PM/CB/AD
17068
29 May 2017

Ms Carolyn McNally
Secretary
Department of Planning and Environment
23-33 Bridge Street
SYDNEY NSW 2000

Attention: Ben Lusher

Dear Ms McNally

REQUEST FOR SECRETARY'S ENVIRONMENTAL ASSESSMENT REQUIREMENTS LOCOMOTIVE WORKSHOP, AUSTRALIAN TECHNOLOGY PARK, EVELEIGH

On behalf of Mirvac Projects Pty Limited (Mirvac) we request the Secretary's Environmental Assessment Requirements (SEARs) for the adaptive reuse and redevelopment of the eastern portion of the Locomotive Workshop (being Bays 1-5) within The Australian Technology Park (ATP), Eveleigh.

Pursuant to Schedule 2 of the *State Environmental Planning Policy (State and Regional Development) 2011*, (SEPP SRD) development within the nominated Redfern-Waterloo 'specified site', that has a capital investment value of more than $10 million is declared State Significant Development (SSD) in accordance with Section 89C of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The proposed redevelopment of the eastern portion of the Locomotive Workshop will have a capital investment value in excess of $10 million, and therefore is declared to be a State Significant Development (SSD).

To support the request for the SEARs, this letter provides an overview of the proposed development, sets out the statutory context, and identifies the key likely environmental and planning issues associated with the proposal. Enclosed are concept plans prepared by Sissons for the proposal (**Attachment A**).

1.0 THE SITE

The ATP precinct is strategically located approximately 5km south of the Sydney CBD, 8km north of Sydney airport and within 200m of Redfern Railway Station. The precinct, with an overall area of some 13.2 hectares, is located within the City of Sydney local government area (LGA).

It is irregular in shape and bounded by one of Sydney's primary railway arteries to the north, Cornwallis Street and Garden Street to the east, Henderson Road to the south, railway workshops and yards to the north-west and government owned community housing to the west. An aerial photograph of the ATP precinct is provided at **Figure 1**.

