

Sub Base Platypus, North Sydney Torpedo Factory Renewal Project

HERITAGE IMPACT ASSESSMENT



Source: Harbour Trust, 2020

Prepared for:
Sydney Harbour Federation Trust

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Executive Summary

This Heritage Impact Statement analyses the potential heritage impact of a proposal for works to the Torpedo Factory, located at Sub Base Platypus, North Sydney. The proposal involves the demolition of the multi-level, harbour facing portion and part of the High Street portion of the Torpedo Factory building in order to provide additional public space for community use and amenity as part of the greater adaption of the site.

The aims and visions for Sub Base Platypus are outlined in the *Management Plan: Platypus, North Sydney* (2016) and the amended *Draft Management Plan: Platypus, North Sydney* (2020), which incorporates the current proposal.

Sub Base Platypus, North Sydney (Platypus) is a former gas works (1877-1932), torpedo factory (1942-1999) and submarine base (1967-1999), that is now under the care and management of the Sydney Harbour Federation Trust (The Harbour Trust), a Commonwealth government agency. Today, Sub Base Platypus functions in part as a public park with buildings and facilities adapted for a range of cultural, recreational, community and commercial uses, with car parking.

Sub Base Platypus is not included on the Commonwealth Heritage List, however it has been identified as possessing potential Commonwealth Heritage values as per the *(former) HMAS Platypus Conservation Management Plan 2008*, prepared by Clive Lucas, Stapleton & Partners.

Sub Base Platypus is not listed on the State Heritage Register.

Sub Base Platypus is listed as a heritage item in Schedule 5 of the *North Sydney Local Environment Plan (LEP) 2013*, as “Gasworks remains, HMAS Platypus”, 1 Kiara Close, North Sydney & 118-138 High Street, North Sydney, Item no. I0859.

This report has been prepared by Lucas, Stapleton, Johnson & Partners (LSJ) on behalf of the Sydney Harbour Federation Trust (Harbour Trust), as the proponent.

The purpose of this report is to identify the site’s heritage values, assess the potential heritage impacts of the proposal, and provide guidelines and measures for appropriate mitigation of potential impacts in relation to the identified Commonwealth Heritage Values of the place.

The assessment has been informed by the Harbour Trust’s Comprehensive Plan, the Platypus Management Plans (current and draft) and the *(former) HMAS Platypus North Sydney Conservation Management Plan* (CMP) for the site.

The report has been prepared in accordance with the principles of the *Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter)* and the Commonwealth Heritage Principles in accordance with the *Environmental Protection and Biodiversity Conservation Act* (EPBC Act) 1999.

Outcomes

Based on the assessment of potential heritage impacts undertaken for this report, in our opinion, the proposal to substantially demolish the Torpedo Factory at Sub Base Platypus, North Sydney will have negative impacts on the cultural significance of the building and the place as a whole.

Although the *(former) HMAS Platypus North Sydney Conservation Management Plan 2008* allows for the removal of buildings and fabric graded as being of Some significance, such as the Torpedo Factory, this is qualified by the requirement that removal is only considered appropriate if the removal of the building is found to be “necessary for community amenity or commercial necessity” (Policy 8 of the CMP 2008). The Harbour Trust, in taking into account the community’s feedback, considers

that the current proposal is necessary for community amenity through the provision of additional public open space whilst retaining and interpreting heritage fabric. The proposal will substantially increase the amount of open landscaped area provided for at Platypus, complementing the existing parklands at the northern end of the site. The proposal will also increase the green connection between Platypus and Kesterton Park to the south, offering further public benefit.

In our opinion, the proposal will result in the loss of significant fabric, a diminishment of the potential historical and social Commonwealth Heritage Values of the place, a dilution of the robust industrial/maritime/defence character that defines Platypus and will reduce the ability to interpret the significant history of the Torpedo Establishment era of the place.

As such, the proposed action is considered as having a significant impact on the environment (specifically, the heritage values) of the place, within the meaning of the *Environmental Protection and Biodiversity Act 1999*. It is noted that the Harbour Trust will be referring the proposal to the Minister in accordance with the requirements of the EPBC Act.

Opportunities exist to mitigate, in part, the impacts of the proposal within the detailed design documentation via the implementation of interpretation devices and strategies, including (but not limited to):

- Incorporating as many vestiges of the Torpedo Factory building as possible into the design of the proposed open, landscaped terraces.
- Retaining physical evidence of the building's footprint to interpret the full extent of the building.
- Undertaking further research into the working lives of former employees of the Torpedo Factory (including oral histories), to increase knowledge about the use of the building and social aspects of working at the Torpedo Establishment.

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1. Introduction

This Heritage Impact Statement analyses the potential heritage impact of a proposal for works to the Torpedo Factory, located at Sub Base Platypus, North Sydney. The proposal involves the demolition of the multi-level, harbour facing portion and part of the High Street portion of the Torpedo Factory building in order to provide additional public space for community use and amenity as part of the greater adaption of the site.

The aims and visions for Sub Base Platypus are outlined in the *Management Plan: Platypus, North Sydney* (2016) and the amended *Draft Management Plan: Platypus, North Sydney* (2020), which incorporates the current proposal.

Sub Base Platypus, North Sydney (Platypus) is a former gas works (1877-1932), torpedo factory (1942-1999) and submarine base (1967-1999), that is now under the care and management of the Sydney Harbour Federation Trust (The Trust), a Commonwealth government agency. Today, Platypus functions in part as a waterfront public park with some commercial uses and onsite car parking.

Platypus is not included on the Commonwealth Heritage List, however it has been identified as possessing potential Commonwealth Heritage values as per the (*former*) *HMAS Platypus Conservation Management Plan 2008*, prepared by Clive Lucas, Stapleton & Partners. Places that are owned or leased by the Commonwealth, as is the case with Platypus are still protected under the *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC Act).

Sub Base Platypus is not listed on the State Heritage Register.

Sub Base Platypus is listed as a heritage item in Schedule 5 of the *North Sydney Local Environment Plan (LEP) 2013*, as “Gasworks remains, HMAS Platypus”, 1 Kiara Close, North Sydney & 118-138 High Street, North Sydney, Item no. I0859.

In December 2016 the Harbour Trust adopted a statutory *Management Plan* for the Platypus site, North Sydney and in 2020 the Harbour Trust prepared a draft amendment to the *Management Plan 2016* (the *Draft Management Plan 2020*) to provide for the current proposal for the renewal of the Torpedo Factory.

The overall aims of the Plan are to:

- Create a waterfront urban park;
- Protect, manage and interpret the site’s heritage values;
- Maximise public access to the site;
- Revive the site with a mix of new uses that are compatible with the site’s character and constraints; and
- Protect local environment and amenity.

Some of the key aims within the Plan have already been implemented and the Commonwealth Government is providing a further \$11.4 million in funding for the Harbour Trust towards the Sub Base Platypus Renewal Project.

The purpose of this Heritage Impact Assessment is to identify the site’s heritage values, examine the relevant potential impacts of the proposed works in the context of the relevant planning framework, and identify appropriate measures to mitigate potential impacts.

The proposed works will be assessed by the Harbour Trust under the Trust's planning framework. This Heritage Impact Assessment will inform the Harbour Trust's assessment of the proposal. It is noted that the Harbour Trust will refer the proposed action to the Minister of the Environment, in accordance with the requirements of the EPBC Act.

1.1. Report Authors

This report was prepared by Kate Denny and Jessica Kroese of this office with review by Sean Johnson (see attached CVs). The place and surrounding areas were inspected by Sean Johnson, Kate Denny and Jessica Kroese on the 14th August, 2020.

Lucas Stapleton Johnson & Partners (formerly Clive Lucas Stapleton & Partners) prepared the (former) *HMAS Platypus North Sydney Conservation Management Plan* (CMP) dated March 2008 for the property.

1.2. Methodology

This report follows generally the methodology recommended by the NSW Heritage Office in *Statement of Heritage Impact* (Revised 2002) and is in accordance with the *Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter)*, the *NSW Heritage Office Heritage Manual* and the Commonwealth Heritage Provisions as per the provisions of the *Environmental Protection & Biodiversity Conservation Act 1999*.

1.3. Terminology & Abbreviations

This report adheres to the use of terms as defined in the Australia ICOMOS *Burra Charter*.

Abbreviations

The following abbreviations have been adopted for this report:

Torpedo Factory	Torpedo Factory (Building 1)/RANTME Factory
The Harbour Trust	Sydney Harbour Federation Trust
Platypus CMP 2008	(former) <i>HMAS Platypus North Sydney, Conservation Management Plan, 2008</i>
Platypus <i>Management Plan 2016</i>	Sub Base Platypus, North Sydney (formerly HMAS Platypus) <i>Management Plan: Platypus, North Sydney (2016)</i>
<i>Draft Management Plan 2020</i>	<i>Draft Management Plan: Platypus, North Sydney (2020)</i>

1.4. Limitations

This report does not address the ecological values of the place or movable heritage.

1.5. The Site

Platypus is located within the suburb of North Sydney, within the Local Government Area of North Sydney Council on the southwest foreshore of Neutral Bay and is accessed via High Street and Kiara Close (refer to Figure 1).

The real property address is Lot A DP 109583 and Lot 1 DP 945479 (refer to Figure 2).

The property consists of a reversed L-shaped area of 1.8 hectares running in a north-south direction adjacent to Neutral Bay. A concrete wharf extends along the length of the waterfront, while the narrow foot of the 'L' faces High Street, North Sydney.

The site is bounded to the east by the waters of Neutral Bay, to the south by Kesterton Park and private residential flat buildings, to the west by High Street and the residential complex Iora Apartments, 1 Kiara Close and to the north by private residences.

The natural form of the site has been altered by the creation of a 15 metre high sandstone cliff dividing it into two main levels (upper and lower aprons). A cutting was also made to form a roadway to High Street. The cliff is a prominent feature of the site and can be seen from the water and from the opposite foreshores of Neutral Bay.

The property contains eight buildings (refer to Figure 3), most of which are located on the lower apron area fronting the waterfront. The buildings include several early gas works facilities, large factory workshops dating from the Second World War, post war additions and offices. The largest building by far is the Torpedo Factory, whose bulk dominates the southern end of the site.

Wide views across Neutral Bay are available from much of the site. Looking in the opposite direction the site is prominently visible from the western shore of Neutral Bay, from the public ferry wharves, roads and other public open spaces, including the adjacent waterway.

1.5.1. Torpedo Factory

The Torpedo Factory, constructed in 1942, is the largest building on the site, elevated on top of a steep embankment that overlooks Neutral Bay and much of the Platypus site. It is a prominent building that is visible from around much of the foreshore area of Neutral Bay.

The Torpedo Factory occupies the southern portion of the site and defines its southern boundary. To the east, the building rests on fill and bedrock, while its north end has been cut into the cliff. This area was also the location of former gas purifiers.

The building spans across a sandstone shelf, with the depth of the cutting in the natural rock, the walls of the cliff and the Torpedo Factory rising sharply either side of the road creating a dramatic enclosed entrance to the site from High Street.

The Torpedo Factory is accessible by pedestrians and vehicles at street level via High Street to the west and via a pedestrian bridging linked to the former coal stores on the upper apron.

The Torpedo Factory is comprised of three levels. The upper level, the main factory floor, is a large volume formed by steel columns supporting the steel roof trusses of the sawtooth roof allowing natural light into the factory. The south facing vertical elements of the roof are glazed to allow light to enter the space. Safety blast walls divide the volume of the shed lengthwise into three. High level louvres are also located along the northern elevation.

The ground and basement levels have face brick walls on all elevations of the building at the lower apron. Internally the lower levels have load-bearing walls and concrete columns supporting a concrete floor slab with suspended ceilings. The spaces have a simple, utilitarian but aesthetically consistent character that reflect the building's former use as a factory. The lower levels contain former locker / change rooms, a mess hall and kitchen, storage, offices, amenities and a ballroom space that had been converted to a bar that enjoys dramatic views eastward over Neutral Bay. They are connected internally by a staircase on the southern side of the building.

The lower levels of the Torpedo Factory are currently vacant and unused, while a portion of the upper level is currently used for public car parking to Platypus.



