



Wynyard Station Upgrade Determination Report

Transport Projects Division

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1. Introduction

1.1. Background

Transport for NSW (TfNSW) is the NSW Government's lead public transport agency that ensures planning and policy is fully integrated across all modes of transport in NSW. It manages a multi-billion dollar budget allocation for rail, bus, ferry and taxi services and related infrastructure in NSW.

TfNSW is responsible for improving the customer experience of transport services, transport policy and regulation, planning and program administration, procuring transport services, and infrastructure and freight.

TfNSW is the proponent for the Wynyard Station Upgrade Project (referred to as 'the Proposed Activity' for the purposes of this document).

1.2. Review of environmental factors

TfNSW prepared a review of environmental factors (REF) for the project, which detailed the scope of works and environmental impacts associated with the Proposed Activity (Appendix 1). The REF was prepared by AECOM in accordance with the *Environmental Planning and Assessment Act 1979* (the EP&A Act) and clause 228 of the *Environmental Planning and Assessment Regulation 2000*.

The REF was placed on public display from 4 December 2014 to 19 December 2014, with 23 submissions from the general public, six submissions from organisations (Coles, Memocorp Australia Pty Ltd, NSW Commuter Council, Action for Public Transport, the Planning Institute of Australia, and the NRMA) and one submission from local government (City of Sydney Council) received by TfNSW during the public display period.

1.3. Determination report

Prior to proceeding with the Proposed Activity, the Secretary of TfNSW (or his delegate) must make a determination in accordance with the provisions of Part 5 of the EP&A Act.

The objectives of this Determination Report are to:

- assess the environmental impacts with respect to the Proposed Activity which are detailed in the REF and any proposed modifications, as detailed and assessed in this Determination Report
- identify mitigation measures to minimise potential environmental impacts
- determine whether potential environmental impacts are likely to be significant
- address whether the provisions of the Commonwealth *Environment Protection & Biodiversity Conservation Act 1999* (the EPBC Act) applies to the Proposed Activity.

This report has been prepared having regard to, among other things, the objectives of TfNSW under the *Transport Administration Act 1988*:

- (a) to plan for a transport system that meets the needs and expectations of the public,

- (b) to promote economic development and investment,
- (c) to provide integration at the decision-making level across all public transport modes,
- (d) to promote greater efficiency in the delivery of transport infrastructure projects,
- (e) to promote the safe and reliable delivery of public transport and freight services.

1.4. Description of the Proposed Activity in the REF

An overview of the Proposed Activity, which is the subject of the Wynyard Station Upgrade REF, is provided in the Executive Summary with full details set out in Section 5 of the REF. In summary, the Proposed Activity as outlined in the REF comprises:

- Refurbishment of the concourse level.
- Reconfiguration of the unpaid concourse area, including widening the northern concourse area and inclusion of the southern unpaid concourse area within the expanded paid concourse.
- Expansion of the paid concourse area and reconfiguration of the gatelines to respond to pedestrian movements, including the provision of new ticket gates.
- Refurbishment and de-cluttering of Platforms 3 and 4 and provision of a new staircase between the platforms and the paid concourse area.
- Refurbishment and de-cluttering of Platforms 5 and 6, including demolition of the former escalator enclosures and re-orientation of one staircase between the platforms and the paid concourse area.
- Reconfiguration of the station facilities, including relocation of the Station Manager's Office and new or refurbished amenities (such as public and staff toilets).
- Fit out of Transport House basement levels for station facilities, including the reconstruction of stairs to the concourse.
- Other works relating to the provision of services to support the station upgrade, within roof and wall cavities throughout the station and within adjoining properties.
- Temporary works and support services associated with construction activities throughout the station and within the basement levels of Transport House.
- Refurbishment of the York Street foyer.

The Wynyard Station Upgrade would increase capacity and improve pedestrian flows in order to meet current and future passenger demand.