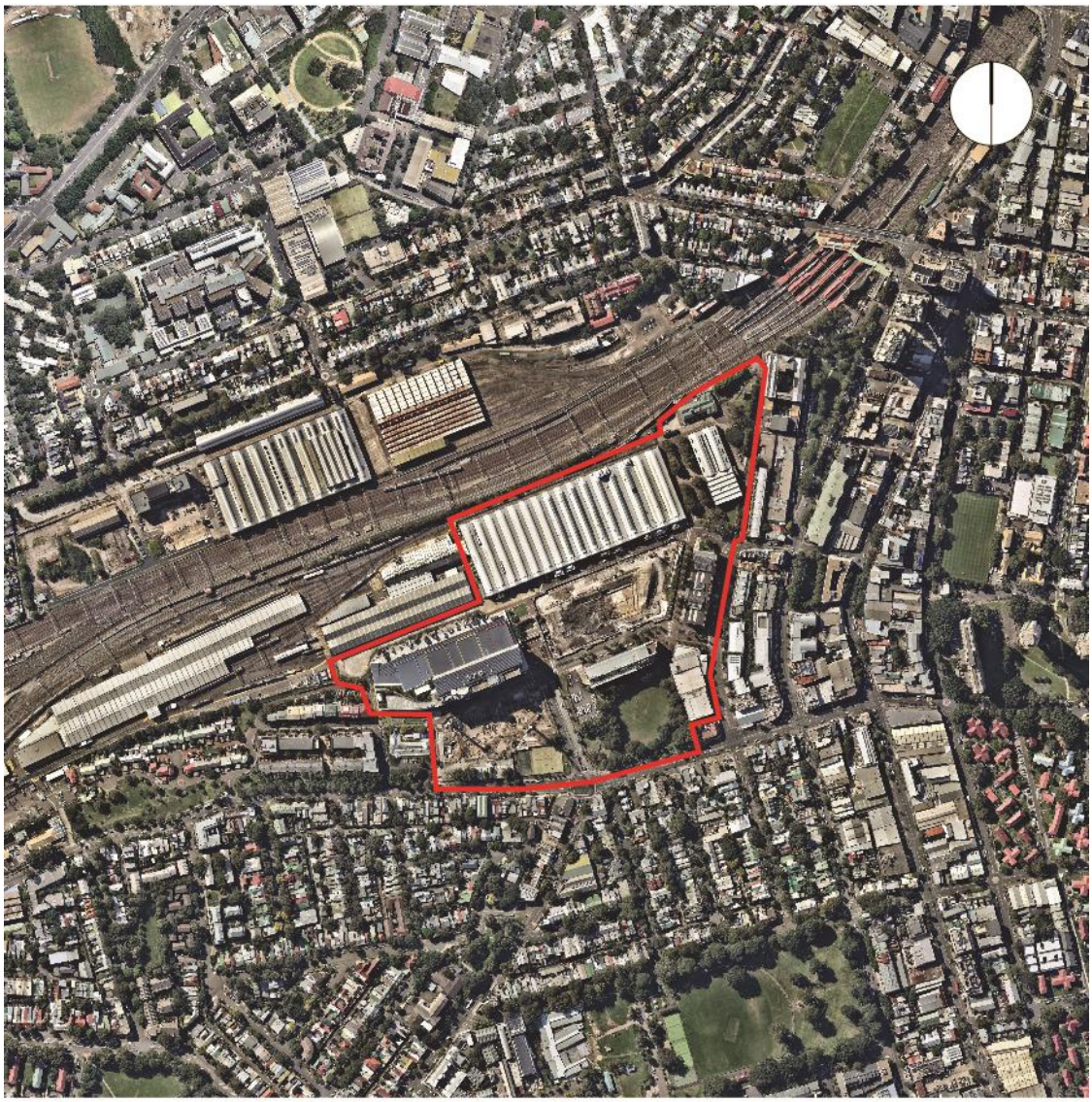

Figure 1 – Aerial photograph of the ATP precinct

Source: Nearmap

1.1 Locomotive Workshop Development Site

The State Significant Development Application (SSDA) will relate to the redevelopment and adaptive re-use of the eastern portion of the Locomotive Workshop (being Bays 1-5) building. The Locomotive Workshop building is identified in **Figure 2**.

The entire Locomotive Workshop site falls within part of Lot 4000 in DP1194309 and has a total site area of approximately 26,984 m^2. Bays 1-5 of the Locomotive Workshop (as identified in **Figure 3**) has an area of 9,870m^2 and currently incorporate the following:

- a Blacksmith workshop area;
- heritage interpretation space (Bays 1&2) housing the majority of the Eveleigh movable heritage collection;
- a theatrette;
- commercial office accommodation; and
- circulation space.

The subject site adjoins Innovation Plaza, the primary pedestrian thoroughfare through the site.

