

Department of Planning and Environment

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Large Erecting Shop - Explanation of Intended Effect

DRAFT – FOR PUBLIC COMMENT

October 2022, amended November 2022



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Amended: November 2022 to remove an Additional Permitted Uses map which was included in the first published version due to an administrative error.

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1.0 INTRODUCTION

The NSW Government is investing in the renewal of the Large Erecting Shop (LES) to create a unique mixed-use and innovation development, including commercial offices and retail premises, located within the State significant heritage context of the Eveleigh Railway Workshops site.

The strategic underpinning of this proposal arises from the Greater Sydney Region Plan and Eastern City District Plan, which collectively focus on the integration of transport and land use planning and support the creation of jobs and services to grow a strong and competitive Sydney and the State of NSW.

The LES is in the South Eveleigh Precinct, which is one of the most connected areas in Sydney and is part of the broader Tech Central Innovation District. This district is planned to be Australia's biggest technology and innovation hub.

On the site of the former Australian Technology Park, the South Eveleigh Precinct has been progressively redeveloped and adaptively reused for retail and commercial office space over the recent years and is evolving into an emerging tech community. The LES is adjacent to other Tech Central neighbourhoods and has the potential to further support innovation, collaboration and add jobs for the future.

The South Eveleigh Precinct is 13.2 hectares in area and the LES site is located between the Seven West Media building and the main railway line/train storage yard (see **Figure 1**).

Transport for NSW has led a detailed master planning process for the LES in consultation with the Department of Planning and Environment (Department), other State and local Government agencies and other stakeholders. TfNSW proposal is exploring opportunities to adaptively reuse the LES for a mix of uses, including commercial offices and retail premises. Such land uses are currently not permitted within the planning controls that apply to the site, which still reflect the former function of the building for infrastructure and rail purposes. As such, a State-led rezoning application is proposed to the Department of Planning and Environment (DPE) to amend the planning controls that currently apply to the site under *State Environmental Planning Policy (Precincts – Eastern Harbour City) 2021* (Precincts – Eastern Harbour City SEPP).

This Explanation of Intended Effect (EIE) has been prepared as part of investigations to rezone the LES. The EIE sets out the proposed planning controls arising from the master planning process and is informed by the LES Design Report and supporting technical reports. This EIE is being exhibited in accordance with Clause 3.30 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) to allow the public to make submissions that will be considered as part of the assessment of the proposed planning controls.

This EIE outlines proposed changes in planning controls for the LES (shown in **Figure 1**), which will be contained in *State Environmental Planning Policy (Precincts-Eastern Harbour City) 2021* (Precincts - Eastern Harbour City SEPP).

1.1 Tech Central

The NSW Government is committed to working with the local community to develop the biggest innovation district of its kind in Australia. Bringing together six neighbourhoods near the Sydney CBD (Haymarket, Ultimo, Surry Hills, Camperdown, Darlington North Eveleigh and South Eveleigh), Tech Central is a thriving innovation ecosystem of tech and talent that includes three world-class universities, a world-leading research hospital, 100 + research institutions, investors and a wide range of tech and innovation companies.

The vision for Tech Central is for it to be a place where universities, start-ups, scale-ups, high-tech giants and the community collaborate to solve problems, socialise and spark ideas that change our world. It will also be a place where centring First Nations voices, low carbon living, green spaces, and easy transport and digital connections combine to support resilience, amenity, inclusivity, vitality and growth.

The South Eveleigh Precinct is close to completion with the LES being the final building in the precinct to be adaptively reused to support the vision for a new tech ecosystem. The LES is a key project to achieving the vision for Tech Central and can build upon the agglomeration of existing buildings and infrastructure to attract scaleup tenants. For further information on the background of Tech Central please see the NSW Government's Tech Central website.

1.2 Redfern Waterloo Authority Sites State Significant Precinct

Applicable to the LES site this EIE proposes amendments to Appendix 3 - Redfern-Waterloo Authority Sites State Significant Precinct controls under the *State Environmental Planning Policy (Precincts-Eastern Harbour City) 2021* (Precincts - Eastern Harbour City SEPP).

The amendment is being undertaken as a State-led rezoning process, reflecting the LES site's status as part of a State Significant Precinct.

1.3 Large Erecting Shop Site

The LES is an isolated building on the north-western corner of the South Eveleigh Precinct as identified at **Figure 1**.

