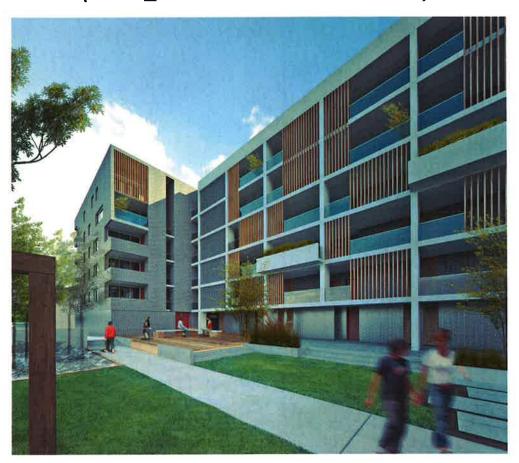


ASSESSMENT REPORT: North Eveleigh Affordable Housing Project Wilson Street, Redfern (MP08_0015 MOD 1 and SSD 5708)



Director General's Environmental Assessment Report Section 79C of the Environmental Planning and Assessment Act 1979

October 2013

ABBREVIATIONS

Applicant City West Housing, or any other person or persons who rely on this

consent to carry out the development that is subject to this consent

CIV Capital Investment Value

Department of Planning & Infrastructure

DGRs Director-General's environmental assessment requirements

Director-General Director-General of the Department

EIS Environmental Impact Statement prepared by Architectus, titled 'North

Eveleigh Affordable Housing Project, Eveleigh', dated April 2013

EP&A Act Environmental Planning and Assessment Act 1979

EP&A Regulation Environmental Planning and Assessment Regulation 2000

EPI Environmental Planning Instrument
Minister Minister for Planning & Infrastructure

RMS Roads and Maritime Services

RtS Response to Submissions prepared by Architectus, titled 'North

Eveleigh Affordable Housing', dated July 2013

SRD SEPP State Environmental Planning Policy (State and Regional

Development) 2011

SSD State significant development

UGDC UrbanGrowth NSW Development Corporation

Cover Photograph: Photomontage view from south-east across the common garden

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EXECUTIVE SUMMARY

This report is a concurrent assessment of two applications lodged by City West Housing Pty Ltd ('the applicant') for an affordable housing development at North Eveleigh (City of Sydney Local Government Area). The applications comprise a Section 75W application to modify Concept Plan approval MP08_0015, which applies to the North Eveleigh precinct and a State Significant Development (SSD) application for a new affordable housing building within the Precinct.

The Section 75W application seeks to amend the approved building envelope D4 by increasing its maximum height from RL 44.1 (6 storeys) to RL 50.27 (7 storeys) and by extending its footprint to allow for improved design, environmental performance and amenity.

The SSD application seeks approval for a part 6, part 7 storey residential flat building for affordable housing. The building has 88 apartments, basement parking for 39 cars and 88 bicycles, a roof top garden and landscape works. The development has a capital investment value of \$21,800,000 and will generate 50 construction jobs.

The proposal is State Significant Development pursuant to Schedule 2 clause 2(g) of State Environmental Planning Policy (State and Regional Development) 2011, being development that has a capital investment value of more than \$10 million on land within Redfern-Waterloo.

The applications were publicly exhibited from 10 April to 31 May 2013. A total of five agency submissions and one public submission were received on the Section 75W application, and nine agency submissions and eight public submissions were received on the SSD application. The key issues raised in submissions are:

- traffic and parking;
- building height and materials; and
- relationship to the Carriage Works building.

The department has considered all relevant matters under Sections 75W, 79C and the objects of the Act as well as ecologically sustainable development in its assessment. The department's assessment concludes that the proposed building is of a high architectural standard and is consistent with the desired future character for the North Eveleigh precinct. The additional building height will not result in any unreasonable amenity impacts and the building will be of an appropriate scale. Limited on-site parking is proposed to promote public transport usage and minimise traffic generation, consistent with the aims of the Concept Plan approval. The provision of affordable housing is a key strategic aim for the area. The proposed building appropriately relates to the adjoining Carriage Works building in terms of its scale and use of materials.

On balance, the proposal is in the public interest and the department recommends both applications be approved subject to the recommended Terms of Approval and conditions of consent.