Figure 1: Street map showing location of subject property (indicated in red). (Source: Google Maps)



Figure 2: Aerial view of the locality showing the cadastral boundaries for the site and identifying the boundaries of the Harbour Trust land (in red). The Torpedo Factory is outlined in blue and is located in Lot A DP 109583. Source: NSW LPI, SixMaps

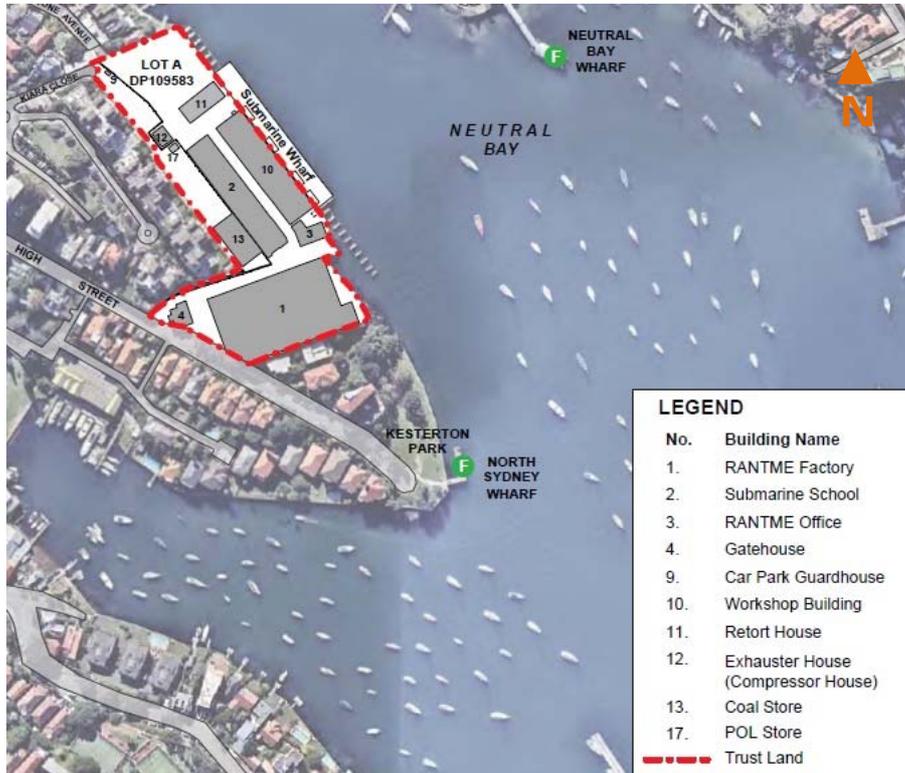


Figure 3: Extract from HMAS Platypus Management Plan identifying the boundaries of the site and the various buildings. The Torpedo Factory is identified as Building 1. Note buildings 3 and 9 have since been demolished. Source: Figure 1, *Management Plan 2016*

Recent Images of the Place

Unless otherwise noted, the following photographs of the site were taken Sean Johnson, Kate Denny, and Jessica Kroese on the 14th August, 2020.

Exterior



Figure 4: Entry approach from High Street. The Torpedo Factory building is on the right.



Figure 5: View south towards eastern end of Torpedo Factory.



Figure 6: Looking back towards entry driveway, showing factory building to the left with linking walkway from recently constructed lift shaft.



Figure 7: South-eastern corner of factory building, viewed from boardwalk linking the Sub Base Platypus Site to Kesterton Park.



Figure 8: Linking bridge to ground level of Factory Building



Figure 9: View from High Street east along southern elevation



Figure 10: Eastern elevation of factory building, viewed from boardwalk linking the Sub Base Platypus Site to Kesterton Park.



Figure 11: View of line of cut in sandstone base the factory building sits on.



Figure 12: Western entry from High Street



Figure 13: View looking south to the Torpedo Factory between the former sub marine school and former workshop building.



Figure 14: Public plaza (Wirra Birra Place), at the former location of former RANTME office.

Interiors



Figure 15: Northern bay of factory floor, looking west



Figure 16: Central bay of factory floor, looking west.



Figure 17: Southern bay, internal stairs to lower levels of factory building



Figure 18: Former mess room at eastern end of ground floor.



Figure 19: Supervisor's office within the factory floor.



Figure 20: The factory floor in use as a car park with blast walls.



Figure 21: Driveway entry to factory floor off High Street



Figure 22: Former ballroom and bar/function area, basement level.



Figure 23: Internal stairwell to lower ground and basement levels.



Figure 24: Space between basement level wall and sandstone cut. The proposal would reveal this stone wall face.



Figure 25: Former kitchen, basement level



Figure 26: Male lockers and WC, lower ground.

Views



Figure 27: View west across Neutral Bay to Platypus. The Torpedo Factory is identified with an arrow. Source: Google Streetview



Figure 28: View south-west from Ben Boyd Road, the Torpedo Factory is identified with an arrow. Source: Google Streetview

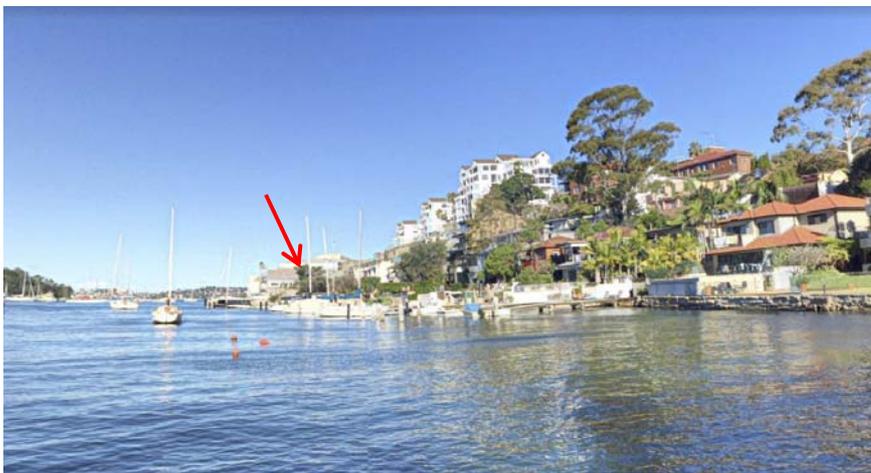


Figure 29: View south from Anderson Park looking down Neutral Bay to Sydney Harbour. The Torpedo Factory is indicated with an arrow and is seen behind the workshop building. Source: Google Streetview



Figure 30: View west from Kurraba Reserve. Source: Google Streetview

2. Historical Development

The following is a brief chronology of the history of the place extracted from the (*former*) *HMAS Platypus Conservation Management Plan* (2008) and the *Management Plan: Platypus, North Sydney* (2016). For more detail, particularly of other elements located at the site, refer to the CMP.

2.1. Historical Context

Since 1876, the HMAS *Platypus* site has accommodated three major enterprises, each with its own impact on the built environment of the site. The object of the following history is to summarise the functioning of the site during each of these pursuits, with a focus on the RANTME building, which is representative of the Torpedo Establishment phase of the site's history alongside, the Submarine School, the RANTME Office, and the FIMA Building.

For information on the pre-European context of the site, refer to Rosemary Kerr's *HMAS Platypus Aboriginal Site History*, prepared in December 2006 for the Harbour Trust.

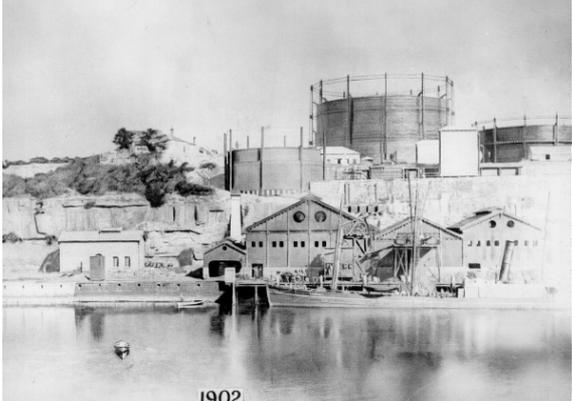
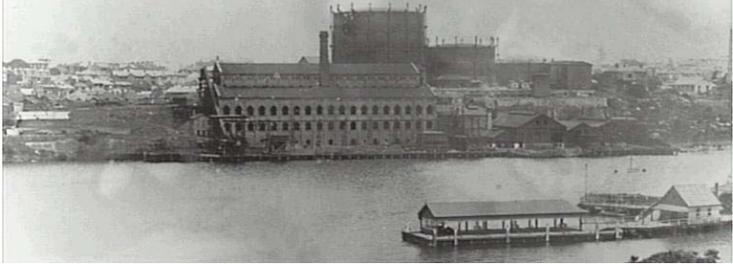
2.2. Outline Chronology

The following is an outline chronology of the historical development of Platypus with an emphasis on the development of the Torpedo Factory.

Date	Event
Early Settlement	
1789	In 1789, Governor Phillip established Neutral Bay as a 'neutral' anchorage for foreign ships visiting Sydney Harbour. Careening Cove, to the south of Neutral Bay, was a shallow cove used for careening, a method of landing a ship far up a bay so that its hull could be cleaned when the tide ran out. The peninsula between these two bodies of water was allocated from 1830 for the use of persons involved in the whaling industry.
1840s	The whaling industry took a downturn. Stone quarrying for ballast and building materials took place in the latter half of the 19 th century in the area. ¹
1841	High Street was the primary thoroughfare for the peninsula, although it was originally a private lane servicing the houses on the southern side of the peninsula, first appearing on plans. Subdivision of the land began. Forty-two lots were auctioned in July 1841, and advertised as 'Building Allotments and Harbour Shipping Frontages.' ²
1850s	Shipbuilding and repair took place in Careening Cove.
North Shore Gas Works	
1877	1877 the North Shore Gas Company was established by JW Fell and Charles Watt. The North Shore Gas Act was passed in February 1876, giving Watt & Fell the authority to construct the works.
1 January 1883	The company was known as the North Shore Gas Company, and immediate steps were taken to improve and extend the works.

¹ Jervis, James, 1935, 'Notes on the North Shore and the Whaling Establishments,' *Journal of the Royal Australian Historical Society*, vol. 21, pt 5.

² 'Auction of lots at Careening Cove,' *Sydney Morning Herald*, 14 July 1841, p. 3.

Date	Event
1884	Additional land reclamation proceeded to allow the Company to expand further to meet demand spurred on by rapid population growth in the area. A new retort house, manufactured by John Abbot & Co Ltd, Gateshead-on-Tyne, was assembled to the maker's specifications in 1886-7 [Retort House No. 1]. Retort House No. 2 was constructed in 1894 and No. 3 in 1906.
	<p>Figure 31: North Shore gasworks, 1884. The first retort house is seen close to the water's edge to the right. The first gas holder is situated mid-way up the cliff, left.</p> <p>Source: North Sydney Stanton Library, PF1233/3</p>
 <p>1902</p>	<p>Figure 32: By 1902, the company's expansion had resulted in a suite of buildings facing Neutral Bay: Retort House No. 1 (centre) and Retort House No. 2 (right) flanked a coal store. A dynamo house, to the left of Retort House No. 1 provided power for conveyors to move coal and coke through the retorts.</p> <p>Source: North Sydney Stanton Library, PF1233 1</p>
	<p>Figure 33: During World War I, the North Shore Gas Company commenced construction of a large new inclined retort house and associated coal store. The imposing mass of the buildings dominated Neutral Bay, shown here in 1917.</p> <p>Source: North Sydney Stanton Library, PF2274</p>
1902	<p>A new access road was built through the cutting to the waterfront, along what was then the southern boundary of the site. Further excavation of the cliffs made room for a new Coal Store, 260 feet in length.</p> <p>Additional land was acquired in a piecemeal fashion and an Office and Stores building was erected on the south corner of High Street. A new Exhauster House was built into the cliff excavation and new Condensers, Purifiers and a new Governor House were also constructed.</p>
1932	Increased consumer demand for gas led to the North Shore Gas Company establishing a larger more modern and economical gas works at Oyster Cove, Waverton in 1917. With the onset of the Great Depression, production of gas at Neutral Bay ceased in 1932.
RAN Torpedo Establishment	
1941	Japan bombed Pearl Harbour on 7 th December 1941. The Australian War Cabinet determined on 22 nd December 1941 that torpedoes should be manufactured in Australia.

