



Locomotive Workshop, Bays 5-15

*State Significant
Development Modification
Assessment
(SSD 8449 MOD 4)*

February 2020

© Crown Copyright, State of NSW through its Department of Planning, Industry and Environment 2020

Disclaimer

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

Copyright notice

In keeping with the NSW Government's commitment to encourage the availability of information, you are welcome to reproduce the material that appears in SSD 8449 MOD 4 assessment report. This material is licensed under the Creative Commons Attribution 4.0 International (CC BY 4.0). You are required to comply with the terms of CC BY 4.0 and the requirements of the Department of Planning, Industry and Environment. More information can be found at: <http://www.planning.nsw.gov.au/Copyright-and-Disclaimer>.



Glossary

Abbreviation	Definition
AHD	Australian Height Datum
BCA	Building Code of Australia
CIV	Capital Investment Value
Consent	Development Consent
Council	City of Sydney
Department	Department of Planning, Industry and Environment
EIS	Environmental Impact Statement
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	<i>Environmental Planning and Assessment Regulation 2000</i>
EPI	Environmental Planning Instrument
ESD	Ecologically Sustainable Development
LEP	Local Environmental Plan
Minister	Minister for Planning and Public Spaces
RtS	Response to Submissions
SEARs	Secretary's Environmental Assessment Requirements
Secretary	Secretary of the Department of Planning, Industry and Environment
SEPP	State Environmental Planning Policy
SRD SEPP	<i>State Environmental Planning Policy (State and Regional Development) 2011</i>
SSD	State Significant Development



1. Introduction

This report is an assessment of an application seeking to modify the State significant development (SSD) consent (SSD 8449) for the adaptive reuse of Bays 5-15 of the Locomotive Workshop at the Australian Technology Park (ATP), 2 Locomotive Street, Eveleigh.

The modification application seeks approval for alterations to the internal design and layout of the commercial tenancies within Bays 5-13 of the Locomotive Workshop.

The application has been lodged by Mirvac Projects Pty Ltd (the Applicant) pursuant to section 4.55(1A) of the Environmental Planning and Assessment Act 1979 (EP&A Act).

1.1 Background

The Locomotive Workshop is located within the northern portion of the ATP. The ATP is located approximately 5 km south of the Sydney central business district (CBD), 8 km north of Sydney airport and 200 m from Redfern railway station (**Figure 1**).



Figure 1 | The Australian Technology Park

The Locomotive Workshop is immediately south of the railway line and its primary frontage is to Locomotive Street, to the south. The Locomotive Workshop, with a site area of 26,984 m², is a two-storey sandstone brick neoclassical building, divided into 16 equal sized bays orientated north south

(Figure 2). The Locomotive Workshop is listed as a State Heritage Item under the NSW State Heritage Register and the Australian Technology Park S170 Heritage and Conservation Register.



Figure 2 | Aerial view of Locomotive Workshop and ATP

The ATP currently accommodates a mix of uses, including a business park with a focus on technology and innovation. A private tertiary education centre is also located within ATP, on the south side of Central Avenue. Adjacent to the site, on the south side of Locomotive Street, is 'Building 2', a seven-storey commercial building currently under construction (approved under SSD 7317).

1.2 Approval History

On 22 February 2019 the Independent Planning Commission approved two SSD applications for the adaptive reuse of the Locomotive Workshop Bays 1-4a (SSD 8517) and Bays 5-15 (SSD 8449).

The approval of SSD 8449 includes a maximum of 27,458 m² GFA for commercial premises including 156 m² for retail uses, associated heritage conservation works, external illumination and signage.

The development consent has been modified on five occasions (see **Table 1**).

Table 1 | Summary of Modifications

Mod No.	Summary of Modifications	Approval Authority	Type	Approval Date
MOD 1	Modify Condition B25 (SSD 8449) relating to stormwater and drainage to reduce post development pollutant loads	IPC	4.55 (1A)	10 September 2019
MOD 2	Modification to Condition D6 (Construction Hours)	Department	4.55 (1A)	29 May 2019
MOD 3	Change the location and configuration of service pods, Bays 5-15	Department	4.55 (1A)	2 August 2019
MOD 5	Additional skylights above Bays 5-15	Department	4.55 (1A)	20 November 2019
MOD 6	Changes to conditions (Part B and E) and use of frosted glass for heritage windows	Department	4.55 (1A)	5 February 2020



2. Proposed Modification

The Applicant has lodged a modification application (SSD 8449 MOD 4) seeking approval under section 4.55(1A) of the EP&A Act, for alterations to the internal design and layout of commercial tenancies within Bays 5-13 of the Locomotive Workshop. A link to the modification application documents is provided in **Appendix A**.

