



Locomotive Workshop

State Significant
Development
(SSD 8517 and SSD 8449)



November 2018

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Cover photo

Artistic impression of southern elevation of Bays 5-15 of the Locomotive Workshop (Source: Applicant provided)

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Executive Summary

This report provides a concurrent assessment of two State significant development (SSD) applications for the adaptive reuse of the Locomotive Workshop, in the Australian Technology Park, for retail and commercial uses. The Locomotive Workshop, comprising 16 equal sized bays, is listed as a State Heritage Item, being a fine example of an intact railway workshop from the steam engine era.

The proposal seeks approval for retail premises (including a supermarket), function centre, education uses, general industrial and recreation uses in Bays 1-4a, together with a loading dock, travelator and public domain works (SSD 8517). The proposal also seeks approval for commercial uses and end-of-trip facilities in Bays 5-15 (SSD 8449). Both applications involve the conservation and interpretation of the important heritage value of the building, together with the demolition of some non-heritage significant parts, external illumination and signage.

The Applicant is Mirvac Projects Pty Ltd and the proposal is located within the City of Sydney local government area (LGA). The combined Capital Investment Value (CIV) for the proposal is \$137.06 million and would generate 3050 operational jobs (1,485 new jobs) and 150 construction jobs.

Engagement

The proposal was publicly exhibited from Thursday 16 November 2017 to Friday 15 December 2017. The Department received 79 submissions in response to the exhibition, comprising submissions from seven Government agencies, the City of Sydney Council (Council) and 71 public submissions (65 objecting and 6 providing comments).

The Heritage Council of NSW support the principle of the adaptive reuse, while Council and all other Government agencies did not object to the proposal, raising general comments.

The public submissions raised concerns about heritage impacts (to the blacksmith workshop, travelator and loss of industrial character); the scale of development; pedestrian, cycle, traffic, loading and waste arrangements; signage; visual impacts and consistency with strategic plans.

Assessment

In its assessment of the proposal, the Department has carefully considered the issues raised in submissions and the Applicant's response to these issues.

Consistent with advice from the Heritage Council of NSW, the Department supports the proposed adaptive reuse of this important heritage building. This is because the proposed works are sensitive to the significant heritage fabric of the building, clearly distinguish between the old and new components of the building, can be easily reversed in the future.

The proposed retail and commercial uses will increase accessibility and activation of the Locomotive Workshop, and enhance public access to appreciate the heritage significance of the site and building.

The Department has also recommended conditions so that the Heritage Council of NSW and Council are involved in the detailed design development and fit out of certain elements of the building, such as the travelator, loading dock, blacksmith area, protection of moveable heritage and the lighting.

The proposal includes heritage interpretation of the Locomotive Workshop and the fixed and moveable heritage items. The operating blacksmith workshop and Davy Press and Furnace in Bays 1 and 2 are retained, with improvements including heritage interpretation displays, viewing platform, new flooring and lighting. This will

enable the public to more easily engage with the historical significance of the site, appreciating the important historical, cultural and social stories. A condition is recommended so that the heritage interpretation plan is finalised in consultation with the community, Heritage Council of NSW and Council.

With excellent access to Redfern station and the future Waterloo station, employees and visitors will be encouraged to use sustainable forms of travel. Bicycle parking and public domain improvements will also encourage walking and cycling. Car parking is provided in a new commercial building adjacent to the Locomotive Workshop, accessible via a travelator.

A loading dock is provided in the north portion of Bays 1 and 2, which uses an existing opening on the east elevation of the building. While this loading dock is accessed via Innovation Plaza and results in the removal of one tree, the Department considers that the heritage benefits using the existing opening outweigh the impacts of trucks using the plaza. Conditions are recommended to ensure the loading dock is not used during high pedestrian times and existing paving in the plaza can accommodate trucks. Significant new tree planting and public domain works are also taking place throughout the precinct.

Summary

Following detailed assessment, the Department supports the proposed adaptive reuse of the Locomotive Workshop for retail and commercial uses, as the proposal is sensitive to the heritage significance of the building, including the moveable and intact heritage items, and will encourage greater public access and appreciation of the building and wider precinct.

Issues raised by Government agencies, Council and the community have been addressed in the proposal, the Department's assessment report or by recommended conditions of consent.

The proposal is consistent with key strategic planning objectives for the site and the Redfern-Waterloo area and will deliver approximately \$2.6m in development contributions and \$0.36m in affordable housing contributions to be used in the Redfern-Waterloo area.

For the reasons above, the Department considers the proposal is in the public interest.

While Council do not object to the proposal, it is referred to the Independent Planning Commission for determination as more than 25 public objections have been received.

The Department considers the proposal is approvable, subject to the conditions of consent outlined within this report. This assessment report is hereby presented to the Commission for determination.



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1. Introduction

1.1 Introduction

This report provides a concurrent assessment of two State significant development (SSD) applications for the adaptive reuse of the Locomotive Workshop at the Australian Technology Park (ATP), 2 Locomotive Street, Eveleigh, for commercial and retail uses.

The two applications seek approval for (hereafter referred to as the proposal):

- Bays 1-4a (SSD 8517): a variety of uses including retail premises, function centre, educational establishment, information and education facility, general industrial and recreation facility (indoor), a loading dock and travelator, heritage interpretation and public domain works
- Bays 5-15 (SSD 8449): commercial and retail uses, internal and external alterations, including heritage interpretation works, external building illumination and signage.

The proposal has been lodged by Mirvac Projects Pty Ltd (Mircvac) (the Applicant).

1.2 The Australian Technology Park

The ATP is located approximately 5 km south of the Sydney central business district (CBD), 8 km north of Sydney airport and a 200 m walk from Redfern railway station (**Figure 1**). It is located within the City of Sydney local government area (LGA), in the suburb of Eveleigh.

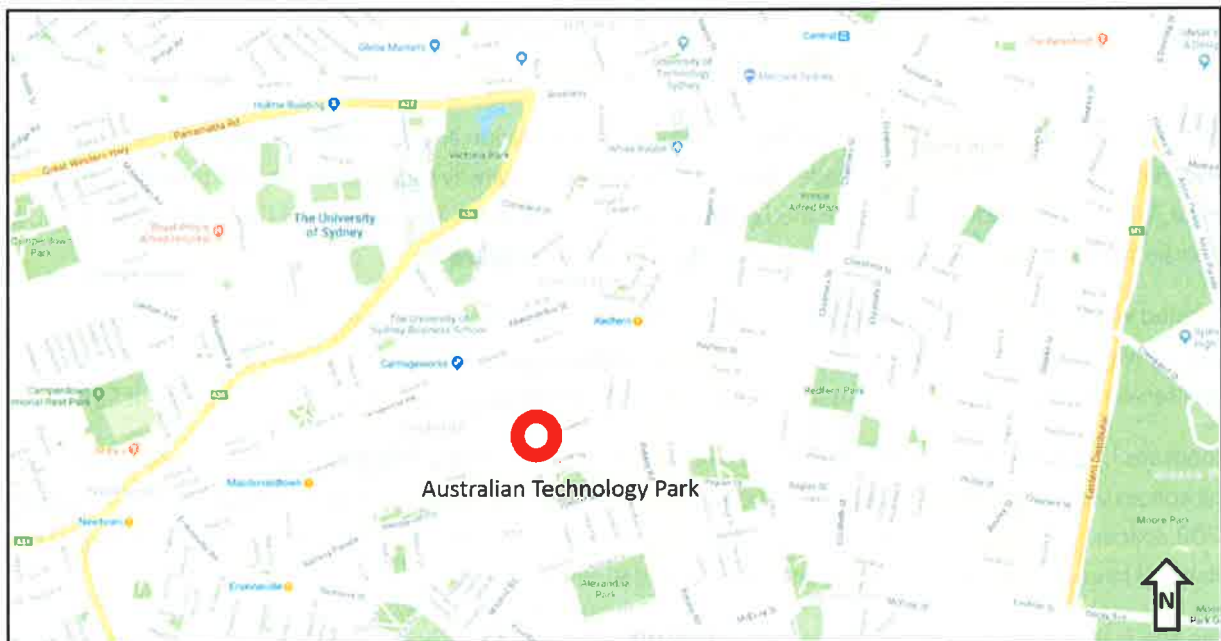


Figure 1 | Local Context Map

The ATP, measuring 13.5 hectares (ha), is bound by the railway line to the north, Garden Street/Cornwallis Street to the east, Henderson Road to the south and Alexander Street/ Rowley Lane to the west (**Figure 2**). North of the railway line is Carriageworks, which has been adaptively reused as an arts centre, artist hub and market.

Historically, the ATP was used for railway maintenance, storage and other associated industries. The ATP currently accommodates a mix of uses, including a business park with a focus on technology and innovation, exhibition space, ancillary retail and car parking. The ATP contains the Media City/ Channel 7 building, with a large building

footprint and several smaller buildings, used for exhibition, offices and research, ranging in height from two to six storeys (**Figure 2**). The ATP also contains construction sites for three mixed use commercial buildings (approved under SSD 7317) ranging in height from four to nine storeys, being Buildings 1, 2 and 3 in **Figure 2**.

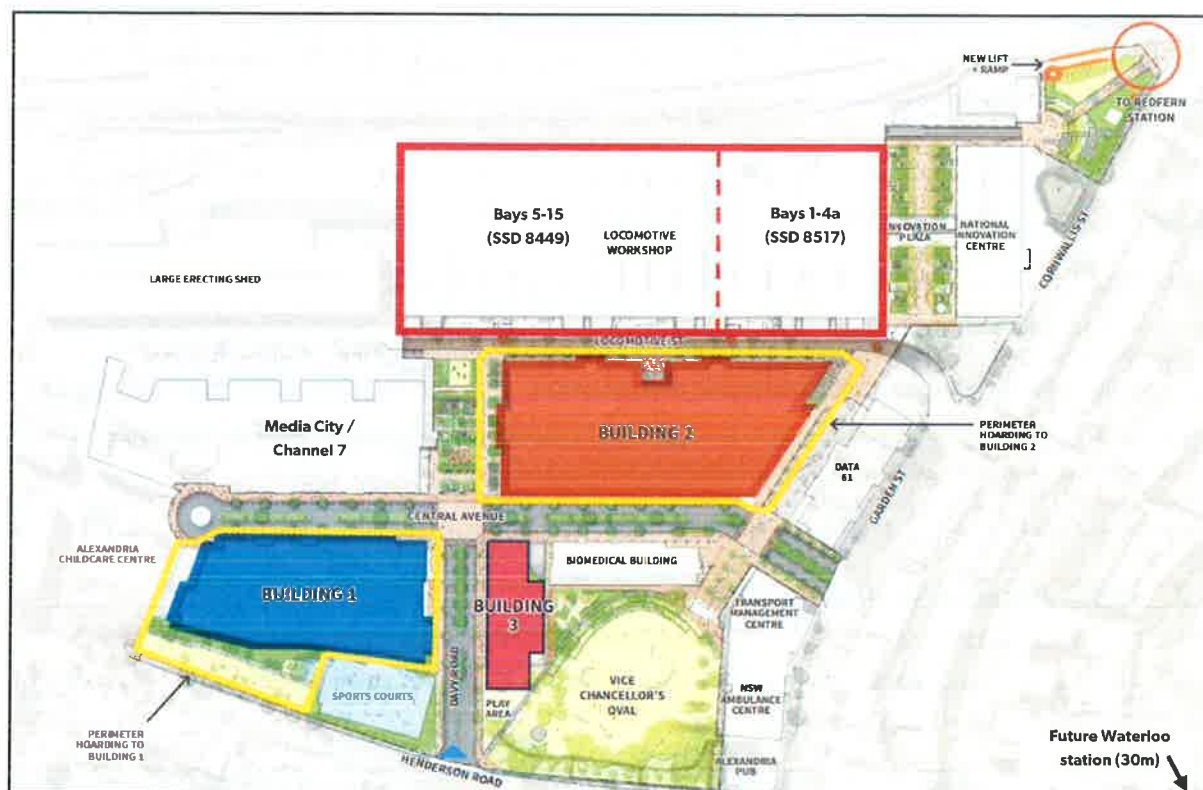


Figure 2 | The Australian Technology Park

Pedestrian access into the ATP is primarily from Redfern railway station and Cornwallis/ Garden Street to the east and Henderson Road to the south. Pedestrian routes from Redfern railway station enter the ATP through Innovation Plaza, which is located to the east of the Locomotive Workshop and a key pedestrian thoroughfare and public domain space, being lined with two rows of London Plane trees (**Figure 2**).

Located within 200 m from Redfern railway station, the ATP is highly accessible by public transport. The proposed Sydney Metro station at Waterloo will also be located approximately 400m to the south east of the ATP. It is also well served by bus services, with bus stops located on Henderson Road, Wyndham Street and Regent Street.

There are 1,527 car parking spaces within the ATP, including 668 spaces within Buildings 1 and 2 and 33 on street car spaces (approved through SSD 7317 Mod 6). The remaining spaces are located within the Channel 7 building (702 spaces), Biomedical building (33 spaces), Locomotive Workshop (4 spaces) Nicta building (66 spaces), National Innovation Centre (4 spaces) and International Business Centre (17 spaces).

The site is well accessed by bicycle routes, and a shared path runs through the ATP, from the intersection of Henderson and Mitchell Roads to Cornwallis Street. Staff bicycle parking is located within various buildings. Visitor bicycle parking is being provided in accordance with SSD 7317, which requires 66 bicycle spaces in various locations of the public domain.

1.3 The Locomotive Workshop (the site)

The site is the Locomotive Workshop, located within the northern portion of the ATP, immediately south of the railway line with its main southern frontage to Locomotive Street (**Figure 3**). The Locomotive Workshop, with a site area of 26,984 m², is a two storey sandstone brick neoclassical structure. It is divided into 16 equal sized bays

(Figure 4), orientated north south and characterised by internal hollow cast iron columns, wrought iron trusses and corrugated iron roofing.

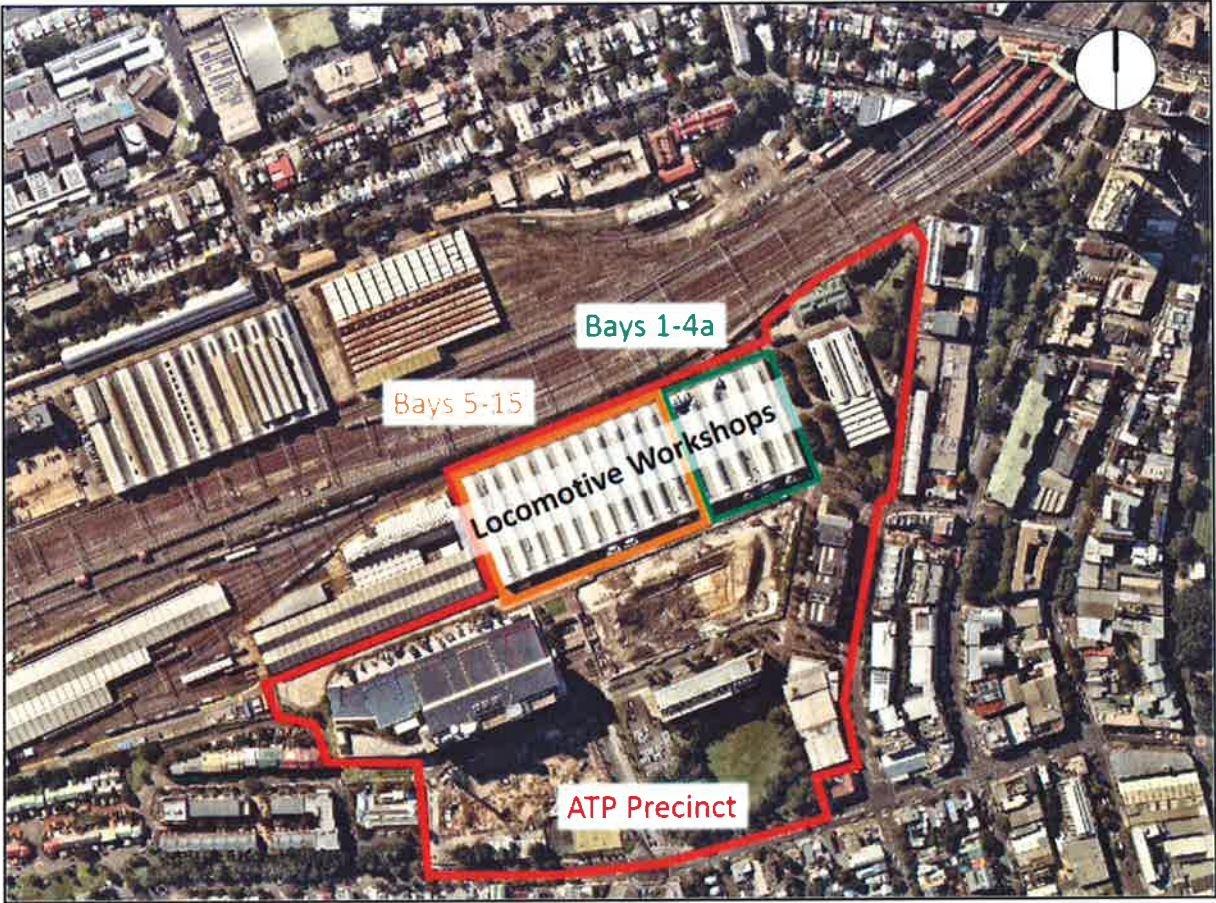


Figure 3 | Aerial view of Locomotive Workshop and ATP

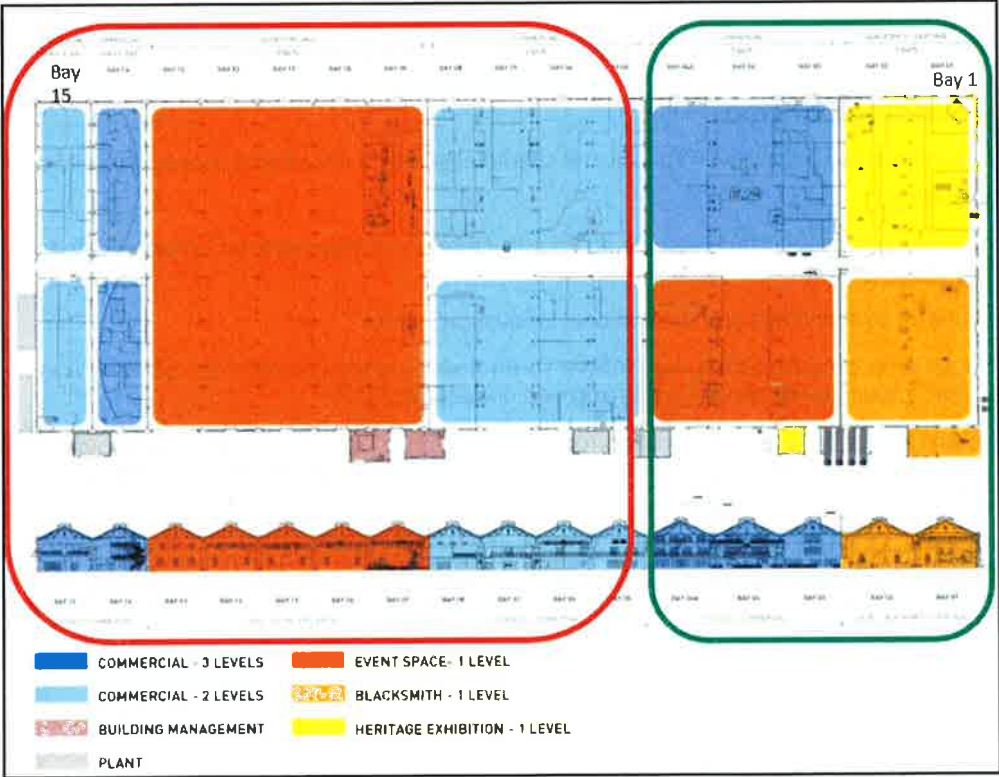


Figure 4 | Existing layout of Locomotive Workshop. Bays 1-4a highlighted in green and Bays 5-15 in red.

The Locomotive Workshop is a fine example of an intact railway workshop from the steam engine era. It is listed as a State Heritage Item under the NSW State Heritage Register and the Australian Technology Park S170 Heritage and Conservation Register. The existing machinery collection, located within the Locomotive Workshop, forms part of the Eveleigh Locomotive Workshops Machinery Collection listing on the State Heritage Register. Several State significant heritage items are also within the vicinity of the Locomotive Workshop, including the Engine Shop (former), Works Managers Office (former) and Water Tower.

The Locomotive Workshop was constructed in 1887 and was used for locomotive manufacturing until the 1930s. Bays 1 to 4a contained trades, including blacksmiths and boiler makers, while Bays 5 to 15 contained machines, tool and assembly areas. The workshop shut in 1988, and converted to commercial office space in the mid 1990s.

The Locomotive Workshop currently comprises (**Figures 4 and 5**):

- Bays 1 and 2 – blacksmith workshop area and heritage interpretation space, containing the majority of the Eveleigh movable heritage collection
- Bays 3 to 4a – commercial office space in the northern half and a theatre and dining room in the southern half
- Bays 5 to 8 and Bays 14 to 15 - commercial office accommodation
- Bay 7 - café
- Bays 9 to 13 - exhibition hall.

The Locomotive Workshop also includes several annexes and lean-to structures along its southern elevation, including three annexes adjoining Bays 1-4a (comprising a brick annex at Bay 1, a heritage pump house annex at Bay 3 and plant annexe between Bays 4a and 5).

Pedestrian access to the Locomotive Workshop is from Innovation Plaza into the eastern side of Bay 1 and from Locomotive Street into Bays 4, 6, 7, 13, 14 and 15.

Vehicular access to the Locomotive Workshop is primarily from Locomotive Street. A secondary vehicular access is located at the north-eastern corner of the Locomotive Workshop, accessed via Cornwallis Street. There is no onsite car parking at the Locomotive Workshop. Currently there are up to 15 on street parking spaces on Locomotive Street, used for servicing and accessible parking for the Locomotive Workshop.

1.4 Surrounding Context

The area surrounding the Locomotive Workshop is characterised by a mix of land uses and public domain spaces (**Figure 3**) including:

- to the north is the railway line and associated infrastructure and further north is Carriageworks and the suburbs of Eveleigh/ Darlington
- to the east is Innovation Plaza and the National Innovation Centre
- to the south is Locomotive Street, and further south a seven storey commercial building is currently under construction (known as 'Building 2' and approved under SSD 7317)
- to the south west of the site is the existing ten storey Channel 7 building, with underground parking, and a nine storey commercial building is in the final stages of construction (known as 'Building 1' and approved under SSD 7317)
- west of the site is the Large Erecting Shop, and beyond is the proposed Intercity Fleet Eveleigh Facility.