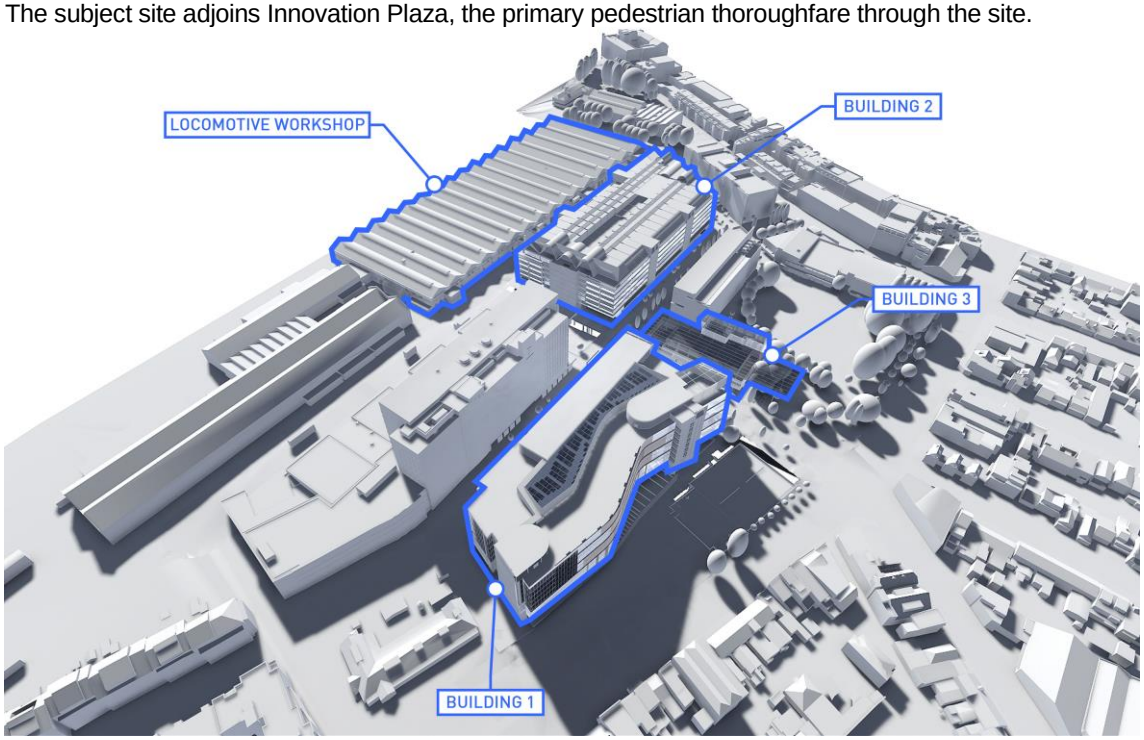

Figure 2 – ATP Precinct

Source: Sissons

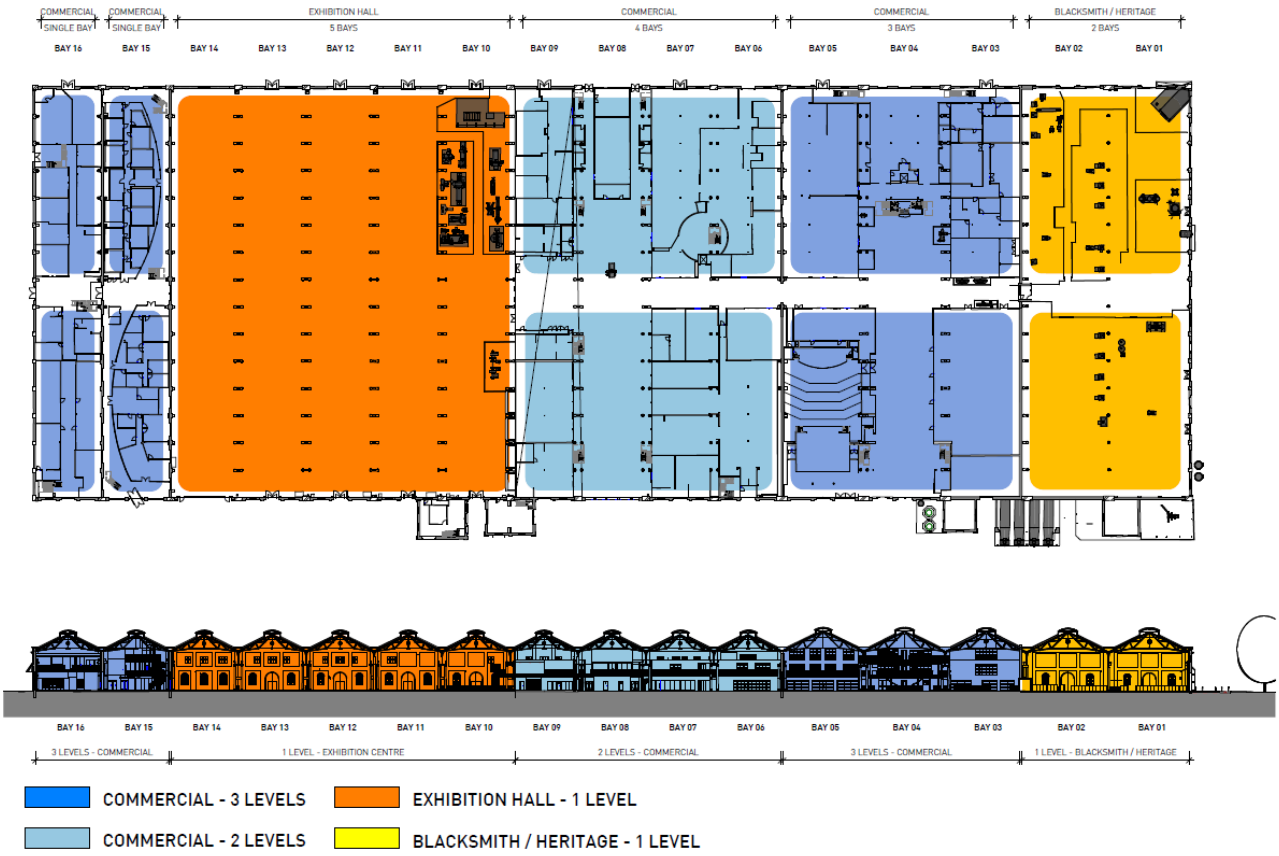

Figure 3 – Existing layout of the Locomotive Workshop Building
Source: Sissons

2.0 BACKGROUND

Historically, the ATP was used for railway maintenance, storage and other associated industries. Use of the site as marshalling yards and workshops formed part of a large railway-based precinct on both sides of the main railway line, dating from 1882 and growing in size until its closure in 1989. Since this time, the precinct has been progressively redeveloped and repurposed, including the site's use as Paddys Markets from 1989 to 1994.

