

# BREAKFAST POINT

## ENVIRONMENTAL ASSESSMENT REPORT

### ACCOMPANYING AN APPLICATION Under Part 3A of the EP&A Act

FOR

## Modification of Breakfast Point Concept Plan 2005 (amended 2010) Modification No 2

### Declaration

I certify that I have prepared this report in accordance with the requirements of the Environmental Planning and Assessment Act 1979 and Regulation and that, to the best of my knowledge, the information contained herein is neither false nor misleading.

Signed:  .....

Name: IAN MCCAIG .....

Date: 21 JUNE 2011 .....

for

GILES TRIBE ARCHITECTS  
ARCHITECTS & URBAN PLANNERS

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- A    Amended Concept Plan**
- B    Statement of Heritage Significance**
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## EXECUTIVE SUMMARY

### **This Proposal**

This proposal is for the modification of the Breakfast Point Concept Plan 2005 (amended 2010) to permit demolition of the existing Breakfast Point Powerhouse, located on Lot 47, Peninsula Drive at Breakfast Point, the remediation of the land to residential standards, the subdivision of the land into 6 Torrens title lots and the construction of 6 new 2 storey homes.

### **The Proposed Development**

#### **The Subject Site**

Lot 47 is located in the north-eastern portion of the Breakfast Point site, with a frontage of 5.83m to Peninsula Drive and an area of 3892m<sup>2</sup>.

#### **Context**

Peninsula Drive and utility services adjacent to the frontage of the site are in place and are operational. Outstanding approved works to be completed concurrent with this development are some street tree planting and pedestrian paths in Peninsula Drive and linking Peninsula Drive with the completed foreshore walkway. Final road sealing will occur on 'build-out' of development fronting Peninsula Drive.

Existing adjoining development includes a row of 8 two storey homes to the south and a row of 6 two storey homes to the west.

Across Peninsula Drive, four 5 storey apartment buildings known as The Point precinct have been approved.

Outlooks from the proposed dwellings are to the east and north across the foreshore reserve to the Parramatta River.

#### **Design Considerations**

The design addresses the relevant Environmental Planning Instruments.

The Breakfast Point Concept Plan 2005 and the Minister's Conditions of Approval 7 April 2006 envisaged retention of the Breakfast Point Powerhouse and dedication of part of the building and curtilage to Canada Bay City Council for community uses. The remainder of the building was envisaged to be used for commercial purposes.

Subsequently, Canada Bay City Council has declined to accept the dedication and feasibility studies have shown that the cost of rectification and adaptation of the Powerhouse is not economically viable.

It is now proposed to demolish the Powerhouse, remediate the land to residential standards and construct 6 new dwellings, which will be consistent in scale and design with those already completed adjacent to the site.

## **1.00 BACKGROUND**

Condition 11 of the Breakfast Point Concept Plan 2005 approval required the applicant to *"use their best endeavours to seek the dedication of approximately 240m<sup>2</sup> of the Power House's gross floor area and the curtilage (as identified in Schedule 3) into the care, control and maintenance of Council"*

This condition further required that *"The Applicant shall liaise with Council and the NSW Heritage Office regarding the appropriate construction standards so that the Power House and curtilage may be dedicated to the Council in the future, if Council chooses to accept the dedication"*

Following extensive negotiation with Council regarding the use and design of the portion of the building proposed to be dedicated to Council, Council declined to accept the dedication. Council requested that a financial dedication, which could be used for the benefit of the whole of the City of Canada Bay would be preferred.

The Powerhouse is in a poor state of repair, with the reinforced concrete structure exhibiting extensive signs of “concrete cancer”, caused by carbonation of the concrete and the consequent loss of protection to and corrosion of the reinforcing steel. This is particularly evident in the basement and Boiler House portions of the building.

In September 2008, the estimated costs of repair and adaptation for commercial use were of the order of \$4.5 million. Significant on-going maintenance costs would also be incurred.

A feasibility study carried out at the same time demonstrated that the likely return from commercial rental of the building does not represent an economic return on the required investment. Funding from other sources including Federal, State and local government is extremely limited and insufficient to make retention of the building viable.