Date	Event
	The former North Shore Gas Works site was chosen as the location for a torpedo factory and the Commonwealth government took possession of the site under Regulation 54 of the National Security (General) Regulations by the end of the year.
1942-1943	<p>The development of the torpedo factory fell under the responsibility of Director of Ordnance, Torpedoes and Mines, Capt Spooner, while Messrs Hartnett and Daley of the Directorate of Ordnance Production ensured the work was carried out to navy requirements.³</p> <p>The Neutral Bay site had in its favour a complement of factory buildings which were considered to be suitable for torpedo manufacture, and, more importantly, ready access to the harbour for movement of parts and torpedo assemblies. The waterside location was in easy reach of the existing Navy Torpedo Depot at Garden Island, where staff were already involved in torpedo maintenance. The original scheme involved the reuse of the gas works buildings as a measure of economy; however, in order to meet the production program, it was eventually decided to demolish most of the buildings and construct a purpose-built factory to the design of architects Stephenson & Turner. The new buildings were completed by February 1943.</p> <p>From the outset, activities at the RAN Torpedo Factory at Neutral Bay involved only the final assembly of torpedo parts, which were made by other firms in several states from local and imported materials. Throughout the course of its operation, the RAN Torpedo Factory and its successor bodies <i>never</i> handled the explosive ordnance which comprised the torpedoes' warheads. Embarkation of the explosive material took place at a buoy in the Naval exclusion zone near Cockatoo Island, and later at dedicated facilities at Newington and Kingswood.⁴</p> <p>The Torpedo Factory employed about 200 civilian workers, 25% of whom were women. The contribution of women to the Torpedo Factory workforce is particularly noted by DP Mellor, who credits women's "greater sense of patience and their sometimes more highly developed mechanical sense" for the excellence of their work. The propellers, for example, achieved a quality of manufacture "such that none ever required adjustment after being assembled."⁵</p>
Post-1945	Following the end of WWII, operations at the Neutral Bay Torpedo Factory reduced in scale by about one-fifth, focussing on maintaining existing torpedoes. Surplus buildings were used for storage of spare parts, archives, and the like.
1958	The Royal Australian Navy (RAN) Torpedo Establishment, as it became known, continued to pursue developments in torpedo technology.
	<p>Figure 34: The western frontage of the Factory Building seen from High Street shortly after construction in 1942. Source: Sea Power Centre Australia</p>

³ Mellor, p. 285.

⁴ Chris Skinner, pers. comm. 2007.

⁵ Mellor, p. 293.

Date	Event
	<p>Figure 35: A scene from torpedo assembly in the RAN Torpedo Factory. Many specialised machines were imported or created locally for work on the torpedoes. Source: Sea Power Centre Australia</p>
HMAS <i>Platypus</i>	
1964	<p>The Minister for the Navy announced that a three-year plan was to be implemented to commission part of the Royal Australian Navy Torpedo Establishment (RANTE) site at Neutral Bay as a support base for Australia's six Oberon-class submarines.</p>
1967	<p>The RAN commissioned HMAS <i>Oxley</i>, the first of six Oberon Class submarines from Scotts' Shipbuilding and Engineering Company Ltd of Greenock, Scotland, and established HMAS <i>Platypus</i> as a shore support depot, named after the depot ship to accompany Australia's first submarines.</p> <p>The RANTE continued to operate on the site alongside the submarine squadron. The two agencies were two separate groups with two separate chains of command. The site was roughly divided north/south, with RANTE staff (predominantly civilians) arriving via the High Street gate and submarine squadron personnel (predominantly Navy) arriving via the Kiara Close gate. Vehicle deliveries for the submarine squadron also used the High Street gate.</p> <p>A number of former Torpedo Factory buildings were converted for use by the submarine squadron for submarine maintenance and repairs, while new buildings housed administrative staff and communications.</p> <p>A new free-standing concrete wharf had to be constructed which could accommodate all six submarines.</p>
Closure of HMAS <i>Platypus</i>	
1988	<p>In the late 1990s, as the Oberon submarines began to be replaced by Collins class and the Department of Defence adopted the 'Two Ocean' strategy, the First Australian Submarine Squadron was relocated to HMAS <i>Stirling</i> in Western Australia. The site was decommissioned when the last of the Oberon class was decommissioned in 1998.</p>
1997-1999	<p>The RANTE, now called the Missile and Torpedo Maintenance Establishment, was relocated to the RAN Armament Depot at Kingswood in 1997. The site was vacated by the Department of Defence in 1999.</p>
Transfer to Harbour Trust	

Date	Event
2005	The Commonwealth Government announced the handover of the site to the Sydney Harbour Federation Trust for the purpose of rehabilitating the site as a public park.
2010-2016	Remediation of Platypus site. The Remediation Project was carried out by the Harbour Trust from 2010-2016 in two stages. These works resulted in the formation of the Northern Park and completion of the timber northern wharf.
2016	<p>Community consultation and adoption of a detailed Management Plan for the place.</p> <p>Works were undertaken to the place by the Harbour Trust as part of the long term revitalisation of the place, including:</p> <ul style="list-style-type: none"> • Removal of intrusive accretions to the Retort House (Bldg 11). • Demolition of the Administration Building (Bldg 8) and the Flammable Store (Bldg 7). • Demolition of the southernmost 60 metres and northernmost 40 metres upper deck sections of the wharf as well as the Boatswain's Store (Bldg 16) on the southern end of the submarine wharf.
2017-9	<p>Further works to realise the objectives of the Management Plan were undertaken. These included:</p> <ul style="list-style-type: none"> • Adaptation of the Submarine School Building (Bldg 2) and FIMA building (Bldg 10) to commercial, retail and community uses. • A boardwalk was introduced linking Kesterton Park and the wharf. • Amenities to increase accessibility of the site, including an elevator, stairs, and high level catwalk to link the upper and lower parts of the site. • Demolition of the RANTME office (Bldg. 3) and construction of a landscaped park in its place. • Public carparking (timed) was introduced into the Torpedo Factory building.

3. Significance of the Place

3.1. Heritage Status

The following heritage listings for Platypus apply:

Commonwealth Heritage List

Platypus **is not included** on the Commonwealth Heritage List.

The Commonwealth Heritage List, established under the *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)*, comprises natural, Indigenous and historic heritage places which are either entirely within a Commonwealth area, or outside the Australian jurisdiction and owned or leased by the Commonwealth or a Commonwealth Authority; and which the Minister is satisfied have one or more Commonwealth Heritage values.

Regardless, Platypus has been identified as possessing potential Commonwealth Heritage values. These were identified as part of the preparation of the Conservation Management Plan for the place (Clive Lucas, Stapleton & Partners, 2008) and included a recommendation that the place should be nominated for inclusion on the Commonwealth Heritage List.

Places that are owned or leased by the Commonwealth, including sites such as Platypus, are protected under the EPBC Act whether or not they are included on the Commonwealth Heritage List.

Register of the National Estate

Platypus was included on the 'Interim List' for the Register of the National Estate (RNE) in 2004 when responsibility for the RNE was transferred from the former Australian Heritage Commission to the Australian Heritage Council. At that time, Platypus had been publicly proposed for entry in the Register. In 2012 all references to the RNE were removed from the *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)* and the *Australian Heritage Council Act 2003* and the RNE now serves only as a database of heritage places.

NSW State Heritage Register

Platypus **is not listed** on the State Heritage Register.

Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

Platypus **is identified** as a 'Strategic Foreshore Site' however it is not on the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* heritage schedule.

North Sydney Local Environment Plan (LEP) 2013

Platypus **is listed as a heritage item** on the North Sydney Council *Local Environment Plan (LEP) 2013*, as "Gasworks remains, HMAS Platypus", 1 Kiara Close, North Sydney & 118-138 High Street, North Sydney, Item no. I0859, (SP 36253; Lot 1, DP 945479; Lot A, DP 109583).

3.2. Statements of Significance

The following Statements of Significance apply to Platypus, North Sydney:

3.2.1. (former) HMAS Platypus Conservation Management Plan 2008

The CMP 2008 cites the following statement of significance for HMAS Platypus overall:

“HMAS Platypus is of historic significance for its former uses as a gasworks (1877-1932), RAN torpedo factory (1942-1997), and submarine base (1967-1999). Held in high regard for its contribution to Australia’s efforts in World War II and in the establishment of the nation’s first permanent submarine squadron, HMAS Platypus is associated with many achievements in engineering and defence work, including carrying out torpedo manufacture to an extraordinary level of precision and operating as the global headquarters for Australia’s six Oberon-class submarines, involving advanced technologies in communications and electronic warfare. Both uses served to establish Australia as an independent naval force within the region during and after World War II.

Although little fabric remains of the gasworks phase at the place, the site’s main aesthetic significance arises from works to the landform undertaken during the 19th century, resulting in a dramatic wall of sandstone rising vertically from the harbour. The Retort House, the only extant building relating to the 19th century phase of gasworking on the site, is a rare and potentially aesthetically significant building (though later accretions obscure views of its cast iron structure). The utilitarian World War II-era buildings which dominate the site and the place’s reliance on water access give HMAS Platypus a robust industrial character which is increasingly rare in Sydney Harbour.”

The Heritage Inventory Form for the Torpedo Factory contained within the CMP 2008 cites the following statement of significance for Building 1:

The RANTME Factory is of historical and social significance as one of the World War II-period buildings on the site which was purpose-built for the manufacture and maintenance of torpedoes, an aspect of Australia’s war effort which is regarded as an important technological and engineering achievement. Representative of Defence facilities constructed at the beginning of the war, the RANTME Factory contributes the overall industrial character of the site, a character which is increasingly rare as aspects of Sydney’s ‘working harbour’ are moved elsewhere.

Contribution to overall significance of HMAS Platypus: Some

Significant Fabric / Remains:

- Overall massing
- Character of the building
- External wall treatment (unpainted brickwork and lightweight cladding)
- Openness of unpartitioned workshop areas with sawtooth roofs
- Painted signs, notices, labels, lockers found throughout the building (representative sample need only be kept)
- Circular communal basin in men’s changing rooms

Tolerance for Change: *The RANTME Factory is a robust structure with a high tolerance for change.*

3.2.2. Register of the National Estate

The Statement of Significance included in the Interim listing (Place ID 101226) for Platypus on the Register of the National Estate is as follows:

HMAS Platypus is significant both for its industrial and defence related history. It was the location of the third gasworks in Sydney, established in 1877. Elements which clearly demonstrate the extent and functioning of the gasworks in response to the urban development boom which began in the late nineteenth century include; the modified cliffline expressing the industrial processes of the former gasworks; the former Exhauster House 1903; the former Coal Store 1906-1910; the former Retort Building 1886-1888; and the ashlar sandstone seawall which is continuous along the waterfront below the later submarine wharf facility (Criterion A.4). The former Retort Building is important as a rare example of a late nineteenth century imported, pre-fabricated building which in its use is representative of the development of retort houses in New South Wales gasworks. (Criteria B.2 and Criterion D.2). The former Exhauster House is important as the only building surviving from the gasworks that displays the characteristic appearance of New South Wales gasworks buildings (Criterion D.2).

The former Retort Building, former Exhauster house and former Coal Store, are also important for their association with the establishment in 1942 of Torpedo Maintenance Workshops which developed as the main torpedo workshops for Allied forces in the South Pacific during the Second World War. Since that time HMAS Platypus has been associated with the Australian Navy submarine fleet (Criterion A.4). The former Coal Store, although not purpose built as an Air Raid shelter, is a rare surviving example of an Air Raid shelter which demonstrates the principal characteristics of the adaptive design of large shelters; in this respect it is representative of a wide range of Air Raid shelters (Criterion D.2 and Criterion B.2)

Historic Themes 2.6 Fighting for the land, 4.2 Supplying urban services.

Indigenous values of national estate significance may exist in this place. As yet, these values have not been identified, documented or assessed.

3.3. Significance of Components

The Torpedo Factory is identified as being of Some significance in the CMP 2008. The CMP defines “Some” significance as: *Elements containing a lower proportion of original or significant fabric, or elements of more recent date, which contribute to the overall significance of HMAS Platypus.*⁶

The CMP 2008 provided the grading of significance of the individual components of the place including buildings and site and landscape features. However, since the preparation of the CMP some buildings (Buildings 3, 5, 7, 8, 9 and 16) have been demolished, the Northern Park area has been formed following remediation of the site, the northern and southern ends of the Submarine Wharf have been demolished, a lift has been installed and a new pedestrian link connecting the site to Kesterton Park to the south has been constructed.

The following diagram contained within the *Management Plan* 2016 illustrates the grades of significance for the buildings on site in 2016 and is based on the gradings provided in the CMP.

