

# Notice of decision

## Section 2.22 and clause 20 of Schedule 1 of the *Environmental Planning and Assessment Act 1979*

<b>Application type</b>	State significant infrastructure
<b>Application number and project name</b>	SSI-45421960 Sydney Terminal Building Revitalisation
<b>Applicant</b>	Transport for NSW
<b>Determining Authority</b>	Minister for Planning and Public Spaces

### Decision

The Director Transport and Water Assessments, under delegation from the Minister for Planning and Public Spaces has, under section 5.19 of the *Environmental Planning and Assessment Act 1979 (the Act)* approved the infrastructure application subject to conditions.

A copy of the infrastructure approval and conditions is available [here](#).

A copy of the Planning Secretary's assessment report is available [here](#).

### Date of decision

17 November 2023

### Reasons for decision

The following matters were taken into consideration in making this decision:

- the matters listed in the statutory context section of the Planning Secretary's assessment report, which include the findings and recommendations in the Planning Secretary's assessment report;
- the objects of the Act;
- all information submitted to the department during the assessment of the application;
- the findings and recommendations in the Planning Secretary's assessment report; and
- the views of the community about the project (see Attachment 1).

The findings and recommendations set out in the Planning Secretary's assessment report were accepted and adopted as the reasons for making this decision.

The key reasons for approving the application are as follows:

- the project would:
  - provide increased accessibility through:
    - new access and egress points from street level to and between the Grand Concourse, Eddy Avenue and Plaza and the terminal building;
    - the reconfiguration of the northwest corner of the Sydney Terminal Building and colonnade;
    - footpath widening, station wayfinding, lighting, and passenger information systems;
  - improve passenger experience through new and relocated station amenities, landscaping, paving, public seating and other public domain improvements;
  - remove non-heritage accretions in the Sydney Terminal Building;
  - restore and refurbish the Grand Concourse and port cochere, including:
    - new finishes to the Grand Concourse roof and flooring and improved natural lighting
    - relocation of the ticketing gates in the Grand Concourse
    - provision of solar panels
    - water proofing corrective works
  - include provision for new and refurbished retail spaces;
- the project has been endorsed by the NSW Government by being a key component of:
  - *Future Transport Strategy* (Transport for NSW, 2022)
  - *State Infrastructure Strategy 2022* (Infrastructure NSW, 2022)

- *Greater Sydney Region Plan: A Metropolis of Three Cities* (Greater Sydney Commission, 2018)
- *Eastern City District Plan* (Greater Sydney Commission, 2018)
- *Central to Eveleigh Urban Transformation Strategy* (Urban Growth NSW, 2016)
- *Camperdown-Ultimo Place Strategy* (Greater Sydney Commission, 2019)
- *Sydney 24 Hour Economy Strategy* (NSW Treasury, 2020)
- *Central Precinct Strategic Framework* (Transport for NSW, 2021).
- impacts on the community and the environment can be appropriately minimised, managed or offset to an acceptable level, in accordance with applicable NSW Government policies and standards; and
- the issues raised by the community during consultation and in submissions have been considered and adequately addressed through changes to the project and the conditions of approval. Engagement on the project is considered to be in line with the *Undertaking Engagement Guidelines for State Significant Projects*, including the participation objectives outlined in these guidelines (where applicable); and
- weighing all relevant considerations, the project is in the public interest.

## Attachment 1 – Consideration of Community Views

The proponent engaged with the council/agencies/community during the preparation of the environmental impact statement (EIS) as a requirement of the Secretary's environmental assessment requirements. The EIS detailed the findings of the engagement and how it influenced the scope and design of the project.

Once the EIS was submitted to the department, it was placed on exhibition from 8 February 2023 until 8 March 2023 (29 days). 25 submissions were received, including 9 objections and 4 support.

The department also visited the site on several occasions.

The key issues raised by the community (including in submissions) and considered in the Planning Secretary's assessment report and by the decision maker include Heritage; Place, Design and Movement; and Traffic and Transport. Other issues are addressed in detail in the Planning Secretary's assessment report.

