



File No: SF18/60050
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Brendan Roberts
Team Leader- Key Sites Assessments
Department of Planning and Environment
GPO Box 39
SYDNEY NSW 2001

Attn: James Groundwater- james.groundwater@planning.nsw.gov.au

Dear Mr Roberts

University of Newcastle, Honeysuckle City Campus Concept Proposal (SSD 9262)

I refer to your letter dated 30 July 2018 seeking comments from the Heritage Division on the abovementioned development proposal. The proposed development site is located at 16, 16A and 16B Honeysuckle Drive, 20B Wright Lane and 430 Hunter Street in the Newcastle Local Government Area.

The proposed development application includes:

- *building envelopes for seven new buildings for academic and ancillary uses, including student accommodation*
- *a maximum gross floor area of 62, 573m²*
- *maximum building heights ranging between 23m and 34.9m (approximately four to nine storeys)*
- *design excellence strategy and design guidelines to inform future design of the built form*

The proposed Honeysuckle City Campus Development (HCCD) comprises Site 1, Site 2 and Site 3. Parts of the proposed Site 2 and 3 include the former rail corridor. A part of the proposed development site, Site 3 is included within the curtilage of the State Heritage Register listed 'Civic Railway Workshops' (SHR No. 00956). A part of the development site (Sites 2 and 3) is included within the Newcastle City Centre heritage Conservation Area (HCA C4) listed within the 'Schedule 5 Environmental heritage' of Newcastle Local Environmental Plan (NLEP 2012). There are several items of local and state significance near the subject site, including 'Newcastle City Hall and Civic Theatre' (SHR no. 01883) to the south of the proposed Site 3. The proposed Site 3 is located directly to the south of the 'Boiler House and Machine Shop' and the 'Divisional Engineer's Office' associated with the 'Civic Railway Workshops'.

It is understood that Site 2 and 3 have not yet been secured and remain an option for the University to purchase from Hunter Development Corporation (HDC), subject to rezoning.

The HCCD development is proposed to be completed over multiple stages:

- *Stage 1a—Construction of Building A1 (Site 1);*
- *Stage 1b—Construction of Building B (Site 2);*
- *Stage 2—Construction of Building A2 (Site 1);*
- *Stage 3—Construction of Building C (Site 1)*
- *Stage 4—Construction of Buildings D, E & F (Site 2 & 3)*

The following documents have been reviewed for the assessment:

- University of Newcastle Honeysuckle City Campus Development, Volume 1 - Concept Plan and Volume 2 – Design Guidelines (June 2018)
- Heritage Impact Statement (HIS) for University of Newcastle, Honeysuckle City Campus Development—Concept Plan prepared by Curio Projects (June 2018)
- Archaeological Assessment for University of Newcastle, Honeysuckle Campus prepared by Curio Projects (Rev B, April 2018)

Comments on built form

The proposed Site 3 impinges on the curtilage of the SHR listed 'Civil Railway Workshops'. The curtilage of the 'Civil Railway Workshops' includes the Wright Lane and the existing parking space to the south of it. The Site 3 also includes the western platforms of the Civic Railway Station Group. Heritage Council under delegation provided a response dated (11 July 2018) (See Attachment A) in response to a referral for a Development Application for the redevelopment and adaptive reuse of Civic Railway Station, which includes the demolition of the western platforms included in Site 3.

While few recent developments around the 'Civic Railway Workshops' have had some visual impact on the significance of the heritage item, due to the largely open character of the proposed Site 3 location, the historic setting of the 'Civil Railway Workshops' to the south has largely remained intact. Any development on the proposed Site 3 will have adverse impact on the setting of the Civil Railway Workshops.

The main views that will be impacted by the HCCD development will be views from and to the 'Civic Railway Workshops', particularly on the eastern side of the study area (Site 3) to the north of which is the 'Divisional Engineers Office/Boiler House'. The remaining 'Civic Railway' buildings (now Museum of Newcastle) are located to the east/northeast of Site 3. Therefore, to mitigate the visual impact, development especially on Site 3 and 2, should have sympathetic building form, finishing and adequate setback from the State listed item.