⁶ CMP 2008, p. 75

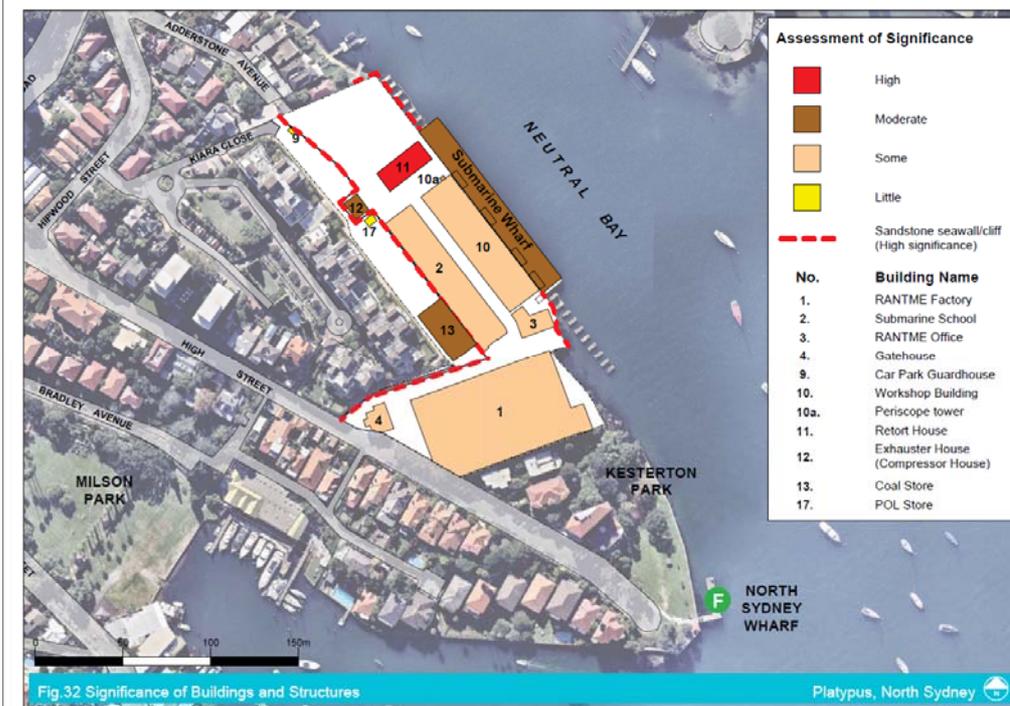


Figure 36: Significance ranking of components of the place. Note Buildings 3 and 9 have since been demolished. Source: *Management Plan, Platypus, North Sydney*, 2016; p. 44

3.4. Archaeological Potential

The following information has been extracted from the *Management Plan 2016* and from the assessment of Research/Technical Significance (Criteria C) contained within the CMP 2008.

3.4.1. Aboriginal Archaeology

The Cammeraygal (also referred to as Camaragal) clan occupied part of the north shore of Port Jackson. Their territory extended to the west of Bradleys Head and to the east of the Lane Cove district including the former HMAS Platypus site. Aboriginal people would have camped in sandstone caves on the harbour foreshore and fished in its waters. Roots and berries were obtained from native plants and possums and kangaroos were hunted.

In the early 19th century two Aboriginal names recorded for areas around Platypus were Wurru-birri for the western side of Kurraba Point and Wáyé Wáyé for the head of Careening Cove. Either of these names may have extended to include Platypus, though the actual areas covered by these names were not recorded. Wurru-birri is probably the same name that is currently written Wirra-birra. (Wirra Birra Place has been adopted as the name for the new open space in the location of the now demolished RANTME Office, Building 3.)

An Assessment of the *Aboriginal Site History of Platypus* (Rosemary Kerr, 2006) found that due to the significant industrial use and land disturbance at the site, no evidence has been found of Aboriginal habitation on or in the immediate vicinity of Platypus.

3.4.2. Historical Archaeology

The Historical archaeological potential of Platypus was assessed as part of the CMP 2008 by Dr. Louise Steding and Mr Gerald Steding of Stedinger Associates, February 2007.

At Platypus, the historical archaeological resource is considered to be of *Moderate Significance* (Local

significance) as per the CMP 2008. This significance relates primarily to the former gasworks.

Platypus is considered to have *Moderate to Low archaeological potential*.

The archaeological resource is not associated with a particularly rare type of industrial site. However, the origins of Platypus are early (1870s) being the location of the third gasworks established in Sydney. Subsurface remains associated with the gasworks are likely to survive only partially intact and in situ. Although an important technological advance in its time, potential subsurface remains are not likely to demonstrate the utilisation of coal gas or other techniques that have not already been well documented.

As an archaeological feature, the sea wall has *Moderate Significance*. It is similar to and representative of sea walls that exist around the foreshores of Sydney Harbour and the Parramatta River and displays typical construction technologies.

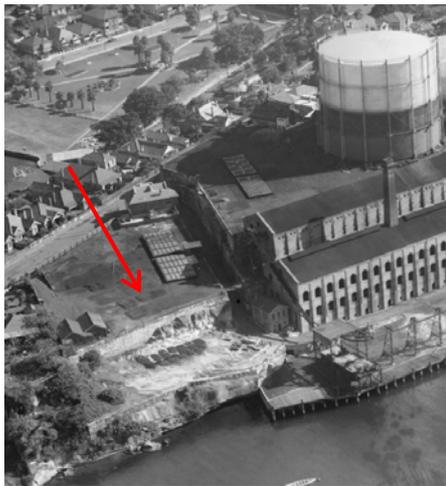


Figure 37: Detail from an aerial view of Platypus, by Milton Kent, dated between 1935-1945 before the construction of the Torpedo Factory showing the configuration of the land and earlier structures (purifiers and garages) on the site where the factory building is now located (indicated with an arrow). Source: SLNSW, ON 447/Box 198

The CMP 2008 includes a zoning plan indicating areas of graded archaeological potential and significance. Three zones were identified:

- Zone I (high archaeological potential and significance) comprising less disturbed areas where significant nineteenth century subsurface items are likely to survive intact and in situ.
- Zone II (moderate archaeological potential and significance) comprising disturbed areas or areas where significant early twentieth century subsurface items are likely to survive partially intact and/or in situ.
- Zone III (low archaeological potential and significance) including areas associated with less substantial remains or remains with low research potential dating from the mid twentieth century.

The zoning plan indicates that there is the potential for archaeology to remain beneath the Torpedo Factory building, including a garage and purifiers (graded as Zone I- high potential and significance). Refer to Figure 38 below.

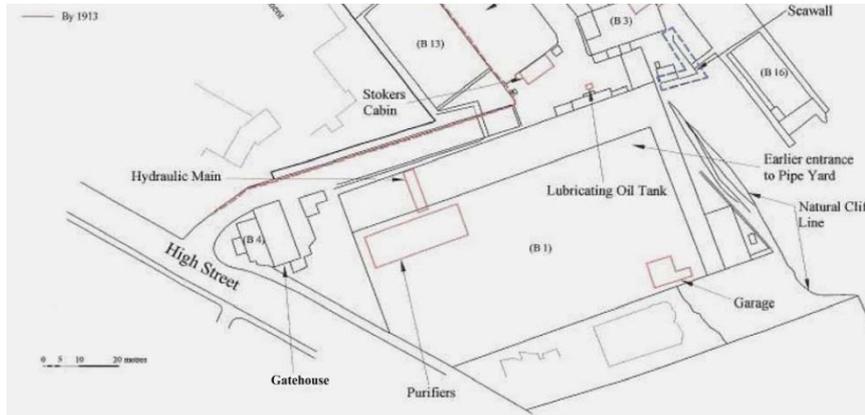


Figure 38: Detail from archaeological zoning plan showing the location of areas of archaeological potential within the footprint of the Torpedo Factory. Source: Platypus CMP 2008, Figure 2.27

4. The Proposal

The proposal involves the demolition of the multi-level, harbour facing portion and part of the High Street portion of the Torpedo Factory building in order to provide additional public space for community use and amenity as part of the greater adaptation of the site.

These works form part of the larger revitalisation scheme of the Platypus site as a new waterfront public park including adaptive reuse and provision of public access as outlined in the *Management Plan 2016* and the *Draft Management Plan 2020*.

The *Management Plan 2016* notes The Trust's vision for the site as:

The Former HMAS Platypus site will be rehabilitated to provide a sequence of terraces, streets, squares and gardens for public enjoyment by the waterfront. The sequence of public spaces will culminate in an urban park that will provide greenery and shade as well as a place to appreciate the whole of the site's heritage.

To achieve this vision the *Management Plan 2016* outlines the principal aims for the ongoing management of Platypus, which are to:

- Create a waterfront urban park.
- Protect, manage and interpret the site's heritage values.
- Maximise public access to the site.
- Revive the site with a mix of new uses that are compatible with the site's character and constraints.
- Protect local environment and amenity.

The *Draft Management Plan 2020* accommodates the current proposal for the Torpedo Factory which includes:

- A new public park on the harbour foreshore;
- Public access - with new connections to, and between, the upper level and the new park, and along the foreshore;
- Elevated views from the upper level of the remnant building, overlooking the new park and Neutral Bay;
- Protection and interpretation of heritage values;
- Improved amenity for the entry forecourt (High Street Square);
- Visitor parking on the upper level;

- Sustainable design, using the roof to capture solar power and rainwater;
- Potential new space for community/cultural activities within the upper level;
- Protection of local amenity;
- Improved visual outcomes – the removal of the multi-storey, harbour-facing section of the RANTME Factory, and the removal of walls on three of its sides, will substantially reduce the visual bulk and scale of the building, and open up views to and through the site.

4.1. The Harbour Trust’s Design Intent and Objectives for the Torpedo Factory

The following design intent and objectives for the future treatment of the Torpedo Factory have been provided by the Sydney Harbour Federation Trust (September 2020).

The design intent for the adaptation of the remnant Torpedo Factory involves the demolition of the multi-level, harbour facing portion and part of the High Street portion of the Torpedo Factory building.

The objectives for the proposed treatment of the Torpedo Factory have been identified as follows:

- Remove the eastern multi-level portion of the Torpedo Factory to substantially reduce the visual bulk and scale, and to reveal the large natural sandstone cliff face that separates the upper and lower site.

Both conceptually and physically this sets up a break line through building.

The excision of the building at this point will allow for expansive views and an opportunity for physical connection down to the rest of the Sub Base Platypus site.

It will also enable the creation of a unique waterfront parkland with interlinked green terraces that will provide a back drop to celebrate and interpret the sites’ First Nations history and the industrial and defence phases.

- Retention of the built form of the Torpedo factory ‘saw tooth’ is considered a critical component of the heritage response and conservation management approach.

With consideration to design and modelling, approximately one third of the existing roof is to be retained which will enable interpretation of this unique structure.

- The retained building footprint will provide public space and a carpark.

There is future potential for a pop-up café or similar within the remnant building which will be a visually a light structure retaining the existing steel columns and framing structure. This work would be subject to separate assessment and approval.

4.1.1. Summary of Proposal

The following description of the proposal for the Torpedo Factory has been provided by the Sydney Harbour Federation Trust (September 2020).

The Torpedo Factory was built on a site with a sharp step, similar to a cliff that descends towards the harbour. This ‘cliff’ may be partly a natural feature, and partly a retaining wall constructed of ashlar sandstone blocks (see Figure 22 above). This ‘cliff’ runs in an approximate diagonal line beneath the floor of the Torpedo Factory’s upper level. The floor is a concrete slab – part of which sits upon a base of natural sandstone or retained fill, and part of which is suspended above the building’s lower levels. The aim of the proposal is to demolish the lower levels of the Torpedo Factory from the ‘cliff’ line eastwards in order to reveal this early feature of the site.

The lower levels will be formed into terraced landscaped areas.

The upper level will be demolished at its western end, retaining a portion of the original structure and sawtooth roof for adaptation.

The sawtooth roof of the Torpedo Factory is supported by a grid of columns. Demolition of parts of the roof structure will need to follow this grid pattern. Demolition will occur in squares, or rows of squares, to ensure the structural integrity of the remnant roof.

The scope of demolition will include:

Western elevation (facing High Street):

Removal of the High Street façade wall cladding, and the first row of roofing and support structure facing the street. This is to open the building up and set it back from the street. This will:

- reduce the building's bulk and scale facing the street;
- reinforce the visual connection to the pedestrian entry plaza; and
- facilitate the construction of new access elements (entry stairs, accessible ramp and vehicle entry points).

Eastern Elevation (facing the harbour):

Demolition of the multi-level, harbour-facing part of the building, built beyond the line of the 'cliff'. This will expose the existing sandstone cliff line, and facilitate the creation of landscaped terraces in place of the demolished portion. These landscaped terraces may sit upon remnant concrete floor slabs, and/or upon a base restored to its natural form.

Some parts of the structure may be retained to aid in the interpretation of the removed structure.

The exact 'cut point' to the building and retention of the lower level concrete slab will be determined by existing structural, geotechnical, and contamination conditions, as well as heritage considerations.

Northern Elevation (facing Platypus Lane):

Removal of the laneway facade wall cladding and masonry parapet walls down to the upper level concrete slab. This will reduce the building's visual bulk and create sightlines through the building yet still enable the sawtooth structure to be interpreted.

Southern Elevation (facing 140 High Street):

Demolition of the western bay roofing and support structure to facilitate new vehicular entry ramps. Generally, the wall of the southern elevation would be retained along the length of the remnant portion of the building, to protect amenity and privacy of adjoining neighbours.

Internally:

Upper level - Removal of all internal partitions, walls, entry ramp and partial elements of the disabled ramp to enable future reconfiguration. Most of the blast walls will be retained where possible.

Lower Levels - Removal of all internal walls and fitout including the masonry wall adjacent to the 'cliff'.

The Harbour Trust has prepared the following artists impressions of the Torpedo Factory Renewal Project:



Figure 39: View of the Torpedo Factory currently (left) and proposed (right) from the northeast.



