for the application. However, due to the level of public interest in this matter, the Minister will determine the application.

2.3 Permissibility and Zoning

The site is located within the Leichhardt local government area and is subject to the provisions of Sydney Regional Environmental Plan No.26 City West (SREP 26). The site is zoned 'Port and Employment' under the provisions of the SREP. Clause 20C of SREP 26 states that only uses that satisfy the zone objectives are permissible in the zone. However, clause 22 of SREP 26 also provides that the consent authority may consent to the temporary use of the land, while the land is not being used for a purpose which is permissible in the zone, if the consent authority is satisfied that:

- *the use will not prejudice the eventual development of the land in accordance with the rest of this plan, and*
- *appropriate arrangements have been made for reinstatement of the site so that it may be used in accordance with the rest of this plan, and*
- *the use will not adversely affect residential amenity and permissible development in accordance with this plan on other sites in the locality.*

Clause 22 of SREP 26 also requires that before granting consent to a temporary development, the consent authority must be satisfied that the development will cease within such time as the consent authority stipulates.

Having regard to these provisions, the department is satisfied that the use will generate employment opportunities and therefore, is consistent with the zone objectives.

In accordance with Part 3, Division 8 of SREP 26, the relevant Master Plan applying to the site is the Glebe Island and White Bay Master Plan (Master Plan). This Master Plan sets out the vision for the continued use of Glebe Island and White Bay as a significant port facility. The department has

considered the Master Plan (refer **Appendix B**) and is satisfied that the proposal is consistent with the key provisions which apply to the site.

Given the temporary nature of the proposal, the department is satisfied that the proposal will not prejudice the future development of the land. The use of the site as a temporary exhibition facility can be regulated through appropriate conditions of consent to ensure that the amenity of the locality is not adversely affected. On this basis, the department is satisfied that the temporary use of the site is consistent with the provisions of SREP 26 and on cessation of the use, the site can revert back to port related activities.

2.4 Environmental Planning Instruments (EPIs)

The department's consideration of relevant EPIs (including SEPPs) is provided in **Appendix B**. These include the State Environmental Planning Policy (Major Development) 2005 (SEPP 2005), State Environmental Planning Policy (State & Regional Development) 2011 (SEPP 2011), State Environmental Planning Policy No.55 (Remediation of Land) 2005 (SEPP 55), Sydney Regional Environmental Plan No.26- City West (SREP 26), Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (SREP 2005), State Environmental Planning Policy No.64- Advertising and Signage (SEPP 64), State Environmental Planning Policy Temporary Structures 2007 (SEPP 2007) and the Glebe Island and White Bay Master Plan. The proposal complies with the provisions of these instruments.

2.5 Objects of the EP&A Act

Decisions made under the EP&A Act must have regard to the objects of the EP&A Act, as set out in section 5 of the EP&A Act. The department considers that the proposal is consistent with the objects of the EP&A Act for the following reasons:

- it will provide social and economic benefits to the community;
- it represents the orderly and economic use of public land, albeit for a temporary period;
- it provides essential public services and infrastructure; and
- it is proposed to be constructed in an ecologically sustainable manner.

2.6 Ecologically Sustainable Development

The EP&A Act adopts the definition of Ecologically Sustainable Development (ESD) found in the *Protection of the Environment Administration Act 1991*. Section 6(2) of that Act states that ESD requires the effective integration of economic and environmental considerations in decision-making processes.

The department has considered the project in relation to the ESD principles. The Precautionary and Inter-generational Equity Principles have been applied in the decision making process via a thorough and rigorous assessment of the environmental impacts of the project.

The proposal is considered to be consistent with ESD principles as described in section 4.20 of the applicant's EIS, which has been prepared in accordance with the requirements of Schedule 2 of the Regulation.

2.8 Environmental Planning and Assessment Regulation 2000

Subject to any other references to compliance with the Regulation cited in this report, the requirements for Notification (Part 6, Division 6) and Fees (Part 15, Division 1AA) have been complied with. The submissions received as a result of notification are detailed in **section 3.0** of this assessment report.

2.9 Strategic Context

The department considers that the proposal is consistent with and/or supports the following local/state/regional strategies:

- Key policy commitments of *NSW 2021*, including the following:
 - to increase investment in infrastructure;
 - to increase employment opportunities; and
 - to stimulate the growth of critical industries that will support the growth of NSW.
- The strategic direction of the draft *Metropolitan Plan for Sydney to 2031* and current *Metropolitan Plan for Sydney 2036*, including the following:
 - its contribution to the provision of social infrastructure within the region;
 - strengthen Sydney's role as a globally competitive city;
 - increased employment opportunities; and

- assist in the growth of investment and strengthening links to NSW Regional cities, Australian Capital cities and South East Asia.
- The proposal will assist in meeting the aims and key actions in the *draft Inner West Subregional Strategy* in that it will ensure investment in infrastructure within the region, and will provide an opportunity for the revitalisation of Glebe Island (albeit in the short term) which is identified as strategic employment land in the Strategy. The proposal will not comprise the ongoing use of Glebe Island as an important commercial maritime precinct. Furthermore, and given the proposal is for the temporary use of the site, it will not jeopardise the preparation/implementation of the Bays Precinct Master Plan.
- In May 2011, the Minister for Planning and Infrastructure announced the reconvening of the Bays Precinct Taskforce to provide the NSW Government with strategic advice on the land use issues within the Precinct and a framework for guiding the future land use planning of the precinct. Subsequently, the 'The Bays Precinct Strategic Framework' Report was submitted to the NSW Cabinet in 2012, and on the 4 February 2013, the NSW Cabinet endorsed a strategic framework prepared by the Bays Precinct Taskforce. Of relevance to this proposal, the government is committed to maintaining port operations in the short term and the temporary nature of the proposal will not affect port operations, nor restrict the desired land use of the site in the future.