The proposal specifically seeks to (**Figures 3 and 4**):

- provide new access bridges on Level 1 in Bay 6 north and south and Bay 11 central
- reconfigure access bridges in Bay 10 central and Bay 13 central
- add a sliding glazed barrier at ground floor in the central spine along gridline 8
- change staircases and lifts as follows:
 - o relocate lift and an additional staircase in Bay 6 north
 - o provide additional staircases in Bay 6 south and Bay 8 south
 - o relocate existing lift to Bay 9 north
 - o relocate existing lift closer to the reception space in Bay 11 south
 - o reverse the direction of the existing staircase in Bay 12 south
- increase the size of the atrium at Level 1, Bay 12 south
- provide an additional plant room (10 m²) in Bay 9 south
- revise the tenancy configuration resulting in moving an intertenancy wall to gridline 10 between Bay 8 and 9 south (from gridline 9) and provide a full height glazed wall, replacing the existing balustrade at level 1 in Bay 8 south, facing the central spine
- reduce gross floor area (GFA) by 119m² (from 27,458 m² to 27,339 m²).

The Applicant advises the proposed relocation of lifts and staircases is required to improve security and internal circulation, while the additional staircases, bridges, sliding door and full height glazing is required to comply with the BCA and fire safety requirements.

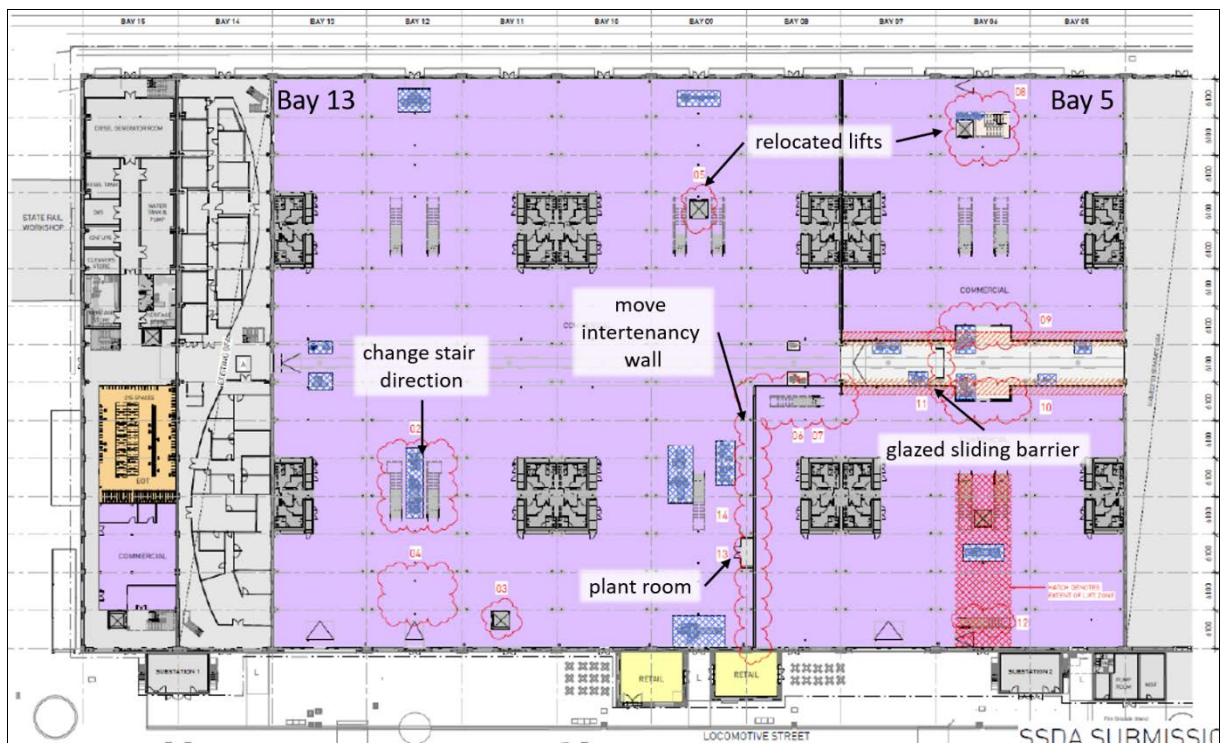


Figure 3 | Proposed ground floor changes to Bays 5 -13

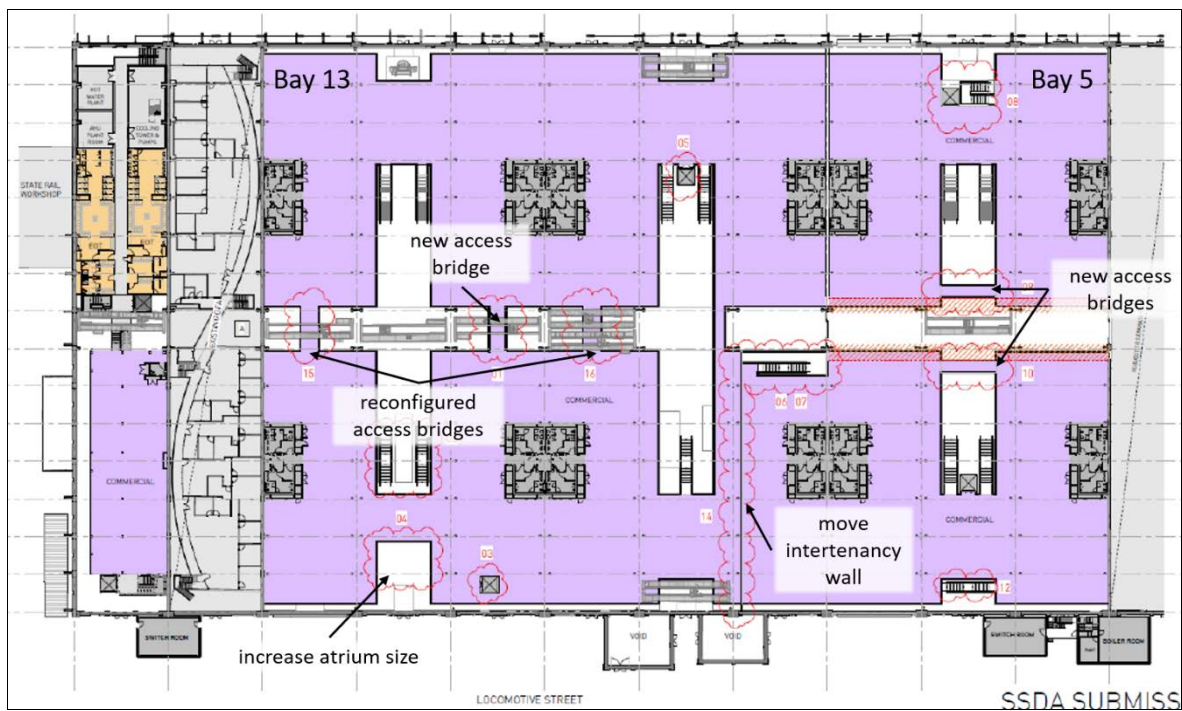


Figure 4 | Proposed first floor changes to Bays 5- 13



3. Statutory Context

Section 4.55(1A) of the EP&A Act outlines the matters that a consent authority must take into consideration when determining an application that seeks to modify an SSD application. The matters for consideration under section 4.55(1A) of the EP&A Act that apply have been considered in **Table 2**.

Table 2 | Section 4.55(1A) Modification involving minimal environmental impact

Section 4.55(1A) Evaluation	Consideration