Figure 40: View of the Torpedo Factory currently (left) and proposed (right) from the northwest.



Figure 41: View of the Torpedo Factory currently (left) and proposed (right) from High Street looking north.



Figure 42: View of the Torpedo Factory currently (left) and proposed (right) from within Platypus looking south.



Figure 43: View of the Torpedo Factory currently (left) and proposed (right) from the east over Neutral Bay.

4.1.2. Alternative Proposals

The Harbour Trust has considered a number of alternative outcomes for the Torpedo Factory and the following discussion has been provided by the Sydney Harbour Federation Trust (October 2020). The current proposal for the Torpedo Factory has been developed over time and has been reached as a result of the development of a series of alternative proposals.

The development of these earlier proposals represents a progression of alternative outcomes, and the eventual arrival at an outcome that prioritises public benefit, whilst retaining and interpreting significant heritage fabric, to create an attractive new public park on the harbour. This process has been informed by community consultation and the objects of the Harbour Trust as per the *Sydney Harbour Federation Trust Act 2001*. The objectives of the Act include the protection and interpretation of heritage values, maximising public access, managing suitable land as a park, and enhancing the amenity of the Sydney Harbour region.

Management Plan 2016

The *Management Plan 2016* outcomes provided for retaining much of the building, but with its upper level modified to reduce its visual bulk, while allowing for the building's adaptive re-use for a range of new uses, with public access around three of its sides. Key features included:

- Retain, and adapt building - open up and set back the sides of the building's top floor, but generally retain and adapt the roof structure – to reduce visual bulk and create verandah and terraces;
- Public access on northern, eastern and western sides;
- Car parking;
- Factory Floor level – cultural and community uses – such as studio/workshop/offices, with a central exhibition space, rehearsal and performance spaces, health and fitness facilities, café/restaurant, or training and hospitality;
- Lower level – uses such as restaurant or functions.

Draft Concept Design 2019

The 2019 draft concept design aimed to retain much of the building, as per the Management Plan 2016, but with some additional building fabric removed, and more public space provided. Rather than providing a range of new uses on the upper level, the concept proposed instead to create a partly-covered landscaped area of public space, with the possibility of a pop-up café and occasional community uses, as well as parking. Commercial uses would still be possible on the lower level. A proposed 'incision' into the building would partly reveal the cliff-face currently concealed by the building. This concept provided for increased public benefit with similar outcomes to the *Management*

Plan 2016 (above), but differing in the following key respects:

- Landscaped, partly-covered public space, with parking, on the factory floor level (instead of a wide range of uses);
- More roof removed;
- Incision to reveal part of cliff-face.

Draft Management Plan Amendment 2020

The *Draft Management Plan 2020* retains that part of the building which sits west of the cliff-edge, enabling the creation of a landscaped, open-air public park on the foreshore. The *Draft Management Plan 2020* retains heritage fabric and will incorporate interpretative elements of the building within the new park. The proposed park will provide a high-quality area of public space, that is better able to be integrated with adjoining foreshore public lands. There is the possibility of a pop-up café on the factory level, and occasional community uses. The *Draft Management Plan 2020* provides for further public benefit, including the following key features:

- The proposed outcome is the subject of this Heritage Impact Assessment;
- The multi-storey, harbour-facing portion of the building would be removed, east of the cliff-face;
- New foreshore park created, incorporating interpretative elements;
- The sides of the remnant building would be opened up and roof retained and adapted;
- Parking provided and screened by remnant roof.

The development of the above proposals represent a careful and progressive balancing of heritage, public benefit and commercial outcomes. Complete demolition of the Torpedo Factory, which has been raised in some previous public submissions, is not supported by the Harbour Trust, as it would not provide for a balanced outcome that includes the protection of heritage values.

5. Heritage Impact Assessment

5.1. Assessment Methodology

As the Platypus site is a Commonwealth-government owned place that was included on the Interim list of the Register of the National Estate (RNE) and has been identified as having potential Commonwealth Heritage Values (as per the CMP 2008), it is appropriate to manage the place in accordance with the *Commonwealth Heritage Management Principles* as set out in Schedule 7B of the *Environmental Protection & Biodiversity Conservation Regulations 2000*.

An appropriate assessment methodology is to consider the proposal and its potential impacts on the identified potential Commonwealth Heritage Values that apply to the place, as per the (*former*) *HMAS Platypus North Sydney Conservation Management Plan 2008*.

It is also appropriate to consider the details of the proposal and to compare them with the recommendations of a properly prepared Conservation Management Plan (CMP) in order to determine whether any aspect of the proposal is not in accordance with the recommended policies.

Finally, as Platypus forms part of the local listing for the former Gasworks site, the proposal will be further assessed against the general heritage provisions of the *North Sydney Local Environmental Plan* (LEP) 2013 for consistency with these controls/policies.

As such, the proposal will be assessed in four parts:

- Assessment 1:** Assessment against the Commonwealth Heritage Management Principles
- Assessment 2:** Assessment against potential Commonwealth Heritage values as identified in the CMP 2008
- Assessment 3:** Assessment against the relevant conservation policies of the CMP 2008
- Assessment 4:** Assessment on the potential impact of the proposal on items of heritage significance as per Clause 5.10 of the *North Sydney LEP* 2013.

5.2. Heritage Impact Assessments

5.2.1. Assessment 1: *Environment Protection & Biodiversity Conservation (EPBC) Act 1999*

Under the EPBC Act 1999, Australian Commonwealth Government agencies are required to ensure the ongoing protection of the Commonwealth heritage values of a place by following the guidelines of the *Commonwealth Heritage Management Principles* as set out in Schedule 7B of the *EPBC Regulations 2000*. The *Commonwealth Heritage Management Principles* provide a guiding framework for excellence in managing heritage properties. They set the standard and the scope for the way places should be managed in order to best protect heritage values for the generations ahead.

Although Platypus is not listed on the Commonwealth heritage list, as discussed above, it is appropriate that Platypus be assessed in accordance with the *Commonwealth Heritage Management Principles*, as per the following:

Commonwealth Heritage Management Principle	Comment
1. <i>The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.</i>	The potential Commonwealth Heritage values of Platypus have been identified within the Platypus CMP 2008. Assessment 2 of this report (refer to below) identifies those aspects of the proposal that will result in negative impacts on the identified potential Commonwealth Heritage Values. As a result of the proposal, some aspects of the historical values, rarity and representative values of the place will be diminished, although there are opportunities for these values to be transmitted, in part, to all generations by way of considered interpretation.
2. <i>The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on Commonwealth Heritage values.</i>	Independent specialist heritage consultants (this firm) have been engaged to provide appropriate advice and an assessment of this proposal. This Heritage Impact Assessment forms part of the requirements for meeting Principle 2.
3. <i>The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, state and territory and local government responsibilities for those places.</i>	The potential commonwealth heritage values of Platypus have been identified in the Platypus CMP 2008 and have been taken into account within this Heritage Impact Assessment.

Commonwealth Heritage Management Principle	Comment
<p>4. <i>The management of Commonwealth heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.</i></p>	<p>The current and proposed future use of Platypus and the Torpedo Factory in particular, is consistent with the conservation of the identified potential Commonwealth Heritage values of the place. However the proposed presentation of the place is not consistent with the conservation of the identified potential Commonwealth Heritage values due to the proposed substantial demolition of the Torpedo Factory which is of value as tangible evidence of the past uses of the site as the Torpedo Establishment, a significant and rare historical phase of use and development at the place.</p>
<p>5. <i>The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who: have a particular interest in, or associations with, the place, and may be affected by the management of the place.</i></p>	<p>Community consultation regarding the Harbour Trust's Management Plan for Platypus has been ongoing and therefore the proposal is in accordance with this Principle.</p> <p>The concept design will be the subject of a development assessment and referral under the EPBC Act and therefore further community consultation will be undertaken.</p>
<p>6. <i>Indigenous people are the primary source of information on the value of their heritage and the active participation of Indigenous people in identification, assessment and management is integral to the effective protection of Indigenous heritage values.</i></p>	<p>An Assessment of the Aboriginal Site History of Platypus (Rosemary Kerr, 2006) found that due to the significant industrial use and land disturbance at the site, no evidence has been (or is likely to be) found of Aboriginal habitation on or in the immediate vicinity of Platypus.</p> <p>As part of the preparation of the Management Plan, Platypus, North Sydney the Metropolitan Local Aboriginal Land Council (MLALC) were notified as a relevant stakeholder. Likewise, for this proposal, the MLALC will be directly notified of the proposed plans for the site as a relevant stakeholder. In addition, the Harbour Trust's Aboriginal and Torres Strait Islander Advisory group will be consulted as part of the assessment process. The proposal is in accordance with this principle.</p>

5.2.2. Assessment 2: Assessment against the potential Commonwealth Heritage Values

The potential impacts on the identified potential Commonwealth Heritage Values of Platypus as a result of the proposal for the substantial demolition of the Torpedo Factory has been assessed as follows:

Commonwealth Heritage Value	Assessment of Potential Impact
<p>Criterion A (historical processes):</p> <p>The former use of Platypus during the gasworks phase, Torpedo factory phase, and Submarine squadron phase is significant.</p> <p>The history of the site's environment-cultural landscape resulting largely from excavation and land reclamation is significant; including the cliff face, road cutting, excavated niche and seawall.</p> <p>The outstanding level of technological and engineering skills associated with the torpedo manufacturing which was carried out by Australians using Australian materials and this is considered to be one</p>	<p>Negative impact on significance.</p> <p>As the proposal involves the substantial demolition of the Torpedo Factory building, there will be some diminishment of the overall significance of the place in relation to its past history of use for the manufacturing of torpedos.</p> <p>The Torpedo Factory remains as tangible evidence of this past use of the site, together with Buildings 2 (Submarine School) and 10 (FIMA Workshop). As Building 3 (RANTME Office) has already been demolished (c.2018), the substantial demolition of the Torpedo Factory will further reduce the physical evidence of this significant historical phase of use of Platypus. However, as Buildings 2 and 10 did also function as part of the torpedo factory, evidence of the Torpedo Factory phase at Platypus will be retained in part.</p>

Commonwealth Heritage Value	Assessment of Potential Impact
<p>of the great achievements in science and industry to come out of the war effort.</p> <p>As the sole provider of gas to the North Shore region, Platypus played an instrumental role in the settlement of the North Shore in the 19th century.</p> <p>The site's long and important use by Defence is of historical significance.</p>	<p>Although a portion of the upper level of the factory shed is to be retained and adapted, the removal of the bulk of the building will also reduce the ability of the place to demonstrate how the building once functioned for torpedo assembly, the numbers of people involved and the need for such a large building.</p> <p>There is some potential for the cultural landscape of the place to be enhanced by the revealing of the cliff and stone wall that is currently obscured by the Torpedo Factory. This feature of the landscape relates to the earlier use of the site (the North Sydney Gas Works), which is also of significance. Revealing the southern portion of the cliff will enhance an understanding of the early configuration of the site during the Gas Works phase.</p> <p>However, as a large expanse of exposed cliff (as well as associated buildings and site features) already survives at the place that relates to the gas works period, the revealing of more of the cliff will not substantially increase understanding of this earlier phase of development.</p>
<p>Criterion b (Rarity):</p> <p>Platypus past uses as a torpedo factory and submarine base which served the entire nation is rare. Although other sites in Australia were involved in torpedo manufacture during World War II, the Torpedo Factory was the final assembly point and the head of the line of production for the torpedo manufacturing project.</p> <p>The Submarine Wharf, the first of its type to be constructed in Australia, is now one of very few of its type in Australia.</p> <p>The Retort House is rare within Sydney as it is one of the last remaining buildings to have been used in gas making in the 19th Century since the introduction of the technology to Australia in 1828.</p>	<p>Negative impact on significance.</p> <p>As discussed above, the substantial demolition of the Torpedo Factory will result in the loss of a key building at the place relating to the rare use of Platypus for torpedo manufacturing. The Torpedo Factory played a key role in the manufacturing process, together with Building 2 (purpose built for torpedo assembly, later converted for repair and maintenance of submarines), Building 10 (purpose built for torpedo manufacturing, later converted for the submarine squadron) and Building 3 (RANTME Office building).</p> <p>Buildings 2 and 10 have been altered (minimally) and adapted for commercial uses, while Building 3 has been demolished.</p> <p>As such, the relatively intact factory building remains as the principal surviving component of the place relating to this significant historical use.</p> <p>Although portions of the building are proposed to be removed and the bulk of the building will be substantially reduced, thereby reducing the ability of the place to demonstrate how the building once functioned for torpedo assembly and the need for such a large building, the interpretation of the significant former use of the place will provide some mitigation to the loss of fabric and diminishment of the industrial character at Platypus.</p>
<p>Criterion c (Research/technical):</p> <p>Platypus potentially has archaeological significance primarily due to its former use during the gasworks phase.</p> <p>The seawall, as an archaeological feature, has moderate significance.</p>	<p>Negligible impact on significance.</p> <p>The current proposal will have no impact on the seawall, although there is some potential for the substantial demolition of the Torpedo Factory to uncover historical archaeology relating to the former use of the place as a gas works. Any archaeological remains uncovered in this location would likely relate to the early 20th century use of the place and are considered to be of Local significance and any impacts could be mitigated through interpretation.</p>