2.9 Director-General's Requirements

Section 1.3 of the applicant's EIS addresses compliance with the Director-General's Requirements. The department is satisfied that these matters have been adequately addressed in the EIS. In conjunction with the applicant's Response to Submissions, the EIS has allowed for the thorough consideration and assessment of the proposal for determination purposes.

3. EXHIBITION CONSULTATION AND SUBMISSIONS

3.1 Exhibition

In accordance with section 89F of the EP&A Act and clause 83 of the Regulation, the Director-General has made the application and accompanying information publicly available for at least 30 days following the date of first publication, in accordance with the Regulation and the department's policy, as detailed in **Table 4** below.

Table 4: Exhibition Details

Exhibition/Notification	Medium	Dates
Publicly exhibited	DP&I's Information Centre, City of Sydney's One Stop Shop and Leichhardt Council's Administration Centre.	15 November 2012 to 14 December 2012
Newspaper notice	Sydney Morning Herald Daily Telegraph	Published 14 November 2012
Written notices to	Adjoining landholders Relevant public agencies, and City of Sydney and Leichhardt Council.	Dated 13 November 2012 Dated 13 November 2012

The department received forty-four (44) submissions during the statutory exhibition of the application, as detailed in **Table 5** below. Thirty-nine (29) late submissions were received outside the statutory exhibition period from members of the public.

Table 5: Exhibition Details

Submission Type	Number of submissions
Public submissions received during statutory exhibition period	35 submissions comprising: <ul style="list-style-type: none"> • 13 providing comments • 20 objections • 2 in support
Agency submissions	7 submissions- Sydney Water, Transport for NSW (2 x submissions), Sydney Harbour Foreshore Authority, Environmental Protection Authority, Department of Primary Industries and Sydney Ports.
Council submissions	2 submissions - City of Sydney and Leichhardt Council
Late submissions	39 submissions

A summary of the issues raised in submissions is provided below.

3.2 Public Authority Consultation and Submissions

Nine (9) submissions were received from public authorities, as detailed below in **Table 6**. No submissions were in the form of objections, however a number of submissions have raised environmental and amenity issues and have suggested either conditions or mitigation measures to ameliorate potential impacts.

Table 6: Public Authority Submissions

Agency	Comments
City of Sydney	<ul style="list-style-type: none"> • Supports the temporary use subject to the following: <ul style="list-style-type: none"> ○ Noise management in relation to functions and exhibition uses including loading and unloading associated with events; ○ Control of light spill from temporary uses; ○ Traffic management including the use of a dedicated port road; ○ Access for workers and attendees to events; and ○ Public transport availability. • Funds should be allocated to restore the functionality of the Glebe Island Bridge to provide direct pedestrian and cycle access.
Leichhardt Council	<ul style="list-style-type: none"> • Leichhardt Council is supportive of the ongoing active port and employment use of Glebe Island and White Bay. • Council recognises that the proposal is an interim use for a maximum of 4 years and accepts and supports the general concept on the basis that the area of Glebe Island proposed to be occupied will be returned to the primary port use following cessation of the interim use. • Council has raised the following key matters which it recommends should be further considered prior to the determination of the application or addressed by condition, as relevant: <ul style="list-style-type: none"> ○ The practical integration of the facility with the local business, artistic and resident community in order that the local economy and the Leichhardt LGA is also an economic beneficiary; ○ Deletion of the proposed road link to Robert Street; ○ James Craig Road should be used for all vehicular access and egress to the facility; ○ Further analysis is required of the transport, traffic and car parking impacts of the development and update of transport and traffic management plans in response; ○ Suitable hours of operation for events and functions need to be applied; ○ Event management plans and other necessary management plans are needed to ensure the safe, secure and successful operation of the facility; ○ Details are needed to eliminate unacceptable light spill impacts including from signage/billboards on nearby residential properties; ○ Details are needed of the use of the waterway surrounding the site for the display and storage of boats during the Sydney International Boat Show; ○ Ongoing community engagement and communication protocols need to be established; and ○ The use of Glebe Island Bridge as a potential pedestrian and bicycle link for the site should be explored. • Council has also advised that the DA does not adequately address the following matters: <ul style="list-style-type: none"> ○ Event management; ○ The ability of patrons to use existing public transport to access the site, such as buses on Victoria Road; and ○ Potential for noise disturbance given the proximity of residential properties in Rozelle and Balmain.