The LES site is legally described as being part of Lot 5, in Deposited Plan 1175706. This fuller allotment also includes the North Eveleigh Precinct, north of the rail lines and Redfern Station, both of which are owned by TfNSW.

The footprint of the existing LES building is approximately 6,000sqm, and the indicative site boundary for the LES site is shown in **Figure 2**.



Figure 1. South Eveleigh Precinct Site Location. Source: Department of Planning and Environment

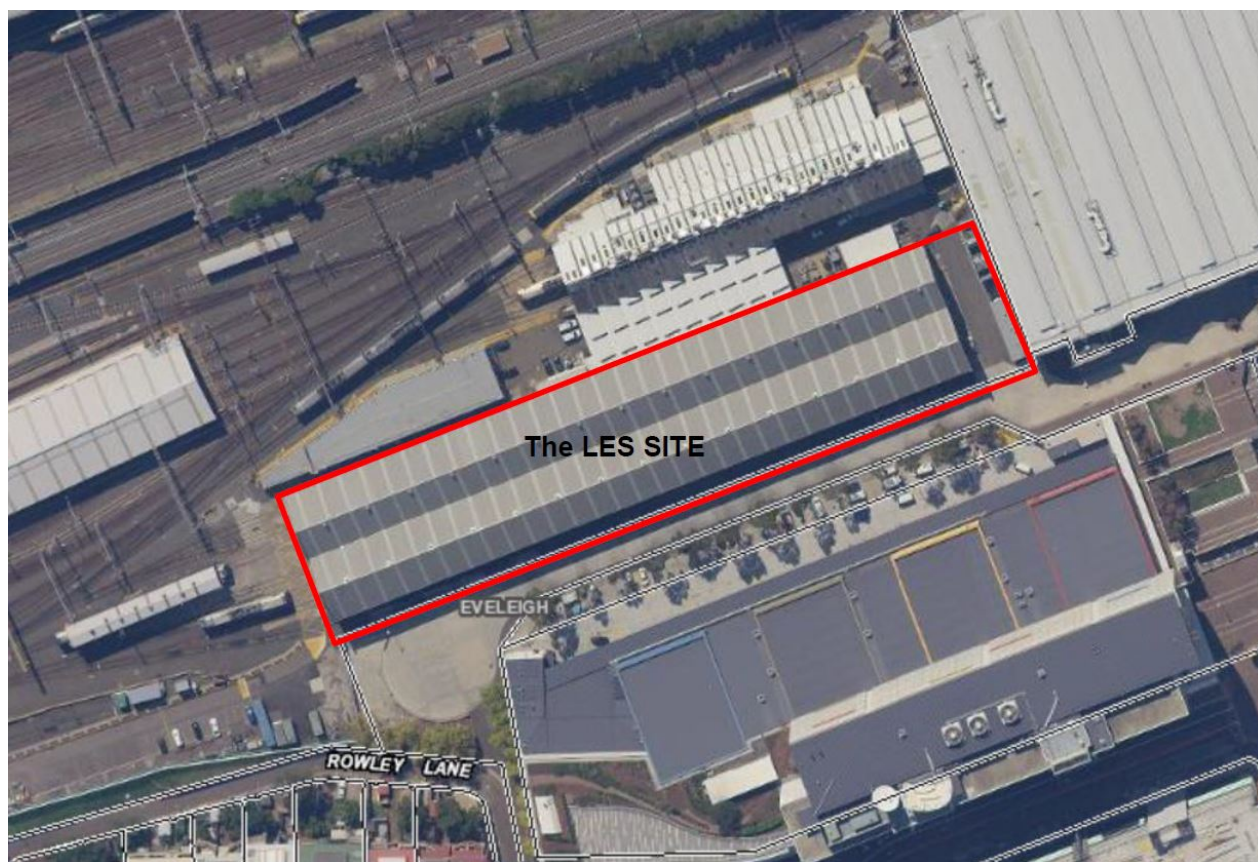


Figure 2. Indicative LES Site Boundary. Source: Transport for NSW

The LES is owned by Transport Asset Holding Entity NSW (TAHE) and managed by Transport Heritage NSW. The LES ceased formal operation in 1988 and has been largely unoccupied since 2017.