Commonwealth Heritage Value	Assessment of Potential Impact
<p>Criterion d (Representativeness):</p> <p>Platypus is of some significance as representative of the rapidly planned and constructed facilities characteristic of the early years of World War II (Torpedo Factory phase: FIMA Building, Submarine School, RANTME Office, RANTME Factory, Gate House).</p> <p>It is also representative of the fast-disappearing industrial/maritime character of Sydney Harbour a working harbour (Gasworks phase: Retort House, Coal Stores).</p>	<p>Negative impact on significance.</p> <p>The proposed substantial demolition of the Torpedo Factory building will further impact on the surviving group of buildings (Buildings 2 and 10) that represent the WWII development of Platypus, although the provision of interpretation addressing the significant former use of Platypus will go some way in mitigating the impact.</p> <p>In addition, as a very large former industrial building located on the waterfront of Neutral Bay, the Torpedo Factory is a strong visual reminder of the range of industrial, maritime and defence uses that once dominated the foreshores of Sydney Harbour and defined the character of the locality as a working harbour.</p> <p>The substantial demolition of the Torpedo Factory and the loss of bulk, form and scale from immediately adjacent to the waterfront will further diminish the historic character of Neutral Bay and Sydney Harbour more generally. It is noted that the remaining buildings at Platypus will continue to provide some interpretation of the former industrial character of the Neutral Bay waterfront.</p>
<p>Criterion e and f (Aesthetic):</p> <p>Platypus is not found to have significant Commonwealth Heritage values under these criteria</p>	<p>No impact on significance.</p>
<p>Criterion g (Social):</p> <p>Platypus, as the first base for the Australian Submarine Squadron, is of social significance to individuals who were directly or indirectly associated with the operation of the submarine squadron.</p> <p>Platypus is held in high esteem by individuals who were involved with the Torpedo Establishment.</p>	<p>Some impact on significance.</p> <p>The proposed substantial demolition of the Torpedo Factory building may be viewed as a negative outcome by those who were involved with the Torpedo Establishment at Platypus. The Torpedo Factory contains the main administration, manufacturing and recreational spaces associated with the workers of the Torpedo Establishment and the current proposal involves the removal of these spaces.</p> <p>To some extent, this impact could be mitigated by interpretation of the range of uses and people that were once associated with the place and the Torpedo Factory in particular.</p>
<p>Criterion h (Association):</p> <p>Platypus is of significance under this criterion for its association with the Royal Australian Navy (RAN), both as the site of the Torpedo Factory and its successor agencies, and as the site of the HMAS Platypus submarine depot.</p> <p>Many noteworthy individuals have had a part in the direction and operation of the site under the auspices of the RAN.</p>	<p>Minor impact on significance.</p> <p>The proposal for the Torpedo Factory will have only minor impact on the associations inherent at the place with the Royal Australian Navy, due to the loss of a principal component of the place and tangible evidence of the past use of Platypus as the Torpedo Establishment.</p> <p>Regardless, this impact could be mitigated by interpretation of the noteworthy individual associated with the place and the Torpedo Factory in particular.</p>

5.2.4. Assessment 3: Assessment against the Conservation Policies

In this assessment aspects of the proposal will be compared to the CMP policies, as follows. Refer to the (former) *HMAS Platypus Conservation Management Plan* (2008) for full details regarding conservation policies applicable to the place.

Proposal	Compliance with Conservation Policies
Western elevation (facing High Street)	
<p>Removal of the High Street façade wall cladding, and the first row of roofing and support structure facing the street. This is to open the building up and set it back from the street. This will:</p> <ul style="list-style-type: none"> • reduce the building’s bulk and scale facing the street; • reinforce the visual connection to the pedestrian entry plaza; and • facilitate the construction of new access elements (entry stairs, accessible ramp and vehicle entry points). 	<p>The works comply with Policies 3, 16, and 17 in that they have been proposed in order to increase permeability and accessibility of the site for the purposes of facilitating community use and public access.</p> <p>The works are also in keeping with Policy 8 relating to the treatment of fabric graded as being of <i>Some</i> significance, which states: <i>preference should be given to the retention of this fabric, but adaptation or removal should be allowed, if necessary for community amenity or commercial necessity.</i></p> <p>The removal of one bay of the structure may be considered justifiable in allowing for improved access and public amenity and the Harbour Trust considers the proposal to be necessary for community amenity through the provision of additional public open space while retaining and interpreting heritage fabric.</p> <p>However, the works <u>do not</u> comply with the following policies:</p> <p>Policy 4 notes that changes to the fabric of a sympathetic scale and type are appropriate in order that its use continue to evolve within the spirit of the place as defined in the statement of significance.</p> <p>The Statement of Significance provided for in the CMP 2008 notes: <i>The utilitarian World War II-era buildings which dominate the site and the place’s reliance on water access give HMAS Platypus a robust industrial character which is increasingly rare in Sydney Harbour.</i></p> <p>As discussed above, the partial demolition of the Torpedo Factory and the loss of bulk, form and scale from immediately adjacent to the waterfront will diminish the historic character of Neutral Bay and Sydney Harbour more generally. It is noted however that the remaining buildings at Platypus will continue to provide some interpretation of the former industrial character of the Neutral Bay waterfront. The sawtooth roof of the Torpedo Factory is a key feature associated with an industrial building and the retention of a portion of the structure will continue to contribute to the overall historical, industrial character of Platypus.</p> <p>The substantial demolition of the largest and most visually prominent building at the place is not considered to be in keeping with the “spirit of the place”; i.e. the <i>robust industrial character which is increasingly rare in Sydney Harbour.</i></p> <p>As viewed from High Street, the visual dominance of the Torpedo Factory building is a clear reminder of the place’s past defence and industrial uses and the reduction of the western portion of the building will diminish this understanding and lessen the robust industrial character of the place as a whole.</p>

Proposal	Compliance with Conservation Policies
<p><i>Cont.</i></p>	<p>However, as noted above, as a portion of the sawtooth roof structure is to be retained, which is a key architectural feature of industrial buildings, the surviving portions of the Torpedo Factory, together with the other industrial buildings located across the site, will continue to contribute (in part) to the “robust industrial character” of the place.</p> <p>Policy 13 refers to the interpretation of the significance of the place. Interpretive messages applicable to the Torpedo Factory relate to:</p> <ul style="list-style-type: none"> •<i>The site’s function during World War II in support of the war effort i.e. torpedo manufacture and maintenance.</i> •<i>The post-war role of HMAS Platypus as the first national base for the Australian Submarine Squadron and the continuing work of the torpedo establishment after the war.</i> •<i>The site’s enduring connection with Neutral Bay and the focus of its historical uses towards the waterfront.</i> •<i>The place’s robust industrial character and functions.</i> <p>The removal of one bay of the factory building will somewhat diminish the ability for the remaining portions of the building to communicate the former uses, the configuration of the building within Platypus and the original, impressive form, scale and bulk of the building. However, this is only one component of the overall proposal to substantially demolish the building, the demolition of the western elevation and one bay of the building aggregates the overall loss of fabric and the impacts of the proposal as a whole.</p>
Eastern Elevation (facing the harbour):	
<p>Demolition of the multi-level, harbour facing part of the building, built beyond the line of the ‘cliff’.</p>	<p>The works comply with Policy 3 in that the demolition of a substantial portion of the Torpedo Factory is proposed to be carried out with the intent of providing recreational community spaces in its place.</p> <p>The demolition of the eastern portion of the Torpedo Factory also complies with the principles of Policy 17 in facilitating pedestrian access and permeability of the site. Presently, the factory defines the southern edge of the site, and demolishing this section would visually and physically open up the foreshore and facilitate access across the eastern edge of the Platypus site in keeping with similar works already undertaken to the wharf and the construction of the Kesterton Park Link.</p> <p>The works comply with Policy 12 which states: <i>While the buildings that enclose the precincts remain, the identified character of each precinct should be conserved.</i></p> <p>The Torpedo Factory is a contributing element within the Street Junction Precinct, the Seawall Precinct and the Cutting Precinct. Reduction to the bulk of the Torpedo Factory would diminish the distinction between these three precincts, although the primary characteristics of each of these precincts will be retained, notably the stone wall that defines the south side of the Cutting Precinct will be retained as is.</p> <p>The works <u>do not comply</u> with the following policies: Policy 8 provides for the adaptation or removal of fabric graded as being of Some significance. The policy states: <i>Preference should be given to the retention of this fabric, but adaptation</i></p>

Proposal	Compliance with Conservation Policies
<p><i>Cont.</i></p>	<p><i>or removal should be allowed, if necessary for community amenity or commercial necessity, provided its removal would cause no damage to more significant fabric.</i></p> <p>The conservation approach described in the CMP also notes that as long as <i>the character of the place is kept, it is revitalised by new uses and the place interpreted, changes could be made to the fabric.</i></p> <p>Although the proposed demolition of the eastern portion of the building represents the removal of a visually significant portion of the building and that area of the building that most strongly contributes to the former industrial/maritime/defence character of the place as seen from the water, the Harbour Trust, in consultation with the community, have determined that the works are necessary for community amenity through the provision of additional public open space while retaining and interpreting heritage fabric.</p> <p>As above, the proposed works do not comply with Policy 4, as the substantial demolition of the Torpedo Factory building is not, in our opinion, sympathetic and not in keeping with the “spirit of the place”; i.e. the robust industrial character that once defined Platypus.</p> <p>The removal of the eastern portion of the building would significantly diminish the strong industrial/maritime/defence character of the place, given the visual prominence, size and siting of the Torpedo Factory. The removal of the waterfront portion of the building will also negatively impact on the contribution the building makes to the overall character of the Platypus site and Neutral Bay foreshore and further diminish the ability of the site to demonstrate its past reliance on the waterfront as part of its day to day functions, although the retention of the submarine wharf and its continued use by the public continues to communicate, in part, the essential relationship that Platypus had with the functioning of Sydney Harbour.</p> <p>While the demolition of the eastern portion of the building does comply with Policy 16 in facilitating public access and use of the site, it does not facilitate the interpretation of the place as per Policy 13 (refer also to above discussion). Although this could be mitigated in part through introduced interpretation devices that focus on the history of the Torpedo Establishment era of the place.</p> <p>It is noted that this is only one component of the overall proposal to substantially demolish the building, and the demolition of the eastern elevation and the lower levels of the building aggregates the overall loss of fabric and the impacts of the proposal as a whole.</p> <p>In addition, the inventory sheet for the Torpedo Factory contained within the CMP 2008 provides the following building-specific policies:</p> <ul style="list-style-type: none"> • <i>Interpret the historical use of the component by selecting new uses which can take advantage of the factory space without further subdivision.</i> • <i>Uses which can retain the ‘working character’ of the site and make sensible use of the structure, its large spaces and robust nature should be preferred.</i>

Proposal	Compliance with Conservation Policies
<p><i>Cont.</i></p>	<p>The proposed works do not comply with the policies contained within the inventory sheet as the bulk of the factory space is to be demolished as well as the eastern portion of the building that most clearly contributes to the ‘working character’ of the site as seen from Neutral Bay and surrounding localities to the north and east. As discussed above, the retention of a portion of the sawtooth roof structure will continue to contribute to the historical industrial character of the place.</p>
<p>Expose the existing sandstone cliff line and facilitate the creation of landscaped terraces in place of the demolished portion.</p> <p>These landscaped terraces may sit upon remnant concrete floor slabs, and/or upon a base restored to its natural form.</p> <p>Some parts of the structure may be retained to aid in the interpretation of the removed structure.</p>	<p>The works comply with Policy 3 in facilitating the use of the foreshore area as a public recreation space, as well as Policy 16 and Policy 17 in facilitating public access to the site and potentially increasing physical connections between Platypus and Kesterton Park.</p> <p>The proposed landscaped terraces comply <i>in part</i> with Policy 56, which allows for the: <i>construction of new additions, buildings, and other features: on vacant sites or to replace intrusive elements or fabric of Some or Little significance, provided they preserve identified views, are of sympathetic scale, form, bulk, materials, and colours, and designed within the spirit of the place.</i></p> <p>As the Torpedo Factory is graded as being of Some significance, the partial demolition and replacement of the eastern portion of the building with landscaped terraces is supported by Policy 56.</p> <p>However, the design of the landscape terraces would need to be sympathetic in terms of materials, forms and colours and be in keeping with the “spirit of the place”; i.e. the robust industrial character of the place. As such, the proposal to retain some parts of the structure of the Torpedo Factory building (sawtooth roof structure and southern elevation) and incorporate these features into the new design for the landscape terraces will aid in the interpretation of the building and in retaining aspects of the robust industrial character of the building and the place as a whole.</p> <p>Further, this aspect of the proposal effectively introduces a new use to Platypus in the location of the eastern portion of the Torpedo Factory, which meets the aims and objectives of the <i>Management Plan 2016</i>. As the building is essentially unused, the introduction of a new use is a positive heritage outcome.</p> <p>As per Policy 24 of the CMP 2008, new uses for the buildings on the site should be found to generate income for ongoing management and to revitalise the place and Policy 27 notes that in finding new uses for the site, care should be taken not to ‘sanitise’ the industrial working character of the place and it is <i>important that the scale and patina of the place be kept.</i></p> <p>The current proposal will revitalise the place by providing increased opportunities for public visitation through the introduction of open landscaped areas with the exception of a potential pop-up café (see Section 4.1), the Harbour Trust is not seeking to introduce commercial uses within the Torpedo Factory.</p>