Sydney Water	<ul style="list-style-type: none"> • A drinking water main and wastewater main is available for connection, however adjustments may be required. • Objects to the enclosure of the wastewater pumping station (SP0071). The building envelope should be adjusted to prevent enclosure alternatively, a number of requirements are listed including to maintain access and ventilation and mitigation of noise and odour. • Sydney Water's requirements in relation to tradewaste and a section 73 certificate are provided.
Transport for NSW (includes RMS)	<ul style="list-style-type: none"> • No objection is raised to the proposal subject to the applicant addressing a number of matters, including the following: <ul style="list-style-type: none"> ○ CCTV should be installed at the signalised intersection of The Crescent and James Craig Road to enable the NSW Transport Management Centre to monitor traffic conditions; ○ All events will require the preparation of a detailed Transport Management Plan and associated Traffic Control Plan; ○ A Special Events Management Plan should be prepared for major events; ○ Consideration should be given to a dynamic (electronic) parking guidance information system to maximise the efficiency of the proposed car parks; ○ The applicant is to demonstrate that there is sufficient physical capacity for buses and customers at Central Station and Glebe Island for charter bus pick-up, set-down and layover; and ○ The applicant is to demonstrate that there is sufficient physical capacity for ferries and customers at Circular Quay, Darling Harbour and Glebe Island for charter ferry pick-up, set-down and berthing.
Transport for NSW (Office of Boating Safety and Maritime Affairs)	<ul style="list-style-type: none"> • No objection is raised to the proposal. • OBSMA suggests that car park A is in an area which may be suitable for short to medium-term recreational boating uses in support of the Government Policy commitment to increase access to the waterway.
Environmental Protection Authority (EPA)	<ul style="list-style-type: none"> • No objection is raised to the proposal. • Conditions are recommended to address a number of environmental concerns, including potential water quality and noise impacts related to construction and operation. • The construction and operation hours (including bump-in/bump-out) to be restricted to the standard hours set out in the Interim Construction Noise Policy (EPA 2000). • A Contamination Management Plan and an Acid Sulphate Soil Management Plan should be prepared for activities which will penetrate the hardstand material. • An assessment of the contamination status of sediment during the construction of the temporary wharf/pontoon is to be undertaken and appropriate measures employed to minimise any impacts from disturbance of contaminated sediment. • Recommends that a Community Engagement and Consultation Plan be prepared.
Sydney Harbour Foreshore Authority (SHFA)	<ul style="list-style-type: none"> • SHFA acknowledges its support for the interim exhibition facility and of the strategic importance of the Bay Precinct and has requested that further consideration be given to the following to ensure that the short-medium term impacts of the interim facility are carefully managed: <ul style="list-style-type: none"> ○ Impacts on the future use of the White Bay power station; ○ Traffic and parking impacts on the local road network during typical and peak scenarios; ○ Feasibility of multiple ferries docking at peak periods; ○ Provisions for pedestrian and cycle access to the site, including utilisation of existing ramps from the Anzac Bridge to James Craig Drive; and ○ More detailed information is to be provided on the future capacity of the existing water and wastewater systems and any mitigation works which might be required to accommodate the additional demand.

Department of Primary Industries (DPI)	<u>Fisheries NSW</u> <ul style="list-style-type: none"> • Raises no objection to the proposal. • The mitigation measures detailed in the EIS relating to 'Aquatic Ecology' and the 'Construction and Environmental Management Plan' should be implemented in order to minimise impacts on the aquatic environment. <u>NSW Office of Water</u> <ul style="list-style-type: none"> • There are likely to be no significant impacts to groundwater and riparian land. • Should the development require excavation and the existing hardstand area be disturbed, sufficient detail needs to be provided to assess the potential impact on groundwater. • If groundwater is intercepted as part of the project and dewatering is required, the Office of Water is to be consulted in relation to its groundwater assessment requirements and licensing requirements.
Sydney Ports	<ul style="list-style-type: none"> • The final layout of the facility is yet to be resolved with Sydney Ports. • General pedestrian and cycle access to the site is considered unsafe within the existing port environment and will not be permitted. • All drop-off and pick-up locations for charter buses must be confined wholly within the site boundaries. • The Traffic Assessment does not adequately assess the impact of the facility on the internal traffic flow within Glebe Island (i.e. on existing port traffic). • Final car parking locations will be subject to future approval of Sydney Ports (as land owner). • Electrical sub-station No.5 is the only sub-station available for use, not sub-station No.2.

3.3 Public Submissions

A total of thirty-five (35) public submissions were received during the statutory exhibition period for the application, comprising:

- 13 submissions providing general comments on the proposal,
- 20 submissions objecting to the proposal; and
- 2 submission offering support for the proposal.

The department also notes that prior to, and after, the receipt of the applicant's RTS, a further thirty-nine (39) submissions were received from members of the public. Refer to further discussion below in Section 3.4 below.

Key issues raised in the public submissions are listed in **Table 7**. Copies of the submissions are provided at **Attachment D**.

Table 7: Public Submissions- Summary of Key Issues

KEY ISSUES	Summary of key issues raised in submissions	Department comment
Location	<ul style="list-style-type: none"> - Glebe Island is an inappropriate location. - Glebe Island is not set up to cater for large events/patrons. - The use of the site as a temporary facility will become permanent. 	<p>The department considers that given the use of the site is infrequent and for a temporary period, appropriate management and mitigation measures can be employed to ensure the impacts to the surrounding areas are minimised. Such measures include the use of an integrated ticketing system to encourage the public to use charter bus and ferry services to the site.</p>
Visual Impact	<ul style="list-style-type: none"> - The proposal will have an adverse visual impact. 	<p>The department considers that the form of the development is appropriate given its temporary nature and its limited height. Landscape planting is proposed to assist in screening the eastern edge/back of house areas.</p>
Traffic	<ul style="list-style-type: none"> - Traffic congestion is already major problem in the area and this proposal will further exacerbate existing traffic 	<p>The department has given detailed consideration to the potential traffic impacts associated with the proposal. The</p>