Development beyond the Locomotive Workshop and ATP comprises a mix of residential, commercial, office, retail and some light industrial uses.



Southern elevation of Bays 1-4a



Eastern elevation of Bay 1, from Innovation Plaza



Existing blacksmiths workshop, Bay 2



Southern elevation of Bays 11-15



Bay 12, currently the Exhibition Hall



Existing recent office fit out, Bay 6

Figure 5 | Existing internal and external condition of the Locomotive Workshop.

1.5 Relevant Planning Context

On 20 December 2016, the then Planning Assessment Commission approved a SSD application for a new commercial campus at the ATP comprising three mixed use commercial buildings ranging in height from four to nine storeys (SSD 7317). The approval (as modified) includes:

- construction of three buildings providing a total gross floor area (GFA) of 108,412 m²
- upgrade to the public domain areas of ATP, including works to Locomotive Street and Innovation Plaza

- car and bicycle parking.

The approved buildings are currently under construction with Building 1 due for completion in April 2019, Building 2 in 2020 and Building 3 in 2019.

SSD 7317 has been modified eleven times and the Department is currently considering three further modifications, as summarised in **Table 1** below.

Table 1 | SSD 7317 modification applications

MOD no.	Summary of Modifications	Approval Date
MOD 1	Modification to defer the approval of landscaping/ public domain plans and stage the delivery of the public domain works.	26 June 2017
MOD 2	Modification to the voluntary planning agreement, car parking, signage zone on Building 1 and internal and external alterations to Building 2.	22 August 2017
MOD 3	Modification to Building 3, including changes to the design, increase in GFA, introduce a roof top community garden and signage zones.	1 December 2017
MOD 4	Modification to increase the height of roof top plant on Building 1.	20 October 2017
MOD 5	Modification to introduce a concrete structure below Locomotive Street to accommodate a future travelator connecting Building 2 (lower ground level) to the Locomotive Workshop.	29 June 2018
MOD 6	Modification to Building 2, including changes to the lower and upper ground floor level layouts, façade materials, signage zones and car parking.	16 August 2018
MOD 7	Modification to Building 1, including changes to the external facades, signage zone and addition of a plant on the roof level	17 July 2018
MOD 8	Modification to cycle parking in Building 1, Building 2 and the public domain.	24 September 2018
MOD 9	Modification to Building 1 to allow the external terrace space to be used by employees.	Under assessment
MOD 10	Modification to Building 3, including internal reconfiguration, additional GFA and façade materials.	3 September 2018
MOD 11	Modification to the timing for the delivery of works or plans, including the loading dock management plan, heritage interpretation plans, landscaping and public domain, travel demand and waste disposal.	Under assessment
MOD 12	Modification to amend the approved landscape masterplan, provide public domain signage and an external signage strategy.	Under assessment
MOD 13	Modification to Building 1 to extend the lower ground floor child care terrace.	23 October 2018
MOD 14	Modification to Building 2 roof materials and signage zone.	30 October 2018



2. Project

The key components and features of the proposed adaptive reuse of Bays 1-4a (SSD 8517) and Bays 5-15 (SSD 8449) of the Locomotive Workshop (as refined in the Applicant's response to submissions and subsequent amendments – see **Section 5**) are summarised in **Table 2** and shown in **Figures 6 to 11**.

Table 2 | Main Components of the Project

Aspect	Description (Bays 1-4a) (SSD 8517)	Description (Bays 5-15) (SSD 8449)
Gross floor area (GFA)	<ul style="list-style-type: none"> 11,662 m² (decrease of 1,069 m² from existing, due to the reconfiguration and change of use of various internal spaces). 	<ul style="list-style-type: none"> 27,458 m² (increase of 4,229 m² from existing).
Use	<ul style="list-style-type: none"> retail premises, including a supermarket (approximately 2,000m²) and artisan food and beverage uses function centre uses information and education facility uses educational establishment recreation facility (indoor) retention of the blacksmith (general industrial use) temporary events (including within Innovation Plaza). 	<ul style="list-style-type: none"> commercial premises (comprising business, office and retail premises), with a maximum of 156 m² for retail uses.
Demolition	<ul style="list-style-type: none"> remove lean-to structure at south eastern corner of Bay 1. enlarge the opening within the heritage wall between Bays 4a and 5 remove existing modern office infills, display barriers, existing roof polycarbonate and portions of metal roof sheeting. 	<ul style="list-style-type: none"> remove separating wall between Bays 8 and 9.
Building interior	<p>Bays 1-2:</p> <ul style="list-style-type: none"> heritage exhibition and interpretation space, including moveable heritage items one retail tenancy integrated around the in-situ heritage items loading dock new retail annex located at the south-east corner of Bay 1. <p>Bays 3-4a:</p> <ul style="list-style-type: none"> six retail tenancies at ground floor and three at first floor a travelator between Bay 4 and the basement of Building 2 back of house facilities, public amenities, fire stairs and lift cores. 	<p>Bays 5-13:</p> <ul style="list-style-type: none"> construction of internal tenancy divisions, mezzanine floors, amenities and service pods, new stairs and lifts. <p>Bay 14:</p> <ul style="list-style-type: none"> no works proposed. <p>Bay 15:</p> <ul style="list-style-type: none"> construction of commercial tenancy divisions, mezzanine floors, end of trip facilities, plant equipment, new stairs and lifts.
Roof	<ul style="list-style-type: none"> new external plant platforms within roof valleys between Bays 3-4, 4-4a and 14-5 roof upgrade incorporating installation of insulation, natural daylight slots, smoke attenuation louvres. Recladding and roof maintenance access system. 	
Public access	<ul style="list-style-type: none"> pedestrian access from Locomotive Street into Bays 3-4a and retain access from Innovation Plaza into Bay 1. 	<ul style="list-style-type: none"> pedestrian access from Locomotive Street into Bays 7, 13, 14 and 15
Loading dock and servicing	<ul style="list-style-type: none"> loading dock in Bays 1 and 2 (north), for major deliveries and waste collection six on street loading bays on Locomotive Street for small vehicle deliveries and couriers 	<ul style="list-style-type: none"> use of the northern accessway to move waste and major deliveries between the loading dock (in Bays 1-2) and tenancies in Bays 5-15

Car parking	<ul style="list-style-type: none"> seven spaces within Locomotive Street, comprising four accessible spaces, one taxi space, one drop off and pick up space and one fire brigade space. 	<ul style="list-style-type: none"> no parking provided
Bicycle parking	<ul style="list-style-type: none"> 46 visitor spaces in Locomotive Street. 	<ul style="list-style-type: none"> 215 bicycle spaces and end of trip facilities within Bay 15 for use by Locomotive Workshop employees.
Public domain and landscaping	<ul style="list-style-type: none"> public domain improvements to Locomotive Street and Innovation Plaza tree removal and pruning. 	<ul style="list-style-type: none"> no public domain works.
Hours of operation	<ul style="list-style-type: none"> Bays 1-4a to be publicly accessible during retail hours of operation. Retail hours of operation: <ul style="list-style-type: none"> 6 am to midnight on Monday to Saturday 6 am to 10 pm on Sundays and public holidays 	<ul style="list-style-type: none"> commercial premises to be operable 24 hours a day, 7 days a week.
Signage	<ul style="list-style-type: none"> signage zones on the upper glazed panels of the entrance doorways, corner retail annex, brick heritage fascia and service towers. 	<ul style="list-style-type: none"> signage zones behind the glazing line above doorways.
Illumination	<ul style="list-style-type: none"> lighting strategy for external facades, elements, signage and interiors. 	
Remediation	<ul style="list-style-type: none"> maintain existing concrete slab capping except for excavation / piling implement air quality management plan during removal of concrete slab for excavation/ piling 	
Capital investment value (CIV)	<ul style="list-style-type: none"> \$48.44 million 	<ul style="list-style-type: none"> 88.62 million
Jobs	<ul style="list-style-type: none"> 50 construction jobs 250 operational jobs 	<ul style="list-style-type: none"> 100 construction jobs 2,800 operational jobs

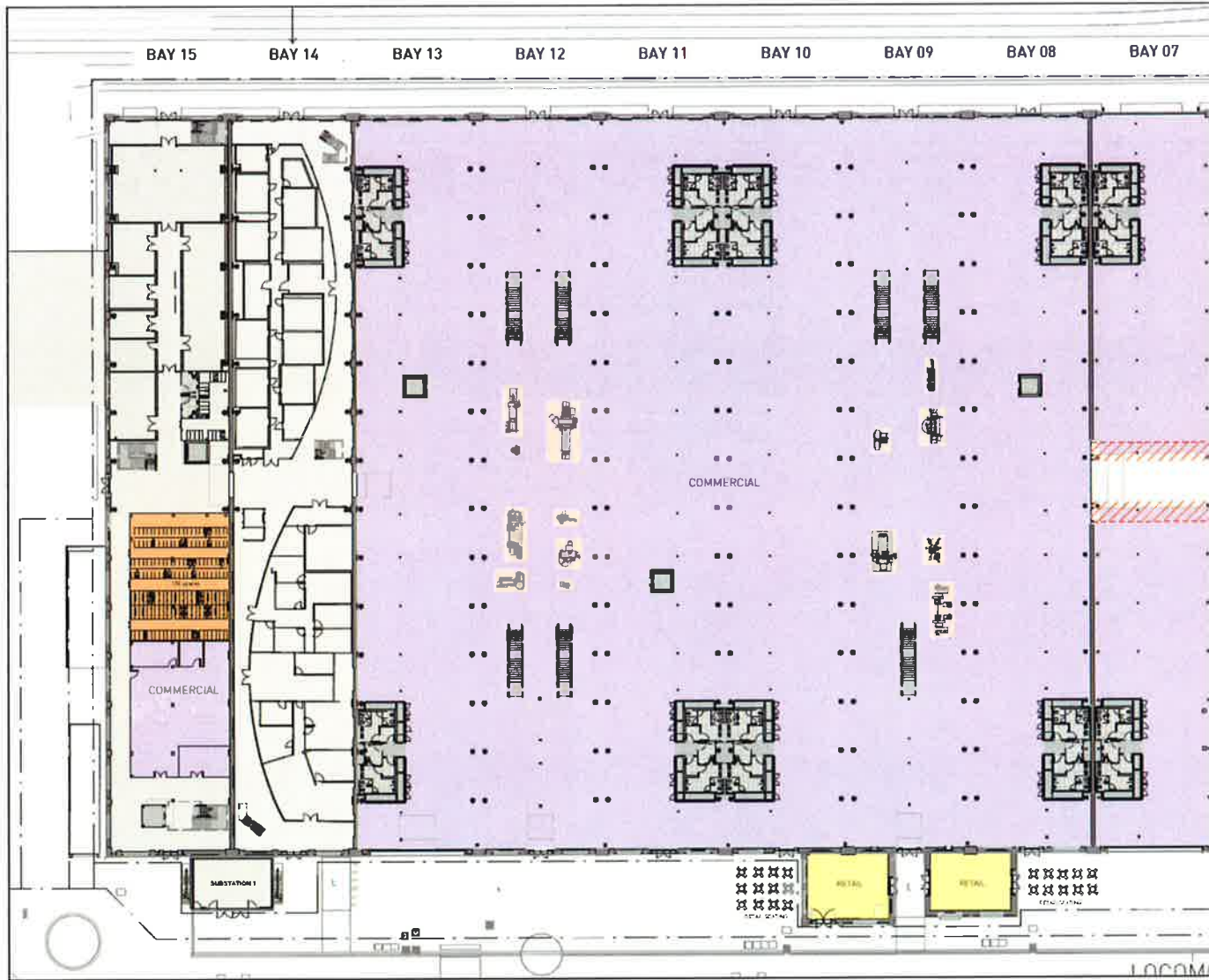


Figure 6 | Proposed ground floor layout of t

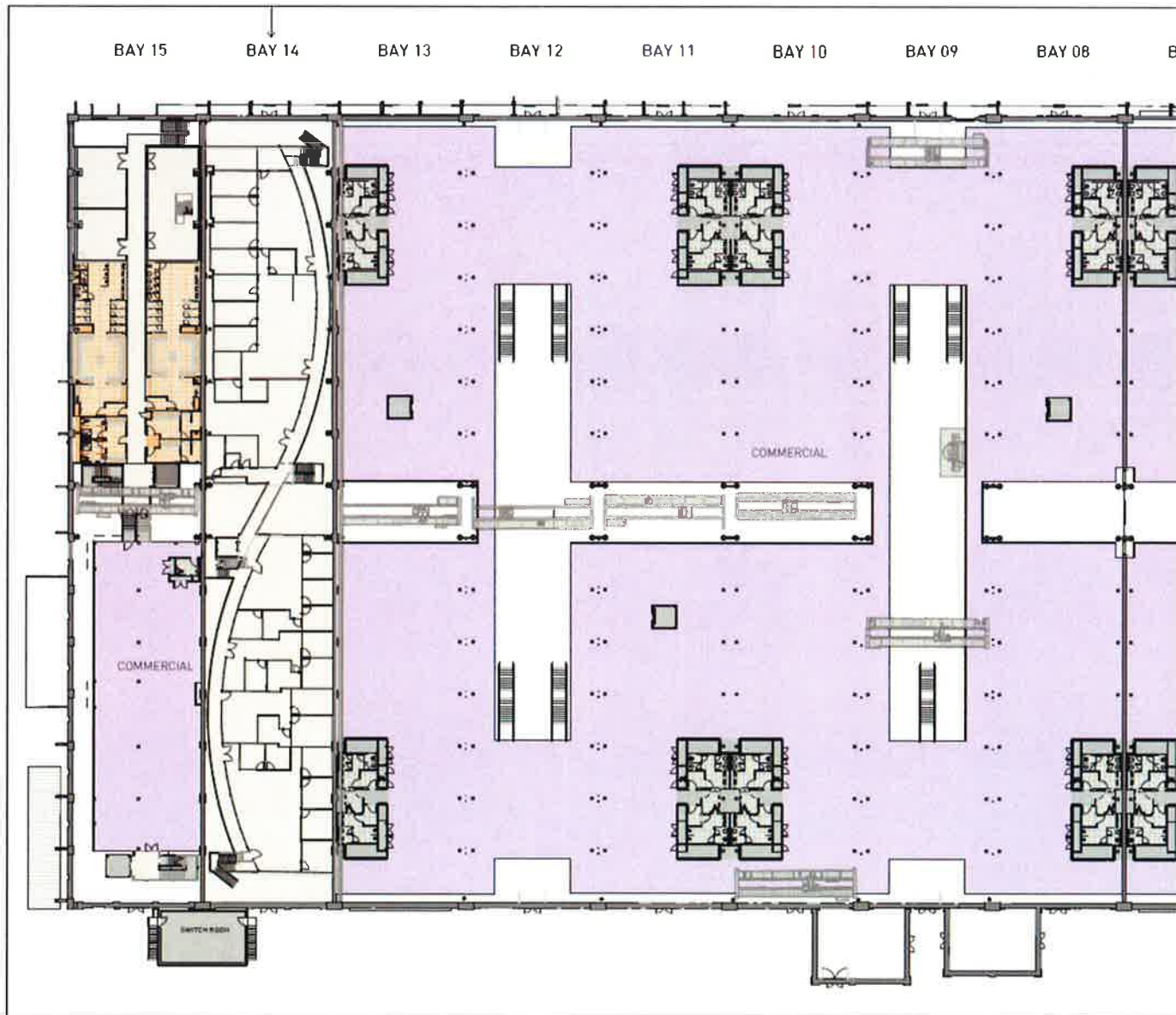


Figure 7 | Proposed first floor layout of the



Figure 8 | Artistic impression of entrance into Bays 4 and 4a from Locomotive Street



Figure 10 | Artist impression of Bays 3-4a looking north



3. Strategic Context

Premier's and State's Priorities

The Premier has set 12 Priorities to improve outcomes for the people of NSW. Of the 12 priorities, creating jobs is most relevant to this application. While the Premier's target of creating 150,000 new jobs by 2019 across NSW has already been met, the proposal will provide approximately 3,050 jobs (approximately 1,485 new jobs) to enhance the skilled workforce.

The NSW Government has also identified 18 State priorities in relation to the economy, infrastructure and housing, social welfare, services and safer communities. The proposal will contribute to business investment in NSW by creating jobs. It will also increase cultural participation through the creation of heritage interpretation and exhibition spaces and improve public access to the heritage Locomotive Workshop.

A Metropolis of Three Cities – the Greater Sydney Region Plan

The Greater Sydney Commission (GSC) released A Metropolis of Three Cities - Greater Sydney Region Plan (Region Plan) and associated District Plans in March 2018.

The Region Plan sets the vision and strategy for Greater Sydney, to be implemented at a local level through District Plans. The Region Plan outlines how Greater Sydney will be transformed into a metropolis of three cities, being the Eastern Harbour City, the Western Parkland City and the Central River City (with Greater Parramatta at its heart). The site is located in the Eastern Harbour City.

The Region Plan sets ten directions, including a city supported by infrastructure, a collaborative city, a city for people, housing the city, a city of great places, a well connected city, job and skills for the city, a city in its landscape, an efficient city and a resilient city.

The proposal is consistent with the directions of the Region Plan as it:

- delivers a healthy, safe and inclusive space for people of all ages in a well designed built environment and encourages opportunities to walk, cycle and use public transport (objective 7 and 12)
- fosters creative, culturally rich communities by supporting creative and innovation industries through adaptive reuse of a heritage building, retention of the blacksmith/ arts work space and creation of heritage interpretation and exhibition space (objective 9)
- adaptively re-uses built heritage and provides public access to heritage buildings and items (objective 13)
- revitalises commercial floor space and ancillary retail uses to contribute to growth of an internationally competitive economy in the Eastern Economic Corridor and the Redfern to Eveleigh corridor (Objective 15)
- provides additional jobs, of which a significant proportion will be highly skilled for the Harbour CBD to be stronger and more competitive (objective 18)
- supports the growth of the Innovation Corridor by providing floorspace for creative and digital industries in a heritage listed building that is well connected to public transport (objective 21)

Eastern City District Plan

To support the delivery of the Region Plan, the GSC has prepared District Plans to inform local council planning and influence the decisions of State agencies. The aim of the District Plans is to connect local planning with the longer term metropolitan planning for Greater Sydney.

The Eastern City District Plan provides a 20 year plan to manage growth and achieve the 40 year vision, while enhancing Greater Sydney's liveability, productivity and sustainability into the future.

Within the Eastern City District, the ATP is located in the Central to Eveleigh Precinct and the Innovation Corridor (**Figure 12**). The proposal supports the creation of the Innovation Corridor by promoting technology focused commercial uses, start-ups and knowledge intensive industry to support productivity and growth.

The proposal is consistent with the relevant priorities of the Eastern City District Plan as it will revitalise and adaptively reuse underutilised floor space within the state heritage listed Locomotive Workshop. The proposal will provide floor space to accommodate a range of commercial uses and provide unique retail opportunities to serve the increasing working population at the ATP and the surrounding local community.

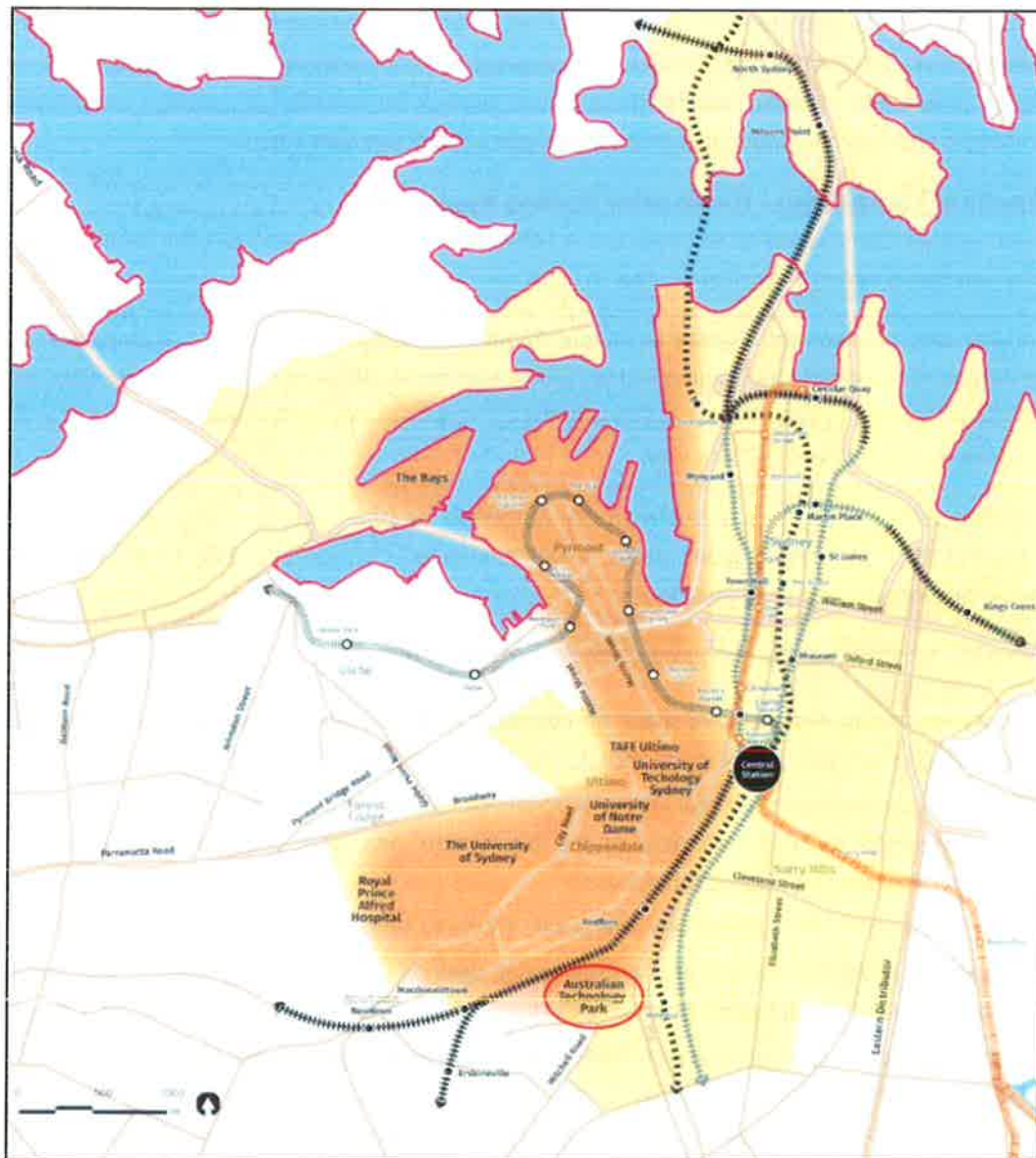


Figure 12 | Harbour CBD (in yellow) and Innovation Corridor (in orange)

Sustainable Sydney 2030

Sydney 2030, prepared by the City of Sydney Council, sets a target of 97,000 new jobs (between 2006 and 2030) with an increase in finance, advanced business services, education, creative industries and tourism sectors. The proposal provides floor space for commercial and retail activities resulting in approximately 3,050 operational

jobs, contributing to Sydney's role as an innovative city. The proposal will revitalise a heritage item, with excellent access to public transport and the Sydney CBD.

