

Sub Base Platypus, North Sydney Torpedo Factory Renewal Project

PLANNING STATEMENT



Prepared for:
Sydney Harbour Federation Trust

Prepared by:
Lucas, Stapleton, Johnson and Partners Pty. Ltd.
The Trust Building, Suite 303, 155 King Street
Sydney NSW 2000
Telephone: (02) 9357 4811

FINAL

Date: 10th November 2020

© Lucas, Stapleton, Johnson and Partners Pty. Ltd. 2020

Issue	Date	Reviewed by	Approved
Preliminary Draft	09/10/2020	SHFT	
Final Issue	09/11/2020	LSJ	
Final Issue	10/11/2020	SHFT	

Executive Summary

This Planning Statement analyses the potential environmental impacts of the Torpedo Factory Renewal Project (Building 1), located at Sub Base Platypus, North Sydney. This report has been prepared by Lucas, Stapleton, Johnson & Partners (LSJ) on behalf of the Sydney Harbour Federation Trust (the Harbour Trust), as the proponent.

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, 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.

In April 2019, the Australian Government announced in the 2019/2020 Budget that the Harbour Trust would receive funding over three years, including funds for the Torpedo Factory Renewal Project.

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.

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.

As one of the sites under the care of the Harbour Trust, Sub Base Platypus is managed in accordance with its cultural and environmental significance. The purpose of the Harbour Trust is to “manage the vacated lands with the objectives of maximising public access to the sites, cleaning up contaminated areas and preserving the heritage and environmental values of the sites.” (The Comprehensive Plan, 2003, p. 12).

The Harbour Trust’s vision is to transform Sub Base Platypus with public open space, maximise public access and to adapt its buildings for cultural, recreational, community and commercial uses.

Under Section 71 of the *Sydney Harbour Federation Trust Act 2001*, certain state laws, including those related to town planning, do not apply to Harbour Trust land. In accordance with the *Sydney Harbour Federation Trust Act 2001*, the Harbour Trust is the planning and consent authority for all works at Sub Base Platypus.

This Planning Statement has been prepared to inform the Harbour Trust’s consideration of this proposal which will include a referral under the *Environment Protection and Biodiversity Conservation Act 1999*.

The Planning Statement has been prepared in accordance with the following:

- *Environmental Protection and Biodiversity Conservation Act* (1999);
- *Environmental Protection and Biodiversity Conservation Regulations* (2000);
- *Sydney Harbour Federation Trust Act and Regulations* (2001);
- *Comprehensive Plan*, prepared by the Harbour Trust (2003), including Section 10a (2009);
- *Management Plan: Platypus North Sydney*, prepared by the Harbour Trust (2016); and
- *Draft Management Plan: Platypus North Sydney*, prepared by the Harbour Trust (2020).

This Planning Statement has found that the proposal for the renewal of the Torpedo Factory is consistent with the relevant aims and outcomes identified in the Harbour Trust's *Comprehensive Plan* and *Draft Management Plan 2020* for Sub base Platypus, and will further the objects of the *Sydney Harbour Federation Trust Act 2001*. Appropriate measures will be able to be implemented to avoid or mitigate potential impacts during both construction and operational phases.

Given the potential significant impacts on the heritage values of the place, the proposed action will be referred to the Commonwealth Minister for the Environment in accordance with the *Environment Protection and Biodiversity Conservation Act 1999*.

Contents

Executive Summary	3
1. Introduction.....	1
1.1. Report Authors	2
1.2. Abbreviations	2
1.3. The Site	2
1.3.1. Torpedo Factory (Building 1)	3
1.3.2. Recent Photographs.....	5
2. The Proposal.....	7
2.1. Summary of Proposal	8
2.2. Documents Describing the Proposal	10
2.2.1. Operational Management (During and Post).....	10
3. Planning Framework	11
3.1. Relevant Legislation.....	11
3.2. Heritage Status	12
3.3. Planning Considerations.....	12
3.3.1. <i>Environment Protection and Biodiversity Conservation Act 1999</i>	12
3.3.2. <i>Sydney Harbour Federation Trust Act (2001)</i>	13
3.3.3. Comprehensive Plan (2003)	13
3.3.4. Management Plan: Platypus, North Sydney (2016) & Draft Management Plan: Platypus, North Sydney (2020)	19
3.3.5. <i>Disability Discrimination Act 1992 (cth.)</i>	23
3.3.6. <i>Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005</i>	23
3.3.7. <i>Sydney Harbour Foreshores and Waterways Development Control Plan 2005</i>	25
3.3.8. North Sydney Local Environmental Plan 2013	26
4. Environmental Considerations	27
4.1. Ecological Sustainable Development (ESD).....	27
4.2. Heritage Impacts	28
4.3. Archaeology: Historical and Aboriginal	29
4.4. Visual Impacts.....	29
4.5. Operational Management: During Construction	30
4.6. Operational Management: Post Construction (Site Opened to the Public)	34
4.7. Operational Phase Local Amenity: Noise, Privacy, Traffic, Parking & Maritime Activity.....	35
4.8. Public Consultation	37
5. Summary.....	38
5.1. Mitigation Measures.....	38
5.2. Conclusion.....	41

PAGE INTENTIONALLY LEFT BLANK

1. Introduction

This Planning Statement analyses the potential environmental impacts of the Torpedo Factory Renewal Project (Building 1), located at Sub Base Platypus, North Sydney. This report has been prepared by Lucas, Stapleton, Johnson & Partners (LSJ) on behalf of the Sydney Harbour Federation Trust (the Harbour Trust), as the proponent.

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, 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. 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), whether or not they are included on the Commonwealth Heritage List.

Under Section 71 of the *Sydney Harbour Federation Trust Act 2001* (SHFT Act), certain state laws, including those related to town planning, do not apply to Harbour Trust land. In accordance with the SHFT Act, the Harbour Trust is the planning and consent authority for works at Sub Base Platypus. (Refer to Section 2 below for further details.)

This Planning Statement has been prepared in accordance with the following:

- *Environmental Protection and Biodiversity Conservation Act (1999)*;
- *Environmental Protection and Biodiversity Conservation Regulations (2000)*;
- *Sydney Harbour Federation Trust Act and Regulations (2001)*;
- *Comprehensive Plan*, prepared by the Harbour Trust (2003), including Sections 3, 10a and 11 (2009);
- *Management Plan: Platypus North Sydney*, prepared by the Harbour Trust (2016); and
- *Draft Management Plan: Platypus North Sydney*, prepared by the Harbour Trust (2020).

The following documents have been prepared to support the proposal:

- *Proposal document*;
- *Heritage Impact Statement*, prepared by LSJ, dated November 2020;
- *Planning Statement*, prepared by LSJ, dated November 2020;
- *Noise Management Guideline*, BenBow Environmental Pty Ltd, dated November 2020;
- *Traffic Impact Assessment*, Arup Pty Ltd, dated November 2020;
- *Construction Traffic Management Guidelines*, Arup Pty Ltd, dated November 2020.

This Planning Statement, including the above supporting documentation will inform the Harbour Trust's assessment of the proposal and support the referral of the proposal in accordance with the EPBC Act.

1.1. Report Authors

This report was prepared by Kate Denny of this office (see attached CV). The place and surrounding areas were inspected by Sean Johnson, Kate Denny and Jessica Kroese in August 2020.

1.2. 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	<i>(former) HMAS Platypus North Sydney, Conservation Management Plan, 2008</i>
Sub Base 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>

1.3. The Site

Sub Base 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 Torpedo Factory building is located within Lot A DP 109583. Lot 1 DP 945479 contains the former submarine wharf structure and a portion of the Kesterton Park link and is licenced to the Harbour Trust from NSW Roads and Maritime Services (RMS).

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 (Building 1), 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.

1.3.1. Torpedo Factory (Building 1)

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 Sub Base 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, 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 western and northern elevation

The ground and basement levels have face brick walls and are located within the eastern side of the building only, 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 westward 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 (timed) to Sub Base Platypus.

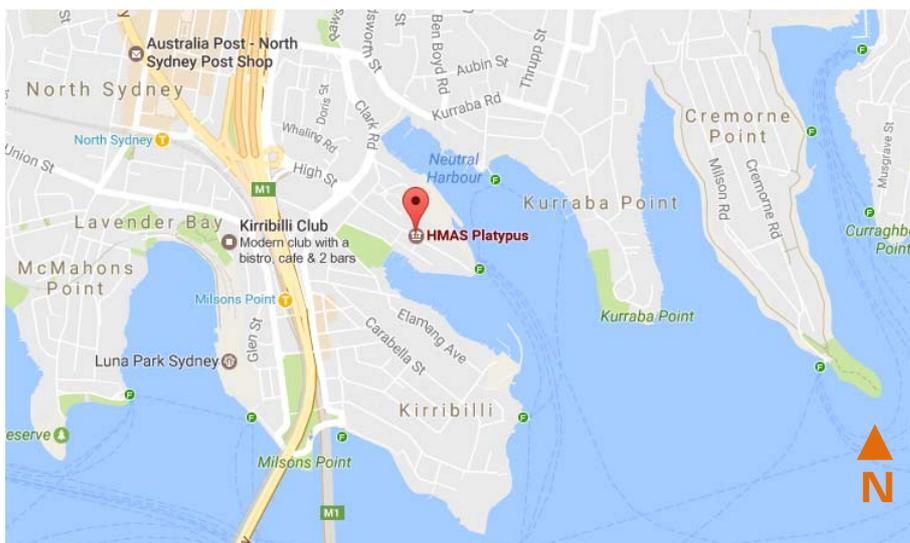


Figure 1: Street map showing location of subject property (indicated in red). (Source: Google Maps)



Figure 2: Aerial view of the locality showing the cadastral boundaries for the site and identifying the boundaries of the Harbour Trust land, including the land leased from RMS (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 Management Plan 2016 identifying the boundaries of the site and the various buildings. The Torpedo Factory is identified as Building 1. Note that Buildings 3 and 9 have since been demolished. Source: Figure 1, Management Plan 2016

1.3.2. Recent Photographs

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 along Platypus Lane, showing the factory building to the left with linking walkway from recently constructed lift shaft.



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



Figure 8: Linking bridge to the upper level of the Torpedo Factory.



Figure 9: View from High Street east along southern elevation



Figure 10: Eastern elevation of factory building, viewed from the Kesterton 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 pedestrian and vehicular 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 location of former RANTME office (Building 3).

2. 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 adaption 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 *Comprehensive Plan 2009* notes The Harbour 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* and *Draft Management Plan 2020* outlines the principal aims for the ongoing management of Sub Base 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 peeling away 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.

2.1. Summary of Proposal

Vision for the site

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. Draft Management Plan 2020

The following description of the proposal for the Torpedo Factory Renewal Project has been provided by the Harbour Trust (November 2020).