a) that the proposed modification is of minimal environmental impact, and	Section 5 of this report provides an assessment of the impacts associated with the modification application. The Department notes the changes are to improve internal circulation, comply with the BCA and fire safety requirements. The additional stairs, relocation of lifts and stairs and link bridges are not considered to adversely impact the heritage significance of the building and will have minimal environmental impact. The change to the location of the intertenancy wall minimises impacts as the wall is reversible and views to significant heritage roof features are retained. The sliding glazed barrier at gridline 8 in the central spine is required to ensure BCA and fire compliance and public safety and will be designed to minimise any physical and visual impact to significant heritage fabric.
b) that the development to which the consent as modified relates is substantially the same development as the development for which the consent was originally granted and before that consent as originally granted was modified (if at all), and	The modification application seeks internal design and layout changes to Bays 5-13 of the Locomotive Workshop. The approved development, for the adaptive reuse for commercial and retail uses, remains the unchanged by the proposed modifications. The modification application is considered to result in development that is substantially the same as the originally approved development.
c) the application has been notified in accordance with the regulations, and	The modification application has been notified in accordance with the EP&A Regulations. Details of the notification are provided in Section 4.1 of this report.

- d) any submission made concerning the proposed modification has been considered.

The Department received a submission from **Council** and **Heritage NSW**. The issues raised in submissions have been considered in **Section 4** and **5** of this report.

3.1 Consent Authority

The Minister for Planning is the consent authority for the application, however, under the Minister's delegation, the Director, Key Sites Assessments, may determine the application as:

- the relevant local Council has not made an objection
- a political disclosure statement has not been made
- there are no public submission in the nature of objection.