1. BACKGROUND

1.1 Site and Project Description

The North Eveleigh Precinct is located approximately 4 kilometres west of the Sydney CBD (refer **Figure 1**). It has an area of 10.7 hectares and extends along the northern side of the western rail line, between Redfern and Macdonaldtown Stations. The Concept Plan approval applies to the entire precinct (further discussed in **Section 1.3** below).

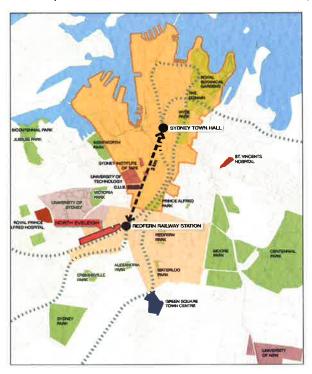


Figure 1 - Locality plan



Figure 2 - Aerial view of site

The site the subject of this application (refer **Photo 1**) is legally described as Lot 3 of DP 1175706 and is referred to as Building D4 in the Concept Plan approval. It is part of the western site of the North Eveleigh Precinct (being the lands west of the Carriage Works building) and sits adjacent to the intersection of Wilson and Golden Grove Streets. It has an area of 2 562m² and is largely cleared.

The site is within proximity to the residential suburb of Darlington, the University of Sydney, and the Redfern Town Centre and is surrounded by a mix of typical inner city land uses. Residential development to the north of the site is characterised by terrace housing, mixed with medium density residential development. Abercrombie Street further north sustains a retail strip and is a main thoroughfare for university students moving between the campus and Redfern railway station, which is located to the south of the site. Railway uses and infrastructure is a predominant feature of the surrounding landscape.

To the immediate east of the site is the Carriage Works building (refer **Photos 2 & 4**), a state heritage item and the Blacksmiths' shop building. These buildings have been redeveloped and are used for cultural purposes.

To the south of the site are vacant lands upon which Concept Plan approval has been given for Buildings D1 – D3. Further south, across the rail corridor, is Australian Technology Park where various businesses are located.

To the immediate west of the site is the Clothing store building (refer **Photo 3**). The Concept Plan approval allows for the adaptation of this building for residential purposes.

1.2 City West Housing Pty Ltd

The applicant, City West Housing Pty Ltd, is a not-for-profit affordable rental housing company. It was established in 1994 by the New South Wales State Government to provide low-cost accommodation to people on very low to moderate incomes, including essential workers who would be otherwise unable to afford to rent in the inner Sydney area.

1.3 Concept Plan approval

On 16 December 2008, the then Minister for Planning granted Concept Plan approval (MP08_0015) to the redevelopment of the former Eveleigh Carriageworks site, North Eveleigh, for mixed uses, including commercial, retail, cultural, residential and community uses, car parking and public open space.

Approval was given to a maximum of 177 527m² of GFA, comprised of:

- a maximum of 55 672m² of commercial GFA;
- a maximum of 4 000m² of retail GFA;
- a maximum of 22 796m² of cultural/community GFA; and
- a maximum of 95 059m² of residential GFA.

The concept plan established a road network, building envelopes, car parking rates, an open space network and landscape concepts (refer **Figure 3**).

The Concept Plan approval permits Building D4 to reach a maximum height of RL 44.1 and to have a maximum GFA of 6 480m².



Figure 3 - Concept Plan approval - western site



Photo 1: View of site from north-east (Source: EIS)



Photo 2: View of site from north-west with Carriage Works building in background (Source: EIS)



Photo 3: Clothing store building to the west of the site (Source: $\ensuremath{\mathsf{EIS}}$)



Photo 4: Roadway separating the site and Carriage Works building (Source: EIS)

2. PROPOSED DEVELOPMENT

2.1 Development description

The development as exhibited proposed the following:

Modification application (MP 08 0015 Mod 1)

- to increase the maximum permissible height of approved Building envelope D4 from RL 44.1 to 48.1 (from 6 to 7 storeys); and
- to extend the building footprint of approved Building envelope D4 (refer **Figure 4**),with the most substantial extension being in the south-western corner.

State Significant Development Application (SSD 5708)

- the construction of a part 6, part 7 storey residential flat building containing 88 units, to be used for affordable housing (refer **Figures 5 7**), within building envelope D4. The building has a total gross floor area of 5 932.8m² and a FSR of 2.32:1. The proposed unit mix is as follows:
 - o 10 x studio:
 - o 37 x 1 bedroom;
 - o 36 x 2 bedrooms; and
 - o 5 x 3 bedrooms.
- a single level basement with 39 car parking spaces (including 1 visitor space), 88 bicycle parking spaces and storage cages. Access to the basement is via a driveway on the western side of the site;
- landscape works including a ground level garden with lawn area, seating spaces, substantive native plantings and vegetable garden and roof top garden with outdoor kitchen; and
- associated site works.