- **Foreshore Park:** Create a new foreshore park, through a series of landscaped terraces replacing the multi-level, harbour-facing portion of the Torpedo Factory.
- **Entry Forecourt facing High Street:** Create an enlarged entry forecourt through the demolition of a portion of the Torpedo Factory facing High Street.
- **Torpedo Factory Walkway:** Provide public walkways and viewing areas along the northern and eastern sides of the Torpedo Factory, offering elevated views towards Neutral Bay.
- **New Pedestrian Connections:** Investigate opportunities to connect the upper level and the new foreshore park, and a potential new path to Kesterton Park
- **Sandstone Cliff:** Reveal the large sandstone cliff face that divides the upper and lower levels of the site. The excision of the building at this point will allow for expansive views and an opportunity to better integrate Sub Base Platypus' lower foreshore level with adjoining public land (Kesterton Park).
- **Heritage:** Retain key significant heritage elements of the building, including the majority of the factory floor level, and the characteristic saw-tooth roof.
- **Visitor Access:** Retained portion of Torpedo Factory to include a public car park to support visitors accessing the site.
- **Interpretation:** Interpret the site's multi-layered history – natural, First Nations and defence heritage, with a focus on the ongoing connection to Country. Interpretation will be guided by the *Australian Indigenous Design Charter* launched in 2018, and *Designing with Country*, by the Government Architect NSW March 2020.

The new public domain will also present the story and history of the place's industrial and military heritage, specifically related to torpedo manufacturing and maintenance.

- **Improved Visual outcomes:** The removal of the multi-storey, harbour-facing section of the building, and the peeling away 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.
- **Environmentally Sustainable Design:** Explore opportunities to use the roof to capture solar power and rainwater
- **Amenity:** Protect local amenity by minimising potential impacts such as noise and light
- **Possible future uses:** The covered space of the remnant Torpedo Factory provides the opportunity for a future pop-up café at the harbour-end, or a space for occasional community uses (such as a small market). Any such proposals would be subject to separate assessment and approval.

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



Figure 15: View of the Torpedo Factory currently (left) and proposed (right) from the northeast.



Figure 16: View of the Torpedo Factory currently (left) and proposed (right) from the northwest.



Figure 17: View of the Torpedo Factory currently (left) and proposed (right) from High Street looking north.



Figure 18: View of the Torpedo Factory currently (left) and proposed (right) from within Platypus looking south.



Figure 19: View of the Torpedo Factory currently (left) and proposed (right) from the east over Neutral Bay.

2.2. Documents Describing the Proposal

The proposed works are described in the following documents:

- *Proposal document*;
- *Heritage Impact Statement*, prepared by LSJ, dated November 2020;
- *Planning Statement*, prepared by LSJ, dated November 2020;
- *Noise Management Guideline*, BenBow Environmental Pty Ltd, dated November 2020;
- *Traffic Impact Assessment*, Arup Pty Ltd, dated November 2020;
- *Construction Traffic Management Guidelines*, Arup Pty Ltd, dated November 2020.

The outcome of the above scope of works is the creation of new open landscaped terraces fronting the adjacent waterway, which complies with the overall vision for the site as per the *Management Plan 2016* and the *Draft Management Plan 2020*.

2.2.1. Operational Management (During and Post)

Due to the nature and extent of the proposed works, the current proposal also raises the following matters to be considered:

During Construction

- Hazardous and Contaminated Material
- Amenity: Noise, Dust & Vibration
- Construction Traffic
- Waste management

Post Construction (Site Opened to the Public)

- Amenity: Noise, lighting, privacy
- Traffic management
- Access and Security
- Waste management

3. Planning Framework

Under the *Sydney Harbour Federation Trust Act 2001* (SHFT Act), the Harbour Trust is the planning approval authority for the proposed actions to the Harbour Trust lands.

Under Section 71 of the SHFT Act, the Harbour Trust is exempt from certain state laws, including for any works in relation to property owned and managed by the Harbour Trust and for any works done by or on behalf of the Harbour Trust to other lands. State laws that the Trust is exempt from include NSW laws relating to town planning, the alteration or demolition of a building, structure or facility, the construction or use of a building, structure or facility and the protection of the environment or cultural heritage (Section 71(2)).

On this basis, the Harbour Trust's planning process will apply for all proposed works outlined above (Section 2.1).

Notwithstanding the above, the Harbour Trust will have regard for relevant NSW plans and policies to ensure consistency and best practice. Relevant legislation pertinent to this proposal is outlined below.

3.1. Relevant Legislation

The Harbour Trust is the planning approval authority for proposed actions under the *Sydney Harbour Federation Trust Act 2001*. As per Section 3 of the *Management Plan, Platypus, North Sydney* (2016), the following planning framework guides the future use and development of the site:

- *Environmental Protection and Biodiversity Conservation Act* (1999);
- *Environmental Protection and Biodiversity Conservation Regulations* (2000);
- *Sydney Harbour Federation Trust Act and Regulations* (2001);
- *Sydney Harbour Federation Trust Comprehensive Plan* (2003), including Sections 3, 10a and 11 (2009);
- *Management Plan Platypus North Sydney* (2016);
- *Draft Management Plan Platypus North Sydney* (2020);
- *Long-term Environmental Management Plan: Sub Base Platypus*, prepared by Consara Pty Ltd, April 2020;
- *Disability Discrimination Act 1992* (cth.);
- *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (Sydney REP);
- *Sydney Harbour Foreshores and Waterways Area Development Control Plan 2005* (Sydney DCP);
- *Environmental Planning & Assessment Act 1979* (EP&A Act);
- *North Sydney Local Environmental Plan* (LEP) 2013; and
- *North Sydney Development Control Plan* (DCP) 2013.

3.2. Heritage Status

Environment Protection and Biodiversity Conservation Act 1999

Sub Base Platypus is not listed as an item of heritage significance on the National Heritage List or the Commonwealth Heritage List, under the *EPBC Act*.

However, the (*former*) *HMAS Platypus Conservation Management Plan* (2008) identifies potential Commonwealth heritage values of Sub Base Platypus.

Regardless, places that are owned or leased by the Commonwealth, including sites such as Sub Base Platypus, are protected under the *EPBC Act*, whether or not they are included on the National or Commonwealth Heritage Lists.

Environmental Planning & Assessment Act 1979

Sub Base Platypus is identified as a ‘Strategic Foreshore Site’ under the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (SREP), however it is not on the heritage schedule under the SREP.

North Sydney Local Environmental Plan 2013

Sub Base Platypus is listed as a heritage item on the *North Sydney Local Environmental 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).

For an assessment of the potential impacts on the Commonwealth Heritage Values and significance of Sub Base Platypus and the Torpedo Factory refer to the *Heritage Impact Assessment* (November 2020) accompanying this application.

3.3. Planning Considerations

Assessment and Approval of Actions

Proposed actions will be assessed for their potential impacts on heritage values and the environment in accordance with the EPBC Act, and for their consistency with the outcomes identified in this Management Plan and in the Harbour Trust’s Comprehensive Plan.

Consideration will also be given to operational issues (such as transport and access).

Approved actions will be subject to conditions to avoid potential impacts; or to put in place measures to minimise or mitigate impacts, and to manage activities in accordance with relevant legislation and standards. Management Plan 2016 p. 76 and Draft Management Plan 2020 p. 89

3.3.1. Environment Protection and Biodiversity Conservation Act 1999

All ‘actions’ undertaken by the Harbour Trust must be considered under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). Section 26 of the EPBC Act protects Commonwealth land from actions taken on or outside it that may have a significant impact on the environment of the Commonwealth land. Section 28 protects the environment from actions taken by the Commonwealth or a Commonwealth agency that may have a significant impact. This proposal will be assessed under Part 26 and Part 28 of the EPBC Act.

A ‘significant impact’ is an impact which is important, notable, or of consequence, having regard to its context or intensity. In considering whether the proposed work would have a significant impact on the

environment, the Harbour Trust will undertake a ‘self-assessment’ process as outlined in the *Significant Impact Guidelines 1.2: Actions on, or impacting upon, Commonwealth land, and actions by Commonwealth agencies* (Commonwealth of Australia, 2013). This Planning Statement forms part of the Harbour Trust’s ‘self-assessment process’.

It is noted that given the potential significant impacts on the place’s heritage values (refer to *Heritage Impact Assessment*, November 2020 accompanying this application), the proposed action will be referred to the Commonwealth Minister for the Environment in accordance with the *Environment Protection and Biodiversity Conservation Act 1999*.

3.3.2. Sydney Harbour Federation Trust Act (2001)

Section 6 of the *Sydney Harbour Federation Trust Act (2001)* sets out the Objects of the Harbour Trust. Consideration has been given to how implementation of the proposal would further these Objects, as per the following:

Objects of the Harbour Trust Act	Is the Proposal Consistent?
(a) to ensure that management of Trust land contributes to enhancing the amenity of the Sydney Harbour region;	Yes- the proposal provides for increased public access along the foreshores of the Sydney Harbour and provides for further opportunities for passive recreation on the foreshores of the Sydney Harbour with potential impacts managed as part of the proposed action.
(b) to protect, conserve and interpret the environmental and heritage values of Trust land;	Yes- The Harbour Trust is committed to protecting, conserving and interpreting the environmental and heritage values of Sub Base Platypus as part of the proposal. See <i>Heritage Impact Assessment (HIA)</i> accompanying this application for further discussion.
(c) to maximise public access to Trust land;	Yes- the purpose of the proposal is to increase publicly accessible land at Sub Base Platypus.
(d) to establish and manage suitable Trust land as a park on behalf of the Commonwealth as the national government;	Yes- the proposal is for the adaptation of the site as a publicly accessible park.
(e) to co-operate with other Commonwealth bodies that have a connection with any Harbour land in managing that land;	Yes- The proposed action will be referred to the Minister for the Environment in accordance with the EPBC Act.
(f) to co-operate with New South Wales, affected councils and the community in furthering the above objects.”	Yes- the proposal, together with the <i>Draft Management Plan 2020</i> for Sub Base Platypus, will be placed on public exhibition seeking comments from the community, relevant NSW agencies and North Sydney Council.

3.3.3. Comprehensive Plan (2003)

Under the Harbour Trust’s *Comprehensive Plan 2003*, a proposed action must be consistent with the objectives and policies described in Section 3 of the Plan and meet the outcomes described for a specific Harbour Trust site as per Part B of the Plan.