	<ul style="list-style-type: none"> - problems. - Traffic analysis is flawed and differs substantially from CPT proposal and is not representative of the daily congestion. - The cumulative traffic impact of other development in the area needs to be fully assessed. - The traffic management strategy has not adequately assessed the existing port, bulk storage and distribution uses at Glebe Island. - The proposal will result in loss of local on-street parking. - Modal split is flawed and the assumption that patrons will use public transport and shuttle services is flawed. - A strategic traffic approach is required to resolve the traffic issues in the area. 	<p>department is satisfied that sufficient modelling and technical analysis of the traffic impacts (including cumulative impacts associated with concurrent surrounding land uses) has been undertaken. Furthermore, RMS has advised that subject to conditions, the proposal is acceptable. Notwithstanding this, the department does not consider the sole use of the Robert Street exit outside of the morning peak period to be acceptable due to potential adverse traffic impacts. In this regard, the facility will be required to use the Robert Street exit as well as the James Craig Road exit outside of the morning peak period. This will alleviate pressure on Robert Street and ensure the traffic is evenly spread (see Section 4.2.3).</p>
Access	<ul style="list-style-type: none"> - Pedestrian and cycle access should be provided to the site. - Glebe Island Bridge should be re-opened. - The ferry service should be made available to the general public. - Access to the site should be complemented by access to Glebe Island through the portals of the Victoria Road Bridge. - Light rail access should be considered. 	<p>Access to the site by pedestrians and cyclists will not be permitted by Sydney Ports for safety and security reasons and this position is supported by the department. The re-opening of the Glebe Island Bridge and extension of the light rail is beyond the scope of this project (see Section 4.2.4).</p>
Noise	<ul style="list-style-type: none"> - Noise impacts from traffic on quiet surrounding streets. - Noise and vibration from general use of facility. - Traffic noise from the operation of the Cruise Passenger Terminal and the proposal will exceed what is acceptable. 	<p>Noise impacts have been fully considered by the department and the EPA. Conditions have been imposed to require compliance with project specific noise limits determined by the EPA.</p> <p>The applicant will be required to submit a Compliance Summary Report on a regular basis to demonstrate compliance with the operational noise limits (see Section 4.2.2).</p>
Lighting	<ul style="list-style-type: none"> - Significant light pollution will result from the use of the existing lighting towers. - The light spill will adversely affect neighbouring residential areas. 	<p>The proposal will not include the use of the existing port tower lighting and all project specific lighting is to comply with AS/NZ11158.3:1999 Pedestrian Area (Category P) Lighting and AS4284: 1997 Control of Obtrusive Effects of Outdoor Lighting (see Section 4.2.2).</p>
Security and Safety	<ul style="list-style-type: none"> - The security and safety of employees in the area and the public – additional pedestrian control measures and will be required. - General pedestrian and safety concerns associated with truck movements from existing port operations. 	<p>A security management plan will be prepared prior to the operation of the facility. A condition of consent is recommended to address this matter.</p>
Communication Strategy	<ul style="list-style-type: none"> - Residents of Glebe Island should be included in the communication strategy. - Residents should be advised of upcoming events and this information should be available on a website. The strategy should provide for complaints handling and feedback. 	<p>A condition of consent is recommended to require the preparation of a community communications strategy. This strategy is to include a website for the regular dissemination of information and provision of community complaints, complaints handling, and inquiries (see Section 4.2.8).</p>

Other issues	<ul style="list-style-type: none"> - The proposal will have an adverse impact on heritage value of the area. - The development will result in loss of habitat for seagulls. - The proposal will result in adverse construction noise and vibration. 	<ul style="list-style-type: none"> - The department is satisfied the proposal is unlikely to result in significant impacts to neighbouring heritage items. Refer discussion in section 4.2.6 of this report. - The proposal will have limited impact on the foreshore habitat of the seagull. - The department notes that limited construction is associated with the pavilion style exhibition halls (see Section 4.2.7).
---------------------	--	---

The department has fully considered the issues raised in submissions in its assessment of the project. As relevant, the matters raised are considered in detail in **Section 4.0** below.

3.4 Applicant's Response to Submissions

APP Corporation on behalf of INSW provided a response to the issues raised in the submissions (RTS) on 18 February 2013. A number of amendments have been incorporated into the project, including to the design of the exhibition halls and the general site layout.

The key design changes in the RTS are summarised below:

- Reconfiguration of the proposed pavilion style structure within the Glebe Island portion of the site to now include two separate structures (Exhibition Hall 01 and Exhibition Hall 02) oriented in an east-west direction and a separate administration / reception building to the east of Exhibition Hall 02;
- Location of a designated drop-off/pick-up area to the east of the separate administration / reception building;
- Provision of a separate entry / exit to the site for shuttle buses, buses, taxis and service vehicles;
- Changes to the building materials and finishes as well as the introduction of a curved form to the pavilion structures;
- Minor changes to the forecourt area adjacent to proposed temporary wharf, including a covered pedestrian route from the proposed ferry terminal to the proposed temporary exhibition halls; and
- Amendments to the location of car parking.

The RTS was subsequently made publicly available on the department's website. Those members of the public whom made prior submissions and all relevant agencies were notified and provided with the opportunity to make final comment on the proposal. Thirty-nine submissions were received from members of the public as a result, although some of these were received prior to the RTS being made publicly available. The issues raised in these submissions are reflective of the key issues summarised in **Table 7** above.