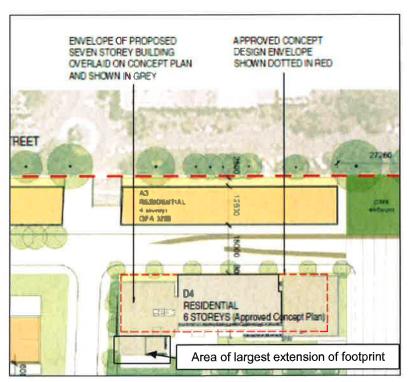


Figure 4 – Approved development lot (dashed red line) with proposed footprint (grey)



Figure 5 – Photomontage – View of building from the northeast



Figure 6 - Proposed ground floor

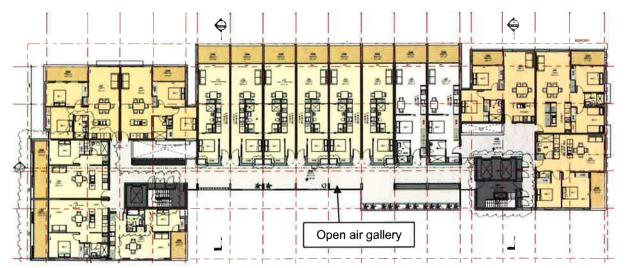


Figure 7 – Proposed first floor (typical layout)

2.2 Response to Submissions

Following the public exhibition of the EA, the Department placed a copy of all submissions received on its website and requested that the applicant prepare a response to the submissions. The applicant submitted a Response to Submissions report (RtS) (refer **Appendix C**), which provided further information and clarification on the key issues that were raised by the Department and public/agency submissions and included a set of amended plans. Amendments made to the building include an increase in height and the addition of a walkway along the eastern boundary (refer **Appendix C** for a detailed list of modifications).

2.3 Supplementary Submission

Subsequent to the lodgement of its RtS report, the applicant refined its design and undertook further negotiations with Council, which resulted in the preparation of further amended plans. Amendments made to the building include the relocation of the garbage room and the addition of 2 further visitor parking spaces (refer **Appendix C** for a detailed list of modifications).

2.4 Project Need and Justification

NSW 2021

NSW 2021 is the NSW Government's strategic business plan for setting priorities for action and guiding resource attention. NSW 2021 is a 10 year plan to rebuild the economy, provide quality services, renovate infrastructure, restore government accountability and strengthen the local environment and communities. The project is consistent with NSW 2021 as it will provide affordable housing in close proximity to a rail station.

Draft Metropolitan Strategy for Sydney

The Draft Metropolitan Strategy for Sydney provides the strategic planning foundation to respond to the changes which will occur in Sydney up to 2031, including; a growing and aging population, the growth of western Sydney and a shift from manufacturing to service jobs. The plan includes transport and infrastructure planning to fully integrate land use and infrastructure outcomes.

The development is consistent with objective 5 as it will provide additional dwellings in the Central Region, which will assist in meeting the target of providing 82 000 dwellings by 2021. The development is also consistent with objective 6 as it will provide affordable housing, contributing to housing diversity.

3. STATUTORY CONTEXT

3.1 State Significant Development

The proposal is State Significant Development ('SSD') under Section 89C of the *Environmental Planning and* Assessment Act 1979 (EP&A Act) being development that has a capital investment value of more than \$10 million on land within the Redfern-Waterloo Sites as shown on the State Significant Development Sites Map (pursuant to Schedule 2 clause (g) of *State Environmental Planning Policy (State and Regional Development) 2011*. Therefore, the Minister for Planning and Infrastructure is the consent authority.

3.2 Modification of the Minister's Approval

The modification application was lodged with the Director-General pursuant to Section 75W of the Act, which provides for the modification of a Minister's approval including 'revoking or varying a condition of the approval or imposing an additional condition of the approval'.

In accordance with clause 3 of Schedule 6A of the EP&A Act, section 75W of the Act as in force immediately before its repeal on 1 October 2011 and as modified by Schedule 6A, continues to apply to transitional Part 3A projects.