The development on Site 3 is proposed to be set back 3m from Wright Lane while the higher floors above the 2-storey podium will be set back further 3m.

The recommendation of the HIS that the proposed development should respond to the design and character of the heritage items and Heritage Conservation Area and that the materiality and colour palette of the proposed development should be sympathetic to the Civic Railway Workshops buildings is supported.

Based on the above assessment, the following recommendation on the development proposal are made:

1. It is recommended that the concept plan be revised to remove the proposed intrusion into the SHR curtilage to avoid the visual impact and impact on the setting of the Civic Railway Workshops.
2. It is recommended that the high reflective surfaces, large areas of unshaded glass and bright white finishes should be avoided. External colours should be subdued and take inspiration from the colours of the locality.

If this project is approved, it is recommended that the points 1 & 2 are included as conditions of consent to ensure that the heritage significance and character of the area are maintained.

Comments on Archaeology

The archaeological assessment prepared by Curio Projects has adequately documented and assessed the potential archaeological resources impacted by the project. It indicates that locally significant archaeology relating to the mortuary station and Bishops Settlement may be present and will require mitigation. It also indicates that there is a low possibility of State significant relics relating to the Civic Railway Workshops period of site use being present, but that this is a low probability. Mitigation proposed includes the creation of archaeological research designs to excavate and salvage areas with archaeological potential. These recommendations are appropriate. Additional recommended conditions of consent are provided for the project.

It is also noted that the site contains the in-situ remains of the Engine Turntable within site 2. The recommendation to retain this work in-situ is supported.

If this project is approved, it is recommended that the following conditions to manage the historical archaeological resource are included:

1. An Archaeological Research Design and Excavation Methodology shall be prepared in accordance with Heritage Council guidelines and in consultation with the Heritage Council of NSW or its delegate.
2. A historical archaeologist shall be nominated to be the Excavation Director for the project. The Excavation Director must be able to demonstrate that they are able to meet the Heritage Council's Excavation Director Criteria (July 2011) for the level of significance and type of archaeological excavation activity proposed.
3. At the completion of any archaeological works, a report which documents the results of the archaeological excavation program shall be prepared by the Excavation Director. A copy of the final excavation report(s) shall be prepared and lodged with the Heritage Council of NSW and the Department of Planning and Environment. The proponent shall also be required to nominate a repository for the relics salvaged from any historical archaeological excavations.
4. The results of the archaeological fieldwork and the history of the site should be used to inform an Interpretation Plan which shall communicate the significance of the site to future visitors. The Interpretation Plan should be prepared in accordance with the Guidelines issued by the Heritage Council of NSW and a copy shall be provided to the Heritage Council of NSW and the Department of Planning and Environment.

If you have any questions regarding the above matter please contact Vibha Upadhyay, Senior Heritage Assessment Officer, at the Heritage Division, Office of the Environment and Heritage by telephone on 02 98738587 or email at vibha.upadhyay@environment.nsw.gov.au.

Yours sincerely



27/08/2018

Cheryl Brown

Manager, Northern Region

Heritage Division

Office of Environment & Heritage

As delegate of the Heritage Council of NSW



Holly Hutchens
Development Officer
City of Newcastle
PO Box 489
NEWCASTLE NSW 2300

By email: mail@ncc.nsw.gov.au

Dear Ms Hutchens

**Referral of Development Application DA2018/00578 – 430 Hunter Street, Newcastle
Former Civic Station – Part demolition of structures, alterations and additions to station
building for adaptive re-use, associated landscaping and one lot into two lot subdivision**

Thank you for inviting the Heritage Division to comment on the above development application at the former Civic Railway Station in Newcastle.

Civic Railway Station is not listed on the State Heritage Register. However, it is listed as an item on the Hunter Development Corporation's S170 Register. Further, the Civic Railway Footbridge located within the precinct, has been identified as being of exceptional heritage significance within the *Railway Footbridges Heritage Conservation Strategy*, August 2016.