Issue	Consideration
<p><i>Heritage</i></p> <ul style="list-style-type: none"> <li>• wider heritage context beyond the Sydney Terminal Building</li> <li>• the sensitivity of escalator entries</li> <li>• re-installation of original glazed elements at each end of the Porte Cochere</li> <li>• design refinement of the north-western entry</li> <li>• balancing heritage preservation and revitalisation</li> <li>• rooftop accretions on the Central Electric Building</li> <li>• colour schemes</li> <li>• the importance of retaining and celebrating the station's history</li> <li>• sandstone should not be covered up</li> <li>• the need to consider "Connecting to Country"</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>• areas of high archaeological potential for Aboriginal artefacts are located outside of areas subject to excavation and can be managed with standard management procedures</li> <li>• there will be both adverse and beneficial impacts on Environmental Heritage, including the State Heritage Registered (SHR) Sydney Terminal Building</li> <li>• original fabric/components of the Sydney Terminal Building will be removed in some areas to provide for new entrances, escalators, lifts and stairs resulting in adverse physical heritage impacts</li> <li>• Central Station's historic and ongoing use as a major transport interchange will be maintained and enhanced while evolving to meet planned future changes to the precinct</li> <li>• the loss of original fabric and spatial quality would be balanced by improved legibility, sense of arrival, circulation, wayfinding and safety.</li> <li>• the refurbished northwest entry would provide clear sight lines and would better connect it with the surrounding urban environment</li> <li>• changes to the terminal building and associated station buildings and environments would restore historical elements that have been modified, removed or damaged while improving wayfinding and pedestrian accessibility</li> <li>• there will be continued engagement with the State Design Review Panel, Heritage NSW and City of Sydney regarding design refinement</li> <li>• areas of Aboriginal heritage value will be mapped, implementation of unexpected finds procedures, and opportunities for on-going engagement with Aboriginal community</li> <li>• detailed elements such as finishes and colours will be finalised during detailed design</li> <li>• excavation in areas of known State significant archaeology within the Central Station complex will be minimised and deep excavation avoided wherever possible</li> </ul> <p><i>Conditions</i></p> <p>Conditions include:</p> <ul style="list-style-type: none"> <li>• a revised Historic Archaeological and Research Design will be prepared, and an Excavation Director appointed to guide and oversee activities in areas of archaeological potential</li> <li>• a Heritage Interpretation Plan will be prepared to detail opportunities to incorporate heritage sharing into the design. Heritage interpretation will be installed in spaces that were previously inaccessible to the public to convey the historical function of these back-of-house areas.</li> <li>• measures to manage, protect, remove and store heritage will be developed for the identification, recording, tagging, removal and storage of heritage items and fabric for salvage.</li> <li>• archival recording for the purpose of maintaining a photographic records of the Sydney terminal Building from before and after the completion of the project and to ensure that sympathetic repairs can be made where required</li> </ul>