Proposal	Compliance with Conservation Policies
<i>Cont.</i>	Although the bulk, scale and form of the building will be reduced, there are opportunities for the footprint of the whole of the building to still be identifiable in the landscape designs, for the retention of more of the original structure to also be retained and incorporated into the landscape designs, and for the patina of the surviving portions of the building (sawtooth roof and south elevation) to be retained, contributing to the historical industrial character of the place.
The exact 'cut point' to the building and retention of the lower level concrete slab will be determined by existing structural, geotechnical, and contamination conditions, as well as heritage considerations.	<p>The proposal involves the possibility of revealing the excavated cliff face and stone wall that is currently obscured by the Torpedo Factory and the incorporation of this landscape feature into the design for the new waterfront landscape terraces.</p> <p>The proposal to reveal the 'cliff' within the southern portion of the site complies in part with Policy 47 which allows some intervention in the landform, cliff face and cuttings, only if necessary for the adaptive reuse of the site. As noted above, the Harbour Trust considers the current proposal to be necessary for community amenity through the provision of additional public open space while retaining and interpreting heritage fabric.</p>
Northern Elevation (facing Platypus Lane):	
Removal of the laneway facade wall cladding and masonry parapet walls down to the upper level concrete slab. This will reduce the buildings visual bulk and create sightlines through the building yet still enable the sawtooth structure to be interpreted.	<p>The proposal involves the retention of the central portion of the factory shed on the upper apron, although it is proposed to remove the cladding and masonry parapet walls on the northern elevation revealing the internal support structure.</p> <p>The proposal will also retain a portion of the sawtooth roof, which is a visually distinctive feature of the Torpedo Factory and enhances the industrial character of the building and the site as a whole. Together with Building 2 and 10, both of which also have sawtooth roofs, the Torpedo Factory is part of a significant group of WWII buildings relating to the Torpedo Establishment era and this is communicated in part by the repetition of the sawtooth roof across all three buildings.</p> <p>As per Policy 8, for fabric graded as being of Some significance, adaptation or removal is appropriate if necessary for community amenity or commercial necessity. As previously noted, the Harbour Trust, in consultation with the community, considers the current proposal to be necessary for community amenity through the provision of additional public open space while retaining and interpreting heritage fabric.</p>
Southern Elevation (facing 140 High Street):	
Demolition of the western bay roofing and support structure to facilitate new vehicular entry ramps. Generally, the wall of the southern elevation would be retained along the length of the remnant portion of the building, to protect amenity and privacy of adjoining neighbours.	Policy 4 allows for changes to the fabric of a sympathetic scale and type in order that its use continues to evolve within the spirit of the place. The removal of a portion of the roof cladding is minimal and is in keeping with Policy 8 in retaining the majority of the roof structure and its distinctive form.

Proposal	Compliance with Conservation Policies
<p><i>Cont.</i></p>	<p>The retention of the sawtooth form and roof structure as well as the south elevation (for amenity and privacy) also complies with Policy 27, as well as Policy 13 in retaining the industrial character of the place as a former factory building and providing for the interpretation of the past industrial use and original form and scale of the building.</p> <p>As this is the side of the building that is not clearly visible from surrounding public places, some degree of change is considered to be appropriate particularly in order to facilitate the continuing use of the building as a car park, a public/community benefit.</p>
<p>Internally:</p>	
<p>Upper level - Removal of all internal partitions, walls, entry ramp and partial elements of the disabled ramp to enable future reconfiguration. Most blast walls will be retained where possible.</p> <p>Lower Levels - Removal of all internal walls and fitout including the masonry wall adjacent to the 'cliff'.</p>	<p>As noted above, Policy 8, for fabric graded as being of Some significance, adaptation or removal is appropriate if necessary for community amenity or commercial necessity. The Harbour Trust considers the proposal to be necessary for community amenity through the provision of additional public open space while retaining and interpreting heritage fabric.</p>

5.2.5. Assessment 4: North Sydney Local Environmental Plan 2013

Platypus, the Iora Apartments, 1 Kiara Close and Kiara Close are listed together as a local heritage item under Schedule 5 of the *North Sydney Local Environmental Plan 2013* (North Sydney LEP 2013). They are listed as the "Gasworks Remains, HMAS Platypus North Sydney" (Item No. I0859).

The Statement of Significance for the place is as per the following: "*Site of first Gas production on the North Shore and original site of only major competitor to the A.G.L. Company in Sydney. Physical remains are of technological interest.*" (NSW Heritage Inventory, Database No. 2180037).

The objectives of Clause 5.10 of the North Sydney LEP 2013 are as follows:

- a) to conserve the environmental heritage of North Sydney,
- b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,
- c) to conserve archaeological sites,
- d) to conserve Aboriginal objects and Aboriginal places of heritage significance.

Comment:

In this case, the proposed works will have no impact on the components of Platypus that relate to the North Sydney Gas Works era of use. The significance of the place as the site of the first gas production on the North Shore will not be impacted on by the proposal for the Torpedo Factory and the local heritage significance of the item, in relation to its early history as a gas works, will be conserved.

The proposal does involves revealing the early cliff face and retaining wall located in the southern portion of the site, which forms part of the configuration of the place prior to the construction of the Torpedo Factory and revealing more of this significant site feature will enhance an understanding of the early form and layout of the site during the gas works phase.

5.3. Conclusion

It is noted that the proposal for the Torpedo Factory generally meets the overall vision for Platypus, North Sydney as detailed in the *Sydney Harbour Federation Trust Comprehensive Plan* (2003, as amended), which includes the following:

The Former HMAS Platypus site will be rehabilitated to provide a sequence of terraces, streets, squares and gardens for public enjoyment by the waterfront. The sequence of public spaces will culminate in an urban park that will provide greenery and shade as well as a place to appreciate the whole of the site's heritage.

The internal walks will link to existing open space and walks in the neighbourhood, adding to the succession of vantage points overlooking the harbour. Access through the site will be provided via terraces stepping down the hillside to the waterfront. Links between the terraces will be improved and new ones provided, which will make pedestrian access more direct and offer greater diversity and choice.

Access to the former Defence site is currently hidden and constrained. The access from High Street via the dramatic cutting will be made more inviting and opened up to reveal views of Neutral Bay. It will provide both pedestrian and vehicular access. The right of way via Kiara Close will be retained for access to the top terrace car park with a controlled access point at the entry to the former Platypus site. (SHFT Comprehensive Plan, Chapter 10a: Former HMAS Platypus Site, Neutral Bay, pg. 24)

The proposal for the Torpedo Factory generally meets the aims of the *Draft Management Plan: Platypus, North Sydney* (2016) which states that to achieve the Harbour Trust's vision for Platypus the Management Plan aims to:

- Create a waterfront urban park.
- Protect, manage and interpret the site's heritage values.
- Maximise public access to the site.
- Revive the site with a mix of new uses that are compatible with the site's character and constraints.
- Protect local environment and amenity.

The *Draft Management Plan 2020* also provides for the following additional aims of relevance to this proposal for the future management of Platypus, North Sydney:

- Establish Platypus as a place of public enjoyment by providing public spaces of high amenity
- Improve pedestrian links between the levels, to public transport and to surrounding areas
- Increase public open space throughout the site
- Provide visitor facilities and amenities such as lookouts and children's play facilities
- Encourage uses and activities that are sensitive to local amenity especially with respect to minimising traffic and noise generation
- Provide interpretative opportunities for visitors to understand and appreciate the rich and varied history of Platypus

The proposal for the demolition of the multi-level, harbour facing portion and part of the High Street portion of the Torpedo Factory building, the continued use of a portion of the factory floor for public car parking and the provision of open, landscaped terraces overlooking the adjacent waters of Neutral Bay generally meets the Harbour Trust's vision and aims for Sub Base Platypus, North Sydney as per the *Draft Management Plan 2020*.

It should also be acknowledged that in achieving the above, there will be negative impacts on the identified potential Commonwealth Heritage Values of the place (as per the CMP 2008) due to the loss of significant fabric and the substantial reduction to the bulk, scale, form of a large and visually prominent component of the site, that strongly contributes to the robust industrial character of the place as a whole.

Much of the significance of the Torpedo Factory is derived from its bulk, scale, detailing and siting within the Platypus complex of buildings, its contribution to the group of Torpedo Establishment era buildings and because it is one of the key contributing elements of the landmark qualities of the site as viewed from Neutral Bay and surrounds. It is the largest surviving building on the site and due to its proximity to the waterfront, it is highly visible from the water. As such, it makes a major contribution to the industrial/maritime/defence character that once defined the ‘working harbour’ of Sydney Harbour, which is becoming more and more diluted.

As discussed above, in developing the proposal for the Torpedo Factory, alternative solutions have been considered by the Harbour Trust.

In consultation with the community, the Harbour Trust has determined that the current proposal will provide public benefit through the provision of increased open landscaped area for passive recreation and public enjoyment, increased amenity, and taking into account financial considerations.

The complete demolition of the Torpedo Factory is not supported by the Harbour Trust.

Although the (*former*) *HMAS Platypus North Sydney Conservation Management Plan 2008* allows for the removal of buildings and fabric graded as being of Some significance, such as the Torpedo Factory, this is qualified by the requirement that removal is only considered appropriate if the removal of the building is found to be “necessary for community amenity or commercial necessity” (Policy 8 of the CMP 2008). The Harbour Trust, in taking into account the community’s feedback, considers that the current proposal is necessary for community amenity through the provision of additional public open space while retaining and interpreting heritage fabric. The proposal will substantially increase the amount of open landscaped area provided for at Platypus, complementing the existing parklands at the northern end of the site. The proposal will also increase the green connection between Platypus and Kesterton Park to the south, offering further public benefit.

Regardless, the proposal, in our opinion, will result in significant impacts on the Commonwealth Heritage Values of Sub Base Platypus and the Torpedo Factory specifically, and the proposal is to be referred to the Minister for the *Environmental Protection and Biodiversity Conservation Act 1999*.

5.3.1. Opportunities and Recommendations

Opportunities exist for the interpretation of the Torpedo Factory to be incorporated into the detailed design documentation for the proposal that could, in part, mitigate some of the proposal’s negative impacts on the historical, social, rarity and representative values of the place.

It should be noted however that interpretation is not a means of preserving heritage values, but merely a method of communicating heritage values (past and present) to a wide audience, and should not be considered as a substitution for the conservation of the tangible and intangible evidence of the cultural significance of a place.

Opportunities for the interpretation of the Torpedo Factory include the following recommendations:

- Aim to create an industrial ruin style park keeping as many vestiges of the eastern (waterfront) end of the Torpedo Factory building as possible and integrating them into the design of the proposed open, landscaped terraces. Opportunities include the retention of portions of the eastern elevation face brick wall to form balustrades and retaining walls within the proposed

terraced landscaped areas, in lieu of the introduction of new landscape features.