3.2 Environmental Planning Instruments

The following Environmental Planning Instruments (EPIs) are relevant to the applications:

- State Environmental Planning Policy (State and Regional Development) 2011
- State Environmental Planning Policy (State Significant Precincts) 2005
- State Environmental Planning Policy (Infrastructure) 2007
- State Environmental Planning Policy (Urban Renewal) 2010
- State Environmental Planning Policy No. 55 – Remediation of Land
- Draft State Environmental Planning Policy - Remediation of Land

The Department undertook a comprehensive assessment of the proposals against relevant EPIs in its original assessment. The Department has considered the above EPIs and is satisfied the modification applications have adequately addressed the relevant provisions and remains consistent with these EPIs.

3.3 Objects under the EP&A Act

The Minister or delegate must consider the objects of the EP&A Act when making decisions under the EP&A Act. The Department is satisfied the proposed modification is consistent with the objects of the EP&A Act.



4. Engagement

4.1 Department's Engagement

The application was made publicly available on the Department's website on 21 October 2019 and was referred to Council and Heritage NSW, with a request for comments by 4 November 2019 (15 days).

4.2 Summary of Submissions

The Department received submissions from Council and Heritage NSW. No submissions were received from the public. A link to the submissions is provided in **Appendix A**.

4.2.1 Council Submission

Council initially objected to the application as insufficient information had been provided. Council requested the following information:

- architectural drawings for the new sliding barrier, including the door specifications, structure and materials, noting that the sliding door is located in the central spine, an area intended to be kept open to provide views through the building
- clarification on whether the access bridge in Bay 10 central is to be reconfigured or is an additional bridge.

4.2.2 Heritage NSW Submission

Heritage NSW advised the modifications are considered minor and will not substantially alter the approved design, however the following further detail was requested:

- additional justification and detail to understand the new sliding barrier, including the proximity of the proposed door to the approved sliding door at gridline 9 and potential impact to views along the central spine zone
- provide further detail of the relocated intertenancy wall, including the interaction between the new wall and roof truss structure.

4.3 Response to Submissions

The Department placed copies of all submissions received on its website and forwarded these to the Applicant for a response. The Department also requested the Applicant provide clarification regarding the BCA and fire safety requirements for the changes to the stairs and lifts and additional details of the new glazed wall and glazed sliding barrier.

The Applicant provided a Response to Submissions (**Appendix A**) which contained:

- a BCA travel distance assessment
- an amended heritage impact statement
- photomontages of the new Bay 6 and 11 access bridges
- additional detail of the sliding glass barrier, including photomontage and design drawings

- design drawings of the relocated intertenancy wall
- amended architectural plans.

The RTS was made publicly available on the Department's website and referred to Council and Heritage NSW.

Council reviewed the RTS and while no longer objecting to the proposal, raised the following concerns:

- the sliding glazed barrier in Bay 8, while allowing for visual continuity of sightlines along the central spine, will obstruct the openness of the corridor which is free from structures and restricts public access into the central spine
- the modification to comply with the BCA is unconvincing and Council recommends an alternative design solution be explored
- the change to the access bridge in Bay 10 central remains unclear.

Heritage NSW reviewed the RTS and advised it is satisfied with the detail provided for the proposed intertenancy wall along gridline 10, however it does not support the sliding glazed barrier along gridline 8 as:

- the documentation does not adequately demonstrate how it complies with BCA and fire engineering requirements
- it will provide another visual and physical barrier along the central spine zone, which was a critical corridor to the original functioning of the building
- it prevents public access to two significant moveable heritage items.

4.4 Additional information

On 20 December 2019, the Department requested the Applicant consider an alternative design instead of the sliding glazed barrier on gridline 8 and respond to the comments received from Council and Heritage NSW.

On 3 February 2020, the Applicant submitted additional information including:

- amended sliding glazed barrier design, reducing the height to 1.2 m
- additional Fire Engineer and Building Compliance statements
- details of consultation on the amended design with Council and Heritage NSW.

The additional information was made publicly available on the Department's website and referred to Council and Heritage NSW for comment.

Council reviewed the additional information and advise it accepts the requirement for a sliding door at gridline 8 for public safety and fire compliance under the BCA and considers the low height frameless glass barrier a reasonable outcome.

Heritage NSW reviewed the additional information and were satisfied the revised design to the sliding barrier adequately addresses its concerns and is considered acceptable.



5. Assessment

The Department has considered the modification application, the issues raised in submissions, the Applicant's RtS and additional information in its assessment.

The Department has assessed the key aspects of the proposal including the:

- sliding glazed barrier
- intertenancy wall
- additional stairs, lifts and link bridges.

Other issues relating to the modification application taken into consideration during the assessment are discussed at **Section 5.4**.