Redfern-Waterloo Built Environment Plan (Stage One)

The Redfern-Waterloo Built Environment Plan (Stage One) 2006 (RW BEP) provides a planning framework for the redevelopment of several strategic sites in the Redfern Waterloo area, including the ATP. It was used to inform the planning controls for the Redfern-Waterloo Authority Sites in the State Environmental Planning Policy (State Significant Precincts) 2005 (SSP SEPP).

The RW BEP identifies the ATP as a new business park to harness the potential job growth and activity around Redfern railway station to meet local and metropolitan employment needs. The plan identifies that the adaptive reuse of significant heritage buildings, such as the Locomotive Workshop, will contribute to the unique character and setting of the railway yards, reinforce the industrial history and the heritage significance of the area. It supports the adaptive reuse of heritage buildings as far as practical within the revitalisation of the precinct.

The proposal is consistent with the RW BEP as it protects the heritage value of the Locomotive Workshop, while adaptively reusing the building for a range commercial uses, including retail, heritage interpretation and exhibition space, with improved access for the public.



4. Statutory Context

4.1 State Significant Development

The proposal is SSD under section 4.36 (development declared SSD) of the EP&A Act as the developments have a CIV over \$10 million (SSD 8517 being \$48.4 million and SSD 8449 being \$88.62 million) within the Redfern-Waterloo Sites, which is identified as a SSD site under clause 2 of Schedule 2 of State Environmental Planning Policy (State and Regional Development) 2011 (SRD SEPP).

4.2 Consent Authority

In accordance with section 4.5 of the EP&A Act and clause 8A of the SRD SEPP, the Independent Planning Commission (Commission) is the consent authority as more than 25 public submissions in the way of objections were received during the exhibition period.

4.3 Permissibility

The site is located within the Business Zone – Business Park zone of the Redfern–Waterloo Authority Sites in the SSP SEPP.

The proposed uses, including commercial premises, business premises, retail premises, information and education facility, function centre, educational establishment, general industrial and recreation facility (indoor) are all permissible with consent within the Business Zone – Business Park zone.

Having regard to the objectives of the Business Zone – Business Park zone in the SSP SEPP, the Department is satisfied that the retail uses will primarily serve the needs of the working population in the ATP and the local community (see **Section 6.4**).

The proposal also includes outdoor seating areas within Innovation Plaza associated with retail uses in the Locomotive Workshop. Innovation Plaza is zoned Recreation Zone – Public Recreation under SSP SEPP and retail uses are prohibited in this zone. However, Section 4.38(3) of the EP&A Act provides that development consent for SSD ‘may be granted despite the development being partly prohibited by an environmental planning instrument (EPI)’ (see **Section 6.4**).

Therefore, the consent authority may determine the carrying out of the development.

4.4 Mandatory Matters for Consideration

The following are the mandatory/ relevant matters for consideration:

- the matters in 4.15(1) of the EP&A Act
- the provisions of EPIs (including draft instruments), planning agreements and the EP&A Regulations
- objects of the EP&A Act
- ecologically sustainable development (ESD).

These matters are considered in turn below.

Section 4.15(1) matters for consideration

Table 3 identifies the matters for consideration under section 4.15(1) of the EP&A Act that apply to SSD in accordance with section 4.40 of the EP&A Act. The table represents a summary for which additional information and consideration is provided below, in **Section 6** (key and other issues) and relevant appendices or other sections of this report and EIS, referenced in the table.

Table 3 | Section 4.15 (1) Matters for Consideration

Section 4.15(1) Evaluation	Consideration
(a)(i) any environmental planning instrument	Satisfactorily complies. The Department's consideration of relevant EPIs is provided in Appendix D and summarised below.
(a)(ii) any proposed instrument	Not applicable.
(a)(iii) any development control plan	Under clause 11 of the SRD SEPP, DCPs do not apply to SSD.
(a)(iia) any planning agreement	Not applicable.
(a)(iv) the regulations <i>Refer Division 8 of the EP&A Regulation</i>	The proposal satisfactorily meets the relevant requirements of the EP&A Regulation, including the procedures relating to applications (Part 6 of the EP&A Regulation), public participation and Schedule 2 of the EP&A Regulation relating to an EIS.
(a)(v) any coastal zone management plan	Not applicable.
(b) the likely impacts of that development including environmental impacts on both the natural and built environments, and social and economic impacts in the locality,	Appropriately mitigated or conditioned - refer to Section 6 of this report.
(c) the suitability of the site for the development	The site is suitable for the proposal, as discussed in Table 4 and Sections 5 and 6 of this report.
(d) any submissions	Consideration has been given to the submissions received during the exhibition period (see Sections 5 and 6).
(e) the public interest	The proposal is in the public interest. Refer to Section 6 of this report.
Biodiversity values impact assessment not required if:	Not applicable as the site does not exhibit biodiversity value.
(a) On biodiversity certified land	
(b) Biobanking Statement exists	

Environmental Planning Instruments

Under section 4.15 of the EP&A Act, the consent authority is required to consider any EPI that is relevant to the proposal. Therefore, the assessment report must include a copy of, or reference to, the provisions of any EPIs that substantially govern the project and that have been taken into account in the assessment of the project.

In accordance with Schedule 3 (Part 5, Clause 3) of the SSP SEPP, all other EPIs do not apply to Redfern-Waterloo Site, except for SEPPs. Applicable SEPPs therefore include:

- State Environmental Planning Policy (State and Regional Development) 2011 (SRD SEPP)
- State Environmental Planning Policy (State Significant Precincts) 2005 (SSP SEPP)
- State Environmental Planning Policy (Infrastructure) 2007
- State Environmental Planning Policy (Urban Renewal) 2010
- State Environmental Planning Policy No. 55 – Remediation of Land
- State Environmental Planning Policy No. 64 – Advertising and Signage.

The Department has undertaken a detailed assessment of these EPIs in **Appendix D** and is satisfied the proposal is consistent with the requirements of the EPIs.

Objects of the EP&A Act

The objects of the EP&A Act are the underpinning principles upon which the assessment is conducted. The statutory powers in the EP&A Act (such as the power to grant consent) are to be understood as powers to advance the objects of the legislation, and limits on those powers are set by reference to those objects. Therefore, in making an assessment the objects should be considered to the extent they are relevant. A response to the objects of the EP&A Act is provided at **Table 4**.

Table 4 | Response to the objects of section 1.3 of the EP&A Act

Objects of the EP&A Act	Consideration
a) <i>to promote the social and economic welfare of the community and a better environment by the proper management, development and conservation of the State's natural and other resources</i>	The proposal will deliver jobs to enhance economic and social welfare, complement existing public access across the site and contribute to the protection/ interpretation of environmental heritage.
b) <i>to facilitate ecologically sustainable development by integrating relevant economic, environmental and social considerations in decision-making about environmental planning and assessment</i>	The proposal includes measures to deliver ESD, as discussed below.
c) <i>to promote the orderly and economic use and development of land</i>	<p>The site is identified for development as a business park in the SSP SEPP. SSD 8517 has a CIV of \$48.44 million, and will create 250 operational jobs and 50 construction jobs, while SSD 8449 has a CIV of \$88.62 million and will create 2,800 operational jobs and 100 construction jobs.</p> <p>The proposal will also adaptively reuse and provide publicly accessible heritage interpretation opportunities within the Locomotive Workshop for new commercial and retail uses, complementing the business and retail offering to service the working population at the ATP and surrounding community.</p>
d) <i>to promote the delivery and maintenance of affordable housing</i>	The proposal is required to pay an affordable housing contribution (of \$367,416) in accordance with the Redfern-Waterloo Authority Sites Affordable Housing Contribution Plan 2006.
e) <i>to protect the environment, including the conservation of threatened and other species of native animals and plants, ecological communities and their habitats</i>	The proposal does not impact on native animals and plants as the works are located within an existing building.
f) <i>to promote the sustainable management of built and cultural heritage (including Aboriginal cultural heritage)</i>	The proposal involves the adaptive reuse of the state heritage listed Locomotive Workshop and is accompanied by Heritage and Archaeological Impact Statements. The proposal will protect, preserve and celebrate the sites heritage (as discussed in Section 6).
g) <i>to promote good design and amenity of the built environment</i>	The proposal will revitalise a historic building in an important strategic location. It will have a high standard of architectural design, which will improve the quality and amenity of the built environment and public domain. The proposed works associated with the adaptive reuse will be sensitive to heritage fabric.
h) <i>to promote the proper construction and maintenance of buildings, including the protection of the health and safety of their occupants</i>	The proposal is required to comply with the National Construction Code and relevant Australian Standards. A Construction Management Plan has been prepared and includes procedures relating to work place risk and site management to promote proper construction.
i) <i>to promote the sharing of the responsibility for environmental planning and assessment between the different levels of government in the State</i>	The Department publicly exhibited the proposal, which included consultation with Council and other relevant Government agencies and consideration of their responses (see Section 5).
j) <i>to provide increased opportunity for community participation in environmental planning and assessment.</i>	<p>The EIS includes consultation undertaken by the Applicant.</p> <p>The Department publicly exhibited the proposal, which included notifying adjoining landowners, Council, relevant Government agencies, a notice in the newspaper and displaying the proposal on the Departments website and at Council's office, as outlined in Section 5.</p>

Ecologically Sustainable Development

The EP&A Act adopts the definition of ESD found in the Protection of the Environment Administration Act 1991. Section 6(2) of that Act states that ESD requires the effective integration of economic and environmental considerations in decision-making processes and that ESD can be achieved through the implementation of:

- the precautionary principle
- inter-generational equity
- conservation of biological diversity and ecological integrity
- improved valuation, pricing and incentive mechanisms.

The proposed ESD initiatives and sustainability measures include:

- 5 star green star 'design and as built' v1.1 rating
- 5 star NABERS office energy (base building) rating
- 4 star NABERS water (whole building) rating
- provision of energy efficient LED lighting design
- energy efficient heating, ventilation, air conditioning (HVAC) systems to minimise conditioning of unnecessary and unoccupied spaces
- utilisation of materials with low solar reflection indexes
- WELS rated fittings and fixtures as per the Green Star (design & as built V1.1)
- water reuse system, collecting rainwater from the roof and stored for use in landscaping irrigation, toilet and urinal flushing and wash down facilities.

The Department has considered the proposal in relation to the ESD principles. The Precautionary and Intergenerational Equity Principles have been applied in the decision making process by a thorough assessment of the environmental impacts of the project. Overall, the proposal is consistent with ESD principles and the Department is satisfied the proposed sustainability initiatives will encourage ESD, in accordance with the objects of the EP&A Act.

Environmental Planning and Assessment Regulation 2000

Subject to any other references to compliance with the EP&A Regulation cited in this report, the requirements for Notification (Part 6, Division 6) and Fees (Part 15, Division 1AA) have been complied with.

Secretary's Environmental Assessment Requirements

On 8 June 2017 (SSD 8449) and 26 June 2017 (SSD 8517), the Department notified the Applicant of the Secretary's Environmental Assessment Requirements (SEARs) for the two SSD applications. The Department is satisfied that section 2.7 of each EIS adequately addresses compliance with the respective SEARs to enable the assessment and determination of the proposal.



5. Engagement

5.1 Department's Engagement

In accordance with Schedule 1 of the EP&A Act, the Department publicly exhibited the proposal from Thursday 16 November 2017 until 15 December 2017 (30 days). The proposal was exhibited on the Department's website, the NSW Service Centre, the City of Sydney Council (Council) Customer Service Centre and the Redfern Neighbourhood Service Centre.

The Department placed a public exhibition notice in the Central Courier on Wednesday 15 November 2017 and notified adjoining landholders, Council and relevant Government agencies in writing.

5.2 Summary of Submissions

The Department received a combined total of 79 submissions, including submissions from seven Government agencies, Council and 71 public submissions (as summarised in **Table 5**).

Many of the 71 public submissions were joint submissions for SSD 8517 and SSD 8449 and 49 public submissions were form letters. This also includes submissions from REDWatch (Redfern, Eveleigh, Darlington & Waterloo Watch Group), Friends of Eveleigh, the Rail Tram and Bus Union and the Chippendale Residents Interest Group. A public submission was also received from Mr John Graham, State Member of the Legislative Council (MLC).

Table 5 | Summary of submissions to the EIS

Submitters	Number	Position
Government Agency	7	
Heritage Council of NSW		
Transport for NSW (TfNSW)		
Roads and Maritime Services (RMS)		
Sydney Water (SSD 8517 only)		Comment
Ausgrid (SSD 8449 only)		
Transgrid (SSD 8449 only)		
Environmental Protection Authority (SSD 8449 only)		
Council	1	Comment
		65 Object
Community	71	6 Comment
Total	79	

A summary of the issues raised in the submissions is provided at **Tables 6 to 8** below and a link to the submissions may be viewed at **Appendix E**. The Department has considered the comments raised in submissions during the assessment of the applications (**Section 6**) and/or by way of recommended conditions in the instrument of consent at **Appendix G**.

5.3 Government Agency Submissions

The Department received seven submissions from Government agencies, being the Heritage Council of NSW, Transport for NSW (TfNSW), Roads and Maritime Services (RMS), Sydney Water, Ausgrid, Transgrid and Environmental Protection Authority (EPA). Comments received are outlined in **Table 6**.

Table 6 | Summary of Government agency submissions to the EIS

Heritage Council of NSW

The Heritage Council supports the principle of the proposals, and provided comments in relation to:

- commended the Applicant for ongoing engagement
- need for archaeological recording of any relics discovered
- interpretation of the Locomotive Workshop is critical for the proposal to have ongoing relevance to the community
- detailed design, such as in relation to minor works, service pods, travelator in Bay 4, loading dock design and protection of existing significant heritage fabric, upgrades to meet BCA requirements, signage
- Stage 2 Heritage Interpretation Plan (HIP) for the Locomotive Workshop to be developed in consultation with the Heritage Division and provided to the Heritage Council prior to approval of the SSD applications
- moveable heritage conservation and management to be detailed in the HIP
- nomination of a suitably qualified and experienced heritage consultant for the project
- tenancy fit out guidelines
- Conservation Management Plan (CMP) to be updated following completion of works.

Transport for NSW (TfNSW)

TfNSW does not object to the proposals, however it provided comments in relation to:

- works in Locomotive Street should not progress until TfNSW has agreed the design of the street (as per SSD 7317)
- managing conflicts between pedestrians and vehicles reversing into the loading dock from Innovation Plaza
- details on arrival and departure profiles for vehicles accessing event/ function space (when operating at full capacity) and how vehicles will be accommodated within Locomotive Street
- preparation of a Construction Pedestrian and Traffic Management Plan (CPTMP) in consultation with the Sydney Coordination office within TfNSW.

Roads and Maritime Services (RMS)

RMS does not object to the proposal, however requested electronic copies of intersection analysis for the intersection of Henderson and Mitchell Roads. RMS also provided comments in relation to:

- impacts to pedestrian and cyclist amenity and any impacts connecting to bus and train services
- layout of car parking areas to be in accordance with relevant Australian standards for heavy vehicle usage
- a Construction Traffic Management Plan (CTMP) should be submitted to Council for approval.

Sydney Water (for SSD 8517)

Sydney Water does not object to the proposal, but recommended conditions in relation to the approved plans being reviewed by Sydney Water Tap in online service and obtaining a Section 73 Compliance Certificate.

Ausgrid (for SSD 8449)

Ausgrid does not object to the proposal, however it provided comments in relation to:

- compatibility of the development with existing Ausgrid infrastructure, including electrocution, fire risks, electric and magnetic fields, noise, visual amenity
- recommended conditions regarding the electricity substations on Locomotive Street.

Transgrid (for SSD 8449)

Transgrid does not object to the proposal, as it does not impact Transgrid's infrastructure.

Environmental Protection Authority (EPA) (for SSD 8449)

The EPA does not object to the proposal and provided comments in relation to monitoring of vapours under the Locomotive Workshop.

5.4 Council Submission

Comments raised in Council's submission is summarised in **Table 7**.

Table 7 | Summary of Council's submissions to the EIS

City of Sydney Council (Council)

Council does not object to the proposals, however it provided comments in relation to:

- conflict between service vehicles using the loading dock and heritage items such as the Davy Furnace walls
- the intensification of loading movements in the public domain and pedestrian safety
- changes to existing road network for loading vehicle access is not supported
- recommend a loading management plan for the dock and all tenancies to manage access
- further design details for the new roof plant platforms columns and the service pods to assess any heritage impacts
- require a tenancy fit out guide to inform future tenancy development applications (DAs)
- recommend updating relevant heritage management documents, archival recording and a curatorial heritage program
- recommend materials respond to the buildings heritage significance
- further detail of impacts to trees in Innovation Plaza
- impacts of signage to heritage significance, including on the service towers at Bays 4 and 4a
- impacts of mechanical ventilation to the building.

Council also provided recommended conditions, should the application be supported.

5.5 Public Submissions

The Department received 71 public submissions (65 objecting and 6 providing comments). A summary of the comments raised is provided in **Table 8**.

Table 8 | Summary of public submissions to the EIS

Issue	% of submissions
Impact to heritage significance of building	88%
Loss of blacksmith workshop	85%
Loading dock location and resulting impacts to the Davy Press and Furnace, Innovation Plaza and the public domain	84%
The travelator will adversely impact the heritage fabric of the building	83%
Object to the addition of a supermarket	52%
Does not comply with strategic plans	52%
Loss of original scale of the Locomotive Workshop	50%
The use of public space for garbage/ waste management	49%
Exterior signage is unnecessary and excessive	47%
Adverse visual impacts	33%
Relocation of heritage objects will damage and diminish the collection	30%
Proposal does not consider the comments made at community consultation sessions	21%
Loss of industrial character	11%
Impacts to pedestrian and cyclist access to, and through, the site	9%
Inappropriate uses/ incompatibility of uses between blacksmith workshops and retail	7%

Other concerns raised in submissions include overdevelopment of the site, insufficient parking and impact to on street parking, public access to the site, public transport capacity, request for an independent audit of the proposal and the inclusion of a Workers Wall and Foundry in the interpretation plan.

Positive comments received in submissions included support for recognition of the social and labour heritage of the site and the consultation the Applicant has undertaken with the community.

5.6 Response to Submissions

Following 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 12 June 2018, the Applicant provided a Response to Submissions (RtS) (**Appendix F**) for each application. In addition to providing further justification in response to issues raised, the proposal was amended as follows:

- SSD 8517 (Bays 1-4a):
 - addition of educational establishment land use
 - increase proposed GFA by 318 m² (from 11,358 m² to 11,676 m²)
 - reconfigure loading dock design and reduce loading bays (from five to three)
 - move primary heritage exhibition and interpretation space from mezzanine level to the ground floor adjacent to the blacksmith area
 - addition of a viewing platform over the blacksmith workshop
 - new roof maintenance access system
 - outdoor seating in Innovation Plaza and Locomotive Street
 - public domain works within curtilage of the Locomotive Workshop, including drop off and on street loading spaces
 - removal of one tree from Innovation Plaza and tree pruning for vehicular access to the loading dock.
- SSD 8449 (Bays 5-15):
 - increase proposed GFA by 221 m² (from 27,237 m² to 27,458 m²)
 - changes to layout of Bay 15, including changes to bike storage spaces and end of trip facilities
 - removal of light industrial use in Bays 5-7 south and replacement with commercial uses
 - new plant platform on the roof within valleys of Bays 14 and 15
 - new roof access maintenance system.

Each RtS was made publicly available on the Department's website and referred to Council and relevant Government agencies. Additional submissions were received from four Government agencies and Council. A summary of the issues raised in the submissions is provided at **Table 9** and **10** and copies of the submissions may be viewed at **Appendix E**.

Table 9 | Summary of Government agency submissions to the RtS

Heritage Council of NSW

The Heritage Council confirmed each RtS addressed some aspects of its original submission, including providing further detailed design information, and provided the following comments:

- recommend the stage 2 HIP be submitted for approval prior to the issue of the first construction certificate, as it is unclear how the HIP informs the detailed design, including loading dock and traveller
- stage 2 HIP to include lighting and signage
- the nominated heritage consultant is to provide ongoing advice to trades people
- detailed design information to include internal base build lighting, handrail design, external substation works, intertenancy walls and roof plants
- require removal of signage zones on service towers above Bays 4-4a due to visual impacts
- conflict between signage zones above southern façade openings and louvres

- detailed services plan to be developed in consultation with the nominated heritage consultant to minimise impact to significant fabric.

Transport for NSW

TfNSW provided the following additional comments:

- TfNSW will continue to work with the Applicant on the design of Locomotive Street
- recommend a loading dock management plan (LDMP), with active management measures, in consultation with Sydney Coordination Office
- recommend a coach parking management plan be prepared to accommodate coaches in Locomotive Street
- reiterate the requirement for a CPTMP.

RMS

RMS advised it had no further comment.

UrbanGrowth

UrbanGrowth advised that an affordable housing contribution is not payable for SSD 8517 (Bays 1-4a) as the proposed floor space is below the existing floor space. However, an affordable housing contribution of \$367,416 is payable for SSD 8449 (Bays 5-15) for the increase in GFA.

Table 10 | Summary of Council submission to the RtS

City of Sydney Council (Council)

Council confirmed each RtS addressed some aspects of its original submission, including heritage issues through the amended design and proposed conditions of consent. However, Council reiterated concerns that brick paving in Innovation Plaza would not withstand loading vehicles and recommended further investigation into the sites flood risk.