We understand that the proposed works includes the demolition of the Civic Railway Footbridge, partial demolition of the Civic Railway Station building, alterations and additions to station building for adaptive reuse, associated landscaping works and subdivision.

As delegate of the Heritage Council, we have reviewed the submitted documentation, and provide the following comments and recommended conditions of approval.

Civic Railway Footbridge

The demolition of the Civic Railway Footbridge is considered undesirable as it results in the loss of an exceptionally significant element of the site. Therefore, the retention of this element remains the Heritage Council's preference. However, as the Civic Railway Station is not listed as an item of State Heritage significance, it is understood the Heritage Council has an advisory role only.

We further understand that the site's interpretation is proposed to somewhat mitigate impacts of the removal of the footbridge. This takes the form of recreating the brick balustrade of the footbridge on the ground plane. The existing brick balustrade of the footbridge is laid out in various patterns. It is therefore recommended that a full recording is undertaken prior to dismantling, including documenting the brick pattern, so that these can be faithfully recreated on the ground plane. In addition, a tree root barrier must be installed to minimise interruption of the surface pattern.

The careful dismantling of the footbridge must be undertaken by specialist tradespeople with practical experience in conservation and restoration of similar structures, materials and methods. Removed brickwork must be tagged, securely stored, and kept on site for future reuse.

Civic Railway Station Building

The retention and adaptive reuse of the former station building as a kiosk is supported. To minimise impacts to significant fabric, new services and equipment must be concealed and carried out in a manner that minimises damage to historic fabric. New fitout work should also

be designed to be reversible and minimise impacts to historic fabric. All works should be undertaken by specialist tradespeople with practical experience in conservation and restoration of similar structures, materials and methods.

The external appearance of the station building is distinctive, using dichromatic and polychromatic brickwork as a simple decorative effect, and should not be unnecessarily altered. In addition, all unpainted brickwork must remain unpainted.

As part of the proposed works, several internal walls will be removed to facilitate a more functional internal layout. It is recommended that interpretive measures are employed to represent the original layout of the station building.

Moveable Heritage

A number of moveable heritage items are identified within *Section 4.4* of the *Statement of Heritage impact*, including ticket counter, booking office entrance, and Parcel Office sink & joinery. These items must be retained in situ on site and protected during the works.

Interpretation Strategy

The proposed Interpretation Strategy is generally supported including the key themes, stories, interpretive products and opportunities. However, a life cycle and maintenance plan should be developed to ensure the interpretive infrastructure remains current and in good condition.

Historical Archaeology

The documentation for the DAR provided an archaeological assessment for review entitled '*RE Historic Archaeological Assessment, Civic Railway Station (Former) Civic Station Precinct*', prepared by RPS 21 May 2018. This assessment indicated the low to moderate potential for archaeological works and relics to be present at the site. This provides an appropriate assessment for the site, with the low likelihood of historic evidence of the evolution of the Newcastle railway system at this site being present.

The assessment also identified that the proposed works would be likely to impact archaeological resources in areas where removal of structures and demolition is proposed. The report recommends an application for a S140 permit under the *Heritage Act 1977*.

This assessment is considered to provide clear direction on the further requirements for the project. It is noted that a large portion of the archaeological evidence may be 'works' and not 'relics'. While engineering works do not require approval under s.139 of the *Heritage Act 1977* because they are separate to 'relics' it is noted that the works identified in this area are likely to retain heritage significance and require management. It is recommended that best practice heritage management would be to manage these resources (both works and relics) together in one archaeological program where they will be impacted by this project.

