

Breakfast Point Concept Plan (Modification 4) Submission

Prepared for:

City of Canada Bay Council

August 2013

Project No 10165



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By



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Executive Summary

This submission has been prepared by GLN Planning on behalf of the City of Canada Bay Council.

An application to modify the Breakfast Point Concept Plan has been received by the Department of Planning and Infrastructure ('Modification 4').

The modification proposes changes to the type of development to occur in the Seashores Precinct, from seniors living to general residential.

Modification 4 will result in:

- Significant additional peak hour vehicle trips above those which have been previously approved
- Removal of the Plumber's Workshop – a locally significant heritage item
- Significant additional dwellings that will generate a need for further development contributions
- A shift in roof forms away from a pitched / gabled type to a flat type that will impact on the visual continuity of the development

This submission makes the following recommendations in relation to these issues:

Traffic

Without further information, the current proposal is not supported by Council. The applicant should submit a revised traffic impact report which takes into consideration the cumulative impact of the proposed modifications along with other approved developments in the Mortlake / Breakfast Point Peninsula.

The report should assess the traffic impacts of the proposed development on the surrounding area and road network, in particular the impacts on the intersections of Gale Street and Brays Road, Burwood Road with Crane and Gipps Streets and Broughton Street with Crane and Gipps Street. Consideration shall also be given to the likelihood of vehicles utilising local streets including Zoeller Street and Tripod Street as a means to avoid traffic congestion at the intersection of Broughton Street and Crane Street.

The Modification 4 development will generate additional vehicle trips beyond the 1,140 limit identified in the original and modified Concept Plans. Like the recent development approved at Hilly Street Mortlake, the Modification 4 development should be required to mitigate the impacts of the extra traffic in the wider locality.

Heritage

The applicant has not submitted sufficient evidence to support the conclusion that adaptive re-use of the former Plumber's Workshop is either impractical or economically unviable. Without that evidence the former Plumber's Workshop should be restored and conserved through an appropriate adaptive re-use proposal.

Prior to any works being carried out in the area, the Plumber's Workshop and surrounding site including the remnant foundations of the Fitters', Machinists', Carpenters' building should be recorded by archival photographic recording and preparation of measured drawings, including plans, elevations, sections and details of windows, doors.

Archaeological remains of the Fitters', Machinists', Carpenters' building, the single storey building that has been demolished immediately to the north of the Plumber's Workshop, should also be interpreted in landscape treatment to indicate outlines of the former building.

Development contributions

The developer of the Seashores Precinct should be required to pay development contributions to the Council towards the provision of public amenities and services, and that the amount of the contribution be determined in accordance with the requirements of the contributions plan current at the time of approval. This reflects the approach that was followed in respect to the recent Concept Plan approval for a major residential development at Hilly Street, Mortlake (Concept Plan reference MP_0154, Condition 21).

Contributions required in respect to the Seashores Precinct should be applied towards public amenities or public services works to be identified in the Community Enhancement Plan required by condition 9 of the Concept Plan approval. This plan is currently being developed by Council and the residents of Concord, Cabarita, Mortlake and Breakfast Point. The works should either be works to Council-owned facilities; or works to Breakfast Point community association facilities, but only where such works obviate the need for Council to provide similar public amenities or services outside of Breakfast Point. Contributions should not be directed towards facilities that are private facilities (such as the 'country club'), or outside the scope of what councils ordinarily include in section 94 contributions plans.

Building form

Council is concerned that the proposed flat roof forms in the Seashores Precinct will disrupt the visual continuity created by the pitched roofs in the Breakfast Point development. The applicant should be required to provide further information to show the impacts of the change in roof forms, and demonstrate how the proposal meets the Concept Plan's planning objectives.

1.0 Introduction

Rosecorp Management Services (the applicant) has applied to modify the Breakfast Point Concept Plan.

The Concept Plan was first prepared in 2005 and approved in 2006.

The plan has been modified 3 times:

- Modification 1 approved in 2010 to permit seniors living development in the Seashores Precinct;
- Modification 2 approved in 2011 to permit the removal of the heritage item known as the Powerhouse and to allow instead that land to be developed for 6 dwellings; and
- Modification 3 approved in 2013 to allow the City of Canada Bay Council (**Council**) to prepare a 'community enhancement plan' which is a plan that identifies the public facility improvements that will be paid for by certain section 94 contributions collected from the Breakfast Point development.

This current proposal is Modification 4 of the Breakfast Point Concept Plan, and relates only to the development of the Seashore Precinct.

Modification 4, as described on the Department of Planning and Infrastructure (**DP&I**) website, involves the following:

- Removal of the approved seniors living use (509 beds) (this component was never built).
- Provision of 400 additional residential apartments within the 5 approved seniors living building envelopes with some internal and external design changes.
- Increase the dwelling cap from 1189 dwellings to 1589 dwellings; Increase the number of car spaces within the Seashores Precinct from 304 to 555 car spaces.
- Demolition of the Plumbers Workshop building previously identified to be adaptively reused.

Council has engaged GLN Planning to prepare a submission on the Modification 4 proposal.

This submission discusses and includes recommendations on the following issues:

- Traffic
- Heritage
- Development contributions
- Building form

2.0 Traffic

2.1 Failure to consider impacts on wider traffic network

A traffic assessment for Modification 4 has been prepared by Colston Budd Hunt and Kafes.

The traffic assessment identifies that:

- The proposal will generate 170 vehicle trips per hour (two way) additional to the approved development on the site.
- Intersections immediately adjacent to the Breakfast Point development will operate satisfactorily following the completion of the development.

The submitted traffic report provides an analysis on the impact of the proposed modifications based on the assessment of two local intersections (i.e. the intersections of Tennyson Road with Peninsula Drive and Magnolia Drive). The report has not taken into consideration the impacts of the development on the surrounding road network. Furthermore, the report has not taken into consideration the cumulative impact of the proposed modifications along with other approved developments in the Mortlake / Breakfast Point Peninsula. The traffic assessment has not addressed the cumulative impact of the proposal on the safe and efficient operation of roads and intersections well beyond the site.

Breakfast Point, like other peninsula development in the Canada Bay LGA, relies on a limited number of routes for vehicular access. Extra traffic from development directly impacts on the operation of the wider road network. Some of these routes – i.e. certain lengths of Crane Street, Broughton Street, Gipps Street and Burwood Road in Concord - are already heavily trafficked at peak times and operate at capacity. In addition there is also substantial development that is allowed under current zonings and that is yet to occur that will impact on these routes and intersections.

The existing problems will worsen without road and intersection upgrades. While this will happen regardless of the outcome of the Modification 4 proposal, it is important to recognise that the net additional traffic will exacerbate existing traffic problems; and Modification 4, if approved, should be conditioned to make arrangements to mitigate its traffic impacts.

2.2 Proposal results in Breakfast Point traffic parameters being exceeded

Neither the Environmental Assessment (EA) prepared by Perica and Associates or the traffic assessment for Modification 4 deals with the issues of wider traffic impacts. Rather, the information provided suggests that the modification does not alter the planning parameters for Breakfast Point:

The proposal stems from internal reconfiguration of buildings to better respond to the market, in terms of dwelling sizes and unit mix, and associated changes in the provision of parking, while respecting both the aesthetic of the Concept Plan area

and the key parameters of the originally approved Concept Plan.¹[emphasis added]

This is not entirely correct.

One of the key parameters of the original Concept Plan was that peak hour traffic generation was not to exceed the limits established by the 2002 Breakfast Point Master Plan traffic study, being 1,140 vehicles per hour (two way). The 1,140 trips figure was cited as a benchmark in determining the traffic impacts of the Modification 1 seniors living development proposal.²

Whereas the previous modifications to the Concept Plan have adhered to this trip limit, the proposed extra dwellings proposed as part of the Modification 4 will lead to, on our assessment, 120 vehicle trips (and 170 trips on the applicant's assessment) being generated from Breakfast Point beyond the ceiling implicit in the 2005 Concept Plan.

Appendix A contains an analysis of total trips related to each time the Concept Plan has been modified. It shows that total Breakfast Point trip planning has been maintained at 1,140 vehicles per hour until now.

2.3 Operation of the wider traffic network

The operation of the wider traffic network was investigated by Council in 2010. Council assessed the traffic impacts of future 'peninsula' development Mortlake and Breakfast Point in the *Mortlake Redevelopment Traffic Impact Assessment* prepared by Transport & Urban Planning August 2010.

