



SSD8449 Mod 11 Heritage Impact Statement

Locomotive Workshops, Bay 15 South
South Eveleigh

09 November 2020



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Executive Summary

Curio Projects Pty Ltd has been commissioned by Mirvac to prepare a Heritage Impact Statement (HIS) to support a Section 4.55 Modification Application to the NSW Department of Planning and Environment (DPE) for the approved State Significant Development Application (SSD8449) for Bays 5-15 of the Locomotive Workshop, South Eveleigh (former Australian Technology Park). This s4.55 modification application has been prepared in response to the uncovering of unexpected historic built fabric in Bay 15 South of the Workshops during the structural investigation of the 1990s fit-out in May 2020 in light of the previously approved overall fit-out of Bay 15 South.

The identified Bay 15 South Mezzanine Platform is understood to have been historically used as a Locomotive Store. As a result, Mirvac wishes to notify the consent authority of the discovery and to provide:

- an initial record of the proposed archival recording of any fabric to be removed;
- information pertaining to all fabric to be incorporated into the existing development.

Curio Projects has previously assessed the impacts proposed by Mirvac for the redevelopment and adaptive reuse of the Locomotive Workshops building on the Heritage Impact Statements (HIS) that accompanied SSD 8517 – Locomotive Workshops (Bays 1-4a) and SSD 8449 Locomotive Workshops (Bays 5-15) which were approved in November 2017. As the proposed impacts and works are related specifically to Bay 15, this current report refers only to the previous HIS prepared for the commercial redevelopment of the Locomotive Workshops site for SSD 8449.

The latest Heritage NSW endorsed Conservation Management Plan (GML, 2013) did not identify that the Bay 15 South Mezzanine Platform still existed on site, encased within modern fabric. As a result, it was not listed in the physical fabric analysis for Bay 15. The CMP only references the use of the Bay 5 platform as a structure from the WWII period. Therefore, as part of the 2015 redevelopment considerations for the site, the mezzanine platform was considered to have been removed, rather than completely encased in modern fabric, as part of the 1990s redevelopment of the site. As a result, the three-floor level proposal for Bay 15 was approved on the 22nd February 2019 through the SSD 8449 development application. It did not consider the existence of the 1940s structure hidden by the 1990s office fit-out.

In the initial stages of the demolition of the 1990s fit-out of Bay 15, Curio Projects and Mirvac identified the potential for a historic structure to be present yet encased in modern fabric, particularly within the southern section of the bay. To better assess this, exploratory works were undertaken to identify the extent and conditions of the potential historic element, which, at this stage, was not yet confirmed to be the Mezzanine Platform. Exploratory work was undertaken along the entire area of Bay 15, a combined effort between Curio Projects, Mirvac, the surveyor team, and Sissons Architects.

Between February and May 2020, Mirvac, under Curio's supervision, removed segments of the modern plaster ceiling along the entire extent of Bay 15 (north and south of central spine) in an

attempt to understand the extent of the historic structure as it was not previously identified on the approved demolition plans, nor was it identified in the GML CMP (2013). This significant, initial exploratory works revealed the presence of an intact timber and steel mezzanine platform in overall good condition which spanned the southern half of Bay 15, along with a brick pit and adjacent brick wall, also located in the southwest corner of the bay.

During June and August 2020, Mirvac commenced the careful demolition of the 1990s fit-out under the advice of Curio Projects to better expose and reveal the full extent and details of the timber and steel mezzanine platform. After the complete reveal of the structure, Curio Projects reassessed the significance of this historic fabric to be an element of moderate significance in light of the 2013 and 2006 CMP, subsequent heritage guidelines, and subsequent historical research.

The overall Locomotive Workshops building is a rare example of railway industries and Victorian industrial steam machinery of exceptional significance. The Bay 15 South Mezzanine Platform typifies the ongoing nature of the multiple modifications that occurred onsite throughout time, especially due to the modernisation of processes and the intrinsic demands of the post-WWII periods, in order to meet the constantly changing demands of the workshops and associated buildings. Therefore, the Bay 15 South mezzanine platform is assessed to meet the criterion for historical significance at a Local level, in terms of demonstrating the evolving use of the site over time.

The Bay 15 South Mezzanine Platform consists of a solid timber and steel structure, which was a common architectural disposition for the time. The attractive yet typical architectural detailing was largely used in many warehouses and industrial buildings and sheds across Sydney, including the Locomotive building itself (i.e. Bays, Canteen). Therefore, the Bay 15 South mezzanine platform is assessed to meet the criterion for aesthetic significance at a Local level.

Within the broader context of the Locomotive Workshops building and the Eveleigh Railway Workshops complex, the historic alterations, innovations and structures represented by the Bay 15 South mezzanine are a clear example of the adaptability of the site's fabric in light of the changing demands of the railway industry in NSW. Therefore, the Bay 15 mezzanine is assessed to meet the criteria for representativeness at a Local level.

The overall fabric is in good condition, albeit having been fully covered and unable to be viewed for more than 30 years. It has been subject to perforations associated with the installation of modern services; however, it is generally considered to be intact.

The historic research and identification of the exposed building fabric guided Mirvac and the design team to analyse different architectural and engineering solutions in order to minimise impacts to the mezzanine platform while still maintaining the viability of the project and the functionality of future businesses. The following four alternatives have been studied, highlighting the positive and negative aspects on several disciplines:

- OPTION 1** Retain the platform in original location
- OPTION 2** Partial removal as a mezzanine
- OPTION 3** Relocate platform (raise or lower)
- OPTION 4** Repurpose fabric for interpretation

Mirvac has also commissioned CIVAS (NSW) Pty Ltd to provide a valuation of the different possible scenarios regarding the Bay 15 South Mezzanine Platform. The *Locomotive Workshop, South Eveleigh Valuation Report*, dated 7th October 2020, analysed the advantages and disadvantages of the different scenarios and compared the economic impact each option would have on the overall redevelopment results. The report concluded that the scenarios involving the retention and/or partial retention of the Bay 15 South Mezzanine Platform would result in a major economic loss in comparison to the scenario proposing to fully dismantle and reinterpret the mezzanine platform structure (Option 4).

After careful consideration, especially when analysing the economic impact of the partial or full retention options, Mirvac determined that the most appropriate and preferred option for managing the unexpected discovery of the Bay 15 South Mezzanine Platform, with the least overall impact on the redevelopment of the site, would be archival recording, dismantling and repurposing the fabric of the platform for interpretation. The structural engineers noted that, due to BCA, DDA and Fire compliance, the full or partial retention of the platform would entail a complete dismantling and reconstruction process regardless.

The physical impacts proposed as part of the SSDA approval for Bay 15 will require the dismantling of the mezzanine platform structure, including the steel beams and columns, as well as the timber elements such as joists and floorboards. Visually, the proposed impacts relate to the platform removal and consequent absence of the mezzanine structure as part of the significant viewlines of Bay 15. The mitigatory measures will involve the adaptive reuse of the dismantled elements as part of the heritage interpretation strategy.

The overall analysis of the Bay 15 South Mezzanine Platform has been contrasted to the other 1940s aesthetically similar uncovered structure, the Bay 5 Canteen. The Bay 15 South Mezzanine Platform is considered to have little to no impact on the intangible values of the site, particularly when compared to the intangible heritage value inherent in the history and use of the Bay 5 Canteen Mezzanine Platform. As discussed in more detail in this report, the Bay 5 Canteen Mezzanine Platform, also discovered during the redevelopment of the Locomotive Workshops, is far more significant to the overall historical and social background of the Locomotive Workshops.

The Bay 5 Canteen Mezzanine Platform has a clear and strong association with the workers of the ERW as it represented an area of social gathering, art, competitions, movie exhibitions, etc. As a result, the redevelopment plans in Bay 5 were reconfigured to ensure the retention and interpretation of the Bay 5 Canteen Mezzanine Platform discovered during the redevelopment of the site by Mirvac.

In contrast, during key South Eveleigh stakeholder consultation sessions regarding the rediscovery of the Bay 15 South Mezzanine Platform in 2020 and in follow-up research, the Bay 15 South Mezzanine Platform was not specifically identified as having any clear social or associative significance. This is most likely because it was constructed for, and primarily used as, an additional storeroom during and after WWII.

Within the broader context of the Locomotive Workshops building and the Eveleigh Railway Workshops complex, the historic alterations, innovations and structures represented by the Bay 15 South Mezzanine Platform are a clear example of the adaptability of the site's fabric in light of the changing demands of the railway industry in NSW. Therefore, the Bay 15 South Mezzanine Platform is assessed to meet the criteria for representativeness at a Local level, but is not considered to be rare, in terms of either its fabric, construction or use.

In summary, the Bay 15 South Mezzanine Platform is considered to meet the threshold of having moderate local significance for its historical, aesthetic and representative values, but does not meet the threshold for significance at the State level. The platform was constructed at a later date (c.1940s) for general utilitarian purposes (i.e. additional storage), using the standard materials and construction techniques for industrial mezzanines of the time. After consultation with key stakeholders, including the Australian Historical Railway Association, the local community and Former Workers, the Bay 15 South Mezzanine Platform has not been identified as having any specific intangible heritage values, in terms of social and associative significance at either a local or State level.

Curio Projects has worked closely together with Mirvac and the design team since the rediscovery of the Bay 15 South Mezzanine Platform, providing ongoing advice and reviewing the possible solutions in order to facilitate a sensitive design that aims to offset and/or minimise impacts to the fabric of moderate significance. During the analysis of the four key options available, the specialists' reports raised several issues, constraints, impacts and possible limitations, the platform would be subject to in order to comply with BCA, DDA and fire engineering standards. As a result, any option that involved full or partial retention of the 1940s structure (options 1, 2 and 3) would require its structural elements to be removed and fire-rated with thick intumescent paint. This process could physically damage the steel and timber elements, especially the floorboards during the removal, which could result in a negative visual impact due to the necessity of adding new materials to patch and replace any flooring damaged during the removal/dismantling process which would impact on the existing aesthetic of the platform. In addition, whilst the structural engineers have identified as many latent conditions as currently possible at this stage of the design process, they note that extensive further analysis and tests of the existing materials would be necessary to ensure the existing structure would remain viable for continued use according to current BCA, DDA and fire standards, above and beyond the key issues, constraints and limitations already identified.

The preliminary investigation by the structural engineers, Arcadis, has also indicated the footings would not support the weight of another two levels, thus requiring additional modern footing and columns to be installed. Therefore, the considered option (option 3) that proposed to dismantle and relocate the platform and add a third level to achieve Mirvac's viable economic parameters would

have a negative physical and visual impact on the current grid, creating additional complexity and interference between heritage and modern fabric.

The visual and physical impact related to the removal of the Bay 15 South Mezzanine Platform (fabric assessed to have moderate local significance) is proposed to be mitigated by archival recording, possible 3-d digital records and heritage interpretation strategies that will display the fabric in a creative and innovative manner, encouraging the users to appreciate and engage with the actual stories of the site, including the stories of Bay 15 and its former uses. The interpretation can also help users to understand how the fabric of the building has evolved extensively over time and will continue to evolve for future generations, as part of the building's history and ongoing significance.

The installation of the Bay 15 South Mezzanine Platform in the c.1940s to respond to the need for additional storage changed Bay 15 for many years, then the fabric was completely concealed from view as part of the intended aesthetics of the 1990s redevelopment of the site. Its archival recording, removal and intended interpretation as part of the current evolution of the site (Mirvac's redevelopment scheme) can help to inform the story of the constant evolution and adaptive reuse over time. Removal of fabric of moderate significance is consistent with the policies of the CMP and is consistent with the Burra Charter, particularly, when offset by the proposed archival recording and interpretation outcomes.

The following recommendations are proposed in order to support the intended works for the redevelopment of Bay 15 South:

- The updated Conservation Management Plan will include a summary archival record of the rediscovery of Bay 15 South Mezzanine Platform;
- A careful dismantling process of the mezzanine platform along Bay 15 South shall be undertaken. This process will follow the proposed dismantling methodology presented in this HIS and it will be closely monitored by a nominated heritage consultant;
- A full archival recording of the platform structure, including photogrammetry and 3D scanning, shall be produced;
- The removed mezzanine fabric must be reutilised, where possible, for heritage interpretation purposes; however, the refinement and details of the final interpretative product shall be developed in close consultation with the regulatory bodies and Mirvac's appointed heritage consultant;
- The southwest corner of Bay 15, including the retained brick wall and potential hoist/lift structure, shall remain in-situ and will be celebrated along the new architecture of the building.

1. Introduction

1.1. The Purpose of This Report

Curio Projects Pty Ltd has been commissioned by Mirvac to prepare a Heritage Impact Statement (HIS) to support a Section 4.55 Modification Application to the NSW Department of Planning and Environment (DPE) for the approved State Significant Development Application (SSD8449) for Bays 5-15 of the Locomotive Workshop, South Eveleigh (former Australian Technology Park). This s4.55 modification application has been prepared in response to the uncovering of unexpected historic built fabric in Bay 15 South of the Workshops during the structural investigation of the 1990s fit-out in May 2020 in light of the previously approved overall fit-out of Bay 15 South.

The identified building Bay 15 South Mezzanine Platform is understood to have been historically used as a Locomotive Store. As a result, Mirvac wishes to notify the consent authority of the discovery and to provide:

- an initial record of the proposed archival recording of any fabric to be removed;
- information pertaining to all fabric to be incorporated into the existing development.

1.2. Limitations and Constraints

This report has been prepared with close reference to the HIS and reference documentation used for the original SSD application (Curio Projects 2017) and relates only to the assessment of impacts in face of the discovery of historic fabric in Bay 15 of the Locomotive Workshops. Further historical research has been undertaken in conjunction with the Australian Railway Historical Society NSW (ARHS/NSW) for this report.

This report relates only to the assessment of how the impacts that the proposed, previously approved works as part of SSDA 8449, will affect the uncovered building fabric along Bay 15 (South) and does not relate to any other development works being undertaken on site. In addition, this assessment does not include an assessment of any non-heritage related planning controls or requirements.

1.3. Authorship

This report has been prepared by Andre Fleury, Historian and Archaeologist with assistance from Mikhaila Chapman, Field Archaeologist, Tatiana Barreto, Architectural Specialist, and specialist input and senior review provided by Jody Steele, Director of Curio Projects Tasmania, and Natalie Vinton, CEO of Curio Projects.

2. Site Identification

2.1. The Locomotive Workshops

The Locomotive Workshops are located within the South Eveleigh Precinct (formerly known as Australian Technology Park). The precinct is located approximately 5km south of the Sydney CBD, 8km north of Sydney airport and within 200m of Redfern Railway Station and has an overall area of approximately 13.2 hectares. An aerial photograph of the South Eveleigh Precinct is shown in Figure 2.1 and the locational context of the Locomotive Workshop building within the precinct is identified in Figure 2.2.

The specific study area to which this report and proposed construction activities apply is Bay 15 of the Locomotive Workshops, the westernmost bay within the building.



Figure 2.1: South Eveleigh Precinct (former ATP) Locomotive Workshops building in red.
Source: Nearmap with Curio additions, 2019

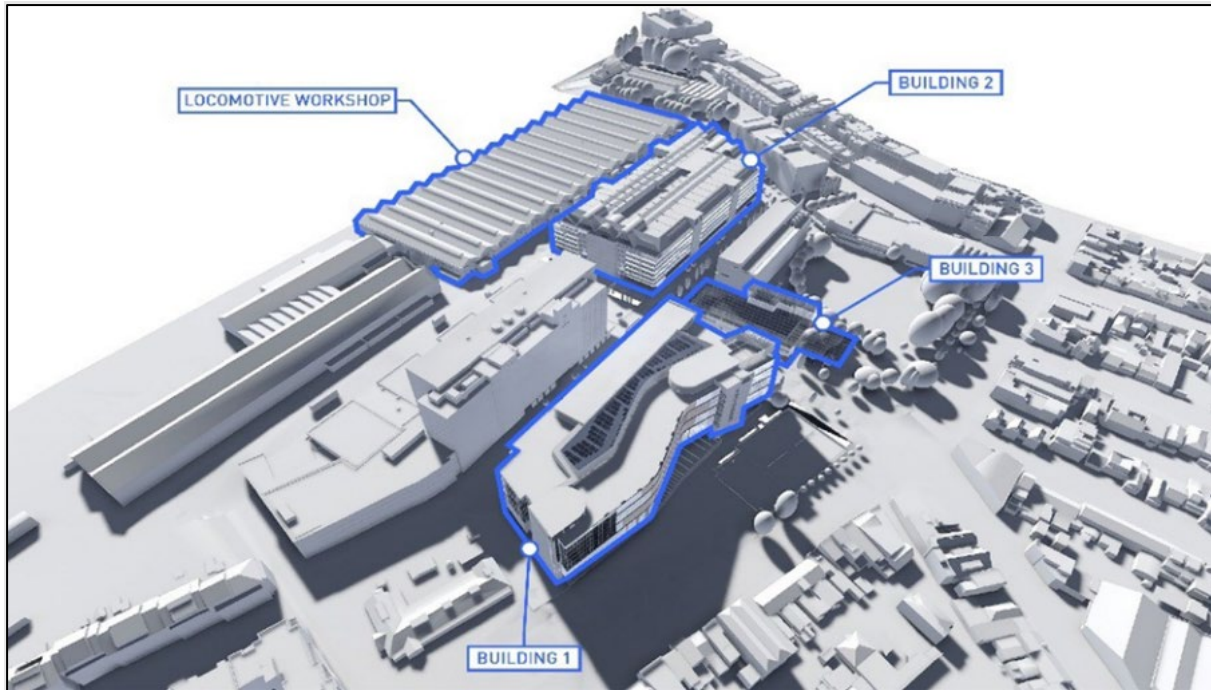


Figure 2.2: Locational context of the Locomotive Workshops
Source: Sissons, 2019

3. Summary of Site History

3.1. The Locomotive Workshops Building

The following succinct history of the Locomotive Workshops has been extracted from previous Heritage Impact Statements (HIS) prepared by Curio Projects Pty Ltd for the site and represents an analysis of the overall historic use of the site for contextual purposes¹.

In 1887, the Locomotive Workshop was constructed at the Eveleigh Railway Workshop (ERW) site, second only to the construction of the engine running shed at the site in 1885. Construction of the Locomotive Workshops commenced with Bays 1–4 in 1887, which were immediately put into operation while the remaining bays (Bays 5–15) were still under construction. This led to these two zones (Bays 1–4 and Bays 5–15) being built as separate structures, with the space in between originally functioning as a laneway. The laneway was later filled in, connecting the two structures to function as a single building (the Locomotive Workshops), connected by a new bay known as Bay 4a.