Objectives and Policies

Section 3 of the *Comprehensive Plan 2003* provides objectives and policies that apply to all of the Harbour Trust lands and provide guidance for the assessment of development proposals. Of relevance to this proposal are the following objectives and policies:

Objectives	Policies	Comment
Ecologically Sustainable Development (ESD)	<ul style="list-style-type: none"> • Re-use and redevelopment preserves significant areas for open space as a resource for generations to come. • Development and adaptive re-use achieves reductions in the use of energy from sources which are non-renewable or emit greenhouse gases in energy generation or consumption compared to previous uses or comparable uses. • Buildings to be removed will be reused where possible and where demolition is necessary materials will be recycled where possible. 	<p>The proposal involves the retention of all existing open spaces across Sub Base Platypus, and the demolition of the harbour front portion of the Torpedo Factory building will allow for the provision of increased open space.</p> <p>As part of the detailed documentation process for the proposal, opportunities to use the retained saw tooth roof to capture solar power and rainwater will be explored.</p> <p>The proposal involves the removal of portions of the Torpedo Factory building. Materials will be recycled where possible.</p>
Water Quality and Catchment Protection	<ul style="list-style-type: none"> • Manage stormwater by adopting best practice management for stormwater with the aim of minimising its impacts through on-site detention, treatment and reuse. • Ensure that soil erosion and sedimentation control measures are in place prior to and during construction and maintenance activities. 	<p>Appropriate measures will be put in place to ensure that dust and sediments generated by the proposed action are controlled so they do not migrate into Neutral Bay.</p> <p>Roof water will be captured and re-used on site, where possible.</p>
Transport Management and Air Quality	<ul style="list-style-type: none"> • Limit the amount of long stay car parking where there is good alternative access by public transport. • Ensure the location of parking areas do not impact on the unique characteristics of the sites and ensure parking areas are linked to more sensitive features of each site with safe pedestrian and cycle ways 	<p>Traffic and parking generated by the proposed construction works will be suitably managed to avoid or minimise potential adverse impacts.</p> <p>The existing partial use of the Torpedo Factory for public parking will continue to be carefully managed to limit impacts on the local road network.</p>
Contamination	<ul style="list-style-type: none"> • Apply methods for remediation that meet currently available engineering best practice and community standards. • Engage accredited auditors to review the assessment and remediation process, where these issues are significant, and to ensure the Trust's environmental obligations are met as the lands are opened to the public. 	<p>The proposed works have some potential to disturb or uncover contaminated soils located under the Torpedo Factory building.</p> <p>The Harbour Trust will undertake investigations during the construction phase of the project in accordance with the <i>Long-Term Environmental Management Plan</i> (2020). The final design for the proposal may need to include the retention of existing slabs at all levels (upper and lower) to ensure that any contaminated soils are encapsulated and not exposed as a result of the proposed works.</p> <p>Should undetected hazardous materials be exposed during works, the composition of these materials will be determined prior to works in those areas</p>

Objectives	Policies	Comment
		<p>continuing. Any hazardous materials that are found will be removed by suitably qualified contractors and disposed of at a licensed landfill.</p> <p>The Harbour Trust will ensure that any remediation works carried out will be certified by an appropriate auditor and in accordance with the <i>Long-term Environmental Management Plan 2020</i>.</p> <p>Any disturbance or removal of hazardous or potentially hazardous materials will be carried out in accordance with relevant requirements and standards; including SafeWork NSW and the <i>Protection of the Environmental Operations (Waste) Regulation 2014</i>.</p> <p>See Section 5.1 for Mitigation Measures.</p>
<p>Aboriginal Heritage</p>	<ul style="list-style-type: none"> • Ensure that the Aboriginal community is consulted on all Aboriginal heritage related matters. • Ensure an archaeological assessment is carried out prior to any work that has the potential to impact on Aboriginal sites. Works will be modified as necessary to avoid impacting on Aboriginal sites. 	<p>As part of the preparation of the <i>Management Plan 2016</i> the Metropolitan Local Aboriginal Land Council (MLALC) were notified as a relevant stakeholder. Likewise, for this proposal and for the <i>Draft Management Plan 2020</i>, 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.</p> <p><i>An Assessment of the Aboriginal Site History of Platypus</i> (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 sub Base Platypus.</p> <p>Should an unexpected find (Aboriginal archaeology) be uncovered during the construction process, the Director-General of the NSW Department of Planning, Industry and Environment will be notified about its location in accordance with the <i>Heritage Act 1977</i> (NSW) and the <i>National Parks and Wildlife Act 1974</i> (NSW).</p>

Objectives	Policies	Comment
<p>Cultural Heritage</p>	<ul style="list-style-type: none"> • Respect the existing fabric and setting of a place and undertake the least possible intervention when undertaking any work involving an important item of environmental heritage. • Undertake an archaeological assessment and recording before any work with the potential to impact on subsurface archaeology proceeds. 	<p>As discussed above, Sub Base Platypus has been identified as having potential Commonwealth Heritage Values and a detailed <i>Heritage Impact Assessment (HIA)</i> has been prepared assessing the potential impacts of the proposal on the heritage values of the place.</p> <p>The HIA identified that the proposal has the potential for significant impacts on the heritage values of Sub Base Platypus and the proposed action will be referred to the Commonwealth Minister for the Environment in accordance with the <i>Environment Protection and Biodiversity Conservation Act 1999</i>.</p> <p>The historical archaeological potential of Sub Base Platypus was assessed as part of the preparation of the (<i>former</i>) <i>HMAS Platypus Conservation Management Plan (CMP) 2008</i> by Dr. Louise Steding and Mr Gerald Steding of Stedinger Associates. At Sub Base Platypus, the historical archaeological resource is considered to be of <i>Moderate Significance</i> (Local significance). This significance relates primarily to the former gasworks. Sub Base Platypus is considered to have <i>Moderate to Low archaeological potential</i>.</p> <p>Any historical archaeological remains uncovered as part of the Torpedo Factory Renewal Project would likely relate to the early 20th century use of the place and considered to be of Local significance and any impacts could be mitigated through interpretation.</p> <p>The HIA accompanying this application includes recommendations for the mitigation of potential impacts on the heritage values of Sub Base Platypus and the Torpedo Factory. Mitigation includes the interpretation of the site's multi-layered history.</p> <p>Should any historical archaeological remains be encountered during construction, works will cease immediately, and the NSW Heritage Council will be notified of their location, in accordance with the <i>Heritage Act 1977 (NSW)</i>.</p>

Objectives	Policies	Comment
Cultural Heritage <i>cont.</i>	<ul style="list-style-type: none"> • Interpret the cultural heritage of the Trust sites in the most appropriate manner and in the context of the whole harbour. 	<p>The proposed new park will interpret the site's multi-layered history – natural, First Nations and defence heritage, with a focus on the ongoing connection to Country. Interpretation will be guided by the <i>Australian Indigenous Design Charter</i> launched in 2018, and <i>Designing with Country</i>, by the Government Architect NSW March 2020.</p>
Adaptive Re-use of Places and Buildings	<ul style="list-style-type: none"> • Enhance the character and heritage value of each place and its context. Whilst the heritage values may pose significant constraints, they also contribute to the identity of each site. • Enhance and sustain desirable functions and characteristics of the harbour. • Contribute towards a mutually supportive mix of activities. The sense of place may generate a central idea, which provides the basis for identifying possible uses for a range of buildings and areas at one site. • Be compatible with the objective of maximising public access. • Have minimal adverse impact on the environment and local amenity. • Be consistent with Conservation Management Plans prepared for the place or building where the place or building has been identified as having significant heritage value. • Where possible use existing buildings and facilities before considering the construction of new ones. The suitability of these structures for a range of possible uses is an important consideration. 	<p>As above, a detailed <i>Heritage Impact Assessment</i> (HIA) has been prepared assessing the potential impacts of the proposal on the heritage values of the place, including against the conservation policies provided for in the (<i>former</i>) <i>HMAS Platypus Conservation Management Plan</i> (CMP) 2008.</p> <p>The HIA identified that the proposal has the potential for significant impacts on the heritage values of Sub Base Platypus and the proposed action will be referred to the Commonwealth Minister for the Environment in accordance with the <i>Environment Protection and Biodiversity Conservation Act 1999</i>.</p> <p>The proposal however is compatible with the objective of maximising public access to Sub Base Platypus via the creation of additional open space for passive recreation as a result of the demolition of the harbour front portion of the Torpedo Factory.</p> <p>The proposal also allows for the continued use of a portion of the retained factory floor of the Torpedo Factory for public carpark and there are opportunities for the retained portion of the building to also be used for a future pop-up café at the harbour-end, or a space for occasional community uses (such as a small market). Any such proposals would be subject to separate assessment and approval.</p>
Removal of Buildings	<p>Buildings and works will be removed where they:</p> <ul style="list-style-type: none"> • Conflict with the planning vision for the land; and • Have low heritage value; or • Impede the effective interpretation of the heritage and the place; or • Remain intrusive visually; or 	<p>The proposed action includes the partial removal of the Torpedo Factory building, including the removal of the multi-level harbour-facing portion of the Torpedo Factory and a portion of the High Street frontage of the building.</p> <p>The overall planning vision for Sub Base Platypus which is to “be rehabilitated to provide a sequence of terraces, streets, squares and gardens for</p>

Objectives	Policies	Comment
	<ul style="list-style-type: none"> • Adversely impact on bush regeneration or the condition of the surrounding bush; and • Have little potential to be put to a community use or to enhance the visitors' experience of the park, or to raise revenue for site improvements. 	<p>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 removal of the harbour front portion of the building allows for the provision of additional terraces and gardens for public enjoyment of the waterfront.</p> <p>The Torpedo Factory, being a large building located on the southern boundary of the site limits views into and through Sub Base Platypus to the waters of Neutral Bay to the east. The removal of the eastern and western portions of the building and the opening up of the northern side of the building will increase available views through Sub Base Platypus.</p>

Outcomes

The *Comprehensive Plan* 2003 (Section 10a, 2009) provides for a range of specific outcomes for Sub Base Platypus as illustrated in Figure 6 of the plan (refer to Figure 20 below). Specifically, the *Comprehensive Plan* provides the following outcomes for the Torpedo Factory (RANTME Building):¹

- *The RANTME building will be set-back on all four sides providing landscaped terraces and verandahs around the upper level/s of the building. These spaces will have a different function and character on each side of the building.*
- *The set-back of the building from High Street will provide an improved entry forecourt and additional parking area.*
- *The set-back from the southern boundary of the factory hall will provide a landscaped buffer and reduce the visual impact of the building on its southern neighbours.*
- *Along the northern edge, above the cutting, the setback will provide an alternative, higher level walkway into the site and open up views along the entry towards the bay. This walk will culminate in a generous terrace along the waterfront edge of the building.*

Conclusion

The *Comprehensive Plan* 2009 provides for the adaptation of the Torpedo Factory building, the reduction of the bulk and scale of the building via partial demolition, the opening up of the building to increase views into and through Sub Base Platypus and to provide increased public access and spaces available for new uses and parking.

The Harbour Trust considers that the proposed action is consistent with the relevant objectives, policies and outcomes for the Torpedo Factory as per the *Comprehensive Plan* 2009.

¹ *Harbour Trust Comprehensive Plan*, Section 10a, 2009, p. 27.

3.3.4. Management Plan: Platypus, North Sydney (2016) & Draft Management Plan: Platypus, North Sydney (2020)

Section 11 Implementation of the *Comprehensive Plan 2003* establishes the framework for the making of detailed Management Plans for Harbour Trust's sites. The purpose of these plans is to provide more information about the matters addressed in the Plan. Essentially the Management Plans are a "refinement of the Plan" and include the site-specific outcomes for each site and/or building under the care and management of the Harbour Trust.

