

Multi-Trades and Digital Technology Hub at TAFE Meadowbank Modification 2

Modification for the construction of two additional levels to the approved two storey car park on See Street at TAFE Meadowbank.

State Significant Development Modification Assessment (SSD 10349 MOD 2)

June 2022



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Glossary

Abbreviation	Definition
AHD	Australian Height Datum
BCA	Building Code of Australia
CIV	Capital Investment Value
СРР	Community Participation Plan
Council	City of Ryde
Department	Department of Planning and Environment
EIS	Environmental Impact Statement
EPA	Environment Protection Authority
EP&A Act	Environmental Planning and Assessment Act 1979
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPBC Act	Environment Protection and Biodiversity Conservation Act 1999
EPI	Environmental Planning Instrument
Heritage	Heritage NSW, Department of Premier and Cabinet
LEP	Local Environmental Plan
MEEP	Meadowbank Education and Employment Precinct
Minister	Minister for Planning
NVIA	Noise and Vibration Impact Assessment
RMS	Roads and Maritime Services, TfNSW
Planning Secretary	Secretary of the Department of Planning and Environment
RLEP	Ryde Local Environmental Plan 2014
SEPP	State Environmental Planning Policy
SSD	State Significant Development
TfNSW	Transport for NSW

Executive Summary

This report provides an assessment of an application to modify State significant development (SSD 10349) consent for a Multi-Trades and Digital Technology Hub and car park. The application has been lodged by TAFE NSW (the Applicant) pursuant to section 4.55(2) of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The modification application seeks approval for an additional two levels of car park to the approved two storey car park on See Street at the TAFE Meadowbank campus which would result in an additional 149 parking spaces.

Engagement

The application was publicly exhibited between Monday 31 January 2022 and Monday 14 February 2022. The Department received a total of ten submissions, comprising of a submission from Council, two submissions from Government agencies and seven submissions from the public, including six in the form of objections and one in support of the proposal.

Council and Heritage NSW did not raise any concerns with the proposal. TfNSW did not object to the proposal but raised concerns regarding the car park's use by non-TAFE Meadowbank staff and students, requested updates to the green travel plan, and requested a justification for the proposed modification.

On 4 March 2022, the Applicant provided a Response to Submissions (RtS) which included supplementary information responding to the issues raised in the submissions. The RtS was made publicly available on the Department's website and was referred to TfNSW. In response to the RtS, TfNSW recommended conditions of consent.

Assessment

The Department has identified traffic and congestion, built form, heritage, environmental amenity, and noise as the key issues for assessment. The Department is satisfied that the additional parking spaces will not generate additional traffic beyond that estimated for the original approval. Rather, the additional parking will assist in containing the anticipated parking demand within the subject site and will alleviate some of the existing on-street parking demand generated by the TAFE.

Further, operational and construction conditions relating to noise and light spill in the original consent remain unchanged and will be applicable to this modification. The implementation of these suitable management measures and conditions ensure that noise emissions and light spill are not intrusive and are unlikely to impact on the amenity of nearby residential properties.

In relation to heritage and built form, the proposed car park incorporates a high standard of architecture design while responding to its specific function and location. The colour palette, finishes and landscaping complement the existing character of the area, and when established, the landscaping will soften and partly screen the overall car park built form, improving its integration into See Street.

Finally, overshadowing of surrounding residential developments is limited and is kept predominately to See Street, utilising the favourable north to south orientation of the site.

Conclusion

The Department is satisfied the development, as proposed to be modified, is substantially the same development as that originally approved, and concludes the modification application is in the public interest and should be approved, subject to conditions.