Key conclusions from this study included:

- At the time of the study, several streets in the area were exceeding their environmental capacity, even without the additional development likely to occur in Mortlake and Breakfast Point.³
- Intersections well south of the peninsula - Broughton / Crane Streets, Broughton / Gipps Streets, Burwood Road / Crane St - will all fail (Level of Service E or worse) in peak times with future anticipated development on Mortlake Peninsula and Breakfast Point. This will lead to a worsening of existing operational problems along Parramatta Road which currently extend well beyond the peak periods.⁴
- Any increase to existing peak traffic flows is not recommended without providing additional lanes or tidal flow operations (on Gipps Street and Crane Street) and /or extension of the M4 Motorway to take away the though traffic from these routes.⁵
- The intersections of Crane and Broughton Streets, Crane Street and Burwood Road, Gipps and Broughton Street, and Gale Street / Mortlake Street and Brays Road will need to be

¹ S75W Modification Breakfast Point – Seashores Precinct, Re-instate Residential Uses: Supporting Environmental Assessment, prepared by Perica and Associates, page 10

² Modification Request: Breakfast Point Concept Plan 2005 MOD 1: Director-General's Environmental Assessment Report Section 75W of the Environmental Planning and Assessment Act 1979, October 2010, pp14, 19

³ Mortlake Redevelopment Traffic Impact Assessment, prepared by Transport & Urban Planning, August 2010, p11

⁴ *ibid*, p16

⁵ *ibid*, pp5, 23

upgraded prior to the peak hour traffic volumes derived from modest development under the LEP.⁶

The consultants further concluded in a follow-up assessment that 'none of the solutions are inexpensive, and the expected costs of upgrades to the intersections in the wider area are beyond the fiscal capabilities of Council'.⁷

This traffic study was carried out partly in response to a Concept Plan proposal at Hilly Street, Mortlake - MP_0154 - Residential apartments in 15 buildings with 38,459m2 GFA. This development was recently approved by the Planning Assessment Commission.

The DP&I's independent traffic assessor of the Hilly Street development – ARUP - found that the development will operate adequately in terms of the traffic network performance and access⁸, however this was on the basis that the forecast trips in the new development were broadly equal to the trips generated by the former and long departed industrial use of the land. Notwithstanding this finding, condition 8 of the Concept Plan approval requires the applicant to prepare details on the upgrades to intersections well beyond the site (at Concord Road intersections), and a monetary contribution or works in kind for those upgrades.

2.4 Recommendations

Without further information, the current proposal is not supported by Council. The applicant should submit a revised traffic impact report which takes into consideration the cumulative impact of the proposed modifications along with other approved developments in the Mortlake / Breakfast Point Peninsula.

The report should assess the traffic impacts of the proposed development on the surrounding area and road network, in particular the impacts on the intersections of Gale Street and Brays Road, Burwood Road with Crane and Gipps Streets and Broughton Street with Crane and Gipps Street. Consideration shall also be given to the likelihood of vehicles utilising local streets including Zoeller Street and Tripod Street as a means to avoid traffic congestion at the intersection of Broughton Street and Crane Street.

The Modification 4 development will generate additional vehicle trips beyond the 1,140 limit identified in the original and modified Concept Plans. Like the recent development approved at Hilly Street Mortlake, the Modification 4 development should be required to mitigate the impacts of the extra traffic in the wider locality.

⁶ *ibid.*, p19

⁷ Peer Review of Traffic Impacts for Proposed Medium Density Residential Development at Hilly Street Precinct Mortlake on behalf of City of Canada Bay Council, September 2010), p8

⁸ Major Project Assessment - Concept Plan for Residential Development - Hilly Street, Mortlake (MP10_0154), Director-General's Environmental Assessment Report, Section 75I of the Environmental Planning and Assessment Act 1979, March 2013, p32

3.0 Heritage



It is proposed to demolish the former Plumber's Workshop (shown above) that is situated near the centre of the Seashores Precinct. It is proposed that a replacement structure with a similar building envelope to the Plumbers Workshop will be erected and that building will accommodate residential apartments.

The EA states that the Plumber's Workshop 'was not previously a heritage item and was previously approved to be demolished in the originally approved Concept Plan'.⁹

This statement is misleading.

While it is true to say that the Plumber's Workshop has only recently been listed as an item of environmental heritage in Council's local statutory plan, this has been driven by the desire by Council to retain remaining evidence of the gasworks use following the decision in Modification 2 to remove the Powerhouse building.

A 5 storey building envelope was approved in the general location of the Plumber's Workshop in the original Concept Plan. Despite this, the removal of particular heritage buildings was not confirmed in the plan. It is more accurate to say that decisions concerning the future of heritage items would be determined at a later (development or project application) stage.

There is the following reference in the 2005 Concept Plan to the Plumber's Workshop:

7. Plumbers' Workshop

This building is not listed as a heritage item in LEP 91.

A decision on its future will be made at Planning Application stage. Retention of this item may not be feasible.

The Director General's assessment report on the 2005 Concept Plan stated :

⁹ Perica and Associates, op. cit., p18

At this stage, it is considered premature to specify the future use of the on-site heritage items as the buildings are run down and require considerable renovation. A comprehensive heritage assessment will be required at project application stage to determine whether in fact a particular building is worthy of retention (in its current form) having regard to its architectural or aesthetic merit.

...

*The Department considers that **there is nothing in the Concept Plan which precludes the existing buildings from being adaptively re-used in the future.** In fact, the nomination of building envelopes in the Concept Plan (which in fact do not coincide with the heritage items) provides the certainty the items will be retained.*

***In the event that any heritage item is to be demolished,** Rosecorp through Statements of Commitment at Appendix B, Part B, B10 – Heritage has committed to documenting the historic, social and cultural significance of the item through photographic archives and a professionally written history.¹⁰*

The Modification EA states that ‘assessment of any development application relating to a heritage item will be in accordance with Canada Bay Draft LEP 2012 [now LEP 2013]’.¹¹

The former Plumber's Workshop has been identified as a locally significant item of environmental heritage in Canada Bay Local Environmental Plan 2013. The LEP:

- requires consent to be obtained for demolishing a heritage item
- requires the consent authority to consider the effect of the proposed development on the heritage significance of the item or area concerned
- authorises that the consent authority may require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item
- allows the consent authority to grant consent to development for any purpose of a building that is a heritage item, even though development for that purpose would otherwise not be allowed by the LEP, if certain pre-conditions are met

There are compelling reasons to retain the former Plumber's Workshop building. These are discussed in the following sections.

3.1 The building is of local heritage significance

Both Council and the applicant agree that the building has local heritage significance. This is reflected in separate assessments prepared by Giles Tribe (on behalf of the applicant) and Council. As stated in the Giles Tribe Architects' Statement of Heritage Impact, it is one of the few buildings remaining on the Breakfast Point site from the gasworks era, and [like the Blacksmiths' Shop and the Powerhouse] provides evidence of the self-sufficient operation of the gasworks.

¹⁰ Major Project Assessment: Breakfast Point Concept Plan, Director-General's Environmental Assessment Report, Section 75I of the Environmental Planning and Assessment Act 1979, April 2006, p25

¹¹ Perica and Associates, op. cit., p22

Giles Tribe identifies that the building meets 4 of the seven criteria that have been established by the NSW Heritage Office for assessing heritage significance.

Giles Tribe concludes, in agreement with LEP 2013, that the former Plumber's Workshop has local heritage significance.

Attached to this submission is a statement of significance for the former Plumber's Workshop that has been prepared by the Council (refer **Appendix B**).

Council's heritage adviser, Ms Helen Wilson, has also reviewed the proposal. Her report is attached as **Appendix C**.

3.2 Concept 'creep' is resulting in the disappearance of the site's heritage

Council's view is that it is important to retain the building because there is very little left of the former gasworks use. If Modification 4 is approved, only the No.1 Office, Meter Reader's Office and Blacksmith's Shop buildings will be left as habitable building reminders of the former occupation of the site.

As reported by Council's heritage adviser (refer **Appendix C**):

In 1995 to 2000, Council was very aware of the way it wanted to see the site redeveloped, showing appreciation of the special qualities of the site that differentiated it from other sites, recognizing the indigenous and early history of the site, the connection of the name 'Breakfast Point' to the past, and retaining and remediating the heritage of the AGL gasworks site. Many more original gasworks buildings were proposed to be retained, however many of these have been demolished leaving only a few buildings to tell the story of the site.

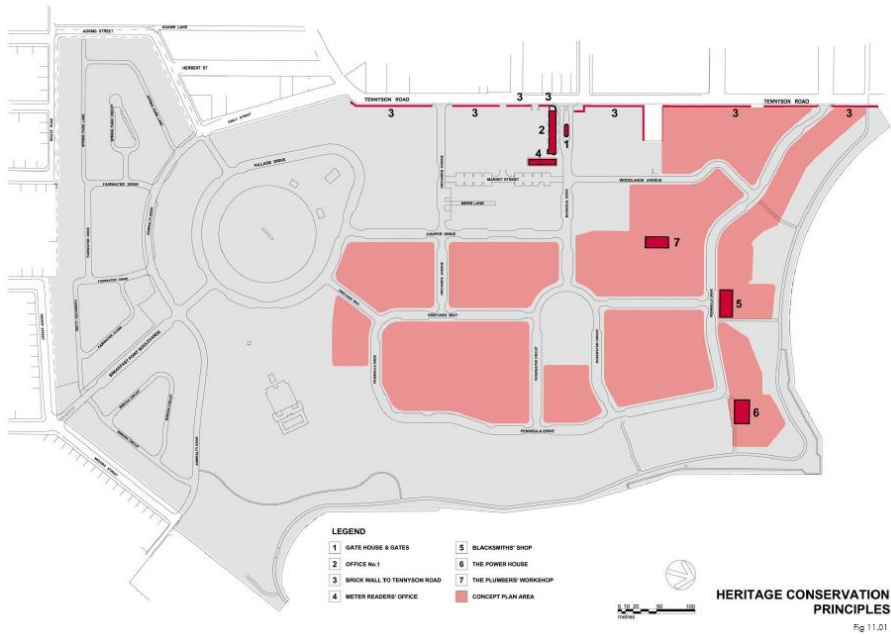
Council and the community believed the heritage aspects were appropriately safeguarded and adaptive use was to be pursued where possible subject to remediation requirements. Because Council had been supportive of retention of the heritage and history of the site, the community felt no need for community action to save the heritage of the site and area, however various history and heritage projects were undertaken that demonstrate the social and historical significance of the site to the community. Members of Concord Heritage Society, now part of the amalgamated City of Canada Bay Heritage Society, recorded the AGL gasworks site and buildings. An oral history project was carried out interviewing some of those who had worked at the AGL site. A plaque has been erected on the site to commemorate those who worked at the site.