The LES is a State-Heritage listed asset, which forms a key built heritage asset within the Eveleigh Workshops State Heritage Register listing for the whole of the Eveleigh Workshops.

The LES was completed in 1899, after the first erecting shop opened in 1887 (in Bays 5 to 8 of the original Locomotive Workshops) required expansion to allow for rapid growth and quickly became an integral part of the NSW Railway's Eveleigh Locomotive Workshops. The LES was the largest, single purpose structure in the workshops complex and is unique in Australia as a surviving erecting shop of this scale.

The LES is a rectangular building consisting of two main bays with twin gable roofs running the length of the workshop. Internally, the workshops are articulated with regular cast-iron columns supporting both roof and overhead cranes. Main elevations are regularly articulated with twin semi-circular arched windows with smaller arched windows above.

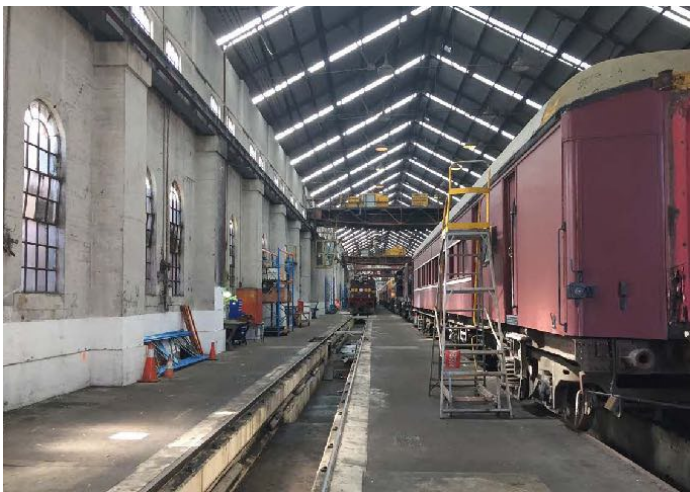


Figure 3 (Left): Existing Interior View of LES. **Figure 4 (Right):** Existing Exterior View LES West Façade. Source: fjmt

1.4 Objectives and intended outcomes

New planning controls are required to guide future development of the LES as part of the renewal program for the Tech Central Innovation District.

Proposed amendments to the Precincts - Eastern Harbour City SEPP are required to facilitate the future development of the LES as an adaptive reuse of the existing building to comprise commercial office and retail premises.

Alteration of the LES building, including the creation of two new storeys within the existing building envelope, is required to facilitate adaptive reuse of the existing building. The redevelopment of the LES will also include public domain upgrades immediately surrounding the existing LES building.

The proposed new planning controls are intended to facilitate the following:

- Alterations within the existing LES to convert the ground level into commercial office and retail premises,
- Creation of two new 'internal' storeys within the existing LES building envelope for use as commercial office premises,
- External upgrade and conservation work to the existing LES building to ensure it is fit for purpose and environmentally sustainable, including the construction of a new roof and building services structure,
- Heritage interpretation and conservation work generally throughout the site,
- Services augmentation, and
- Publicly accessible space upgrades.

While some external works are required, the proposal does not seek to significantly alter the existing building footprint of the LES. The general form of the existing building and key architectural features of the existing building are to be retained and restored in any future reuse of the building for commercial purposes, noting that the LES is part of the Eveleigh Railway Workshops complex included on the State Heritage Register.

2.0 EXPLANATION OF PROVISIONS

The LES forms part of the Redfern–Waterloo Authority Sites State Significant Precinct as identified under Appendix 3 of the Precincts - Eastern Harbour City SEPP.

The following amendments are proposed to the Precincts - Eastern Harbour City SEPP to apply new controls for the LES and the LES site to facilitate commercial and retail development.

2.1 Land use zoning

The site is currently zoned 'Special Purpose Zone – Infrastructure' reflecting the historic use of the site. Permissible land uses on the site are currently limited and it is envisaged a range of land uses will be supported within the LES to facilitate the vision for renewal.

The site currently benefits from a site-specific clause (clause 23A, Appendix 3, Precincts SEPP) that also allows development with consent for the purposes of 'information and education facilities' and 'rail infrastructure facilities'.

It is proposed to zone the LES site to 'Business Zone – Business Park' under the Precincts - Eastern Harbour City SEPP to allow for a mix of commercial and retail development. This zoning is consistent with the zoning for the surrounding technology park uses.