The Minister's approval for a modification is not required if the project, as modified, would be consistent with the existing approval under this Part. In this instance, approval is required as changes are proposed to an approved building envelope.

3.3 Delegated Authority

On 27 February 2013, the Minister for Planning and Infrastructure delegated his functions to determine SSD applications and modification requests under section 75W of the EP&A Act to nominated staff of the department where:

- the relevant local council has not made an objection; and
- a political disclosure statement has not been made; and
- there are less than 25 public submissions objecting to the proposed development.

In this instance, Council does not object to the development, fewer than 25 objections have been received and a political donations statement has not been made. Accordingly the Executive Director, Development Assessments Systems and Approvals may exercise his delegations and determine the applications.

3.4 Permissibility

The site is zoned Business Mixed Use under the provisions of Schedule 3, Part 5 of *State Environmental Planning Policy (Major Development) 2005.* Development for the purpose of affordable housing is permissible in the zone. The development is consistent with the zone objectives being compatible with the adjoining non-residential use, achieving design excellence, providing limited on-site parking to meet known needs and encourage use of public transport and having high quality landscaped areas.

The land use plan approved under the Concept Plan approval nominates the use of the site as being residential. Affordable housing is a form of residential development and is therefore consistent with the uses approved under the Concept plan.

3.5 Environmental Planning Instruments

Under Section 79C of the EP&A Act, the consent authority is required to take into account the relevant provisions of any State Environmental Planning Policy or Environmental Planning Instrument that applies to the carrying out of the proposal. The following Environmental Planning Instruments apply to the carrying out of the proposal:

- State Environmental Planning Policy (Major Development) 2005;
- State Environmental Planning Policy (Infrastructure)2007;
- Sydney Regional Environmental Plan 26 (City West);
- State Environmental Planning Policy No 65 Design Quality of Residential Flat Development; and
- State Environmental Planning Policy No 55 Remediation of Land.

The proposed development complies with the relevant requirements and standards within these Environmental Planning Instruments. The Department's consideration of relevant State Environmental Planning Policies and Environmental Planning Instruments is provided in **Appendix D**.

3.6 Integrated approvals

Under Section 89J of the EP&A Act, a number of approvals are not required to be separately obtained for the proposal. These include:

An Activity Approval under Section 91 of the Water Management Act 2000.

The EIS included a Groundwater impact assessment report which determined that the basement will intrude into the watertable by up to 0.7m. The report concludes that it is not expected that this intrusion will have an adverse effect on regional groundwater flows given the limited penetration into the groundwater and that the basement can be protected from groundwater intrusion.

3.7 Objects of the EP&A Act

Decision-makers are required to consider the objects of the EP&A Act when making decisions under the Act. These objects are detailed in Section 5 of the Act, and include:

- (a) to encourage:
 - (i) the proper management, development and conservation of natural and artificial resources, including agricultural land, natural areas, forests, minerals, water, cities, towns and villages for the purpose of promoting the social and economic welfare of the community and a better environment,
 - (ii) the promotion and co-ordination of the orderly and economic use and development of land,
 - (iii) the protection, provision and co-ordination of communication and utility services,
 - (iv) the provision of land for public purposes,
 - (v) the provision and co-ordination of community services and facilities, and
 - (vi) the protection of the environment, including the protection and conservation of native animals and plants, including threatened species, populations and ecological communities, and their habitats, and
 - (vii) ecologically sustainable development, and
 - (viii) the provision and maintenance of affordable housing, and
- (b) to promote the sharing of the responsibility for environmental planning between the different levels of government in the State, and
- (c) to provide increased opportunity for public involvement and participation in environmental planning and assessment.

The objects of most relevance to the Minister's decision on whether or not to approve this development are ii, vii, and viii. The department has given due consideration of these objects in its assessment of the proposal (refer **Table 1**).

Object	Consideration	
5(a)(ii)	The development is an orderly and economic use of the land, as it is being undertaken in accordance with the Minister's Concept Plan approval.	
5(a)(vii)	The design of the development follows best sustainable principles, maximising apartments with a northern orientation and opportunities for cross ventilation. The apartments are to be fitted with water saving devices (toilets and taps) and recycled water will be used on-site. The site has low environmental value, being a brownfield site and as such there is no loss of on-site ecological values. It is discussed below that the development is consistent with the ESD principles.	