Other constraints on the commercial viability of the building include:

- No staff or customer parking on title of the building;
- Limited staff & customer parking available on the surrounding streets as these are mainly dedicated to the residential buildings;
- Poor serviceability with regards to goods delivery and garbage collection; and
- close proximity to existing residential uses adjoining the building on two boundaries and & future residential development immediately opposite on Peninsula Drive imposes severe operational constraints as to the type of business which might be able to occupy the building, including hours of operation, noise and light levels and limitations on outdoor activities

Without intervention, the structure will continue to deteriorate, with the risk of partial or total collapse increasing with time.

Without a viable continuing use, demolition of the building becomes the only available option. This makes the land available for an alternative use.

## **2.00 THE APPLICATION**

### **Consent is sought for:**

Modification of the Breakfast Point Concept Plan 2005 (amended 2010) to permit:

- The demolition of the existing Powerhouse building
- Remediation of the land to allow future residential development
- Subdivision of the land into 6 Torrens title lots
- Construction of 6 three and four bedroom 2 storey homes
- Construction of a shared driveway
- Associated landscaping

### **Schedule of Proposed Amendments to Text & Illustrations in the Breakfast Point Concept Plan Document**

Page 3: Concept plan area map – building footprints updated

Page 4: Reference to the 2010 modification added

Page 5: Development Summary Table updated with new row for 2011 amendment

Page 6: Site analysis map – building footprints, completed buildings & buildings under construction information updated

Page 9: Access & circulation map – building footprints updated

Page 11: Land use principles map–powerhouse deleted & land use changed from commercial to residential

Page 18: Building envelope map – new houses added on powerhouse site

Page 19: Urban design principles map – building footprints updated

Page 22: Heritage map – powerhouse deleted

Page 22: Reference to powerhouse deleted from text

Page 23: Photographs of Powerhouse replaced

Page 25: Community facilities map – building footprints updated

Page 28: Development details map – building footprints updated

Page 29: Development Detail Table updated to reflect proposed changes

The proposed development will be the subject of a separate Project Application, the details of which are set out below.

### 3.00 DEVELOPMENT DATA

Applicant: Rosecorp Management Services Pty Ltd  
51 Riley Street  
WOOLLOOMOOLOO NSW 2011

Consent Authority: Minister for Planning

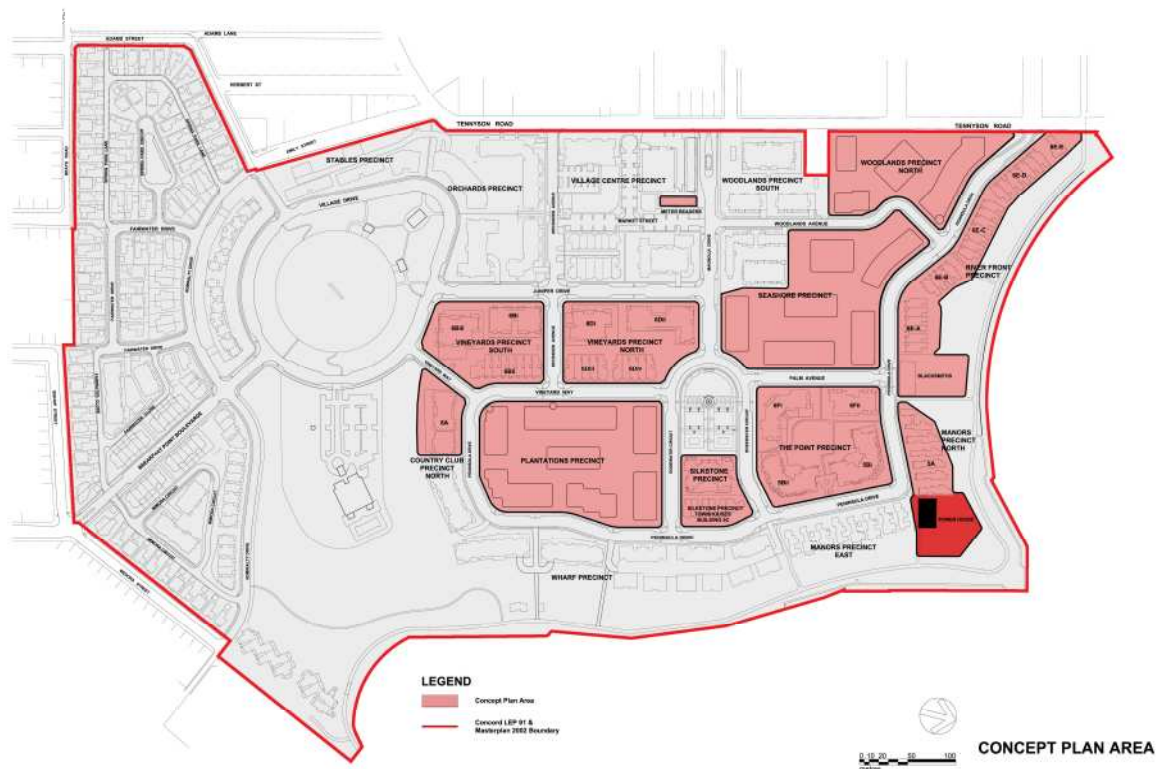
Project Name: Breakfast Point Powerhouse Precinct  
BREAKFAST POINT