Following this, Council subsequently included the Plumber's Workshop and other former AGL buildings as items of environmental heritage in the LEP.

The images below show the evolution of the Concept Plan's heritage conservation principles – i.e. the gradual removal of items.

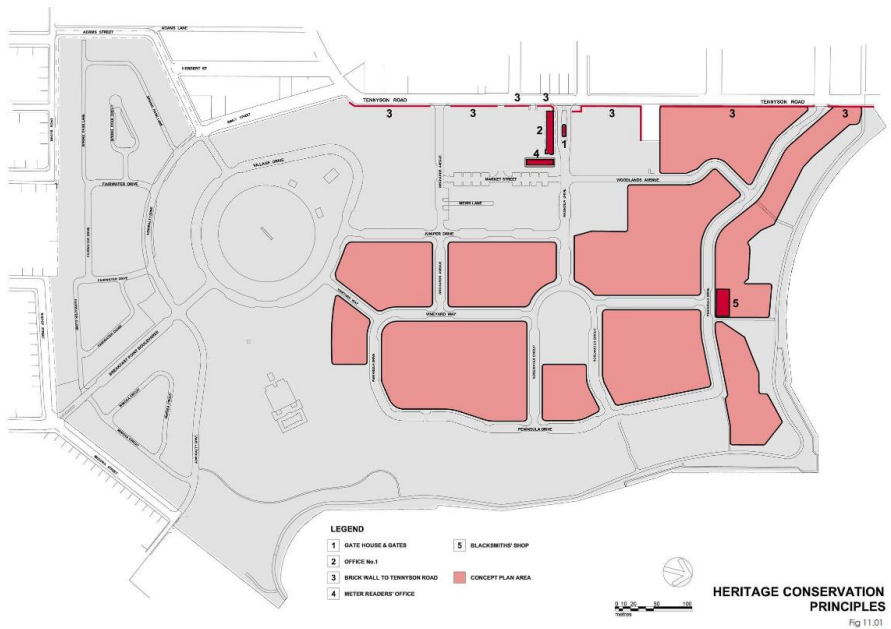
2005 Concept Plan:

Issue 3 22/03/2006



2013 Concept Plan Modification 4:

Issue 6 26 / 06 / 2013



3.3 Previous assessments have identified the value of retaining the Plumber's Workshop

The Director-General's environmental assessment report on Concept Plan Modification 1 (involving the provision of seniors housing in the Seashores Precinct) cited the retention and adaptive re-use of the former Plumber's Workshop building proposed as part of the development as '**a public benefit**' contributing to the appropriateness of the proposal.¹² [emphasis added]

Further, 'the former Plumber's Workshop, whilst not a heritage item, holds significant architectural merit to warrant its adaptive reuse as a community facility for the proposed seniors housing. The overall architectural language of the building is similar in nature to the Blacksmiths Workshop and Powerhouse Building on site, both being heritage terms, and **its adaptive reuse is considered to be a positive contribution to Breakfast Point**'.¹³ [emphasis added]

3.4 The applicant has provided little justification to support the demolition

The applicant has not provided any meaningful justification as to why the retention of the item is not feasible. For instance, unlike the Powerhouse, the applicant has not provided any information on the costs of repair and adaptation. Unlike the Powerhouse, the Plumber's Workshop potentially has good access to the surrounding street network, and is well positioned on the street block to facilitate its integration with the rest of the Seashore Precinct development.

In fact, the demolition of the Powerhouse was to be mitigated or offset by retention of the Plumber's Workshop building. The environmental assessment report dated 21 June 2011 submitted with Concept Plan Modification 2 stated at 7:

Proposed measures to mitigate the loss of the Powerhouse include:

- *Retention and adaptive re-use of the Plumbers Workshop building located nearby on the Breakfast Point site. Although not listed as a heritage item, the building nevertheless has heritage significance, is in better physical condition and is capable of adaptive re-use.*¹⁴

It is not clear how circumstances have changed in the last two years that would lead one to conclude that the building was now incapable of being adaptively re-used. If anything, broader economic conditions have improved since that time suggesting that the earlier conclusion remains valid.

Giles Tribe cites four potential options for adaptive re-use of the building, including community purposes / amenities, commercial uses, residential apartments, and mixed uses (i.e. residential apartments + community facilities). However all options for adaptive re-use are concluded to be either 'impractical or economically unviable'.

¹² MOD1 Environmental Assessment Report, op. cit., p20

¹³ *ibid.*, p17

¹⁴ Environmental Assessment Report for Modification of Breakfast Point Concept Plan 2005 (amended 2010) Modification No 2, prepared by Giles Tribe Architects, 21 June 2011

Giles Tribe states that community facilities are well provided for. However, this does not account for reports from residents that some of the facilities (i.e. the country club) are very popular and subject to overcrowding at times.

Commercial uses are discounted by Giles Tribe as an option because the No.1 Office and the Meter Readers Office are in a better location, and the Plumber's Workshop is not well located, being in the centre of a residential precinct. There appears to be substantial setbacks proposed between the Plumber's Workshop and the new buildings particularly the eastern and southern setbacks.

While the No.1 Office and Meter Readers Office are better located near the village centre and Tennyson Road, they have elongated building footprints which would restrict the number and type of commercial uses that could be accommodated. The Plumber's Workshop by contrast has generous proportions (14m x 30m) and is the only remnant two level structure on the former gasworks site. It could for example be a better location than the No. 1 Office and the Meter Readers Office for a restaurant or reception centre. Larger commercial tenants may in the future be attracted to its large interior spaces.

A mixed use scheme of swimming pool / gymnasium / residences was discounted by Giles Tribe on the grounds that it was found not to be economically viable. What are the parameters on which this finding was based? If it was merely based on the return generated by the loft-style apartments was insufficient to cover the cost of the restoration, then this would arguably be inadequate. A more reasonable assessment would be to compare the costs of the adaptive re-use against the return that accrues to the landowner of increasing dwelling yield across Breakfast Point by 173 dwellings.

This is a reasonable approach given:

- Dwelling yield and traffic generation is increasing, even though gross floor areas and building envelopes are not.
- The retention of the Plumber's Workshop was seen as a more viable re-use opportunity and a legitimate trade-off for demolition of the Powerhouse building.

3.5 Recommendations

The applicant has not submitted sufficient evidence to support the conclusion that adaptive re-use of the former Plumber's Workshop is either impractical or economically unviable. Without that evidence the former Plumber's Workshop should be restored and conserved through an appropriate adaptive re-use proposal.

Prior to any works being carried out in the area, the Plumber's Workshop and surrounding site including the remnant foundations of the Fitters', Machinists', Carpenters' building should be recorded by archival photographic recording and preparation of measured drawings, including plans, elevations, sections and details of windows, doors.

Archaeological remains of the Fitters', Machinists', Carpenters' building, the single storey building that has been demolished immediately to the north of the Plumber's Workshop, should also be interpreted in landscape treatment to indicate outlines of the former building.

4.0 Development contributions

4.1 Concept Plan requirements

The local infrastructure contributions applying to development in the Concept Plan area are contained in conditions 8 and 9 of the Concept Plan approval.

Condition 8 relates to the initial 989 dwellings approved in the Concept Plan area, and is reproduced below.

8. Monetary Contributions – Section 94 Contributions

In accordance with Division 6 of Part 4 of the Act, the Applicant shall pay the following monetary contributions:

Contribution Category	Rate of Contribution/Unit or Single Dwelling Lot	Amount for 989 units or single dwelling lots
Community Facilities	\$251.74	\$248, 970.86
Open Space	\$412.02	\$407, 487.78
Roads	\$1166.24	\$1, 153, 411.36
TOTAL (for 989 units)	\$1830.00	\$1, 809, 870.00

Condition 9 related to development contributions only in respect the additional gross floor space allowed under condition 7.