Draft land use zoning maps have been prepared to reflect the proposed zoning (**Annexure 1**). The proposed land zoning for the precinct is illustrated in **Figure 5**.

It is proposed that the existing additional permitted uses on the site outlined in clause 23A, Appendix 3 of the Precincts – Eastern Harbour City SEPP continue to apply to the site, given the site area benefiting from this clause extends beyond the area of the LES site.

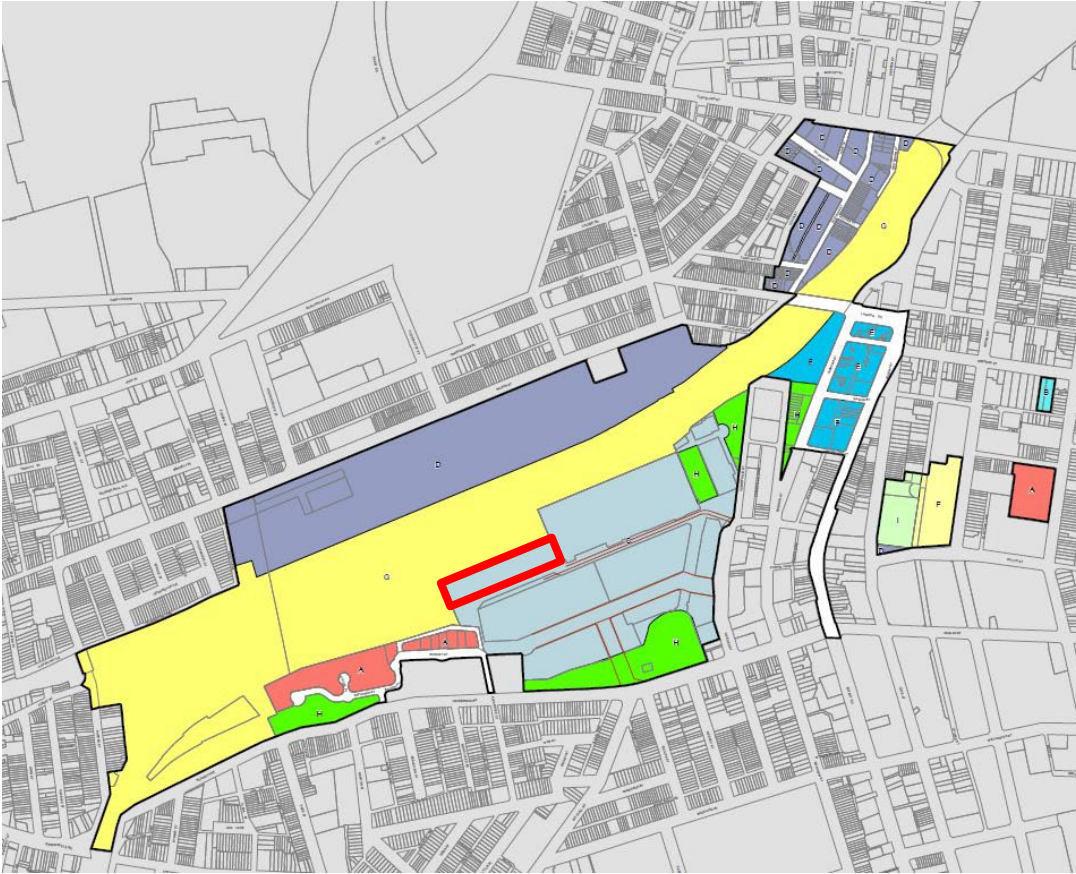


Figure 5. Proposed land use zoning. Source: Department of Planning and Environment

2.2 Height of buildings

The maximum building heights controls for the LES site will remain unchanged under the Precincts - Eastern Harbour City SEPP. The current height control limits any structural elements from being built above the existing heritage listed structure.

Additional flexibility is however proposed to allow for minor protrusions above the existing structure to allow for roof plant, machinery and cooling towers to exceed the maximum height of the existing building by up to 1 metre. This is can only afforded if the consent authority is satisfied the minor height exceedance of up to a metre does not include any floor space area, will not impact the structural viability of the LES building and will not be visible from the public domain immediately surrounding the site.