The locomotive workshops were constructed of English bond brickwork with sandstone details. Each bay was supported by cast-iron columns laid out in double rows. Bays 1–4 and 5–15 were separated by an annex which contained tinsmiths and coppersmiths, a sand store and core stoves for the foundry.

The intended function of each workshop bay was part of the design of the building. Bay 1 contained the steam hammer shop, Bay 2 the blacksmith's shop, Bay 3 the boiler shop and Bay 4 the foundry.

Bay 5 was the tender repair shop and had a 25 ton overhead crane installed. Bays 6, 7 and 8 contained the engine repair or erecting shop, with the traverser in Bay 7 distributing locomotives to the bays on either side, each of these having a 25 ton overhead crane. Bay 9 contained the wheel shop and the machine and fitting shop occupied Bays 10 and 11. Each of these bays had a 5 ton overhead crane installed. Bays 12 and 13 contained the paint shop with the traverser in Bay 13 to move locomotives in and out. Brick walls inserted instead of columns at the junctions with either adjacent bay isolated the Paint shop from the rest of the workshops and, in the absence of any overhead crane, only a single row of columns divided the two bays. Bay 14 contained the pattern and joiners shop and a brick wall also separated this from Bay 15 containing the locomotive store which supplied all manner of parts and tools used in the workshops. Two annexes were built at the rear of Bays 9 and 10, one being the cleaning shop and the other a second boiler house.

A works manager's and timekeeper's office was constructed to the northeast of the locomotive workshops. Originally a small masonry building with sandstone lintels and wrought iron balconies, the office was marked by a bell tower at the top of the building which called the beginning and end of each working day. The works manager's and timekeeper's office handled the payroll for all areas of Eveleigh².

¹ Curio Projects, 2017

² GML 2013: 11



Figure 3.1: Interior of the Locomotive Workshops, date Unknown.
(Source: Government Printing Office Collection, State Library of NSW)



Figure 3.2: View of the Locomotive Workshops before 1910 looking Southwest. (Source: State Rail Authority Archives)



Figure 3.3: The Locomotive Workshops in 1986 showing the traverser between the Locomotive Workshops and the Large Erecting Shed. (Source: Don Godden & Associates, 1986)

While the South Eveleigh Precinct (former Eveleigh Locomotive Workshops) is understood to be one part of the wider ERW site, the following timeline only provides a key historical summary of the site, specific to the Locomotive Workshops. While the construction of the Carriage Workshops in 1887 on the northern side of the railway line has been acknowledged, all other key dates have been provided specifically with reference to the history of the site and operations relevant to the current ATP site only.

- 1871** Planning for Eveleigh Railway Workshops (ERW) commenced
- 1878** Resumption of 64.5 acres of land from John Chisholm for construction of Eveleigh Railway Workshops (ERW)
- 1882** Development and building of ERW commenced
- 1885** Engine Running Shed completed and commenced operation.
- 1887** Locomotive Workshops Completed. Bays 1–4 officially opened. Bays 5–15 completed and opened later in the year.
- 1887** Carriage Workshops constructed
- 1887** Work Managers and Timekeepers Office completed.
- 1899** Large Erecting Shed completed
- 1892** Union negotiations lead to ERW closure on Saturdays
- 1907** New Locomotive Shop erected
- 1908** Manufacture of new locomotives commenced at Eveleigh 1913 Terrace houses/shops resumed for Alexandria Goods Yard c1914 Pedestrian Bridge completed
- 1914** New Locomotive Shop extended
- 1914** Electrification of ERW machinery completed
- 1916** Eight strikes at ERW due to poor working conditions.
- 1917** Alexandria Goods Yard completed

- 1917** New Foundry and pattern shop constructed
- 1923** Australian Railways Union (ARU) Shop Committee established at ERW
- 1925** Davy Press installed
- 1925** Manufacture of new locomotives ceased
- 1925** NSW Railways acquired Chullora site for new railway workshops intended to supersede ERW
- 1937** Chullora workshops opened. Some repair work transferred from ERW
- 1940** Production of shells in Bays 5-6 of Locomotive Workshops
- 1942** Air raid shelters constructed
- 1944** A mezzanine floor was added in the southern half of Bay 15 to increase the Locomotive Store's capacity
- 1945** Reintroduction of locomotive construction until 1952
- 1965** Steam locomotion abandoned
- 1970s** ERW modernized to meet demands of servicing and repairing modern diesels and rolling stock
- 1986** Restored 3801 locomotive commences tourist operations from ERW Large Erecting Shop under management of 3801 Limited
- 1986** Closure of the Locomotive Workshops
- 1989** Closure of all ERW
- 1989+** Demolition of numerous ERW buildings including Foundry and Alexandria Goods Yard
- 1989** Paddy's Markets relocated to Bays 5–15 of Loco Workshops. Machinery relocated to Bays 1–4a
- 1991** ATP Works commence. Wrought Artworks recommission blacksmiths forges in Bay 1 and 2
- 1993** ATP formally established
- 1994** Paddy's Markets returns to Haymarket
- 1994-5** Conversion of Works Manager's Office to International Business Centre
- 1996** ATP Opens
- 1996** Adaptation of New Locomotive Workshops for National Innovation Centre
- 1999** Biomedical Building construction commences
- 2005** Ownership of ATP and parts of North Eveleigh transferred to RWA (Redfern Waterloo Authority)
- 2006** 3801 returned to custody of NSW Rail Transport Museum and relocated from LES
- 2007** Carriage Works Theatre opens
- 2008** NICTA building completed
- 2009** Eveleigh Markets open in former Blacksmith's Shop, North Eveleigh
- 2010** Media City Building opens. Innovation Plaza upgrade is completed, permanent display of heritage pivot and steam crane, new seating and lighting installed.
- 2012** Ownership of ATP transferred from RWA to Sydney Metropolitan Development Authority
- 2013** Ownership of ATP transferred from SMDA to Urban Growth NSW Development Corporation
- 2014** ATP CMP formally endorsed
- 2016** Ownership of ATP transferred to Mirvac

3.2. Historic Development of Bay 15

Bays 5-15 were finalised and opened in 1887 generally following the design, structure, and robust architectural style of Bays 1–4a. The monumental proportion of the workshops, with its façade design composed of brick arched windows and large timber door openings, was maintained across the new bays as well as the roof structure, brick walls and industrial finishing details. Internally, the iron columns and steel beams – generally used to support overhead cranes – were also maintained, however, the width of the new Bays, including Bay 15, were designed slightly shorter: approximately 15 metres³.

Bay 15 originally housed the Locomotive Store which provided a range of parts and tools used in the workshop (GML 2013). The Locomotive Store occupied Bay 15 from 1887 until 1917 when the Millwrights moved from Bay 9 into the northern half of the Bay 15⁴. The Locomotive Store remained in the southern side of Bay 15 although much reduced in size.

Research supplied by the Australian Railway Historical Society (ARHS/NSW) states:

“The Stores Branch was a unit of the railway administration which had the responsibility of ensuring supply of components and consumables to keep the railways running and to ensure all other functions of the railways – workshops, depots, stations and refreshment rooms - had continuous access to quality of supplies at acceptable prices. Many items were made by the railways themselves, but some items and materials were purchased from local or overseas suppliers”

Eveleigh was the headquarters of the “Comptroller of Stores”, large general stores located at the carriage workshops, and many subsidiary stores around the area to supply the various functions. Eveleigh workshops became both a producer and consumer of a range of elements necessary to maintain the operation of the NSW Railways⁵.

In 1944, a mezzanine floor was added in the southern half of Bay 15 to increase the Locomotive Store’s capacity. Due to the heightened activity of the railway during the war years and shortages of critical items, the mezzanine addition was necessary in managing an increase in these items. Thousands of items for locomotive manufacture and repair were stored there including, for example, rivets, bolts, gauges, springs, pipe fittings and numerous raw materials such as steel and brass bar, sheet metal and pipe⁶.

The steel columns and beams for the mezzanine platform have the inscriptions ‘A.I.S KEMBLA’ and ‘BHP’ along them with different measurements such as ‘8”x6”’ or ‘20”x6”’. The steel was made post-1935 as BHP and AIS KEMBLA merged into one company as a result of the weakened market during the Great Depression in that year.

³ Don Godden & Associates 1986, A Heritage Study of the Eveleigh Railway Workshops prepared on behalf of the Heritage Council of N.S.W, the State Rail Authority of N.S.W and the National Trust of Australia (N.S.W)

⁴ Ibid

⁵ Letter correspondence from the Australian Railway Historic Society, NSW branch to Curio Projects, June 2020.

⁶ Ibid

The Millwrights moved from Bay 15 to Bay 8 once the Department of Defence had organised its own factories in 1943 and moved out of the workshops. During the war, the Fitting Shop machinery was housed in Bay 15 until 1946. The Locomotive Store remained in the southern half of Bay 15 with a Rail Motor Test Room occupying the northern half. All rail motor engine maintenance occurred in Bay 15 with a lift motor room protruding from the roof of Bay 15 in the 1970s. Over time, change in occupancy became common practice within the workshops, reflecting the variation in the industrial demands of railway industries in NSW.

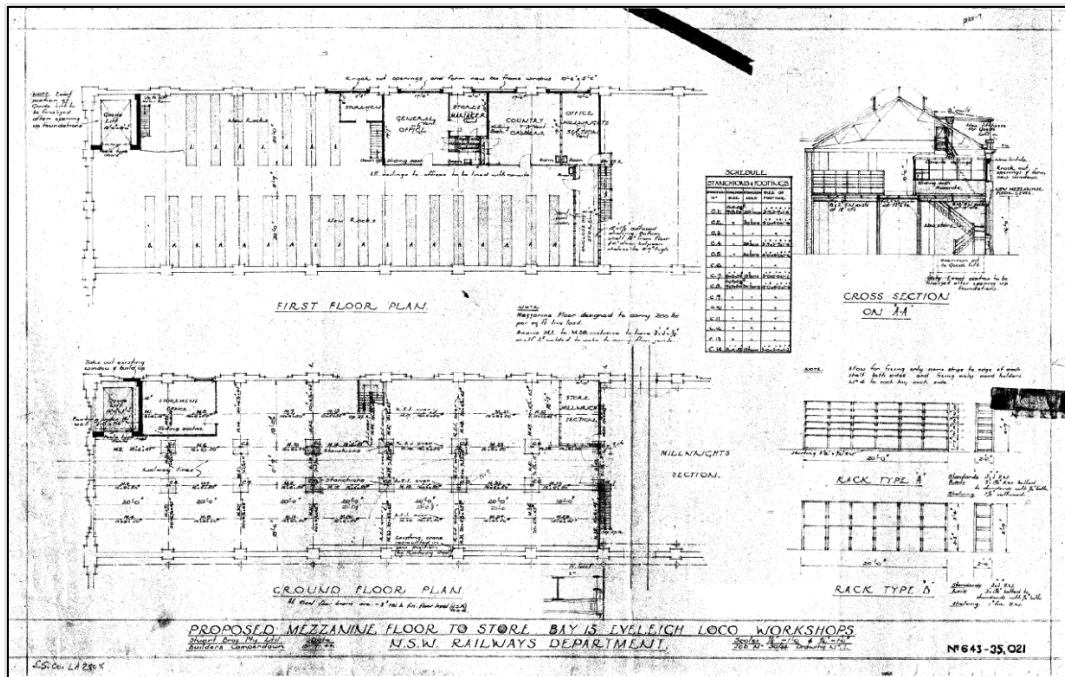


Figure 3.4: Proposed Mezzanine Floor to Store Bay 15, Eveleigh Locomotive Workshops
Source: N.S.W Railways Department (Provided by Australian Railway Historic Society 2020).

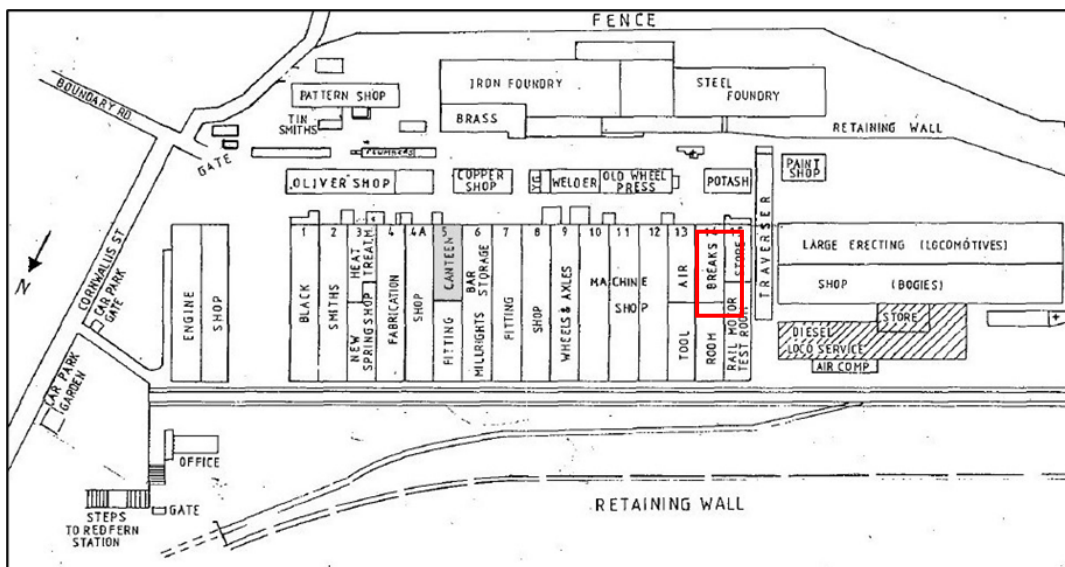


Figure 3.5: Locomotive Workshops building with adjacent buildings and Bay 15 marked in red.
Source: H001 ERW HS 1986 Vol.1 Background p.12 with Curio additions

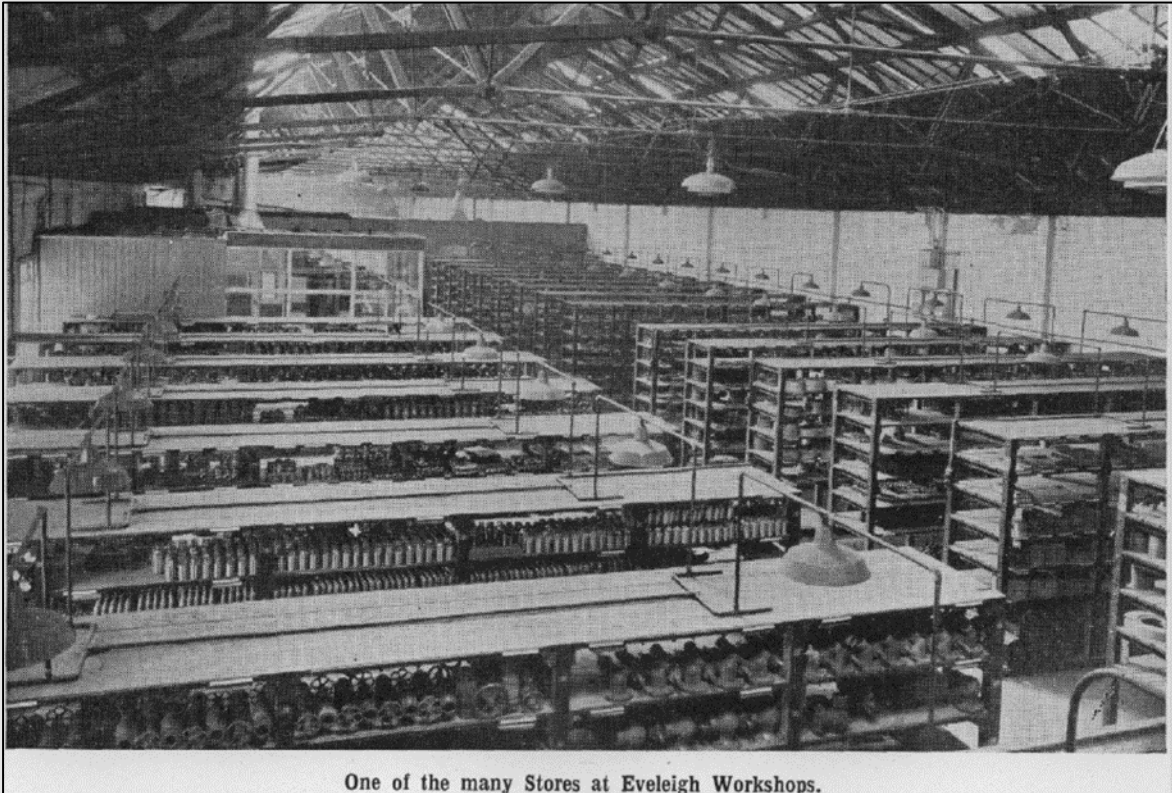


Figure 3.6: Possibly Bay 15 Locomotive Store after completion of mezzanine platform
Source: Provided by Australian Railway Historic Society 2020.

4. Background

4.1. South Eveleigh SSD Approvals

The redevelopment of the South Eveleigh Precinct (former ATP) by Mirvac comprises the adaptive reuse and redevelopment of the State heritage-listed Locomotive Workshop incorporating retail (Bays 1-4a), commercial (Bays 5-15), and public domain (Innovation Plaza and Locomotive Street) upgrades. As part of this redevelopment, the former ATP has been renamed the South Eveleigh Precinct.

A State Significant Development Application (SSD 7317) was approved by the NSW Department of Planning and Environment (DPE) in December 2016 for a multi-building redevelopment of the site by Mirvac to provide new commercial offices, retail and community uses and a significant upgrade to the public domain. Two SSDAs relating to the Locomotive Workshop building were submitted in November 2017, one for the redevelopment of the eastern portion of the Locomotive Workshops (Bays 1-4a) (SSD 8517) for mixed retail and commercial purposes, and one for the western portion (Bays 5-15) (SSD 8449) for commercial purposes.

From a lettable area perspective, upon completion, the redevelopment will comprise approximately 6,420m² of Retail NLA (exc. Blacksmith Shop tenancy) incorporating public amenity, loading dock, an active blacksmith shop, supermarket, gymnasium, manufacturing and production anchor tenancies and heritage interpretation zones. The development will also comprise 22,360m² of Commercial office NLA meeting PCA A grade for an existing building including end of trip facility and facilities management office. In summary, the approved Locomotive Workshop SSDAs include the following:

SSD 8517: Adaptive reuse of the Locomotive Workshop (Bays 1-4A)

- A maximum of 11,662m² GFA for uses including retail premises, function centre, educational establishment, information and education facility, artisan food and drink industry, general industrial (retention of the Blacksmith) and recreation facility (indoor);
- A loading dock and travelator;
- Associated heritage conservation works;
- Public domain works, external illumination.