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1 Introduction

This report provides the NSW Department of Planning and Environment's (the Department's) assessment of an application to modify the State significant development (**SSD 10349**) consent for a Multi-Trades and Digital Technology Hub and car park, comprising:

- excavation, tree removal and remediation (as necessary);
- demolition and removal of hazardous materials;
- construction of the Multi-Trades and Digital Technology Hub building comprising:
 - an up to six storey building providing 13,930m² gross floor area for tertiary education use:
 - 36 car parking spaces, loading dock and 30 bicycle parking spaces and end-of-trip facilities;
- construction of the car park comprising an up to two storey (three level) car park providing for 241 car parking spaces;
- landscaping works including hard and soft landscaping, through site link and landscaped laneway; and
- business identification and way finding signage.

The modification application seeks approval for the construction of two additional levels of carpark to the approved two storey carpark on See Street at the TAFE Meadowbank campus which will result in an additional 149 parking spaces.

The application was lodged on 27 January 2022 by TAFE NSW (the Applicant) pursuant to section 4.55(2) of the *Environmental Planning and Assessment Act 1979* (**EP&A Act**).

1.1 Background

The application relates to the TAFE Campus located on See Street, Meadowbank, approximately 15 kilometres (km) west of the Sydney Central Business District and 10km east of the Parramatta Central Business District. The site is located in the Meadowbank Education and Employment Precinct (MEEP), as defined by the Greater Sydney Commission and is within the City of Ryde local government area. The location of the TAFE Campus and MEEP is shown in **Figure 1**.

1

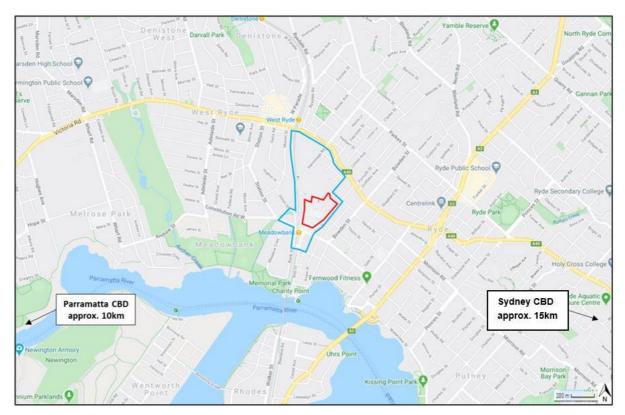


Figure 1 | Location of the MEEP (outlined in blue) and the site (outlined in red) (Source: Department's original Assessment Report 2020)

The TAFE Campus is 5.6 hectares (ha) in area and is irregular in shape. The site is bounded by See Street to the east, Constitution Road to the south, Rhodes Street, the Meadowbank School site and a large substation and transformer yard to the north, and the T9 Northern Railway Line railway corridor to the west. See **Figure 2**.

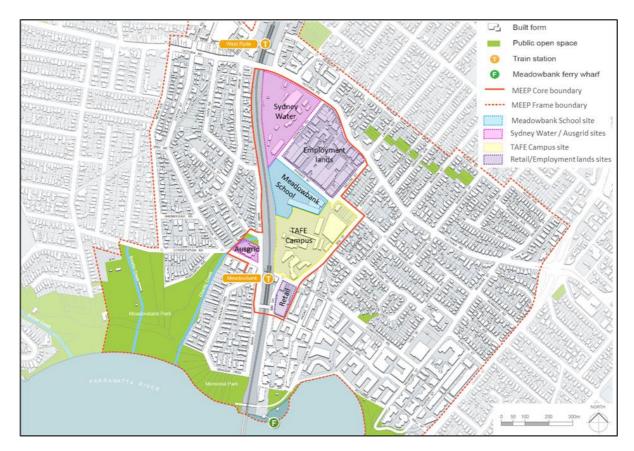


Figure 2 | Subject site (yellow) and surrounding uses (Source: Department's original Assessment Report 2020)

The TAFE Campus contains 12 main buildings, two small buildings and several smaller associated sheds and structures used by TAFE NSW for tertiary education purposes. The buildings are of various ages and designs and range in height between one and six storeys.