- Avoid introducing forms, materials, colours and detailing that do not relate to the historical industrial character of the site. Organic and/or soft edged shapes and forms are not considered appropriate for the landscape designs of the open landscape areas and are incompatible with the hard edged, industrial character of the place. The WWII industrial character of the Torpedo Factory should guide the future detailed design of the landscape areas.
- Retain physical evidence of the whole of the building's footprint to interpret the full extent of the building.
- Since stairs are needed to make the level change from the cliff (upper apron) to the park (lower apron), investigate retaining the original staircase in the south-east corner of the site, along with as much associated building fabric as possible.
- On the building's street frontage, the existing entry and surrounding brick wall (see Figure 12) would be important to keep, at least in part, and it would reinforce the existing portal next to the gatehouse (now flats).
- Inside the sawtooth roofed factory floor space, wherever possible the available structures should be retained and incorporated into the overall designs, including the blast walls and the elevated supervisor's room in the northwest corner of the factory floor (see Figure 19).
- Should additional facilities and amenities be required, consider retaining a portion of the lower level internal spaces for adaptation rather than building new structures.
- Further research into the working lives of former employees of the Torpedo Factory could be undertaken (including oral histories), to increase knowledge about the use of the building and the social aspects of working at the Torpedo Establishment (notably the ballroom).
- Interpretation of the Torpedo Factory and the Torpedo Establishment era at Platypus should be included into any future design for the building. As per Policies 13 and 14 of the CMP 2008, the main interpretive messages should include:
 - The site's function during World War II in support of the war effort i.e. torpedo manufacture and maintenance.
 - The post-war role of HMAS Platypus as the first national base for the Australian Submarine Squadron and the continuing work of the torpedo establishment after the war.
 - The site's enduring connection with Neutral Bay and the focus of its historical uses towards the waterfront.
 - The wartime and post-war functional links between HMAS *Platypus* and Cockatoo Island.
 - The place's robust industrial character and functions.



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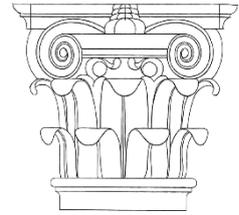
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Employment: Lucas Stapleton Johnson & Partners as Heritage Planner since April 2010
Taylor Brammer Landscape Architects as Heritage Assistant 2007 -2010
Conybeare Morrison as Heritage Specialist, 2006
Leichhardt Council as Development Assessment Assistant, 1999-2005

Recent work includes:

Conservation Management Plans

- Thompson Square Conservation Area, Windsor
- Macquarie Lightstation, Vacluse
- Hyde Park Barracks, Sydney
- Sydney General Post Office, Sydney
- Brisbane General Post Office, Sydney
- Roseneath Cottage, Parramatta
- Juniper Hall, Paddington
- No. 1 Fire Station, Castlereagh Street, Sydney
- Woolloomooloo Finger Wharf, Woolloomooloo
- Goods Island Lighthouse, Torres Straits
- Booby Island Lighthouse, Torres Straits
- Double Island Point Lighthouse, Queensland
- Milton Terrace, 1-19 Lower Fort Street, Millers Point
- Major House, 35 Lower Fort Street, Millers Point
- Vernon's Flats, 30-42 Lower Fort Street & 2-4 Trinity Avenue, Millers Point
- Steven's Building, 73 Windmill Street, Millers Point
- (former) Shipwright's Arms Hotel, 75 Windmill Street, Millers Point
- (former) Baby Health Centre, 87 Lower Fort Street, Millers Point
- (former) Hit or Miss Hotel, 69 Windmill Street, Millers Point
- Bronte House, Bronte
- Experiment Farm Cottage, Harris Park
- University of Sydney Grounds (Camperdown and Darlington campuses)
- Mallet Street Campus, University of Sydney
- Blackburn Building, University of Sydney
- Exeter Park and School of Arts Building, Exeter, NSW
- Mining Museum, George Street, The Rocks
- Braemar, Springwood
- Penshurst Street Baby Health Clinic (former), Penshurst
- Cabarita Federation Pavilion, Cabarita Park

- Penhurst Street Baby Health Centre, Penhurst
- Trinity Avenue and Kent Street (various), Millers Point

Heritage Studies and Assessments

- (former) HMAS Platypus, North Sydney
- Penrith Regional Gallery & the Lewers Bequest, Emu Plains
- Hunter Region Rural Homestead Complexes comparative study for the NSW Heritage Office
- Leura Post Office, Leura
- Wayzgoose Café, Leura Mall, Leura
- Our Lady of Mercy College, Parramatta
- Regent Theatre, Mudgee
- (former) Metropolitan Remand Centre, Glebe
- Gap Bluff, Sydney Harbour National Park, Watsons Bay
- Millers Point heritage strategy, Department of Family and Community Services
- Ku-ring-gai Council Review of Potential Heritage Items
- Kirribilli Village and Milson Point Railway Station, Ennis Road, Kirribilli
- Catherine Hill Bay Conservation Area Heritage DCP
- NSW Parliament House, Macquarie Street, Sydney
- Pier One, Walsh Bay
- Willoughby Council Heritage Review
- St Paul's College, University of Sydney
- St Andrew's Anglican Church, Summer Hill
- St Andrew's College, University of Sydney

Interpretation Plans and Strategies

- Queen Mary Building, University of Sydney
- New Law Building, University of Sydney

Heritage Development Work (applications to consent authorities)

- Glenfield, Casula
- Roseneath Cottage, Parramatta
- Telford Lodge (Place), 159 Brougham Street, Kings Cross
- Ennis Road shops and North Sydney Train Station Entry, Kirribilli
- Greenwich Baths, Lane Cove
- Craignairn, Burns Road, Wahroonga
- Craigmyle, Burns Road, Wahroonga
- Queen Mary Building, University of Sydney
- Sydney GPO, Martin Place, Sydney
- Former Police Station, 103 George Street, The Rocks
- St Keirans, Fairfax Road, Bellevue Hill
- Tresco, Elizabeth Bay
- Woolloomooloo Finger Wharf (residential component), Woolloomooloo
- Our Lady of Mercy College, Parramatta
- Blackburn Precinct and Vet Science Precinct, University of Sydney
- Donald Bradman's boyhood home, 52 Shepherd Street, Bowral
- Old AMP Building, Circular Quay
- Adelaide Villa, 48 Botany Street, Bondi Junction
- Lyndoch Place, 2 Barker Road, Strathfield
- Hazelmere, 49 Queen Street, Woollahra
- Lipson, 70 Jersey Road, Woollahra
- 198 Queen Street, Woollahra (former Woollahra Grammar School)
- Lane Cove Council (Heritage Assessment Officer services- ongoing)

Assistance in preparing statements of evidence for NSW Land Environment Court:

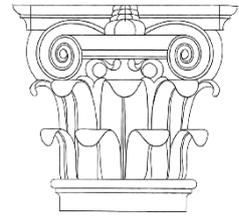
- Bidura and (former) Metropolitan Remand Centre, Glebe
- 139 Goods Street, Parramatta
- Lansdowne, 3 Anderson Street, Neutral Bay
- Hazelmere, 49 Queen Street, Woollahra

- Clovelly Hotel, Clovelly
- Banksia, 3 Beach Street, Double Bay

January 2019

Ian Stapleton, B.Sc.(Arch.), B.Arch., Grad.Dip.Env.Law, F.R.A.I.A.
Registered Architect No. 4032 Nominated Architect
Sean Johnson, B.A., Dip.Arch., M.Sc.(Arch.Cons.), R.A.I.A.
Registered Architect No. 4728
Associate:
Kate Denny, B.A., M.Herit. Cons.

LUCAS
STAPLETON
JOHNSON



LSJ Heritage Planning & Architecture

CURRICULUM VITAE

SEAN JOHNSON, BA(Hons), DipArch, MSc(Arch)(Cons) RAIA

Sean Johnson is a conservation architect with many years' experience of working on historic buildings in Australia and England. He trained in England, migrated to Australia in 1978 and developed an interest in architectural conservation when working on the rehabilitation of terrace housing in Sydney in the early 1980s.

While living in England 1988-1994, Sean worked with Firmstone & Company on the conversion of Somerset House into an art gallery for the Courtauld Institute of Art. He later carried out under his own name the conversion of an 18th century Cotswold house for The Theatre Chipping Norton, Oxfordshire.

On returning to Australia he completed a Master's degree in Architectural Conservation at the University of Sydney completing a thesis on museum climate control in historic buildings. Sean then spent four years working with the Heritage Group of the Department of Public Works, before joining Clive Lucas Stapleton & Partners in 1997. He has since worked on the restoration of Swifts, Darling Point, which won the 2012 Lachlan Macquarie Award; the adaptive reuse of the Woolloomooloo Finger Wharf; and the conversion of the Mint, Macquarie Street into headquarters for the Historic Houses Trust of NSW which won the Lachlan Macquarie Award and Greenway Awards in 2005. As well as carrying out architectural work Sean has co-authored conservation plans for important places ranging from the Australian Museum to the Sydney Harbour Bridge and given specialist heritage advice to public and private clients including other architects.

Experience

1997 to present: Conservation architect, partner with Lucas Stapleton Johnson & Partners

- Roseneath, Parramatta (c1837), adaptive reuse and restoration for Our Lady of Mercy College, 2019
- Thompson Square Windsor, Conservation Management Plan, 2018
- Macquarie Arms Hotel, Windsor, Conservation Management Plan, 2017
- Exterior restoration and colour scheme for National Trust Centre, Observatory Hill, Sydney, 2017
- Hyde Park Barracks, Conservation Management Plan, 2016
- Reconstruction of NSW Parliamentary Library, the Jubilee Room, in 2016 (National Trust Heritage Awards, Highly Commended 2018)

- Centennial Memorial, Parramatta, Conservation (National Trust Built Heritage Award 2015)
- Reconstruction of Francis Greenway's gate lodge domes, Hyde Park Barracks, Sydney in 2012 (RAIA Architecture Award 2013);
- NSW Parliament House, Sydney, Conservation Management Plan, new guard house entrance and redesign of forecourt and Speaker's Garden, restoration of 1829 Legislative Council room, ongoing advice on historic building, 2007- present;
- Alterations and additions to Keeper's Cottages at Macquarie Lighthouse, Vacluse, 2009.
- External restoration of Wyldefel Gardens, an iconic Modernist building in Potts Point, Sydney, 2008.
- New accessible ramp and steps to the front door of the Great Hall, University of Sydney, 2008 (Commendation from NSW National Trust Heritage Award).
- Conversion of the Mint Coining Factory, Macquarie Street, Sydney Historic Houses Trust of New South Wales (winner with FJMT Architects of RAIA John Sulman, Lachlan Macquarie and Greenway Awards, 2005).
- Restoration of Swifts, large Victorian mansion in Darling Point, Sydney, 2000 (Lachlan Macquarie Award, 2012 and RAIA Heritage Architecture Award, 2012)
- Adaptive reuse of the Wharf at Woolloomooloo, 1997-1999.

Co-author of Conservation Management Plans for: NSW Parliament House, Australian Museum, St. John's College, University of Sydney, Windsor Road and Old Windsor Road, Central Depot of Royal Botanic Gardens, Sydney, amongst others.

1993-1997 Conservation architect with Heritage Group of the New South Wales Department of Public Works & Services.

Project architect for the exterior conservation of Railway Institute Building. This project won the Horbury Hunt Award for Excellence in Brickwork and a commendation at the 1996 RAIA Architecture Awards.

Produced a Conservation Management Plan for the Sydney Harbour Bridge and a Building Maintenance Plan for the Lands Department Building, Sydney. Prepared a conservation plan and oversaw refurbishment works at the former Petersham Public School, (now Petersham TAFE West) which won the Marrickville Medal Award Commendation in 1998.

1991-1993 In private practice in Oxford, England

1988-1991 Architect with Firmstone & Company, Oxford, England
Conversion of Strand Block of Somerset House, London into Galleries for the Courtauld Institute of Art, University of London.

1986-1987 Architect with Otto Cserhalmi & Partners, Sydney,

1986 Enrolled as a chartered architect in New South Wales

1983-1986 Housing Commission Inner City Project Team, Waterloo, Sydney.
Design of infill housing and rehabilitation of terrace houses.

Committees

National Trust Built Heritage Conservation Committee

Published work, Conference Papers & Studies

- *A Tale of Two Front Doors*, NSW National Trust Magazine, April–June 2019
- *Hadley Park, Castlereagh – A survivor in search of a future*, NSW National Trust Magazine, April-June 2017.
- *The Jack Arch: its origin and use in NSW*, Architecture Bulletin, Autumn 2015
- *The Puzzle of Gannon House*, *Australiana*, August 2013
- Australian Encyclopedia of Architecture, Article on Sydney Harbour Bridge, 2011
- Paper given at ICOMOS ‘Corrugations’ conference, November 2005 ‘*Scarcely Entitled to that Name: Parramatta to the Hawkesbury along the Windsor Road*’ (joint author)
- Paper presented at National Trust’s *Creative Conservation* Conference May 2005 entitled *Creative Conservation at the Mint*
- Wyatt Conservation Series Lecture at National Trust of Australia (NSW), October 2002, *The Geographical Fallacy in Heritage Assessment*.
- Paper on cleaning brickwork, National Trust Conference *Keeping Up Appearances*, 2002
- “Museum Climate Control in Historic Buildings – Alternatives to Air-Conditioning”, MSc thesis, University of Sydney, 1995.
- Published Conservation Plans:
- Sydney Harbour Bridge Conservation Management Plan, 1998.
- Long Bay Correctional Centres Conservation Management Plan, 1997.
- Broken Hill Gaol Conservation Plan, 1996.

August 2019