Section 7 of the current *Management Plan 2016* identifies the desired outcomes for the revitalisation of Platypus as a new waterfront public park. The site is to be revived with a mix of new uses that are compatible with the character and constraints of Platypus, whilst protecting, managing and interpreting the site's heritage values, maximising public access and protecting the local environment and amenity.

Consistent with the *Comprehensive Plan 2009*, the Harbour Trust has 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 proposed action for the Torpedo Factory Renewal Project forms part of the larger revitalisation scheme for Sub Base Platypus 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*. To achieve the Harbour Trust's vision the *Management Plan 2016* and the *Draft Management Plan 2020* outline the principal aims for the ongoing management of Sub Base Platypus. These aims 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 proposed use of the site is as a publicly accessible area for passive and active recreation. To achieve the above, the Harbour Trust also aims to:

- Be consistent with Commonwealth Heritage management principles
- 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
- Realise the potential for easy access to and within the site including access for people with disabilities
- Increase public open space throughout the site
- Provide visitor facilities and amenities such as lookouts and children's play facilities
- Facilitate the adaptive re-use of the site and its buildings for a diverse mix of cultural, commercial and community uses
- Encourage uses and activities that are sensitive to local amenity especially with respect to minimising traffic and noise generation
- Apply the principles of Ecologically Sustainable Development (ESD)
- Provide interpretative opportunities for visitors to understand and appreciate the rich and varied history of Platypus
- Remediate hazardous materials and manage contamination in accordance with a long-term Environmental Management Plan.

Torpedo Factory

The *Draft Management Plan 2020* provides the following specific outcomes for the Torpedo Factory (RANTME Factory). Refer also to Figure 20 below.

Foreshore Park

The RANTME Factory stretches from High Street through to the foreshore. At its High Street end the upper level of the building is at street level. This level sits upon a sandstone shelf for much of its length, which steps down towards the harbour, where the building has a lower level. This 'step' is similar to a cliff, comprised partly of natural rock, and partly of a sandstone-block retaining wall. The cliff edge runs in an approximate diagonal line beneath the floor of the RANTME Factory's upper level.

This Plan proposes working with the key elements of the site: its landform, foreshore location, surrounding context, and the structure itself - to modify the building to provide substantial public benefit. This will be achieved by removing part of the building, and adapting the remnant building, to provide:

- *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 peeling away 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.*

These outcomes are discussed in more detail below.

New Foreshore Park

The harbour-facing, multi-storey portion of the building, east of the cliff-line, will be removed to facilitate the creation of a new public park on the foreshore, for passive recreation. The removal of this portion of the building will reveal the cliff which will form an attractive and dramatic backdrop to the new park. The layers of the site's history will be revealed and interpreted: including the natural foreshore, indigenous heritage, and the gasworks and defence phases. The park will be made up of landscaped terraces, possibly using remnant structures – such as concrete floor slabs and lowered walls – to create formed spaces that are sheltered and congenial, and which interpret the building that once stood there. The provision of seating and shade will be in harmony with the landscape character. Stairs and public paths may connect the park to the remnant upper level of the RANTME Factory, north to Platypus Lane, and south towards Kesterton Park (this southern link would be subject to the agreement of North Sydney Council and Crown Land NSW). The new park will be designed to protect local residential amenity from potential noise, light and privacy impacts.

Remnant Upper Level

The upper level, west of the cliff-line, will be retained and adapted to provide a functional space that is publicly accessible, and which retains a substantial area of original built fabric, enabling appreciation of the building's heritage values. The external walls on the upper level's western (High Street), northern (Platypus Lane) and eastern (Harbour) facades will be lowered to open up views into and from the interior space. A low level wall would be retained along the perimeter to serve as a balustrade. The wall on the southern elevation will be retained to ensure ongoing protection of adjoining residents' amenity – by preventing potential noise, light and privacy impacts.

The characteristic sawtooth roof will be retained above the remnant building. This will allow the volume of the space and its historical use to be appreciated- while providing a covered space for community use; and the ability to collect solar power and rainwater, screen parking, and contain noise and light. Planter boxes may be provided around edges, and suspended from walls, columns and roof trusses, to create a landscaped space. Consideration will need to be given to preventing the ingress of birds and other wildlife.

Removing the wall cladding facing High Street will substantially reduce the bulk and scale of the building, providing a more welcoming entry forecourt (High Street Square) to both the RANTME Factory and the site as a whole. High Street Square will be attractively paved and landscaped as a pedestrian only public space. Interpretation of the Torpedo Factory's heritage may be incorporated in the forecourt design. An inviting and accessible pedestrian entry will be provided at the RANTME Factory's threshold with High Street Square. The building may potentially be setback further from High Street, to increase the area of High Street Square.

Visitor parking for approximately 40 vehicles will be provided on the upper level, at the High Street end. The vehicle driveway to/from High Street will be widened to allow two-way access. The parking area will be partly screened by retaining some of the original internal walls ('blast walls' – which also support understanding of the building's original function as a Torpedo Factory), as well as by establishing new landscaping elements along edges.

A wide public walkway will be provided around the upper level's northern and eastern edges. The walkway will connect with the existing bridge over Platypus Lane and provide access suitable for people with disability to the existing lift. The eastern, harbour-facing end of the upper level will have a generous area, with seating, for enjoying the elevated views over the new foreshore park and the bay below. Stairs may potentially be provided to connect the upper level with the new park on the foreshore.

The covered upper level provides a rare opportunity for a sheltered public space for community/cultural activities – such as occasional markets, displays, exhibitions, performances, fitness, and gatherings. Services (water, electricity, lighting) will be provided to facilitate this. A new, self-contained multipurpose space – for publicly-orientated uses such as a café and/or community/cultural activities, with amenities - may also be provided within the upper level of the RANTME Factory. This would be located in the south-eastern corner of the upper level and contained within the envelope of the RANTME Factory's roof structure. The scale, location and materials of this new self-contained space will need to be sympathetic to its setting within the RANTME Factory Building and should be designed to maximise views out towards Neutral Bay.

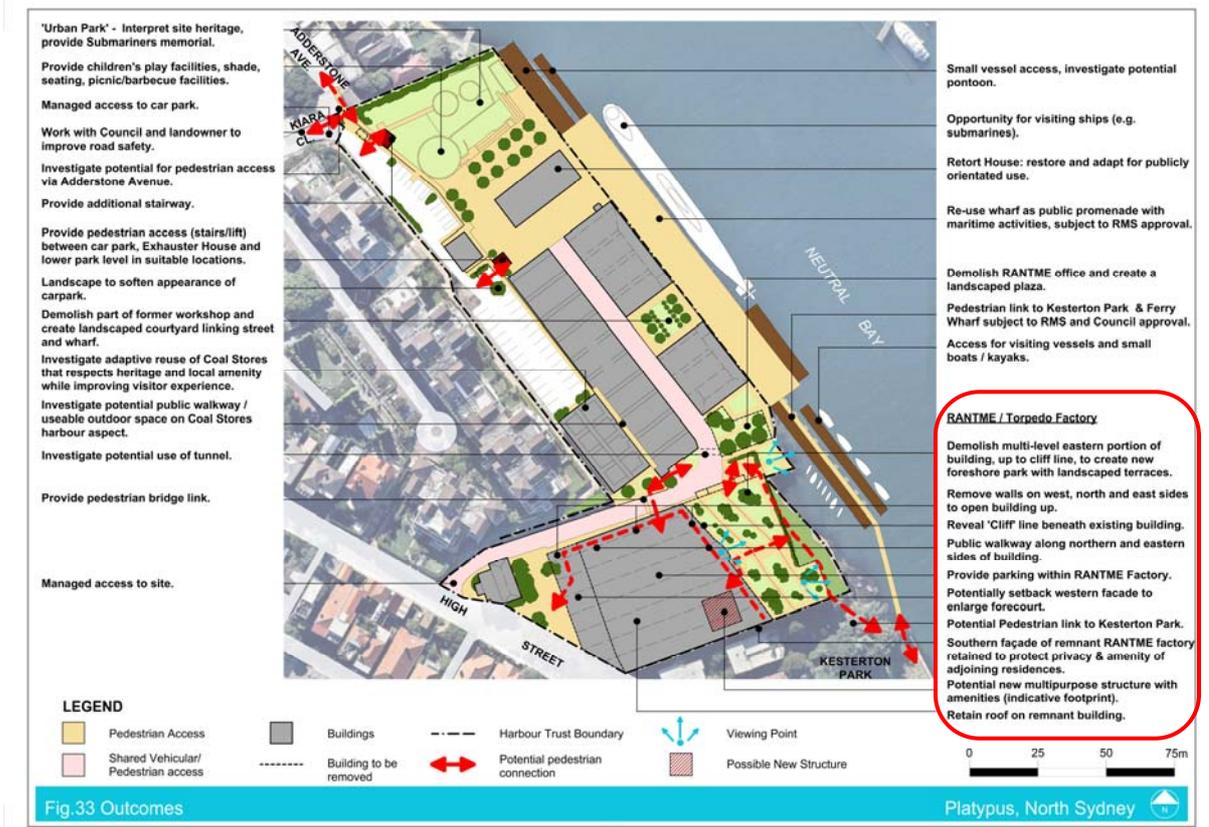


Figure 20: Figure 33 Outcomes from the *Draft Management Plan (2020)* showing detailed outcomes for the site. Outcomes relevant to this proposal are outlined in red. Source: *Draft Management Plan Sub Base Platypus, North Sydney (2020)*, p. 53

Implementation

The *Draft Management Plan 2020* also provides a prioritised project implementation plan for the identified outcomes for the Torpedo Factory.

The prioritised project implementation works applicable to the Torpedo Factory are as follows:

Proposed Works	Management Plan Outcome	Implementation Priority
Set back the RANTME building to improve the entry forecourt.	Improved Public Access and Safety	Medium
Increase public open space – Demolish part of RANTME Factory to create new foreshore park.	Public Domain Improvements	High
Modify RANTME Factory to provide public access, vantage points, carparking and community/cultural use.	Works to Enable Use/ Site Activation	High
Provide short-term parking and a drop off/pick up area in the Gatehouse entry forecourt	Works to Enable Use/ Site Activation	Medium
Investigate providing additional parking within the RANTME Factory	Works to Enable Use/ Site Activation	High

Conclusion

Since the production of the *Management Plan 2016*, further consideration of the possible future treatment of the Torpedo Factory has been undertaken by the Harbour Trust, including the analysis of alternatives to meeting the Management Plan intent for the Torpedo Factory.

The proposal for the Torpedo Factory Renewal Project is consistent with the aims and outcomes for the Torpedo Factory contained within the *Draft Management Plan 2020*. It also meets the aims and vision for Sub Base Platypus with respect to creating a waterfront urban park, maximizing public access and protecting the local environment and amenity.