The subject site does not contain any state or local heritage items. However, it is immediately adjacent to a number of buildings nearby which are listed as local heritage items under the Ryde Local Environmental Plan 2014 (RLEP). The closest locally listed items are located approximately 25m to the east of the carpark, on the opposite side of See Street (**Figure 3**), and include:

- 1A Angas Street and 34 See Streets, the former home of Thomas White a manager of the former Meadowbank Manufacturing Company.
- Thomas White Memorial Fountain, a sandstone fountain erected by the Meadowbank Manufacturing Company's employees, in front of the above residence and memorialising Thomas White (1910).

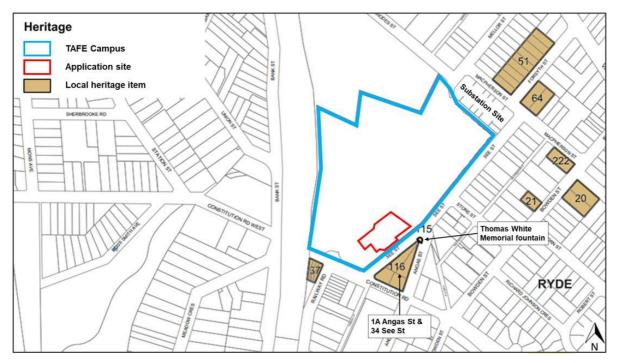


Figure 3 | Nearby local heritage items (Source: RLEP 2014)

1.2 Approval history

On 25 August 2020, development consent was granted by the Executive Director, Infrastructure Assessments, as delegate for the Minister for Planning and Public Spaces, for the Multi-Trades and Digital Technology Hub and car park (SSD 10349). The approved works include:

- excavation
- tree removal
- remediation and removal of hazardous materials
- construction of the Multi-Trades and Digital Technology Hub in the Northern Site
- construction of a three-level car park providing for 241 car parking spaces in the Southern Site
- · landscaping works and
- business identification and way finding signage.

The development consent has been modified previously on one occasion (see Table 1).

Table 1 | Summary of Modification

Mod No.	Summary of Modifications	Approval Authority	Туре	Approval Date
MOD 1	Removal of three additional trees impacted by building works.	Department	4.55(1A)	8 April 2021

2 Proposed modification

2.1 Proposed Modification

This modification application seeks approval for the construction of two additional levels of carparking to the approved two storey car park on See Street at the TAFE Meadowbank campus (see **Table 2**).

The approved car park comprises a two-storey structure consisting of three internal car parking levels and an approved maximum height of RL 34.35m (see **Figure 4**). The proposed amendments will increase the height by two additional levels, resulting in a four storey structure and five levels of parking with a maximum height of RL 41.15m. This equates to a 6.8m increase in building height (see **Figure 5**).

The amended car park will provide the following car parking spaces:

Table 2 | Comparison of approved and proposed parking spaces

	Approved parking spaces	Proposed parking spaces
Ground Level	81	No changes to the approved parking numbers
Level 1	75	No changes to the approved parking numbers
Level 2	89	75
Level 3	N/A	75
Level 4	N/A	88
Total	Total 245	Total 394

A total of **149 additional spaces** are proposed, increasing the total parking provision within the multistorey car park from 245 to 394 spaces.

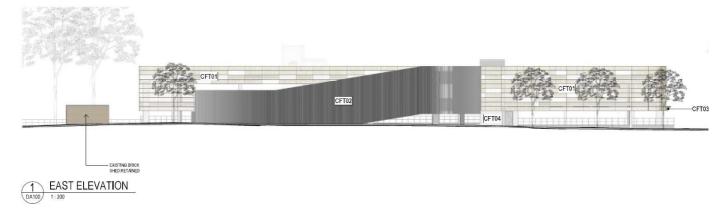


Figure 4 | Eastern (See Street) elevation of the approved carpark under SSD 10349

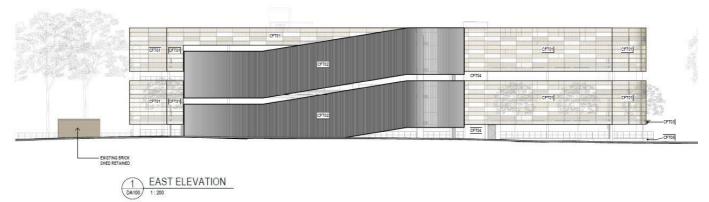


Figure 5 | Eastern (See Street) elevation of the carpark as proposed in this modification