Following the close of submissions on the RTS, the department received further submissions from the City of Sydney, Leichhardt Council, Office of Water/DPI, EPA and Sydney Water. The comments from these agencies are summarised below and further considered in section 4.0 of this report.

City of Sydney

The City of Sydney has provided the following additional comments subsequent to its review of the RTS:

- Whilst noise criteria during the day and evening periods is shown to generally comply with established noise criteria during the day and evening, noise levels at Refinery Drive, Pyrmont will experience noise levels up to 7dBA above the noise criteria. Noise management in relation to functions and exhibition use and noise management in relation to unloading associated with events needs to offer some reduced noise levels after midnight and before 7am;
- The City is not supportive of illuminated billboards;
- The lack of access and facilities for pedestrians and cyclists remains a major concern and increases reliance on public transport and private car use; and
- It is essential that funds be allocated to restore the functionality of Glebe Island Bridge so that there is direct low level access to the site to allow for pedestrian and cycle access to the site.

Leichhardt Council

The applicant's RTS was considered at a Council meeting on 12 March 2013. The following key points have been raised by Council and included in the submission:

- The link to Robert Street should be deleted to ensure that all vehicles enter and exit the site via James Craig Road only. There should be no loss of parking on Robert Street;
- The Minister should prioritise the establishment of pedestrian and cycle access to, through and within the site, including across a re-opened Glebe Island Bridge connecting the site to light rail. Leichhardt residents should be able to access the site conveniently by foot, bicycle or using a scheduled bus service;
- A Travel Management Plan should be developed for each event;
- Serious concerns are raised regarding cumulative noise, amenity, parking and traffic impacts if simultaneous events are held at the Cruise Passenger Terminal. Concerns regarding the impact on the site and at the intersection of Victoria Road and the Crescent are noted and specifically that the level of service during the AM peak will be reduced from "C" to "D";
- Council should be consulted with respect to the preparation of the Construction and Environment Management Plan and for various other Management Plans;
- The back-of-house areas should be screened prior to any approval for occupation or use;
- A commitment should be sought from INSW for the establishment of a joint working group with Council to co-ordinate promotion of the local economy through Exhibition Centre events;
- The ongoing measurements of noise at sensitive residential locations (as nominated in the EIS) should be required during the events and during 'bump-in' and 'bump-out' together with requirements to take whatever remedial action is necessary in the event that noise exceeds the night time standard; and
- A community engagement protocol should be established with the City of Sydney and Leichhardt Council.

DPI:

Through DPI, Fisheries NSW and the NSW Office of Water have advised that they have no further comment to make on the proposal.

EPA:

The EPA has advised that its key environmental issue of concern relates to potential noise impacts during construction and operation. The EPA was not generally satisfied that operational noise was adequately addressed in the applicant's RTS and identified that additional information was required to enable an adequate assessment of noise impacts on the sensitive receiver at Refinery Drive, Pyrmont including:

- Further details in relation to activities that are predicted to cause exceedences of the amenity criteria at the Pyrmont- Refinery Drive receiver;
- An analysis of all feasible and reasonable measures that can be implemented to mitigate the predicted amenity Leq (period) levels up to 5 dBA over the criteria; and
- An assessment of the effectiveness of those measures.

As the applicant has not demonstrated that all feasible and reasonable measures will be applied to ensure that the project specific noise levels can be met, the EPA has recommended that the project be required to meet the operational noise limits specified instead. This advice was subsequently amended following further discussions with the EPA (see section 4.2.2 of this report).

The EPA submission also raised concern regarding the lack of characterisation of marine sediment. Amendments to the EPA's original terms are recommended to address these matters.

Sydney Water

Sydney Water has advised that the applicant's response to the potential for noxious and explosive gases to escape from the existing wastewater pumping station located on the site is inadequate and therefore, the risk to the proposal has not been eliminated. Sydney Water has requested that an odour control unit be installed and an emergency response plan be prepared.

Further consideration to the issues raised by the agencies and Council's in response on the RTS are provided in **Section 4.0**.

3.5 Foreshores and Waterway Planning and Development Advisory Committee

Pursuant to clause 29 of Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (SHC SREP), the application was referred to the Foreshores and Waterways Planning and Development Advisory Committee (Advisory Committee). Clause 29 of the SHC SREP requires the Advisory Committee to consider those 'purposes' listed in Schedule 2 of the SHC SREP: A referral to the Advisory Committee is required in this instance, as the proposal includes advertising structures

and public water transport facilities. The department notes that sub-clause 29(2) requires that only that part/s of the development listed in Schedule 2 be referred to the Advisory Committee i.e. the Advisory Committee does not form an opinion in relation to the development in its entirety.

The Advisory Committee undertook an inspection of the site by water on 4 February 2013. The Committee meeting was convened on 8 February 2013. In relation to this matter, the Advisory Committee resolved as follows:

1. *The approval authority take into consideration the relevant matters as prescribed in the Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (deemed SEPP) and the Sydney Harbour Foreshore & Waterways Area DCP for SREP (Sydney Harbour Catchment) 2005;*
2. *The approval authority satisfy itself with regard to the environmental impacts of the dismantling phase of the development and that appropriate management strategies will be implemented; and*
3. *The matters raised by Leichhardt Council are taken into consideration in the assessment of the proposal.*

With regard to the Advisory Committee resolution, the department advises that those matters in relation to Item 1 above are considered in **Appendix B**, Item 2 is addressed by way of a recommended condition of consent and Item 3 is outlined in Table 4 above and addressed in **Section 4.0** of this assessment report, where relevant.