The Locomotive Workshops are identified as having state heritage significance and are identified on the NSW State Heritage Register as part of the former Eveleigh Railway Workshops (Item. No. 01140). The Locomotive Workshops consist of a two-storey sandstone brick Neo Classical structure, with 16 equally sized bays running north-south that are characterised by internal hollow cast iron columns, wrought iron trusses, and corrugated iron roofing. Initially, it was built as two structures with Bays 1-4 being one structure and Bays 5-15 a second structure with the space in between acting as a laneway. This was later filled in and the two buildings were connected with a new Bay, 4a. Later the numbering system changed to Bays 1-16, converting Bay 4a to Bay 5 and the internal wall was demolished.

Construction of the workshops commenced in 1887 and was originally built in two parts. Bays 1 to 4, at the east end, contained the 'dirty' trades such as blacksmithing and boiler making, while the original Bays 5 to 15 contained the machining, tooling and assembly areas. Each bay was originally used for one or more trades required for the repair or manufacture locomotives and their components. The workshops were the hub of locomotive manufacturing from the 1880s to the 1930s, when many functions were progressively relocated to the newly-constructed Chullora Workshops. The workshops employed vast numbers of employees in these trades and many lived nearby in working class suburbs such as Redfern and Erskineville. By the 1960s, the workshops had begun to wind down as the NSW Railways changed technology to diesel from steam. The workshops finally shut in 1988 and were converted to the ATP in the mid-1990s.

Since 1996, the Locomotive Workshops have been substantially redeveloped as commercial office space, with associated support activities such as coffee shops and conference rooms. Overall, the building fabric remains predominantly intact. Bays 1 and 2 best represent the original condition of the building and contain a working blacksmith at the southern end of the bays and a moveable heritage collection at the northern end, including a significant industrial machine, known as the Davy Press. Bays 3, 4 and 5 contain modern infill offices and a lecture theatre.

The machinery and tool collection is afforded statutory heritage protection (under the Heritage Act, 1977), and includes examples of the machines and equipment installed in the workshops at the time that it closed. The collection is listed on the NSW State Heritage Register as State Heritage Register Item no. 01141. Currently, the majority of the collection is housed in Bays 1 and 2. Additional heritage-listed industrial items have been placed on display and are interpreted throughout Bays 3 to 16 of the Workshop.

2.1 State Significant Development Application 7317

In November 2015, Mirvac was announced by UrbanGrowth NSW Development Corporation (UGDC) as the successful party in securing ownership and redevelopment rights for the ATP precinct.

In December 2015, an SSDA was submitted to the Department of Planning & Environment for a multi-building redevelopment (i.e. Buildings 1, 2 and 3 identified in **Figure 2**) of the ATP to provide new commercial office, retail and community uses and a significant upgrade to the ATP public domain. Following public exhibition, and the submission of additional information, the development was approved by the Planning Assessment Commission on 20 December 2016.

The construction of Buildings 1, 2 and 3 is currently underway.

2.2 Locomotive Workshop Vision

The Locomotive Workshop building is the final part of Mirvac's redevelopment strategy for the ATP.

Mirvac are intending to redevelop the Locomotive Workshop in its entirety to provide commercial office accommodation within the western portion (subject to a separate development application), while retaining the existing blacksmith and providing a new format for the interpretation and celebration of the heritage space within the eastern portion. This will also include adding a new 'market place type' retail space within the eastern portion.

The overall design intent is to create a functional retail and marketplace within Bays 1-5 which will result in an adaptive reuse of Bays 1-5 that will celebrate the site's key heritage assets whilst creating new retail opportunities that will increase public visitation to the Locomotive Workshops.

It is intended that the modern 1990s infill offices and lecture theatre in Bays 3-5 will be demolished as part of the proposed works, and that Bays 3-5 will be adaptively reused to create an artisan style marketplace. The proposed development within Bays 3-5 will be anchored by a supermarket at ground level, and will contain commercial and event spaces within a new Level 1 mezzanine, as indicated in concept plans at **Attachment A.**

In order to service the requirements of the proposed retail offering, including the services needs of a marketplace, there is an intention to create a loading dock within the rear of bays 1-2 of the site. This will result in the consolidation and reinterpretation of key elements of the moveable heritage collection, within the proposed heritage interpretation and retail spaces of Bays 1-2.