2. Consultation and assessment of submissions

2.1. Public display

The REF was placed on public display from 4 December 2014 to 19 December 2014 at four locations, as well as on the TfNSW, NSW Government 'Have Your Say' and Wynyard Station Upgrade proposal websites. Community consultation activities undertaken during this period included:

Activity	Detail
Contact mechanisms	All details of community members and stakeholders who contacted the proposal team, issues raised, and responses provided were recorded in the consultation database.
Community newsletter	The community newsletter included information on the status of the proposal and details of the public display locations. The community newsletter was distributed to properties and businesses near Wynyard Station (approximately 500 metres), and was also handed out to customers during the morning and afternoon peak periods at Wynyard Station on 8 December 2014.
Letter to government agencies	A letter was distributed to key agencies to provide them with information on the public display of the REF and invite submissions. Agencies consulted included: <ul style="list-style-type: none"> • TfNSW • Sydney Harbour Foreshore Authority • BusNSW • City of Sydney • Urban Growth NSW • Sydney Trains • Ambulance Service of NSW • NSW Police • Disability Council NSW • Service NSW • Roads and Maritime Services • Government's Architecture Office • Transport Management Centre • Fire & Rescue NSW • Barangaroo Delivery Authority
Advertisement	Advertisements were placed in local newspapers to provide information about the public display locations, including Central Sydney, The Daily Telegraph, mX, and The Sydney Morning Herald.
Display locations	There was a staffed public display throughout the duration of the public display period at Transport for NSW Community

Activity	Detail
	<p>Information Centre, Retail 5, 388 George Street, Sydney located on the corner of King and George Streets.</p> <p>Hard copies of the REF were also made available at the following locations throughout the public display period:</p> <ul style="list-style-type: none"> • Transport Projects Division head office: Level 5, Tower A, Zenith Centre, 821 Pacific Highway, Chatswood. • City of Sydney: Town Hall House, 456 Kent Street, Sydney. • City of Sydney Customs House Library: 31 Alfred Street, Circular Quay.

A total of 30 submissions were received during the public display period. These comprised 23 submissions from the general public, six submissions from organisations (Coles, Memocorp Australia Pty Ltd, NSW Commuter Council, Action for Public Transport, the Planning Institute of Australia, and the NRMA) and one submission from local government (City of Sydney Council).

Submissions raised a variety of issues in relation to the Proposed Activity. A breakdown of the key issues raised in submissions is provided in the table below. It should be noted that most submissions raised more than one issue, the number of issues identified is greater than the total number of submissions received.

Overview of key issues raised in submissions

Key issue category	Number of times raised in submissions
Proposal description and scope	32
Proposal need and justification	1
Alternative and options	2
Strategic planning	6
Planning and statutory requirements	1
Noise and vibration (construction)	9
Pedestrian access (construction)	3
Pedestrian access (operation)	17
Traffic and transport (construction)	9
Heritage	24
Urban design and visual (operation)	3

Key issue category	Number of times raised in submissions
Business impacts	3
Property and land use	7
Air quality (construction)	1
Other	8

A summary of all issues raised and associated responses is provided in the Submissions Report at Appendix 2.

2.2. Response to key issues

The key issues raised by submissions were:

- Project description and scope
- Pedestrian access (operation)
- Heritage
- Wynyard Park

Project description and scope

Safety doors on platforms

Submissions suggested that platform screens (safety doors) be provided on station platforms to improve the safety for customers during periods of congestion.

Platform screens are not part of the scope of the proposal. A variety of rolling stock (trains) are used at Wynyard Station which have different door locations and sizes, and the station platforms are curved. For this reason it is not feasible to design platform screens which would be compatible with all trains using Wynyard Station.

Air conditioning

Submissions suggested the inclusion of air conditioning the station platforms. The source of the elevated temperatures is largely attributed to the tunnel system of the City Circle and would require a broader network response. Ventilation or air conditioning of the platform spaces is a complex issue due to the constrained, underground nature of the station environment.

Ventilation or air conditioning of the platforms is not part of the project scope. Refer to Section 3.3.2 of the Submissions Report for further detail.

Pedestrian Access (operation)

Submissions expressed concern that congestion issues would not be addressed through the proposed scheme. In particular, submissions identified the following issues:

- Additional space was not being provided on station platforms.
- Escalators should replace staircases between the station platforms and concourse to improve pedestrian flows.
- Lifts between platforms are provided, or the existing lifts are upgraded.