2.2 Justification for proposed modification

It is understood that 90 parking spaces were originally available on the western side of the campus at the time of the SSDA submission. The Applicant has informed the Department that these parking spaces on the western side of the subject site will be removed under a separate planning pathway. As such, the additional two levels of parking which will add 149 car parking spaces are proposed to offset the loss of 90 car parking spaces.

Overall, the total 394 parking spaces (which includes the additional 149 spaces proposed under this modification) exceed Council's DCP minimum requirement by 33 spaces. The justification for these additional parking spaces is to ensure the anticipated increase in parking demand is met. Further, the Applicant has identified that parking demand by existing TAFE staff and students has historically exceeded the capacity of the car parking supply previously provided onsite, resulting in staff and students parking on-street. As such, the 33 spaces above that required by DCP 2014 are envisioned to assist with alleviating existing car parking demand and impacts on the surrounding streets.

3 Statutory context

3.1 Scope of modifications

The Department has reviewed the scope of the modification application and considers that the application can be characterised as a modification as the proposal:

- would not significantly increase the environmental impacts of the project as approved
- is substantially the same development as originally approved; and
- would not involve any further disturbance outside the already approved disturbance areas for the project.

Therefore, the Department is satisfied the proposed modification is within the scope of section 4.55(2) of the EP&A Act. Accordingly, the Department considers that the application should be assessed and determined under section 4.55(2) of the EP&A Act rather than requiring a new development application to be lodged.

3.2 Consent authority

Minister's delegate as consent authority

The Minister for Planning is the consent authority for the application under section 4.5(a) of the EP&A Act. However, under the Minister's delegation dated 7 March 2022, the Director, State Significant Acceleration, may determine the application.

3.3 Mandatory matters for consideration

The Department conducted a comprehensive assessment of the project against the mandatory matters for consideration as part of the original assessment of SSD 10349. The Department considers this modification application would not result in significant changes that would alter the mandatory matters for consideration under section 4.15 of the EP&A Act or the conclusions made as part of the original assessment.

4 Engagement

4.1 Department's engagement

In accordance with clause 10 of Schedule 1 to the EP&A Act and clause 107 of the Environmental Planning and Assessment Regulation 2021 (EP&A Regulation), the Department exhibited the application on the Department's website for 14 days from 31 January 2022 to 14 February 2022.

Previous submitters of the original consent were notified of the modification application and invited to make a submission. The modification application was also referred to City of Ryde Council, Heritage NSW, Roads and Maritime Services and Transport for New South Wales.

4.2 Summary of submissions

During the exhibition period, the Department received a total of ten (10) submissions on the proposal, of which all were unique submissions. Of the submissions received, two (2) were from NSW Government agencies, one (1) was from the local Council, and seven (7) were from members of the community.

Table 3 summarises the comments made by the Government Agencies and Council.

Table 3 | Summary of Agency Submissions

Issue	Comment
Council	No objections raised. Request for public submissions to be considered
Heritage NSW	No comments required
RMS	No further comments to TfNSW
TfNSW	Request for additional information including project justification, request for car park to be for TAFE Meadowbank use only and request for conditions to be updated

Of the submissions from the community, one (1) was in support of the proposal and six (6) were in objection to the proposal.

The issues raised in the public submissions consisted primarily of amenity impacts including traffic, noise, light pollution, visual impact (including bulk and scale), overshadowing of neighbouring residential properties on See Street, and the height of the proposed carpark. A link to the full copy of the submissions is provided in **Appendix B**. The issues raised in the public submissions have been addressed in Part 5 of this report.