Council provided the following additional comments:

- the ongoing curation, interpretation and conservation strategy should include a commitment to ongoing funding
- glazing to be clear and not tinted
- the service tower signage zones are acceptable for building identification signage only
- Council to be consulted about informal roundabout in Locomotive Street, outside Bays 14 and 15
- restrict service vehicle length to 10.2 m and preference for service vehicle route to exclude shared zone on Marion Street. If Margaret Street route is pursued, road network changes will require referral to Council's Local Pedestrian and Traffic Calming Committee
- object to additional tree removal in Innovation Plaza for vehicle access, the Arborist Report provides inadequate detail about pruning the Plane trees in Innovation Plaza and has undervalued the health of tree 67.

In response to submissions on the RtS and the Department's request for additional information, the Applicant provided an RtS Addendum, which provided the following further clarification and amendments:

- cycle access plan providing 46 visitor bicycle spaces in the public domain (SSD 8517)
- provided 215 bicycle parking spaces within Bay 15 (SSD 8449)
- updated Arborist Report, confirming three trees in Innovation Plaza and one other tree will be impacted by service vehicle access to the loading dock in Bays 1 - 2 (SSD 8517)
- removal of the works to the western turntable in Locomotive Street (SSD 8517)
- further analysis of truck movements from Innovation Plaza into the loading dock
- detail of the structural stability of brick paving in Innovation Plaza.

5.7 Amendments during the Assessment

On 19 September 2018, the Applicant requested the following additional amendments to the proposal (SSD 8517 only), resulting from further investigation and design development:

- amendments to the internal layout of Bays 1 to 4a, including the relocation of plant (from level 1 to the ground floor) and associated amendments to reconfigure the fire stairs, public access lift and tenancies (Bays 3 and 4a north at level 1 and Bays 1 and 2 mezzanine)
- amendments to the layout of Locomotive Street, as the Applicant proposes to retain the western turntable (outside Bay 12) following heritage investigations, with associated changes to the parking provision as summarised in **Table 11**.

Table 11 | Summary of changes to car parking in SSD 8517

Parking type	EIS	RTS	Amended
On-street loading spaces	8	5	6
Accessible spaces	4	4	4
Taxi spaces	2	2	1
Drop off /pick up spaces	1	2	1
Fire brigade spaces	1	1	1
Total	16	14	13

The Department considers these amendments would not result in additional environmental impacts (beyond that previously exhibited) and would therefore not warrant further exhibition. The Department placed the amendment request on its website and notified Council and the Heritage Council of NSW.

The Heritage Council advised it supports the internal layout changes to Bays 1-4a and retention of the western turntable. However, noted potential heritage impacts to the Locomotive Workshop due to the location of the accessible parking spaces (perpendicular to Bay 14) and potential heritage impacts to the southern turntable due to service vehicles using Locomotive Street.

Council advised it supports the proposed amendments on heritage grounds, and provided comments in relation to the detail provided in the public domain plans, number of service / loading spaces and potential vehicle / pedestrian conflicts.

In response, the Applicant noted the following:

- as the western turntable is being retained, public domain works beyond the curtilage of the Locomotive Workshop are being completed pursuant to SSD 7317
- perpendicular parking will not impact on the heritage value of the Locomotive Workshop, as this form of parking is already provided in this location
- the proposed public domain plans are concept only, with the final public domain plans to be prepared in consultation with Council and the Heritage Council and approved via condition
- the amendments provide one additional service / loading space, to that contemplated in the RtS
- loading dock arrangements, including potential pedestrian / vehicle, will be managed through requirements for a loading dock management plan, prepared in consultation with Council.



6. Assessment

6.1 Key assessment issues

The Department has considered the proposal, the RtS and proposed additional amendments, together with all submissions received, in its assessment. The Department considers the key assessment issues are:

- heritage conservation and management
- transport, parking and access.

Each of these issues is discussed in the following sections of this report. Other issues taken into consideration during the assessment of the applications are discussed at **Section 6.4**.

6.2 Heritage conservation and management

The proposal seeks to adaptively reuse the Locomotive Workshop for a mix of uses, including commercial and retail, as part of the wider redevelopment of the ATP. The Locomotive Workshop is a State heritage item under the NSW State Heritage Register and the ATP S170 Heritage and Conservation Register and is the most significant heritage building in the ATP.

The EIS included a Heritage and Archaeological Impact Statement (HIS), which considered the proposal against the ATP Conservation Management Plan (CMP), the Heritage Asset Management Strategy 2013-2018 (HAMS) as well as the Burra Charter and 'New Uses for Heritage Places: Guidelines for the Adaptation of Historic Buildings and Sites' (NSW Heritage Council and The Royal Institute of Architects). These documents form the key conservation management policies and guidelines for the ATP, including the Locomotive Workshop.

The HIS outlined the key works to the Locomotive Workshop and assessed the heritage impacts of the proposal, such as the removal of unsympathetic interior elements and interpretation of the industrial style and significant heritage fabric, including the moveable heritage collection. The following is proposed:

- adaptive reuse of Bays 1-4a for retail uses and Bays 5-15 for commercial uses
- heritage exhibition and interpretation space in Bays 1 and 2, including:
 - heritage interpretation of displayed moveable heritage items and in situ machinery
 - improvements to the blacksmith workshop in Bays 1 and 2
- improved public and community access to a State significant heritage item.

The HIS confirmed the adaptive reuse of the Locomotive Workshop will occur in accordance with the policies and principles of the CMP, which aims to celebrate the heritage significance of the wider ATP and former Eveleigh Railway Workshops and contribute to and reinforce the historical and cultural identity of the site.

The HIS identified the following elements of the Locomotive Workshop as having exceptional heritage significance: the external walls, including all original openings; blacksmith workshop and intact machinery collection (in Bays 1 and 2); original annexes to Bays 1 – 3; roof lanterns; the original internal layout; rail tracks and services; turntable south of Bay 4a and Bay 12; and overhead travelling cranes. Elements of high heritage significance include: machinery displayed throughout (excluding those with exceptional heritage significance) and views along the north and south elevations of the Locomotive Workshop.

While the Heritage Council of NSW supports the proposal, it requested continued involvement in the preparation and endorsement of the HIP, as well as the future detailed design of various stages of the development (in particular for the loading dock, travelator and heritage interpretation space).

Council does not object to the proposal, subject to the interpretation and conservation strategy including a financial plan, and document and plan requirements consistent with those required by the Heritage Council NSW.

Public submissions raised concerns about the proposal impacting the heritage significance of the Locomotive Workshop, loss of the blacksmith workshop and damage to the machinery collection.

The Department has reviewed the applications, including each HIS, together with the issues raised in submissions, and considers the key heritage considerations to be:

- works to the heritage fabric
- change of use
- heritage interpretation, including the blacksmith operations
- moveable and fixed (or in situ) heritage collection.

6.2.1 Works to the heritage fabric

The proposal includes demolition of the modern internal fit out elements constructed in the mid 1990s (except Bay 14). This will enable the Locomotive Workshop to be returned to the base building and allow an archival record of the original heritage fabric.

The primary new works proposed include:

- loading dock (in Bays 1 and 2 - SSD 8517)
- traveller (in Bay 4 - SSD 8517)
- fit out, including mezzanine level, partition walls, inter-tenancy divisions, amenity and service pods
- installation of a false floor to accommodate the majority of services
- roof upgrade including alterations to the exterior roof sheeting, including insulation to improve thermal conditions and skylight slots to improve amenity through natural daylight.

These are considered below.

Loading dock

The loading dock is proposed in the northern portion of Bays 1 and 2 (**Figures 6 and 13**), with vehicular access from Innovation Plaza through an existing opening in the eastern elevation of the building. A new part glazed/ part solid wall will separate the loading dock from the remainder of Bays 1 and 2 and protect the heritage items within these bays (**Figures 13 and 14**).

Submissions raised concerns about the impact of the loading dock on heritage significance, such as the loading dock separating the Davy Furnace and Press.

In response to submissions, the Applicant amended the loading dock design to reduce the number of vehicle bays, provide detail on the glazed wall and include wall treatments to protect significant heritage fabric.

The Department notes concerns raised by the Heritage Council and Council in relation to the heritage impacts to the Davy Furnace (from enclosure and service vehicles) and the protection of other significant fabric, have been addressed in the Applicant's RtS to the satisfaction of both stakeholders.

The Department is satisfied that the following measures will enable significant fabric and machinery within the loading dock, including the Davy Furnace, to be protected from service vehicles:

- the loading dock uses an existing opening in the eastern elevation for vehicle access and results in no significant changes to the heritage fabric
- works to the loading dock are designed to be completely reversible
- barriers will be placed on the wall to protect the wall and heritage machinery.

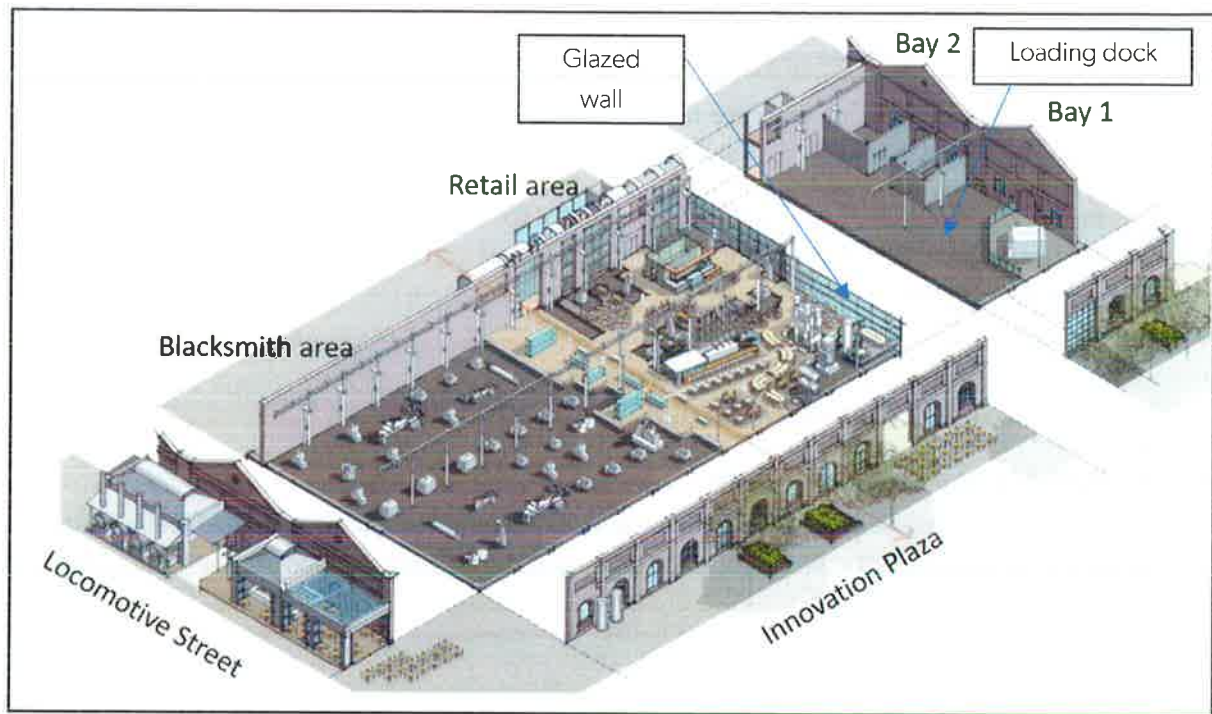


Figure 13 | Indicative fit out of Bays 1 and 2 with blacksmith and retail uses

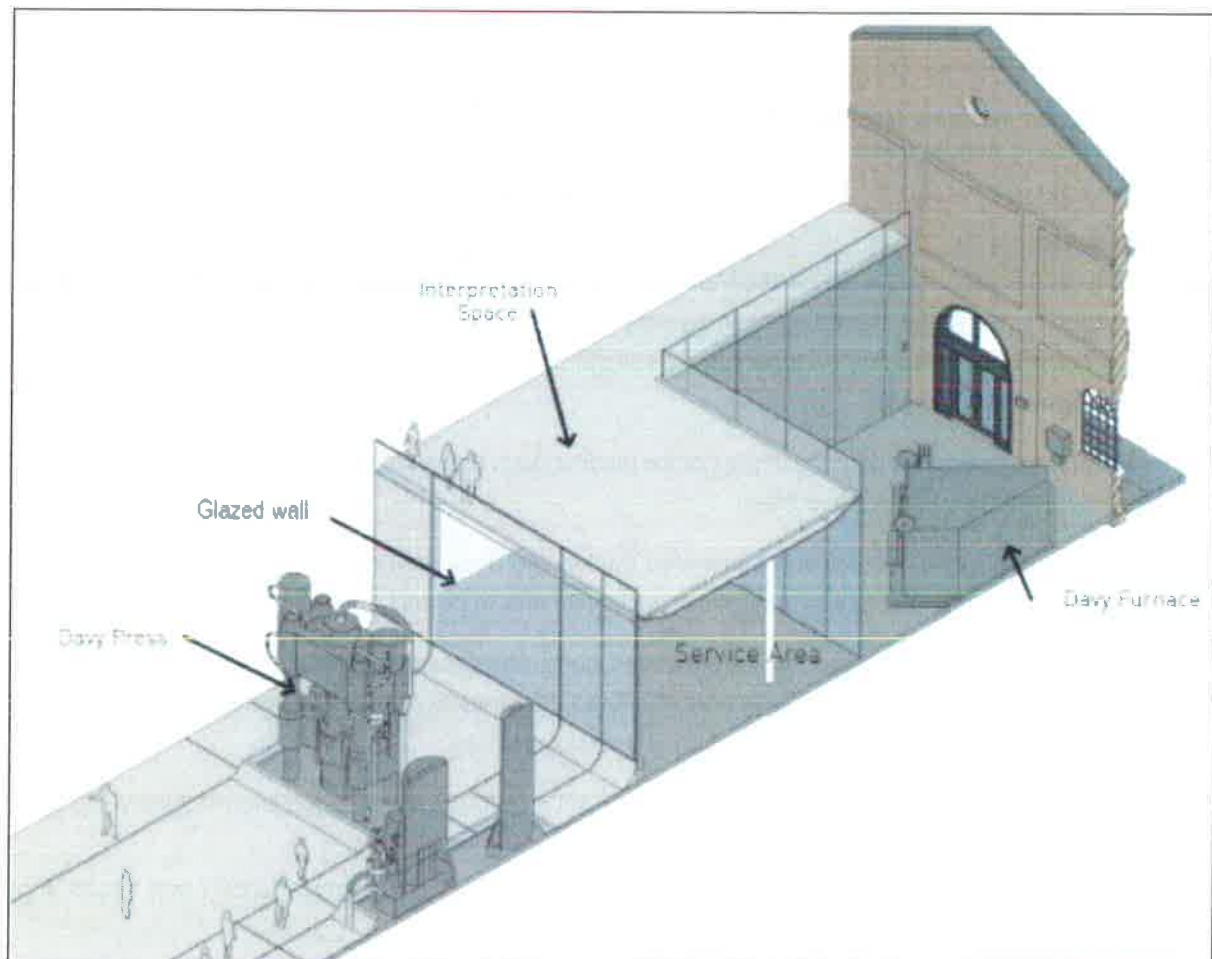


Figure 14 | Photomontage of loading dock, glazed wall, Davy Furnace and Press.

As noted in submissions, the Department acknowledges that the proposed new glazed loading dock wall results in physical separation between the Davy Press and Furnace (**Figure 14**). The Department has considered the heritage impacts of the loading dock to the Davy Press and Furnace, and considers this approach reasonable as:

- the internal loading dock walls (within Bay 1) are proposed to be glazed to provide views from the Davy Press through the loading dock to the Davy Furnace, and vice versa
- vehicle parking zones within the dock are positioned so vehicles will not obstruct views from the public areas to the Davy Furnace
- the loading dock wall within Bay 2 will be solid to conceal back of house facilities and display moveable heritage tools/ heritage interpretation
- the mezzanine level above the dock provides views of the Davy Press and Furnace as well as views of the machinery in the southern parts of Bay 1 and 2.

Notwithstanding the above and as requested by the Heritage Council, the Department recommends a condition requiring detailed drawings of the proposed loading dock, loading dock wall protection, loading dock wall design and barriers to protect the Davy Furnace and significant heritage fabric, to be prepared in consultation with the Heritage Council and Council prior to the issue of the construction certificate.

Travellator

A travelator is proposed under Locomotive Street to connect the Locomotive Workshop (Bay 4) with visitor car parking in Building 2 (**Figure 15**). While SSD 7317 MOD 5 approved the excavation for a concrete shell from Building 2 to the boundary of the Locomotive Workshop, the travelator and the remainder of the excavation, concrete shell and heritage interpretation is proposed in this application (SSD 8517).

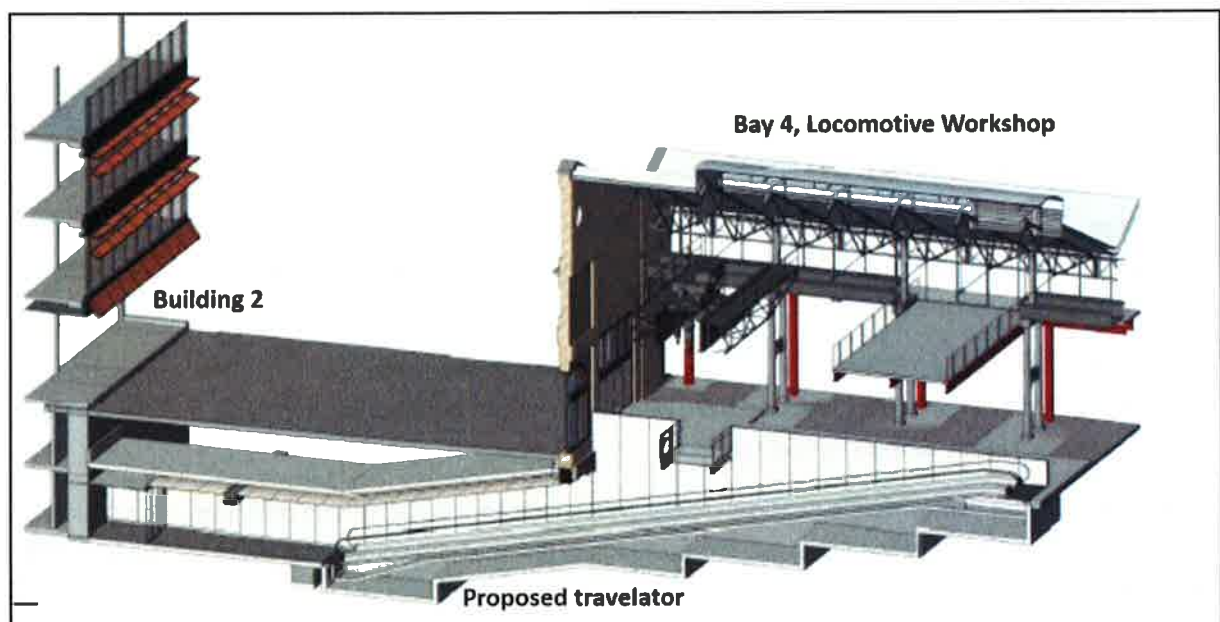


Figure 15 | Proposed travelator connecting Building 2 to Bay 4

Public submissions raised concerns that the excavation for the travelator would impact significant heritage fabric.

The Applicant's RtS provided additional information regarding the structural works to protect the stability of the Locomotive Workshop during excavation. The Applicant's structural statement advised that the foundations on the south elevation, in the area of the tunnel, will be strengthened to protect the building.

The Heritage Council commented that previous concerns regarding the brick arched footings of the building have been addressed in the Applicant's RtS.

The Department is satisfied that the proposed travelator will not adversely impact significant heritage fabric, as the works are located below ground and the structure of the building will be protected during the excavation. However, the Department recommends a condition requiring the detailed plans of the travelator design and balustrade to be prepared, in consultation with the Heritage Council and Council, prior to the issue of the construction certificate.

The Applicant proposes to use the travelator tunnel as a heritage interpretation space, including interpreting the original brick arch in the design, featuring elements from the former Foundry as well as visual and audio-visual displays. This detail will be included as part of the detailed HIP, as discussed below.

The Department notes that the HIS identified the risk of excavation uncovering in-situ Aboriginal archaeological sites to be low to nil and unlikely that any European archaeology will be found. The Heritage Council has provided no further comments regarding the proposed excavation and recommends surveying and archival recording of the footings as an appropriate methodology for recording. The Department agrees with this approach and recommends a condition in accordance with the Heritage Council's recommendation for an unexpected finds protocol.

Fit out, new floor and roof upgrade

The proposal seeks approval for new building works, such as partition walls, mezzanine levels, floor finishes, service pods, as well as roof re-cladding and roof platforms. However, the proposal does not seek approval for the specific fit out and operation of the commercial and retail tenancies.

Public submissions raised concerns about the impact of the proposed works on the original scale and space of the Bays.

The RtS provided additional detail and advised that a key principle is the ability for the proposed works to be reversed and to clearly distinguish between the new works and the original heritage fabric of the building, with no long term physical impact on significant fabric.

The Heritage Council advised that the RtS addressed most of its previous concerns, but requested further detail on the design of the internal lighting, handrails, external substation works, inter-tenancy walls, roof plant and new services. Council advised the RtS also addressed its concerns about the detailed design of the works.

Changes to the internal layout of Bays 1-4a, as requested by the Applicant during the assessment, were supported by Council and the Heritage Council (**Section 5.7**), with the Heritage Council noting that these changes are minor and unlikely to result in any adverse heritage impacts.

The Department notes that, while the Applicant has provided indicative detail, design principles and considered potential heritage impacts, the specific fit out and operation of the retail and commercial tenancies will be subject to future development applications.

The Department is satisfied the proposed new building works respect the significant heritage fabric as:

- Bays 1-4a and 5-13 comprise one mezzanine level, allowing the building to be open to the roof structure, retaining key views and vistas, including the volume of the building and significant elements including cast iron columns, roof trusses, steel girders and overhead cranes (**Figures 10 and 11**)
- the works are fully reversible, comprising a lightweight steel frame that is self-supporting and sits within the building envelope of the Locomotive Workshop, which minimises impact on the significant heritage fabric of the building
- the roof works will improve thermal and daylight performance of the building
- the fit out and operation of the commercial and retail tenancies are subject to future development applications, which will be informed by detailed fit out design guidelines

- the new roof plant platforms are located within the valleys of the roof between Bays 3-4, 4-4a and 14-15, to minimise visibility from Locomotive Street and the railway line
- the existing concrete floor slab is to be retained, and the new floor treatment is consistent through Bays 1-13 to maintain the spatial quality of the Locomotive Workshop and reflect the interpretation of the former railway tracks that run east west through the workshop (**Figure 16**).