Improvements to congestion

The design of the proposal has considered both existing and predicted passenger numbers at Wynyard Station. The proposed design would improve the layout of Wynyard Station public domain (both concourse and platforms) by removing pedestrian pinch points and improving sightlines, wayfinding and pedestrian flow. The key layout improvements would include:

- An increase in the concourse area, primarily through the removal of retail and commercial space in the eastern unpaid concourse area.
- Widening of the western unpaid concourse at the approach to the Wynyard Walk tunnel and connection to the completed Wynyard Walk.
- An increased number of ticket gates and widened paid concourse.
- An additional staircase connecting the paid concourse to Platforms 3 and 4.
- Re-orientation of the southern-most staircase to Platforms 5 and 6.
- Removal of the unused escalator enclosures to improve the use of space on Platforms 5 and 6.

As detailed in Section 7.2.3 of the REF, pedestrian modelling of the station with the proposed design demonstrated that there would be general improvement in pedestrian flows when compared to a 'do nothing' scenario.

However, as discussed in Chapter 2 of the REF, there are whole of network capacity issues that are not able to be addressed through improvements to the existing Wynyard Station alone. There are longer term strategies to increase capacity and relieve congestion on the rail network in the Sydney CBD, including the completion of a new tunnel under Sydney Harbour and a new Sydney CBD rail line.

Escalators and lift access to/from platforms

To improve pedestrian flow during peak periods, the proposal includes the construction of a new staircase to Platforms 3 and 4 and the re-orientation of an existing staircase to Platforms 5 and 6. These works are proposed to provide a more even distribution of pedestrians accessing/departing the platforms, to reduce congestion on station platforms and within the paid concourse, and to more effectively use the available space for platform storage (in the case of Platforms 5 and 6). It is not proposed to include escalators to station platforms or to upgrade platform lifts.

While escalators would improve the general accessibility to station platforms, particularly for customers with reduced mobility, there are a number of factors that would reduce the benefits of providing escalators (outlined in Section 3.3.1 of the Submissions Report).

Lifts are currently provided between the paid concourse and platforms, and between the Carrington Street entrance and the eastern unpaid concourse. These lifts were installed in

1996 and 1999 to AS-1735 (Australian Standard - lift and escalator standard). Additional lifts to the concourse level are also proposed through the following projects:

- Wynyard Walk would provide lift access to the station concourse level and the future Clarence Street entrance.
- The One Carrington development is proposing lift access between the station concourse level, George Street and the Hunter Arcade.

As such, the provision for additional lift access to the concourse level is not considered necessary.

Further, provision of a lift between York Street foyer and the western unpaid concourse would require structural changes to Transport House, a State heritage item and is not part of the proposed scope.

Heritage

Submissions from individuals, organisations and the City of Sydney Council made comment on the proposed design and the potential impacts on heritage values of Wynyard Station, Transport House and Wynyard Park. In particular, comment was made on the interpretation of heritage within the design, impacts to remaining heritage values within these spaces, the nature of the proposed finishes and mitigation measures.

Concerns relating to Wynyard Park impacts are discussed separately.

Wynyard Station

As described in Section 7.4 of the REF, Wynyard Station has undergone modifications since its original construction in the 1930's but retains some original fabric. There is also the potential for original fabric to be hidden behind more modern fabric or in concealed areas.

As a result of the proposal, there would be a permanent loss of some original fabric, and the reconfiguration of the station would alter the original layout of Wynyard Station.

However, the proposed design represents an aesthetic improvement to the station precinct, modernising and de-cluttering the paid and unpaid concourses and platform areas to increase customer amenity. Several of the proposed works are also necessary for operational performance requirements and safety reasons. The design provides for a modern interpretation of the heritage item, and incorporates features such as exposure of the paid and unpaid ceiling of the station, use of lighting design and the use of colour hues that reflects, but is not intended to mimic, the original design of the station.

The anticipated loss in heritage values is considered to be acceptable given the benefits to pedestrian flows, customer safety and comfort, and to the general aesthetic context of the station. As some original fabric would be impacted, such as the ceiling treatments within the Grill Room of the former Railway Refreshment Rooms, mitigation measures and heritage archival recordings requirements have been recommended.

There would be the further refinement of proposed design, finishes and colours during detailed design.