4.3 Response to submissions

Following the exhibition of the proposal, the Department placed copies of all submissions received on its website and requested the Applicant provide a response to the issues raised in the submissions. On 4 March 2022, the Applicant submitted a Response to Submissions (RtS) (**Appendix C**). The RtS provided additional information and clarification in response to the issues raised in submissions.

The RtS was referred to TfNSW for additional comment. On 17 March 2022, TfNSW responded to the Applicant's RtS requesting Condition D14 which relates to Green Travel Plan be updated and forwarded to TfNSW prior to endorsement. TfNSW also requested Condition D17 relating to end of trip facilities be updated to include a requirement for it to be updated regularly. General comments were also raised encouraging the applicant to consider electric vehicle charging stations.

5 Assessment

In assessing the merits of the proposed modification, the Department has considered:

- the Modification Report and associated documents (Appendix A)
- the environmental assessment for the original project and the conditions of approval
- submissions received on the proposal and the Applicant's RTS (Appendix B and C)
- · relevant EPIs, policies and guidelines
- the requirements of the EP&A Act.

The Department's assessment of key issues associated with the proposal is set out at **Table 4** below.

5.1 Assessment of Issues

Table 4 | Assessment of issues

Issue	Findings	Recommendation
Traffic and congestion	 The modification application proposes the addition of two internal levels of car parking to the approved three internal levels (modifying from two storeys overall to four storeys overall) car park structure. This will result in an additional 149 parking spaces. Both TfNSW and the public raised concerns that the increase in car parking may generate additional traffic. Council, RMS and TfNSW reviewed the proposal and raised no objections. The modification application includes a Traffic Impact Statement which contains a queuing assessment to identify if any adverse impacts are likely to result from the additional parking spaces. It is noted that there will be no changes to staff and student numbers and as such an increase in traffic generation is not expected. However, it is anticipated that there will be minor redistribution of traffic flows within the site, as a result of consolidating supply of spaces and eases the demand for on-street parking on surrounding local streets. The modification application concludes that there is ample capacity to accommodate the anticipated increase in turning movements at the intersections which provide access to the carpark. The Department is satisfied that the proposal would not cause any discernible change to the anticipated 	The Department has recommended Condition D14 (h) and (i) requiring the investigation of opportunities to reduce reliance on car parking and promote use of active and sustainable transport modes. Condition D14(j) requiring details of bicycle parking and end of trip facilities.

- operation of key intersections surrounding the site from that assessed in the original application.
- The Department is also satisfied that the multi-storey car park is for TAFE Meadowbank use only and boom gates will be installed on entry and exit to avoid other users parking within the car park. Controlled access is part of the already approved design under the original consent.
- The Department is further satisfied that the additional parking spaces will not generate additional traffic beyond that estimated for the original approval.
 Rather, the additional parking will assist in containing the anticipated parking demand within the subject site and will alleviate some of the existing on-street parking demand generated by the TAFE.
- Therefore, the Department considers the proposal acceptable.

Noise

- The proposed modification will result in an additional 149 parking spaces. Concerns were raised through public submissions about potential construction and operational noise.
- TfNSW and Council raised no objections or concerns on the potential noise impacts of the proposed modification.
- The modification application included a Noise and Vibration Impact Assessment (NVIA). The Department has reviewed the proposal and the NVIA and has identified the main source of noise to be car movements in and out of the carpark during operating hours of the facilities, as well as noise during construction.
- The Department acknowledges that the car park would generate some level of noise from its operation. However, the Department considers that the operational noise generated by the proposal is acceptable, noting that the noise would not be excessive or sustained over prolonged periods and agrees with the findings of the NVIA report.
- The Department has recommended both operational and construction noise conditions in the original consent requiring the NVIA noise management and mitigation measures be implemented and adhered to. These conditions will remain applicable to this modification. The implementation of these suitable

The Department has recommended an update to the conditions of consent, to reference the latest revision of the Noise and Vibration Impact Assessment. The requirements of the conditions remain unchanged.