As part of the redevelopment of the Locomotive Workshops, it is intended that the heritage significance of the building, its collections and the ongoing Blacksmith activities will be reinforced and reinterpreted within the proposed new uses for the site. Issues associated with the existing heritage interpretation at the site, including its identification in the Conservation Management Plan as being a product of its time, and not providing a coherent story about the site, will be addressed as part of the proposed adaptive reuse within Bays 1-5. Photomontages of the design intent are included in **Figures 4** and **5.**

The proposed use of Bays 1-5 seek to facilitate greater access to and celebration of the heritage and historic artefacts present on site, by opening the building to the public, expanding audience to the blacksmith heritage space and improving services and the public interface while supporting the new and existing tenants and community with the ATP precinct and surrounds.

Figure 4 – Design intent of the proposed retail market place
Source: Sissons

Figure 5 – Design intent of the proposed commercial spaces (not part of this application)
Source: Sissons

2.3 Locomotive Workshop Development Applications

Planning approvals for the redevelopment of the Locomotive Workshop will be achieved by the submission of two concurrent State Significant Development Applications.

The first SSDA relates to the redevelopment of Bays 6 to 16, and a SEARs request was submitted to the Department of Planning in relation to this part on 11 May 2017.

The second SSDA, the subject of this request, relates to the redevelopment and adaptive re-use of Bays 1-5 within the eastern portion of the building.

The principal reason for preparing and submitting two separate SSDAs is to facilitate an orderly construction program for the Locomotive Workshop redevelopment and to ensure that relevant assessment matters are considered in light of the separable uses and areas of the building (i.e. commercial and retail).

3.0 DESCRIPTION OF PROPOSED DEVELOPMENT

The SSD application, the subject of this request will seek consent for:

- demolition of existing 'modern' office infill fitout elements to Bays, as necessary;
- the adaptive re-use of the eastern portion of the Locomotive Workshop for a mix of retail and commercial uses;
- the provision of pedestrian access improvements;
- heritage interpretation and conservation works, as necessary; and
- public domain improvements within the curtilage of the site.

This SSDA will seek to remove all existing unsympathetic infill office fitouts & modern elements of the building and provide a clear reinterpretation and expression of the industrial heritage fabric, open the building to the public and encourage visitation, and preserve and interpret the significant heritage fabric.

Indicative concept layout plans, prepared by Sissons are included at **Attachment A**.

4.0 PLANNING CONTEXT

The following are the key relevant legislation and environmental planning instruments that will apply to the proposed development:

- *Environmental Planning and Assessment Act 1979*;
- *Heritage Act 1977*;
- State Environmental Planning Policy (State Significant Precincts) 2005;
- State Environmental Planning Policy (State and Regional Development) 2011;
- State Environmental Planning Policy No. 55 - Remediation of Land;
- A Plan for Growing Sydney;
- Built Environment Plan (Stage 1); and
- Greater Sydney Commission – Draft Central District Plan

4.1 Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (EP&A Act) establishes the assessment framework for State Significant Development. Under Section 89D of the EP&A Act the Minister for Planning is the consent authority for State Significant Development. Section 78A(8A) requires that a development application for SSD is to be accompanied by an Environmental Impact Statement (EIS).

The proposal will seek approval for the detailed works associated with the alterations necessary to adaptively re-use the eastern portion of the Locomotive Workshop for a mix of retail and commercial uses. Notwithstanding this, individual tenant fit outs are likely to be the subject of separate approvals.

4.2 Heritage Act 1977

The Locomotive Workshop, and Eveleigh Railway Workshops Machinery are listed on the State Heritage Register under the *Heritage Act 1977*. Under section 89J of the EP&A Act, an approval under Part 4 of the Heritage Act 1977 is not required for approved SSD.

4.3 State Environmental Planning Policy (State and Regional Development) 2011

SEPP SRD identifies development which is declared to be State Significant. The Site is located within the Redfern Waterloo 'specified site', identified at Clause 2(g) of Schedule 2 of SEPP SRD. Under this provision, developments that have a capital investment value of more than $10 million are declared to be State Significant Development (SSD) for the purposes of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The proposal has an estimated Capital Investment Value of greater than $10 million, it is therefore considered to be a SSD.

4.4 State Environmental Planning Policy (State Significant Precincts) 2005

State Environmental Planning Policy (State Significant Precincts) 2005 (SEPP SSP) is the principal environmental planning instrument applying to the ATP site. Schedule 3, Part 5 of SEPP SSP sets out the zoning, land use and development controls that apply to development on the Site.

The Site is zoned Business Zone – Business Park under the SEPP. The zone objectives are:

a) to establish business and technology parks to encourage employment generating activities that provide for a wide range of business, technology, educational and entertainment facilities in the Zone,

b) to support development that is related or ancillary to business, technology or education,

c) to support development for retail uses that primarily serve the needs of the working population in the Zone and the local community,

d) to ensure the vitality and safety of the community and public domain,

e) to ensure buildings achieve design excellence,

f) to promote landscaped areas with strong visual and aesthetic values to enhance the amenity of the area.