SSD 8449: Adaptive reuse of the Locomotive Workshop (Bays 5-15):

- A maximum of 27,458m² GFA for commercial premises including 156m² for retail uses;
- Associated heritage conservation works;
- External illumination and signage.

The development works undertaken to date have been in accordance with the following statutory sequence:

- 1) Mirvac received development consent for Bays 1-4a (SSD 8517) and Bays 5-15 (SSD 8449) from the Independent Planning Commission on 22nd February 2019.
- 2) Construction Certificate 02 for SSD 8517 was received 2nd August 2019 (foundations, excavation, in-ground works and services).

4.2. Bay 15

Curio Projects has previously assessed the impacts proposed by Mirvac for the redevelopment and adaptive reuse of the Locomotive Workshops building on the **Heritage Impact Statements (HIS)** that accompanied **SSD 8517 – Locomotive Workshops (Bays 1-4a)** and **SSD 8449 Locomotive Workshops (Bays 5-15)** which were approved in November 2017.

As the proposed impacts and works are related specifically to Bay 15, this current report refers only to the previous HIS prepared for the commercial redevelopment of the Locomotive Workshops site for SSD 8449, which concluded:

For heritage places to remain relevant, they must be able to be adapted to the needs of its current and future users. When a site as significant and iconic as the Locomotive Workshop is underutilised, on such a large-scale as it is now, it does not guarantee the protection of its heritage for the future. The Locomotive Workshops were built to house thousands of workers and heavy industry for over a hundred years. The potential for the site to once again draw in thousands of workers and visitors on a regular basis is unparalleled, especially given its prominent location in the heart of Sydney, adjacent to Redfern Station, and opposite Carriageworks.

As stated in the joint NSW Heritage Council and The Royal Institute of Architects guidelines on New Uses for Heritage Places: Guidelines for the Adaptation of Historic Buildings and Sites:

'Many of our heritage buildings were built for a use that no longer exists today. If we want to conserve these buildings, then viable new uses must be found that retain and sustain them into the future. Redundant buildings are vulnerable to neglect, decay and eventually demolition. The best way to conserve a heritage building, structure or site is to use it. Adaptation or adaptive reuse offers new uses for old places. The new use needs to be compatible with the building, retain its historic character and conserve significant fabric, but it can still introduce new services, as well as modifications and additions.' Each generation contributes to the constantly evolving historic environment in its own way. Architects, building designers and developers are crucial to the outcome of such change⁷.

The successful redevelopment of the Locomotive Workshop is an integral part of the redevelopment of the ATP site (i.e. Buildings 1, 2 and 3 and Public Domain), and within the broader Eveleigh Workshops. As arguably the most significant building within the ATP

⁷ NSW Heritage Council and The Royal Institute of Architects New Uses for Heritage Places: Guidelines for the Adaptation of Historic Buildings and Sites (2008:4)
<http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/NewUsesforHeritagePlaces.pdf>

precinct, the redevelopment of the Locomotive Workshop is being reimagined to bring the workers and the public back in. Detailed, independent research has helped to inform the proposed change of use to key spaces, such as the Main Exhibition Hall, to ensure that the future proposed uses are sustainable in the long-term.

The removal of the current modern infill commercial and event spaces across the Locomotive Workshops, allows the reinterpretation of the functionality, look and feel of the spaces for the first time in over 20 years. Major advances in the design, construction and operation of buildings and fit-outs in order to achieve environmentally sustainable outcomes are also a key influencer in how the adaptive reuse of the Locomotive Workshop can be sustainably achieved. Mirvac will aim to achieve a 5 Green Star certification 2 for the building.

The underlying architectural design principles relate not only to protecting the heritage fabric, conserving the character and patina of age as part of the new infill development, but also relate to achieving the highest level of performance in terms of lighting, heating and functionality from an environmental sustainability perspective. Together, these two elements form the basis for creating a new benchmark in which heritage sites can be adaptively reused for a sustainable future. The key design principles guiding the redevelopment of Bays 5-15 will ensure that significant heritage fabric is conserved and retained, with little to no long-term physical impacts. Key characteristics of the place, including its weathered patina, industrial colour schemes, and materiality will be retained and highlighted through the implementation of:

- *clever lighting schemes designed to emphasise heritage fabric and moveable heritage items;*
- *onsite interpretation of fabric and stories; and*
- *contemporary materials and finishes that complement, rather than obscure or compete with the industrial character of the site.*

The redevelopment of Bays 5–15 has been designed to capture the highly significant heritage values of the Locomotive Workshop and wider ERW. As part of this approach, an extensive campaign of community consultation has been undertaken in order to help inform the final design intent. The results of the stakeholder consultation, together with the heritage requirements; design requirements (for the proposed new fit-outs); and future tenant needs have guided the final redevelopment proposed for the site. Each of these key components has played a significant role in the proposal to return the Locomotive Workshop to a place for thousands of workers and visitors alike, where the site's cultural heritage significance can once again be understood, appreciated and celebrated.

In summary, the proposed redevelopment of Bays 5–15 of the Locomotive Workshop, whilst requiring a major change of use in key spaces within the Locomotive Workshops, will have an exciting and positive, long-term effect in protecting and celebrating the site's heritage fabric and stories. The redevelopment aims to preserve, accentuate and emphasize the exceptional cultural and aesthetic heritage values of the building and its spaces, within an

operational framework that will secure the long-term economic viability and activation of the site. Mirvac has a vision to create a compelling destination', like no other in Australia, where the commercial, retail and cultural heritage tourism opportunities for ATP can be brought together and celebrated, with the Locomotive Workshop, front and centre.

In contrast with the two-storey fit-outs in Bays 5-13, the approval process included a three-storey fit-out for Bay 15 in order to correspond and align with the levels of the adjacent three-storey fit-out of Bay 14. SSDA Approval was granted for the Ground and First Floors to house a commercial tenancy space in the southern half whilst the end-of-trip facilities and service rooms were approved for the northern half. Likewise, SSDA approval was granted for the southern portion of the Second Floor to house a commercial tenancy space while the northern portion as approved for the housing of an amenity pod and services rooms for essential equipment, such as the generators.

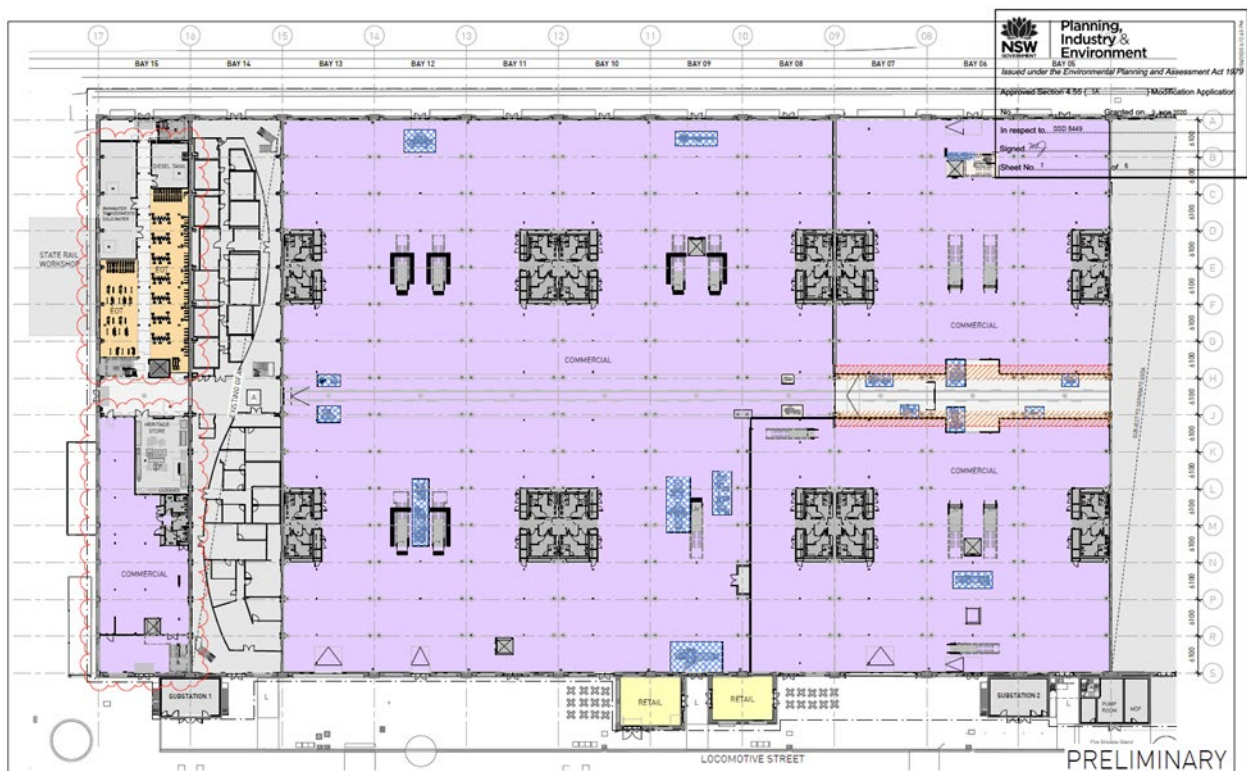


Figure 4.1: Last Approved Ground Floor Plan – Bay 15
Source: Sissons, 2020

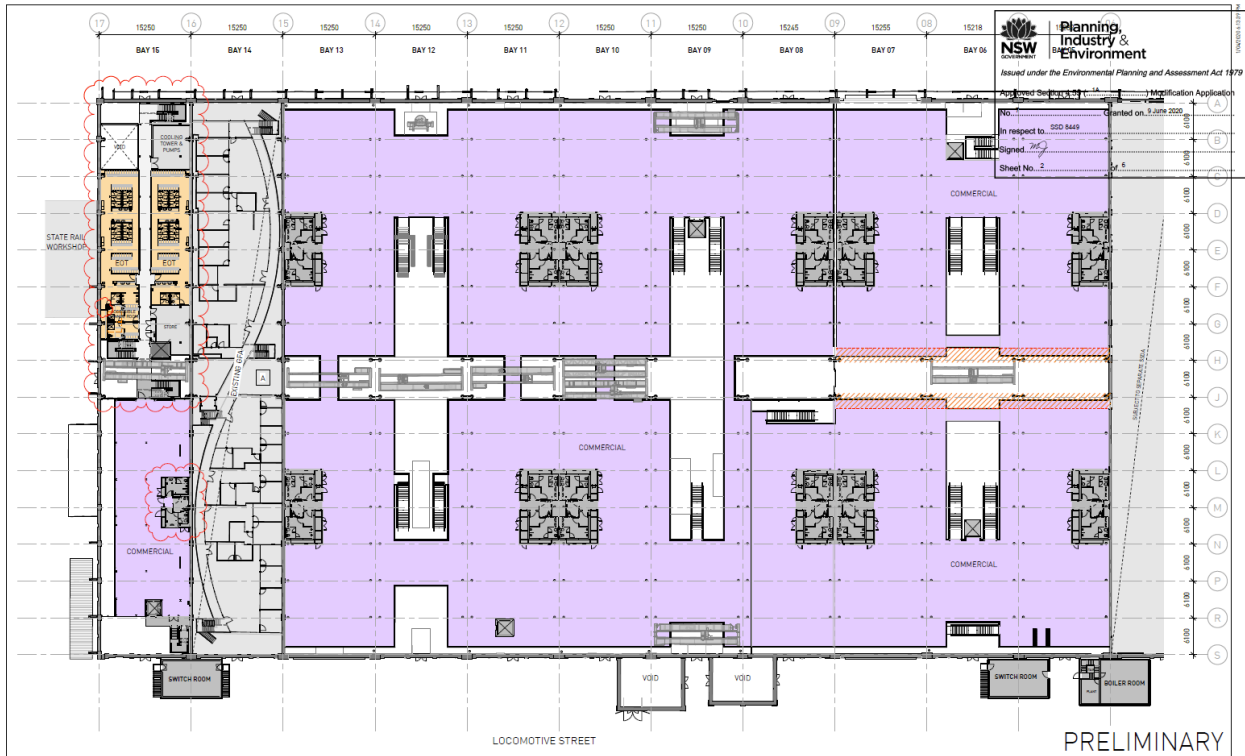


Figure 4.2: Last Approved First Floor Plan – Bay 15
Source: Sissons, 2020

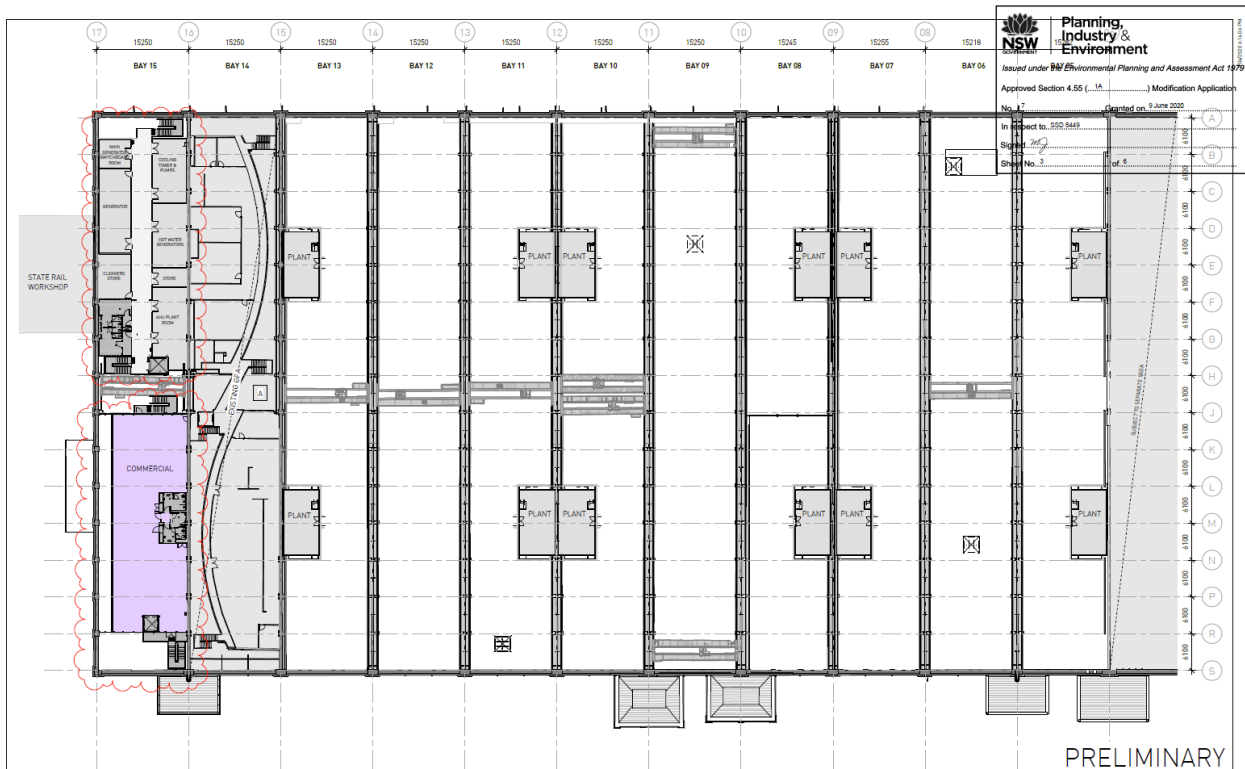


Figure 4.3: Last Approved Second Floor Plan – Bay 15
Source: Sissons, 2020

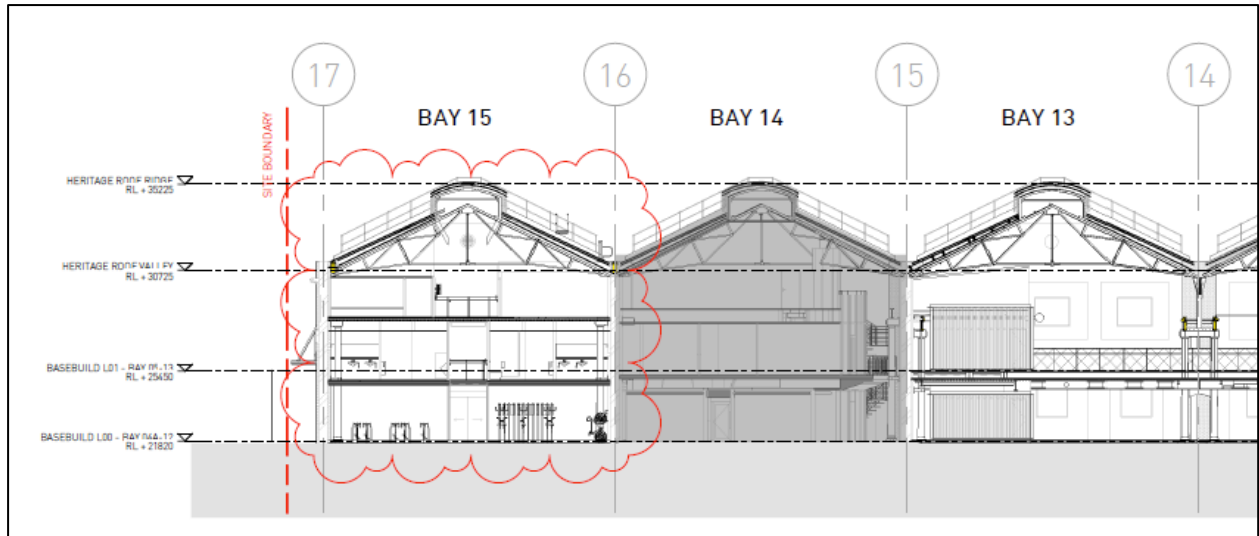


Figure 4.4: Last Approved Long Section B Extract
Source: Sissons, 2020

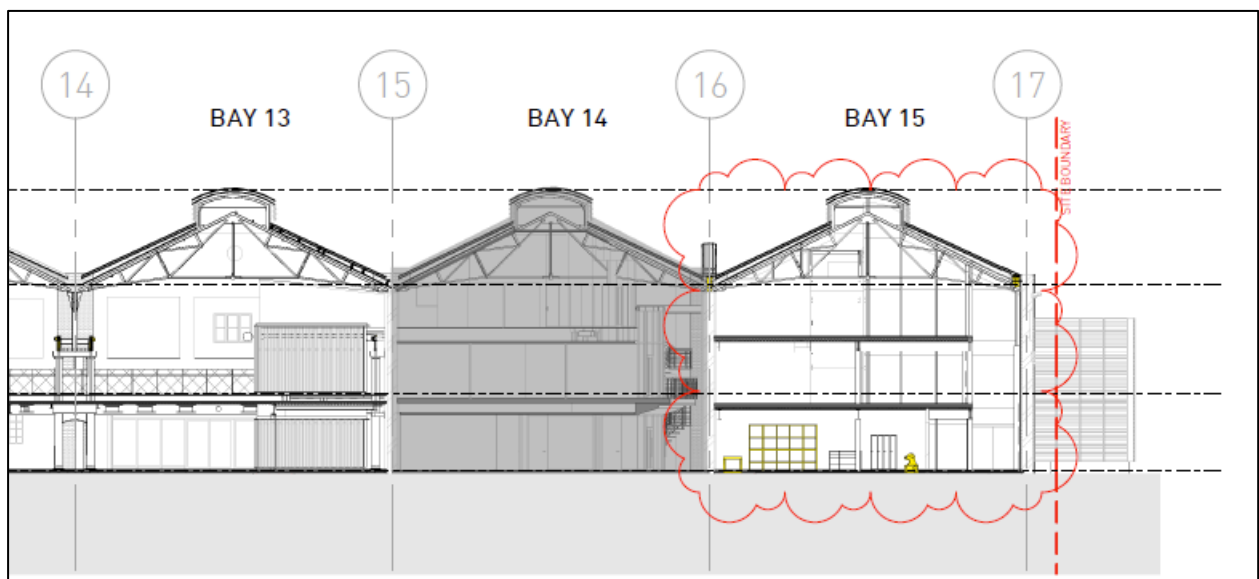


Figure 4.5: Last Approved Long Section A Extract
Source: Sissons, 2020

4.3. Previous Conservation Management Plans (CMPs)

The existence of the Bay 15 South mezzanine platform was mentioned on the *Eveleigh Railway Yards Locomotive Workshops Conservation Management Plan* prepared by the Heritage Group, NSW Public Works in 1995.