Project Address: Lot 47  
Peninsula Drive  
BREAKFAST POINT 2037

Application Type: Project Application under Part 3A of the EP&A Act

Application Documents: Refer to Appendix: Schedule A: Application Documents

Location:



Concept Plan Area: PINK  
Subject Site: RED  
Subject Building: BLACK

## 6.00 THE LIKELY IMPACTS OF THE DEVELOPMENT (EP&A Act )

CONTEXT & SETTING	The proposed development is generally consistent with the integrated masterplan for Breakfast Point, Concept Plan 2005 (amended 2010). The site is bounded by Peninsula Drive to the southwest, an existing dwelling to the south, a dwelling under construction to the west and community open space to the north and east. Current applications propose 5 storey residential developments across Peninsula Drive to the southwest.
ACCESS, TRANSPORT & TRAFFIC	Pedestrian and vehicular access to the proposed dwelling is by means of a shared driveway and pedestrian access way.
PUBLIC DOMAIN	The proposed buildings will form a backdrop to the public open space fronting the Parramatta River and will maintain the established 2 storey scale.
UTILITIES	Power, water and telecommunications infrastructure is available to the development, and stormwater and sewerage infrastructure to serve the site is complete.
HERITAGE	The Breakfast Point Powerhouse currently occupies part of the site. It is listed as a heritage item in the Breakfast Point Concept Plan 2005. It is proposed to be demolished. Refer to the Statement of Heritage Significance (Appendix B) and to the Heritage Impact Statement (Appendix C)
OTHER LAND RESOURCES	n/a
WATER	The proposal will include stormwater retention, storage and irrigation reticulation to ease pressure on the Sydney Water infrastructure.
SOILS	The development site will be remediated and certified suitable for residential use. All soil to support planted areas will be imported.
AIR & MICROCLIMATE	Discharges to the atmosphere will include bathroom exhausts, in accordance with the relevant standards.
FLORA & FAUNA	The subject site currently supports only grasses and weed species. No fauna has been observed on the site. Extensive landscaping of the site is proposed.
WASTE	A Waste Management Plan, prepared in accordance with the Breakfast Point Waste Management Plan, will be submitted with the Project Application.
ENERGY	Major glazed areas will be shaded by eaves, balconies and pergolas. Internal and outdoor living areas will have solar access for part of the day meeting SEPP65 guidelines.. Natural gas fired water heaters are proposed, and dual flush toilet cisterns and water efficient shower heads . The dwellings will be required to comply with Basix
NOISE & VIBRATION	Mechanical exhaust systems and air conditioning condensers will be treated to ensure that neither occupants or neighbours are adversely affected by noise nuisance.
NATURAL HAZARDS	n/a
TECHNOLOGICAL HAZARDS	n/a
SAFETY, SECURITY & CRIME PREVENTION	Casual surveillance of and from the bounding streets and parks is a natural attribute of the site master-planning.
SOCIAL IMPACT ON LOCALITY	This proposal forms part of the on-going redevelopment of the Breakfast Point master-planned site and its contribution to the revitalisation of the Mortlake Peninsula. No adverse social impacts are anticipated.
ECONOMIC IMPACT ON LOCALITY	The proposal will provide construction employment and require maintenance on completion. The additional population will contribute to the economic sustainability of the local Village Centre complex completed in earlier stages of Breakfast Point development. The increased population will benefit and enhance the viability of existing public transport serving Breakfast Point and the locality.
SITE DESIGN & INTERNAL DESIGN	The design of the buildings will respond to the site and surroundings. Internal design, living spaces and amenities are to be of a high standard. The planning and layout of dwellings is consistent with SEPP65 guidelines.