Condition 9 (following the recent approval of Concept Plan Modification 3) reads as follows:

9. Other Monetary Contributions

In the event that the Applicant obtains approval from the Director General to increase the gross floor area (pursuant to Condition No. 7 - Additional Floor Space of this approval), a further monetary contribution for community enhancement will be levied for all additional dwellings resulting from that increase. This Contribution will be levied at a rate of \$7,200.00 per dwelling regardless of size (equating to \$1.44 million if the maximum of 200 dwellings is achieved).

The Contributions shall be administered through the establishment of a Trust Fund or other appropriate mechanism.

A Community Enhancement Plan shall be prepared and submitted for the approval of the Minister. The Community Enhancement Plan shall be prepared in consultation with the local community and nominate funding for community projects and infrastructure within the suburbs of Concord, Mortlake, Breakfast Point, and Cabarita. The Community Enhancement Plan shall also determine a works program, timing and means through which the Contribution delivered through this condition is accessed.

The contribution amounts required of Breakfast Point Concept Plan area development are summarised as follows:

- \$1830 per dwelling for the first 989 dwellings
- \$7200 per dwelling for the additional floor space / additional maximum 200 dwellings

4.2 Current Concept Plan does not address contributions for extra dwellings and population

The Concept Plan approval's contributions regime does not address contributions for any development beyond 1189 dwellings on the Concept Plan area.

Although Concept Plan Modification 1 approved additional development for '227 seniors housing dwellings'¹⁵ there were no contributions imposed on the seniors living component of the Breakfast Point development. That was despite the fact that seniors living component resulted in the 1189 dwelling threshold for Breakfast Point being exceeded, it is unclear why there was no contribution imposed on the seniors living component. It may be due to the fact that development applications for that component would be required to be assessed by the Council, and the approval could contain a condition requiring contributions in accordance with the prevailing contributions plan.

The EA for Modification 4 discusses three options for imposing contributions on the development of the Seashores Precinct:

1. Impose a 1% levy under City of Canada Bay S94A Levy Contributions Plan
2. Impose a section 94 contribution under City of Canada Bay Section 94 Contributions Plan for the Concord Area, with the amount adjusted to reflect changes to the dwelling types from the types that were approved for the seniors living use
3. Impose a levy based on \$7200 for each extra dwelling above 1189 dwellings

The EA recommends option 2, 'as it is consistent with the principles behind Section 94 of the Act relating to changes in demand for facilities. That is, a "user pays" principle based on demand generated by development. The demand is created by people, so the people generated by a development proposal is most relevant.'¹⁶

Council agrees with the EA that the contribution should relate to the number of additional people or residents that results from development. The appropriate reference point for this is the current Concept Plan.

Implementation of Modification 4 would result in, for contributions purposes, an extra 400 dwellings over and above previous approvals. The contributions regime that has been set for Breakfast Point only deals with development and site population attributable to 1189 dwellings. The contributions for Modification 4 should relate to the net additional population above the 1189 dwellings up to the now proposed 1589 dwellings for the Concept Plan area.

The EA recommends contributions for Modification 4 be based on the 173 extra apartments beyond those approved in Modification 1.¹⁷ However Modification 1 included 227 seniors living

¹⁵ Condition 1 (3a) of Schedule 2 of the Instrument of Approval

¹⁶ Perica and Associates, op. cit., p23

¹⁷ ibid., p22

dwelling. Development contributions were neither imposed nor paid in respect to the seniors living component. Effectively the 227 seniors housing concept approval has been abandoned and is irrelevant to the current application.

The evolution of the Concept Plan's apartment mix that has been subject to contributions is shown in the table below:

Dwelling type	Concept Plan 2010 dwellings (Mod 1)	Proposed Concept Plan dwellings (Mod 4)	Difference between Mod 4 and Mod 1	Notes
One bedroom apartments	339	564	+225	
Two bedroom apartments	597	741	+144	
3 or more bedroom apartments	253	284	+31	
Seniors housing dwellings	227	0	-227	No contribution ever determined for this component
Total dwellings (excluding seniors housing)	1189	1589	+400	Previous approvals have only ever imposed contributions for 1189 dwellings. The 400 additional dwellings shown here is a reasonable basis for determining additional contributions for Mod 4
Total dwellings (including seniors housing)	1416	1589	+173	Using the extra dwellings shown here fails to account for the 227 seniors dwellings that were never levied

Sources: Colston Budd Hunt and Kafes, May 2010 and June 2013; Director-General's report on Mod 1, Oct 2010, Appendix C

Breakfast Point development contributions have always been based on the number of dwellings and not the amount of floor space.

While Modification 4 does not result in any increase in approved floor space for Breakfast Point, it does result in an extra 400 residential dwellings beyond the total number approved in the Concept Plan, and beyond the number of dwellings that have been the subject of section 94 contributions.

Based on the occupancy rates in Council's current section 94 plan, there would be at least 600 residents occupying these extra 400 dwellings, as shown in the table over page.

	Dwelling occupancy rates in section 94 plan	Estimated population in Concept Plan area (Mod 1 approval: 1,189 dwellings)	Estimated population in Concept Plan area (Mod 4 proposal: 1,589 dwellings)	Extra population
One bedroom apartments	1.10	373	620	248
Two bedroom apartments	2.00	1194	1482	288
3 or more bedroom apartments	2.60	658	738	81
Total		2,225	2,841	616

4.3 Current section 94 plan applies

The EA raises doubt as to whether the current section 94 or section 94A plan applies. There is no doubt about which plan applies. The City of Canada Bay Section 94 Contributions Plan for the Concord Area is the contributions plan that applies to both residential and non-residential development in the Breakfast Point area, as shown in the map on page 12 of that plan.

While the section 94A plan states that it applies to all DAs and CCs in respect to development on land throughout the LGA (see clauses 5, 6); it also states that the plan 'does not repeal any s94 plans applying in the Canada Bay local government area, and **those s94 plans continue to apply to all development to which they are stated to apply.**' [emphasis added]

Accordingly, if the prevailing contributions plan was to be used as a basis for calculating the development contribution on the Seashores Precinct development, the current contribution applicable to Modification 4 would be as follows:

	No. of additional apartments in Mod 4 not so far subject to a contribution	Current published section 94 contribution rate	Contribution amount
1 bedroom apartments	225	\$ 5,444.11	\$ 1,224,924.75
2 bedroom apartments	144	\$ 9,898.38	\$ 1,425,366.72
3 bedroom apartments	31	\$ 12,867.89	\$ 398,904.59
Total	400		\$ 3,049,196.06

4.4 Recommendations

The developer of the Seashores Precinct should be required to pay development contributions to the Council towards the provision of public amenities and services, and that the amount of the contribution be determined in accordance with the requirements of the contributions plan current at the time of approval. This reflects the approach that was followed in respect to the recent Concept Plan approval for a major residential development at Hilly Street, Mortlake (Concept Plan reference MP_0154, Condition 21).

Contributions required in respect to the Seashores Precinct should be applied towards public amenities or public services works to be identified in the Community Enhancement Plan

required by condition 9 of the Concept Plan approval. This plan is currently being developed by Council and the residents of Concord, Cabarita, Mortlake and Breakfast Point. The works should either be works to Council-owned facilities; or works to Breakfast Point community association facilities, but only where such works obviate the need for Council to provide similar public amenities or services outside of Breakfast Point. Contributions should not be directed towards facilities that are private facilities (such as the 'country club'), or outside the scope of what councils ordinarily include in section 94 contributions plans.

5.0 Building form

5.1 Visual continuity

The existing building form 'steps up' from the foreshore from attached housing to residential flat buildings. The roof forms are exclusively gabled or hipped form, pitched at varying degrees.

This consistency in roof form contributes to a pleasing visual continuity of the buildings and a unique character and identity of the peninsula. The continuity is particularly striking in views toward the site from the Parramatta River and public lands and foreshores opposite.

The visual continuity of the prevailing roof forms is shown in the following images.



Plumber's Workshop & Seashores Precinct



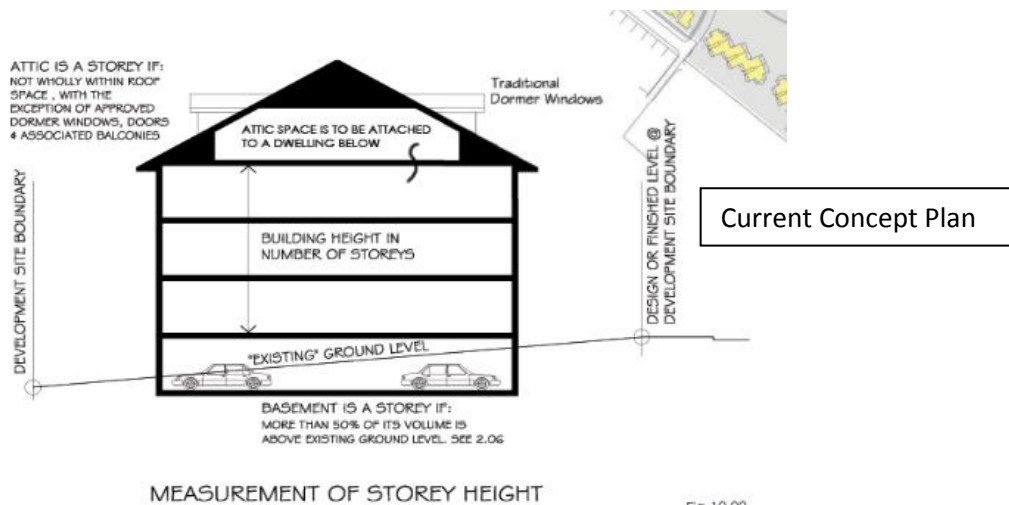
Council is concerned that the Modification 4 proposal for an amended building envelope enabling flat roofs on 5 and 9 storey development in the Seashores Precinct would destroy this visual continuity.