Issue	Consideration
<p><i>Design, Place and Movement</i></p> <ul style="list-style-type: none"> <li>• justification of the new Eddy Avenue-Grand Concourse vertical connection</li> <li>• impact of introduced elements (seating, planting) on Grand Concourse's function, scale, and movement</li> <li>• retention of existing concourse lights</li> <li>• Location of information desk/train display screens</li> <li>• trade-off between retail infill and covered pathways in Eddy Avenue Plaza's eastern colonnade</li> <li>• pedestrian crowding and modelling of movement in the Terminal building and adjoining areas</li> <li>• southwest pedestrian access to and from suburban platforms and the Central Precinct</li> <li>• disrupted sightlines from suburban trains from Eddy Plaza Eastern Building</li> <li>• Celebration of place - the State's main railway station</li> <li>• large glass roof panels could cause excessive heat in the terminal</li> <li>• like to see a more curvaceous roof on Station</li> <li>• environmentally friendly energy sources</li> <li>• the inclusion of public amenities</li> <li>• risk associated with basement toilets</li> <li>• Eddy Plaza design including building articulation and weather protection</li> <li>• visual impact analysis of station approaches</li> <li>• pedestrian crowding</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>• the project is informed by the State Significant Precinct (SSP) and includes consideration of potential future over-station development. Key design and placemaking guidelines have informed the character and form, access and connection, amenity, comfort, safety, reflects 'Better Placed' principles and The Movement and Place Framework (TfNSW) and has been considered against built environment themes</li> <li>• a State Design Review Panel (SDRP) was convened to ensure design is a driver for the project given the building's significance</li> <li>• new entry/exit points, the relocation of station services and infrastructure and modifications to the northwest corner will facilitate improved movement around and through Central Station catering for future increases and changing activity patterns</li> <li>• movement between the L1 light rail stop and the Grand Concourse will use the western portal which has sufficient capacity to support light rail demand during peak periods</li> <li>• the design of Eddy Avenue Plaza improves visibility of the Central Electric Building from public areas and provides clear pedestrian pathways from the street to the station entrances</li> <li>• the service access ramp and existing retail on the eastern side of plaza will be removed and replaced with a two-storey building (approximately half a floor higher than the viaduct) acting as a barrier to noise from the train viaduct, creating a quieter plaza with improved amenity to encourage users to linger</li> <li>• a more direct and legible path for pedestrians accessing the terminal from the west will be created by removing the shop fronts from the northwest corner</li> <li>• although this project is not likely to generate additional pedestrian demand, the improvements may redistribute some movement patterns and future changes in the precinct are likely to increase pedestrian movements at Eddy Ave/Pitt St, therefore it is considered that this issue be further investigated as part of future development</li> </ul> <p><i>Conditions</i></p> <p>Conditions include:</p> <ul style="list-style-type: none"> <li>• continued involvement of the SDRP through detailed design and into construction</li> <li>• preparation of a Place, Design and Landscape Plan (PDLP) and Heritage Interpretation Plan (HIP) to be reviewed by the SDRP</li> <li>• investigation of opportunities to reduce pedestrian crowding along Eddy Avenue, Pitt Street and at their intersection in consultation with the City of Sydney; and that there be no reduction in pedestrian safety and comfort or increase in pedestrian congestion</li> <li>• providing a net increase in the number of replacement trees and tree canopy cover, consistent with the <i>Central Precinct Design Guide</i> (TfNSW, October 2023)</li> </ul>
<p><i>Traffic and Transport</i></p> <ul style="list-style-type: none"> <li>• enhanced cycling infrastructure and connections</li> <li>• justification for changes to light rail</li> <li>• the capacity and operation of the reconfigured loading dock</li> <li>• footpath alignment levels</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>• 50 bicycle parking spaces and additional signage will be provided with plans to investigate the provision of end-of-trip facilities and continue to engage with Council about planned cycleways connections near Central Station</li> <li>• construction affecting the light rail stop is required for repair and improvements works to the porte cochere</li> <li>• performance conditions considering the loading dock's design and safe operation to meet station servicing requirements and not impede public road operations must be included a dock management plan</li> <li>• closer transition levels are proposed than exists between the Plaza and the footpath of Eddy Avenue, and the proposed Plaza and transitions are proposed to will meet relevant accessibility standards</li> <li>• Council will be consulted on footpath changes, including that along the Eddy Avenue colonnade where new paving is proposed to Council standards</li> </ul> <p><i>Conditions</i></p> <p>Conditions include:</p> <ul style="list-style-type: none"> <li>• performance outcomes for the design and operation of the loading dock</li> <li>• discourage worker parking in surrounding streets</li> <li>• require at least 50 bicycle parking spaces, with the potential inclusion of end-of-trip facilities, if feasible</li> </ul>
<p><i>Socio-economic</i></p>	<p><i>Assessment</i></p>