2.3 Gross Floor Area

There are currently no floor space controls that apply to the LES site. To ensure that an acceptable outcome is achieved a maximum Gross Floor Area (GFA)¹ is proposed for the LES site of 15,000sqm.

Draft Gross Floor Area maps have been prepared to reflect the proposed maximum GFA (**Annexure 1**). The proposed gross floor area for the LES site is illustrated in **Figure 7**.



Figure 7. Proposed Gross Floor Area Map. Source: Department of Planning and Environment

2.4 Heritage conservation

The site is identified as a heritage item, the 'Large Erecting Shop', under the Precincts - Eastern Harbour City SEPP and is listed on the State Heritage Register as part of the Eveleigh Railway Workshops complex. As such, consent is required for any works proposed to the existing building that are not considered 'minor in nature'.

Heritage controls for the proposal will remain consistent with the current controls under the Precincts - Eastern Harbour City SEPP.

¹ **Gross floor area** means the sum of the areas of each floor of a building where the area of each floor is taken to be the area within the inner faces of the external enclosing walls as measured at a height of 1,400 millimetres above each floor level, excluding —

- columns, fin walls, sun control devices, awnings and any other elements, projections or works outside the general lines of the outer face of the external wall, and
- lift towers, cooling towers, machinery and plant rooms, and air conditioning and ventilation ducts, and
- ancillary car parking and any associated internal designated vehicular and pedestrian access thereto, and
- space for the loading and unloading of goods, and
- internal public areas such as arcades, atria and thoroughfares, and terraces and balconies with outer walls less than 1,400 millimetres high.