Notwithstanding, consistent with the advice of the Heritage Council, the Department recommends a condition that further detailed design of specific works, such as the loading dock and travellator, be prepared in consultation with the Heritage Council and Council prior to the issue of the relevant construction certificate.



Figure 16 | Photomontage of indicative layout of bay 6 looking north, showing interpretation of former railway tracks and view of roof structure

6.2.2 Change of use

The proposed adaptive reuse of the Locomotive Workshop includes the following new uses:

- retail spaces, including a supermarket and artisan food and beverage uses, in Bays 1-4a
- a loading dock in Bays 1 and 2
- commercial tenancies in Bays 5-15, including converting the large exhibition hall in Bays 9-13 to a commercial space.

Concerns have been raised in public submissions that the works required to accommodate the new uses will result in unacceptable impacts to the heritage fabric. Public submissions also raised concerns that the proposal would adversely impact the continuation of the blacksmith operations, reduce the blacksmith area and introduce incompatible retail uses. While Council and the Heritage Council did not raise concerns with the proposed uses, the Heritage Council sought clarification on any physical separation between the blacksmith and other proposed uses.

The Applicant advised the current spaces within the Locomotive Workshop are underutilised and no longer reflect the busy vibrant workshop environment that once existed. The Applicant also advised the long term conservation of the site is linked to the sites economic viability, which will be achieved through ongoing activation, use and visitation, facilitated through retail and commercial space, including a key retail anchor supermarket (approximately 2000 m²).

In the RtS, the Applicant reiterated its commitment to the ongoing operation of the blacksmith and advised the activation of the Locomotive Workshop is underpinned by the blacksmith operating in Bays 1 and 2. The Applicant provided an indicative fit out for Bays 1 and 2 (**Figure 13**), which demonstrates that a future retail tenant (i.e. food and beverage) can utilise the space in Bays 1 and 2 while interacting with the blacksmith.

The Department notes that the Heritage Council guidelines on 'New Uses for Heritage Places: Guidelines for the Adaption of Historic Building and Sites' promotes conservation of heritage buildings through adaptive reuse, offering a new use for an old place. The Department considers the proposal achieves this by providing an opportunity to reuse the Locomotive Workshop and conserve the significant heritage fabric in a sensitive and reasonable manner (**Section 6.2.1**).

The Department supports the adaptive reuse of the Locomotive Workshop for the proposed uses as:

- the retail and commercial tenancy works, including mezzanine levels, the service pods and ancillary services, have been designed to be fully reversible and do not result in adverse impacts to the heritage significance of the building fabric (refer to **Section 6.2.1**)
- the change of use, particularly Bays 1-4a, will increase public access to the Locomotive Workshop and enable the wider appreciation and understanding of the sites history and heritage significance, including the moveable heritage collection
- the existing blacksmith is retained in Bays 1 and 2 south (See **Section 6.2.3**), and the proposal will enhance the role of the blacksmith in the building by returning the floor materials to the original, replacing broken furnaces and heritage interpretation (including a viewing platform on level 1)
- a heritage transition zone will be provided at the entrance to the supermarket tenancy to integrate the supermarket with the rest of the building
- reuse for commercial office space, which will be occupied by hundreds of workers, reflects the original function of the space.

The Department also notes that the Applicant has prepared additional air quality, acoustic and airborne contamination studies to demonstrate that the blacksmith operation will not give rise to adverse impacts to staff or visitors. The Department notes the sound levels for the existing blacksmith operation do not exceed relevant OHS requirements and the fit out and operation of the future retail tenancies will be subject to separate development applications, with detailed acoustic consideration to occur at that stage.

Therefore, the Department supports the proposed land uses, and considers the retail uses can operate in conjunction with the blacksmith without adversely impacting each other.

6.2.3 Heritage interpretation

Given the heritage significance of the ATP, heritage interpretation was an important consideration in the Department's assessment of SSD 7317. The development consent for the ATP (SSD 7317) established a three stage process for heritage interpretation, as follows:

- **stage 1** HIP provides an overarching framework for heritage interpretation at the ATP, including key themes, stories and interpretative elements
- **stage 2** HIP involves specific interpretative content development
- **stage 3** involves the physical implementation of the interpretative elements.

The Applicant has prepared a stage 1 HIP for the entire ATP (including the public domain and Locomotive Workshop) in accordance with NSW Heritage Division guidelines, which has been approved. The Locomotive Workshop was included in the stage 1 HIP to ensure a consistent and inclusive plan for heritage interpretation across the ATP.

Given the size of the ATP and heritage significance of the Locomotive Workshop, the Applicant is preparing a separate stage 2 HIP for Buildings 1,2,3 and the public domain and one for the Locomotive Workshop. The stage 2 HIP for Building 1, 2, 3 and the public domain (SSD 7317) is currently being finalised, in consultation with Council and the Heritage Council, prior to being lodged with the Department for approval.

The Applicant advised the stage 2 HIP for the Locomotive Workshop is currently being drafted and will be further refined and detailed, including consultation with key stakeholders, during the detail design development of the Locomotive Workshop and following determination of the SSD applications.

Timing of heritage interpretation

The Heritage Council advised that the underlying design principles for the HIP are sound and innovative. However, it advised that the stage 2 HIP should be submitted for approval prior to the first construction certificate (rather than prior to the first occupation certificate as proposed), as it is unclear how the stage 2 HIP will inform the detailed design, in particular the loading dock and traveller.

In its RtS, the Applicant clarified that the stage 2 HIP will include detail relating to the interpretation of the Locomotive Workshop, and not detailed design of the loading dock, travelator and elements, such as lighting and signage. The Applicant noted the steps to develop, finalise and implement the stage 2 HIP require significant stakeholder consultation as the different concepts and designs are finalised. The Applicant contends the requirement for the stage 2 HIP to be approved prior to the issue of the first construction certificate is unnecessary, would result in a poorly developed HIP, delay works and is not consistent with what was required for SSD 7317.

The Department notes the process to finalise the HIP, design the content and implement the HIP is comprehensive and interrelated with the whole ATP, and includes significant consultation with key stakeholders, including the Heritage Council and Council. The Department also agrees that the HIP focusses on heritage interpretation, rather than informing the detailed design of works, such as the travelator and loading dock.

The Department supports the proposed timeframe for the stage 2 HIP (being prior to the first occupation certificate for Locomotive Workshop) as this will allow further stakeholder consultation, including with the Heritage Council, final content development and design of physical installations, after the base build but before occupation. This is also largely consistent with the timescales for the stage 2 HIP for Buildings 1, 2, 3 and public domain for the ATP (in SSD 7317). The Department therefore recommends a condition reflecting this.

However, in response to the concerns raised by the Heritage Council, the Department recommends a specific requirement that the stage 1 HIP be reviewed and updated (before the first construction certificate) and the stage 2 HIP for the Locomotive Workshop be consistent with the updated stage 1 HIP (for the whole ATP and already approved). This will ensure that the detailed design of works within the Locomotive Workshop will be informed by, and have regard to, the up to date HIP.

Ongoing curation

In its submission, Council noted that the Applicant's on-going curation, interpretation and conservation strategy should include a financial plan that commits to ongoing funding, to ensure heritage management occurs beyond occupation.

The Department agrees the ongoing curation, interpretation and conservation is important to ensure an on-going and viable heritage interpretation and supports Council's recommendation. As such, the Department recommends a condition reflecting this.

The blacksmith

Public submissions raised concerns that the proposal would adversely impact the operation of blacksmith, by reducing the blacksmith area and introducing potentially incompatible retail uses. The Heritage Council sought clarification on the physical separation between the blacksmith and other uses.

In the RtS, the Applicant reiterated its commitment to the ongoing operation of the blacksmith in Bays 1 and 2, as it is a key element in activating this space. The Applicant has provided an indicative concept for Bays 1 and 2 (**Figure 13**), which demonstrates that a future tenant, including a food and beverage operator, can utilise the space in Bays 1 and 2 while interacting with the blacksmith.

The Department supports the retention of the blacksmith, as this is an important element of the heritage interpretation of the building, and notes proposed works to enhance blacksmith area, to be developed in consultation with the Heritage Council and Council, include:

- upgrade to the fitout of the blacksmith area, including returning the floor to the original industrial finish (hard packed earth)
- replacement of broken furnaces
- integrating the heritage interpretation zones with the blacksmith operation
- provision of a blacksmith viewing platform, accessed from Level 1.

The Applicant has undertaken (in the RtS) additional air quality, acoustic and airborne contamination studies to demonstrate that the blacksmith operation will not adversely impact on staff and visitors. The Department notes the sound levels for the existing blacksmith operation do not exceed relevant OHS requirements.

While the future fitout and operation of the retail tenancies in Bays 1 and 2 is subject to separate development applications, the Department considers that these uses and the blacksmith can operate together without significant adverse impacts on each other.

Signage

The Heritage Council advised that the signage plan should be developed as part of the stage 2 HIP to ensure signage is visually consistent with the industrial character of the place. However, the Applicant did not support this, as it contends the signage zones have no relation to the stage 2 HIP as they are not used for interpretation.

While the acceptability of the proposed signage zones is considered in **Section 6.4**, the Department notes the signage plan is for signage zones only, and the detail and content of the signs will be subject to separate approval. As the future signage will relate to the tenancies within the Locomotive Workshop, the Department does not consider it necessary to require the signage plan to be developed as part of the HIP. However, the Department considers it important that the future signage is sensitive to the heritage character of the building, and recommends a condition accordingly.

6.2.4 Moveable and fixed (or in situ) heritage collection

The Locomotive Workshop contains a significant collection of intact machinery and tools (**Figure 17**), mostly located in Bays 1 to 2 and Bay 9 north, such as the Davy Press, Davy Furnace, forges, overhead crane and the blacksmith machinery.

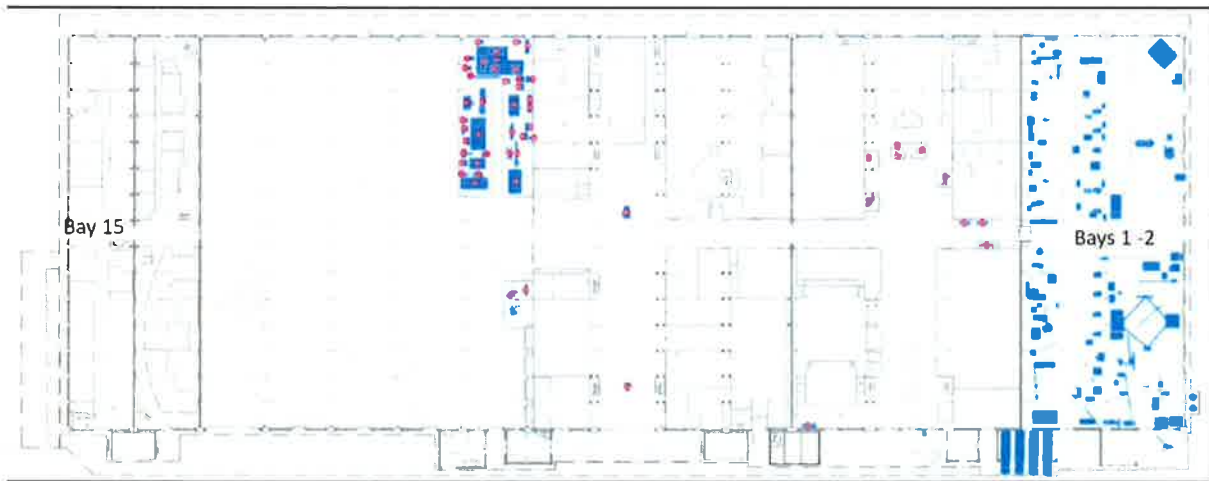


Figure 17 | Location of moveable heritage items in the Locomotive Workshop

Concerns have been raised in public submissions that relocating the moveable heritage items will diminish the collection and the potential for research and interpretation. The Heritage Council considered that the conservation and management of originally located and moveable heritage items should be informed by an experienced moveable heritage consultant with a working knowledge of the site.

The proposal seeks to relocate some heritage items, machinery and the moveable heritage collection across the Locomotive Workshop, as discussed below. While the exact location of items will be developed and implemented through the stage 2 HIP, the Applicant intends to locate these items more closely with their original context or intended use to improve the overall understanding of the original function and heritage significance of the Locomotive Workshop.

Within Bays 1 to 2, the majority of originally located heritage items (machinery) is to be retained. The proposal seeks to relocate three furnaces from the loading dock area to the Blacksmith area, where they will be used to replace existing non-working furnaces. The Davy furnace, located in the loading dock area, is to be retained and protected (**Section 6.2.1**). The existing static heritage exhibition space in Bays 1 to 2 north, will move to a mixed use space (**Section 6.2.2**) integrated around the heritage displays and fixed machinery collection, encouraging interaction and engagement with the heritage of the Locomotive Workshop.

Existing barriers that prevent access to and interaction with the heritage machinery collection across the Locomotive Workshop, will be removed and replaced with alternate, less intrusive protection. To provide safe separation between the operational blacksmith area and public heritage interpretation area, a specially formed concrete floor curves to form a barrier (**Figure 18**). For the heritage machinery collection, the intention is for low level mesh barriers, providing a lightweight barrier to prevent people entering but maintain sightlines (**Figures 19**).

The moveable heritage items currently stored in the northern portion of Bay 9 are intended to be relocated to the publicly accessible central spine in Bays 5-7 and incorporated into the tenant fit out in Bays 8-13. The Department notes the exact location will be determined in accordance with the Stage 2 HIP and future tenant fitout development applications. The Department also notes the Applicant is working with Transport Heritage NSW to reuse the displaced machinery collection from Bay 9 as part of an apprenticeship program for the repair of steam trains.

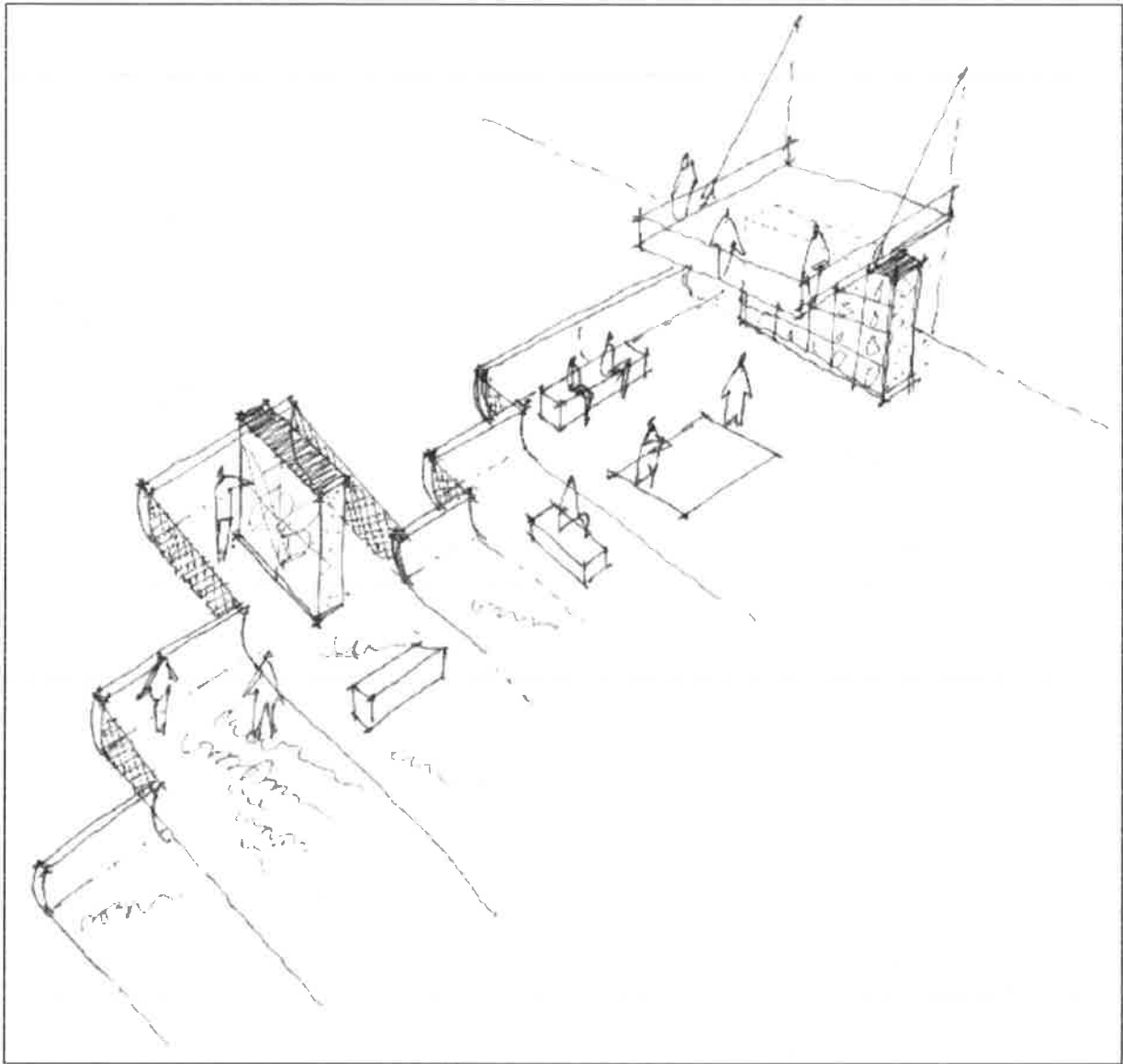


Figure 18 | Indicative sketch of the concrete floor curved to form a barrier

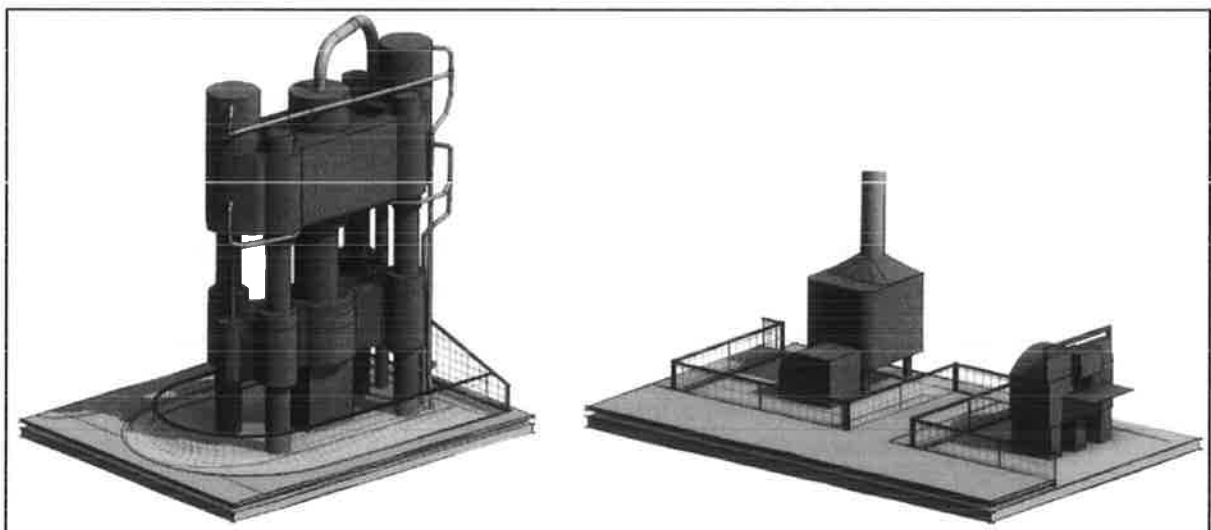


Figure 19 | Example of low level mesh upturns around heritage machinery collection

The Department notes:

- the CMP identifies the opportunity to conserve significant items of the machinery collection (moveable heritage items) by returning them to use (subject to health and safety, operational and amenity considerations)
- the HIS contends the moveable heritage collection has suffered a loss of context as much of the remaining machinery does not have an obvious connection to its location due to the relocation of most of the machinery
- the finalisation of the stage 2 HIP will be managed in accordance with the HIS, CMP, the Heritage Asset Management Strategy and Moveable Collection Management Plan and in consultation with the Heritage Council.

The Department considers the retention and relocation of moveable heritage items will result in improved heritage interpretation opportunities within the Locomotive Workshop. The Department also notes the Heritage Council does not object to the proposed changes to the moveable heritage items, subject to their inclusion in the stage 2 HIP and consultation with an experienced moveable heritage curator. However, a condition is recommended that the exact detail is to be finalised in consultation with the Heritage Council and Council, prior to the issue of the relevant construction certificate.

The Department therefore supports the proposal, subject to the recommended condition.

Conclusion

The Department has carefully considered the potential heritage implications of the proposal and is satisfied that the proposed adaptive reuse and associated works will not result in adverse heritage impacts on the building. The range of conditions recommended by the Department will ensure the proposal responds sensitively to the heritage significance of the building and preserves the understanding and appreciation of its heritage character.

6.3 Transport, parking and access

The Department considers the potential transport and access impacts are important considerations in the proposal.

Concerns raised in public submissions include impacts to pedestrian movements, an increase in traffic within and around the site and a lack of sustainable transport options. Council commented in relation to the service vehicle access and size of service vehicles. TfNSW commented about the design of Locomotive Street, requirement for a loading dock, coach parking and CTMP. RMS raised concerns about pedestrian and cyclist amenity, parking and requirement for a CTMP.

The application included a Transport Impact Assessment (TIA) which identified the likely transport and traffic issues relevant to the proposal. Having considered the applications, the TIA and the issues raised in submissions, the Department considers the key transport assessment issues are:

- loading and servicing
- cycling and pedestrian access
- vehicle parking
- traffic generation.

6.3.1 Loading and servicing

A loading dock is proposed within the northern part of Bays 1 and 2 (**Figure 20**), accessed from Innovation Plaza. The loading dock will be used for major deliveries and waste serving for all bays within the Locomotive Workshop, and contains three vehicle bays, two waste storage rooms and a compactor.