*Bay 4a S is empty and 4aN is fenced off as an historic materials store. Bay SS has the mezzanine built for the army in World War 2 (later the canteen) and the more recent mezzanine is over Bays 5 & 6N. Bay 14 & 15 are enclosed by brick walls and **Bay 15S has an older mezzanine with office subdivisions.***

In contrast, the latest NSW Heritage Council endorsed CMP (GML, 2013) did not identify that the Bay 15 South Mezzanine Platform still existed on site, encased within modern fabric. As a result, it was not listed in the physical fabric analysis for Bay 15. The CMP only references the use of the Bay 5 platform as a structure from the WWII period. Therefore, as part of the 2015 redevelopment considerations for the site, the mezzanine platform was considered to have been removed, rather than completely encased in modern fabric, as part of the 1990s redevelopment of the site.

Eveleigh and the War Effort

The Eveleigh Railway Workshops were again used for manufacturing for World War II from 1941. This time the Department of Defence supplied its own machinery for the manufacture of 25lb field-gun shells. The machinery was installed in Bays 5 and 6, which were temporarily cleared of railway machinery, and a timber mezzanine level constructed in Bay 5. Bay 8 was used as a munitions annexe and, for a short time, tanks were assembled in the New Locomotive Workshop. The workshops at Eveleigh also produced the machinery needed for the manufacture of Bren guns. Concrete air raid shelters were added to both sides of the of the Eveleigh Railway Workshops in 1942-43 and some Department of Defence workers were accommodated at the Carriage Workshops. The Defence machinery was removed from the Locomotive Workshops in 1945 at the end of the war and the workshops resumed normal operations.

As a result, the three-floor level proposal for Bay 15 was approved on the 22nd February 2019 through the SSD 8449 development application. It did not consider the existence of the 1940s structure hidden by the 1990s office fit-out.

5. Discovery of Historic Fabric – Bay 15

5.1. Investigative Works

The recent structural investigations of Bay 15 South have identified the presence of the historic building fabric that is clearly associated with the mezzanine floor documented above.

The identified building structure comprises a timber and steel mezzanine platform (Bay 15, south of Central Spine) and an empty brick pit and adjacent brick wall (southwest corner), likely to be a part of a hoist structure to lift heavy equipment. These structures were clearly identified after the exploratory works were completed in May 2020; and further demolition of the 1990s fit-out from July to August 2020. The fabric of the mezzanine and associated elements are further documented in this report.

5.2. Exposed Historic Features

In the initial stages of the demolition of the 1990s fit-out of Bay 15, Curio Projects and Mirvac identified the potential for a historic structure to be present yet encased in modern fabric, particularly within the southern section of the bay. To better assess this, exploratory works were undertaken to identify the extent and conditions of the potential historic element, which, at this stage, was not yet confirmed to be the Mezzanine Platform. Exploratory work was undertaken along the entire area of Bay 15, a combined effort between Curio Projects, Mirvac, the surveyor team, and Sissons Architects.

Between February and May 2020, Mirvac, under Curio's supervision, removed segments of the modern plaster ceiling along the entire extent of Bay 15 (north and south of central spine) in an attempt to understand the extent of the historic structure as it was not previously identified on the approved demolition plans, nor was it identified in the GML CMP (2013). This significant, initial exploratory works revealed the presence of an intact timber and steel mezzanine platform in overall good condition which spanned the southern half of Bay 15, along with a brick pit and adjacent brick wall, also located in the southwest corner of the bay.

The initial exploratory demolition works associated with the removal of the 1990s fit-out, being undertaken at the same time in the northern half of Bay 15 (north of central spine) did not reveal any unexpected historic fabric other than the already documented and known structures such as the gantry cranes, steel beam and columns.

During June and August 2020, Mirvac commenced the careful demolition of the 1990s fit-out under the advice of Curio Projects to better expose and reveal the full extent and details of the timber and steel mezzanine platform. After the complete reveal of the structure, Curio Projects reassessed the significance of this historic fabric in light of the 2013 and 2006 CMP, subsequent heritage guidelines, and subsequent historical research, as described in Section 6. During this time, numerous discussions and a key stakeholder meeting were held with the City of Sydney and Heritage NSW

regarding the discovery of the Bay 15 South Mezzanine Platform and the proposed options for future management.

5.3. Physical Analysis

After the full demolition of the 1990s fit-out in Bay 15 South was completed, the historic fabric associated with the former Locomotive Store was fully exposed. The area of the mezzanine (timber and steel) platform spans from the central spine towards the south of Bay 15, connecting both the eastern and western walls through steel beams, steel columns, and a timber floor, separating the Bay 15 south in two levels: Ground and First Floors (also referenced as Mezzanine Platform Level). In the southwest corner, a brick pit adjacent to a brick wall that runs from Ground to the Mezzanine Platform Level was also identified. This wall is understood to be potentially associated with a lift/hoist structure used during the Locomotive Store period. The fabric exposed after the demolition of the 1990s fit-out includes:

- A mezzanine platform mainly composed of typical 1940s building fabric, with minor additional later modifications especially at the southwest area. The mezzanine platform is composed of timber floorboards, timber and steel beams and steel supporting columns that divide the Bay 15 south into two levels;
- Large steel supporting columns and steel beams are distributed uniformly and are visible from the Ground Floor space. They support the 1940s timber floorboards that compose the floor structure of the Mezzanine Platform Level;
- A brick pit and brick wall in the southwest corner that were potentially used as a lift/hoist structure;
- A timber and steel structure at the top of the southwest brick wall above the mezzanine platform, also potentially related to the lift/hoist mechanism to lift heavy items for the Locomotive Store;
- The maker's stamps (Kembla and BHP) and dimension marks were visible on the steel supporting columns;
- Pipes associated with the Locomotive Workshop use along the east and west brick wall;
- Two exposed steel wing brackets attached to steel columns on a north-south orientation along the central spine supporting steel columns;
- Flat steel plates, steel rods and round steel through bolts against the original brick walls (east and west sides) at various locations;
- Sandstone blocks sit on the top of the brick wall and support the steel trusses on the Mezzanine Platform Level;
- Steel and glass windows along the western wall of Bay 15 South, visible from the Ground Floor and the façade;
- Timber windows on the western wall of Bay 15 South on the Mezzanine Platform Level.

A summary of the exposed mezzanine features, including the survey and Curio's comments regarding details of the structural elements, is presented below. The overall structure's condition was generally considered by Curio, in terms of its intactness graded as poor, moderate or good.

Good	solid, little to no evidence on damage, deterioration or intervention
Moderate	sound, evidence of some damage, and/or some intervention, remediable
Poor	substantial evidence of damage, deterioration and/or intervention, fragile

Overall, Curio assessed the entire Bay 15 South Bay 15 South Mezzanine Platform to be, generally, intact with very few modern penetrations along the timber floorboards.

5.3.1. Bay 15 South – Ground Floor

Table 5.1: Description of built heritage features of the mezzanine platform Ground Level

FABRIC ELEMENT	DESCRIPTION	CURRENT LEVEL OF INTACTNESS	COMMENTS
Steel columns	Steel columns supporting steel beams and mezzanine floorboards (Figure 5.1 and Figure 5.2). Measuring approximately 3825mm x 200mm, the supporting steel columns are arranged in 4 rows of 7 supporting columns along the Ground Floor space, running north to south. They are part of the fabric of the 1940s mezzanine structure. Some attachments to these steel columns include two steel wing brackets affixed to steel beams along the central spine on a north to south alignment.	Good	<i>The 1940s columns are structural elements of the mezzanine. They do not form part of the original fabric of the c. 1887 building. The steel columns are found throughout the Ground Floor, to support the steel beams and mezzanine platform joists and floorboards. Except for the central steel columns, most of the columns have a 1990s paint coating and are partially exposed along the plasterboard walls of the 1990s tenancy fit-out.</i>
Steel supporting beams and the mezzanine platform floorboards	A series of steel beams sit on the steel columns, visible from the ground floor area of Bay 15 South. They measure around 200mm in width, 500mm in height and 3000mm in length. The east to west steel beams cut into the brick boundary wall at their eastern and western ends. The beams act as bearers supporting some timber joists, which are the base of the mezzanine floorboards (Figure 5.1 and Figure 5.6). This consists of a row of timber boards which are aligned east to	Good	<i>As per the steel columns, the 1940s steel beams of the mezzanine platform floorboards are with very few alterations. One section along the central corridor (between grids M and N) were removed.</i>

FABRIC ELEMENT	DESCRIPTION	CURRENT LEVEL OF INTACTNESS	COMMENTS
	west and are cut to fit against the north to south steel beams. Between the east to west boards are sets of narrower 'crisscrossing' timber boards. This series of steel beams and timber floorboards form part of the structural fabric of the 1944 mezzanine platform.		
Makers marks & measurements on steel columns and beams	Steel support columns and beams display names and dates such as 'BHP' and 'AIS KEMBLA 20X **' (Figure 5.6 and Figure 5.7). The same steel was used in Bay 5 South which displays 'A.I.S. KEMBLA 8"x6"' on a steel support column. This steel was produced by the company Hoskins Iron & Steel (HI&S) at their plant in Port Kembla. 'A.I.S' stands for Australian Iron & Steel who financially supported the production plant in 1928 with the Great Depression approaching. In mid-1935 the Hoskins brothers merged with Essington Lewis of Broken Hill Propriety (BHP) for the plant to survive during the Depression. The mezzanines were, therefore, built no earlier than mid-1935, further confirmed by the historic research (Section 3.2), but were more likely built in 1944.	Good	<i>The 1940s columns are structural elements of the mezzanine and steel measurement and name imprints vary along the Bay 15 South Mezzanine Platform.</i>
Steel pipes and modern services	There are a series of pipes along the east and west brick wall of Bay 15 South (Figure 5.4 and Figure 5.6). Running in a North to South orientation these pipes relate back to the railway workshop period and use. There are very few penetrations of modern services, however, they relate to the 1990s renovation and are intrusive elements.	Good	<i>The 1990s elements are intrusive and should be removed.</i>



Figure 5.1: Ground Floor of Bay 15 South after the removal of the 1990s fit-out.
Source: Curio Projects, 2020



Figure 5.2: Steel beams running east to west are screwed and bolted onto steel columns running north to south. Mezzanine floorboards also in view.
Source: Curio Projects, 2020



Figure 5.3: Steel beams aligned east-west abutting Bay 15 South western brick wall. Narrower 'crisscrossing' timber floorboards between the north-south floorboards of the mezzanine platform.
Source: Curio Projects, 2020



Figure 5.4: Narrower timber-cross brace between the north-south floorboards of the mezzanine platform.
Source: Curio Projects, 2020



Figure 5.5: A closeup of narrower and intersecting timber floorboards acting as bearers, then timber joists, which are the base of the mezzanine platform floorboards (east wall).
Source: Curio Projects, 2020



Figure 5.6: Closeup of steel beam with 'BHP' inscription.
Source: Curio Projects, 2020



Figure 5.7: Close up of steel beam with 'A.I.S KEMBLA 20X**' inscription.
Source: Curio Projects, 2020

5.3.1. Bay 15 South – Mezzanine Platform Level

The following table summarised dimensions, materiality and structure of the elements identified within the Mezzanine Platform Level in Bay 15 South.

Table 5.2: Description of built heritage features of the 1944 mezzanine platform

FABRIC ELEMENT	DESCRIPTION	CURRENT LEVEL OF INTACTNESS	COMMENTS
<i>Timber joists and floorboards</i>	The floorboards of the 1944 mezzanine platform are in good condition (Figure 5.8 and Figure 5.9). The timber joists are laid in a north to south alignment and stop at the southwest corner to provide access for the lift pit/hoist. The floorboards are aligned in an east to west alignment and dimensions are variable. There are very few penetrations along this timber floor and timber joists (Figure 5.12).	Good	<i>The structure and general appearance/architectural design of the 1944 timber floorboards is widely known in historic buildings in NSW of similar construction period (1940s).</i>

FABRIC ELEMENT	DESCRIPTION	CURRENT LEVEL OF INTACTNESS	COMMENTS
Brick wall attachments	Across Bay 15 South on the Ground Floor and Mezzanine Platform Level are items attached to the brick walls. These include steel rods, steel plates, pipes and round steel through bolts attached to the original brick wall at various locations (Figure 5.8 to Figure 5.13).	Moderate	<i>The wall attachments are considered to be part of the 1944 building fabric, likely to be footprints associated with the historic workshop use for machinery/shelving attachments.</i>
Sandstone finishes on top of the Eastern and Western walls	Visible from the Mezzanine Platform Level, a series of original sandstone blocks compose the finishes at the top of the original brick walls (eastern and western) that support the steel trusses. Those sandstone blocks are in good condition (Figure 5.10 and Figure 5.11).	Good	<i>The sandstone blocks as finishes supporting the steel trusses can be seen elsewhere in the Locomotive Workshops building (i.e. Annexe in Bay 1 South)</i>
Timber and glass windows	Similar to other windows at higher areas of the Locomotive Workshops, including the Bay 15 northern wall, those 5 original large timber windows are located on the original western brick wall of Bay 15 South and provide clear views to the LES building (Figure 5.8, Figure 5.9 and Figure 5.13).	Good	<i>Other timber windows are present along the Locomotive Workshops building; however, these enable views to the LES building</i>



Figure 5.8: Bay 15 South mezzanine platform.
Source: Curio Projects, 2020



Figure 5.9: Bay 15 South mezzanine platform. Western brick wall to the right; potential hoist/lift structure and brick wall at the back.
Source: Curio Projects, 2020



Figure 5.10: Eastern brick wall and sandstone details.
Source: Curio Projects, 2020



Figure 5.11: Bay 15 original steel roof, eastern brick wall and sandstone details.
Source: Curio Projects, 2020



Figure 5.12: Existing penetration on mezzanine platform.
Source: Curio Projects, 2020



Figure 5.13: Original timber window on western brick wall viewing the LES building.
Source: Curio Projects, 2020

5.3.2. Bay 15 South – Potential Hoist/Lift structure and brick wall in southwest corner

The Bay 15 South West corner structures should be understood as a single structure that composes a potential hoist/lift area.

At the Ground Floor area, there is a brick wall and an empty brick void/pit covered by modern steel plates that are supported by modern steel rods. The brick wall runs from Ground Floor to the Mezzanine Platform Level, and at the top of this brick wall, sits a small timber and steel structure likely associated with the Locomotive Store use of a potential hoist mechanism. Overall, the brick wall, brick pit/void, and timber and steel structure above the Mezzanine Platform Level are considered to be in good condition (Figure 5.14, Figure 5.17 and Figure 5.18).



Figure 5.14: Brick wall at the southwest corner associated with a potential hoist/lift mechanism.
Source: Curio Projects, 2020



Figure 5.15: Modern steel plates covering brick pit in southwest corner of Bay 15.
Source: Curio Projects, 2020



Figure 5.16: Current modern steel plates covering brick pit in southwest corner of Bay 15.
Source: Curio Projects, 2020



Figure 5.17: Brick pit after partial removal of modern steel plates in southwest corner of Bay 15.
Source: Curio Projects 2020



Figure 5.18: Brick pit after partial removal of modern steel plates in southwest corner of Bay 15.
Source: Curio Projects 2020



Figure 5.19: Steel and timber structure associated with potential hoist mechanism on top of the east to west brick wall at the southwest corner of Bay 15.

Source: Curio Projects, 2020.



Figure 5.20: East to west brick wall and adjoining timber platform at the southwest corner of Bay 15. Modern staircase occupies the space potentially used as a hoist/lift.

Source: Curio Projects, 2020.

6. Heritage Significance Assessment

6.1. Australian Technology Park Conservation Management Plan 2013

The following summary statement of significance for the South Eveleigh (former ATP) site has been drawn from Section 7.5.1 of the ATP CMP (GML 2013).

ATP provides important evidence of the founding and gradual expansion of the largest railway workshops in NSW over a period of 100 years. The Eveleigh Railway Workshops was a highly significant and ambitious public endeavour of a type that rarely occurs today. Eveleigh was a government-established and government-run industrial workshop designed to provide self-sufficiency for the Sydney and NSW railways, without reliance on private operators who did not possess the funds or workforce to cope with demand during the nineteenth century. It employed and developed the best technology available at the time and continued to innovate in response to changes in the NSW railways system and management policy throughout its years of operation.

The ATP site contains an amalgam of land gradually resumed for railway use during the nineteenth and twentieth centuries. The land was resumed for a number of expansions of the Locomotive Workshops, establishment of the Alexandria Good Yard and construction of the Eastern Suburbs Railway connection to the Illawarra line, and involved demolition of an area of housing north of Henderson Road. At its peak, the area was the most important rail precinct in NSW.