<i>Issue</i>	<i>Consideration</i>
<ul style="list-style-type: none"> <li>• impacts to disadvantaged communities around the station</li> <li>• prolonged construction disruptions</li> <li>• effects on existing Eddy Avenue Plaza and station businesses</li> <li>• viability of new retail opportunities</li> <li>• provision of accessible facilities</li> <li>• station's role in promoting social and cultural activities, ensuring safety after dark and the importance of curating spaces to support nightlife activities</li> </ul>	<ul style="list-style-type: none"> <li>• positive social and economic outcomes are anticipated for existing and future customers at Central Station, however adverse social outcomes may be experienced during construction including a temporarily reduced general amenity, displacement of rough sleepers, existing business closure and increased noise levels at nearby places of worship</li> <li>• amenity related impacts would be managed through measures that minimise and reduce impacts on the community, including impacts resulting from noise, vibration, air quality and access</li> <li>• changes to movement through and navigation of the Sydney Terminal Building may require changes to daily routines</li> <li>• signage and other wayfinding methods will be installed to direct people through the Sydney Terminal Building during construction which is translated into common languages; however, changes to pedestrian routes during construction would be minimised where possible and would consider safety factors</li> <li>• regular consultation will occur to keep existing businesses owners in the terminal and those surrounding the project area informed of progress and opportunities for temporary activation during construction</li> <li>• improvements to retail and commercial areas may result in rent increases which may change the mix of businesses and prevent the return of existing long-term retail tenants following construction</li> <li>• A Retail Strategy will be prepared to consider the approach to activation of new retail areas and the mix of rents to provide a diverse mix of potential uses and provide opportunities for start-up businesses</li> </ul> <p><i>Conditions</i></p> <p>Conditions include:</p> <ul style="list-style-type: none"> <li>• preparation of a Social Impact Management Plan (SIMP) to manage social impacts including measures to minimise construction impacts on vulnerable or marginalised groups</li> <li>• investigation and reporting on opportunities to include community, social and health service facilities to support vulnerable or marginalised groups (particularly rough sleepers) within the project area</li> </ul>
<p><i>Flooding</i></p> <ul style="list-style-type: none"> <li>• flooding of Eddy Avenue and its potential impacts on surrounding ground-floor retail</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>• potential changes to flood conveyance may occur during excavation and demolition in Eddy Avenue Plaza which may affect overland flows</li> <li>• localised increases are possible at the interface between Eddy Avenue and Eddy Avenue Plaza but remain within the kerb and gutter in the 1% AEP event</li> <li>• change to flood velocity is negligible and there is no change in flood hazard</li> <li>• The end state would not increase permeable surfaces or overland flows, therefore flooding would not change from the existing and there would be no additional load to council's stormwater systems</li> <li>• flood impacts will be validated during detailed design</li> </ul> <p><i>Conditions</i></p> <p>Conditions include:</p> <ul style="list-style-type: none"> <li>• performance-based conditions around flood criteria for the 1% and AEP events</li> <li>• a design requirement to consider the capacity of council's drainage system; minimise impacts on outflows; and not worsen flooding on Eddy Avenue and Pitt Street</li> </ul>
<p><i>Landscaping</i></p> <ul style="list-style-type: none"> <li>• planting types and designs</li> <li>• the need for an Arboriculture Impact Assessment</li> <li>• information on the green roof above the Eddy Avenue Plaza building</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>• six London Plane trees (a planted exotic) and two Tuckeroo trees (a planted native) in Eddy Avenue Plaza will be removed</li> <li>• proposed landscaping would increase overall tree canopy cover by 55.5 square metres and include 214 square metres of understory planting using species selected from the remnant native ecologies to reflect the natural environment of the area</li> <li>• Tree Protection Zones in accordance with AS 4970-2009 Protection of trees on development sites will be established or physical demarcation around trees will be retained</li> </ul>