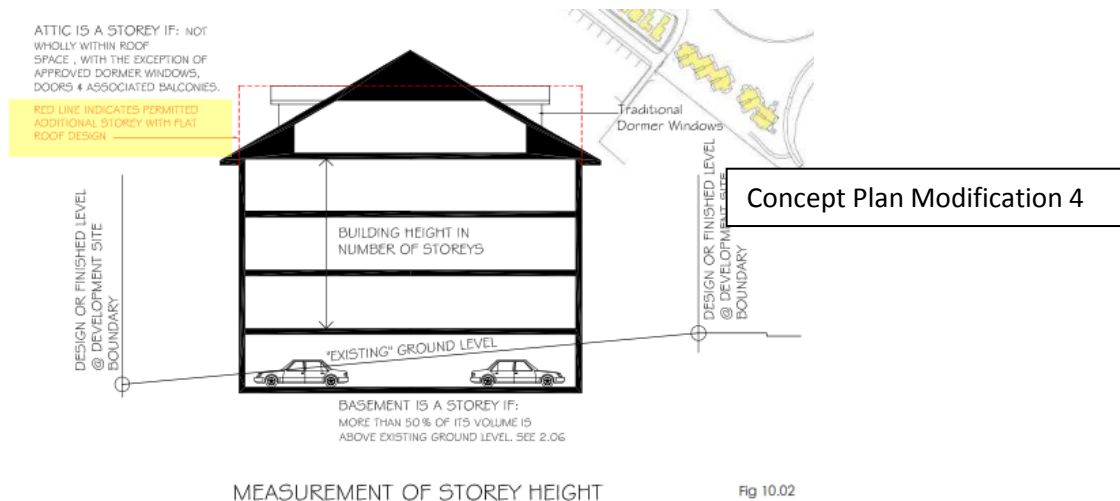
The amendments are designed to create extra dwellings. On one view, it can be interpreted that the removal of the attic level, the provision of the extra floor, and the extra dwellings that result, is a main contributor to the extra traffic that will be generated on the site.

No details have been submitted with the Modification 4 application on the appearance of the new roof form in relation to the other Breakfast Point roof forms (which are almost entirely hipped and gable form), and how the proposed flat roof forms enable compliance with the Concept Plan objectives and established character of Breakfast Point.

Also no information has been provided to show the visual impact of rooftop plant rooms and the like on the proposed multi-storey flat roof buildings. These types of facilities are generally hidden in the pitched roofs of the current buildings.

The only information provided is the building envelope cross section in Figure 10.02. The following images show the current and proposed modified Figure 10.02 in the Concept Plan:





5.2 Planning objectives

Council is concerned that foreshore development presents satisfactorily and harmoniously to the Parramatta River, and complies with visual impact planning objectives.

Council's Canada Bay Local Planning Strategy 2010 identifies a need to limit development on the Parramatta River foreshore so as to reduce visual and environmental impacts on the River:

Objective S2 Reduce visual and environmental impacts of development on the Parramatta River

Action S4 Limit further large scale residential development on the foreshore where located outside of centres

New large scale (high rise) residential development should be limited in Peninsula locations on the foreshore. Redevelopment of remaining sites in foreshore locations should have densities which reflect their peninsula locations.

One of the site planning objectives of the Concept Plan is:

To ensure that the views of the site from the street and the harbour should form a harmonious vista which includes vegetation in harmony with the buildings and view corridors to and from the water.¹⁸

Other relevant objectives include the following:

10.03 PARRAMATTA RIVER VISUAL CATCHMENT

The character of Breakfast Point viewed from the River, its foreshores and viewpoints beyond is to comprise:

Foreshore edge:

¹⁸ Breakfast Point Concept Plan 2005 (Amended 2013), Giles Tribe Architects and Urban Planners, p8

Skyline: The skyline is to comprise of articulated low-to-mid-rise roof forms interspersed with vegetation. Roof forms are to be simply designed, modulated to a scale, and in materials and colours recognising the significant views to the site....

10.08 ROOF FORM & COLOUR

Objectives:

- To minimise the visual prominence of roofs overlooked by residents of higher dwellings.*
- To provide an articulated skyline to Breakfast Point from distant viewpoints.*
- To encourage subtle contrast and variety within a consistent design theme.*
- To encourage the use of dormer style windows*

Hipped and gable type roofs, with wide eaves are to be the predominant roof form.¹⁹ [added in Mod 4][emphasis added]

As stated previously, no information has been submitted with the application that demonstrates that the proposal for flat roof forms in the Seashores Precinct would meet Concept Plan and other planning objectives for visual impact.

A clear stepped building form has been established from the foreshore to the ridge behind. The gabled / pitched roof forms have created an integrated and stepped approach which has to some extent lessened the visual impact of the larger developments away from the foreshore.

Council is concerned that a flat roof form could create a building bulk and form on the Seashores Precinct that is inconsistent with the established identity and character of the peninsula.

5.3 Recommendations

Council is concerned that the proposed flat roof forms in the Seashores Precinct will disrupt the visual continuity created by the pitched roofs in the Breakfast Point development. The applicant should be required to provide further information to show the impacts of the change in roof forms, and demonstrate how the proposal meets the Concept Plan's planning objectives.

¹⁹ *ibid.*, p18

6.0 Conclusion

The Breakfast Point development now has many residents. Many residents would have bought in to the development based on the details contained in the 2005 Concept Plan. Council's overriding interest is that the development carried out at Breakfast Point is implemented in accordance with the approved Concept Plan. In particular, Council stresses that the unique character of the Breakfast Point development be maintained in the final stages of Concept Plan implementation.

Efficient development of Breakfast Point utilising the Concept Plan's planning parameters (such as maximum floor space) is supported by Council.

The Breakfast Point development has evolved since its earliest planning and conception in 1999. At that time 1650 dwellings were envisaged. Maximum gross floor area and floor space ratio has only increased marginally over the years. But this hides the reality of many more dwellings and many more people coming to live in the site than was originally envisaged.

Concept evolution in terms of changes to dwelling mix is to be expected, but this should not be at the expense of the key traffic, design, and heritage planning framework for the site. For example:

- The current Concept Plan (including iterations) assumes peak vehicle traffic generation of 1140 vehicle trips per hour. Mod 4 will result in an additional 170 vehicle trips per hour, or 15% increase, which will have a flow-on negative effect on the operation of roads and intersections beyond the site.
- The original Concept Plan envisaged up to 3 buildings within the Concept Plan area to be retained and re-used. If Modification 4 is approved in its current form, only the Blacksmith's Shop will be retained.
- Approval to demolish the Power station was granted in the acknowledgement that the retention of the Plumbers Workshop would mitigate the impact of this loss.
- The modification proposes a departure in the predominantly pitched roof forms, for no apparent other reason than to squeeze more dwellings in. The change in building envelopes could have a significant impact on the visual amenity of the development.
- The extra dwellings now proposed will require further contributions towards the provision of local infrastructure. The Council's prevailing section 94 contributions plan applying to the site at the time of development is an appropriate basis to calculate those contributions. Ideally the contributions should be the facilities identified in the enhancement plan that is currently being prepared under condition 9 of the Concept Plan approval.