CONSTRUCTION	Construction will require heavy vehicles to deliver building materials to the site. Heavy vehicles will be restricted to existing Council designated truck routes in accordance with agreed construction management procedures to contain nuisance and disruption to existing Breakfast Point residents. Vehicle belonging to workers engaged on the site will be required to be parked within designated areas.
CUMULATIVE IMPACTS	Negative impacts will be generally of a minor or temporary nature (eg construction impacts). These will offset by positive social and economic benefits and an enhanced landscape and visual environment as build-out of the master-plan progresses.

## 7.00 CONCLUSION

The Breakfast Point Concept Plan 2005 and the Minister's Conditions of Approval 7 April 2006 envisaged retention of the Breakfast Point Powerhouse and dedication of part of the building and curtilage to Canada Bay City Council for community uses. The remainder of the building was envisaged to be used for commercial purposes.

Subsequently, and following extensive negotiations, Council has declined to accept the dedication.

The Powerhouse is in a poor state of repair, with the reinforced concrete structure exhibiting extensive signs of "concrete cancer", caused by carbonation of the concrete and the consequent loss of protection to and corrosion of the reinforcing steel. This is particularly evident in the basement and Boiler House portions of the building.

A feasibility study carried out in September 2008 demonstrated that the likely return from commercial rental of the building does not represent an economic return on the investment required to stabilise, repair and adaptively re-use the building. Funding from Federal, State and local government sources is extremely limited and insufficient to make retention of the building viable.

Without intervention, the structure will continue to deteriorate, with the risk of partial or total collapse increasing with time.

Without a viable continuing use, demolition of the building becomes the only available option. This makes the land available for an alternative use.

The proposed use is for individual residential houses similar in design to those existing to the south and west of the Powerhouse. This is compatible with the surrounding development and with the prominent waterfront location of the site.

Apart from the loss of a significant structure, it is anticipated that there will be no long term adverse impacts resulting from the development.

Proposed measures to mitigate the loss of the Powerhouse include:

- Archival recording of the entire structure by means of measured drawings and photographic survey (completed)
- Examination of concrete elements such as columns and trusses during demolition to reveal details of the reinforcement used, thus addressing the research potential of the building
- Removal and recording of any evidence of the boilers under archaeological supervision
- 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.

**APPENDIX A: AMENDED CONCEPT PLAN**  
**(Separate Document)**



## APPENDIX B: STATEMENT OF HERITAGE SIGNIFICANCE

A Conservation Management Plan was prepared by HLA Envirosciences Pty Ltd in May 2004. The Conservation Management Plan included a revised heritage assessment, in which the building was assessed against the criteria set out in "Assessing Heritage Significance" (NSW Heritage Office, 2001). The Summary Statement of Heritage Significance reads as follows:

"The Power House is historically significant in the introduction of electric power to the gas production process at Mortlake. This is a direct result of the introduction of continuous vertical retorts and the consequent need for electrically powered mechanical support services such as the Telfer transport system. The limitations of Sydney's electricity system meant that AGL needed a power generation facility to supply electrical power to the site.

The Power House was designed by prominent Engineer E G Stone who is well known for his innovative work in reinforced concrete in South Eastern Australia. Elements of the structures including:

- The reinforced concrete roof structure of the Power House.
- The Power House's use of a load bearing concrete frame support structure
- The engine room suspended floor and octagonal support columns with capitals.
- The concrete roof trusses of the Power House are of extremely unusual design and the structure is possibly one of only two remaining reinforced concrete trussed structures in Australia

are considered to be significant. These elements make the structure important as it demonstrates a high degree of technical innovation in reinforced concrete construction. The concrete structure of the Power House has the potential to yield information about the progressive development of concrete reinforcing in Australia, in which Stone was an important pioneer.

The brick walls of the Power House demonstrate the difficulties early engineers had in getting reinforced concrete accepted as a suitable and safe building medium. The unusual trusses and the reinforcing system demonstrate the experimentation designers undertook with the new medium of reinforced concrete.

In the context of small industrial Power Houses however, the building has to be seen as lacking all relevant machinery, containing little evidence of where machines operated and has been partially demolished. The main items demonstrating its function as a Power House are the concrete hoppers, the boiler foundations, the separation between the boiler house and the generator house and the switchboard remains. As a Power House, therefore the building has been altered unsympathetically by the removal of all machinery."