Mitigation and conservation measures would be detailed in a Heritage Construction Environmental Management Plan (HCEMP), which would be prepared by a suitably qualified

heritage specialist, and in consultation with Sydney Trains (Heritage) and City of Sydney prior to the commencement of construction.

Transport House

Transport House is listed on the State Heritage Register. The basement levels of Transport House and the York Street foyer have been heavily modified by previous works and contain late 20th century finishes in generally poor condition.

The proposed works within Transport House would largely affect modified areas and finishes, and utilitarian spaces and, as such, would have minimal heritage impact. As the works would involve impacts to the basement levels of Transport House and York Street foyer (on the ground level of Transport House) an approval under Section 60 of the *Heritage Act 1977* has been sought and granted.

The HCEMP would detail the methodologies and conservation works associated with the remaining heritage fabric within Transport House.

Wynyard Park

Submissions raised concerns that the use of local heritage item Wynyard Park (listed under the Sydney Local Environmental Plan 2012) as a construction works zone would not be appropriate given its location, as well as heritage and social value. City of Sydney Council objected to the use of the park, and requested that TfNSW should only proceed with the option if all other primary and secondary access options have been exhausted.

Construction access to the station is significantly limited, given the station does not have any direct access from the surrounding road network. Surrounding construction projects may also change the available access points over time. For this reason, TfNSW has identified a number of primary and secondary access points during the construction of the project.

Should the primary access points no longer be available or become insufficient for construction requirements, only then would the proposed Wynyard Park compound be used as an access point. The compound would require a temporary construction hoist to be installed within the curtilage of Wynyard Park and the former Tram Tunnels. Following completion of these works, the areas would be re-instated to its original condition as soon as practicable.

TfNSW acknowledges that there are potential impacts associated with the use of this compound and as such specific mitigation measures listed in Section 3.3.3 of the Submissions Report have been included to manage potential impacts to Wynyard Park.

In accordance with the mitigation measures all alternative options would be explored prior to using Wynyard Park as an access point. Further, City of Sydney Council would be consulted prior to use of this space should it be required.

3. Description and assessment of design changes following public display

As part of the ongoing design development since the REF, two changes to the Proposed Activity have been identified relating to:

- Concourse design; and
- Construction staging and methodology.

These changes are assessed in further detail in the Wynyard Station Upgrade Submissions Report Chapter 4 and are outlined below.

3.1. Assessment of design changes

Concourse design

Since the public display of the REF, TfNSW has confirmed that:

- The Station Manager's Office would be located on the concourse level with direct access to the eastern unpaid concourse and paid concourse within areas designated for station facilities (refer to Figure 1 in Submission Report). The basement levels of Transport House would continue to be developed for back of house uses.
- The Concourse Bar and Café would no longer be acquired and would be incorporated into the final concourse design. This would require adjustments to the western unpaid concourse and western ticket gateline.

As described in Chapter 5 of the REF, the concourse design would be subject to refinement to ensure the final design maximises the customer experience, meets operational requirements, and delivers a high standard of architectural design. The changes to the location of the Station Manager's Office would not alter the assessment as presented in the REF, given it would be contained within the original footprint identified for station facilities.

Changes resulting from the retention of the Concourse Bar and Café would require some redesign of the paid and unpaid concourse area. Given the predominant flow within the western unpaid concourse would be towards Wynyard Walk, the inclusion of the Concourse Bar and Café is unlikely to result in significant changes to the Level of Service.

Construction staging and methodology

As described in Chapter 5 of the REF, construction activity would be staged to ensure that the station can remain operational while works are underway. As part of this, it was envisioned that the majority of works would be completed during night time periods.

Since the public display of the REF, opportunities to isolate larger areas of the station have been explored to enable construction activities to occur during and outside standard construction hours.

The option currently under consideration involves establishing three pedestrian circulation corridors to segregate customers from the work areas in the station, along with temporary relocation of gatelines. These are proposed to be established to distribute the public between the platform stairs and access/egress points.

This option is being considered to allow work to be undertaken overhead and elsewhere during the day without impact to customers, and is anticipated to be in place between approximately June 2015 to April 2016.

This alternative approach to isolate construction areas from operational station areas is expected to reduce the duration of construction of the project when compared with the hoarding option outlined in the REF which also relied on a high proportion of night time work. Finalisation of this option would be subject to further pedestrian modelling and an analysis of the impact on pedestrian movements within this precinct.