Recommended Conditions of Consent should approval be granted

- 1. The Civic Railway Footbridge must be archivally recorded, including noting the various patterns of brickwork, prior to carefully being dismantled. All brickwork must be tagged and securely stored on site for interpretive reuse.**

Reason: To ensure the footbridge is faithfully recreated as part of the on-site interpretation

- 2. A Lifecycle and Maintenance Plan for the site and its components must be developed within 12 months from the approval of this application. This must include the interpretative infrastructure has a defined life span over which its content will remain current and the infrastructure will remain in good condition. Eventually replacement or removal will be necessary. A suitably qualified and experienced heritage consultant must work with the proponent to develop and allocate responsibility for implementation of the Lifecycle and Maintenance Plan.**

Reason: To ensure interpretive infrastructure remains current and in good condition

3. **New services and equipment shall be concealed to minimise visual impacts. The installation of new services and equipment shall be carried out in such a manner as to minimise damage to, or removal of historic fabric and shall not obscure historic features.**

Reason: To minimise impacts of the new works on historic fabric

4. **All unpainted brickwork must remain unpainted, in particular the external brickwork.**

Reason: To ensure aesthetic qualities of the station building are retained

5. **Interpretive measures to represent the original internal layout of the station building following removal of internal walls, must be included within the design.**

Reason: To ensure original configuration of the building is interpreted

6. **Moveable heritage items identified in *Section 4.4 of the Statement of Heritage impact*, prepared by TKD Heritage, May 2018, must be retained on site and protected during the works.**

Reason: To ensure significant items are protected and retained in-situ

7. **Significant elements are to be adequately protected during the works from potential damage. Protection systems must ensure historic fabric is not damaged or removed.**

Reason: To ensure significant structures, fabric and objects are not adversely impacted during the works.

8. **A photographic archival recording of Civic Railway Station must be prepared prior to the commencement of, and at completion of the proposed works, in accordance with the NSW Heritage Division publications: *How to prepare archival records of heritage items and Photographic Recording of Heritage Items using Film or Digital Capture*. The original copy of the archival record must be deposited with the Heritage Division, Office of Environment and Heritage, and an additional copy provided to Newcastle City Council.**

Reason: To ensure any changes to the site is appropriately documented.

9. **All work must be carried out by suitably qualified tradespersons with practical experience in conservation and restoration of similar structures, materials and methods.**

Reason: To ensure significant structures, form and fabric are not adversely impacted during the works.

10. **Prior to commencement of works an Excavation Permit under Section 140 of the *Heritage Act 1977* must be obtained from the Heritage Council of NSW. An Archaeological Research Design (ARD) outlining the details of the proposed design impacts and excavation methodology, prepared by a suitably qualified Excavation Director, should accompany submission of the s140 excavation permit.**

Reason: To ensure the development is in accordance with the Heritage Act 1977.

11. **Prior to the issue of the occupation certificate by Council and/or the Principal Certifying Authority, the Applicant shall supply a copy of written correspondence from the Heritage Council of NSW or its delegate confirming that their requirements under any *Heritage Act 1977* approval have been satisfied.**

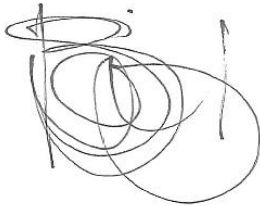
Reason: To ensure the requirements of the Heritage Act 1977 have been addressed to the satisfaction of the Heritage Council of NSW or its delegate.

12. **A stop work procedure should be included in the project which should clarify that in the event an unexpected find or potential 'relic' within the meaning of the *Heritage Act 1977* is identified, works must cease in that area. A suitably qualified and experienced historical archaeologist should assess the find and identify if it has significance (local or state) and is a relic. If found to be a relic, the Heritage Council must be notified under s146 of the *Heritage Act 1977*. Advice should be provided on how to manage the relic within the development activity and additional approval under the *Heritage Act 1977* may be required prior to recommencing work if harm cannot be avoided to the relic/s. The stop work procedure should be included in all site inductions involving excavation for the project with appropriate examples of what may be considered an unexpected find.**

Reason: Stop work procedures ensure that unexpected archaeological relics are managed appropriately. This is a requirement of s146 of the Heritage Act 1977.

If you have any questions in relation to DA2018/00578, please contact David Nix, Senior Heritage Assessment Officer, Major Projects at the Heritage Division on (02) 9895 6523 or david.nix@environment.nsw.gov.au.

Yours sincerely



Sarah Jane Brazil
Senior Team Leader, Major Projects
Heritage Division
Office of Environment & Heritage
As Delegate of the Heritage Council of NSW

11 July 2018