3.3.5. *Disability Discrimination Act 1992 (cth.)*

The *Disability Discrimination Act* (DDA) makes it against the law for public places to be inaccessible to people with a disability. Section 23 of the DDA requires non-discriminatory access to premises which the public or a section of the public is entitled or allowed to use. Some of the premises covered by Section 23 include public footpaths and walkways and parks, which is of relevance to the Platypus Renewal Project.

In order to realise the potential for easy access to and within the site including access for people with disabilities, wherever possible, any new pathways and stairs etc. will be designed to allow for equitable access into and through the site and in compliance with the provision of Australian Standards AS 1428 *Design for Access and Mobility*.

Likewise, as parking facilities are to continue to be provided within the Torpedo Factory, accessible parking spaces will be designed in compliance with the provisions of Australian Standard AS/NZS 2890 *Parking Facilities*.

3.3.6. *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005*

Sub Base Platypus, on the foreshores of Neutral Bay is identified as being part of the Sydney Harbour Catchment and therefore the provisions of the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (SREP) are relevant. Whilst this NSW State policy does not apply to Harbour Trust land, the proposal has been assessed against the relevant provisions of the SREP 2005.

Landmark Sites

Sub Base Platypus is identified as a “Landmark” site on the *Ecological Communities and Landscape Characters Map 10* of the *Sydney Harbour Foreshores and Waterways Development Control Plan* (DCP) 2005.

As per Clause 26 of the SREP 2005, matters to be taken into consideration in relation to the maintenance, protection and enhancement of views are as follows:

- a) *development should maintain, protect and enhance views (including night views) to and from Sydney Harbour,*
- b) *development should minimise any adverse impacts on views and vistas to and from public places, landmarks and heritage items,*
- c) *the cumulative impact of development on views should be minimised.*

The proposed action includes the demolition of the multi-level Harbour facing portion of the Torpedo Factory to create a new foreshore parkland. This will improve visual connections and views into and through Sub Base Platypus to the waters of Neutral Bay to the east.

Strategic Foreshore Site

Platypus is identified as a “Strategic Foreshore Site” within the SREP (Strategic Foreshore Site Sheet No. 8). As per Clause 41 of the SREP, development consent must not be granted for the carrying out of development on a strategic foreshore site unless:

- (a) *there is a master plan for the site, and*
- (b) *the consent authority has taken the master plan into consideration.*

The *Management Plan 2016* and *Draft Management Plan 2020* for Sub Base Platypus meet the requirements of the SREP.

Wetlands Protection

The *SREP (Sydney Harbour Catchment) 2005 Wetlands Protection Area Map* identifies the area of the adjoining waterways to the east of the Torpedo Factory as a “Wetlands Protection Area” (see Figure 21).

In accordance with Clause 61(3) of the SREP, development consent is not required for development within a wetlands protection area if, in the opinion of the consent authority:

- (ii) *the proposed development would not adversely affect the wetland or wetlands protection area, and*
- (b) *the proponent has notified the consent authority in writing of the proposed development and the consent authority has advised the applicant in writing before any work is carried out that it is satisfied that the proposed development will comply with this subclause and that development consent is not otherwise required by this plan.*

The proposed work does not involve any works within the waterways adjacent to Sub Base Platypus or any work below the mean high water mark (land based development). Regardless, as the proposed works involve land immediately adjacent to a waterways, erosion and sediment controls provisions during construction are to be implemented to protect the identified Wetlands Protection Area. This will be detailed prior to the commencement of any works.

As part of the application process for the proposal, Roads and Maritime Services, NSW Fisheries and NSW Environmental Protection Authority (EPA) will be notified of the proposed development and any comments received will be taken into account by the Harbour Trust.



Figure 21: Detail from *SREP (Sydney Harbour Catchment) 2005 Wetlands Protection Area Map* identifying the location of Wetlands Protection Areas under the SREP (shaded in green) and the location of the adjacent Torpedo Factory.

3.3.7. Sydney Harbour Foreshores and Waterways Development Control Plan 2005

The Harbour Trust is to have regard to the *Sydney Harbour Foreshores and Waterways Development Control Plan (DCP) 2005* when assessing proposed actions within the area covered by the Foreshores and Waterways Area as defined under the *SREP (Sydney Harbour Catchment) 2005* (see above).

The DCP provides performance-based criteria and guidelines relating to matters such as foreshore access, visual and natural environments, recreation and maritime industrial uses.

Part 4 of the DCP provides performance criteria with respect to Landscape Character types. Platypus is identified as being located within Landscape Character type 8. These areas have a high level of built form with waterside commercial, industrial and residential uses. The commercial and industrial uses play an important role in terms of tourism and maritime services which support water-based activities. There are special features in these areas that contribute to the visual character of the area that should be maintained.

All development within Landscape Character type 8 is to satisfy the following criteria:

DCP Performance Criteria	Comment
<ul style="list-style-type: none"> • vegetation is integrated with land-based development to minimise the contrast between natural and built elements; 	<p>The proposed action includes the creation of series of landscaped terraces replacing the multi-level, Harbour-facing portion of the Torpedo Factory. The landscaping works will be integrated with the modifications to the Torpedo Factory to create a new foreshore park for passive recreation.</p>
<ul style="list-style-type: none"> • design and mitigation measures are provided to minimise noise and amenity impacts between incompatible land uses; 	<p>Design and mitigation measures to limit noise transfer will be provided. Potential noise mitigation measures could include limiting opening hours for the carpark, ensuring the carpark has a slow speed limit. In addition, the wall of the southern elevation is to be retained along the length of the remnant portion of the building, to protect amenity and privacy of adjoining neighbours.</p>
<ul style="list-style-type: none"> • the maritime uses on the Harbour are preserved. Pressure for these uses to relocate is minimised. New developments adjoining maritime uses are designed and sited to maintain compatibility with existing maritime uses; and 	<p>The proposed works will not limit or adversely impact any maritime uses of Sydney Harbour. The proposed action involves creating a new foreshore park, from where members of the public can appreciate Harbour activities.</p>
<ul style="list-style-type: none"> • remaining natural features that are significant along the foreshore are preserved and views of these features are maintained 	<p>No works are proposed to the existing natural rock of the seawall immediately to the east of the Torpedo Factory and views of this natural feature will be maintained.</p>

Part 5 of the DCP provides design guidelines for land-based development. In this case, as the proposal involves the substantial demolition of an existing building, adaptive reuse of a former Defence Forces building and the introduction of open landscaped terraces adjacent to the waterway, the proposal falls under the provisions for Redevelopment Sites within the DCP.

As per Clause 5.11 of the DCP, Redevelopment Site should meet the following performance criteria:

DCP Guideline	Comment
<ul style="list-style-type: none"> • ensure continuous and inviting public access to the foreshore; 	<p>The proposed action involves the removal of the multi-level, Harbour-facing portion of the Torpedo Factory in order to provide increased open space along the foreshore lands at Sub Base Platypus. There are opportunities for this new landscaped area to be linked to the adjacent Kesterton Park to the south, providing a continuous link along the Neutral Bay foreshore.</p>
<ul style="list-style-type: none"> • allow for a mix of uses to further improve the public utility and amenity of the waterfront; 	<p>The proposal allows for a mix of uses at the site of the Torpedo Factory, including passive recreation and public carparking.</p>
<ul style="list-style-type: none"> • provide public jetties and wharves for access to vessels where there is a demonstrated demand; 	<p>The proposal does not limit access to jetties or wharves in the vicinity and allow for the future investigation of providing an additional pedestrian link from the foreshore lands at Sub Base Platypus to Kesterton Park to the south, where there is a public ferry wharf.</p>
<ul style="list-style-type: none"> • identify suitable areas that can be conserved and made available to the public; 	<p>The proposal includes the conservation of a portion of the Torpedo Factory, including a portion of the saw tooth roof structure over the factory floor. This area will continue to be made available to the public.</p>
<ul style="list-style-type: none"> • provide public road access to the foreshore park where a park is being provided; and 	<p>The proposal includes the provision of vehicular access into the retained upper level of the Torpedo Factory for public parking and the opportunity for pedestrian links between the upper level and the proposed open space on the foreshore at the lower level of Sub Base Platypus.</p>
<ul style="list-style-type: none"> • be designed considering the site in the broader context of the River and the Harbour. 	<p>The proposal has been designed to meet the aims of the SREP 2005, including ensuring that the foreshores of Sydney Harbour are recognised, protected, enhanced and maintained as a public asset of national and heritage significance and to ensure accessibility to and along Sydney Harbour and its foreshores.</p>
<p>Redevelopment sites have the potential to provide a gateway and become a waterside destination for the hinterland. A masterplan (or DCP) may be required for key sites or sites of strategic significance under SREP (Sydney Harbour Catchment) 2005.</p>	<p>The <i>Management Plan 2016</i> and <i>Draft Management Plan 2020</i>, meets the requirements of the SREP.</p>

3.3.8. North Sydney Local Environmental Plan 2013

As discussed above, Sub Base Platypus, together with 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). Refer to the *Heritage Impact Assessment* accompanying this application for further information.

4. Environmental Considerations

The main potential impacts and issues arising from the proposal relate to the following:

- Environmentally Sustainable Development;
- Flora and Fauna;
- Heritage impacts;
- Archaeology (Historic and Aboriginal);
- Visual impacts; and
- Operational Management:

<i>during construction</i> <ul style="list-style-type: none"> ○ Hazardous and Contaminated Material ○ Traffic management (construction phase) ○ Waste Management ○ Local Amenity: Noise, Vibration, Dust 	<i>post construction (site opened to the public)</i> <ul style="list-style-type: none"> ○ Hazardous and Contaminated Material ○ Access and Security ○ Traffic management (operational phase) ○ Waste Management ○ Local Amenity: Noise, Light, Vibration, Dust and Privacy
--	---

Each of these matters is discussed under separate headings below.

4.1. Ecological Sustainable Development (ESD)

Design Principles: Ecological Sustainable Development

The Harbour Trust aims to manage its sites in accordance with ESD principles using an approach to sustainability that considers economic, environmental and social factors in decision-making, performance, and reporting.

The Harbour Trust's vision for achieving a sustainable site includes:

- *Bringing the place back to life as an example of sustainability in practice*
 - *Maximising its resilience in the context of future changes*
 - *Using the site appropriately given its past and future*
 - *Providing learning experiences and building knowledge about sustainability.*
- Management Plan 2016, p. 69 and Draft Management Plan 2020, p. 82*

The following ESD principles are outlined in Section 3A of the EPBC Act:

ESD Principle	Comment
Decision-making processes should effectively integrate both long-term and short-term economic, environmental, social and equitable considerations (the 'integration principle').	The proposal meets the desired future objectives of the Harbour Trust's <i>Comprehensive Plan</i> and the specific outcomes identified for Platypus under the <i>Draft Management Plan 2020</i> . The integration of long-term and short-term considerations have been addressed within these plans and the current proposal forms part of their implementation.
If there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation (the 'precautionary principle').	Mitigation measures have been provided to ensure that all works, particularly those adjacent to the adjoining waterway, will not result in environmental degradation.