- management measures ensures that noise emissions are not intrusive and are unlikely impact on the amenity of nearby residential properties.
- Therefore, subject to the existing conditions, the Department considers the proposal acceptable.

Built form, bulk and scale

- The modification application proposes the addition of two internal levels of car parking to the approved three internal levels car park structure (proposing a change from two storeys to four storeys).
- It is noted that the site is not subject to a maximum height of buildings control or a maximum floor space ratio control under the Ryde LEP 2014.
- Concerns were raised in public submissions that the proposed car park would have an adverse impact on the character of See Street.
- The Department has assessed the architectural plans and is satisfied that the height and design are appropriate in the site context and would not have a detrimental visual impact on the character of the surrounding area, setting or significance of nearby local heritage items.
- The broader TAFE Campus site has an institutional / educational character and includes a wide variety of building types, uses, heights, scales, designs and ages. The Department considers the carpark would be visually interpreted as part of this educational character rather than the residential character on the opposite side of See Street. Further, amended plans were requested in the parent consent requiring the planting of a green wall to the See Street elevation of the car park to soften the visual dominance of the built form. This green wall remains a requirement of the development.
- The Department is satisfied that the proposed car park incorporates a high standard of architectural design while responding to its specific function and location. The colour palette, finishes and landscaping complement the existing character of the area. Once established, the landscaping will soften and partly screen the overall car park built form, improving its integration into See Street.
- Therefore, the Department considers the proposal acceptable.

No additional conditions or amendments are necessary.

Heritage

- The proposed car park is located on the opposite side
 of See Street, approximately 25 metres from two
 locally listed heritage items. These being a fountain
 (LEP 115) located on the corner of Angas and See
 streets and attached dwellings (LEP 116) or 'The
 Laurels' located at 1A Angas and 34 See Street (refer
 to Figure 3).
- No additional conditions or amendments are necessary.
- Concerns were raised in the public submissions that the proposed car park would have an adverse impact on the significance of these local heritage items.
- The application was referred to Heritage NSW and City of Ryde Council and no comments or objections were made.
- The modification application included an addendum to the Heritage Impact Statement which was prepared for the original application.
- The modification application concluded that, from a heritage perspective, the proposed addition of two storeys to the multi-storey car park is minor to the design and will not have any further impact on the visual amenity of the surrounding heritage items.
- The Department has reviewed the relevant documents and understands that there is visual separation between See Street and the existing carpark and the TAFE precinct with mature hedges and trees lining the boundary. The heritage assessment for the original consent notes that the locally listed heritage items have been subject to existing cumulative visual impacts by adjoining developments and the broader TAFE and school precinct. Therefore, the additional two storeys to the car park are unlikely to impact the visual amenity of the surrounding heritage items.
- The Department notes the height and appearance of the car park has been sympathetically designed to fit within the existing scale and character of the TAFE Campus buildings. In addition, the carpark would be located approximately 25m-30m away from the heritage items. This setback coupled with landscaping softens the visual impact of the car park.
- The Department concludes the proposal would not have an adverse impact on the significance of the heritage items on See Street and that the additional storeys of the car park are considered appropriate.
- Therefore, the Department considers the proposal acceptable.

Environmental Amenity

- The proposed modification will result in an additional two storeys to the approved two storey structure.
- Concerns of amenity impacts were raised through public submissions relating to overshadowing and light spill from the additional levels of car park.
- The modification application included shadow diagrams and a specialist lighting report
- The application was referred to TfNSW and Council and no objections or comments were raised regarding lighting or overshadowing.
- The specialist lighting report concluded that the selected lighting will be compliant with Australian Standards and will be positioned to avoid light spill.
 Further, the lighting will be controlled through time clock and occupancy sensors. Outside the time clock zone, the occupancy sensors will switch off automatically and 24-hour lighting will dim to 50% where possible during unoccupied hours, with minimum safety lighting requirements being met at all times.
- Existing conditions of consent will remain relevant to this modification application. These include requirements to ensure all external lighting is constructed and maintained in accordance with Australian Standards to control any obtrusive effects of outdoor lighting. Condition D22 also requires the applicant to submit evidence from a suitably qualified practitioner that the installed lighting minimises light spillage to adjoining sensitive receivers (e.g. nearby residential dwellings), and has been mounted, screened and directed to not create a nuisance to surrounding properties or the public road network.
- The Department is satisfied that lighting design and existing conditions of consent will achieve a balance between protecting the amenity of nearby residents and creating a safe environment.
- Further, overshadowing was an issue raised in the public submissions. The Department has reviewed the shadow diagrams and acknowledges that the proposed modification will result in an increase in shadows given the additional two levels.
- However, the shadows fall predominantly on See Street as a result of the favourable north to south orientation of the site.