Changes in impacts associated with this alternative construction methodology are outlined in Section 4 of the Submissions Report.

4. Consideration of the Environmental Impacts

Environmental Planning and Assessment Act 1979

The REF addresses the requirements of section 111 of the EP&A Act. In considering the Proposed Activity, all matters affecting or likely to affect the environment are addressed in the REF, the Determination Report, and associated documentation.

In accordance with the checklist of matters pursuant to clause 228(3) of the *Environmental Planning and Assessment Regulations 2000*, an assessment is provided in Section 4 and Appendix A of the REF.

In respect of the Proposed Activity an assessment has been carried out regarding potential impacts on critical habitat, threatened species, populations or ecological communities or their habitats, under section 112 of the EP&A Act.

The likely significance of the environmental impacts of the Proposed Activity have been assessed in accordance with the Department of Planning's best practice guideline '*Is an EIS Required?*'. It is concluded that the Proposed Activity is not likely to significantly affect the environment (including critical habitat) or threatened species, populations of ecological communities, or their habitats. Accordingly, an environmental impact statement under Part 5.1 is not required.

Environment Protection and Biodiversity Conservation Act 1999

As part of the consideration of the Proposed Activity, all matters of national environmental significance (NES) and any impacts on Commonwealth land for the purposes of the EPBC Act have been assessed. In relation to NES matters, this evaluation has been undertaken in accordance with Commonwealth Administrative Guidelines on determining whether an action has, will have, or is likely to have a significant impact. A summary of the evaluation in accordance with the Administrative Guidelines is provided in Section 4.5 and Appendix B of the REF.

It is considered that the Proposed Activity described in the REF is not likely to have a significant impact on any Commonwealth land and is not likely to have a significant impact on any matters of NES.

5. Conditions of Approval

If approved, the Proposed Activity would proceed subject to the Conditions of Approval included in Appendix 3.

It should be noted that there are some project specific conditions at the end of the conditions that refer to 'non-standard' particulars regarding construction for this project. For instance, given the unique location of the site, largely underground and isolated, construction hours have been left unrestrained, subject to ensuring amenity and environmental criteria are achieved.

6. Conclusion

The REF included a comprehensive assessment of the likely environmental impacts as a result of the proposal. Potential impacts were identified and addressed in the REF and mitigation measures have been recommended where appropriate.

The REF was placed on public display from 4 December 2014 to 19 December 2014.

A total of 30 submissions were received which included 23 submissions from the general public, six submissions from organisations and one submission from local government. The Submissions Report documented and considered the submissions received and outlined TfNSW's response.

Since display of the REF, additional investigations have been completed and modifications to the proposal have been identified. The Submissions Report assessed the findings of the investigations and the potential environmental impacts of the intended modifications.

It can be concluded that the Proposed Activity is not likely to significantly affect the environment (including critical habitat) or threatened species, populations of ecological communities, or their habitats. Consequently, an environmental impact statement is not required to be prepared under Part 5.1 of the EP&A Act.

It is also considered that the Proposed Activity does not trigger any approvals under Part 3 of the EPBC Act.

The environmental impact assessment (REF, Submissions Report and Determination Report) is recommended to be approved subject to the proposed mitigation and environmental management measures included in the Conditions of Approval.

ENVIRONMENTAL IMPACT ASSESSMENT

WYNYARD STATION UPGRADE

APPROVAL

I, DAVID GAINSFORD, as delegate for the Secretary of Transport for NSW, state as follows:

1. I have considered the Proposed Activity in the Wynyard Station Upgrade Review of Environmental Factors, Submissions Report and Determination Report in accordance with the provisions of section 111 of the *Environmental Planning and Assessment Act 1979*.
2. I determine on behalf of Transport for NSW (the Proponent) that the Proposed Activity may be carried out in accordance with the Conditions of Approval in this Determination Report, consistent with the proposal described in the Wynyard Station Upgrade Review of Environmental Factors and Submissions Report.



18/3/15

David Gainsford
Technical Director – Planning and Environment Services

Appendix 1: Review of Environmental Factors

Appendix 2: Submissions Report

Appendix 3: Conditions of Approval