Object	Consideration	
5(a)(viii)	The application is for an affordable housing development. The housing is to be owned and managed by a registered housing provider.	

Table 1: Objects of the EP&A Act and relevance to the development

The EP&A Act adopts the definition of Ecologically Sustainable Development (ESD) found in the *Protection of the Environment Administration Act 1991*. The Department has considered the proposed development in relation to the ESD principles and has made the following conclusions:

- Precautionary Principle The site is a cleared brownfield site with a low level of environmental sensitivity. It does not contain any threatened or vulnerable species, populations, communities or significant habitats. Its redevelopment will not result in any irreversible or serious environmental impacts.
- Inter-Generational Principle The proposal achieves key social and economically sustainable outcomes as it provides higher density residential purposes in an inner city location, close to social services, transport infrastructure and employment centres. The development incorporates a range of ESD principles and environmental management practices to ensure that the environment is protected for future generations.
- **Biodiversity Principle** There is no threat of serious or irreversible environmental damage as a result of the proposal. The site has a low level of environmental sensitivity and does not contain any threatened or vulnerable species, populations, communities or significant habitats.
- Valuation Principle The valuation principle is more appropriately applied to strategic planning decisions rather than at the scale proposed by this proposal. The principle is therefore not considered to be relevant to this particular proposal.

The Department considers that the proposal appropriately satisfies ESD principles.

3.8 Compliance with Clause 3B of Schedule 6A of the EP&A Act

Clause 3B(2)(d) of Schedule 6A the EP&A Act specifies that a consent authority must not grant consent under Part 4 unless it is satisfied that a development is generally consistent with the terms of the approval of a Concept Plan.

A detailed assessment of the development's consistency with the Concept Plan approval has been undertaken (refer **Appendix E**). The development is consistent with the Concept plan, with the exception of the following:

- the height of the proposed building, RL 50.27, exceeds the approved height, RL 44.1, by 6.17m;
- the footprint of the proposed building extends outside of the approved building footprint;
 and
- it is proposed to provide a basement which solely serves this building, rather than having a shared basement with Buildings D1, D2 and D3.

The modification application seeks to modify the Concept Plan to allow for the above amendments. An assessment of the proposed modifications has been undertaken in Section 5. The Minister must grant approval to the modification prior to determining the development application.

4. CONSULTATION AND SUBMISSIONS

Under Section 89F(1) of the EP&A Act, the Director-General is required to make the development application (DA) and any accompanying information of an SSD proposal publicly available for at least 30 days. The Director-General also considered it necessary to make the section 75W application publicly available for 30 days.

After accepting the Environmental Impact Statement (EIS) and section 75W modification application the department:

- placed the EIS and modification application on public exhibition from 10 April 24 May 2013:
 - on the department's website,
 - at the department's Information Centre and City of Sydney Council one stop shop, and
 - Redfern Community Centre.
- notified landowners in the vicinity of the site about the exhibition period by letter;
- notified relevant State government authorities and City of Sydney Council by letter;
 and
- advertised the exhibition in the Sydney Morning Herald, the Daily Telegraph and the Central.

During the exhibition period, the department received 17 submissions on the applications:

- 9 from public authorities; and
- 8 from the general public

A summary of the issues raised in submissions is provided below.

4.1 Public Authorities

Submissions were received from 9 public authorities in response to the exhibition of the applications. The submissions did not raise objection, but provided recommended conditions or matters to be addressed. The submissions are summarised in Table 2 below.

Trans	ort f	or NSW		
Mod SDD	&	No issue with the proposed modification or the application for affordable housing.		
Trans	ort -	Railcorp		
Mod		 No objection to application, subject to the changes being contained within Lot 3 DP 1175706. 		
SSD		 Requests various conditions be imposed on any approval given to prevent encroachment onto their land and control construction impacts to prevent adverse impacts on rail infrastructure. 		
Trans	ort -	Road and Maritime Services		
Mod		No objection to application; and There will not be a significant traffic impact on the classified road network.		
SSD		 No objection to application; The development should comply with the North Eveleigh Affordable Housing Project Traffic Management and Accessibility Plan (TMAP); The layout of the driveway and car park should be in accordance with AS 2890.1 – 2004; The developer shall be responsible for all public utility adjustment/layout works; and All works / regulatory signposting associated with the development shall be at no cost to RMS. 		