ESD Principle	Comment
The principle of inter-generational equity – that the present generation should ensure that the health, diversity and productivity of the environment is maintained or enhanced for the benefit of future generations (the ‘intergenerational principle’).	The proposal provides for increased public open space on the foreshores of Neutral Bay.
The conservation of biological diversity and ecological integrity should be a fundamental consideration in decision-making (the ‘biodiversity principle’).	The proposed action will provide a new foreshore park with landscaped terraces facing the Harbour, which will improve habitat for fauna species and increase biodiversity. The proposed works will not adversely affect the wetlands immediately adjacent to the site.
Improved valuation, pricing and incentive mechanisms should be promoted (the ‘valuation principle’).	Not applicable.

4.2. Heritage Impacts

Desired Outcomes: Heritage Conservation

The reactivation of Platypus and adaptive reuse of buildings will be guided by the Australia ICOMOS Burra Charter and the Commonwealth Heritage management principles and the 2008 Conservation Management Plan (CMP).

Platypus will be reactivated with uses and activities that are compatible with and respect the site’s heritage significance.

Activities will be undertaken in accordance with the ICOMOS Burra Charter, the Commonwealth Heritage Management Principles, and the site’s Conservation Management Plan (2008). Management Plan 2016 p. 65 and Draft Management Plan 2020 p. 79

Platypus is not currently listed as a Heritage place under the EPBC Act, however as Platypus is a Commonwealth-government owned place and is therefore protected under the EPBC Act, it is appropriate to manage the place in accordance with the Commonwealth Heritage management principles.

Platypus, the adjoining waterway and the adjacent Iora Apartment complex are identified as an item of local heritage significance under Schedule 5 of the *North Sydney Local Environmental Plan 2013*, as the former Gasworks site, Item No. I0859.

A Conservation Management Plan (CMP) was prepared for Platypus by this firm, Lucas Stapleton Johnson and Partners Pty Ltd (formerly Clive Lucas Stapleton and Partners Pty Ltd) in 2008 on behalf of the Harbour Trust which addresses the potential Commonwealth heritage values of the place, as well as the local heritage values.

An assessment against the Commonwealth Heritage management principles, the Statement of Significance for Platypus and the relevant conservation policies contained within the CMP is provided for within the *Heritage Impact Assessment* (LSJ, November 2020) forming part of this proposal.

The *Heritage Impact Assessment* concluded that the proposal will result in significant impacts on the potential 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*. The *Heritage Impact Assessment* also included recommendations for interpretation and mitigation measures in relation to some of the components of the proposal and are included in Section 5.1 of this report.

4.3. Archaeology: Historical and Aboriginal

The *Management Plan 2016* and *Draft Management Plan 2020* notes the following potential for surviving archaeology at the site:

Historic Archaeology

Archaeological investigations carried out at Platypus as part of the CMP (2008) found that: *While some remains may survive, given the extensive disturbance that has occurred at the site, it is considered unlikely that most subsurface remains relating to the gasworks will survive intact and in situ. Surviving remains are anticipated to consist of the occasional building slab from former gasworks structures, associated building rubble, and underground pipework.* (*Management Plan 2016* p. 46 and *Draft Management Plan 2020* p. 49)

Aboriginal Archaeology

In 2006 the Harbour Trust engaged Historian Consultant Rosemary Kerr to undertake an Aboriginal historical assessment of the site and the report concluded: *“No sites have been identified in the study area itself. Given the extent of industrial development on the site, with whaling allotments created in 1829, and especially from the late nineteenth century onwards- with the North Shore Gas Company using the site from 1877, and its subsequent use by the Department of Defence- it is unlikely that any evidence of Aboriginal occupation of the site remains today.”* (*Management Plan 2016* p. 46 and *Draft Management Plan 2020* p. 49)

The CMP for Platypus includes an archaeological zoning plan that identifies areas of low, moderate and high archaeological potential and significance within the boundaries of the site. 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).

The *Heritage Impact Assessment* (LSJ, November 2020) accompanying this proposal provides an assessment of the impacts on the archaeological potential of the affected areas of the site.

The proposed works will include mitigation measures to minimise impacts on surviving surface features and above ground relics. In the event that relics are unintentionally uncovered during the works, work will cease in that area and the Harbour Trust immediately informed and appropriate consultation and assessment will be undertaken to ensure the conservation of significant archaeology.

4.4. Visual Impacts

Design Principle: Protection of Views/Privacy

The visual amenity of neighbouring properties will be protected to ensure the use of the site does not cause overlooking or loss of privacy. This will include planting vegetation and tree species to provide a visual buffer to adjacent residences. Planting in the upper car park will be low level to ensure it does not obstruct views from the neighbouring properties

The modification of buildings and provision of additional public open space will improve views to and from the site. Management Plan 2016, p. 70 and Draft Management Plan 2020, p. 83

Under the *Management Plan 2016* and the *Draft Management Plan 2020* for Sub Base Platypus, the aims for achieving the Harbour Trust’s vision for the site include: “Protect, manage and interpret the site’s heritage values” and “Protect local environment and amenity”. This includes minimising potential visual impacts due to the following components of the proposal:

- Demolition of the multi-level harbour facing portion of the Torpedo Factory and adapting the foreshore area as an open landscaped area;
- Exposing the rock face and stone wall currently located behind the lower level of the Torpedo Factory;

- Possible construction of stairs connecting the upper and lower levels of the land that currently holds the Torpedo Factory; and
- Possible introduction of landscaping to the waterfront land in lieu of the Torpedo Factory.

The proposed works will improve visual connections and views into and through Sub Base Platypus to the waters of Neutral Bay and the foreshore lands.

Ongoing Site Management: Lighting

Lighting will be designed to meet appropriate safety standards, provide security and enhance the visual qualities of the park, while minimising glare and light spill.

Potential light impacts associated with new uses will be considered to ensure light spill and glare does not unreasonably impact on local amenity.

The design, selection of and installation of lighting systems will have regard to their daytime appearance, whilst also considering the night time effects of lighting on the nature and character of the space. The design of all outdoor lighting must consider the impacts upon local amenity and views of the site. Management Plan 2016, p. 73 and Draft Management Plan 2020, p. 86

Any new lighting proposed to the foreshore areas and within the vicinity of adjacent residential properties will be carefully designed to mitigate any potential impacts that additional lighting may have on maritime traffic in the area as well as residential amenity and the amenity of nearby public open spaces.

Bright lighting which reflects on the water can cause problems with night navigation and will be avoided; external lights will be directed downward, away from the water; and all lighting on structures will be shielded seawards and positioned to avoid disturbance to neighbouring properties.

All lighting to be installed within and around the Torpedo Factory and the proposed landscaped areas will be designed to comply with the relevant Australian Standards for light spill and glare thereby minimising visual impacts on the surrounding areas, including the waters of Neutral Bay.

4.5. Operational Management: During Construction

Sub Base Platypus has a number of constraints which mean that any development must be undertaken sensitively to ensure that the environment and amenity of the site and its surrounds are protected. Constrained street access, limited parking and the residential nature of Neutral Bay means traffic, parking and noise are particular issues that will be carefully managed both during the construction phase and following completion of the proposed development.

4.5.1. Flora and Fauna: Terrestrial

Platypus retains very few natural values as the landscape has been completely modified due to its past use. In 2010, a *Flora and Fauna Assessment* (Eco Logical Australia Pty Ltd) was undertaken of Sub Base Platypus that found “no intact native vegetation communities, and no threatened terrestrial flora or fauna species present at Platypus, reflecting the site’s highly modified environment.” (*Management Plan 2016*, p. 32 and *Draft Management Plan 2020*, p. 35).

However, in total, up to 14 fauna species (including mammals, birds and reptiles) have been observed on site, in surveys and anecdotally, and an Anabat analysis (Eco Logical Pty Ltd, 2010) identified two threatened bat species, Large-eared Pies Bat (*Chalinolobus dwyeri*), and Eastern Bentwing-Bat (*Miniopterus schreibersii oceanensis*).

The *Management Plan 2016* and *Draft Management Plan 2020* state that depending on future uses of Sub Base Platypus, additional investigation may be required to determine the presence of potential significance native fauna, including the vulnerable Common Bent-wing Bat (*Miniopterus schreibersii*)

that may occupy the Coal Stores (Building 13), the native ‘Water Rat’ (*Hydromys chrysogaster*) along the foreshore, and native frog species that may inhabit the drains along the base of cliffs.

Prior to demolition, the Harbour Trust should consider whether to undertake additional investigations to determine the presence of potential significant native fauna within the Torpedo Factory building and its immediate surrounds, including the area immediately adjacent to the sea wall, the base of the sandstone cliff under the building and along the southern elevation of the building. See Section 5.1 for Mitigation Measures.

4.5.2. Flora and Fauna: Aquatic

In 2010, surveys were undertaken by NGH Environmental to ascertain the condition of the aquatic environment, prior to the commencement of repairs to the seawall and concrete wharf. This was followed in 2016, by an *Aquatic Biodiversity Assessment* of Neutral Bay, prepared by NGH Environmental, in the location of the southern section of the wharf as part of the investigation for a potential overwater link between the site and Kesterton Park. No threatened, protected or migratory species were observed during the survey.

The 2016 report identified four distinct types of Marine habitats which provide habitat for a variety of common fauna spaces. These are:

- Wharf piles with associated epiphytic growth including invertebrates and macroalgae;
- Seawalls (natural and artificial) with associated epiphytic growth including invertebrates and macroalgae;
- Sandy bed with a 240 metre² of seagrass (*Halophila* sp.); and
- Subtidal rocky reef with dense macroalgae.

The proposal does not involve any works to the seawalls or the adjacent sea bed of Neutral Bay and it is considered that the proposed works are unlikely to significantly impact the environment, including threatened or migratory species listed under the EPBC Act, *Fisheries Management Act* 1994 or the *Biodiversity Conservation Act* 2016 and a referral or species impact statement are not required. However, as noted above, as part of the application process for the proposal, NSW Roads and Maritime Services, NSW Environmental Protection Authority and NSW Fisheries will be notified of the proposed development and any comments received will be taken into account by the Harbour Trust.

Management measures should be taken to avoid, minimise and/or mitigate any potential impacts and are these are included as Mitigation Measures for this proposal (see Section 5.1).

4.5.3. Construction Traffic Management

Arup Pty Ltd was engaged by the Harbour Trust to prepare *Construction Traffic Management Guidelines* (CTMG) to assess the proposed access and operation of construction traffic associated with the proposed works with respect to safety and capacity. The CTMG has provided guidelines and mitigation measures for managing construction traffic with regards to the surrounding environment, access and parking at Sub Base Platypus. Refer to the CTMG for more information.