5.1 Sliding glazed barrier

The Applicant proposes to install a sliding glazed barrier on the ground floor in the central spine, at gridline 8, to comply with the BCA requirements (**Figure 5**).

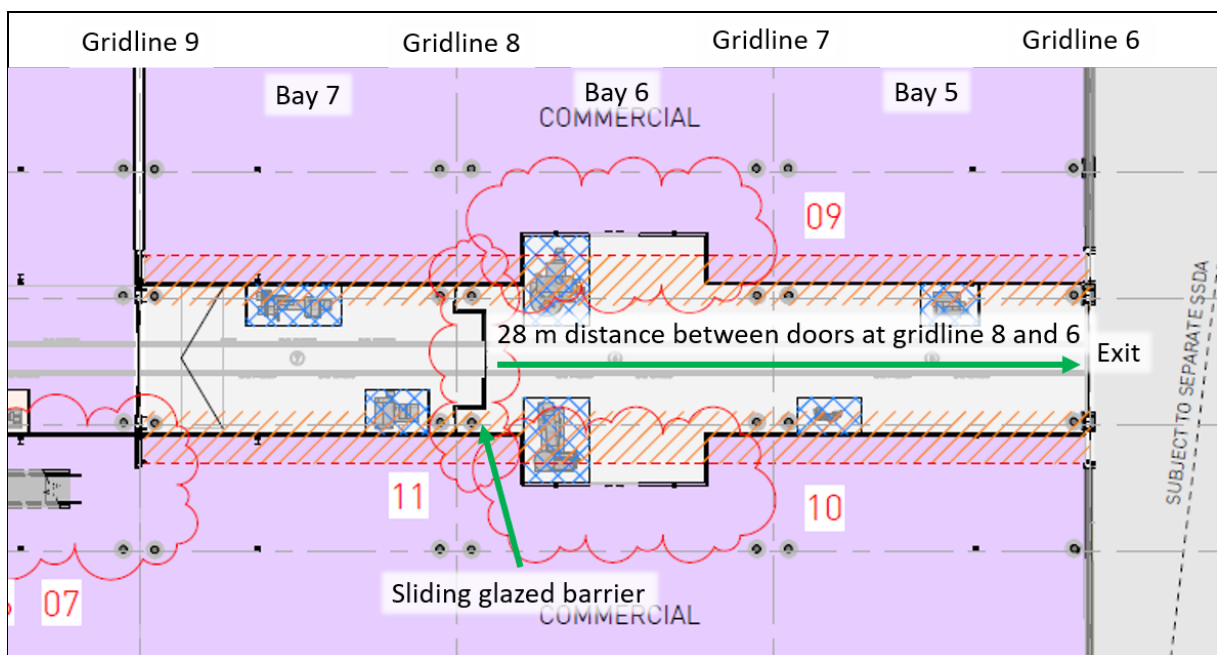


Figure 5 | Proposed location of the sliding glazed barrier on gridline 8

Council and Heritage NSW initially raised concerns about the sliding glazed barrier and requested additional details about the proposal. The Applicant subsequently provided additional information and detailed design plans for the sliding glazed barrier in response to these concerns. Following a meeting between the Applicant, Council and Heritage NSW both agencies no longer raise any objection to the amended proposal.

The Department notes the Applicant has considered alternate options, including:

- to create a closed corridor through the tenancy in Bays 5, 6 and 7 which would terminate at an existing exit on the southern façade (**Figure 6**). This option was not pursued as it interrupts the design of the tenancy and creates a divided space which is inconsistent with the openness of the Locomotive Workshop
- the possibility of a removing the barrier, given the heritage significance of the Locomotive Workshop. This option was not pursued as the barrier is deemed to be critical for the fire safety strategy for the building.