Retail and commercial premises are permissible with consent. Further, the proposed development meets the objectives of the zone in that it will provide retail uses that will primarily serve the needs of the working population and local community; encourage public visitation to the precinct which will increase the vitality and safety of the site and provide a high quality development, in keeping with other new developments within the Precinct.

Other key development controls that apply to the site include:

- The maximum gross floor area (GFA) of the Locomotive Workshop in its entirety is 42,055m^2.
- The maximum permitted building height is the existing height of the building.

4.5 State Environmental Planning Policy No. 55 – Remediation of Land

State Environmental Planning Policy No. 55 – Remediation of Land (SEPP 55) aims to promote the remediation of contaminated land for the purpose of reducing the risk of harm to human health or any other aspect of the environment. The site is considered to be suitable for the proposed development.

4.6 A Plan for Growing Sydney

The proposal aligns with key directions and actions outlined within the preeminent strategic plan for Sydney. In particular:

- Direction 3.4: Promote Sydney's heritage, arts and culture. The Government will assess the heritage significance of urban renewal sites and incorporate appropriate heritage protection into the precinct's planning controls and encourage re-use of heritage.
- Priorities for the Central Subregion:
  - provide capacity for additional mixed-use development in the precincts that make up Global Sydney for offices, retail, tourism, arts, culture, services and housing;
  - Implement the UrbanGrowth NSW urban renewal and transport program for Central to Eveleigh;
  - Support the land use requirements of the transport and logistics knowledge hub at Redfern (Australian Technology Park).

4.7 Draft Central District Plan

The Australian Technology Park will continue to evolve into a world-class technology and innovation hub as well as a thriving precinct for the community. The draft Central District Plan key priority is to drive growth, which includes diverse businesses such as cafes, restaurants and shops that create vibrancy in Sydney's business districts.

The redevelopment and adaptive reuse of the Locomotive Workshop will create an opportunity to provide a quality retail and community hub sympathetic to the industrial heritage context, as well as commercial floor space to meet the demand from the ATP population and the surrounding suburban location. The operation of the retail tenancies and commercial spaces and any ancillary uses, will create opportunities for site activation beyond the work day hours of operation, in a location that is in close proximity to an existing key public transport interchange.

The retail tenancies will seek to cater to multiple groups including the local community, employees, visitors, surrounding students and the like. The retail is proposed to be ancillary to the commercial uses within the ATP, facilitate the continued life of this important State heritage listed item and enable the celebration of its historic significance.

5.0 OVERVIEW OF LIKELY ENVIRONMENTAL AND PLANNING ISSUES

Based on our preliminary environmental assessment, the following are the key environmental assessment issues that will need to be considered as part of the future SSDA:

- Compliance with the statutory planning framework
- Built Form
- Heritage
- Traffic and Parking
- Sustainability
- Operational Noise Impacts
- Hazardous Materials
- Contamination
- Railway Infrastructure

Further the proposal is expected to address:

- potential impacts on the heritage values of the site and surrounding areas;
- adaptive re-use of the Locomotive Workshop, and preservation of the significant heritage artefacts;
- impacts on streetscapes.

5.1 Compliance with the statutory framework

The proposed development will comply with the key development controls within SEPP SSP in that:

- The proposed retail commercial premises uses are permissible with development consent.
- The maximum GFA control of 42,055m^2 will not be exceeded.
- There will be no alteration proposed to the building height.

5.2 Built form

The planning controls that apply across the ATP are the result of a detailed planning and urban design study undertaken and finalised in 2006 (Building Environment Plan Stage 1). This Plan formed the basis of the detailed development controls within SEPP SSP.

The Environmental Impact Statement (EIS) that will accompany the SSDA will address the impact of the proposed development within the context of the locality, the key detailed planning controls and the principles outlined within the Conservation Management Plan for the Locomotive Workshop building. Further, it will also demonstrate the proposal's integration with existing State significant heritage fabric and the local and surrounding environmental considerations.

5.3 Heritage

The ATP precinct is listed as a State heritage item, referred to as the former Eveleigh Railway Workshops (SHR No. 01140). Furthermore, the Eveleigh Railway Workshops machinery, much of which is situated within the Locomotive Workshop, is also listed as a State heritage item (SHR 01141). Accordingly, the EIS will need to be accompanied by a Heritage Impact Statement.

