

10 November 2022

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The Secretary
Department of Planning and Environment
Lodge: <https://www.planningportal.nsw.gov.au/draftplans/LES>

Attention: Cameron Brooks, Planning Officer

Dear Sir

City of Sydney Submission on the Large Erecting Shed rezoning proposals

The City of Sydney (the City) welcomes the opportunity to provide a submission on Transport for NSW's (TfNSW) rezoning proposals for the Large Erecting Shed at South Eveleigh. The City acknowledges the work to develop the proposal and makes recommendations to improve and better articulate a unique future for the building, informed by meaningful engagement with community and stakeholders.

The City has reviewed the exhibited documents and commends TfNSW for the intention to adaptively reuse this extraordinary heritage item. However, the City is concerned by several issues identified in its review of the publicly exhibited materials. The following letter outlines general concerns and provides a list of more detailed considerations.

General considerations

The proposal is to retain and amended planning controls in the Eastern Harbour City SEPP. The proposal is an opportunity to re-integrate the outdated Redfern Waterloo Authority planning framework into the wide area by incorporating the site into Sydney Local Environmental Plan 2012 (LEP). This approach is consistent with other recent State Significant Precinct rezonings which have proposed planning controls in the LEP rather than SEPPs.

The proposal seeks to declare future development applications 'State significant' and erodes the benefit of incorporating the site into Sydney LEP 2012. The sub-precinct has been removed from the Redfern-Waterloo sites in the Eastern Harbour City SEPP but is retained as State Significant Development (SSD) in the Planning Systems SEPP with the Minister being consent authority on development with a Capital Investment Value (CIV) of over \$10million. This is hardly a suitable test for determining State Significant Development in the Sydney LGA when the City is responsibly determining applications, some on TfNSW land, worth up to \$1billion.

The City continues to demonstrate its ability to deliver large-scale, high-value and complex urban renewal projects and development applications through the Central Sydney Planning Committee (CSPC). However, the removal of certain developments in State Significant Precinct areas from the City's jurisdiction results in an inconsistent good planning administration.

The City consistently requests the NSW Government enable projects to be determined by the CSPC and reintegrate the precincts into the City's planning framework to ensure consistent place-based planning outcomes. The proposed amendments to Sydney LEP 2012 to incorporate new development standards for the precinct would be completely undermined by the retention of this provision of the SEPP, given that any new development would inevitably trigger a State Significant Development. The continued renewal of the area must see connections for pedestrians and active transport be included – and not sit outside the scope of every project.

The public interest could be better served if part of the building is made available for heritage visits or heritage tourism.

Recommendation:

- The planning controls for the site are to be incorporated into Sydney LEP 2012 as with other similar projects
- The City and the CSPC should be returned as the consent authority for all development in the South Eveleigh precinct.
- A bridge connection between north and south Eveleigh is an ever-present requirement and should be considered
- Consider using part of the building for heritage tourism

Detailed considerations

The following list identifies the key issues and recommendations.

Heritage

The proposal does not adequately respect the heritage significance of the site and its individual components. The heritage significance of this building is linked to its use, which is represented in the internal characteristics of the building as a large open industrial workshop. While there is minimal interference to the existing heritage fabric in the proposal, the proposed GFA of 15,000sqm, with two large additional floors, will limit any opportunity to understand the scale and characteristics of this large space, with its significance linked to its historic use. It is noted that the benchmarking case studies provided in the exhibited material illustrate much larger void spaces than is proposed. It is also noted that the large floor plates, and very low ceilings will result in poor amenity to the commercial space.

Recommendations:

- Reduce the floor space and increase the voids to improve interpretation of the heritage internal fabric of the building including:
 - Keeping the 10 easternmost bays unobstructed, at full width and full height, similar to the benchmarking examples shown. The gantries should be located in this clear space.
 - Setting back all new internal structure a minimum of 6m for the entire length of the inside face of the southern façade.
- Where there is a vertical circulation point require additional voids.
- Align the voids with the original doors on southern façade.
- Ensure that the original spatial conception of the building, with a central row of columns is able to be read.
- Ensure the gantries, proposed to be retained, can be viewed in the round.
- Ensure no new openings are provided in main southern façade.
- Include voids surrounding the central structure to ensure any new structure is not engaging with the original fabric.
- Minimise engagement of services with the original fabric of the building and ensure they are located so as not to disrupt the space around and between the trusses.

Infrastructure

The scale of development proposed within the South Eveleigh Large Erecting Shed will place additional demands on infrastructure within the local area. The RWA Contributions Plan does not envisage the scale of development now proposed and its works list is outdated and irrelevant. Further, there is no transparency around the ongoing use of infrastructure funds from the RWA Plan to deliver local infrastructure. With the development looking to accommodate 1000 on site jobs, it is important that the infrastructure needs arising from the development are thoroughly considered.

Recommendations:

- Identify local infrastructure needs beyond the site boundaries and reflect these in a local infrastructure schedule developed in close consultation with the City of Sydney.
- Rescind the RWA Contributions Plan as a matter of urgency to enable the City of Sydney's development contributions plan to apply to the development. This process was agreed by parties 10 years ago.

Use and management

- There is an absence of commitment to deliver affordable workspace for small business, startups and creative industries as part of this proposal.
- The site provides an opportunity for nighttime 24 hour uses, in proximity to the railway.

Recommendations:

- Reconsider the opportunity of this site to contribute to the late-night economy
- Include planning provisions that commit to delivering a significant quantum of affordable commercial floor space on this site.

Management

It is unclear whether the ownership and management of the adjacent streets will be transferred back to the City.

Recommendation:

If the public open space is to be transferred to the City of Sydney at any time in the future, consult with the City to determine the most appropriate open space design for this site.