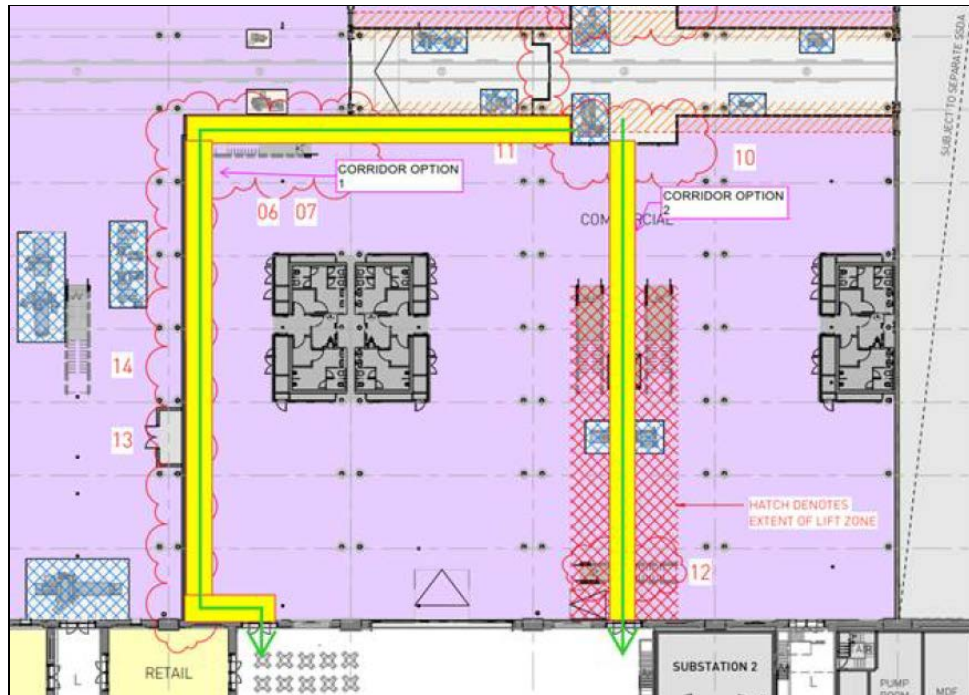


Figure 6 | Corridor option

The Department has considered the location and design of the proposed sliding glazed barrier and considers it satisfactory in this instance as:

- the glazed barrier has a low height (1.2 m), will continue to allow for views along the central spine of the Locomotive Workshop (**Figure 7**) and it is visually less intrusive than options such as the creation of a corridor
- the barrier is critical to the fire safety strategy for the Locomotive Workshop, compliance with the BCA and to ensure the safety of members of the public
- the barrier will not have any significant physical impact to any heritage fabric and retains the original approved design of transparency and openness in the Locomotive Workshop while allowing for the adaptive reuse of the space
- the space between gridline 8 and 9 will be used as an entry to the tenancy in Bays 8-13 north and Bays 9-13 south. As per the Stage 2 Heritage Interpretation Plan, during guided tours on open days members of the public will have access to this space, as fire exits in tenancies will be available for use.

The Department is therefore satisfied the proposed sliding glazed barrier is acceptable as it would ensure the building meets fire safety and BCA requirements and it would not result in any significant



Figure 7 | Proposed sliding glazed door between Bay 6 and 7

5.2 Relocated intertenancy wall

The Applicant seeks to relocate an intertenancy wall as a result of changes to tenancy configurations. The existing balustrade at level 1, facing the central spine is proposed to be replaced with a full height glazed wall (**Figure 8**).

The Applicant advises the full height glazed wall to the central spine is required:

- for physical and acoustic separation between tenancies
- to limit the spread of smoke between tenancies in the event of a fire (required under the fire engineering strategy for the base building).

Heritage NSW is satisfied with the additional detail provided of the amended intertenancy wall, including how it will interact with the significant roof truss and use of high-level glazing to enable views to the truncated roof trusses to be maintained.

The Department supports the proposed modification as:

- there are no physical impacts to significant heritage fabric and the wall is designed to be fully reversible, so all heritage elements can be protected and maintained
- glazing is provided at the top of the wall to enable views to the truncated roof trusses
- the relocated wall will not adversely impact the design intent of the internal fitout.