The proposed internal works and any necessary external works will need to be sensitively designed so they do not detrimentally impact on the heritage significance and fabric of the building and are in accordance with the endorsed Conservation Management Plan. The interior design will pay significant homage to the historical nature of the Locomotive Workshop building and wider ATP precinct.

The location of the significant building fabric and artefacts within Bays 1-5 are identified in **Figures 6** and **7.**

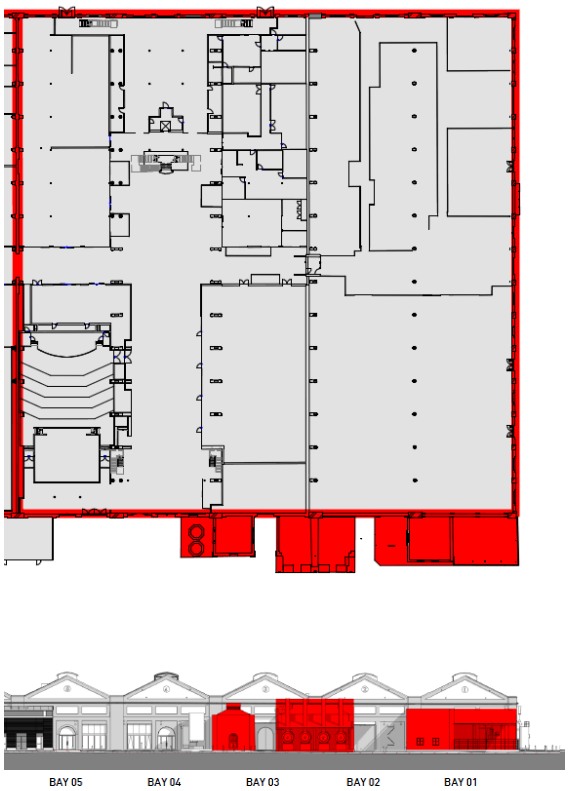

Figure 6 – Significant heritage fabric (in red)
Source: Sissions

Ground Level

Level 1

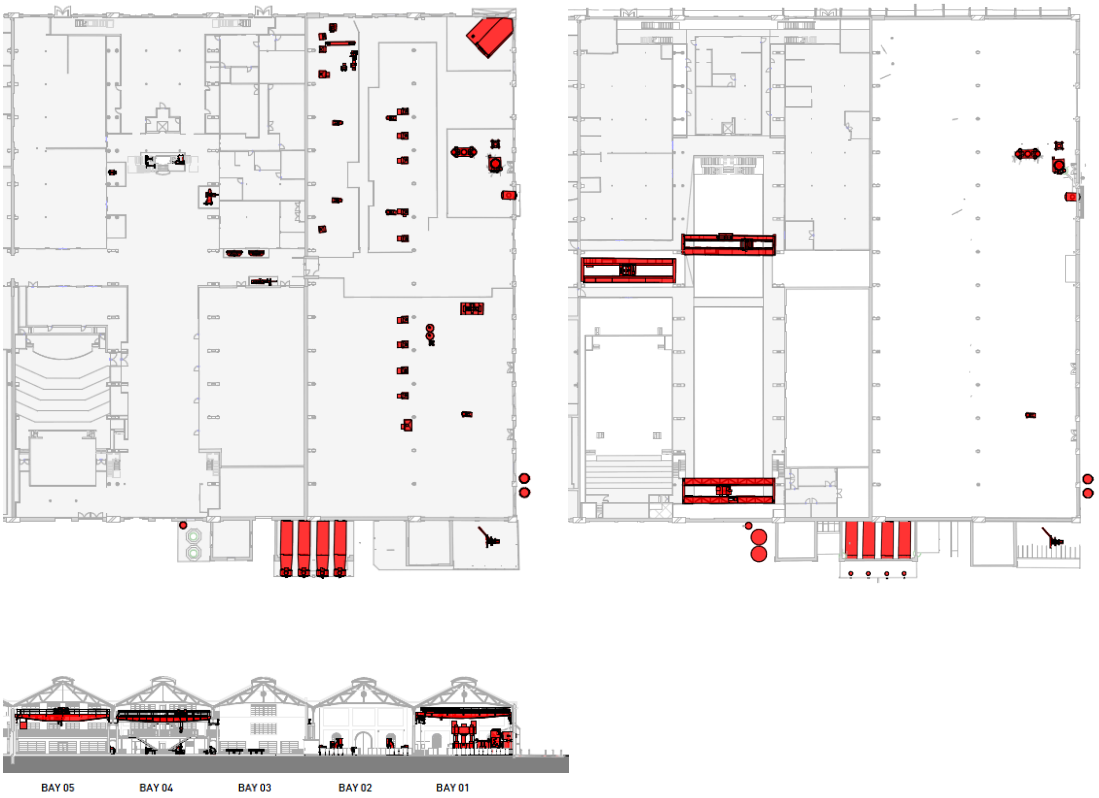

Figure 7 – Significant heritage artefacts (in red)
Source: Sissons

5.4 Traffic, parking and accessibility

The ATP is highly accessible by public transport. Further, SEPP SSP sets a maximum car parking cap across the ATP site of 1,600 spaces. The proposed development does not envisage the provision of additional car spaces. A traffic and parking assessment will accompany the EIS.