Three of four remaining buildings and a significant machinery collection from the State-significant Eveleigh Locomotive Workshops are contained within the ATP site. The Locomotive Workshops building, New Locomotive Shop and Works Manager's Office form a historically and aesthetically significant group that demonstrates the scale and importance of the Eveleigh Locomotive Workshops and are a landmark along the western railway. The distinctive, highly detailed industrial buildings provide powerful evidence of the importance of the workshops as a major industrial undertaking in NSW during the late nineteenth century. Individual items of the Locomotive Workshops Machinery Collection remain significant items of technical achievement. These range from the Davy Press, a unique machine in Australia and rare in a world context, to the Departmental Lathe, a precision machine built locally. While the Machinery Collection is not entirely intact, it retains a high level of significance and the collection within the blacksmiths workshop is relatively complete.

The ATP site holds great significance for members of the local community and current and former workers within the NSW railways and is central to many local community members' connection with the Redfern/Darlington area. As the site of the former Eveleigh Locomotive Workshops, ATP is emblematic of a type of work no longer common in NSW and the remaining buildings are seen as a testament to the many thousands of workers and their families that made their living within its walls. The pride in the history of the Eveleigh Locomotive Workshops is evident through the dedication of the many volunteers that continue to work in the Large Erecting Shed, the blacksmith business in Bays 1 and 2 South

and the open days and tours led by former workers, as well as the many views expressed during the community consultation process.

The ATP site has strong historical connections with the surrounding area, including North Eveleigh and Redfern Station, as well as a historical connection with the expansion, pattern and type of development that occurred in adjacent suburbs. While the former Eveleigh Locomotive Workshops are significant in their own right, this significance is increased by their relationship to the Eveleigh Railway Workshops as a whole, including the former Carriage and Wagon Workshops at North Eveleigh and the former Macdonaldtown Gas Works.

The ATP CMP 2013 does not mention the Bay 15 South Mezzanine Platform, likely as it was hidden by the existing 1990s fit-out and was presumed to have been demolished in the 1990s redevelopment of the site when the physical fabric Bay 15 was assessed as part of the 2013 CMP prepared by GML. This structure is considered, however, to be an element of moderate significance and is consistent with the CMP description of moderate significance, as highlighted below:

Table 6.1: Extract from ATP CMP 2013 describing gradings of significance of different components of the place according to the NSW Heritage Office publication Assessing Heritage Significance (2001).

GRADE	JUSTIFICATION
Exceptional	<i>Rare or outstanding element directly contributing to an item's local and State significance.</i>
High	<i>High degree of original fabric. Demonstrates a key element of the item's significance. Alterations do not detract from significance</i>
Moderate	<i>Altered or modified elements. Elements with little heritage value, but which contribute to the overall significance of the item.</i>
Little	<i>Alterations detract from significance. Difficult to interpret.</i>
Intrusive	<i>Damaging to the item's heritage significance</i>

Table 6.2: Extract from ATP CMP 2013 describing elements of High significance to which the Bay 15 South Mezzanine Platform would be associated with. Source: GML, 2013

GRADE	APPLICATION TO ATP	ELEMENTS/ATTRIBUTES
Moderate (M)	Remnants of the Eveleigh Locomotive Workshops within the ATP site which have historic, associational and/or aesthetic values and contribute to overall significance. May also include sites of archaeological potential relating to former structures and landscape features.	Remnant brick walls from foundry Remnant rail tracks throughout the site Change in level between Locomotive Workshops building and foundry site

6.2. Reassessing the Significance of Bay 15 South Mezzanine

For the purpose of this report and the analysis of the subsequent proposed alterations to the original building fabric elements of the Bay 15 South mezzanine, a separate assessment has been completed to understand the proposed impacts *versus* the nature of the building elements.

6.3. Assessment Methodology

The Assessment of Significance of the Bay 15 South mezzanine platform is based on the principles and definitions previously consolidated in *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, and in the NSW Heritage Manual – prepared by the former Heritage Branch, NSW Office of Environment and Heritage. This literature indicates the guidelines and criteria selected to assess the heritage significance of a place, in which the Burra Charter defines cultural significance as:

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural Significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.

Places may have a range of values for different individuals or groups.

Furthermore, the NSW Heritage Manual correlates the assessment of significance of a place with the understanding and description of its main uses, association with individuals or groups, archaeological potential and overall meaning of the cultural significance within those groups. This assessment includes comparing the significance of a place with the NSW Heritage assessment criteria, in which a place can meet more than one criterion. Such process will determine the level of significance of a place – either for the local government area, for the state of NSW or for the broader Australian community – and results in a succinct statement of heritage significance.

For the assessment of local or State significance of an item, the NSW Heritage Guidelines indicates that the item must meet one or more of the following criteria:

Criterion (a): An item is important in the course, or pattern, of NSW cultural or natural history (or in the cultural or natural history of the local area);

Criterion (b): An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area);

Criterion (c): An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);

Criterion (d): An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons;

Criterion (e): An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area);

Criterion (f): An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area); and

Criterion (g): An item is important in demonstrating the principal characteristics of a class of NSW's:

- *Cultural or natural places; or Cultural or natural environments.*
- *(or a class of the local area's cultural or natural places; or cultural or natural environments).*

Further to the above criteria, assessment of the heritage significance of an item/place is also influenced by its level of intactness, which refers to the physical condition of such item/place. According to the Heritage Division's manual *Assessing Significance for Historical Archaeological Sites and 'Relics'*, intactness refers to:

A heritage place or archaeological site may need to retain sufficient integrity that it is able to convey its significance to people in the present. This could derive from factors unrelated to 'research potential' such as location, setting, design, materials, workmanship, association.

In order to develop a holistic understanding of the uncovered heritage fabric, it is important to assess the level of heritage significance of the mezzanine platform in the southern half of Bay 15 in relation to its contribution to the overall heritage values of the place. Some individual heritage elements of a place may contribute to a greater or lesser degree than others to the overall heritage values of a place, as well as possessing varying distinct levels of intactness and integrity depending on the development history and condition of each element.

The assessment of the significance for each element of the Bay 15 South Mezzanine Platform has been ranked in accordance to the ranking, or grades of heritage significance as defined by the NSW Heritage Manual (2001), presented in Table 6.3 below.

Table 6.3: Gradings of significance according to the NSW Heritage Manual (2001)

GRADING	JUSTIFICATION	STATUS
Exceptional	Rare or outstanding element directly contributing to an item's local and State significance	Fulfil criteria for local or State listing
High	High degree of original fabric. Demonstrates a key element of the item's significance. Alterations do not detract from significance.	Fulfil criteria for local or State listing
Moderate	Altered or modified elements. Elements with little heritage value, but which contribute to the overall significance of the item.	Fulfil criteria for local or State listing
Little	Alterations detract from significance. Difficult to interpret.	Does not fulfil criteria for local or State listing.

GRADING	JUSTIFICATION	STATUS
Intrusive	Damaging the item's heritage significance.	Does not fulfil criteria for Local or State listing.

6.4. Criteria for Assessment of Cultural Heritage Significance

This section presents a discussion of heritage significance of the Bay 15 South Mezzanine Platform in accordance with the criteria developed by the NSW Heritage Division guidelines. The complete assessment of significance of the Eveleigh Railway Workshops, its building fabric, moveable collection and broader context should be further developed after the completion of the redevelopment of the site. Hence, this assessment contextualises the uncovered building fabric in relation to the proposed impacts only and does not replace the current CMP assessment of Significance.

6.4.1. Criterion (a)—Historical Significance

'Important in the course, or pattern, of NSW' cultural or natural history (or in the cultural or natural history of the local area)'.

The ERW workshops represent an important tangible element that is intrinsically associated with the development of the railway infrastructure in NSW. The Bay 15 South Mezzanine Platform is associated with the ERW history and demonstrates the ongoing nature of the multiple modifications that occurred onsite throughout time, especially due to the modernisation of processes and the intrinsic demands of the post-WWII periods, in order to meet the constantly changing demands of the workshops and associated buildings.

As described in Section 3.2, the mezzanine platform does not form part of the original fabric of the Locomotive Workshops, as it was added to Bay 15 in 1944. The inscriptions 'A.I.S KEMBLA' and 'BHP' on the steel columns and beams reinforce that the structure was a later addition as those two companies merged in 1935 as a result of the weakened market during the Great Depression in that year.

To date, the historic records have demonstrated the primary use for the Bay South Mezzanine Platform to be a Store Room, which does not demonstrate significant, multiple historic functions over time or strong social (intangible) connections when compared with other later additions within the workshops, such as the Canteen Mezzanine Platform ('The Canteen') in Bay 5, another structure from the 1940s. The Canteen in Bay 5 was a significant point of socialisation, during and after work hours, for many thousands of workers and was a key location for many events, from movie and opera nights through to boxing matches and music concerts.

Therefore, when the Bay 15 South Mezzanine Platform is assessed from the perspective of how it contributes to the overall historical significance of the building, it demonstrates the change of use and evolution of the site over time. The Bay 15 South Mezzanine Platform is considered to meet the

criterion for historical significance at a **Local** level, in terms of demonstrating the evolving use of the site over time.

6.4.2. Criterion (b)—Associative Significance

'An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area)'.

This particular mezzanine **does not** have a specific associative significance, as it primarily performed a utilitarian function as additional storage, unlike the Canteen mezzanine which was highly significant for its special vibrant active communal area for the Eveleigh workers, housing several artistic activities such as music presentations (i.e. Lauris Elms, Yehudi Menuhin), movies, plays and distinct award prizes, as well as daily lunch gatherings. Key stakeholders, including the Australian Historic Railway Society, the local community and former workers who have worked closely on the project since 2015 were asked to provide any feedback as to whether the Bay 15 South Mezzanine Platform may have significant heritage value. However, due to its primary use as additional storage and workspace over the years, it was not noted by any of the key stakeholders to have held any specific associative significance. As a result, the Bay 15 South Mezzanine Platform is assessed as not having any specific associative significance at either a local or State level.

6.4.3. Criterion (c)—Aesthetic Significance

'An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)'.

The Bay 15 South Mezzanine Platform is constructed using a steel support structure and timber floorboards, typical of industrial warehouse-style mezzanine platforms of its time. The attractive yet typical architectural detailing was largely used in many warehouses and industrial buildings and sheds across Sydney, including the Locomotive building itself (i.e. Bay 5 Canteen).

The overall fabric is generally intact and in good condition, albeit having been fully covered and unable to be viewed for more than 30 years. It has been subject to some perforations associated with the installation of modern services; however, it is generally considered to be intact. It has been graded as having moderate aesthetic significance, as the fabric was introduced into the building in 1944 and does not form part of the original, exceptionally significant fabric of the building.

The Bay 15 South Mezzanine Platform is assessed to meet the criteria for moderate aesthetic significance at a **Local** level.

6.4.4. Criteria (d)—Social Significance

'An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons'.

The Bay 15 South Mezzanine Platform had been completely covered and obscured by a modern fit-out for conversion to, and use as, commercial offices since the building's redevelopment in the 1990s.

During key South Eveleigh stakeholder consultation sessions regarding the rediscovery of the platform in 2020 and in follow-up research, the Bay 15 South Mezzanine Platform **has not been identified to meet this criterion** at a Local or State level, as it was historically, generally, used as an additional store room post 1940s and is not known to hold any social significance value.

6.4.5. Criteria (e)—Scientific Significance

'An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area)'

The construction techniques and materials used for the Bay 15 South Mezzanine Platform and hoist structure, whilst aesthetically pleasing, are typical of industrial and warehouse-style mezzanine structures of the time and do not provide evidence of any unusual, unique or non-standard construction techniques associated with the construction of the Locomotive Workshops, or more generally.

The Bay 15 South Mezzanine Platform **does not** meet the criterion for scientific significance.

6.4.6. Criteria (f) – Rarity

'An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).'

The overall Locomotive Workshops building is a rare example of railway industries and Victorian-era industrial steam machinery of exceptional significance. The Bay 15 South Mezzanine Platform itself does not meet this criterion, as it typifies the ongoing nature of the multiple modifications that occurred onsite throughout the use of the workshops over time. In particular, the bays within the Locomotive Workshops were often subject to changes of uses, adaptations, and modernisation of processes in order to convert from steam to electricity and to contribute meaningfully to the Australian war efforts. The Bay 15 South Mezzanine Platform is representative of the constant evolution of the site, but is not rare, in terms of either its fabric or its use.

Therefore, the Bay 15 South Mezzanine Platform **does not** meet this criterion.

6.4.7. Criteria (g)—Representativeness

'An item is important in demonstrating the principal characteristics of a class of NSW's

- *Cultural or natural places; or Cultural or natural environments*
- *(or a class of the local area's cultural or natural places; or cultural or natural environments)'*

Within the broader context of the Locomotive Workshops building and the Eveleigh Railway Workshops complex, the historic alterations, innovations and structures represented by the Bay 15 South Mezzanine Platform are a clear example of the adaptability of the site's fabric in light of the changing demands of the railway industry in NSW.

The Bay 15 South Mezzanine Platform is assessed to meet the criteria for representativeness at a **Local** level.

6.5. Summary of Significance Assessment

The overall Locomotive Workshops building is a rare example of railway industries and Victorian industrial steam machinery of exceptional significance. The Bay 15 South Mezzanine Platform typifies the ongoing nature of the multiple modifications that occurred onsite throughout time, especially due to the modernisation of processes and the intrinsic demands of the post-WWII periods, in order to meet the constantly changing demands of the workshops and associated buildings. Therefore, the Bay 15 South Mezzanine Platform is assessed to meet the criterion for historical significance at a Local level, in terms of demonstrating the evolving use of the site over time.

The Bay 15 South Mezzanine Platform is constructed using a steel support structure and timber floorboards, typical of industrial warehouse-style mezzanine platforms of its time. The attractive yet typical architectural detailing was largely used in many warehouses and industrial buildings and sheds across Sydney, including the Locomotive building itself (i.e. Bay 5 Canteen). The Bay 15 south Mezzanine Platform is assessed to meet the criteria for moderate aesthetic significance at a **Local** level due to its level of intactness, construction and fabric.

During key South Eveleigh stakeholder consultation sessions regarding the rediscovery of the platform in 2020 and, in follow-up research, the Bay 15 South Mezzanine Platform was not specifically identified as having any specific social or associative significance, as it was constructed for, and primarily used as, an additional storeroom during and after WWII until being completely covered as part of the 1990s fit-out for the site. As a result, it was not identified as having any specific social or associative significance other than that already more broadly attributed to the Locomotive Workshops as a whole.

Within the broader context of the Locomotive Workshops building and the Eveleigh Railway Workshops complex, the historic alterations, innovations and structures represented by the Bay 15 South Mezzanine Platform are a clear example of the adaptability of the site's fabric in light of the changing demands of the railway industry in NSW. Therefore, the Bay 15 South Mezzanine Platform is assessed to meet the criteria for representativeness at a Local level but is not considered to be rare, in terms of either its fabric, construction or use.

In summary, the Bay 15 South Mezzanine Platform is considered to meet the threshold of having local significance for its historical, aesthetic and representative values, but does not meet the threshold for significance at the State level. The platform was constructed at a later date (c.1940s)



for general utilitarian purposes (i.e. additional storage), using the standard materials and construction techniques for industrial mezzanines of the time. After consultation with key stakeholders, including the Australian Historical Railway Association, the local community and Former Workers, the Bay 15 South Mezzanine Platform has not been identified as having any specific intangible heritage values, in terms of social and associative significance at either a local or State level.

7. Proposed Works

7.1. Initial Studies

The historic research and identification of the exposed building fabric guided Mirvac and the design team to analyse different architectural and engineering solutions in order to minimise impacts to the mezzanine platform while still maintaining the viability of the project and the functionality of future businesses. The following four alternatives have been studied, highlighting the positive and negative aspects on several disciplines (Table 7.1):

- OPTION 1** Retain the platform in original location
- OPTION 2** Partial removal as a mezzanine
- OPTION 3** Relocate platform (raise or lower)
- OPTION 4** Repurpose fabric for interpretation

After careful consideration, especially when analysing the economic impact of the retaining options (Section 7.1.1), Mirvac and the team selected as the preferred option repurposing the fabric for interpretation, as the full or partial retention of the platform would entail the dismantling process regardless.

Table 7.1: Studied Options – Pros and Cons

BCA, FIRE ENGINEERING AND DDA			
OPTIONS STUDIED	PROS	CONS	
OPTION 1 Retain the 1944 mezzanine platform in original location	Nil	The 1944 mezzanine platform does not comply with the BCA or Fire Engineering Report. As Bay 15 is one fire compartment and more than two storeys (in the north side). In order to comply with the BCA and Fire Engineering Report, a two-hour fire-rated wall would need to be constructed between the north and south of Bay 15. Alternatively, all the structural elements of the existing 1944 mezzanine platform (columns and beams) must be fire rated with thick intumescent paint if a firewall does not separate the north and south. To comply with the BCA and DDA the platform will need to be accessible by lift and stairs.	
OPTION 2 Partial removal as a mezzanine	New elements of the fit-out will comply with BCA and Fire Engineering. If the 1944 mezzanine platform is below 200sqm in area it will not require lift access.	The 1944 structural steel will need to be fire rated with intumescent paint forming part of the mezzanine platform. Travel distances, fire sprinkler coverage, hydrant and hose reel coverage will all need to be further assessed against the BCA. However, a preliminary assessment suggests there may be non-compliance with the approved Fire Engineering Report.	
OPTION 3 Relocate platform (raise or lower)	Nil	Same as option 1. The 1944 mezzanine platform does not comply with the BCA or Fire Engineering Report. As this scheme proposes a three-level scheme the 1940s steel must be fire rated with intumescent paint to achieve compliance.	
OPTION 4 Repurpose fabric for interpretation	The current approved design will comply with the latest BCA legislation and Fire Engineering Report.	Nil	

HERITAGE			
OPTIONS STUDIED	PROS	CONS	
OPTION 1 Retain the 1944 mezzanine platform in original location	The entire 1944 mezzanine platform can be retained in its original location.	If no firewall is constructed, the 1944 mezzanine platform will have to be dissembled in order to fire rate the top of the steel beams and columns (30% of the material is estimated to be lost). Penetrations in the platform would be required for amenities pod, lift shaft, stair access and services reticulation.	
OPTION 2 Partial removal as a mezzanine	Part of the 1944 mezzanine platform can be contemplated and reinstated in its original form and fabric, but not original craftsmanship.	Same as option 1. The 1944 mezzanine platform will have to be dissembled in order to fire rate the top of the steel beams and columns. (est. 30% lost material in removal phase. Refer to the removal method below) Additional structural support would be required between the historic and new structure, having a physical and visual impact on the 1944 mezzanine platform.	
OPTION 3 Relocate platform (raise or lower)	Same as option 1. The 1944 mezzanine platform can be contemplated and reinstated in its original form and fabric, but not original craftsmanship.	The 1944 mezzanine platform will have to be dissembled in order to fire rate the top of the steel beams and columns. (est. 30% lost material in removal phase. Refer to the removal method below)	
OPTION 4 Repurpose fabric for interpretation	The 1944 fabric will remain on site and will be used for interpretation purposes, as cladding and flooring. It will ensure the further appreciation of the historic fabric of the site.	The 1944 mezzanine platform is not retained in its original form and location.	