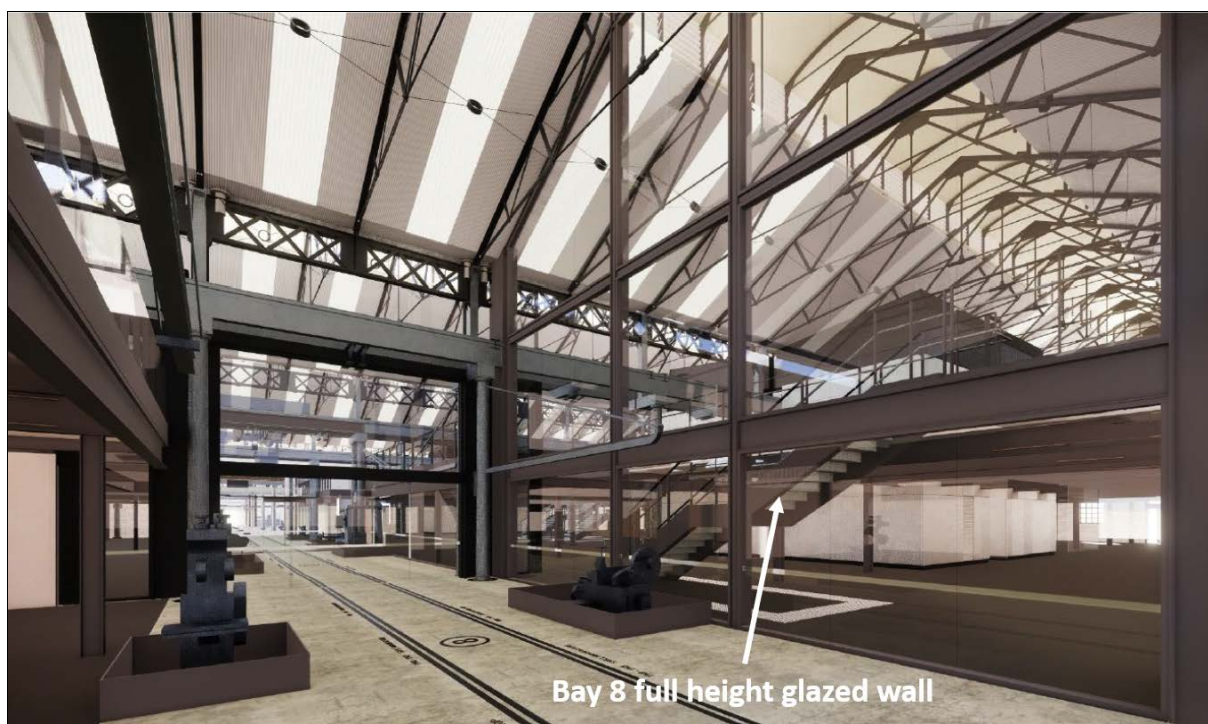


Figure 8 | Proposed full height glazed wall in Bay 8

5.3 Additional and relocated stairs, lifts and access bridges

The proposal includes new and reconfigured stairs, lifts and access bridges on level 1 (**Figure 3**). The Applicant advises the changes:

- meet the BCA requirements for emergency egress and the additional stairs and access bridges will ensure that occupants on level 1 are within a compliant distance to a point of choice for egress in an emergency
- improves internal circulation and meets tenant requirements.

Heritage NSW raised no concerns with the changes to stairs, lifts and access bridges, noting the changes were relatively minor.

Council advised it was satisfied with all changes to stairs, lifts and access bridges, however noted the plans submitted with the RtS illustrate two access bridges in Bay 10 but it is unclear the location of the widened and centred access bridge outlined in the documentation.

The Department notes the most recent approved plan for Bays 5-15 (under MOD 3) provides for three access bridges on level 1, two in Bay 9 and one in Bay 12 (**Figure 9**). This proposal seeks approval to:

- reconfigure the Bay 9 bridge to the centre of Bay 10
- reconfigure the Bay 12 bridge to the centre of Bay 13
- add a new access bridge to the centre of Bay 11 (**Figure 4**).

The Department supports these modifications, as well as the other changes to stairs and lifts as:

- it results in an internal layout that complies with the requirements of the BCA
- the access bridges have been designed with a slim profile to minimise structural requirements (**Figures 10 and 11**) and are a minor addition to Level 1

- changes to stairs and lifts are minor changes to the approved layout and have no physical impacts to heritage fabric
- the bridges will improve circulation across Level 1.

The Department is therefore satisfied the proposal is acceptable as it would improve the functionality of the building, ensure the proposal complies with the BCA and not result in any significant heritage impacts.