5.5 Sustainability

Opportunities to incorporate ESD measures within the project will be detailed within the EIS. Potential opportunities include the reconfiguration of the roof to enable where possible an increased level of natural light into the building as well as a review of the mechanical ventilation system and water management system.

5.6 Construction and Operational Impacts

The EIS will address and consider the construction and operational impacts of or on:

- noise and vibration;
- soil, groundwater, and geotechnical attributes of the site and environs;
- public domain upgrades;
- staging/decanting;
- construction traffic;
- stormwater and airborne pollutant control; and
- servicing and infrastructure for the development.

5.7 Hazardous Materials

There is the potential for hazardous materials to be present within the Locomotive Workshop. Appropriate investigations, identification of materials and construction management plans will be prepared and accompany the EIS to demonstrate that the any potential hazardous materials can be safely removed from the site, if required.

5.8 Contamination

Given the historic use of the site it is expected that there is the potential for the ground beneath the Locomotive Workshop to be contaminated. Whilst there will be limited penetrations into the ground, appropriate studies and investigations, will be prepared and accompany the EIS to demonstrate that the site is suitable for the development.

5.9 Railway Infrastructure

Given the proximity of the site and relationship to significant rail infrastructure, it will be essential that due consideration is given to ensuring that there will be no adverse impacts resulting from the proposed development. Appropriate details will be provided in support of the EIS regarding the location of any existing services/infrastructure that traverse the site together with details regarding how such infrastructure will be protected.

6.0 EXPECTED DELIVERABLES

To assist in confirming the SEARs, we have undertaken an analysis based on our experience of what the expected deliverables will be to support the EIS, which include:

- Owner's Consent
- DA Fees
- QS Certificate
- Environmental Impact Statement (EIS)
- Site Survey Plan
- Architectural Package (design statement and drawings)
- Photomontages/Perspectives
- Heritage Impact Statement
- Hazardous Materials Assessment
- Archaeological Impact Assessment
- Acoustic/Noise Impact Assessment
- Traffic, Parking and Access Statement
- Public Domain Plan and Design Statement (pertaining to works immediately surrounding the Locomotive Workshop)
- ESD Report/Strategy
- Services and Infrastructure Report
- Stormwater/OSD Concept Report and Plans
- Contamination Report
- Geotechnical Report
- Structural Design Report
- Operational Waste Management Plan
- Construction Management Plan/ Environmental Management Plan/ Construction Traffic Management Plan
- Fire Engineering Report
- BCA Statement
- Accessibility Statement
- Consultation/Engagement Strategy
- CPTED Assessment

7.0 CONSULTATION

As part of the preparation of the EIS, Mirvac will undertake consultation with a number of organisations, groups, and government agencies, including:

- Office of Environment and Heritage;
- City of Sydney Council;
- NSW Heritage Council;
- ATP Community Liaison Group;
- Roads and Maritime Services;
- Sydney Trains;
- UrbanGrowth NSW;
- Utility providers;
- Surrounding residents and business; and
- REDWatch.

8.0 CONCLUSION

The purpose of this letter is to request the SEARs for the preparation of an EIS for the redevelopment of the eastern portion (being Bays 1-5) of the Locomotive Workshop, at the Australian Technology Park, Eveleigh. The Capital Investment Value (CIV) of the project is expected to be over $10 Million and in excess of the requisite State Significant Development threshold for Redfern Waterloo projects.

On the basis that the project falls within the requirements of clause 2(g) of Schedule 2 of the SEPP SRD, it is requested that the Department issue the SEARs for the project to facilitate the preparation of the EIS to accompany the Stage Significant Development Application for the project.

We trust that the information detailed in this letter is sufficient to enable the Director-General to issue the DGRs for the preparation of the EIS. Should you have any queries about this matter, please do not hesitate to contact me on 9956 6962 or cburdett@jbaplanning.com.au.

Yours faithfully,

Claire Burdett

Claire Burdett
Principal Planner

Enc.
Attachment A – Concept Architectural Drawings prepared by Sissons