4. ASSESSMENT

4.1 Section 79C Evaluation

Table 8 identifies the matters for consideration under section 79C that apply to State significant development, in accordance with section 89H of the EP&A Act. Additional information and consideration is provided in **Section 4.2 (Key and Other Issues)** and relevant appendices or other sections of this report and in the EIS.

Table 8: Section 79C(1) Matters for Consideration

s79C(1) Evaluation	Consideration
(a)(i) any environmental planning instrument	Consideration of relevant EPI's has been undertaken at Appendix B . The proposed development complies with the EPI's.
(a)(ii) any proposed instrument	Draft Leichhardt LEP 2012 does not apply to the subject site. The provisions of SREP 26 prevail over the site. There are no other known draft instruments.
(a)(iii) any development control plan	Clause 11 of SEPP 2011 provides that development control plans do not apply to State significant development. Notwithstanding, consideration of relevant controls including Sydney Harbour Foreshores & Waterways Area DCP (which is now a deemed SEPP) and the Glebe Island and White Bay Master Plan has been provided at Appendix B . The proposal is generally consistent with the relevant development control plan.
(a)(iiia) any planning agreement	A planning agreement is not required in this instance.
(a)(iv) the regulations	The development application satisfactorily meets the relevant requirements of the Regulations, including the procedures relating to development applications (Part 6 of the Regulations), public participation procedures for SSD's and Schedule 2 of the Regulations relating to environmental impact statements.
(a)(v) any coastal zone management plan	Not applicable.
(b) the likely impacts of that development	The department's assessment report has given due consideration to the likely impacts of the proposed development.
(c) the suitability of the	The department is satisfied that the temporary use of the site is appropriate

site for the development	and that appropriate conditions can be imposed to mitigate potential traffic and amenity impacts. The department acknowledges that the site is currently under utilised and the reinstatement of the port use in 4 years' time once the facility is dismantled will not undermine the future strategic plans for the development of the Bays precinct.
(d) any submissions	Consideration has been given to submissions received during the exhibition of the development application, as detailed in Table 6 and Table 7 of this report. These issues have also been addressed in Section 4.0 .
(e) the public interest.	Refer to Conclusion
Biodiversity values exempt if: (a) On biodiversity certified land? (b) Biobanking Statement exists?	Not applicable. Not applicable.

4.2 Key and Other Issues

The department has undertaken a detailed assessment of the project including the amendments to the proposal detailed in the applicant's Response to Submissions. The department's assessment of the application has included full consideration of both the agency and public submissions.

The department considers the key environmental issues for the application to be:

- Built form and urban design;
- Amenity impacts;
- Traffic and parking;
- Public Access to the site;
- Site contamination;
- Heritage;
- Construction impacts; and
- Other Impacts.

4.2.1 Built form and urban design

The built form elements of the proposal comprise two exhibition halls and an administration /reception building, as illustrated in **Figures 6-8**. The exhibition halls and administration/reception building will be modular structures similar to large scale marquees and will be made of a steel and aluminium frame and polyester PVC coated white woven fabric.

Exhibition hall 1 will be approximately 305m in length with a maximum width of 69.3m and height of 15m (RL19m). Exhibition hall 2 will be approximately 219m in length with a maximum width of 47.4m and height of 10.3m (RL 14.3m). The administration / reception building will be a two-storey structure, 17.8m in width and 40.9m in length and a height of 9.9m (RL 13.9m).

Under the Glebe Island and White Bay Master Plan the majority of the site has a 12m height limit, while the western portion of the site which abuts James Craig Road has a 25m height limit. Exhibition hall 1 exceeds the height limit by 3m at its central and eastern sections (**Figure 8**).

In the absence of any discernable amenity impacts (i.e. overshadowing, privacy), the exceedence of this height limit is considered minor and reasonable, particularly as the structures are not considered out of context with the scale of similar types of port infrastructure surrounding the site, including the Cruise Passenger Terminal, Glebe Island Silos and the White Bay Power Station.

In an urban design sense, and given the temporary nature of the facility, the proposed built form and urban design is considered satisfactory.