STRUCTURE			
OPTIONS STUDIED	PROS	CONS	
OPTION 1 Retain the 1944 mezzanine platform in original location	The 1944 mezzanine platform is retained as a single-level consistent with the current configuration.	Requires structural analysis and testing of existing materials to ensure existing structure is viable according to current standards.	
OPTION 2 Partial removal as a mezzanine	Maintain a representative sample of the 1944 mezzanine platform.	Requires structural analysis and testing of existing materials to ensure thw 1944 mezzanine platform is viable according to current standards. Structural design interface between historic structure and new structure requires careful consideration (i.e. stability)	
OPTION 3 Relocate platform (raise or lower)	Nil	Preliminary investigation indicates footings will not take another two levels; therefore, additional footings and columns will need to be installed. If new columns are adopted, column spacing and grid might not match 1944 beams and further design gymnastics is required creating additional complexity, creating significant physical and visual impacts in appreciation.	
OPTION 4 Repurpose fabric for interpretation	Minimal structural alteration to the current approved design required. Existing structural scheme can be modified easily to suit new design interpretation and to be integrated into scheme.	The 1944 mezzanine platform cannot be retained in existing configuration.	

ARCHITECTURE			
OPTIONS STUDIED	PROS	CONS	
OPTION 1 Retain the 1944 mezzanine platform in original location	Minimal disruption to the 1944 mezzanine platform.	Lack of natural daylight to Ground Floor, which will require more artificial lighting to meet future commercial requirements. Loses opportunity for scale and volume at entry and within tenancy. Loses opportunity for views through the tenancy. Bay 15 North and South will no longer be on the same levels – stairs and bridge in central spine would need to be redesigned back to a multi-level stair configuration. May require further columns to strengthen the platform – diminishes view sight lines. An access floor would have to be installed over the 1944 mezzanine platform timber flooring to achieve required acoustics between levels and for services reticulation.	
OPTION 2 Partial removal as a mezzanine	Southern end/entry experience unchanged. Higher ceiling height in heritage store and feature of timber ceiling in this area. Daylight access to all floors (assuming top floor to remain setback from west wall).	Visually complicates views from central spine. Detailing of full-height glazing at northern end becomes more difficult. Removal of the 1944 mezzanine platform fabric.	
OPTION 3 Relocate platform (raise or lower)	Retains three levels. Sense of scale and volume at entry retained. No loss of NLA. Underside of 1944 mezzanine platform can be viewed from tenancy.	Additional columns impact floor layout. 1944 mezzanine platform fabric no longer in situ. Removal of 90 sqm of platform to achieve lighting. Lift and stair access required.	
OPTION 4 Repurpose fabric for interpretation	Retains three levels. Sense of scale and volume at entry retained. Daylight access to all floors. Views through bay retained.	Change to the 1944 mezzanine platform fabric.	

	Design was intended to ensure that Bay 15 is not 'stuck away' and is an active and attractive part of the development, to align with the standard set throughout the commercial bays. 1944 timber to be reused will remain in the building.		
FINANCIAL			
OPTIONS STUDIED	PROS	CONS	
OPTION 1 Retain the 1944 mezzanine platform in original location	Nil	Loss of 400sqm of NLA if the platform is retained in original location, resulting in a direct loss of income and, therefore, a \$7 million loss of capitalised value for the project. Full value management of the project will have to be undertaken on the balance of the project to reallocate costs. Full redesign costs, time, labour, and resources would be in excess of \$3 million in additional costs not including delay costs to the builder. 100 tonnes of raw steel materials have been shipped offshore to Thailand for fabrication representing a financial loss of over \$500k. The sum of these potential losses puts downward pressure on the final outcome as we find ourselves in a deepening recession.	
OPTION 2 Partial removal as a mezzanine	Technically maintain the same amount of NLA.	Although NLA is technically maintained the scheme diminishes the pool of tenants who will lease the space because of the multi-tiered levels. Additional significant redesign costs associated with the complexity of tying the existing 1944 Bay 15 South Mezzanine Platform with the new layout.	
OPTION 3 Relocate platform (raise or lower)	Maintaining the NLA.	Additional costs are realised for a scheme that has a sub-optimal outcome due to BCA requirements and the intervention to the 1944 mezzanine fabric to achieve compliance.	
OPTION 4 Repurpose fabric for interpretation	Mirvac can retain the financial value in leasing Bay 15 South Mezzanine Platform in accordance with the approved current design. This value will enable Mirvac to contribute further to its heritage commitments and into the precinct.	Whilst there are increased costs with this there is less risk in further issues to do with BCA compliance, services, and structure.	

LEASING			
OPTIONS STUDIED	PROS	CONS	
OPTION 1 Retain the 1944 mezzanine platform in original location	Nil	Will result in a significant impact to the leasing attributes of the approved redesigned Bay 15 (mod 7 SSD 8449) and the scheme/strategy for Bays 14 and 15. The approved design enables optionality for single or multi-tenant across levels. There are two-level spaces in balance of the building, however, Bay 14 and 15 function together as three-level spaces. Bay 14 not available until 2023. Mirvac took the long view on the functionality for the space. Retaining the platform will compromise the opportunity for natural light impacting the occupant wellbeing and tenant rating of the space.	
OPTION 2 Partial removal as a mezzanine	Nil	Diminishes the pool of tenants who will lease the space because of the multi-tiered levels. Reduces the functionality of the levels in Bay 15 and ultimately reduces the leasing attributes of Bay 15 a whole.	
OPTION 3 Relocate platform (raise or lower)	Enables the leasing of three levels without multi-tiered levels and a mezzanine.	The addition of structural support through columns and bracing will have a significant impact on the use of the floor layout and realistic efficient use of the space.	
OPTION 4 Repurpose fabric for interpretation	Nil impacts to the current strategy which has attracted significant market interest in the three-level scheme. Interpretation elements create a unique workspace for a future tenant.	Nil	

7.1.1. Economic Impact

Mirvac has commissioned CIVAS (NSW) Pty Ltd to provide a valuation of the different possible scenarios regarding the Bay 15 South Mezzanine Platform. The *Locomotive Workshop, South Eveleigh Valuation Report*, dated 7th October 2020, analysed the advantages and disadvantages of the following three different scenarios and compared the economic impact each option would have on the overall redevelopment results.

Scenario 1

Relates to Option 4: Repurpose fabric for interpretation

Bay 15 South Mezzanine Platform removed and construction according to the current SSD approved layout (three lettable levels).

Scenario 2A

Relates to Option 1: Retain the platform in original location

Bay 15 South Mezzanine Platform retained with approval to penetrate/partially remove it to achieve compliance with the BCA and access requirements. Includes the installation of an internal passenger lift (Ground Floor to Mezzanine Platform Level), stair access and amenities pods on both levels.

Scenario 2B

Relates to Option 1: Retain the platform in original location

Bay 15 South Mezzanine Platform retained without approval for any penetrations or fabric removal. Mezzanine Platform Level accessible by stairs only.

Under Scenario 1, CIVAS (NSW) outlined the following rental and letting up assumptions for Bay 15 in accordance with the three levels approved under SSD8449:

Table 7.2: Scenario 1 - Rental and letting up assumptions for Bay 15
Source: CIVAS (NSW) Pty Ltd

Component	NLA	Rental Rate	Downtime	Incentive *	Agent Leasing Fees
Bay 15 – Ground Floor	374 m ²	\$800 /m ² net face or \$299,200 pa net	9 months (\$269,370)	22.50% gross (\$565,676)	14.00% of Year 1 gross rent (\$50,282)
Bay 15 – Level 1	397 m ²	\$800 /m ² net face or \$317,600 pa net	9 months (\$285,935)	22.50% gross (\$600,464)	14.00% of Year 1 gross rent (\$53,375)
Bay 15 – Level 2	397 m ²	\$800 /m ² net face or \$317,600 pa net	9 months (\$285,935)	22.50% gross (\$600,464)	14.00% of Year 1 gross rent (\$53,375)

* Calculated over a 7 year lease term

The assumptions for Scenario 2A consider the construction of a lift, stair access and amenities pods, allowing each level to be leased to separate tenants. This scenario also considers the leasable impact of the lack of natural light on Ground Floor due to the existing Bay 15 South Mezzanine Platform and the longer letting up period and increased incentives resulting on a lower rental rate when comparing with Scenario 1.

Table 7.3: Scenario 2A - Rental and letting up assumptions for Bay 15
Source: CIVAS (NSW) Pty Ltd

Component	NLA	Rental Rate	Downtime	Incentive *	Agent Leasing Fees
Bay 15 – Ground Floor	382 m ²	\$650 /m ² net face or \$248,300 pa net	18 months (\$464,313)	25.00% gross (\$541,699)	14.00% of Year 1 gross rent (\$43,336)
Bay 15 – Level 1	491 m ²	\$800 /m ² net face or \$392,800 pa net	18 months (\$707,276)	25.00% gross (\$825,155)	14.00% of Year 1 gross rent (\$66,012)

* Calculated over a 7 year lease term

Similar to Scenario 2A, the assumptions for Scenario 2B have also considered the leasable impact of the lack of natural light on Ground Floor and the longer letting up period and increased incentives resulting. In addition, under DDA compliance, only 200sqm of the Mezzanine Platform Level would be able to be occupied for office accommodation purposes and the remaining space would be rendered as storage, which is not a functional space from a tenant's perspective. However, as the overall size of the tenancy within Scenario 2B is smaller, it would require a shorter letting up period when compared with Scenario 2A.

Table 7.4: Scenario 2B - Rental and letting up assumptions for Bay 15
Source: CIVAS (NSW) Pty Ltd

Component	NLA	Rental Rate	Downtime	Incentive **	Agent Leasing Fees
Bay 15 – Ground Floor	392 m ² *	\$650 /m ² net face or \$254,800 pa net	12 months (\$317,645)	25.00% gross (\$555,880)	14.00% of Year 1 gross rent (\$44,470)
Bay 15 – Level 1 Office	200 m ²	\$750 /m ² net face or \$150,000 pa net	12 months (\$182,064)	25.00% gross (\$318,612)	14.00% of Year 1 gross rent (\$25,489)
Bay 15 – Level 1 Storage	301 m ² *	\$Nil	-	-	-

* Includes an additional 10m² as compared to Scenario 2A, as that area is no longer required for a lift shaft. ** Calculated over a 7 year lease term

According to the report, if the platform is unable to be removed, it would result in a loss of value of approximately \$6.4M to \$8M. This loss of value has been calculated by subtracting the value of Scenarios 2A and 2B from the value of Scenario 1:

Table 7.5: Summary of Values
Source: CIVAS (NSW) Pty Ltd

	Scenario 1	Scenario 2A	Scenario 2B
Valuation	\$383,989,028	\$377,587,269	\$375,895,531

In addition, Mirvac advised that retaining the platform would also create associated costs due to the redesign of the space, resulting in the following costs to adapt the proposal:

Table 7.6: Additional Costs associated with Scenarios 2A and 2B
Source: CIVAS (NSW) Pty Ltd based on Mirvac's info

Cost Item	Scenario 2A – Cost Amount	Scenario 2B – Cost Amount
Consultants' fees	\$500,000	\$500,000
Construct fire rated wall	\$800,000	\$800,000
Reconfigure stairs and lifts	\$250,000	-
Loss of raw materials	\$500,000	\$500,000
Prolonged prelim, supervision costs	\$300,000	\$300,000
Remobilisation of trades	\$150,000	\$150,000
Additional structural steel piles	\$400,000	\$400,000
Total	\$2,900,000	\$2,650,000

Furthermore, the report summarised the overall economic loss associated with Scenarios 2A and 2B, which simulate the retention of the uncovered Bay 15 South Mezzanine Platform, in relation to Scenario 1, which proposes to dismantle the mezzanine platform structure much like Option 4 previously supported by the Mirvac and the design team.

Table 7.7: Total Loss of Scenarios 2A and 2B compared with Scenario 1A
Source: CIVAS (NSW) Pty Ltd based on Mirvac's info

Component	Scenario 2A	Scenario 2B
<i>Summary of Scenario</i>	<i>Valuation of the subject property assuming the Bay 15 storage platform must be retained and approval is granted to partially demolish the platform to achieve compliance with the BCA and Access requirements.</i>	<i>Valuation of the subject property assuming the Bay 15 storage platform must be retained and approval is <u>not</u> granted to partially demolish the platform to achieve compliance with the BCA and Access requirements.</i>
Base Case Valuation – Scenario 1	\$383,989,028	\$383,989,028
Valuation – Scenario 2	\$377,587,269	\$375,895,531
Loss of Value	\$6,401,760	\$8,093,498
Plus Additional Costs	\$2,900,000	\$2,650,000
Total Loss	\$9,301,760	\$10,743,498

7.1.2. Heritage NSW and City of Sydney Council

The studied options in Table 7.1 were presented to the Heritage NSW and City of Sydney Council officers, highlighting the positive and negative aspects of each option. The same presentation was later sent for evaluation to all parties on the 23rd July 2020. Further information was also sent on the 29th July exploring the partial retention of the mezzanine platform.

Option 4, which proposes to repurpose the fabric for interpretation, was raised as the preferred methodology for Mirvac and, on the 20th August 2020, the Heritage NSW officer stated support for the dismantling of the platform, conditioning its approval to the development of a detailed interpretive design solution consistent with the overarching interpretation strategy (Appendix A).

Due to the time constraints you have outlined, we would be open to supporting the dismantling of the platform as part of the modification request to DPIE, subject to the

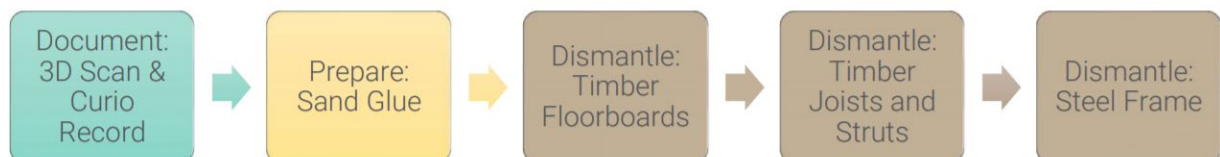
development of the detailed interpretive design consistent with the overarching interpretation strategy. This would be conditioned as part of the approval and require the development of the detailed design for this component to be submitted to HNSW for approval within 2 months of the date of the modification. We are also open for the 'making good' of the timber floorboards i.e. removing glue as part of the MOD on the condition that a detailed methodology is provided with the MOD.⁸

Likewise, the City of Sydney Council email correspondence on the 18th August 2020 stated to have no objections to Option 4 (Appendix B).⁹

Therefore, the following dismantling methodology and drawing package relate to the repurposing of the original fabric of the mezzanine platform (Option 4).

7.2. Dismantling Methodology

Mirvac has carefully developed a methodology to dismantle the Bay 15 South platform and minimise potential impacts. The proposed sequence of works is described below¹⁰:



Document – 3D Scan

- In order to 3D scan the full extent of the platform, the 1990s fit-out must be removed from the heritage fabric with care;
 - * *Noting that live services cannot be removed until decommissioned (Bay 14);*
- All temporary protection and material to be removed top and bottom to complete photographic report and study of the platform;
- Under the direction of the Curio, 3D Scanning and photogrammetry will be carried out to provide detailed as-built documentation of the platform for archival records.

Prepare – Sand Glue

- During the 1990s fit-out, glue had been used to directly fix the carpet to the timber flooring. Whilst lifting the carpet, this residue has been left on the floorboards;

⁸ David Nix, 'Approval pathway Bay 15 Locomotive Workshops' [email to Aidan Ryan], 20 August 2020.

⁹ Amy Douglas and Priyanka Misra, 'RE: Heritage Council – Bay 15 Review' [email to Philippa Williams], 18 August 2020.

¹⁰ Mirvac, 2020

- In order to restore the timber flooring to a suitable product for reuse, it has been advised sanding the boards insitu will provide a more desirable finish;
- After the glue has been sanded, additional QA photographs can be taken by Curio and identification of suitable areas of flooring for reuse can be undertaken;
- Works will be undertaken under the supervision of Mirvac's heritage consultant team.

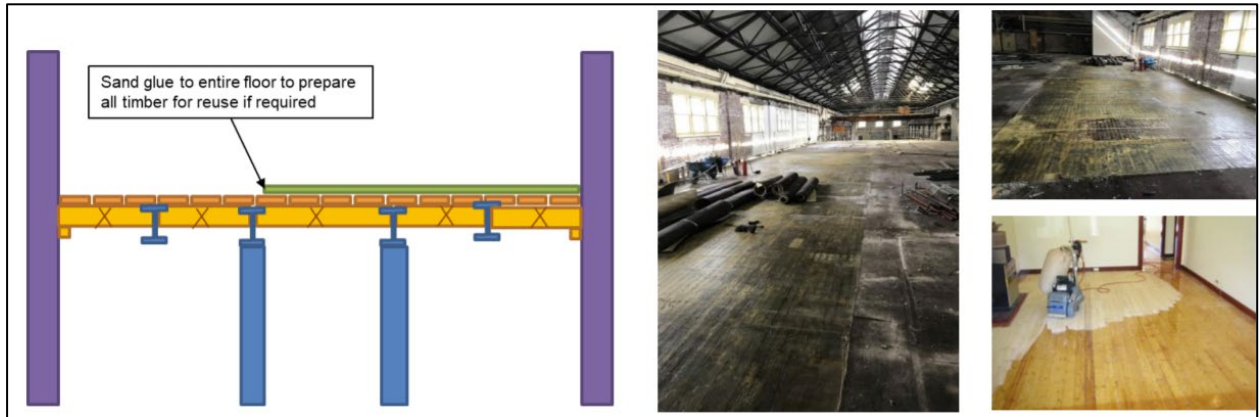


Figure 6.1: Preparation of the timber floorboards with sand glue:
Source: Mirvac, 2020

Dismantle – Timber Floorboards

- In order to begin removing boards, approximately 3-5 floorboards will need to be removed at either side to allow access from the scissor lift from the underside;
- A specialty “roughneck bar/ezy bar” shown to the side is used to pry the flooring minimising any potential damage to the boards by having a greater surface area than a prybar;
- Boards are sequentially removed and passed to the ground floor for de-nailing and stacking in packs for binding, recording/cataloguing and removal to storage offsite;
- Floorboards to be lifted in lengths as they were originally laid unless a board splits or doesn't lift in one piece;
- Works will be undertaken under the supervision of Mirvac's heritage consultant team.