No additional conditions or amendments are necessary.

- As such, the proposed carpark levels will not result in any additional overshadowing of residential properties on See Street until after 3pm at the winter solstice.
 The setback from the carpark to the properties on See Street is approximately 25m-30m which further mitigates overshadowing impacts.
- The height of the carpark is broadly consistent with other developments on the TAFE Meadowbank campus and is not excessive in bulk or scale. Thus, it does not result in any unreasonable overshadowing to the subject site or surrounding residential dwellings.
- Therefore, subject to the existing conditions, the Department considers the proposal acceptable.

Biodiversity

 The proposed modifications have no additional impact on biodiversity values than those envisioned under SSD-10349. No additional conditions or amendments are necessary.

6 Evaluation

The Department has assessed the modification application 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 on the basis that:

- the proposal does not facilitate an intensification of the use of the site given there will be no changes to staff and student numbers.
- the proposal will not impact the local traffic network or surrounding key intersections. There is sufficient capacity to accommodate the anticipated increase in turning movements at the intersections which provide access to the carpark.
- the proposed additional parking spaces will assist in containing the parking demand within the subject site and alleviate some of the existing on-street parking demand.
- the proposed additional two levels of carpark will not impact the significance of the local heritage items on See Street. The existing condition of consent requiring a green wall to screen the vehicular ramp will contribute positively to the design and appearance of the carpark allowing it to fit into the streetscape of See Street.
- the height of the carpark appropriately responds to the existing heights of buildings within the TAFE Campus.
- existing conditions of consent relating to noise and light spill safeguard the amenity of surrounding residential developments.
- the favourable north to south orientation of the site ensures overshadowing is limited and kept predominately to See Street.
- the concerns raised within the public submissions have been adequately addressed.

Consequently, the proposal is in the public interest, and it is recommended that the modification be approved.

7 Recommendation

It is recommended that the Director, State Significant Acceleration, as delegate of the Minister for Planning:

- considers the findings and recommendations of this report
- determines that the application SSD 10349 MOD 2 falls within the scope of Section 4.55(2)
 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 approve the modification
- agrees with the key reasons for approval listed in the draft notice of decision
- modify the consent SSD 10349 MOD 2
- signs the attached approval of the modification.

Recommended by:

Manwella Hawell

Senior Planning Officer State Significant Acceleration Recommended by:

M

Andrew Golden

Principal Planning Officer State Significant Acceleration

8 Determination

The recommendation is **Adopted** by:



Alan Bright

Director

State Significant Acceleration

as delegate of the Minister for Planning

15 June 2022

Appendices

Appendix A – Modification Application

https://www.planningportal.nsw.gov.au/major-projects/projects/multi-trades-and-digital-technology-hub-tafe-meadowbank-ssd10349-mod-2-additional-two-levels-approved-car-park

Appendix B - Submissions

https://www.planningportal.nsw.gov.au/major-projects/projects/multi-trades-and-digital-technology-hub-tafe-meadowbank-ssd10349-mod-2-additional-two-levels-approved-car-park

Appendix C – Response to Submissions and Additional Information

https://www.planningportal.nsw.gov.au/major-projects/projects/multi-trades-and-digital-technology-hub-tafe-meadowbank-ssd10349-mod-2-additional-two-levels-approved-car-park