APPENDIX A

Breakfast Point Trip Generation Analysis

Trip rates			2002 Master Plan approvals			Concept Plan 2005			Concept Plan 2010 (Mod 1)			Proposed Concept Plan (Mod 4)		
			No.	Trips		No.	Trips	Cum. Trips	No.	Trips	Cum. Trips	No.	Trips	Cum. Trips
One bedroom apartments	0.43	vtph per dwg	8 dwgs	3.4		192 dwgs	82.6	86.0	339 dwgs	145.8	149.2	564 dwgs	242.52	246.0
Two bedroom apartments	0.43	vtph per dwg	317 dwgs	136.3		393 dwgs	169.0	305.3	597 dwgs	256.7	393.0	741 dwgs	318.63	454.9
3 or more bedroom apartments	0.55	vtph per dwg	555 dwgs	305.3		600 dwgs	330.0	635.3	253 dwgs	139.2	444.4	284 dwgs	156.2	461.5
Seniors housing dwellings	0.17	vtph per dwg	0 dwgs	0.0		0 dwgs	0.0	0.0	227 dwgs	38.6	38.6	0 dwgs	0	0.0
Retail GFA	3	vtph per 100m2	2141 m2	64.2		0 m2	0.0	64.2	0 m2	0.0	64.2	0 m2	0	64.2
Commercial & adaptive reuse GFA	1.7	vtph per 100m2	941 m2	16.0		1519 m2	25.8	41.8	1519 m2	25.8	41.8	680 m2	11.56	27.6
Community uses GFA	0.25	vtph per 100m2	2077 m2	5.2		0 m2	0.0	5.2	0 m2	0.0	5.2	0 m2	0	5.2
Total dwellings			880			1185			1416			1589		
Total cumulative dwellings			880			2065			2296			2469		
Total other GFA m2			5159			1519			1519			680		
Total trips				530.4			607.4	1137.8		606.0	1136.5		728.91	1259.3

Sources:

CBHK May 2010

D-G report on Mod 1, Oct 2010, Appendix C

CBHK May 2010;
D-G report on Mod 1, Oct 2010, Appendix C

CBHK May 2010;
D-G report on Mod 1, Oct 2010, Appendix C

CBHK June 2013

APPENDIX B

Canada Bay Heritage Inventory

SHI Number
2891520

State Heritage Inventory

Item Name: **Former AGL Plumbers' Workshop**

Location: **Peninsula Drive, Breakfast Point [Canada Bay]**

Address: Peninsula Drive
Suburb / Nearest Town: Breakfast Point 2137
Local Govt Area: Canada Bay
State: NSW
Other/Former Names: Fitters', Machinists', Carpenters', Plumbers' Shop
Area/Group/Complex:
Aboriginal Area: Eora
Curtilage/Boundary:
Item Type: Built
Owner:
Admin Codes:
Current Use:
Former Uses:

Planning: Sydney South
Historic Region: Sydney
Parish: Concord
County: Cumberland

Group ID:

Group: Utilities - Gas
Category: Gasometer/Gas Retort

Assessed Significance: Local

Endorsed Significance: Local

Statement of Significance: The former Plumbers' Workshop was part of the Mortlake gasworks, one of the largest complexes of its kind in the southern hemisphere.

This is a good example of a Federation period industrial building, exhibiting unusual concrete decorative features.

Historical Notes or Provenance: AGL began construction of a gasworks at Mortlake in 1883. The site offered the advantage of river access and extensive space for future expansion.

The gaswork was modelled on the Beckton Works, East London where the designing engineer Thomas Bush had previously been employed.

A second gasholder was commissioned in 1889 but did not operate until the 1900s due to the 1890s depression. Extensive additions to the plant were planned in 1910 and included a Telpher coke and coal moving system. A third gasholder was built in 1911-13 and was finally commissioned in 1917. New offices, workshops, stores and mess were also planned at this time.

AGL closed its Darling Harbour plant in 1921 and upgraded the first two retort houses at Mortlake.

The Great Depression and a coal strike in 1929-30 led to the rationing of gas. Retort House 2 was converted to house four automatic carburetted water gas (CWG) plants that made gas from coke and oil.

Canada Bay Heritage Inventory

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State Heritage Inventory

Item Name: **Former AGL Plumbers' Workshop**

Location: **Peninsula Drive, Breakfast Point [Canada Bay]**

Total modernisation of all operations at Mortlake took place in the late 1930s including the construction of more retort houses. Towards the end of World War II and the immediate post WWII period saw increasing use of CWG plants. By the 1950s, the gasworks was one of the largest gas manufacturing plants in the southern hemisphere.

Automatic Carburetted Water Gas Plant No. 9 completed in 1960 was the largest of its kind in the world. A shift in technology was soon to follow with the discovery of natural gas in Australia in 1964. Operations at Mortlake gradually declined and the plant closed in 1990.

The site was sold to Rosecorp Pty Ltd in 1998 and has gradually been remediated and redeveloped.

The Fitters'/Machinists'/Carpenters'/Plumbers' Shop was originally a long (north/south) building built into and adjacent to a sandstone retaining wall along a road in the centre of the northern part of the site. The Plumbers' workshops building has two storeys at its southern end which remain, whilst the long single storey section to the north has been demolished.

The Fitters'/Machinists'/Carpenters'/Plumbers' Shop and store were erected as part of the extensive building programme commenced in 1913 partly to meet an increased demand for gas and partly to replace plant from the Darling Harbour works which was about to be resumed. Somewhat delayed by the outbreak of World War I, construction was completed on 27 May 1915 at which time the workshops came into use. The low building divided into Fitters', Machine and Carpenters' Workshops (north to south) has been demolished during the development of Breakfast Point but the original Plumbers' Shop and Store on the south end remains.

Furnished with a range of machine tools, the workshops were described as being 'well-equipped for all trades, so that the works should be as far as practicable self-contained and self-supporting'. The "Description of Mortlake Works 1921" states that 'all repairs were carried out on the works' and though perhaps not fabricated there, all new construction work was erected by works staff. In 1955, still responsible for repairs and maintenance, these and other shops on the site accommodated 750 tradesmen and their assistants. They therefore represent the high level of self sufficiency maintained through most of Mortlake's working life.

Themes:

Designer:

Maker / Builder:

Year Started:

Year Completed: 1915

Circa: No

Physical Description: The remnant Plumbers' shop is a two storey structure in five bays. Its pierced and panelled form echoes the same basic design treatments of the major industrial structures built at the site during the late nineteenth and early twentieth centuries. It has an interesting reinforced concrete moulded cornice and parapet in pre-cast sections. A concrete string course projecting beyond the brickwork marks an intermediate floor level and there is a brick plinth

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State Heritage Inventory

Item Name: **Former AGL Plumbers' Workshop**

Location: **Peninsula Drive, Breakfast Point [Canada Bay]**

at base level. The walls are unusually thick; the window reveals show a thickness of about 20cm. These reveals are bull nosed and, like the walls, are laid in English bond with ordinary pressed face bricks. The timber windows are large and have 24 large panes set in rebates close to the outside of the glazing bars. The sills beneath slope with squinch bricks. On the western side only the upper storey of this building projects above road level. The bays on this side match the eastern side. The interior of the upper storey has been converted to offices, with partitioning. Some of the brickwork remains exposed. The roof truss is a standard lightweight truss constructed from rivetted angle sections and wrought iron rods, using a variety of connections. The purlins and roof hips are timber. The ceiling is hung. At the base of the roof hip on the northern side, two timber boards supporting the building's box gutter are evident. The internal structure of the ground floor of this building is reinforced concrete. The floor above is also reinforced concrete supported by secondary concrete beams on main concrete beams running east/west. There is also a reinforced concrete mezzanine level.

Physical Condition:

Modification Dates: C2000, the northern end of the Fitters', Machinists', Carpenters', Plumbers' shop was demolished, leaving the 2 storey Plumbers' shop at the southern end.

**Recommended
Management:**

Management:

Further Comments:

Criteria a) The former Plumbers' workshop was part of the Mortlake Gasworks, one of the largest complexes of its kind in the southern hemisphere.

Criteria b) This is a good example of a Federation period industrial building, exhibiting unusual concrete decorative features.

Criteria c)

Criteria d)

Criteria e)

Criteria f)

Criteria g)

Integrity / Intactness: Reasonable

References:	Author	Title	Year
	Don Godden and Associates Pty Ltd 1989	Mortlake Gasworks Conservation Plans - Miscellaneous Structures	1989

Studies:

Canada Bay Heritage Inventory

SHI Number
2891520

State Heritage Inventory

Item Name: **Former AGL Plumbers' Workshop**

Location: **Peninsula Drive, Breakfast Point [Canada Bay]**

Parcels:	Parcel Code	LotNumber	Section	Plan Code	Plan Number
		91			DP 270347

Latitude:

Longitude:

Location validity:

Spatial Accuracy:

Map Name:

Map Scale:

AMG Zone:

Easting:

Northing:

Listings:

Period:

Style:

Condition:

Street context:

Custom Field Five:

Custom Field Six:

Data Entry: Date First Entered: 03/10/2012 Date Updated: 10/10/2012 Status: Basic

Canada Bay Heritage Inventory

SHI Number
2891520

State Heritage Inventory

Item Name: **Former AGL Plumbers' Workshop**

Location: **Peninsula Drive, Breakfast Point [Canada Bay]**

Image:



Caption: Former AGL Plumbers' Workshop

Copyright: City of Canada Bay

Image by: City of Canada Bay

Image Date: 1/05/2012

Image Number:

Image Path:

Image File: 2891520b1.jpg

Thumb Nail Path:

Thumb Nail File:

Canada Bay Heritage Inventory

SHI Number
2891520

State Heritage Inventory

Item Name: **Former AGL Plumbers' Workshop**

Location: **Peninsula Drive, Breakfast Point [Canada Bay]**

Image:



Caption: Former AGL Plumbers' Workshop

Copyright: City of Canada Bay

Image by: City of Canada Bay

Image Date: 1/05/2012

Image Number:

Image Path:

Image File: 2891520b2.jpg

Thumb Nail Path:

Thumb Nail File:

Canada Bay Heritage Inventory

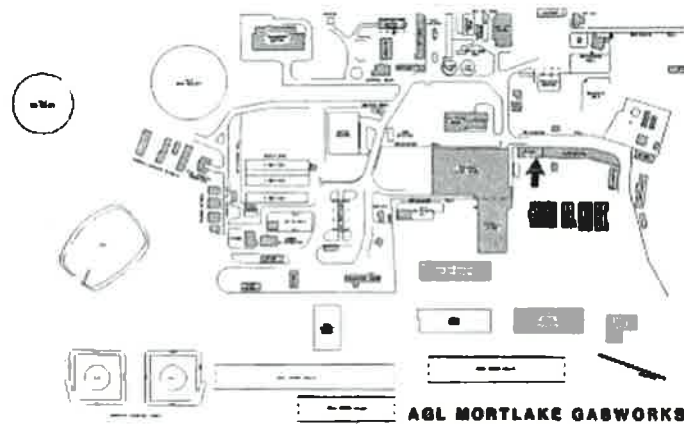
SHI Number
2891520

State Heritage Inventory

Item Name: **Former AGL Plumbers' Workshop**

Location: **Peninsula Drive, Breakfast Point [Canada Bay]**

Image:



Note: Arrow points to remnant Plumbers' Workshop

Caption: Former AGL Plumbers' Workshop

Copyright: Don Godden & Associates

Image by: Don Godden & Associates

Image Date:

Image Number:

Image Path:

Image File: 2891520b3.jpg

Thumb Nail Path:

Thumb Nail File:

Canada Bay Heritage Inventory

State Heritage Inventory

SHI Number
2891520

Item Name: **Former AGL Plumbers' Workshop**

Location: **Peninsula Drive, Breakfast Point [Canada Bay]**

APPENDIX C

INTER OFFICE MEMO



To:	Marjorie Ferguson		
From:	Helen Wilson		
Subject:	Heritage Report on the former Plumbers' Workshop and Store¹		
Date:	12 August 2013	File No:	

Comments

Marjorie,
Comments in relation to heritage significance of the Plumbers' Workshop and Store and the proposal for its demolition follow.

Planning Instruments

Relevant planning instruments include:
Canada Bay Local Environmental Plan 2013

AGL Plumbers' Workshop (former), 19–21 Tennyson Road, Lot 91, DP 270347 at Breakfast Point, is listed in Canada Bay Local Environmental Plan 2013, Schedule 5 as an item of Environmental Heritage.

Plumbers' Workshop and Store

History

The Fitters'/Machinists'/Carpenters'/Plumbers' Shop and Store were erected by H. G. Seymour of Mortlake², as part of the extensive building programme commenced by the Australian Gas Light Company in 1913, partly to meet an increase demand for gas and partly to replace plant from the Darling Harbour Works which was about to be resumed. Somewhat delayed by the outbreak of World War 1, construction was completed in 1915 at which time the workshops came into use. The single storey building attached to the north wall containing the Fitters'/Machinists'/Carpenters' Workshops was demolished around 2000 during the development of Breakfast Point, and the northern end of Peninsula Drive runs through the site of these former workshops. The original two storey Plumbers' Workshop and Store remains.

Furnished with a range of machine tools, the workshops were described as being 'well-equipped for all trades, so that the works should be as far as practicable self-contained and self-supporting'. The "description of Mortlake Works 1921" states that 'all repairs were carried out on the works' and though perhaps not fabricated there, all new construction work was erected by works staff. In 1955, still responsible for repairs and maintenance, these and other shops on the site accommodated 750 tradesmen and their assistants. The Plumbers' Workshop and Store represents the high level of self-sufficiency maintained through most of Mortlake's working life.

Description

The remnant Plumbers' Workshop and Store is a two storey structure in five bays. Its pierced and panelled form echoes the same basic design treatments of the major industrial structures built at the site during the late nineteenth and early twentieth centuries. It has an interesting reinforced concrete moulded cornice and parapet in pre-cast sections. A concrete string course projecting beyond the brickwork marks an intermediate floor level and there is a brick plinth at base level. The walls are

¹ Except as otherwise referenced, information comes from *Mortlake Gasworks Conservation Plans – Miscellaneous Structures*, prepared for the Australian Gas Light Company, Don Godden and Associates Pty Ltd March 1989.

² Construction and Local Government Journal, 22 June 1914

unusually thick; the window reveals show a thickness of about 20cm. These reveals are bull-nosed and, like the walls, are laid in English bond with ordinary pressed face bricks.

The timber windows are large and have 24 panes set in rebates close to the outside of the fine glazing bars. The sills beneath slope with squinch bricks. One window on the eastern facade has been filled in, other openings have a pair of timber doors below a 12 pane window. On the western elevation, the central bay is also occupied by a pair of timber doors with a window above.³

On the western side only the upper storey of this building projects above road level. The bays on this side match the eastern side. The interior of the upper storey has been converted to offices, with partitioning. Some of the brickwork remains exposed.

The corrugated steel hipped roof is steeply pitched (33°) and is supported by timber purlins on standard lightweight steel trusses constructed from riveted angle sections and wrought iron rods, using a variety of connections. It is topped by two ventilators. The roof is drained by box gutters concealed within the parapet which in turn discharge into rainwater heads on each facade.⁴

The ceiling is hung. At the base of the roof hip on the northern side, two timber boards supporting the building's box gutter are evident. The internal structure of the ground floor of this building is reinforced concrete. The floor above is also reinforced concrete supported by secondary concrete beams on main concrete beams running east/west.

The structure of the building appears to be sound.⁵

Council and the Community background⁶

In 1995 to 2000, Council was very aware of the way it wanted to see the site redeveloped, showing appreciation of the special qualities of the site that differentiated it from other sites, recognizing the indigenous and early history of the site, the connection of the name 'Breakfast Point' to the past, and retaining and remediating the heritage of the AGL gasworks site. Many more original gasworks buildings were proposed to be retained, however many of these have been demolished leaving only a few buildings to tell the story of the site.

Council and the community believed the heritage aspects were appropriately safeguarded and adaptive use was to be pursued where possible subject to remediation requirements. Because Council had been supportive of retention of the heritage and history of the site, the community felt no need for community action to save the heritage of the site and area, however various history and heritage projects were undertaken that demonstrate the social and historical significance of the site to the community. Members of Concord Heritage Society, now part of the amalgamated City of Canada Bay Heritage Society, recorded the AGL gasworks site and buildings. An oral history project was carried out interviewing some of those who had worked at the AGL site. A plaque has been erected on the site to commemorate those who worked at the site.

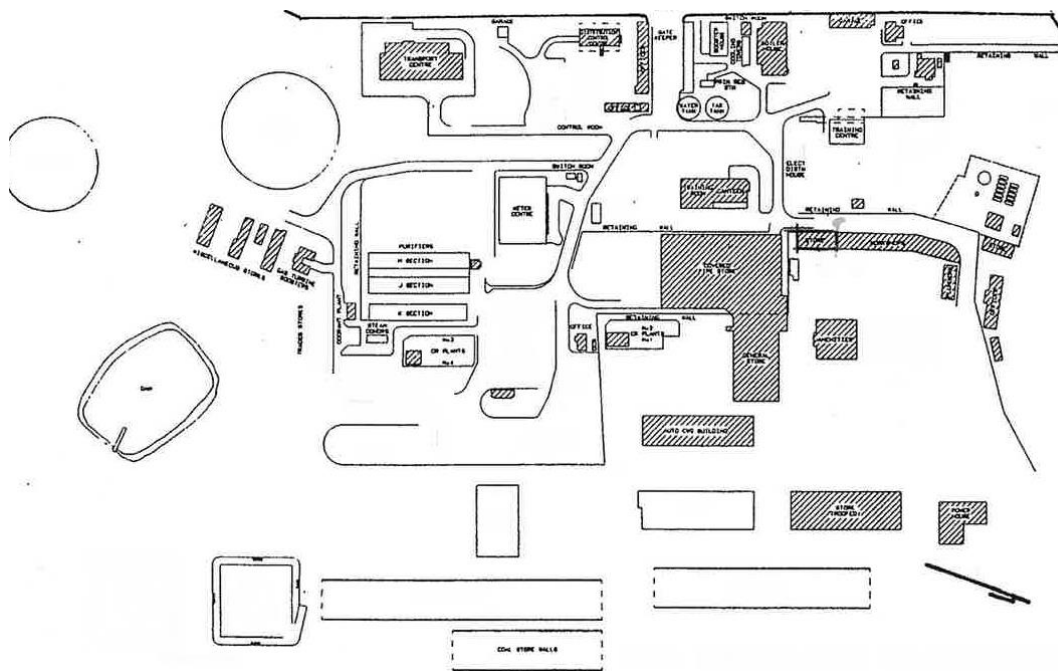
The social significance of the site, its history and buildings to Council, the Mortlake community and those who worked at the site, as well as to members of the Concord Heritage Society (now City of Canada Bay Heritage Society), has been demonstrated by Councils' early commitment to retain significant buildings on the site and the subsequent listing of AGL Powerhouse (former), AGL (former fence to Tennyson Road, entrance gates and entry pavilion, AGL Office No 1 (former) and AGL Plumbers' Workshop (former), as items of Environmental Heritage in Canada Bay Local Environmental Plan 2013, the various community projects undertaken by Concord Heritage Society to record the site and workers' recollections, and the involvement of some who have worked at the AGL site in these projects.