### Significance Gradings Of Elements Within The Powerhouse

The HLA report graded the elements of the Powerhouse as follows:

#### "Hoppers and coal loading (i.e. the area above the boilers)

The upper part of this section is the last vestige of the Telfer system on the site but the reality is that there is no unique feature that identifies the area as being associated with the Telfer system. The concrete hoppers are of technological significance.

Grading - moderate

#### **Boiler house**

The boiler house lacks integrity but still contains items that express a key element of the significance of the Power House in the form of the concrete construction and archaeological footings of the boilers.

Grading - high

#### **Generator house (which includes the basement level)**

The generator house lacks integrity but nevertheless it contains in its concrete construction (especially the ground floor and concrete columns supporting it) key elements that express the significance of the Power House.

Grading - high

#### **Rectifier House (also known as the Northern extension)**

The rectifier house has greater integrity but less significance as its construction is not unusual or anything to do with E.G. Stone and its role in the history of the Mortlake site is comparatively minor.

Grading – Little"

## APPENDIX C: STATEMENT OF HERITAGE IMPACT

### OPTIONS FOR RETENTION

On 17 August 2005 City of Canada Bay Council granted development consent for a proposal which included:

- Demolition of the Rectifier House
- Removal of the high bay over the hoppers
- Filling of the basement with cement stabilised sand
- Infilling of the opening in the north wall of the Turbine Hall
- Repairs to spalling concrete
- Re-instatement of missing and damaged windows
- Installation of windows and doors into existing openings in the eastern wall of the hopper bay

This proposal was one of a number of options considered for retention of the building and which are discussed in the HLA report, and was considered to be the option with the best heritage outcome.

Subsequent to the development consent, and as required by Condition 11 of the Breakfast Point Concept Plan 2005 approval, negotiations were commenced with City of Canada Bay Council in respect of the proposed dedication to Council of the Boiler House and Hopper Bay portions of the building, for use as a community facility.

After some consideration, Council advised the owner that it did not wish to accept the dedication.

As the site is classified non-residential, potential uses are limited to commercial, retail and community activities.

#### Commercial

With the Rectifier House removed, the building has a net floor area of approx 530m<sup>2</sup>. With the addition of mezzanines, this could be expanded to approx 705m<sup>2</sup>.

An estimate prepared in September 2008 showed an estimated construction cost for this option as \$4.5million. In order to support this valuation (which does include any value for the land), a rental return of \$337,500.00 pa or \$478.00 / m<sup>2</sup> pa would be required. This is not considered achievable in this location.

#### Retail

Due to the location of the building and issues with access, retail uses are not considered viable for this building.

#### Community Uses

Although the building is suitable for a range of community uses, including a museum dedicated to the history of the Mortlake Gasworks, it is unlikely that such uses would generate sufficient income to cover the cost of ongoing maintenance, let alone the cost of conservation works.

City of Canada Bay Council has indicated that it will not accept dedication of the building, even after completion of conservation works.

The NSW Government committed a total of \$2.635 million for Heritage Grants for 2008-2009, with a limit of \$10,000.00 for items of local heritage significance.

Commonwealth funding is available only for items on the National Heritage List or on a state government statutory heritage register.

#### Mixed Uses

The proposal discussed with City of Canada Bay Council was to utilise the Boiler House & Hopper Bay for community uses, with the Turbine Hall used for commercial purposes.

As shown above, commercial use of the whole building is not financially viable. The mixed use option is also clearly not financially viable.

## **HERITAGE IMPACT OF DEMOLITION**

Demolition of the Powerhouse would result in the loss of a building which is significant in understanding the development of reinforced concrete construction in Australia, and which contributes to understanding the history of the Breakfast Point site.

However, given that none of the possible identified uses are capable of sustaining the cost of conservation and ongoing maintenance of the building, and the meagre level of government funding potentially available, there appears to be no other option.

Proposed mitigation measures include:

- Archival recording of the entire structure by means of measured drawings and photographic survey
- Examination of concrete elements such as columns and trusses during demolition to reveal details of the reinforcement used, thus addressing the research potential of the building
- Removal and recording of any evidence of the boilers under archaeological supervision
- 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.