The appointed contractors will be required to prepare a detailed *Construction Traffic Management Plan* outlining the specific methods of safely managing construction vehicle traffic within the surrounding area. This will ensure impacts to surrounding areas are appropriately managed.

In addition, mitigation measures have been recommended for adoption during the construction phase to ensure that traffic movements have minimal impact on surrounding land uses and the community in general. See Section 5.1 for Mitigation Measures.

4.5.4. Construction Hours of Operation

The recommended standard hours of work within the *Interim Construction Noise Guideline* (DECC, 2009) are as follows:

- Monday to Friday 7am to 6pm
- Saturday 8am to 1pm
- Sunday and Public Holidays No works permitted

However, it should be noted that as part of the NSW Government's response to the COVID 19 pandemic, *Environmental Planning and Assessment (COVID-19 Development – Construction Work Days) Order 2020* commenced on 2 April 2020. These Orders will be in place until 25 March 2021, unless otherwise advised by the NSW Government.

Under the Order, on weekends and public holidays during the COVID-19 pandemic, construction hours have been extended to the same hours normally allowed on weekdays. This is necessary to ensure workers can practice social distancing and allow construction work to continue safely. The Order requires that all feasible and reasonable measures to minimise noise are taken.

Works may take place during the extended hours, as permitted in the *Environmental Planning and Assessment (COVID-19 Development – Construction Work Days) Order 2020*.

4.5.5. Hazardous and Contaminated Material

On-going Site Management: Hazardous Materials and Remediation

Any removal of hazardous materials will be carried out in accordance with relevant requirements and standards; including SafeWork NSW and the Protection of the Environment Operations (Waste) Regulation 2014.

The site also contains treated contaminants that have been capped with clean material to make the site safe for public access. Ongoing management requirements of retained contamination will need to be documented and implemented by the Harbour Trust in accordance with a Long Term Environmental Management Plan (LTEMP) for the site. Management Plan 2016, p. 74 and Draft Management Plan 2020, p. 87

Sub Base Platypus was listed by the NSW Environment Protection Authority (EPA) as a contaminated site under the *Contaminated Land Management Act 1997* (CLM Act). The Platypus Remediation Project was carried out by the Harbour Trust from 2010-2016 to remediate the site.

On completion of the remediation works and certification from the auditor, Sub Base Platypus was removed from the EPA list of contaminated sites and a *Long-Term Environmental Management Plan 2020* was prepared which outlines the ongoing management of retained and encapsulated contamination within the site. The Harbour area adjacent to Platypus, in Neutral Bay, is also no longer declared a contaminated site under the CLM Act.

The proposed works have some limited potential to disturb or uncover contaminated soils located under the Torpedo Factory building. The Harbour Trust will undertake investigations during the construction phase of the project in accordance with the *Long-Term Environmental Management Plan 2020*. The final design for the proposal may need to include the retention of the existing slabs to ensure that any contaminated soils remain encapsulated and are not exposed as a result of the development.

In the event that undetected hazardous materials are exposed during works, the composition of these materials will be determined prior to works in those areas continuing. Any hazardous materials that are found will be removed by suitably qualified contractors and disposed of at a licensed landfill.

The Harbour Trust will ensure that any remediation works that are carried out will be certified by an appropriate auditor and the *Long-Term Environmental Management Plan 2020* is accordingly updated. See Section 5.1 for Mitigation Measures.

A review of the hazardous materials register for Sub Base Platypus will form part of site inductions prior to construction works commencing.

4.5.6. Waste Management

On-going Site Management: Waste Management

Where possible, the Harbour Trust will encourage minimisation of waste generation, in keeping with ESD principles. Waste generated on the site will be disposed of and recycled according to its classification and in accordance with the EPA's Waste Classification Guidelines (2014). Management Plan 2016 p. 74 and Draft Management Plan 2020, p. 87

Prior to construction, the contractor will be required to prepare a *Waste Management Plan* identifying the appropriately licensed waste facilities for reuse, recycling or discarding construction waste.

4.5.7. Construction Phase Local Amenity: Noise, Vibration and Dust

On-going Site Management: Demolition and Construction Management

The construction phases and the subsequent use of the site will be managed so as to minimise potential impacts on surrounding residences and areas (such as through the generation of dust, noise, vibration and light spill).

Works associated with the development and operation of Platypus will be required to go through a development application approval process. Through this process, the Harbour Trust will assess any potential environmental impacts to ensure local amenity is protected. Management Plan 2016, p. 73 and Draft Management Plan 2020, p. 86

As the site is surrounded by residential areas to the north, south, west and east (across the waters of Neutral Bay), the proposed works and activities at Platypus have the potential to generate noise, dust and sediments that may impact on the amenity of adjacent residences.

To minimise potential impacts during construction works, the nominated Contractor will be required to prepare a *Construction Environmental Management Plan (CEMP)*, or *Safe Work Statement* (dependant on the cost of the works) to provide details of mitigation measures for noise control, vibration from machinery and airborne dust.

Demolition and construction works will also be undertaken during standard construction hours and in accordance with NSW Environmental Protection Agency's guidelines and requirements.

Construction Noise and Vibration

The Harbour Trust engaged specialist consultants Benbow Environmental Pty Ltd to prepare *Noise Management Guidelines (NMG)* to address the noise and vibration impacts from construction activities on the site.

This report assessed the noise impacts of the proposed construction works through modelling and it was concluded that none of the receivers were predicted to exceed the highly noise affected criteria of 75dB(A).

The assessment noted nearest dwellings are well beyond the nominal 1 m cosmetic damage criteria for jackhammer use at the Torpedo Factory. It is therefore considered unlikely that cosmetic damage or human response to vibration will occur as part of the proposed construction works.

The report has also provided appropriate construction mitigation measures. See Section 5.1 for mitigation measures and the NMG for more information.

More details about specific mitigation measures (when the demolition methodology has been finalised) and the complaints procedure will be provided on the Harbour Trust's website.

Dust & Sediments

The works to the Torpedo Factory will include demolition and may involve importing turf, soil, mulch, gravel, plantings and other materials. Dust suppression controls including water sprays will be deployed during the works to prevent generation of dust and all saw cutting will be wet.

Protection of the adjoining waterway

Controls will be put in place to prevent materials and sediments from entering the adjoining waterway. The appointed contractor will prepare a *Construction Environmental Management Plan* detailing these measures.

4.6. Operational Management: Post Construction (Site Opened to the Public)

4.6.1. Access

Outcomes: Accessibility

The provision of public access is a fundamental objective of the Harbour Trust. This commitment entails a responsibility to create an environment that is accessible to all members of the community, including children, the elderly, and people with disabilities.

Access for people with disabilities will be fulfilled as far as possible given the topography and nature of the site. A consideration of accessibility issues will encompass access to the site, navigation between the different levels as well as access to individual buildings and spaces.

New landscaped areas and facilities (such as accessible toilets, water fountains, playgrounds and information posts) will be designed and planned to reflect the diverse needs of the community.

Management Plan 2016, p. 68 and Draft Management Plan 2020, p. 81

Under the *Management Plan 2016* and *Draft Management Plan 2020* for Sub Base Platypus, an identified aim in achieving the Harbour Trust's vision for the site is to "Maximise public access to the site". In doing this, the Harbour Trust also aims to:

- Improve pedestrian links between the levels, to public transport and to surrounding areas;
- Maximise opportunities for access to the foreshore;
- Provide for water-based public access;
- Realise the potential for easy access to and within the site including access for people with disabilities; and
- Increase public open space throughout the site.

The proposal involves the provision of increased public open space within the site via the demolition of the multi-level Harbour facing portion of the Torpedo Factory building and the creation of open landscaped terraces fronting the adjacent waterway. Access to the public areas will be as per existing arrangements at Sub Base Platypus.

Adaptive Reuse of the Buildings

As the buildings at Sub Base Platypus were originally designed for specific industrial and military use, in order to introduce a range of new, compatible uses to the site, the retained portions of the Torpedo Factory will need to be upgraded to achieve compliance with the National Construction Code (NCC) and relevant Australian Standards. As well as equitable access (addressed above) this will also include matters such as fire protection, emergency egress, and sanitary facilities (where required).

4.6.2. Security

Design Principles: Crime Prevention through Environmental Design (CPTED)

The design and use of Platypus will have regard to Crime Prevention through Environmental Design (CPTED) principles to provide safety and security to users and the community.

Management Plan 2016 p. 71 and Draft Management Plan 2020 p. 84

As part of the proposal, security provisions will be included into the final designs. This may include measures such as:

- Surveillance (natural, formal and technical)
- Access control and space management
- Effective lighting of public places
- Landscape design
- Regulatory signage

The Harbour Trust will work closely with their appointed designer to ensure the CPTED principles can be achieved.

4.6.3. Waste Management

Materials and Waste

Aim: To reduce materials used and waste generated at Platypus. This will be achieved by:

- *Minimising the amount of waste generated by visitors and workers*
- *Recycling building materials and other consumables*
- *Implementing an effective waste management system*
- *Minimising the use of materials, which deplete natural resources or create toxic pollution in their manufacture, use or disposal. Management Plan 2016, p. 70 and Draft Management Plan 2020, p. 87*

Existing arrangements for waste management at Platypus will continue following completion of the proposed works. No change is proposed as part of this proposal.

4.7. Operational Phase Local Amenity: Noise, Privacy, Traffic, Parking & Maritime Activity

Platypus has a number of constraints which mean that its reactivation must be undertaken sensitively to ensure that the environment and amenity of the site and its surrounds are protected. Constrained street access, limited parking and the topography and residential nature of Neutral Bay means traffic, parking and noise are particular issues that will need to be carefully managed.

Management Plan 2016, p. 71 and Draft Management Plan 2020, p. 86

Noise

The operational noise resulting from the proposed use has been assessed by Benbow Environmental Pty Ltd, on behalf of the Harbour Trust, within the *Noise Management Guidelines* (NMG) document. This included a quantitative assessment of the potential noise impact associated with the various potential land uses, and the noise emissions and potential impacts from vibration associated with the potential land uses at the site. The predicted noise levels from the proposed carpark and foreshore park are predicted to comply and specific recommendations and mitigation measures are proposed.

See Section 5.1 for mitigation measures and the NMG for more information.

Privacy**Design Principles: Protection of Views/Privacy**

The visual amenity of neighbouring properties will be protected to ensure the use of the site does not cause overlooking or loss of privacy. This will include planting vegetation and tree species to provide a visual buffer to adjacent residences. Planting in the upper car park will be low level to ensure it does not obstruct views from the neighbouring properties.

Management Plan 2016, p. 71 and Draft Management Plan 2020, p. 83

Sub Base Platypus is located within a predominantly residential area of North Sydney, with residential flat buildings located on its south, west and north site boundaries. These adjacent residential properties benefit from views to the east, northeast and southeast of Neutral Bay and Sydney Harbour, as well as having broad-scale views over Platypus. It should be noted that due to the history of changes that have occurred at Platypus over the previous decade, the built form of the site has been minimised via the demolition of a number of buildings, thereby opening up views to Neutral Bay and Sydney Harbour for private properties located to the west and north of the site.