³ Ibid, page 3

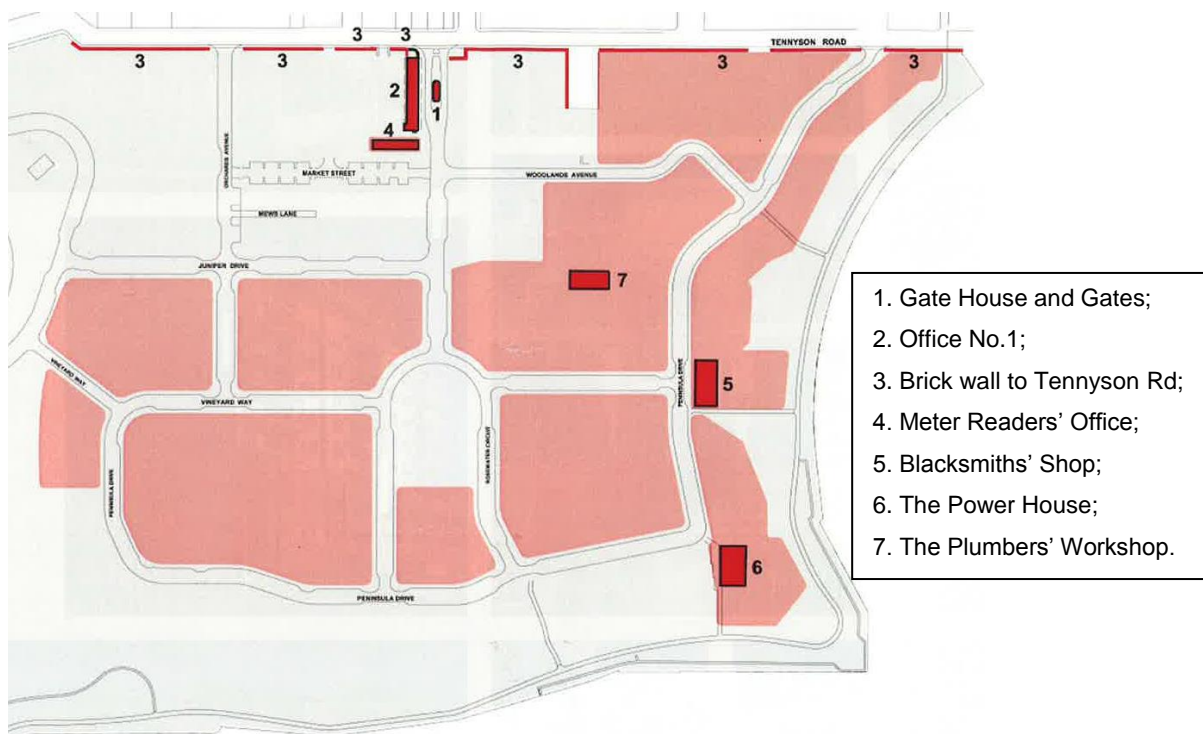
⁴ Ibid, page 3

⁵ Giles Tribe Architects, Statement of Heritage Impact: Removal of Plumbers Workshop Peninsula Drive Breakfast Point NSW, Issue B, 19 June 2013, Page 3.

⁶ Discussion on 12 August 2013, with Josephine Maxwell (former Concord Councillor 1995-2000).



Plan of AGL Mortlake, 1989 showing structures and buildings reviewed in the Mortlake Gasworks Conservation Plans Miscellaneous Structures. Don Godden and Associates, 1989.



The above plan shows heritage items and buildings proposed to be retained in 2005. Current proposals are to demolish the Plumbers Workshop and Store (7) and the Power House (6). Heritage Conservation Principles from the Breakfast Point Concept Plan 2005.

Assessment of Significance

Criterion (a) The Plumbers' Workshop and Store (former) is important in the course and pattern of the cultural history of Canada Bay as it provides evidence of the former industrial use of Breakfast Point and the high level of self-sufficiency of the gasworks operation maintained through most of AGL Mortlake site's working life.

Criterion (c) The Plumbers' Workshop and Store (former) is important in demonstrating aesthetic characteristics and a high degree of creative and technical achievement in Canada Bay, as a good example of a Federation period industrial building of substantial and sturdy construction, exhibiting unusual concrete decorative features, good brick detailing and fine fenestration including large arched multi-pane windows.

Criterion (d) The former AGL gasworks site has strong or special association to Council and various community groups and organizations for social and cultural reasons, including the Mortlake community and those who worked at the site, members of the Concord Heritage Society (now City of Canada Bay Heritage Society), evidenced by various efforts since the 1990s to protect, record and interpret the site.

Criterion (e) The Plumbers' Workshop and Store (former) has potential to yield information that will contribute to an understanding of the cultural history of Canada Bay as it provides evidence of the high level of self-sufficiency of the gasworks operation maintained through most of AGL Mortlake site's working life.

Criterion (f) The Plumbers' Workshop and Store (former) possesses rare, uncommon or endangered aspects of the cultural history of Canada Bay as it is one of the few buildings remaining at Breakfast Point from the former gasworks.

Criterion (g) The Plumbers' Workshop and Store (former) is important in demonstrating the principal characteristics of a class of cultural places of Canada Bay, as it is representative of the former industrial use of the site.

Statement of Significance

The Plumbers' Workshop and Store (former) is of heritage significance to Canada Bay as a well detailed example of a Federation period industrial building of substantial and sturdy construction, exhibiting unusual concrete decorative features, good brick detailing and fine fenestration including large arched multi-pane windows. Although the adjoining single storey Fitters'/Machinists'/Carpenters' Shop added as a wing to the north has been demolished, the Plumbers' Shop and Store, constructed as a structurally separate two storey building is robust and a rare example, as one of the few buildings remaining at Breakfast Point from the former gasworks, and provides evidence of the high level of self-sufficiency of the gasworks operation maintained through most of AGL Mortlake site's working life. The former AGL gasworks site has strong to various community groups and organizations for social and cultural reasons.

Former proposals on the site

In the 'Supporting Environmental Assessment' for 'S75 Modification Breakfast Point –Seniors Housing and related change', Perica & Associates supported the retention of the former Plumbers' Workshop:

The Seniors Housing development...involves retaining the former Plumbers Workshop in the centre of the precinct, rather than its demolition, and adaptive reuse for communal facilities ...comprising over 2400sgm (meeting rooms, dining, pool, recreation, administration, and ancillary care aspects). (page 11)

In the Environmental Assessment Report for 'Modification 2' of 'Breakfast Point Concept Plan 2005 (amended 2010)', Giles Tribe Architects supported the retention of the Plumbers' Workshop and Store as mitigation for demolition of the Power House:

Proposed measures to mitigate the loss of the Powerhouse include...

Retention and adaptive re-use of the Plumbers Workshop building located nearby on the Breakfast Point site. Although not listed as a heritage item, the building nevertheless has heritage significance, is in better physical condition and is capable of adaptive re-use.(page 7)

Approval was granted by Council for demolition of the Power House based on retention of the Plumbers' Workshop and Store, however now it is proposed to demolish the Plumbers' Workshop and Store.

Significant buildings on the former AGL site are being successively lost by attrition.

Recommendation

I disagree with the Giles Tribe Architects, Statement of Heritage Impact (page 7). No evidence has been provided in the Statement of Heritage Impact that 'possible identified uses (for the Plumbers' Workshop and Store) are either impracticable or economically viable'.

Few buildings and structures currently remain from the AGL use of the site, and with each successive application, buildings which were previously planned to be retained are proposed for demolition.

The central location of the Plumbers' Shop and Store on the block allows for development around the perimeter with good street access. The Plumbers' Shop and Store is a robustly constructed and well detailed building with an open and adaptable internal space. The original external form, fine detailing and fenestration of the Plumbers' Shop and Store are clearly visible. Sympathetic design would allow the retention of the Plumbers' Shop and Store as an ancillary building to the surrounding residential development, such as community facilities located within a central green space. The retention of the building is not a constraint on the development and provides a good opportunity for adaptive re-use and interpretation of the former gasworks site.

- The Plumbers' Shop and Store, an item of Environmental Heritage listed in Canada Bay Local Environmental Plan 2013, should be restored and conserved through adaptive re-use.
- Prior to any works being carried out to the Plumbers' Shop and Store or surrounding area, the Plumbers' Shop and Store and surrounding site including the remnant foundations of the Fitters', Machinists', Carpenters' building should be recorded by Archival Photographic Recording and preparation of Measured Drawings, including plans, elevations, sections and details of windows, doors.
- Archaeological remains of the Fitters', Machinists', Carpenters' building, the single storey building that has been demolished immediately to the north of the Plumbers' Workshop and Store, should also be interpreted in landscape treatment to indicate outlines of the former building.

Helen Wilson
Heritage Advisor. 12 August 2013