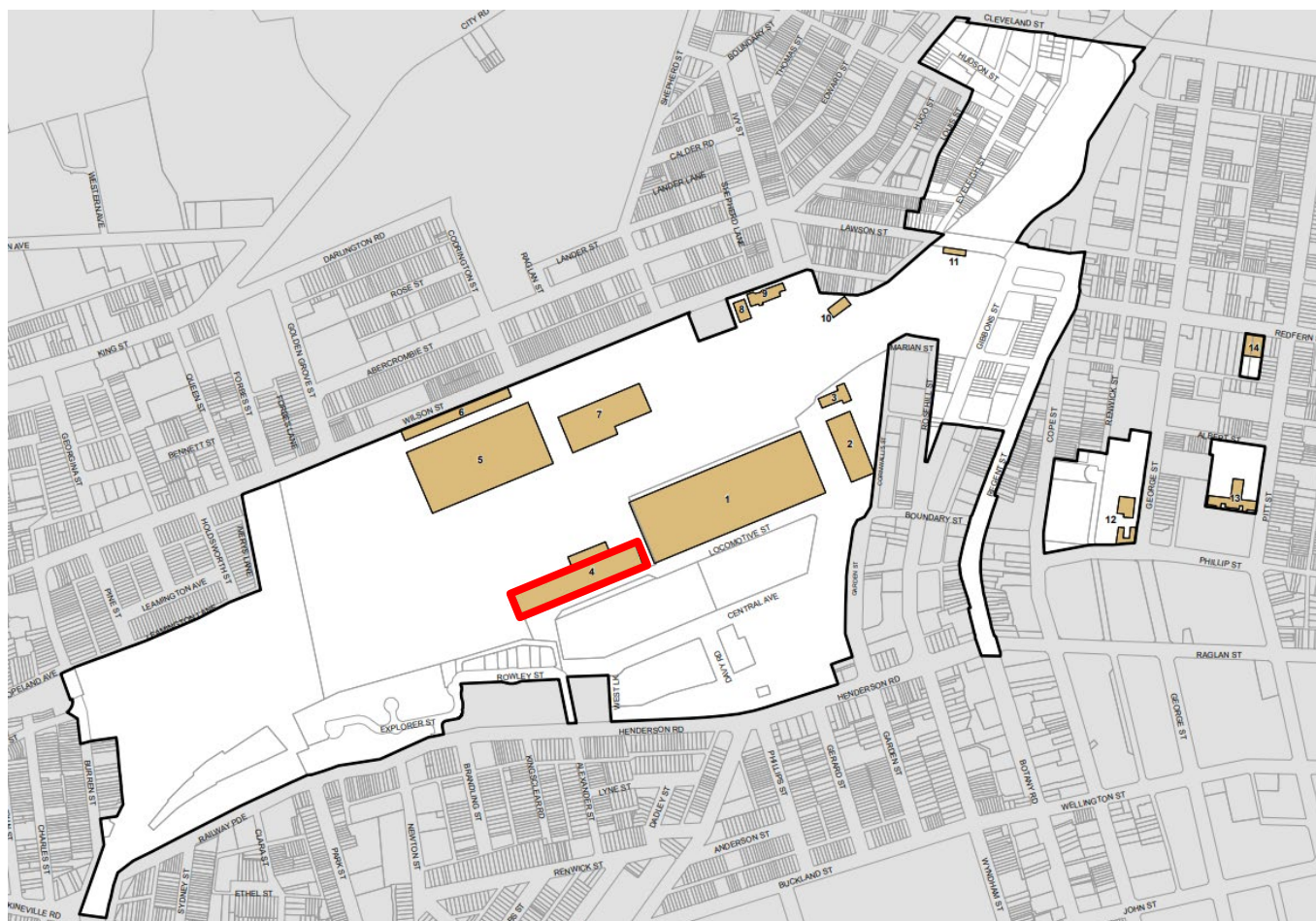


Figure 8. Existing and proposed Heritage Map. Source: Precincts SEPP

2.5 Amendments to Precincts – Eastern Harbour City SEPP Appendix 3 - Part 3

The following new provisions for the LES site are proposed to be inserted in Appendix 3 Part 3 of the Precincts – Eastern Harbour City SEPP to set out the controls that will apply to the sub precinct.

2.5.2 Design excellence

Design excellence provisions within the Precincts - Eastern Harbour City SEPP currently requires that when determining a development application the consent authority is to consider whether the proposed development exhibits design excellence.

It is noted that currently under the Precincts - Eastern Harbour City SEPP that the consent authority may require a design competition for any development over 12 storeys however, given the proposal will consist of a maximum of 3 ‘internal’ storeys within the existing LES building, a design competition is not required to support the proposed development. It is proposed these controls remain unchanged.

However, to provide a framework to achieve design excellence as part of the adaptive reuse of the LES building, a site-specific design excellence provision is proposed to be included in the SEPP. Any

proposed development for the LES is proposed to be consistent with the Large Erecting Shop Design Excellence Strategy. This strategy, which has been prepared by the proponent, articulates the proposed design excellence and integrity process, establishes commitments to environmentally sustainable design targets and demonstrates how design excellence will be achieved during the development application stage of the development.

The Design Excellence Strategy sets out the following environmentally sustainable design targets to be implemented during operation of the LES proposal:

- Carbon neutral in operation
- NABERS 5.5 Star Energy
- NABERS 4.5 Star Water (~30% less than a typical office building)
- 5 Star Green Star Buildings (New tool released by GBCA in 2021).

2.5.3 Car parking

Under the Precincts – Eastern Harbour City SEPP development consent can only be granted for the purpose of car parking on land within the LES unless the consent authority is satisfied that the cumulative number of car parking spaces in the South Eveleigh (former Australian Technology park) precinct will not (as a result of the granting of consent) exceed 1,600 car spaces. No change is proposed to this provision to facilitate the adaptive reuse of the LES building and associated works on the site.

The proposal provides for a maximum 20 car parking spaces to be located on Locomotive Street to support the operation of the LES building for commercial purposes. The provision of 20 car parking spaces as part of the proposal does not exceed the 1,600 spaces allocated to the South Eveleigh Precinct under the current controls.

2.5.4 Infrastructure funding and delivery

Local infrastructure

The relevant contribution plans that apply to the LES site include the *Redfern-Waterloo Authority Contributions Plan 2006* and the *Redfern-Waterloo Authority Affordable Housing Contributions Plan 2006*.

The *Redfern Waterloo Authority (RWA) Contributions Plan 2006* enables the Minister administering the EP&A Act to impose development approval conditions requiring payment of a contribution to ensure local infrastructure provision can meet the needs of the development. The Plan sets out contribution rates and a schedule of infrastructure works, for which monies collected are to pay for. The RWA Contributions Plan will continue to apply.

The *Redfern-Waterloo Authority Affordable Housing Contributions Plan 2006*, requires a contribution equivalent to the estimated cost of the provision of affordable housing comprising 1.25% of the total GFA of the proposed development.