Sydney W	aterater		
Mod	 As the proposed increase in height will not result in any significant increases to the water and wastewater services, Sydney Water do not have any further comments. 		
SSD	As the Concept Plan has been approved by Sydney Water and less than 100 units are now proposed, we have no specific servicing comments at this stage; and The applicant must apply for a Section 73 certificate.		
NSW Envi	ronment Protection Authority		
Mod & SSD			
 standard construction hours as per the Interim Construction Noise guide intra-day respite periods for high noise impact work; erosion and sediment control in accordance with the 'Blue Book' fou and dust emissions minimisation and prevention. It is anticipated that the site remediation will have been completed to 			
	construction commences.		
Heritage C	Council of NSW		
Mod	 The Concept plan envisages the new development would have continuity of scale with the historic buildings. With this is mind it would be appropriate to retain the height of the proposed building to be similar to the height of the Carriage Works especially on its junction with the affordable housing buildings. It is therefore considered that the proposed modification is likely to have a detrimental impact of the continuity of scale expected by the Concept plan and should be avoided, possible. 		
SSD	It is desirable that the height of the proposed building, especially on the easter corner, is reduced to be no more than the height of the Carriage Works building;		
	The proposed architectural treatment with deep wrap around recessed balconies is likely to be at odds with the industrial character of the Carriage Works building and other heritage buildings on site;		
	A proposed entrance at the eastern edge would be considered more sympathetic with the Carriage Works building if it was designed as a solid wall with an opening for entrance rather than the whole building being recessed with only the columns presenting on the northern facade at ground level; and		
	 The increase in building footprint is acceptable and is unlikely to have any adverse impact on heritage buildings provided the eastern edge of the previously approved building envelope is retained. 		
Housing N	ISW – Family and Community Services		
Mod & SSD			
Sydney Ci	ity Council		
General	Council is supportive of the redevelopment of the site and provision of much needed affordable housing.		
Mod	The change in building footprint will reduce the building separation from Building D (adjoin building approved under Concept plan) from 14.8m to 9m, which is a variation from the SEPP 65 guidelines. It is recommended that the Department give consideration to the potential privacy and amenity impacts from this reduced separation.		
SSD	 Residential amenity of future occupants could be improved through resolution of the following issues: 		
	 Apartment type B – It is questioned how much natural light this typology of apartment will receive and whether future residents would receive adequate internal amenity; The location of bedroom windows directly facing onto the external walkway may 		

	create acoustic privacy issues; It is noted that 37.5% of apartments do not comply with the minimum internal unit areas. The proponent's justification for this is not adequate; The floor to floor heights should be increased from 3m to 3.05m to ensure floor to ceiling heights of 2.7m can be provided; and The submitted shadow diagrams were not sufficient to determine whether surrounding envelopes approved under the Concept plan can achieve adequate solar access. Individual entries should be provided to the ground floor units to increase street activation; It is recommended that Department give consideration to including a greater number of 3 bedroom apartments to cater for families; Council's heritage specialist has raised concern regarding the use of face brick due to the proximity of adjacent heritage listed buildings. It is noted that the Concept plan
recommended the use of light-weight cladding to reduce the competition infill buildings and the significant heritage buildings on the site; No objection is raised to the basement car park configuration or access from the new western access road, subject to the internal road being dedicated.	
 public road; The garbage room cannot be accessed by Council from the adjoini east, as this is not a public road. The location of the garbage roreconsidered; 	
	 No objection is raised to the amount of car parking provided for future residents. It is requested that consideration be given to the provision of visitor parking; and It should be clarified with the applicant whether dewatering will be required.
RtS sub	 The principle issues raised in the City's submission have been resolved; City withdraws its objection (subject to the submission of the agreed amended plans). NB: The applicant has submitted the agreed plans.
NSW Polic	
Mod & SSD	 Redfern LAC note that attention to safety through surveillance principles and movement between the buildings is apparent from looking at the plans; Police would recommend the trees and natural vegetation be kept free from buildings to avoid persons using these as natural ladders between balconies. Balconies should also be free from ladder step points and these assist break and enters; Foliage should be kept clear from seating, to maintain clear sight lines; CCTV should be upgraded at MacDonaldtown, given this station will become more frequently used; Access to railway land must be prevented at all times;
	 Way finding signage may be beneficial to avoid persons inadvertently entering the housing sites; Inadequate on-site provision of parking can lead to additional demand on existing residential streets, which can lead to conflict; and
	A lighting maintenance policy should be implemented.