<i>Issue</i>	<i>Consideration</i>
	<p><i>Conditions</i></p> <p>Conditions include:</p> <ul style="list-style-type: none"> <li>offsetting removed trees and increasing the number of trees and canopy coverage in accordance with the <i>Central Precinct Design Guide</i> (TfNSW, 2023)</li> <li>limiting the removal of trees to those identified in the assessment</li> </ul>
<p><i>Contamination and Groundwater</i></p> <ul style="list-style-type: none"> <li>further investigation of Contaminants of Potential Concern (CoPC) are required</li> <li>detailed Site Investigation (DSI) needed and a Remediation Action Plan (RAP) be prepared where required</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>a Detailed Soil Investigation and accompanying geotechnical investigations will be prepared and a management or remedial action plan (where relevant) will be prepared and implemented, consistent with the Contaminated Lands Guidelines</li> <li>the Department is satisfied that the risk posed by potential contamination is low as: <ul style="list-style-type: none"> <li>locations would generally not be accessible to the public during construction (in the rail yards, excavation areas)</li> <li>further investigations will refine the presence and extent of contaminants (if any) which will inform the development of detailed methodologies to manage specific contaminants and materials;</li> <li>the EPA raised no concerns about soils and contamination;</li> <li>the process of identifying, treating and/or managing contaminated material is well established</li> </ul> </li> <li>two aquifers are present between 14 and 20 metres Australian Height Datum (AHD) and 2.7 to 3 metres AHD (7 to 14 metres deeper).</li> <li>groundwater may be encountered and contaminants may mobilise and enter groundwater during excavation and piling of the relocated retaining wall and the need for dewatering during construction will be confirmed</li> <li>control measures for dewatering, if required, would be included in a Dewatering Management Plan</li> </ul> <p><i>Conditions</i></p> <p>Conditions include:</p> <ul style="list-style-type: none"> <li>undertaking further investigation and preparation of a Site Contamination Report before construction</li> <li>restriction on use until an EPA Accredited Site Auditor agrees to its suitability for that use, using site audits and statements which must be publicly disclosed</li> <li>an unexpected contaminated land and asbestos finds procedure to be followed in the event that unexpected contamination is encountered</li> </ul>
<p><i>Sustainability</i></p> <ul style="list-style-type: none"> <li>sustainable energy be used during operations</li> <li>adequacy of waste storage and serving provision</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>the project design includes provision for solar panels above the porte cochere</li> <li>a Green Star rating as proposed is not suitable for refurbishment of heritage buildings and therefore cannot be achieved</li> <li>The Proponent will incorporate sustainability measures where feasible, including water and energy saving measures</li> </ul> <p><i>Conditions</i></p> <p>Conditions include:</p> <ul style="list-style-type: none"> <li>preparation of a Sustainability Strategy to detail measures to minimise carbon emissions, maximise energy efficiency and water conservation, identify sources of renewable energy and resource efficiency measures</li> <li>maintaining a Sustainability Initiatives Register to track the implementation of the strategy</li> </ul>
<p><i>Waste Management</i></p> <ul style="list-style-type: none"> <li>adequacy of operational waste management</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>construction material waste will be generated in addition to day-to-day waste from normal operations</li> <li>construction and demolition waste would be stored in designated areas in the Western Loading Dock, Western Forecourt and existing back of house areas</li> <li>dedicated stockpile areas would be set up at work sites and waste regularly transferred to the Sydney Yards for sorting and collection for offsite disposal</li> <li>best practice waste management processes are proposed during construction</li> <li>during operation, waste collected from general station operations, retail outlets and</li> </ul>

<i>Issue</i>	<i>Consideration</i>
	<p>restaurants would be stored in the western loading dock, with plans for interim storage in other areas on site</p> <p><i>Conditions</i></p> <p>Standard waste avoidance, reuse and management conditions have been recommended</p>
<p><i>Beyond the Scope of the Assessment</i></p> <ul style="list-style-type: none"> <li>the context of the project in terms of the cumulative impacts of the SSP proposed rezoning and development</li> <li>over station development impacts</li> <li>greater allocation of public/affordable housing.</li> <li>walking distances to the south-west of Central Station</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>this assessment relates to the SSI component of Sydney Terminal Building Revitalisation project including construction of spaces and buildings to allow future commercial use</li> <li>fit-out and use of future commercial spaces would be subject to separate assessment and approval and does not include residential development</li> <li>the State Significant Precinct (SSP) rezoning to enable additional uses to be built above the Sydney Yard is under separate assessment and does not form part of this project</li> <li>future Central Precinct Revitalisation projects such as Central Walk West and potential over-station development would be subject to separate assessment</li> </ul> <p><i>Conditions</i></p> <p>No conditions are required in relation to this matter.</p>