Locomotive Street

- Locomotive Street needs to be considered as a whole, with consideration of the northern and southern footpaths, the function and design all the whole of Locomotive Street, existing carparking on adjacent sites and the site's proximity to Redfern Station and the new metro at Waterloo.
- The design of the public domain is not consistent with the City's codes, policies and frameworks.

Recommendations:

- Include planning provisions that require compliance with the City's streets and open space codes, policies, and frameworks. The City's public domain team should be involved early in the design process to ensure that appropriate design treatments are used to indicate that the space is shared.
- Commit to the City's canopy, green cover, and deep soil provisions.
- Confirm tree species selection with the City, given the City is developing a Tree Species list which deals with future climate resiliency.

- Include planning provisions that require underground utilities to be incorporated within the street reservation as agreed with the consent authority and in a manner that does not impede consistent street tree planting, provision of requisite soil volumes and any associated drainage requirements.
- Ensure consistency with TfNSW's Walking Space Guide in terms of appropriate footpath widths.
- Provide clarification and more detail on the desired function of the entire of Locomotive Street, to understand how the proposed design supports the objectives of delivering a heritage street typology.
- Clarify the strategy for management of any (public) on-street spaces.
- Reduce the quantity of carparking given there is no transport need for parking on or near this site. Locomotive Street should not be designed for commuter carparking for people working in the precinct or nearby.
- Reduce the number of carparking spaces to ensure trees are spaced for continuous canopy.
- Demonstrate how the proposal meets minimum standards for cycle paths and end of trip facilities as per the Sydney DCP.
- Provide clarification of the loading requirements for the site, provided in accordance with the TfNSW Urban Freight Forecasting Model to determine the capacity of loading is sufficient.

Design Excellence

The City does not support the proposal to use a 'design excellence process' instead of a competitive design process. The City does not support any provision which provides an exception to the requirement for a competitive design process on this site.

Recommendations:

- In recognition of the proposal's State significance, undertake an Invited Architectural Design Competition in accordance with the City of Sydney Competitive Design Policy required by the LEP.
- Remove all reference to 'Process' and replace with an 'Invited Architectural Design Competition' and acknowledge all competitive design processes in the South Eveleigh precinct should be undertaken in accordance with the City of Sydney Competitive Design Policy required by the Sydney LEP 2012.
- The City supports a five (5) member jury weighted in the public interest in accordance with part 3.4 of the Government Architect's Draft Design Excellence Competition Guidelines. The jury is to include a member nominated by the City of Sydney.
- The City supports the implementation of the Design Integrity process detailed in the Government Architect's Draft Design Excellence Competition Guidelines.
- Replace all references to 'demonstrate design excellence' with 'exhibit design excellence'.
- Retain the incentive for a design competition to be undertaken by ensuring the floor space of the building is comprehensively reviewed in line with above recommendations and then reduced by 10% and that this proportion be subject to award following a competitive design process consistent with the LEP provisions.
- Ensure the design competition includes the public domain within the site boundary and its integration with adjacent public domain.
- Any Design Review Panel must include a panel member nominated by the City of Sydney.

Connecting with Country

The Connecting with Country (CwC) Framework prepared by FCAD is insufficient. All NSW Government led projects must include a detailed Connecting with Country framework in accordance with the Government Architect NSW policy and framework, implemented in all stages of the project, noting the need for the project to deliver ongoing benefits for First Nations communities.

Recommendations:

- TfNSW must work with Aboriginal and Torres Strait Islander communities to develop a model for implementing Connecting with Country principles consistently across the full range of NSW Transport redevelopment projects.
- Ensure the CwC Framework highlights the importance of purposeful and coordinated engagement that is connected to outcomes and builds on previous conversations with community members.
- Ensure the CwC Framework establishes a governance process to ensure the Connecting with Country principles, and the perspectives and needs of First Nations people, are present and embedded throughout the lifecycle of the project from planning to operation. This may include establishing a centralised/precinct engagement approach that avoids duplicated conversations with First Nations people but rather builds a respectful and informed relationship between NSW Government and community.
- This approach seeks to avoid the burden on community of ineffective and disconnected engagement and a lack of accountability that may result if individual developments consult community for each DA.

Sustainability

The exhibited sustainability targets are unacceptable. All NSW Government led projects must commit to the Government's target of 50% emissions reduction by 2030 and net zero emissions by 2050, for the buildings and in occupancy. Base building ratings are unacceptable.

Recommendations:

Ensure the planning controls:

- commit to the following targets:
 - City of Sydney 2026 Net Zero Energy target
 - 6 Star Green Star Buildings and Performance
 - 5-star NABERS Water rating
 - Silver core and shell WELL rating (or equivalent industry standard)
 - 5.5 Star NABERS Waste for whole building
- commit to operating using electricity as 100% of its energy source (i.e., no reliance on fossil fuels), for all normally operating building services (including for food and beverage tenancies).
- commit to supplying the entire development with 100% renewable electricity, from either on-site or off-site sources.
- commit new development to have capability for embedded generation and battery storage sized for equivalent performance to emergency generator requirements
- commit to provision of EV charging equipment provided
- commit to meeting and exceeding the requirements of the City of Sydney's guidelines for waste management in new developments.
- commit to innovative measures for the separation and recovery of food organics on-site and circular economy approach to design and construction

Should you wish to speak with a council officer about the above, please contact Hannah Bolitho, Senior Urban Designer, Strategic Planning and Urban Design on 9246 7389 or at hbolitho@cityofsydney.nsw.gov.au

Yours sincerely,

A handwritten signature in black ink, appearing to read 'G Jahn', with a large, stylized flourish at the end.

Graham Jahn AM LFRAIA Hon FPIA
Director
City Planning | Development | Transport