As an alternative to payment of a development levy under the Plans, the applicant may offer to enter into a voluntary planning agreement with the Minister. Under the voluntary planning agreement, the applicant may offer to pay money, dedicate land, carry out works, and/or provide

other material public benefits for public purposes. It is noted that the current reference scheme for the proposal includes the provision of additional soft landscaping, public art, and a heritage interpretation strategy as public benefits of the proposal.

The Minister for Infrastructure has recently transferred their responsibility for the administration of the Redfern-Waterloo Authority (RWA) Local Contributions Plan and the RWA Affordable Housing Contributions Plan to the Minister for Planning and Housing. Now that Minister for Planning and Housing has full responsibility for administration of the RWA Plans, the Department is reviewing the RWA Contributions Plans to determine if it should be updated or rescinded. Should the Plan be updated or rescinded the applicability of the Plan or any new local contributions framework for the Large Erecting Shop will be determined as part of that separate process.

2.6 Precincts – Eastern Harbour City SEPP

2.6.1 Consent Authority

Clause 2.8 (2) of the Precincts – Eastern Harbour City SEPP currently outlines that the Minister is the consent authority under Part 4 of the EP&A Act for development with a capital investment value of under \$10 million on land in the Redfern Waterloo Authority sites. It is proposed that the Minister will continue to be the consent authority for development of the LES where development has a capital investment value of not more than \$10 million.

2.6.2 Inconsistencies with other Environmental Planning Instruments

The Precincts – Eastern Harbour City SEPP has consolidated a number of existing State Environmental Planning Policies. This includes the former *State Environmental Planning Policy (State Significant Precincts) 2005* and the *Sydney Regional Environmental Plan No 26 – City West*. Each SEPP has provisions that apply to the LES site, some of which are inconsistent with each other. The former State Significant Precincts SEPP included a provision noting that in the event of any inconsistency with another environmental planning instrument that the provisions contained in the State Significant Precinct SEPP prevailed.

Despite the *State Significant Precincts SEPP* and the *City West SREP* being consolidated in the Precincts – Eastern Harbour City SEPP as chapters they are still legally considered individual environmental planning instruments. As such provisions in Chapter 2 (the former State Significant Precincts SEPP) prevail over Chapter 4 (the former City West SREP 26) within the consolidated Precincts – Eastern Harbour City SEPP. As such, no change is proposed to the provisions of Chapter 4 as part of the State-led Rezoning.

2.6.3 Applicable Environmental Planning Instruments

It is proposed that the planning controls to facilitate the development of the LES will be located in the Precincts – Eastern Harbour City SEPP. As such there is no change to the current condition where the Sydney Local Environment Plan 2012 does not apply to the site.

2.7 Planning Systems State Environmental Planning Policy 2021 (SEPP)

2.7.1 Consent Authority

The Planning Systems SEPP 2021 declares certain forms of development as State Significant Development (SSD), including specified development within identified State significant sites (Schedule 2).

Under Schedule 2 of the Planning Systems SEPP 2021, development with a Capital Investment Value of more than \$10 million on land identified as being within the Redfern-Waterloo Authority Sites (including the LES site) is SSD. This EIE does not propose to amend this provision under the Planning Systems SEPP 2021.

3.0 ANNEXURES – PROPOSED MAPPING AMENDMENTS



Planning and
Environment

**State Environmental Planning
Policy (Precincts—Eastern
Harbour City) 2021
South Eveleigh Precinct
Land Zoning Map**

Sheet LZN_001

Subject Land

Zone

- A** Residential Zone—Medium Density Residential
- B** Business Zone—Local Centre
- C** Business Zone—Business Park
- D** Business Zone—Mixed Use
- E** Business Zone—Commercial Core
- F** Special Purpose Zone—Community
- G** Special Purpose Zone—Infrastructure
- H** Recreation Zone—Public Recreation
- I** Recreation Zone—Private Recreation
- Private Road