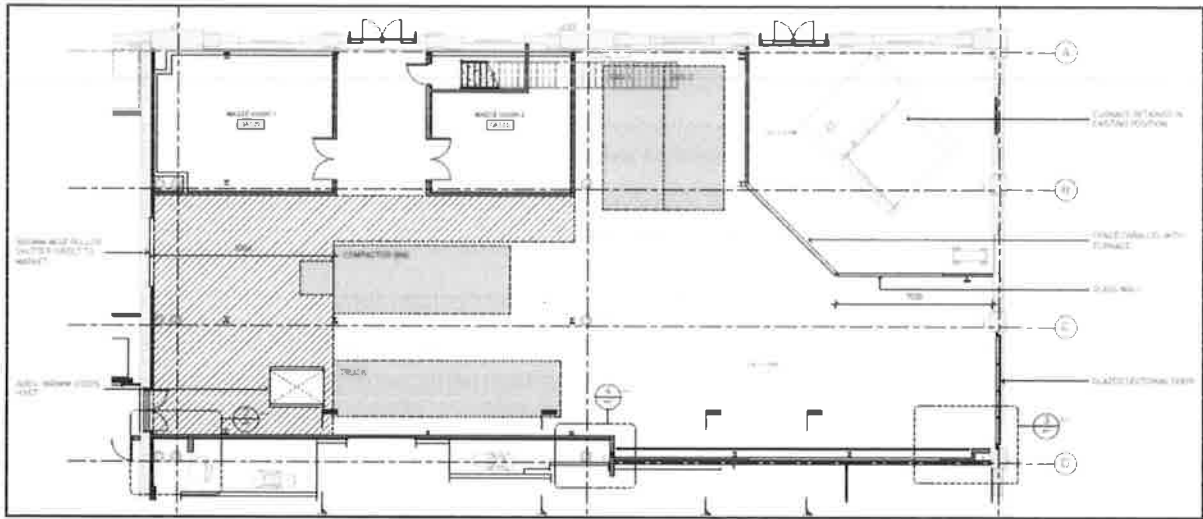


Figure 20 | Loading dock layout (Bay 1 and 2 north)

An access lane to the north of the Locomotive Workshop will be used to transport waste and deliveries between the loading dock and the various tenancies in Bays 5-15.

In addition, the proposal provides six on-street loading spaces, four accessible spaces and a space for taxis, drop off and the fire brigade, on Locomotive Street.

The key issues associated with the loading dock are location, access and tree removal.

Location

A loading dock is proposed to serve over 35,000 sqm of mixed use space in the Locomotive Workshop and the key retail anchor tenant (supermarket approximate size 2000m²). This is proposed in Bays 1 and 2 north, and accessed via Innovation Plaza, which has the potential to adversely impact the heritage significance of the building and the public domain space of Innovation Plaza.

In response to submissions and a request from the Department, the Applicant's RtS provided additional information in support of the location of the loading dock, advising the location is the result of a number of factors, including:

- the need to remove all vehicles from the public domain where possible, especially Locomotive Street
- the creation of one central point for loading and delivery activity
- to be close to existing vehicle entry points
- to link directly to retail space for safety, hygiene and operational efficiency.

The RtS also provided an options analysis of various alternatives for the location of the loading dock, including:

- on street loading on Locomotive Street (current operation)
- shared loading in Building 2 or other buildings within ATP
- other Bays within Locomotive Workshop
- Bays 1 and 2 north (proposed location).

The Department has reviewed the benefits of each option, and considers the proposed location in Bays 1 and 2 (north) provides the most appropriate outcome for the site for the following reasons:

- it uses an existing opening in the eastern façade of the Locomotive Workshop and no additional or expanded openings in the significant heritage fabric is required
- no major long term physical impacts to heritage fabric are required (refer **Section 6.2.1**)

- it requires relocation of only a small number of in situ heritage items in Bays 1 and 2
- the removal of large trucks (associated with the Locomotive Workshop) from Locomotive Street, will improve the amenity of this street, allowing it to function as a pedestrian priority street
- it conceals the main loading and servicing area within the building, out of the public domain, with direct access to the supermarket and other retail uses.

The Department also notes the loading dock location has been reviewed by the Heritage Council, Council, TfNSW and RMS and no objections have been raised subject to further design detail at the construction certificate stage and requirements for a loading dock management plan.

Access

Access to the proposed loading dock is via external roads to an existing vehicle entrance on the eastern side of the ATP, adjoining Cornwallis Street. The Applicant has provided two options for external access route to the loading dock, via Margaret Street (option 1) or Marian Street (option 2) (**Figure 21**). Within the ATP, trucks will travel from the Cornwallis Street entry to loading dock in Bays 1 and 2 via Innovation Plaza.

The Department has considered the external and internal routes proposed for truck movements.

Outside the ATP

For the two external route options, the Applicant has conducted swept path analysis for a refuse compactor vehicle (RCV) (length 10.2 m) and a large rigid vehicle (LRV) (length 10.15 m), to demonstrate that both options are feasible.

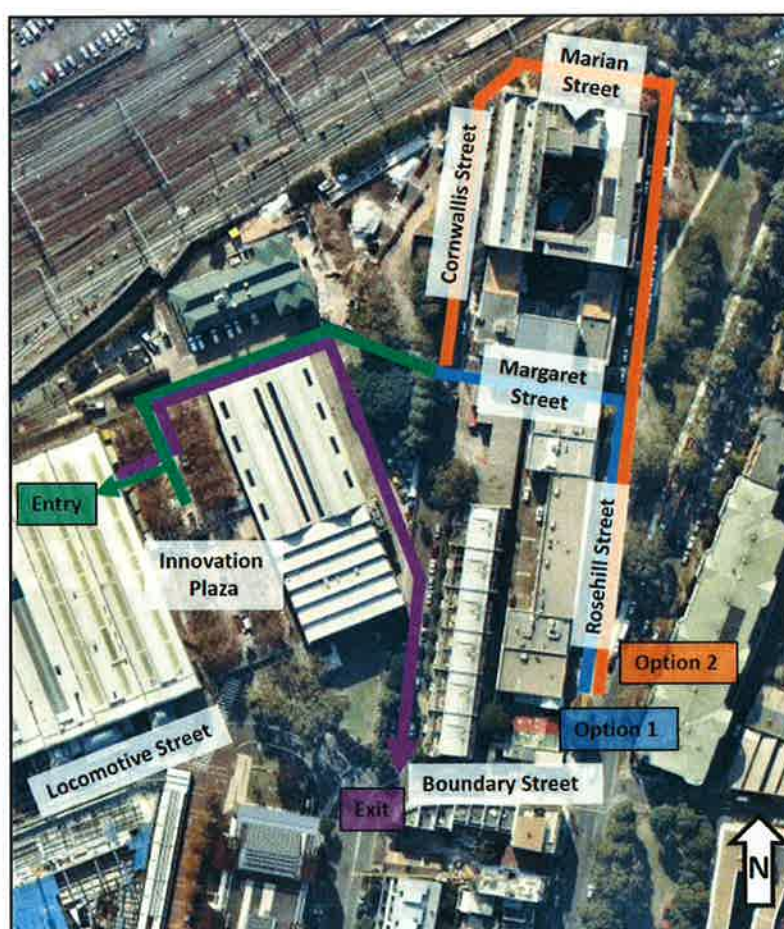


Figure 21 | Loading dock access, option 1 via Margaret Street and option 2 via Marian Street

The Applicant and Council both prefer option 1. Council noted this avoids the shared zone on Marian Street, however also noting that changes to the road network in Rosehill Street will require endorsement from the Local

Pedestrian and Traffic Calming Committee (LPTCC). Council also recommended limiting the size of service vehicles to 10.2 m.

The Department notes the following regarding the two options:

- option 1 – Margaret Street:
 - avoids shared zone on Marian Street
 - is a shorter route
 - an extension of the existing no stopping zone restriction in Rosehill Street is required for LRVs and RCVs to turn left into Margaret Street, requiring the removal of two on street car spaces (subject to approval from Councils LPTCC) (**Figure 22**)
 - additional car parking could be provided by removing landscaping build outs in Rosehill and Cornwallis Street (subject to Council approval).
- option 2 – Marian Street:
 - currently no obstructions for use by LRVs and RCVs
 - requires trucks to travel through a 90 m shared zone (10 km/hour) section
 - this road is not subject to vehicle limits or regulations
 - is a longer route.

Consistent with Council's advice, the Department also supports option 1, as it avoids the shared zone and is a shorter and more direct route. While the loss of the two car parking spaces can be addressed through changes to existing landscaping, the Department notes that this option requires endorsement from Council's LPTCC.



Figure 22 | Option 1 turning circle - Rosehill Street into Margaret Street

As such, the Department recommends a condition requiring the use of option 1, subject to endorsement from Council's LPTCC. If endorsement from Council's LPTCC is not obtained, the Department notes the Applicant has demonstrated that option 2 (via Marian Street) is also a viable option.

Within the ATP

Within the ATP, trucks are proposed to enter Innovation Plaza in a forward direction and reverse into the loading dock. Trucks will then exit the loading dock in a forward direction.

TfNSW and public submissions have raised concerns in relation to the impacts of loading movements on pedestrian movement. TfNSW recommend a loading dock management plan (LDMP) be prepared and include active management measures (such as traffic controllers).

The Applicant contends the impact on pedestrians in Innovation Plaza will be minimised by limiting access to the loading dock to early morning, before peak pedestrian movement and through the preparation of a LDMP.

The Applicant has also advised the maximum vehicle sizes (10.15 m and 10.2 m) will provide operational efficiency to retail tenants (in particular the supermarket tenant) and using smaller trucks, while possible, would increase service and loading movements in the site and the road network.

The Applicant also provided additional analysis that the proposed 10.2 m long truck is not able to enter and exit the loading dock in a forward direction due to constraints in the loading dock, such as the access stairs, glass barrier around the Davy Furnace, size of the loading dock door and the existing heritage columns (**Figure 23**).

The Department considers the conflicts between pedestrians and trucks in Innovation Plaza to include trucks entering the Plaza, reversing into the loading dock and exiting the loading dock.

The Department notes that trucks will always enter and exit Innovation Plaza in a forward direction, providing a high level of visibility. The use of trucks in shared spaces is not uncommon in urban environments and often occurs due to limited access. The Department believes this conflict can be managed by limiting movements to outside peak pedestrian periods and imposing low speed requirements, through the LDMP. The Applicant has advised landscaping in Innovation Plaza has been designed to passively shift pedestrians away from the loading dock entry.

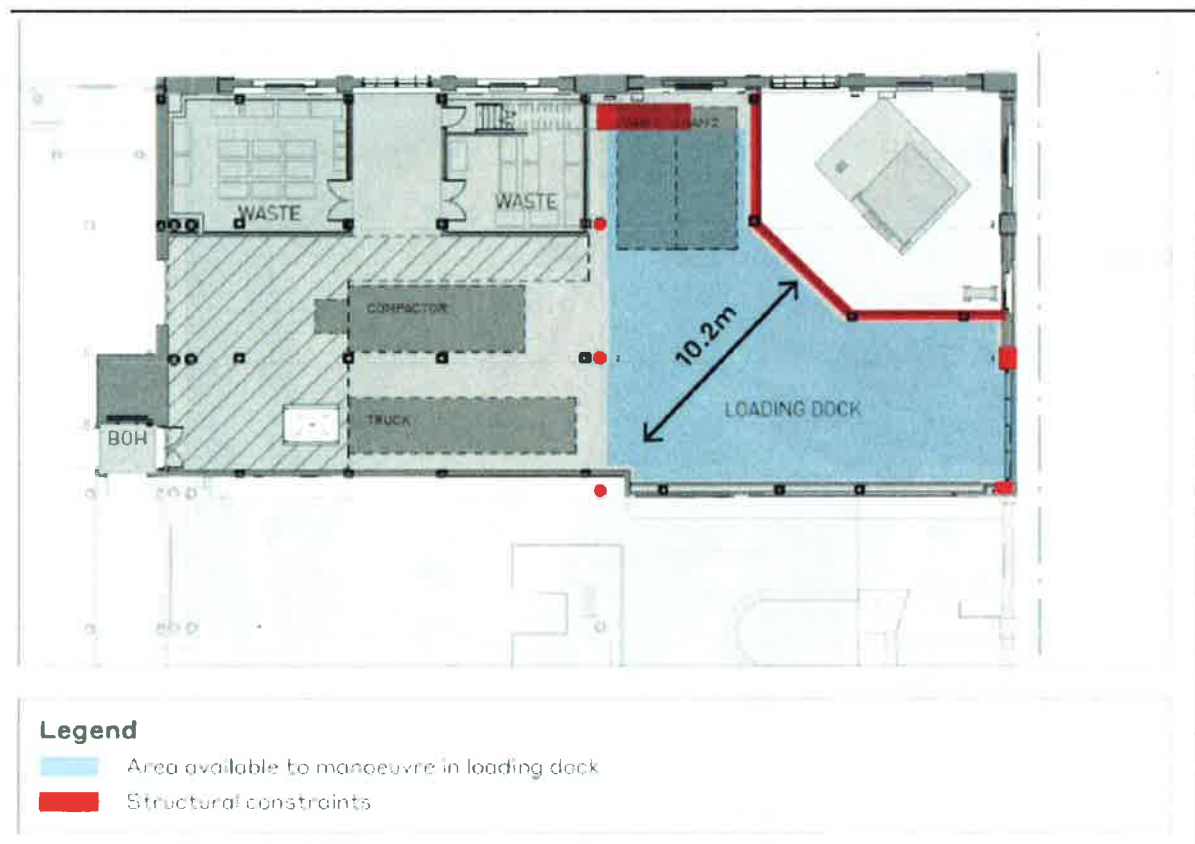


Figure 23 | Loading dock manoeuvring constraints (highlighted in red)

In its submission on the RtS, Council raised concerns about the existing brick paving in Innovation Plaza being affected by the frequency and size of delivery trucks. In response, the Applicant has provided documentation from a structural and civil engineer advising that the existing slab in Innovation Plaza is in good condition and capable of withstanding a vehicle up to 12 tonnes and the brick pavers on top of the slab have sufficient strength to support the frequency and size of the proposed trucks.

While noting Council's concerns, the Department is satisfied that Innovation Plaza can be constructed to withstand the size and frequency of loading and servicing truck movements, and a condition requiring this is recommended.

Subject to the above measures, the Department is satisfied that truck movements within Innovation Plaza can be effectively managed to limit conflicts with pedestrian movements. The Department agrees with Council and Government agency advice and recommends a condition requiring a LDMP.

Tree removal

Council raised concerns about removal, viability and pruning of trees in Innovation Plaza to accommodate the loading dock access. In response, the Applicant's Arborist Report has clarified that the proposed tree removal and pruning works, required to accommodate vehicle movements to the loading dock, are **(Figure 24)**:

- the removal of one existing tree (London Plane Tree – tree 67) in Innovation Plaza (required for vehicle access to the loading dock)
- selective tree pruning in Innovation Plaza (to two London Plane trees – trees 66 and 68) (to provide clearance to service trucks entering the site)
- tree pruning (crown lifting) to a height of 4.5 m (for truck clearance) to one Port Jackson Fig (tree 43) at the intersection of Cornwallis Street and entrance to the ATP.

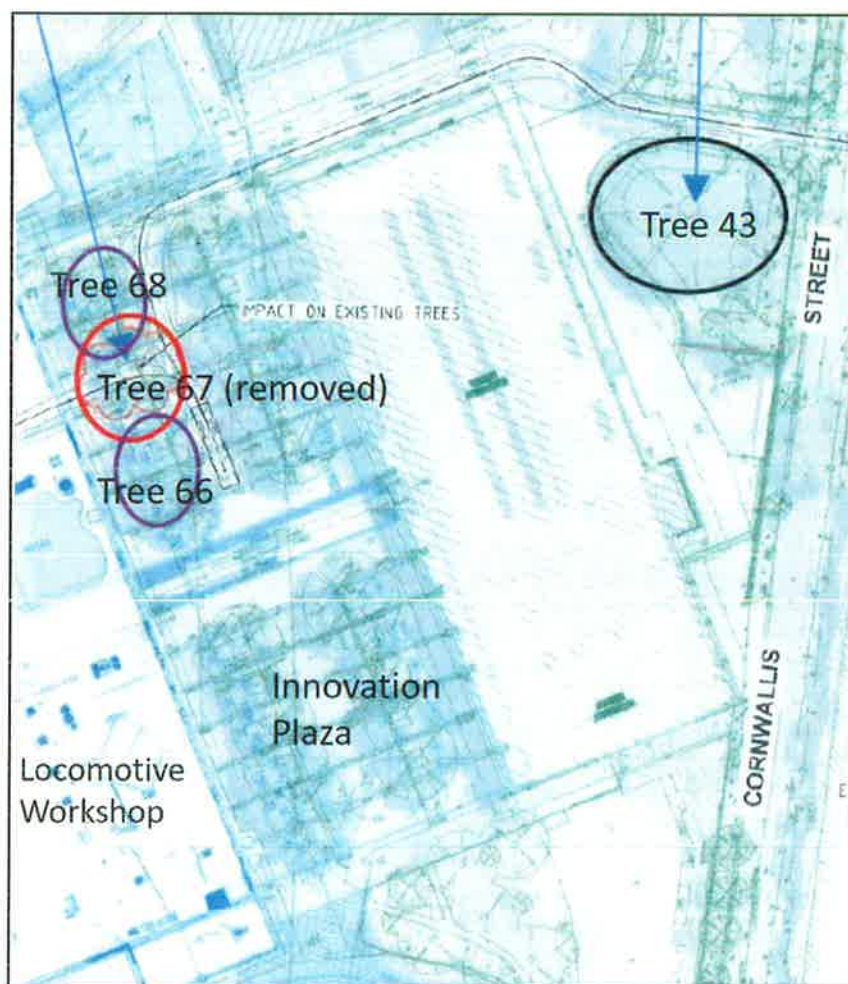


Figure 24 | Location of trees to be removed/ pruned

This notes that tree pruning will be selective, involving removal to a height of 4.5m (compliant with Council's maximum pruning for vehicle clearance), removal of branches no greater 100mm, maximum loss of foliage less than 10% and will not impact the trees' viability or health.

The Department has considered the loading dock location and access (as above) and concludes the location in the north of Bays 1 and 2 is the best outcome for the site, as it minimises impacts to original heritage fabric, decreases trucks in Locomotive Street and provides one central loading area for the Locomotive Workshop.

The Department notes tree 67 (to be removed) has a retention value of moderate, however it is not possible to retain this tree and provide truck access to the loading dock. The Department considers the removal of tree 67 is adequately compensated by the significant new trees and landscaping being delivered across the ATP (under SSD 7317). The Department also notes the pruning to the three trees to accommodate loading and servicing will be selective, and not impact the trees' viability or health.

As such the Department supports the recommended tree removal and tree pruning.

6.3.2 Vehicle parking

SSD 8517 proposes the following vehicle spaces: six on street loading, four accessible, one taxi, one drop off and pick up and one fire brigade stand in Locomotive Street. No further parking is proposed.

Concerns were raised in some public submissions that insufficient onsite parking is provided, and the proposal would put pressure on parking in surrounding streets. Although, other public submissions raised concerns that too much parking is provided given the sites access to public transport.

The SSP SEPP stipulates the total car parking provision within the ATP should not exceed 1,600 spaces. Under SSD 7317 (and subsequent modifications) a total of 1,527 car parking spaces are provided / approved across the ATP. This proposal results in the total car parking provision within the ATP increasing to 1,531 spaces, due to the four new accessible car spaces in Locomotive Street.

In response to a request for further information from the Department, the Applicant contended that no specific car parking is proposed or required for the retail component (SSD 8517), as these uses will largely serve the employees of ATP and surrounding residents (with 85 to 90% of visitors walking to the retail component).

No specific car parking is proposed for the commercial component of the proposal, given the maximum parking limit in the SSP SEPP. However, the Applicant advised employees will have access to lease a car parking space and have also provided a work travel plan to promote sustainable travel options.

The Department notes the lower ground floor of Building 2 was reconfigured (SSD 7317 Mod 6) to provide 201 car parking spaces for visitors to the Locomotive Workshop and ATP. The reduction in employee car parking in Building 2 was compensated by reallocating 230 employee car parking spaces in the Channel 7 building (for use by employees in Buildings 1 and 2).

Noting that TfNSW and RMS have not raised concerns, the Department supports the proposal in relation to car parking as:

- the proposal continues to comply with parking limit in the SSP SEPP, and the reallocation of parking in Building 2 provides parking for visitors to the Locomotive Workshop
- the site is well accessible to public transport, and limited parking will assist in promoting the use of public transport, walking and cycling to the site
- the surrounding streets contain parking restrictions
- the Applicant has provided end-of-trip facilities to further promote sustainable travel choices

- public domain improvements (under SSD 7317) will enhance pedestrian and cycle links through the ATP
- the Applicant has committed to implementing a work travel plan to support workers and visitors to utilise sustainable travel options to access the Locomotive Workshop.

6.3.3 Traffic generation

Concerns were raised in public submissions about the increased traffic on weekdays and weekends. Although, RMS advised that its comments had been addressed in the Applicant's RtS.

The TIA has calculated traffic generation associated with loading, servicing and pick up and drop off movements, based on the provision of three bays in the loading dock and spaces provided within Locomotive Street. The TIA indicates the proposed developments are anticipated to generate a total of 90 vehicle movements (worst case scenario) to the external road network (in peak hour) (**Table 12**).

In response to a request for additional information from the Department, the Applicant contended there will be no adverse traffic impacts generated by the number of cars visiting the Locomotive Workshop. The Applicant also contended that additional traffic generated by servicing movements is not expected to compromise the safety or functioning of the surrounding road network. The Applicant noted that as there is no additional car parking proposed for the commercial or retail uses, there will be no material increase in traffic volumes to/ from the site from workers or visitors.

The Department considers servicing, loading and pick up/drop off peak hour movements associated with the proposals are minor and unlikely to result in an adverse impact to the surrounding road network. The Department notes that loading movements associated with the loading bay will be managed to occur outside of peak pedestrian times to limit impacts to the surrounding road network and within the site.

Table 12 | Traffic generation summary – peak hour

Movement type	Vehicle type	No. of peak hour movements		
		total	in	out
Service/ loading vehicle (loading dock)	Up to 10.2 m	0 (loading dock to be used outside peak hours)	0	0
Service/ loading vehicle (Locomotive Street)	Up to 6.4 m	10	5	5
Pick up/ drop off/ taxi	Passenger vehicles	48	24	24
Accessible car bays	Cars	32	16	16
Total		90	45	45

The Department also notes it is likely that visitors to the retail components of the Locomotive Workshop will be workers within the ATP and surrounding area, who can access the site by walking. Access to the Redfern railway station and the on-street parking restrictions will also encourage visitors to use public transport, walk and cycle. The Applicant's green travel plan estimates the following mode choices for workers: 40-50% by train, 15-25% by bus, 5-10% by bicycle, 5-15% by walking and less than 10% by car.