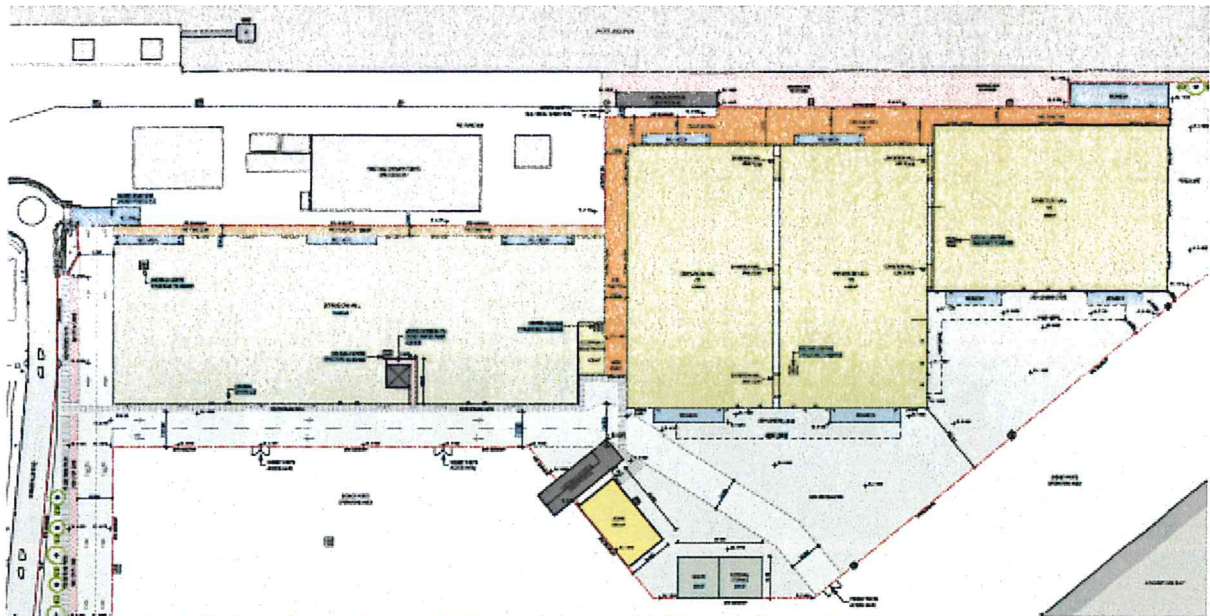


Figure 1 Original Floor plan of interim exhibition facility on Glebe Island portion of the site (Source: Woods Bagot)

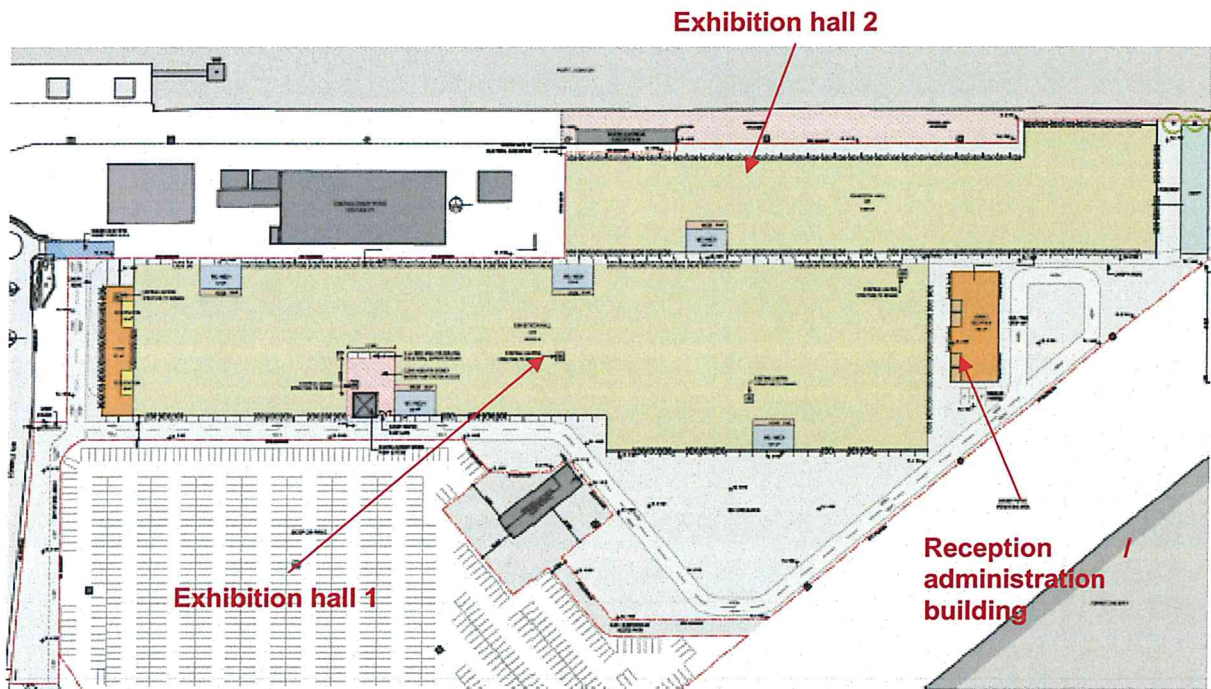


Figure 6: Original layout (EIS) at top and amended layout (RTS) bottom.