Figure 6.2: Dismantling process of the timber floorboards
Source: Mirvac, 2020

Dismantle – Timber Joists

- Herringbone strutting nails are to be cut off flush with a reciprocating saw and struts stacked for removal on pallets;
- Joists are to have their nails cut flush with the wall plate (leaving the east and west wall plates intact/affixed to the wall) with the joists then to be dislodged one by one using a timber block and lump hammer to free them from the shelf angle on the steel;
- The joists will be lowered down to ground, checked for nails and de-nailed accordingly. Stacked, recorded and taken offsite in storage;
- Works will be undertaken under the supervision of Mirvac's heritage consultant team.

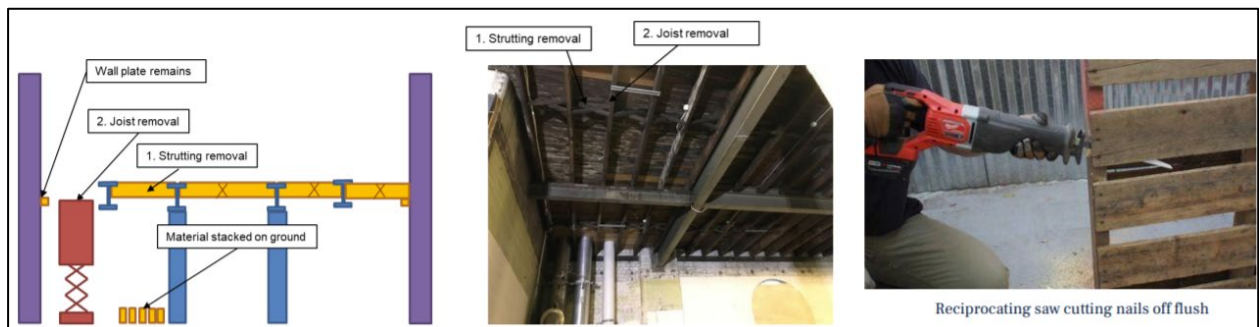


Figure 6.3: Dismantling process of the timber joists
Source: Mirvac, 2020

Dismantle – Steel Structure

- The steel beams will be unbolted and lowered for recording, stacking and removal to offsite storage;
- The beams which are toothed into the wall are to be cut flush as so to preserve the integrity of the wall and leave the marking of where the platform once was;
- The column steel is also to be cut flush with the slab leaving the marking behind;
- Works will be undertaken under the supervision of Mirvac's heritage consultant team.

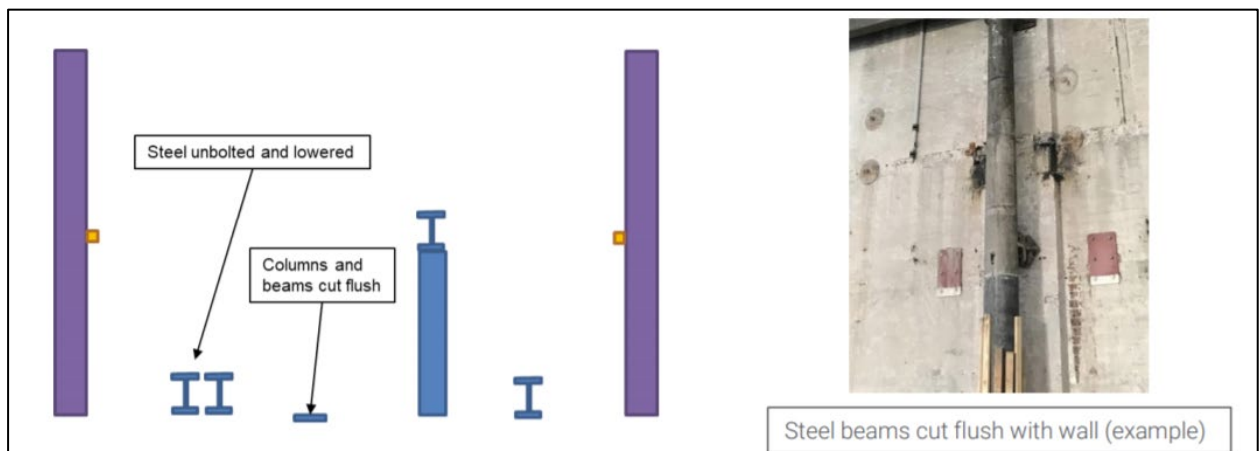


Figure 6.4: Dismantling process of the steel structure
Source: Mirvac, 2020

Backfill – Potential Hoist/Lift Pit

- The pit in the southwest corner of Bay 15 will be backfilled with stabilised sand and capped with a cast in-situ concrete lid.

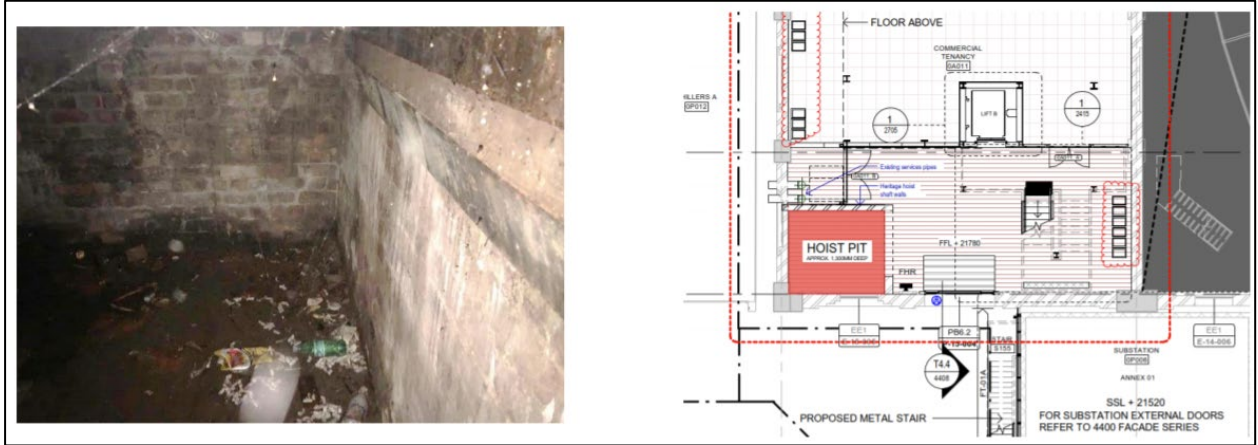


Figure 6.5: Potential Hoist/ Lift Pit
Source: Mirvac, 2020

The following plans present the proposed removal works for Bay 15.



Figure 6.6: Proposed Fabric Removal Plan - Ground Floor (Source: Sissons, 2020)

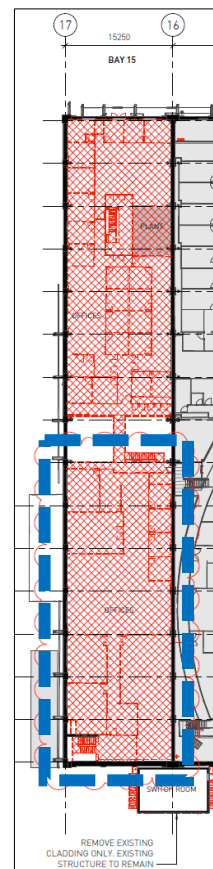


Figure 6.7: Proposed Fabric Removal Plan – Mezzanine Level (Source: Sissons, 2020)

8. Assessment of Proposed Impacts

8.1. Previous Heritage Impact Statement

In 2017, the Heritage Impact Statement analysed the potential impacts for the redevelopment of the Locomotive Workshops. The 2017 HIS summarises the overall impacts to the building elements as following:

This HIS has been prepared with close reference to, and consistency with, the ATP CMP and other Public Positive Covenant documents such as the Moveable Collection Management Plan (MCMP), and the Heritage Asset Management Strategy 2013-2018 (HAMS), as well as broader NSW policies and guidelines, such as the ICOMOS Burra Charter (2013) and the joint NSW Heritage Council and The Royal Institute of Architects guidelines on New Uses for Heritage Places: Guidelines for the Adaptation of Historic Buildings and Sites (2008). Sissons Architects have designed a contemporary commercial office fit-out for Bays 5-15. The proposed fit-out includes self-supporting lightweight service pods and mezzanine levels that, for the most part, will function completely independent to existing heritage fabric. The mezzanine levels in Bays 5-13, will remain open to the roof. The design minimises the physical and visual impact of the new build. This strategy was developed not only as a means of best retaining the heritage integrity of the building, but also in order to retain the flexibility of the vast, industrial-scale spaces for potential future site users, who may differ again, in 30-40 years' time.

The creation of a vastly improved central east-west spine throughout the building (both physically and visually), combined with expansive atria within Bay 6, Bay 9 and Bay 12 will work as the main circulation spaces for the workers and visitors to the site. The gradual transition of public to private space throughout the building, running from Bay 1 through to Bay 15 will be carefully managed so that the key significant view corridors through the central east-west spine remain visually dominant, both within the public and the private spaces.

The development will result in no impacts to insitu moveable heritage items currently present within Bays 5-15. Improved interpretative initiatives and audience access is intended for such items, with a uniform interpretative design treatment to be applied to all insitu items and all other moveable heritage items that remain on display. This consistency in approach will allow for the items to be utilised within broader heritage open day trails, where possible (such as Sydney Open, Heritage Week), and will foster appreciation of, and value for items, regardless of whether they are located in private or public spaces within the building. Initial, recent discussions with Transport Heritage NSW may also result in highly positive opportunities for parts of the moveable heritage collection, currently housed in Bay 9, to be recommissioned as part of training a new generation of apprentices to repair and conserve the significant historic train collection housed at the Chullora Railway Workshops. This HIS has determined that there is a nil to low potential for any Aboriginal or historical archaeological deposit to be present within the western portion of the Locomotive Workshop (Bays 5-15). When combined with the limited ground disturbance works proposed for the development, no impact to archaeological deposits is expected

throughout the course of this development. While the western and eastern portions of the Locomotive Workshop are being addressed through separate SSDAs due to functional purposes (future commercial vs retail functionality), this HIS acknowledges that the Locomotive Workshop is one holistic and cohesive heritage building with a unified exceptional heritage significance and history. Therefore, the redevelopment of Bays 5-15 cannot and will not be addressed as isolated individual components throughout the design process.

All proposed works in Bays 5-15 of the Locomotive Workshops will be consistent with the proposed architectural treatment of Bays 1-4a and the wider ATP public domain. The wider significance of the ERW site is embodied within the ATP site, and in particular, the fabric and collections housed within the Locomotive Workshop. The changes to the use and spaces within Bays 5-15 of the Locomotive Workshop, including interpretative initiatives, will protect significant fabric whilst returning the Locomotive Workshop back to a busy, industrious workplace that will be utilised and appreciated on a daily basis by thousands of workers and visitors alike¹¹.

8.2. Bay 15 South – Mezzanine: Physical and Visual Impacts

The physical impacts proposed as part of the SSDA approval for Bay 15, will require the dismantling of the mezzanine platform structure, including the steel beams and columns, as well as the timber elements such as joists and floorboards. Visually, the proposed impacts relate to the platform removal and consequent absence in the significant viewlines of Bay 15. The mitigatory measures will involve the adaptive reuse of the dismantled elements as part of the heritage interpretation strategy.

The possibility of dismantling the mezzanine platform has been considered due to the major economic impacts that its retention would mean for the overall redevelopment and revitalisation of the Locomotive Workshops as demonstrated in CIVAS (NSW) valuation report. As a result, the analysis of the Bay 15 South Mezzanine Platform has been contrasted to the other 1940s aesthetically similar uncovered structure, the Bay 5 Canteen. The Bay 15 South Mezzanine Platform is considered to have less impact on the heritage significance of the site, and importantly, on the intangible values of the site because the canteen mezzanine structure is far more significant to the overall historical, associative and social background of the Locomotive Workshops.

When the Bay 15 South Mezzanine Platform is directly compared to the Bay 5 Canteen Platform has a clear and strong association with the workers of the ERW as it represented an area of social gathering, art, competitions, movie exhibitions, etc. In contrast to that, the Bay 15 South Mezzanine Platform **does not** have a specific associative or social significance, as it primarily performed a utilitarian function as additional storage.

Curio Projects has worked closely together with Mirvac and the design team since the rediscovery of the Bay 15 South Mezzanine Platform, providing ongoing advice and review of the possible solutions in order to facilitate a sensitive design that aims to offset and/or minimise impacts associated to the

¹¹ Curio Projects 2017, Heritage Impact Statement for Locomotive Workshop (Bays 5–15), prepared for Mirvac.

fabric of moderate significance. During the analysis of the four key options available, the specialists' reports raised several issues, constraints, impacts and possible limitations, the platform would be subject to in order to comply with BCA, DDA and fire engineering standards.

As a result, any option that involved full or partial retention of the 1940s structure (options 1, 2 and 3) would require its structural elements to be removed and fire-rated with thick intumescent paint. This process could physically damage the steel and timber elements, especially the floorboards during the removal, which could then result in a negative visual impact due to the necessity of adding new materials to patch and replace any flooring damaged during the removal/dismantling process which would impact on the existing aesthetic of the platform.

In addition, whilst the structural engineers have identified as many latent conditions as currently possible at this stage of the design process, they note that extensive further analysis and tests of the existing materials would be necessary to ensure the existing structure would remain viable for continued use according to current BCA, DDA and fire standards, above and beyond the key issues, constraints and limitations already identified.

The preliminary investigation by the structural engineers, Arcadis, has also indicated the footings would not support the weight of another two levels, thus requiring additional modern footing and columns to be installed. Therefore, the considered option (option 3) that proposed to dismantle, relocate the platform and add a third level to achieve Mirvac's viable economic parameters would have a negative physical and visual impact on the current grid, creating additional complexity and interference between heritage and the modern fabric.

Mirvac's preferred solution is to dismantle the platform and repurpose the fabric as part of the interpretation strategy for Bay 15. Whilst this proposal will have a physical and visual impact on the c.1940s fabric of the Locomotive Workshop, fabric graded as having moderate significance, as the structure will not exist in the physical form to represent the evolution of Bay 15, it will still allow for the original fabric of the workshops to be retained insitu (fabric of exceptional significance) and will allow for the development of a historic interpretation of the c.1940s platform. In contrast, the removal of the platform will allow for each level of Bay 15 to present efficient levels of natural light and accessible solutions to be installed, which will ensure the continued, adaptive reuse and evolution of Bay 15 for many years to come.

Moreover, as pointed out by the Valuation Report prepared by CIVAS (NSW), dismantling the platform to allow for the SSDA approved construction of the three levels will avoid significant economic impacts on the redevelopment and will dramatically improve the leasing agreement opportunities, which will provide greater flexibility now, and in the future, to allow Bays 14 and 15 to be occupied and activated, either separately or together.

A principle design driver for the Locomotive Workshops has been to break the bays into logical groupings, creating different volumes according to the existing architecture, as well as to suit the proposed functions of the building. Following this logic, Bays 14 and 15 have been viewed as a pair, which could be connected and work together in the future. In proposing 3 levels for Bay 15, the breakup reflects the current 3-storey configuration of Bay 14. The intention is to create a pair of 3

storey bays (Bay 14 + Bay 15) which will help to future-proof the space, ensuring maximum flexibility and functionality can be achieved.

Prior to Mirvac's proposed redevelopment of the site, multiple numbers of bays were 3-storeys in height as a result of the redevelopment of the site in the 1990s. The decision was made early in the Mirvac design process not to pursue 3-storeys across Bays 1-13, in order to preserve the building's impressive sense of scale and volume. This decision was made as a civic gesture to ensure that publicly accessible areas of the Locomotive Workshops would be able to enjoy broad vistas through the building, as well as views to original trusses, walls, and heritage details. As such, the proposed 3-storeys in Bays 14 and 15 would help to offset the reduction in potential floor area which occurred as a result of that decision, in an area of the building which is less public. Further, being able to create a relationship between Bays 14 and 15 ensures that the two bays are actively integrated into the building as a whole, and allows us to create a high-quality space which is flexible, functional and respectful of the building's significant industrial heritage.

As a mitigatory measure, the possibility of the removed 1944 fabric to be incorporated and transformed into an interpretative design solution creates an opportunity for the story and history of the platform to still be celebrated and appreciated by visitors and users. As a result, the future design should consist of a combination of innovative interpretation ideas and the adaptive reuse of materials, creating an engaging storytelling visual narrative that celebrates the history and significance of the platform. The heritage interpretation products will be developed by Curio and the design team in close consultation with Heritage NSW and City of Sydney Council to ensure the proper outcome is achieved. In addition, the materials reutilised will be carefully dismantled according to the methodology developed by Mirvac described in this report in order to preserve the integrity of the elements to the maximum.

The proposal also involves the southwest corner of Bay 15 where the former 1940s hoist/lift structure is located. The area still holds the brick wall, a brick pit on Ground Floor and a timber and steel structure on the top of the wall (near the roof), which supports a potential hoist/lift mechanism. The brick wall and potential hoist/lift structure are proposed to be the only 1940s elements to be fully retained during the proposed works; therefore, during the dismantling of the platform process, it is crucial that their integrity and good condition is protected. This process aims to not only minimise any potential physical impact on the structure but also to retain the viewlines towards the wall.

The brick pit is currently covered by modern steel plates in order to level it up with the Ground Floor and to avoid any trip hazard. As a result, Mirvac proposes to protect the brickwork with a layer of construction plastic and backfill the pit with stabilised sand to even out the level. This strategy will ensure minimal physical impact to the 1940s pit brickwork whilst maintaining the functionality of the space. Visually, the pit itself does not highly contribute to the overall understanding of the platform structure, especially when contrasted with the retained brick wall and potential hoist/lift. Therefore, the infill will have a minor visual impact on the significance of Bay 15.

Overall, the proposed works will have both physical and visual negative impacts on the Bay 15 South Mezzanine Platform (fabric of moderate significance), introduced into the original Locomotive Workshop Building (fabric of exceptional significance) in 1944, as a result of the need for further storage space. However, the alternatives involving retaining the platform would have similar physical impacts on the 1944 fabric, as it would require complying with current legislation parameters which as previously described will require major intervention, including full dismantling and treatment of fabric to ensure compliance with BCA, DDA and fire solutions prior to being reassembled for reuse.