While the Department acknowledges that transport mode is an individual choice, the targets are in line with mode choice to the Sydney CBD (2011 census) and the sites location has similar access to public transport and the cycling network. The Department also notes that the site is accessible to the future Waterloo Sydney Metro station (after 2023), which may change the predicted mode share more in favour of public transport.

The Department also notes the traffic generation impacts of parking in Building 2 were assessed as part of SSD 7317, which concluded intersections surrounding ATP would continue to operate satisfactorily and it is noted the RMS did not raise any concerns with SSD 7317, SSD 8517 or SSD 8449.

As such the Department is satisfied traffic generation from the proposed commercial and retail uses of the Locomotive Workshop are reasonable and are unlikely to result in adverse traffic impacts to the surrounding road network.

6.3.4 Cycling and pedestrian access

Public submissions raised concerns about the adequacy of the cycling network and cycling facilities. RMS provided comments in relation to adverse impacts to pedestrian and cyclist amenity.

The proposal provides the following bicycle facilities:

- 46 visitor bicycle spaces within Locomotive Street
- 215 bicycle and end-of-trip facilities in Bay 15.

The Applicant also advised there are 14 visitor bicycle spaces within Innovation Plaza approved under SSD 7317, which is a total of 60 visitor bicycle spaces within the vicinity of the Locomotive Workshop. Within the entire ATP there will be a combined total of 116 bicycle spaces in the public domain.

The Department considers the provision of 46 visitor bicycle parking spaces within Locomotive Street to be well accessible to the Locomotive Workshop and appropriate for proposed use of the site. Accordingly, the Department recommends a condition requiring the provision of 46 bicycle parking spaces in the public domain.

In the response to the RtS, the Applicant increased the number of bicycle spaces on the ground floor of Bay 15, from 184 to 215.

The Department considers that the proposed 215 bicycle parking spaces complies with the bicycle parking requirements of Council's DCP (**Table 13**) and will provide sufficient parking storage for employees at the Locomotive Workshop and EOT facilities will encourage sustainable travel modes to the site.

Table 13 | Council DCP bicycle parking requirements

	GFA	DCP rate Employee	DCP requirement Employee
Bays 1-4a	11,676 m ²	1 per 150 m ² / GFA	78
Bays 5-15	27,458 m ²	1 per 200 m ² / GFA	137
Total			215

Accordingly, the Department recommends a condition requiring 215 bicycle spaces to be provided on the ground floor of Bay 15.

6.4 Other Issues

Design excellence

Design excellence provisions are contained within the SSP SEPP. A consent authority is required to consider whether proposed development exhibits design excellence, having regard to architectural design, materials and detailing, whether the form and external appearance of the building improves the public domain and sustainable design principles.

The Department considers the proposed developments exhibit design excellence as:

- a high standard of architectural design and materials are proposed and have been developed in consultation with the Heritage Council to respect the heritage significance of the building
- the proposal seeks to retain and reuse original elements where possible, with the new material palette focusing on steel and glass to be visually distinctive from the heritage industrial character and the heritage elements
- modifications to the building exterior are minor and seek to enhance the appearance of the building and provide greater integration with the public domain
- the proposal incorporates a range of ESD initiatives to meet sustainable design targets (refer **Section 4.3**).

Retail uses

The objectives of the Business Zone – Business Park in the SEPP SPP are to support development for retail uses that primarily serve the needs of the working population in the ATP and the local community.

The Department notes the proposed retail uses are intended to fulfil a convenience shopping function i.e. supermarket and specialty retail, to serve the everyday needs of the working population in the ATP and surrounding local community.

The Department notes from the Applicant's Economic Impact Assessment that demand for retail floorspace from the resident and worker populations is estimated to grow by 79% to 2031 and the retail floorspace proposed at Locomotive Workshop is estimated to represent only 5.4% of retail floorspace demand growth.

The Department supports the proposed retail floor space as this will primarily serve the working population and the local community in accordance with the objectives of the zone.

Hours of operation

The proposal seeks approval for the following hours of operation:

- commercial premises to operate 24 hours a day, 7 days a week
- retail premises to operate:
 - 6 am to midnight - Monday to Saturday
 - 6 am to 10 pm on Sundays and public holidays
- Bays 1-4a to be publicly accessible during opening hours.

The Locomotive Workshop is within a Business Park with the nearest residential properties approximately 85 m to the south east on Cornwallis Street.

The Department supports the commercial premises being accessible 24 hours a day, 7 days a week, as this is consistent with business operations, the site is surrounded by commercial uses and is consistent with the approval for Building 1, 2 and 3 (SSD 7317). The Department recommends a condition to permit the proposed commercial hours of operation.

However, the proposal provides no detail on the exact use and operation of the future retail uses within the Locomotive Workshop, and the Department notes the fit out and operation for each retail tenancy will be subject to separate future development application(s). The Department considers there is insufficient detail to be able to consider the proposed hours of operation or understand any potential adverse impacts to nearby residential properties from the retail use. As such the Department recommends the retail hours of operation be determined as part of the future retail development applications.

Signage

The proposal seeks approval for numerous signage zones, including behind the upper glazed panels of entrance doorways, on the corner retail annex (Bay 1) and on the brick heritage fascia. Under SSD 8517, signage zones are

also sought on the existing service towers on the north elevation at Bays 4 and 4a (**Figure 25**).

The Heritage Council requested signage be incorporated as part of the stage 2 HLP, recommend the removal of signage zones on the service towers above Bays 4-4a and noted a conflict between signage zones on the southern façade and louvres. Council recommend the service tower signage be removed or relate to building identification/ precinct signage only.

The Applicant has advised all signage will be subject to detailed design and separate applications. For the service towers, the Applicant contends the signage will be designed to be an appropriate scale, material and finish. The Applicant contends the service tower signage is needed to enable train users to identify the site and activate the Locomotive Workshop.

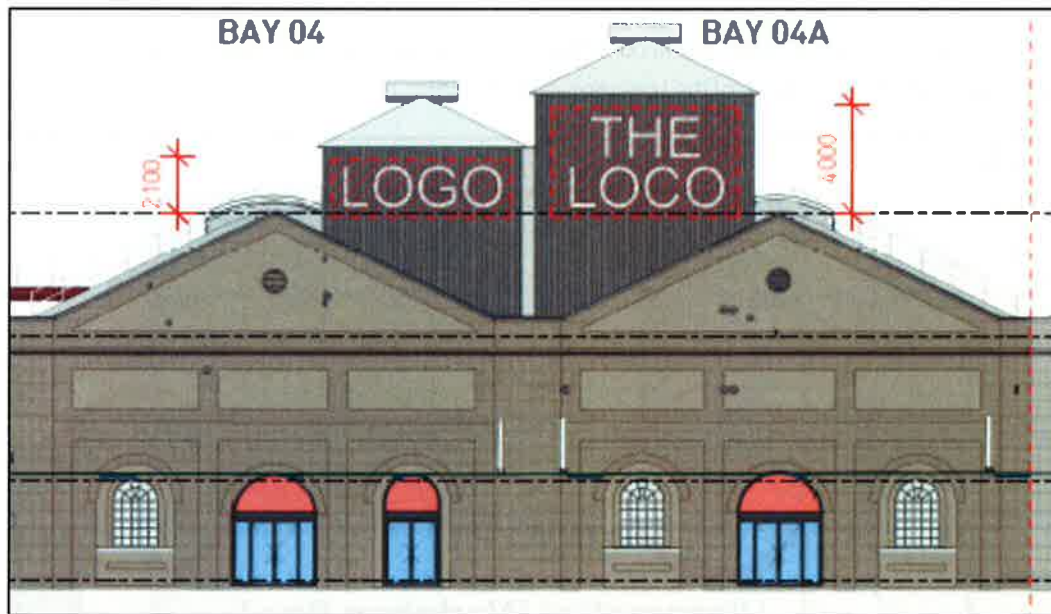


Figure 25 | Proposed signage zones on the northern elevation of service towers

The Department considers that the proposed signage zones on the Locomotive Workshop northern, eastern and southern elevations relate to the tenancy spaces within the building, and therefore have a defined link to the buildings use. The Department has considered these signage zones in accordance with *State Environmental Planning Policy 64 – Advertising and Signage* (**Appendix D**) and is satisfied the location of the signs is compatible with the desired amenity and visual character of the area and are in a suitable location. Further, the Department notes separate applications will be required for the detailed signage design, content any illumination in these zones.

The Heritage Council and Council has raised concerns about the service tower signage zones. The Department notes the service tower signage zones are not linked to tenancies and the Applicant has not provided detail of the content, illumination or design, and this needs very careful consideration and assessment to ensure the signage is sensitive to the heritage character of the building.

The signage zones on the service towers are large and will be visible from a significant distance. As the content and design is unknown, it is not possible for the Department to determine if the service tower signage zones are compatible with the building, surrounding context or the heritage significance of the Locomotive Workshop.

As such, the Department considers that these signage zones have the potential to dominate the service towers, if not carefully designed. The Department recommends that these zones not be approved at this stage, but subject to future approval by Council.

Indicative outdoor seating areas

The proposal includes five indicative outdoor seating areas, two in Innovation Plaza (measuring approximately 300m²) (**Figure 26**) and three in Locomotive Street (measuring approximately 250m²), associated with the retail uses in the Locomotive Workshop.

The Department raises no concerns with outdoor seating in Locomotive Street as the outdoor seating is ancillary to the retail uses (which are permissible in the Business Zone – Business Park zone), will be subject to approval as part of the development applications for the retail tenancy operation and will be considered by the Heritage Council and Council through consultation on the public domain plans for Locomotive Street.

While retail uses are prohibited in Innovation Plaza as it is zoned Recreation Zone – Public Recreation (under the SSP SEPP), the Applicant is seeking approval for an indicative outdoor seating area in Innovation Plaza. The Applicant contended the outdoor seating will contribute to revitalisation of the public domain and enable visitors to enjoy the visual and aesthetic value of the Locomotive Workshop.

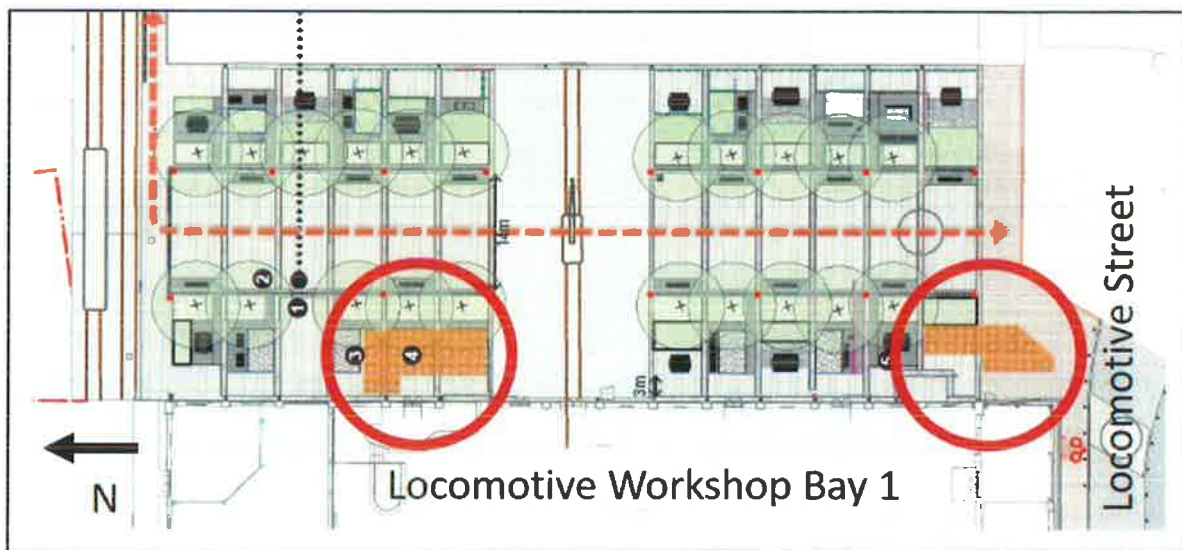


Figure 26 | Indicative location of outdoor seating areas (circled in red) within Innovation Plaza

In accordance with Section 4.38(3) (of the EP&A Act), the Department may consider prohibited uses for SSD despite the development being partly prohibited by an EPI. The objectives of the public recreation zone include: land used for public open space or recreational purposes, community enjoyment, safety, to enhance and protect the natural environment and enhance the amenity of the area.

The Department considers that the indicative outdoor seating area within Innovation Plaza is consistent with the objectives of the zone (despite being a prohibited use) and approvable as:

- Innovation Plaza will continue to be used primarily for public open space
- seating will positively contribute to the amenity of the area through use and activation
- it will enhance safety by providing casual surveillance of the public domain
- the indicative area of seating is minor in the context of the plaza, being approximately 300m² or 8.5% the total area of Innovation Plaza (approximately 3,500m²), as shown in the Locomotive Sheds - Public Domain Response to Submission plans
- while shown indicatively in **Figure 26**, the operation (including the exact location, size, number of seats, hours of operation and management) of seating within the indicative seating areas will be associated with the retail tenancies, subject to relevant approvals and subject to further consultation with the Heritage Council and Council through consultation on the public domain plans.

Temporary events

The Applicant seeks (as part of SSD 8517) approval for use of Bays 1-4a and Innovation Plaza for temporary community events such as cooking classes, soft arts workshops and larger events such as blacksmithing conventions, social meetings or markets.

The Exempt and Complying Codes SEPP (Codes SEPP) specifies temporary uses and structures as exempt subject to various criteria. Temporary uses and structures at Locomotive Workshop and Innovation Plaza are required to meet the requirements and standards specified in the Codes SEPP and have an exemption granted under the Heritage Act.

The Codes SEPP requires an approval for the use of the land related to the purpose of the temporary structure, unless the use of the temporary structure is specified as exempt development or is ancillary to the principal use of the land.

NSW Government Gazette no 22 of 13 March 2015 allows installation of temporary and reversible structures for special event and activities lasting less than one month and removal and replacement of temporary internal signs and decorations, without development consent or notification to the Heritage Council.

The Department considers temporary events ancillary to the retail uses in the Locomotive Workshop will contribute to activating the site and are a positive use of the public space and domain. Any temporary events will be bound by the requirements of the Exempt and Complying Codes SEPP, which includes use for community events, to be open to the public and to have a minimal visual impact. Therefore, the Department supports the use of Bays 1-4a and Innovation Plaza for temporary community events.

Construction management

A Construction Pedestrian and Traffic Management Plan (CPTMP) has been submitted with each proposal and includes an assessment of the likely construction traffic volumes, potential impacts and measures to mitigate any impacts.

The proposal is predicted to require an average of 4 to 8 construction vehicles per day (an average of 8 to 16 truck movements a day). The Department considers the predicted construction traffic generation is minor and the surrounding road network will be able to accommodate the proposed construction traffic.

TfNSW and RMS have recommended the Applicant prepare a CPTMP to manage the potential impacts of the development on the road network and nearby intersections. In addition, they have recommended the CPTMP considers the cumulative impacts of other projects within the immediate vicinity of the site.

The Department considers the potential impacts from traffic generation can be effectively managed through the CPTMP and a condition is recommended.

Flooding

Council provided comments suggesting the Applicant undertake further investigations to address the flood risk associated with the site, in accordance with Council's Interim Floodplain Management Policy.

In the response to request for further information, the Applicant advises the Flooding and Stormwater Statement submitted with SSD 7317 provides onsite detention in the public oval and tennis courts (located north of Henderson Road) and that the top water level for the 1 in 100 year flood event is RL 15.75 m.

The Department notes the site survey plan shows the ground level of Innovation Plaza and Locomotive Workshop at approximately RL 21.4 m, which is 5.65 m higher than the 1 in 100 year flood level. As such the Department considers a flood risk assessment is not necessary.

Remediation/ hazardous materials

Council provided comments requesting conditions relating to contamination and hazardous materials.

The Applicants Remedial Action Plan (RAP) notes elevated sub-slab soil vapour concentrations underlying the Workshop Bays. The proposal involves works penetrating the ground slab and conditions requiring on going air monitoring and measures as outlined in the RAP are recommended (**Appendix B** for discussion of SEPP 55).

The Applicants Hazardous Materials Report (HMR) identified lead based paint, lead dusts, asbestos containing materials and synthetic mineral fibres. The Department recommends conditions requiring all hazardous materials be removed by suitably licenced contractors.

With these conditions in place, the Department is satisfied the site can be safely and successfully remediated and hazardous materials removed in accordance with the relevant legislation.

Accessibility

The Heritage Council requested detail of whether the raised floor will require ramp or handrails to be provided.

The RtS documentation included a ramp and floor transition plan which identifies entrances with level access and entrances where ramps and ramping zones are proposed.

The Department is satisfied with the detail provided in this plan and no additional conditions are recommended.

Coach access to Locomotive Street

In response to the RtS, TfNSW raised concerns about how coaches will access Locomotive Street.

In their response to the request for further information, the Applicant has advised coach parking is provided under SSD 7317 with a one permanent coach space to be provided on Davy Road west and a temporary space on Central Avenue north.

The Department notes the current event/ function space in Bays 5-15 is to be replaced with commercial uses and vehicle movements associated with events/ functions at Locomotive Workshop will be significantly reduced, with coach access to Locomotive Street not required.

6.5 Public Interest

The proposal is considered to be in the public interest as it will:

- adaptively re-use a State heritage building for commercial and retail purposes, providing 3,050 operational jobs in highly skilled and innovative industries
- increase public access to the Locomotive Workshop and the in-situ and moveable heritage collection
- integrate the Locomotive Workshop with the local community, and provide heritage interpretation to celebrate the site's heritage significance
- deliver development and affordable housing contributions, as set out below
- support the strategic objectives for Sydney and result in positive economic impacts for the surrounding locality and the wider region.

Development contributions

The Redfern-Waterloo Authority Sites Contributions Plan 2006 authorises the Minister to impose a condition of consent for development within the Redfern-Waterloo Operational Area requiring the payment of a development levy.

Contributions paid in accordance with the contributions plan are to be used towards meeting the cost of providing works set out in the contribution plan, such as public domain, road, public transport and access infrastructure, community facilities and drainage.

For SSD 8517, the contribution levy is \$922,600 being 2% of the cost of development (\$46,130,000).

For SSD 8449, the contribution levy is \$1,688,000 being 2% of the cost of the development (\$84,400,000).

A condition is accordingly recommended requiring payment of the development contribution in accordance with the Contributions Plan.

Affordable housing contribution

The Redfern-Waterloo Authority Sites Affordable Housing Contributions Plan 2006 authorises the Minister to impose a condition on a development consent granted within the Redfern-Waterloo Operational Area requiring the payment of an affordable housing contribution. This calculates the contribution using a rate (indexed annually) per m² of GFA sought in the development application.

SSD 8517 (Bays 1-4a) proposes less GFA than currently exists within Bays 1-4a (1,069 m² less) and the Applicant considers no payment is necessary. UrbanGrowth, who administer the plan, concurs that as the proposed floor space is less than the existing floor space, no affordable housing contribution is required to be levied for SSD 8517.

For SSD 8449 (Bays 5-15), the proposed GFA is 27,458 m², which is 4,229 m² more than the existing GFA. UrbanGrowth have provided comments that the contribution payable (based on the rate of \$86.88/m²) is \$367,416. This contribution will be used by UrbanGrowth to deliver affordable housing within the Redfern-Waterloo area.

Noting the advice of UrbanGrowth, the Department is satisfied the proposed affordable housing contribution is consistent with the Affordable Housing Contributions Plan, and accordingly recommends a condition of consent.



7. Evaluation

The Department has assessed the merits of the proposal, taking into consideration the issues raised in submissions as well as the Applicant's response to these, and is satisfied the impacts have been satisfactorily addressed in the proposal and through the Department's recommended conditions.

The adaptive reuse of the Locomotive Workshop is consistent with the strategic direction for the area, as outlined in A Metropolis of Three Cities - Greater Sydney Region Plan and the Eastern City District Plan. The proposal will provide commercial floor space for highly skilled innovative industries within the Central to Eveleigh corridor and Innovation Corridor in the Eastern Economic Corridor.

The Department's assessment concludes the adaptive reuse of the Locomotive Workshop will sensitively renew and revitalise the most significant heritage building in the ATP. The Locomotive Workshop has a strong industrial character internally and externally and the building holds great significance for the local community. The proposal will provide for a high quality working, social and heritage experience.

The Department considers the proposal sensitively responds to the heritage significance of the site and the design principles underlying the heritage interpretation plan are sound and innovative. Given the significance of the building, the Department recommends additional design detail be provided, guided by the finalised stage 2 Heritage Interpretation Plan to ensure the interpretative principles are reflected in the design. The Department recommends the detailed heritage conditions suggested by the Heritage Council of NSW and Council, to safeguard the heritage significance of the site.

The Department has carefully considered the proposed commercial and retail uses and supports the activation of the Locomotive Workshop through the adaptive reuse. The fitout and use of the tenancies will be subject to future development applications. The Department also recommends the retail hours of operation also be subject to these future development applications.

The Department is satisfied transport, parking and access to the Locomotive Workshop can be appropriately managed. The Department recommends a loading dock management plan to address traffic and servicing, and minimise any adverse impacts within the site and to surrounding local streets.

The proposal promotes sustainable transport options with end of trip and public domain bicycle parking provided and the public domain works support improved access for walking and cycling through the ATP.

The proposal will result in a wide range of positive public benefits including employment opportunities located near the CBD and public transport, improved public access to a state listed heritage building, heritage interpretation experiences and an improved public domain which will benefit workers, visitors and the local community.

Overall the development is a significant adaptive reuse, which sensitively responds to the heritage significance of the Locomotive Workshop, while providing for new commercial and retail uses. The proposal will provide significant public benefit.

The Department concludes the impacts of the development are satisfactory and can be appropriately mitigated through the implementation of the recommended conditions of consent.

The Department considers the proposal is approvable, subject to the conditions of consent outlined within this report. This assessment report is hereby presented to the Commission for determination.

Endorsed by:


David McNamara 8/11/18

Director

Key Sites Assessments

Recommended by:


Anthea Sargent 8/11/18

Executive Director

Key Sites and Industry Assessments



Appendices

Appendix A – List of Documents

SSD 8517 Environmental Impact Statement, Ethos Urban, November 2017

SSD 8449 Environmental Impact Statement, Ethos Urban, November 2017

SSD 8517 Response to Submissions, Ethos Urban, June 2018

SSD 8449 Response to Submissions, Ethos Urban, June 2018

SSD 8517 and SSD 8449 Response to Request for Additional Information August 2018

Appendix B – Environmental Impact Statement

See the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8517

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8449

Appendix C – Additional Information

See the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8517

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8449

Appendix D – Statutory Considerations

To satisfy the requirements of section 4.15(a)(i) of the EP&A Act, this report includes references to the provisions of the EPIs that govern the carrying out of the project and have been taken into consideration in the Department's environmental assessment.