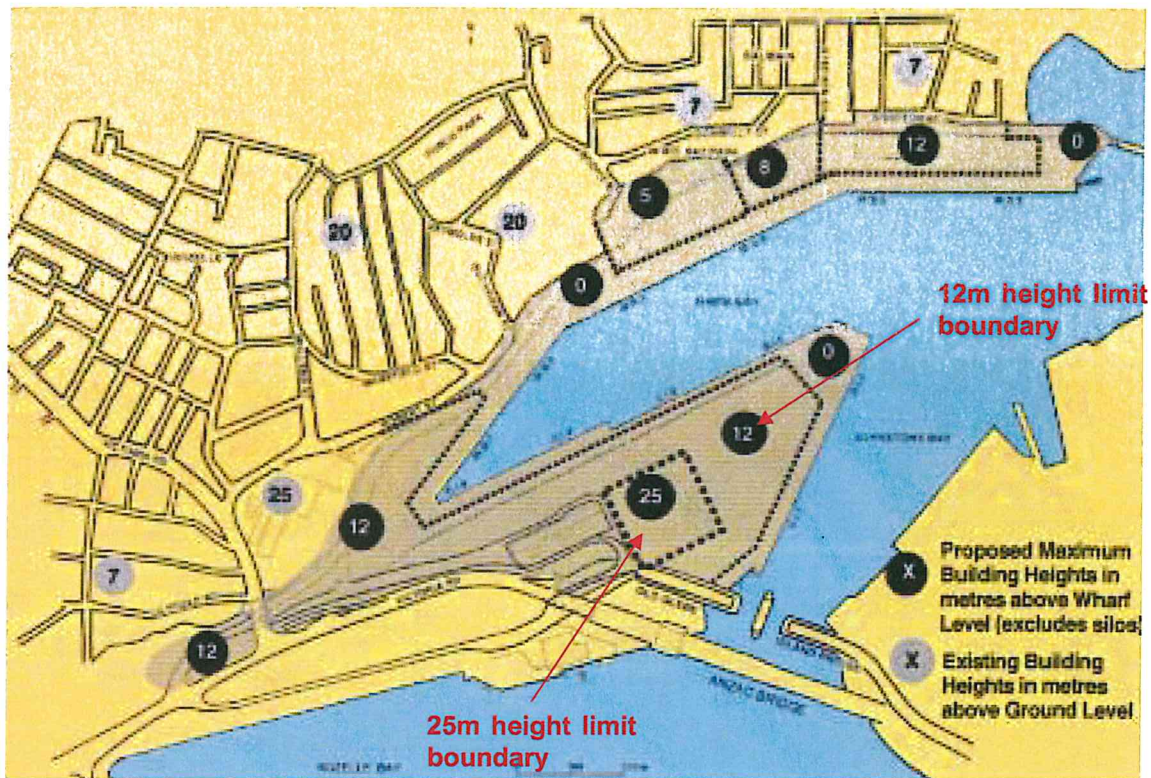


Figure 7: Height limits from the Glebe Island and White Bay Master Plan

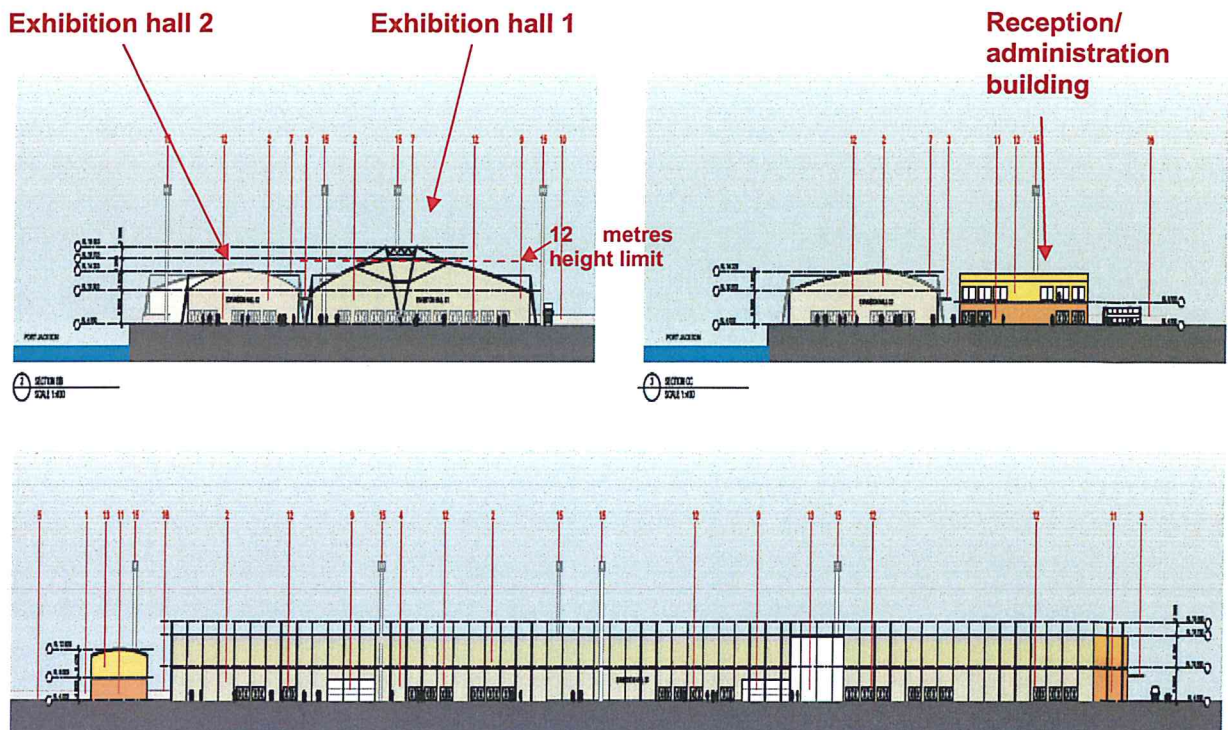


Figure 8: Sections of exhibition halls 1 & 2 and the reception/administration building

4.2.2 Amenity Impacts

The majority of submissions received in relation to the proposal have raised potential adverse amenity impacts relating to operational noise and lighting. The department has fully considered these issues and is satisfied that appropriate conditions can be imposed to regulate the operation of Glebe Island Expo to minimise the impacts of noise and lighting to surrounding sensitive receivers to acceptable levels.

Should issues arise during the operation of the facility, the department is satisfied that the establishment of the Glebe Island Working Group (refer to further discussion in Section 4.2.8) will