The visual impact related to the removal of the Bay 15 South Mezzanine Platform from internal viewlines is proposed to be mitigated by archival recording, possible 3-d digital records and heritage interpretation strategies that will display the fabric in a creative and innovative manner, encouraging the users to appreciate and engage with the actual stories of the site, including the stories of Bay 15 and its former uses. The interpretation can also help users to understand how the fabric of the building has evolved extensively over time and will continue to evolve for future generations, as part of the building's history and ongoing significance. The installation of the Bay 15 South Mezzanine Platform in the c.1940s to respond to the need for additional storage changed Bay 15 for many years, then the fabric was completely concealed from view as part of the intended aesthetics of the 1990s redevelopment of the site. Its archival recording, removal and intended interpretation as part of the current evolution of the site (Mirvac's redevelopment scheme) can help to inform the story of the constant evolution and adaptive reuse over time.

The retention of the southwest corner elements, such as the brick wall and potential lift/hoist structure, will allow for their association with the area's previous use as a storeroom to still be maintained and identified. These elements, along with the other retained elements within the space such as the sandstone details, roof trusses and western and eastern brick walls, will enhance the historical background and aesthetic significance of the bay.

9. Conclusions and Recommendations

9.1. Conclusions

The present Heritage Impact Statement for the s4.55 modification application has been prepared in response to the uncovering of unexpected historic built fabric in Bay 15 South of the Locomotive Workshop. The discovery of the platform structure occurred after the exploratory works and subsequent partial removal of the 1990s fit-out of Bay 15 South on May 2020, revealing the complete extent and integrity of the Bay 15 South Mezzanine Platform, a space once utilised as a Store Room during the ERW's period since the mid-1940s.

Since then, Mirvac has assessed the possible solutions and impacts associated with retaining, removing or adapting the uncovered platform, in light of the current legislation parameters, structure capacity and safety standards, economic viability, leasing strategy, etc. After careful consideration and the preliminary support of the regulatory bodies, Mirvac has opted for dismantling the 1944 mezzanine platform, noting the solution:

- enables the long-term leasing strategy of Bay 14 and Bay 15 as a three-levelled space that can be connected upon the vacancy of Bay 14;
- maintains the Bay 15 South leasing attributes: natural daylight, efficient floor layout, best functionality, and connection to Bay 15 north (end-of-trip facilities);
- retains the financial value in leasing Bay 15 and the associated valuation uplift;
- is BCA compliant and complies with the Fire Engineering requirements of the building upgrade;
- maintains the high-quality architectural design approved in SSDA 8449.

Whilst Mirvac's preferred solution will have a physical and visual impact on the c.1940s fabric of the Locomotive Workshop, (fabric graded as having moderate significance), the original fabric of Bay 15 will be retained insitu (fabric of exceptional significance). However, the alternatives involving retention of the platform would have similar physical impacts on the c.1944 fabric, as major intervention, including full dismantling and treatment of fabric to ensure compliance with BCA, DDA and fire solutions would be required prior to being reassembled for adaptive reuse.

Prior to Mirvac's proposed redevelopment of the site, multiple numbers of bays were 3-storeys in height as a result of the redevelopment of the site in the 1990s. The decision was made early in the Mirvac design process not to pursue 3-storeys across Bays 1-13, in order to preserve the building's impressive sense of scale and volume. This decision was made as a civic gesture to ensure that publicly accessible areas of the Locomotive Workshops would be able to enjoy broad vistas through the building, as well as views to original trusses, walls, and heritage details. As such, the proposed 3-storeys in Bays 14 and 15 would help to offset the reduction in potential floor area which occurred as a result of that decision, in an area of the building which is less public. Further, being able to create a relationship between Bays 14 and 15 ensures that the two bays are actively integrated into

the building as a whole, and allows us to create a high quality space which is flexible, functional and respectful of the building's significant industrial heritage.

As an additional mitigatory measure, the possibility of removed fabric to be incorporated and transformed into an interpretative design solution creates an opportunity for the platform to still be celebrated and appreciated by visitors and users. As a result, the future design should consist of a combination of innovative interpretation ideas and the adaptive reuse of materials, creating an engaging storytelling visual narrative that celebrates the history and significance of the platform. The heritage interpretation products will be developed by Curio and the design team in close consultation with Heritage NSW and City of Sydney Council to ensure an appropriate heritage outcome is achieved. In addition, the materials reutilised will be carefully dismantled according to the methodology developed by Mirvac described in this report in order to preserve the integrity of the elements to the maximum.

Furthermore, the possibility of dismantling the mezzanine platform has been considered due to the major economic impacts that its retention would mean for the overall redevelopment and revitalisation of the Locomotive Workshops as demonstrated in CIVAS (NSW) valuation report. In addition, the analysis of the Bay 15 South Mezzanine Platform has been compared to other 1940s aesthetically similar uncovered structure, the Bay 5 Canteen. When the Bay 15 South Mezzanine Platform is directly compared to the Bay 5 Canteen Platform, the Bay 5 Canteen has a clear and strong association with the workers of the ERW as it represented an area of social gathering, art, competitions, movie exhibitions, etc. In contrast to that, the Bay 15 South Mezzanine Platform **does not** have a specific associative or social significance, as it primarily performed a utilitarian function as additional storage.

The visual and physical impact related to the removal of the Bay 15 South Mezzanine Platform is proposed to be mitigated by archival recording, possible 3-d digital records and heritage interpretation strategies that will display the fabric in a creative and innovative manner, encouraging the users to appreciate and engage with the actual stories of the site, including the stories of Bay 15 and its former uses. The interpretation can also help users to understand how the fabric of the building has evolved extensively over time and will continue to evolve for future generations, as part of the building's history and ongoing significance.

The installation of the Bay 15 South Mezzanine Platform in the c.1940s to respond to the need for additional storage changed Bay 15 for many years, then the fabric was completely concealed from view as part of the intended aesthetics of the 1990s redevelopment of the site. Its archival recording, removal and intended interpretation as part of the current evolution of the site (Mircac's redevelopment scheme) can help to inform the story of the constant evolution and adaptive reuse over time. Removal of fabric of moderate significance is consistent with the policies of the CMP and is consistent with the Burra Charter, particularly, when offset by the proposed archival recording and interpretation outcomes.

9.2. Recommendations

The following recommendations are proposed in order to support the intended works for the redevelopment of Bay 15 South:

- The updated Conservation Management Plan will include a summary archival record of the rediscovery of Bay 15 South Mezzanine Platform;
- A careful dismantling process of the mezzanine platform along Bay 15 South shall be undertaken. This process will follow the proposed dismantling methodology presented in this HIS and it will be closely monitored by a nominated heritage consultant;
- A full archival recording of the platform structure, including photogrammetry and 3D scanning, shall be produced;
- The removed mezzanine fabric must be reutilised, where possible, for heritage interpretation purposes; however, the refinement and details of the final interpretative product shall be developed in close consultation with the regulatory bodies and Mirvac's appointed heritage consultant;
- The southwest corner of Bay 15, including the retained brick wall and potential hoist/lift structure, shall remain in-situ and will be celebrated along the new architecture of the building.

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Appendix A

Tatiana Barreto

From: Philippa Williams <philippa.williams@mirvac.com>
Sent: Wednesday, 4 November 2020 4:51 PM
To: Tatiana Barreto
Cc: Zac Langsford
Subject: FW: Approval pathway Bay 15 Locomotive Workshops

Hi Tatiana,

As discussed with Zac, see below email from David.

Thanks,
Pip



Philippa Williams
 Assistant Development Manager
 Office and Industrial
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 Level 1, 2 Davy Road, Eveleigh NSW 2015

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Aidan Ryan
 Consultant
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From: David Nix <David.Nix@environment.nsw.gov.au>
Sent: Thursday, 20 August 2020 12:57 PM
To: Aidan Ryan <aidan.ryan@mirvac.com>
Subject: Approval pathway Bay 15 Locomotive Workshops

Hi Aidan,

As promised, we have discussed internally the appropriate approval pathway for Bay 15 and the discovery of the timber platform.

Due to the time constraints you have outlined, we would be open to supporting the dismantling of the platform as part of the modification request to DPIE, subject to the development of the detailed interpretive design consistent with the overarching interpretation strategy. This would be conditioned as part of the approval and require the development of the detailed design for this component to be submitted to HNSW for approval within 2 months of the date of the modification. We are also open for the 'making good' of the timber floor boards ie removing glue as part of the MOD on the condition that a detailed methodology is provided with the MOD.

Happy to discuss.

Regards

David Nix | Senior Heritage Officer

Heritage NSW, Community Engagement, Department of Premier and Cabinet
Lvl 6, 10 Valentine Ave, Parramatta 2150 | Locked Bag 5020 Parramatta 2124
T: 02 9895 6523 | david.nix@environment.nsw.gov.au



**Premier
& Cabinet**

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PLEASE CONSIDER THE ENVIRONMENT BEFORE PRINTING THIS EMAIL

Appendix B

Aidan Ryan

From: Philippa Williams
Sent: Tuesday, 18 August 2020 9:38 AM
To: Uma Springford; Aidan Ryan; natalie.vinton@curioprojects.com.au
Subject: FW: Heritage Council - Bay 15 Review

Hi Nat,

FYI please see below from CoS.

Thanks,
 Pip



Philippa Williams
 Assistant Development Manager
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 M +61 435 656 826
 Level 1, 2 Davy Road, Eveleigh NSW 2015

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From: Amy Douglas <ADouglas@cityofsydney.nsw.gov.au>
Sent: Tuesday, 18 August 2020 9:05 AM
To: Philippa Williams <philippa.williams@mirvac.com>
Cc: Priyanka Misra <PMisra@cityofsydney.nsw.gov.au>
Subject: RE: Heritage Council - Bay 15 Review

Hi Pip,

We have no objection to Option 4 if that is the preference of OEH.

Thank you

Amy and Priyanka

From: Philippa Williams <philippa.williams@mirvac.com>
Sent: Monday, 17 August 2020 8:51 AM
To: Zac Langsford <zac.langsford@mirvac.com>; David Nix <David.Nix@environment.nsw.gov.au>; Hendry Wan <Hendry.Wan@environment.nsw.gov.au>; Priyanka Misra <PMisra@cityofsydney.nsw.gov.au>; Amy Douglas <ADouglas@cityofsydney.nsw.gov.au>
Cc: Joyce Lee <joyce.lee@arcadis.com>; Aidan Ryan <aidan.ryan@mirvac.com>; Tatiana Barreto <tatiana.barreto@curioprojects.com.au>; Uma Springford <uma.springford@mirvac.com>; Claire Burdett <CBurdett@ethosurban.com>; Jane Lloyd <jane.lloyd@mirvac.com>; natalie.vinton@curioprojects.com.au; Gemma Beswick <gemma.beswick@curioprojects.com.au>; Anne Colenbrander <anne.colenbrander@sissons.com.au>; Nick

Sissons <nick.sissons@sissons.com.au>; Helen Rosen <helen.rosen@mirvac.com>
Subject: RE: Heritage Council - Bay 15 Review

Hi Amy and Priyanka,

I hope you both had lovely weekends.

I am just following up on the below email to see if you have had a chance to review the below note and Bay 15 design options presented on the 23rd July?

Please feel free to call if you require any further information.

Kind Regards,
Pip



Philippa Williams
Assistant Development Manager
Office and Industrial

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From: Philippa Williams
Sent: Tuesday, 11 August 2020 3:11 PM
To: Zac Langsford <zac.langsford@mirvac.com>; David Nix <David.Nix@environment.nsw.gov.au>; Hendry Wan <Hendry.Wan@environment.nsw.gov.au>; Priyanka Misra <PMisra@cityofsydney.nsw.gov.au>; Amy Douglas <ADouglas@cityofsydney.nsw.gov.au>
Cc: joyce.lee@arcadis.com; Aidan Ryan <aidan.ryan@mirvac.com>; Tatiana Barreto <tatiana.barreto@curioprojects.com.au>; Uma Springford <uma.springford@mirvac.com>; Claire Burdett <CBurdett@ethosurban.com>; Jane Lloyd <jane.lloyd@mirvac.com>; natalie.vinton@curioprojects.com.au; Gemma Beswick <gemma.beswick@curioprojects.com.au>; Anne Colenbrander <anne.colenbrander@sissons.com.au>; Nick Sissons <nick.sissons@sissons.com.au>; Helen Rosen <helen.rosen@mirvac.com>
Subject: RE: Heritage Council - Bay 15 Review

Hi Amy and Priyanka,

We had a meeting this afternoon with David and Sarah Jane regarding some further HC RFIs for SSDA8449 Modification 09.

We also had a quick discussion regarding the Bay 15 timber platform. HC have advised support of Option 4 (dismantle and reinterpret) (see presentation attached again for reference).

Could you please respond to this email with any further CoS comments, at your earliest convenience.

We now have negotiations underway for a tenant in Bay 15, with a June 2021 move in date. With this time pressure, HC have agreed to send through their preferred planning pathway, which can be reviewed in this group.

Mirvac will undertake detailed consultation with both HC and CoS on detailed design for the interpretation strategy of the platform.

Kind Regards,
Pip



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From: Zac Langsford <zac.langsford@mirvac.com>
Sent: Wednesday, 29 July 2020 5:47 PM
To: David Nix <David.Nix@environment.nsw.gov.au>; Hendry Wan <Hendry.Wan@environment.nsw.gov.au>; Priyanka Misra <PMisra@cityofsydney.nsw.gov.au>; Amy Douglas <ADouglas@cityofsydney.nsw.gov.au>
Cc: joyce.lee@arcadis.com; Aidan Ryan <aidan.ryan@mirvac.com>; Tatiana Barreto <tatiana.barreto@curioprojects.com.au>; Uma Springford <uma.springford@mirvac.com>; Claire Burdett <CBurdett@ethosurban.com>; Philippa Williams <philippa.williams@mirvac.com>; Jane Lloyd <jane.lloyd@mirvac.com>; natalie.vinton@curioprojects.com.au; Gemma Beswick <gemma.beswick@curioprojects.com.au>; Anne Colenbrander <anne.colenbrander@sissons.com.au>; Nick Sissons <nick.sissons@sissons.com.au>; Helen Rosen <helen.rosen@mirvac.com>
Subject: RE: Heritage Council - Bay 15 Review

Hi All,

Since last week's meeting we've been working with Sissons and Arcadis to further assess the viability of partially retaining the storeroom platform as a mezzanine both architecturally and structurally. Sissons' have put together the attached study outlining how it could work and have outlined the implications this would have on the overall design and lease ability of the scheme. In addition, I've included below the structural findings from Joyce Lee, Arcadis on her further analysis of option 2 as this is critical in understanding the implications of integrating the mezzanine.

- 1) *Current structural columns, cross bracing and beams will need to be maintained along Grid J; otherwise link bridge, stairs and lateral stability for Bay 15 South will not work. If the mezzanine is maintained, it would be almost impossible for construction of the current structure along Grid J to occur as the existing mezzanine platform is an obstruction. The platform will need to be dismantled in any case for Grid J structure to be built and then reinstated;*
- 2) *The added complexity to point 1 is also how the mezzanine platform is supported off our new structure on Grid J; additional beams are required and accurate site survey needs to be undertaken;*
- 3) *More cross bracing will be required in the North South direction for the current design as we have lost slab diaphragm continuity with the void around mezzanine;*
- 4) *The existing heritage mezzanine will need lateral bracing if it was an independent structure or we have to work through complex design gymnastics that is time consuming to tie it to the current structure, particularly due to the level difference between Level 1 and mezzanine. The former will probably require new columns and footings to work as the existing columns and footings may not have capacity to resist lateral loads; as a consequence of this, it is incredibly difficult to build under the platform and may then require dismantling of the platform;*

- 5) *We will need to undertake materials testing of the heritage steel beams to verify that they do have capacity to comply with current standards, and in the event that they don't, potential strengthening of the existing platform will be required which means further disturbance to the heritage fabric;*

Please do not hesitate to call myself or anyone from the team if you have any additional comments on the attached or above. We are anticipating comments from last weeks presentation tomorrow and will discuss further then.

Regards,
Zac

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From: Zac Langsford
Sent: Thursday, 23 July 2020 1:28 PM
To: David Nix <David.Nix@environment.nsw.gov.au>; Hendry Wan <Hendry.Wan@environment.nsw.gov.au>; Priyanka Misra <PMisra@cityofsydney.nsw.gov.au>; Amy Douglas <ADouglas@cityofsydney.nsw.gov.au>
Cc: joyce.lee@arcadis.com; Aidan Ryan <aidan.ryan@mirvac.com>; Tatiana Barreto <tatiana.barreto@curioprojects.com.au>; Uma Springford <uma.springford@mirvac.com>; Claire Burdett <CBurdett@ethosurban.com>; Philippa Williams <philippa.williams@mirvac.com>; Jane Lloyd <jane.lloyd@mirvac.com>; natalie.vinton@curioprojects.com.au; Gemma Beswick <gemma.beswick@curioprojects.com.au>; Anne Colenbrander <anne.colenbrander@sissons.com.au>; Nick Sissons <nick.sissons@sissons.com.au>; Helen Rosen <helen.rosen@mirvac.com>
Subject: RE: Heritage Council - Bay 15 Review

Hi All,

Thanks again for taking the time this morning to meet online. As discussed see attached the presentation and our further assessment of the options.

Can I please request comments back on the attached in a weeks' time (**next Thursday**). Following your feedback we will develop up the preferred scheme and meet with HC and CoS again prior to lodgement of the modification to the Department.

Regards,
Zac

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4

#7 Most Innovative Urban Development and Real Estate Company in the world

-----Original Appointment-----

From: Philippa Williams <philippa.williams@mirvac.com>

Sent: Tuesday, 21 July 2020 5:19 PM

To: Philippa Williams; Aidan Ryan; David Nix; Hendry Wan; Anne Colenbrander; Uma Springford; Helen Rosen; Gemma Beswick; Nick Sissons; Priyanka Misra; natalie.vinton@curioprojects.com.au; Amy Douglas; Claire Burdett; Zac Langsford; Jane Lloyd

Cc: joyce.lee@arcadis.com; Tatiana Barreto

Subject: Heritage Council - Bay 15 Review

When: Thursday, 23 July 2020 10:30 AM-11:30 AM (UTC+10:00) Canberra, Melbourne, Sydney.

Where: MR.ATP.00 Eveleigh Workshops (12 Seats)

Hi David and Hendry,

If ok with you both – we would like to now utilise this timeslot for a presentation on design options for Bay 15 Heritage timber platform.

We will reschedule the progress site walk for a later date – we can discuss availabilities on Thursday.

Teams meeting link is below.

Thank you,
Pip

[Join Microsoft Teams Meeting](#)

+61 2 9053 4920 Australia, Sydney (Toll)

Conference ID: 603 986 965#

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Thank you !



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