Cadastral

Cadastral 25/07/2022 © Spatial Services

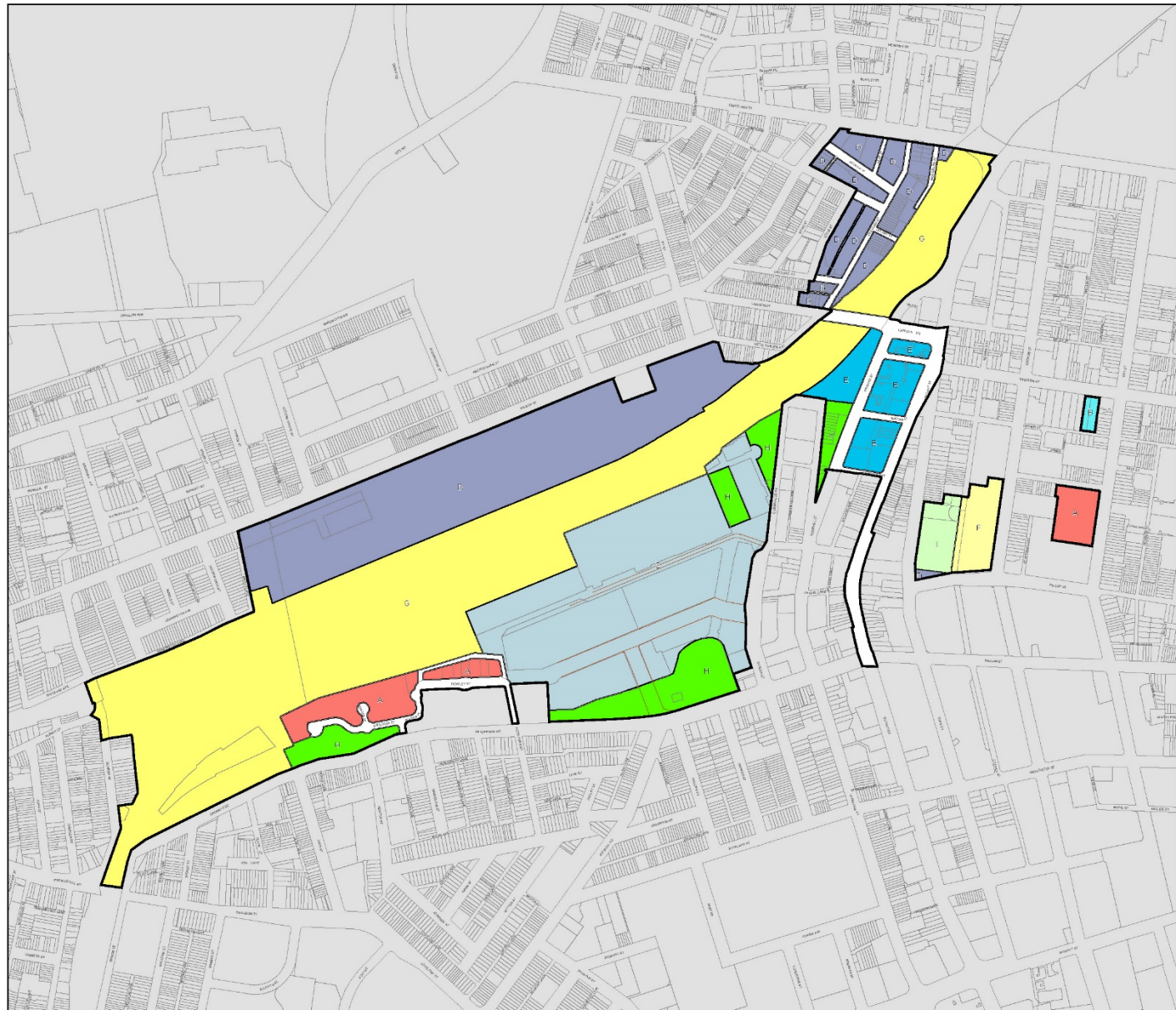


0 50 100 150
Metres

Projection: GDA1994

Scale: 1:5,000 @ A3

Map Identification Number: SEPP_RHC_SE_LZN_001_20220725



**State Environmental Planning
Policy (Precincts—Eastern
Harbour City) 2021
South Eveleigh Precinct
Gross Floor Area Map**

Sheet GFA_001

Subject Land

Maximum Gross Floor Area (m²)

A	42,055
B	1,300
C	6,955
D	12,805
E	3,976
F	2,840
G	8,305
H	41,800
I	42,000
J	44,000
K	16,450
L	15,000

 Australian Technology Park

— Private Road

Cadastre

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Projection: GDA1994
MGA Zone 56

Scale: 1:2,000 @ A3

Map Identification Number: SEPP_EHC_SE_GFA_001_20220725