The proposal will result in the further opening up of views for residential properties to the south of Platypus, in particular for the residential flat building at No. 140 High Street located directly adjacent to the Torpedo Factory.

In addition, due to the proximity of the surrounding residential development and the topography of Sub Base Platypus, the southern wall of the remnant Torpedo Factory is largely being retained to minimize any potential privacy impacts to the adjoining properties to the South.

Traffic Management and Parking**On-going Site Management: Traffic and Parking**

Given the limited availability of on-site parking, uses will be selected that are best suited to encouraging the majority of workers and visitors to access the site by public transport, walking and cycling. The selection of future uses includes consideration of potential parking and traffic impacts. Uses that have a low parking demand and are low traffic generating will be prioritised. Management Plan 2016, p. 71 and Draft Management Plan 2020, p. 83

A *Transport Impact Assessment* (TIA) was undertaken by Arup Pty Ltd on behalf of the Harbour Trust, to assess the potential transport impacts resulting from the proposed use. The TIA concluded that the site is well connected to a range of existing public transport services encouraging people to use sustainable modes to access the site, and that any traffic generated by the proposed use could be accommodated within the site. See TIA for more information.

The Torpedo Factory building is currently in use for temporary public parking (timed) for casual visitors to Platypus with up to 39 parking spaces made available. The proposal will continue to provide public parking within the remnant portion of the Torpedo Factory.

The Harbour Trust will continue to promote the use of sustainable transport, with some parking provided in the Kiara Carpark for tenants and authorised users.

During special events, the Harbour Trust will continue to work closely with organisers on a case by case basis. Permits could be issued to manage use of the car park and to ensure there is no overflow parking on local streets. A separate transport management plan would be considered for larger events. For any event, there would be an emphasis on use of public transport or use of charter coaches and ferries to transport people to and from the venue.

4.8. Public Consultation

Future Consultation

The Harbour Trust's Community Advisory Committee (CAC) will continue to have input throughout the reactivation of Platypus. Significant projects will be exhibited for public comment as part of the Harbour Trust's development assessment process.

Consultation will be ongoing. The Harbour Trust will consult with the community, special interest groups, and Local, State and Commonwealth Governments. Management Plan 2016, p. 77 and Draft Management Plan 2020, p. 90

The *Harbour Trust Comprehensive Plan 2003* (as amended 2009) identifies one of the objectives of the Trust is to develop an understanding of community expectations and concerns and to work closely with the community to ensure that Harbour Trust sites are planned and managed appropriately for the benefit of future generations. In line with this objective, the Harbour Trust will:

- Actively seek the involvement of all stakeholders and communities of interest
- Communicate frequently through public meetings, events, newsletters and media with regard to the:
 - Harbour Trust;
 - Planning process;
 - Plan implementation and site management.

The *Management Plan 2016* and *Draft Management Plan 2020* for Sub Base Platypus reiterates the above, stating that community consultation and communications is critical to the implementation of the Management Plan for the site. The Harbour Trust is committed to the following consultation processes for Sub Base Platypus as identified within the *Management Plan 2016* and *Draft Management Plan 2020*:

- The Harbour Trust's Community Advisory Committee (CAC) and Aboriginal and Torres Strait Islander Advisory Group will continue to have input throughout the reactivation of Platypus.
- Significant projects will be exhibited for public comment as part of the Harbour Trust's development assessment process.
- The Harbour Trust will consult with the community, special interest groups, and Local, State and Commonwealth Governments.

As part of the assessment and consultation process, the proposal will be publicly exhibited, and public submissions will be invited. The Harbour Trust will consider all submissions received in its assessment of the proposal.

5. Summary

The above assessment has found that the proposal for 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 complies with the aims and outcomes of the *Comprehensive Plan 2009* and the *Draft Management Plan 2020* and will result in a number of outcomes for the revitalisation of Sub Base Platypus being implemented.

The current proposal supports the renewal of Sub Base Platypus as a waterfront urban park, with improved public access into and through the site and allows for the future introduction of a range of new uses to revitalise the site.

However, as per the *Heritage Impact Assessment* (LSJ, November 2020) accompanying this application, the proposal for the demolition of the multi-level, harbour facing portion and part of the High Street portion of the Torpedo Factory building is considered to have a significant impact on the Commonwealth Heritage Values of Sub Base Platypus and the Torpedo Factory specifically, and the proposal will be referred to the Minister for the *Environmental Protection and Biodiversity Conservation Act 1999*.

5.1. Mitigation Measures

The Harbour Trust is developing detailed architectural plans and specifications for the proposal and these will be assessed by the Harbour Trust prior to issuing a construction approval for the proposed works.

5.1.1. Construction Approval: Architectural Plans and Specifications

The following mitigation measures for inclusion within the detailed architectural plans and specifications are recommended to minimise potential environmental impacts at Sub Base Platypus as a result of the proposal.

Noise Management

- The detailed architectural plans and specifications should take into account the *Noise Management Guidelines* prepared for Sub Base Platypus and include design and mitigation measures to limit noise transfer.
- The current *Operational Noise Management Plan* should be updated to address noise impacts from operational activities as a result of the proposal.

Security Provision

- As part of the proposal, security provisions should be included into the final designs to ensure the CPTED principles can be achieved.

Accessibility

- Wherever possible, any new walkways and/or stairs etc. are to be designed to allow for equitable access into and through the site and in compliance with the provisions of Australian Standards AS 1428 *Design for Access and Mobility*.
- Accessible parking spaces provided within the Torpedo Factory are to be designed in compliance with the provisions of Australian Standard AS/NZS 2890 *Parking Facilities*.

Lighting

- External lights are to be directed downward, away from the water and adjacent residential properties, and are to meet the provisions of the relevant Australian Standards: AS 4282 *Outdoor Lighting* and AS/NZ 1158 *Lighting for Roads and Public Spaces*.

Heritage

The detailed architectural plans and specifications should take into account the following recommendations for the interpretation of the Torpedo Factory, as per the *Heritage Impact Assessment* (LSJ, November 2020):

- 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.
- Avoid introducing forms, materials, colours and detailing that do not relate to the historical industrial character of the site. 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.
- 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 should be retained (at least in part).
- 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.
- Should additional facilities and amenities be required, consider retaining a portion of the lower level internal spaces for adaptation rather than building new structures.

5.1.2. Construction Management Plan

The detailed Construction Management Plan to be submitted to the Harbour Trust for approval prior to the commencement of works is to incorporate the following:

Terrestrial Fauna

- Prior to demolition, the Harbour Trust should consider whether to undertake additional investigations to determine the presence of potential significant native fauna within the Torpedo Factory building and its immediate surrounds, including the area immediately adjacent to the sea wall, the base of the sandstone cliff under the building and along the southern elevation of the building.

Contamination

- Provide for investigations during the construction phase of the project in accordance with the *Long-Term Environmental Management Plan (2020)*.
- Ensure that any remediation works carried out will be certified by an appropriate auditor and in accordance with the *Long-term Environmental Management Plan 2020*.
- Any disturbance or removal of hazardous or potentially hazardous materials is to be carried out in accordance with relevant requirements and standards; including SafeWork NSW and the *Protection of the Environmental Operations (Waste) Regulation 2014*.
- Remediation works are to be certified by an appropriate auditor and the *Long-Term Environmental Management Plan 2020* accordingly updated.

Aboriginal archaeology

- Procedures in the event that an unexpected find (Aboriginal archaeology) is uncovered during the construction process, including ceasing works and notification of the appropriate regulatory authorities (the Director-General of the NSW Department of Planning, Industry and Environment).

Historical archaeology

- Procedures in the event that historical archaeological remains are encountered during construction, including ceasing works and notification of the appropriate regulatory authorities (the NSW Heritage Council)

Traffic Management

- Preparation of a detailed *Construction Traffic Management Plan* detailing specific methods of safely managing construction vehicle traffic within the surrounding area, which may include the following mitigation measures:
 - Truck loads would be covered during transportation off-site;
 - Establishment and enforcement of appropriate on-site vehicle speed limits (10km/h), which would be reviewed depending on weather conditions or safety requirements;
 - Accommodating construction worker parking demand on site, where reasonably practicable;
 - Construction workers who use Kiara Car Park will be inducted regarding safe use of the roadway and the importance of quiet arrivals and departures from the site;
 - All activities, including the delivery of materials would not impede traffic flow along local roads and highways;
 - Materials intend to be delivered, and spoil removed during standard construction hours;
 - Avoid idling and queuing vehicles alongside sensitive receivers;
 - Deliveries would be planned to ensure a consistent and minimal number of trucks arriving at site at any one time; and
 - Council to be notified of any future disruption to roadways and footpaths.

Noise and Vibration

- Preparation of a Construction Environmental Management Plan (CEMP), or Safe Work Statement (dependant on the cost of the works) to provide details of mitigation measures for noise control, vibration from machinery and the adoption of the recommended mitigation measures as per the *Noise Management Guidelines* (Benbow Environmental Pty Ltd, November 2020).

Dust & Sediments

- Dust suppression controls including water sprays will be deployed during the works to prevent generation of dust and all saw cutting will be wet.

Protection of the adjoining waterway

- Controls to prevent materials and sediments from entering the adjoining waterway to be included in the *Construction Environmental Management Plan*.

Contamination

- In the event that undetected hazardous materials are exposed during works, the composition of these materials must be determined prior to works in those areas continuing. Any hazardous materials that are found are to be removed by suitably qualified contractors and disposed of at a licensed landfill.
- Any disturbance or removal of hazardous or potentially hazardous materials is to be carried out in accordance with relevant requirements and standards; including *SafeWork NSW* and the *Protection of the Environmental Operations (Waste) Regulation 2014*. See Mitigation Measures.
- A review of the hazardous materials register for the Platypus Site is to form part of site inductions prior to construction works commencing.

Waste Management

- A *Waste Management Plan* is to be prepared identifying the appropriately licensed waste facilities for reuse, recycling or discarding construction waste.

5.2. Conclusion

Considering the above, the proposal will have, in our view, negligible adverse environmental effects if conducted in accordance with the proposed mitigation measures.



Kate Denny
Lucas Stapleton Johnson & Partners Pty Ltd
LSJ Heritage Planning & Architecture

Encl. CV KD

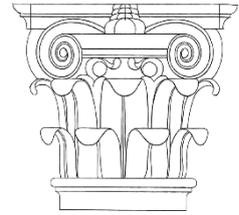
Ian Stapleton, B.Sc.(Arch.), B.Arch., Grad.Dip.Env.Law, F.R.A.I.A.
Registered Architect No. 4032 Nominated Architect

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

KATE DENNY BA, MHerit. Cons. (Hons)

Education: University of Sydney, Masters of Heritage Conservation (Hons.), 2004
University of Sydney, Bachelor of Arts (Anthropology, Art History), 1994

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