Controls considered as part of the assessment of the proposal are:

- State Environmental Planning Policy (State & Regional Development) 2011 (SRD SEPP)
- State Environmental Planning Policy (State Significant Precincts) 2005 (SSP SEPP)
- State Environmental Planning Policy (Urban Renewal) 2010
- State Environmental Planning Policy No. 55 – Remediation of Land (SEPP 55)
- State Environmental Planning Policy No. 64 – Advertising Structures and Signage (SEPP 64)
- State Environmental Planning Policy (Infrastructure) 2007

State Environmental Planning Policy (State and Regional Development) 2011 (SRD SEPP)

Relevant Sections	Consideration and Comments	Complies?
3 Aims of Policy The aims of this Policy are as follows: (a) to identify development that is State significant development,	The proposed developments are identified as SSD.	Yes

Relevant Sections	Consideration and Comments	Complies?
<p>8 Declaration of State significant development: section 89C</p> <p>(1) Development is declared to be State significant development for the purposes of the Act if:</p> <p>(a) the development on the land concerned is, by the operation of an environmental planning instrument, not permissible without development consent under Part 4 of the Act, and</p> <p>(b) the development is specified in Schedule 1 or 2.</p>	<p>The proposed developments are permissible with development consent. The site is specified in Schedule 2.</p>	<p>Yes</p>
<p>Schedule 2 State significant development —identified sites</p> <p>2 Development on specified sites</p> <p>Development that has a capital investment value of more than \$10 million on land identified as being within any of the following sites on the State Significant Development Sites Map:</p> <p>(g) Redfern-Waterloo Sites.</p>	<p>The proposed developments are within the identified Redfern-Waterloo site and both proposals have a CIV in excess of \$10 million.</p>	<p>Yes</p>

State Environmental Planning Policy (State Significant Precincts) 2005

The SSP SEPP seeks to facilitate the development, redevelopment or protection of important urban, coastal and regional sites of economic, environmental or social significance to the State (State Significant Precincts) for the benefit of the State. The SSP SEPP is the relevant EPI for the site and contains applicable development standards.

Clause	Consideration	Compliance
Part 5 – The Redfern-Waterloo Authority Sites		
7 Land use zones		
The Locomotive Workshop is zoned Business Zone – Business Park. Innovation Plaza is zoned Recreation Zone – Public Recreation	<p>The adaptive reuse of the Locomotive Workshop proposes:</p> <ul style="list-style-type: none"> under SSD 8517, a range of uses including retail premises, function centre, educational establishment, information and education facility, recreation facility (indoor) and general industrial uses. under SSD 8449, commercial and retail premises. <p>The proposed uses are considered to be permissible with consent within the zone.</p> <p>SSD 8517 includes indicative outdoor seating areas within Innovation Plaza associated with retail uses in the Locomotive Workshop. Retail uses are prohibited in this zone.</p>	Yes
		Refer to Section 4.3 and 6.4 .
8 Business Zone – Business Park		
The objectives of the zone are:	The proposal is consistent with the objectives of the zone as the adaptive reuse will provide up to 11,676 m ² GFA	Yes

Clause	Consideration	Compliance
<p>(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,</p> <p>(b) to support development that is related or ancillary to business, technology or education,</p> <p>(c) to support development for retail uses that primarily serve the needs of the working population in the Zone and the local community,</p> <p>(d) to ensure the vitality and safety of the community and public domain,</p> <p>(e) to ensure buildings achieve design excellence,</p> <p>(f) to promote landscaped areas with strong visual and aesthetic values to enhance the amenity of the area.</p> <p>Unless specified as being prohibited, development is permitted with consent on land within the Business Zone – Business Park</p>	<p>(within SSD 8517) and 27,458 m² GFA (within SSD 8449) of retail, commercial and other associated floor space to support the working population and local community. The two proposals will provide for a combined total of approximately 3050 operational jobs.</p> <p>Design excellence and the design of the public domain is considered in Section 6.4.</p>	
<p>12 Recreation Zone – Public Recreation</p> <p>The objectives of the zone are:</p> <p>(a) to enable land to be used for public open space or recreational purposes,</p> <p>(b) to enable development for the enjoyment of the community,</p> <p>(c) to ensure the vitality and safety of the community and public domain,</p> <p>(d) to enhance and protect the natural environment for recreational purposes,</p> <p>(e) to promote landscaped areas with strong visual and aesthetic values to enhance the amenity of the area.</p>	<p>The proposed public domain works to Innovation Plaza are consistent with the objectives of the zone.</p> <p>SSD 8517 proposes two indicative outdoor seating areas within Innovation Plaza. Innovation Plaza is zoned Recreation Zone – Public Recreation under SSP SEPP and retail uses are prohibited.</p> <p>The Department considers outdoor seating within Innovation Plaza is consistent with the objectives of the zone (despite being a prohibited use) as the seating will positively contribute to the amenity of the area through use and activation, as discussed in Section 4.3 and 6.4.</p>	<p>Yes</p> <p>Refer to Section 4.3 and 6.4.</p>
<p>21 Height, floor space ratio and gross floor area restrictions</p> <p>The following height and GFA restrictions apply to the site:</p> <ul style="list-style-type: none"> Height: existing GFA: 42,055m² 	<p>The maximum permissible height of the Locomotive Workshop is the existing height of the building.</p> <p>The top most part of the roof pitch is RL 35.225. The proposals do not exceed the maximum height of the building.</p> <p>The proposed total GFA within Bays 1-4a is 11,676 m².</p>	<p>Yes</p>

Clause	Consideration	Compliance
	<p>The proposed total GFA within Bays 5-15 is 27,458 m².</p> <p>The development of the entire Locomotive Workshop will have a total GFA of 39,134 m². The proposed development will not exceed the maximum GFA control.</p>	
<p>22 Design Excellence</p> <p>The consent authority must consider whether the proposed development exhibits design excellence, having regard to:</p> <p>(a) whether a high standard of architectural design, materials and detailing appropriate to the building type and location will be achieved,</p> <p>(b) whether the form and external appearance of the building will improve the quality and amenity of the public domain,</p> <p>(c) whether the building meets sustainable design principles in terms of sunlight, natural ventilation, wind, reflectivity, visual and acoustic privacy, safety and security and resource, energy and water efficiency,</p> <p>(d) if a competition is held, the results of the competition.</p>	<p>The Department is satisfied that the proposal exhibits design excellence, as considered in section 6.4.</p> <p>A design competition was not required as the proposal does not exceed 12 storeys.</p>	Yes
<p>23 Car parks</p> <p>Development consent may not be granted for the purpose of car parks on land within the Business Zone—Business Park unless the consent authority is satisfied that the number of car parking spaces in that zone will not, as a result of the granting of consent, exceed 1,600 car spaces.</p>	<p>The proposed development provides 4 accessible car spaces on the site (under SSD 8517).</p> <p>This provides for a total of 1,527 car spaces within the ATP, when combined with the spaces approved under SSD 7317 and subsequent modifications.</p>	Yes
<p>26 Notification of advertised development</p> <p>Subject to the Act and the regulations, notice of a development application for consent to carry out development on land within the Redfern–Waterloo Authority Sites is to be given in accordance with the provisions of any applicable development control plan.</p>	<p>A development control plan does not apply to the site. However, the proposal was publicly exhibited for a minimum of 30 days in accordance with Schedule 1 of the EP&A Act (see Section 5).</p>	Yes
<p>27 Heritage conservation</p> <p>A person must not, in respect of a building, work, relic, tree or place that is a heritage item:</p> <p>(a) demolish, dismantle, move or alter the building, work, relic, tree or place, or</p> <p>(b) damage or remove the relic, or</p>	<p>The impact of the proposal on heritage significance is considered in Section 6.2.</p>	Yes

Clause	Consideration	Compliance
<p>(c) excavate land for the purpose of discovering, exposing or moving the relic, or</p> <p>(d) damage or despoil the tree or place, or</p> <p>(e) erect a building on, or subdivide, land on which the building, work or relic is situated or that comprises the place, or</p> <p>(f) damage any tree or land on which the building, work or relic is situated on or on the land which comprises the place, or</p> <p>(g) make structural changes to the interior of the building or work,</p> <p>except with the consent of the consent authority.</p>		
<p>28 Preservation of trees or vegetation</p> <p>The objective of this clause is to preserve the amenity of the Redfern–Waterloo Authority Sites through the preservation of trees and other vegetation. This clause applies to species or kinds of trees or other vegetation that are identified for the purposes of this clause by a development control plan adopted by the consent authority.</p>	<p>A development control plan does not apply to the site, however the proposal (under SSD 8517) seeks to remove one tree in Innovation Plaza and undertake tree pruning.</p> <p>The removal of the tree is assessed in Section 6.3.1.</p>	<p>Refer to Section 6.3.1.</p>

State Environmental Planning Policy (Urban Renewal) 2010

Clause	Consideration	Compliance
<p>3 Aims of Policy</p> <p>The aims of this Policy are:</p> <p>a) to establish the process for assessing and identifying sites as urban renewal precincts;</p> <p>b) to facilitate the orderly and economic development and redevelopment of sites in and around urban renewal precincts</p> <p>c) to facilitate delivery of the objectives of any applicable government State, regional or metropolitan strategies connected with the renewal of urban areas that are accessible by public transport.</p>	<p>The Locomotive Workshop is located within the Redfern-Waterloo Potential Precinct, as identified in the Urban Renewal SEPP.</p> <p>The site is also identified as a State significant precinct in the SSP SEPP.</p> <p>The Department is satisfied that the two proposals facilitate the orderly and economic development of the site as they are consistent with the strategic direction for the precinct, as set out in <i>A Metropolis of Three Cities - Greater Sydney Region Plan</i>. The proposals provide additional commercial, retail and ancillary uses within the Eastern Economic Corridor and the Redfern to Eveleigh Corridor, and are consistent with the objectives and planning controls for the State significant precinct, as set out in the SSP SEPP.</p>	<p>Yes</p>
<p>10 Development in potential precincts</p> <p>(1) This clause applies to a development application to carry out development on land that comprises all or part of a potential</p>	<p>The proposals each have a CIV of more than \$5m and are both located within the Redfern-Waterloo Potential Precinct</p>	<p>Yes</p>

Clause	Consideration	Compliance
precinct if the proposed development is or involves subdivision, or has a capital investment value of more than \$5 million, and is not exempt or complying development.	in the Urban Renewal SEPP and the State significant precinct in the SSP SEPP.	
(2) The consent authority must not grant development consent unless it is satisfied that the proposed development is consistent with the objective of developing the potential precinct for the purposes of urban renewal.	The Department is satisfied that the Proposals are consistent with the strategic direction for the precinct, as set out in <i>A Metropolis of Three Cities - Greater Sydney Region Plan</i> , and the objectives and planning controls for the State significant precinct, as set out in the SSP SEPP.	
(3) For the purposes of subclause (2), the consent authority is to take into account whether or not the proposed development is likely to restrict or prevent the following:		
(a) development of the potential precinct for higher density housing or commercial or mixed development,	SSD 8517 seeks to provide commercial, retail and ancillary floorspace of 11,676m ² within Bays 1-4a. SSD 8449 seeks to provide commercial and ancillary floorspace of 27,458 m ² within Bays 5-15 of the Locomotive Workshop.	
(b) the future amalgamation of sites for the purpose of any such development within the potential precinct,		
(c) access to, or development of, infrastructure, other facilities and public domain areas associated with existing and future public transport in the potential precinct.	The proposals are for the adaptive reuse of an existing building and will not restrict or prevent the development of the potential precinct. The proposals link with public domain improvements approved under SSD 7317 and will not restrict access to existing and future public transport.	

State Environmental Planning Policy (Infrastructure) 2007

The Infrastructure SEPP (ISEPP) aims to facilitate the effective delivery of infrastructure across the State by improving regulatory certainty and efficiency, identifying matters to be considered in the assessment of development adjacent to particular types of infrastructure development, and providing for consultation with relevant public authorities about certain development during the assessment process.

The application was referred to Sydney Trains, Transport for NSW and RMS in accordance with the ISEPP.

Clause	Consideration	Compliance
85 Development immediately adjacent to rail corridors	The Department consulted TfNSW, Sydney Trains and RMS during the public exhibition of the proposals and on the applicant's RTS.	Yes
(1) This clause applies to development on land that is in or immediately adjacent to a rail corridor, if the development:		
(a) is likely to have an adverse effect on rail safety, or	Comments raised by these agencies are considered as part of the Department's assessment in Section 6 . Although, no comments were provided regarding impacts to the adjacent rail corridor.	
(b) involves the placing of a metal finish on a structure and the rail corridor concerned is used by electric trains, or		
(c) involves the use of a crane in air space above any rail corridor.		

Clause	Consideration	Compliance
86 Excavation in, above or adjacent to rail corridors	The Department consulted TfNSW, Sydney Trains and RMS during the public exhibition of the proposals and the applicant's RTS.	Yes
(1) This clause applies to development (other than development to which clause 88 applies) that involves the penetration of ground to a depth of at least 2m below ground level (existing) on land:	Comments raised by these agencies are considered as part of the Department's assessment in Section 6 . Although, no comments were provided regarding impacts to the adjacent rail corridor.	
(a) within or above a rail corridor, or		
(b) within 25m (measured horizontally) of a rail corridor, or		
(c) within 25m (measured horizontally) of the ground directly above an underground rail corridor.		

The proposal is therefore consistent with the ISEPP

State Environmental Planning Policy No. 55 - Remediation of Land

SEPP 55 aims to ensure that potential contamination issues are considered in the determination of a development application. The EIS for both proposals includes a contamination assessment for the site which concludes the Locomotive Workshop can be made suitable for the intended uses and that the risks can be managed so as to be adequately protective of human health and the environment.

The Department notes a Remediation Action Plan (RAP) was prepared for SSD 7317 which included the Locomotive Workshop. The RAP was provided in the Applicants EIS and the findings from the investigations relevant to the Locomotive Workshop advised the following:

- risk of Acid Sulphate Soils or potential Acid Sulfate Soils is low, however some uncertainty exists of potential within natural soils
- elevated sub-slab soil vapour concentrations were reported underlying the Workshop Bays however ambient air quality results from within the building were below adopted assessment criteria
- lead paint dust was identified.

The recommended remedial approach for the sub slab vapour requires on going ambient air monitoring. If the monitoring identifies any potential human health risk the contingency plan procedures outlined in the RAP are to be applied. The existing concrete slab cap is recommended to be maintained.

The Department notes that the proposals involve the removal of the concrete slab in some areas and excavation for piling/ footing purposes. As such the Applicant has prepared an Air Quality Management Plan detailing practices to be implemented to address the impact of potential airborne contaminants during construction works, including an air monitoring system.

The Department is satisfied that the above measures will enable the Locomotive Workshop to be made suitable for the intended uses. Any works to the concrete slab will be overseen by an occupational hygienist/ environmental consultant and air monitoring undertaken during construction works to confirm workers and nearby persons are not subject to adverse vapour related health risks.

The Department recommends conditions for both SSD 8517 and SSD 8449 relating to the removal and disturbance of hazardous materials and contaminated materials to ensure the works occur in accordance with the RAP.

State Environmental Planning Policy No. 64 – Advertising and Signage

State Environmental Planning Policy No 64- Advertising and Signage (SEPP 64) applies to all signage that under an EPI can be displayed with or without development consent and is visible from any public place or public reserve.

The development includes signage zones on the northern, southern and western facades of the Locomotive Workshop (under both SSD 8517 and SSD 8449) and service towers above Bays 4-4a (SSD 8517 only). Details of the content, material and illumination (if proposed) of any sign within the zones will be subject to separate development applications.

Under clause 8 of SEPP 64, consent must not be granted for any signage application unless the proposal is consistent with the objectives of the SEPP and with the assessment criteria which are contained in Schedule 1. The table below demonstrates the consistency of the proposed signage for the entire Locomotive Workshop with these assessment criteria.

Assessment Criteria	Comments	Compliance
1 Character of the area		
Is the proposal compatible with the existing or desired future character of the area or locality in which it is proposed to be located?	The proposed signage zones are compatible with the current and future character of the ATP, being a business park and therefore requiring building and business identification signage.	Yes
Is the proposal consistent with a particular theme for outdoor advertising in the area or locality?	<p>The proposed signage zones are generally located above doorways or behind exterior glazing of the Locomotive Workshop. This is consistent with the theme for building and business identification signage in the ATP including the under construction Buildings 1, 2 and 3 and on existing buildings, such as at Media City/ Channel 7 and NICA.</p> <p>The signage zones on the service towers at Bays 4 and 4a are not related to tenant identity and the Department has insufficient information to support a signage zone in this area.</p>	Yes, subject to the recommended condition removing signage zones from the service towers above bays 4-4a (see Section 6.4).
2 Special areas		
Does the proposal detract from the amenity or visual quality of any environmentally sensitive areas, heritage areas, natural or other conservation areas, open space areas, waterways, rural landscapes or residential areas?	<p>The proposal is consistent with the theme for signage in the ATP and throughout the Sydney CBD. The proposed signage zones are well integrated with, and subservient to,</p> <p>the design of buildings and the public domain so as not to detract from the heritage significance of the Locomotive Workshop.</p> <p>No detail of the signage zones proposed on the service towers at Bays 4 and 4a is available and the Department cannot be satisfied the proposed signs would be consistent with the heritage building. The Department recommends a condition removing signage zones from the service towers above bays 4-4a.</p>	Yes, subject to recommended conditions (see Section 6.4).
3 Views and vistas		
Does the proposal obscure or compromise important views?	The sign zones are located above doorways of the Locomotive Workshop and are below the ridge line of the building. The signage zones are well integrated and will not obscure or compromise important views.	Yes

Assessment Criteria	Comments	Compliance
Does the proposal dominate the skyline and reduce the quality of vistas?	<p>The proposed signage zones are generally attached above doorways of the Locomotive Workshop and will not be visible on the skyline or reduce the quality of vistas.</p> <p>The signage zones on the service towers at Bays 4 and 4a are located above the building and will be visible in the skyline as viewed from the south. As no detail is available the Department does not support the signage zones in this area.</p>	Yes, subject to conditions (see Section 6.4).
Does the proposal respect the viewing rights of other advertisers?	The proposed signage is attached to the Locomotive Workshop building, is well integrated and will not compromise the viewing rights of other advertisers	Yes

4 Streetscape, setting or landscape

Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?	<p>The proposed signage zones do not dominate each façade of the Locomotive Workshop and are well integrated with and subservient to the heritage qualities of the Locomotive Workshop.</p> <p>The signage zones on the service towers are large (6.8 m x 4m and 6.5 m x 2.1 m). As no detail is available the Department is unable to ascertain if the scale is appropriate for the setting and the Department recommends a condition removing these zones.</p>	Yes, subject to condition (see Section 6.4).
Does the proposal contribute to the visual interest of the streetscape, setting or landscape?	<p>The various sizes and locations of the proposed signage zones on the Locomotive Workshop elevations adds visual interest to the streetscape and will enhance wayfinding through to the Locomotive Workshop and through the ATP.</p> <p>As noted above, the signage zones on the service towers are not supported by the Department.</p>	Yes
Does the proposal reduce clutter by rationalising and simplifying existing advertising?	The proposal will remove existing signage and provide new signage that relates to the uses of the building. This will contribute to the setting and assist with wayfinding.	Yes
Does the proposal screen unsightliness?	There is no unsightliness to be screened.	Yes
Does the proposal protrude above buildings, structures or tree canopies in the area or locality?	The proposed signage does not protrude above the roof line or structures associated with the Locomotive Workshop.	Yes
Does the proposal require ongoing vegetation management?	The signage will not require ongoing vegetation management.	Yes

5 Site and building

Is the proposal compatible with the scale, proportion and other characteristics of the site or building, or both, on which the proposed signage is to be located?	<p>The proposal is consistent with the theme for signage in the ATP and throughout the Sydney CBD. The proposed signage zones are well integrated with and subservient to the Workshop buildings and the public domain so as not to detract from the heritage significance of the Locomotive Workshop.</p>	Yes, subject to conditions (see Section 6.4).
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Assessment Criteria	Comments	Compliance
	However, the signage zones proposed on the service towers are large and as the Department has no detail at this stage, these zones cannot be supported.	
Does the proposal respect important features of the site or building, or both?	The signage has been located so as to reduce any impact upon the heritage significance of the building and are well located to provide business and building identification.	Yes
	The Departments position regarding the signage zones on the service towers is noted above.	
Does the proposal show innovation and imagination in its relationship to the site or building, or both?	The proposal only seeks approval for signage zones. The sign content will be subject to a separate application as recommended in this report.	Yes
6 Associated devices and logos with advertisements and advertising structures		
Have any safety devices, platforms, lighting devices or logos been designed as an integral part of the signage or structure on which it is to be displayed?	The proposal seeks approval for the signage zones only. The design, content and illumination (if proposed) of any sign within the zone will be subject to a condition requiring a separate application to Council.	Yes
7 Illumination		
Would illumination result in unacceptable glare?	The design, content and illumination (if proposed) of any sign within the zone will be subject to a condition requiring a separate application to Council.	Yes
Would illumination affect safety for pedestrians, vehicles or aircraft?		
Would illumination detract from the amenity of any residence or other form of accommodation?		
Can the intensity of the illumination be adjusted, if necessary?		
Is the illumination subject to a curfew?		
8 Safety		
Would the proposal reduce safety for any public road?	The proposed signage is integrated into the building and the signage zones are unlikely to adversely impact on safety for road uses, pedestrians and cyclists.	Yes
Would the proposal reduce the safety for pedestrians or bicyclists?		
Would the proposal reduce safety for pedestrians, particularly children, by obscuring sightlines from public areas?	The proposed signage zones are integrated into the building and will contribute to wayfinding in and around the building.	

Other Policies

In accordance with Clause 11 of the State & Regional Development SEPP, Development Control Plans do not apply to State significant development.

Appendix E – Submissions

See the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8517

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8449

Appendix F – Response to Submissions

See the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8517

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8449

Appendix G – Recommended Instrument of Consent

See the Department's website at:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8517

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=8449