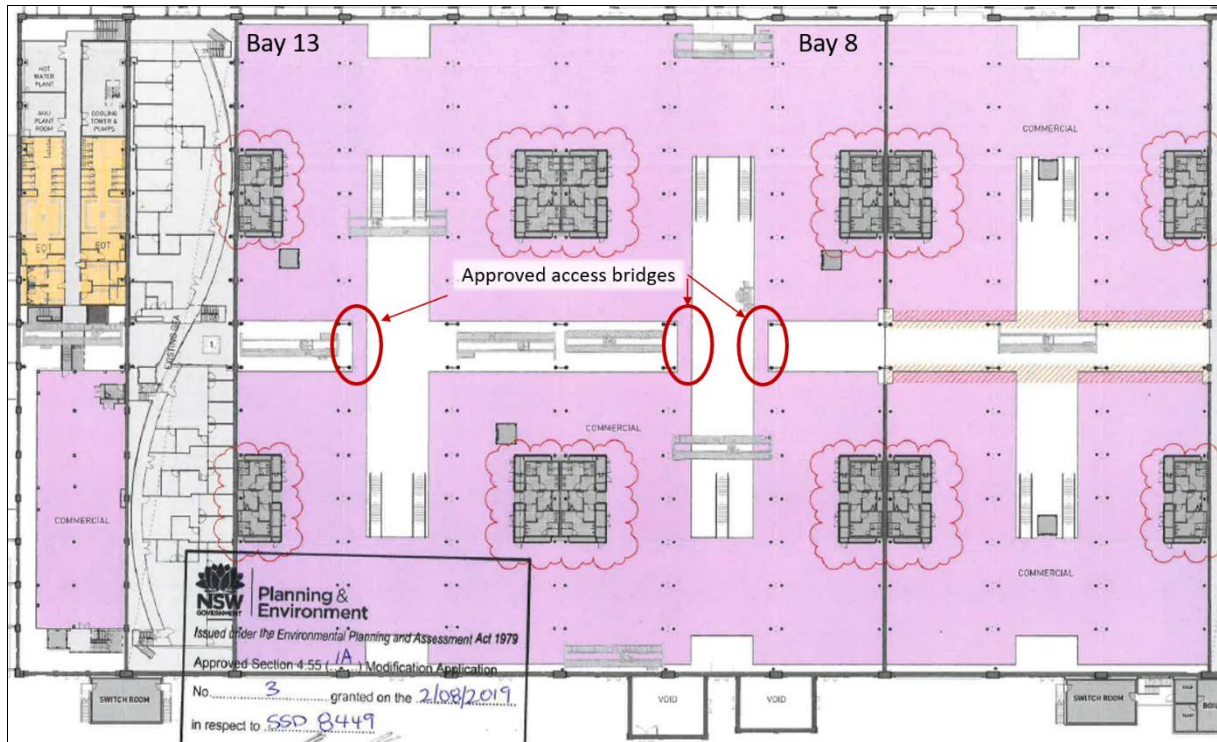


Figure 9 | Approved access bridges, level 1, Bays 5-13



Figure 10 | Image of access bridge, Bay 11 central



Figure 11 | Image of access bridge, Bay 6, Level 1

5.4 Other Issues

Table 3 | Summary of other issues raised

Issue	Findings	Recommended Condition
Increase size of void	- The Applicant seeks to increase the size of the void in Bay 12 south, which is the main entrance from Locomotive Street - The Department supports this and notes the increase in the size of the void will create a larger double height space at the entrance to the bay, allowing for increased appreciation and views of the heritage fabric and buildings architecture.	No additional conditions or amendments to existing conditions necessary.
Addition of plantroom	- The proposal includes a 10 m² plant room on the ground floor of Bay 9 south, as a result of the movement of the southern intertenancy wall. - The Department considers the plant room is a minor addition and will not impact any significant heritage fabric.	No additional conditions or amendments to existing conditions necessary.
Gross Floor Area (GFA)	- The Applicant advises the modifications result in a GFA of 27,339 m², a reduction of 119 m² from the approved maximum GFA. - The Department notes the reduced GFA is a result of changes to the size of the void in Bay 12 and the new and reconfigured stairs and lifts. As the GFA remains within the approved maximum, the Department is satisfied the proposal would not result in any additional impacts.	No additional conditions or amendments to existing conditions necessary.



6. Evaluation

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

- it complies with relevant statutory provisions and the proposal remains consistent with relevant EPIs and the strategic planning context
- there are no significant physical impacts to heritage fabric of the building
- the tenancy layouts will comply with BCA and fire safety requirements and improve access and egress through the tenancies
- the sliding glazed barrier ensures safety for members of the public in the event of an emergency and retains important views along the central spine of the Locomotive Workshop, without adversely impacting significant heritage fabric.

Consequently, the Department concludes the proposal is in the public interest and should be approved, subject to conditions (**Appendix B**).



7. Recommendation

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

- **considers** the findings and recommendations of this report; and
- **determines** that the application SSD 8449 MOD 4 falls within the scope of section 4.55(1A) of the EP&A Act
- **accepts and adopts** all of the findings and recommendations in this report as the reasons for making the decision to grant/refuse consent/approval to the application;
- **modifies** the consent SSD 8449
- **signs** the attached approval of the modification (**Appendix B**).

Recommended by:

Emily Dickson

A/ Principal Planning Officer
Key Sites Assessments

Recommended by:

Amy Watson

Team Leader
Key Sites Assessments



8. Determination

The recommendation is: **Adopted by:**

Anthony Witherdin

Director

Key Sites Assessments



Appendices

Appendix A – List of Documents

The following supporting documents and information to this assessment report can found on the Major Projects website:

- Modification Report, Response to Submissions and Additional Information
- Submissions

<https://www.planningportal.nsw.gov.au/major-projects/project/17161>

Appendix B – Notice of Modification

<https://www.planningportal.nsw.gov.au/major-projects/project/17161>

Appendix C – Consolidated Consent

<https://www.planningportal.nsw.gov.au/major-projects/project/17161>