Table 2: Summary of agency submissions

4.3 Community

A total of 8 submissions were received from the public (for both applications), all of which objected. The issues raised in the submissions is summarised in table 4 below.

Issue	Proportion of submissions (%)
Increased traffic	63
Road safety issues	63
Height, bulk and scale	50
Construction impacts	38

Issue	Proportion of submissions (%)
Adequacy of traffic assessment	25
Impact on on-street parking	25
Others issues raised included: an additional driveway is required to the site, the design including materials and roof form is inappropriate, there was inadequate consultation	

Table 3: Summary of Issues Raised in Public Submissions

An assessment of the key issues raised in submissions has been undertaken in Section 5 of this report.

4.4 Response to Submissions

The Proponent provided a response to the issues raised in submissions which is included in the RtS (see **Appendix C**). Changes to the scheme are summarised in **Appendix C**. The Department is satisfied that the issues raised in submissions have been addressed, either through this report and recommended conditions or by the Proponent.

The modifications made to the development in the amended plans have increased the height of the building by between 0.4-0.9m and altered the alignment and arrangement of the building facades. It has been determined that the modifications do not result in any substantially different impact on surrounding properties and accordingly the RtS has not been re-exhibited.

5. ASSESSMENT

5.1 Section 79C Evaluation

Table 4 identifies the matters for consideration under section 79C that apply to State significant development, in accordance with section 89H of the EP&A Act. The table also represents a summary for which additional information and consideration is provided for in Section 5.2 (Key and Other Issues) and relevant appendices or other sections of this report and the EIS, referenced in the table. The EIS has been prepared by the applicant to consider these matters and those required to be considered in the DGRs and in accordance with the requirements of section 78(8A) of the EP&A Act and Schedule 2 of the Regulation.

Section 79C(1) Evaluation	Consideration
(a)(i) any environmental planning instrument	Satisfactorily complies. The department's consideration of the relevant EPI's is provided within Section 3 and Appendix D of this report.
(a)(ii) any proposed instrument	Not applicable.
(a)(iii) any development control plan (not applicable to SSD)	Under clause 11 of the SRD SEPP, development control plans do not apply to SSD.
(a)(iiia) any planning agreement	Not applicable.

(a)(iv) the regulations	The development application satisfactorily meets the relevant requirements of the Regulation, including the procedures relating to development applications (Part 6 of the Regulations), public participation procedures for SSD's and Schedule 2 of the Regulation relating to environmental impact statements.	
(a)(v) any coastal zone management plan	Not applicable.	
(b) the likely impacts of that development	Satisfactorily complies. See assessment below.	
(c) the suitability of the site for the development	See assessment below.	
(d) any submissions	Consideration has been given to submissions received during the exhibition period. See Section 4 and the assessment below.	
(e) the public interest.	The application is considered to be in the public interest as it will provide new housing in a well serviced area. The proposed housing will be affordable meeting the needs of the community and contribution to the creation of a diverse community. The building is of a high quality and will positively contribute to the urban environment.	
Biodiversity values exempt if: (a) On biodiversity certified land?	Not applicable	
(b) Biobanking Statement Not applicable exists?		

Table 4: Section 79C(1) Matters for Consideration

5.2 Key and Other Issues

The department considers the key environmental assessment issues for the proposal to be:

- height;
- heritage;
- traffic, parking and access; and
- residential amenity.

Each of the above issues is relevant to the Concept Plan modification application and to the development application. Accordingly, the assessment below relates to each of the applications.

5.2.1 Height

The Concept Plan approved building envelopes range in height from 4-12 storeys over the western site of the North Eveleigh precinct. The 4 storey building envelopes address Wilson Street and complement the scale of adjacent development. The 6 storey envelopes commence on the southern side of Carriageworks Way and are intended to maintain continuity of scale with the adjacent heritage buildings on the site. The 8 and 12 storey envelopes are located along the site's southern boundary adjacent to the railway line.

Building D4 has a maximum approved height of RL 44.1 and it is proposed to increase the maximum height to RL 50.27. The proposed maximum height would be reached at a single point, being the roof of the plant room with the other portions of the building being of varied lower heights. **Table 5** details the differences in approved and proposed heights and **Figure 8** illustrates the differences.

Approved height	Proposed height		
Western end of building			
RL 44.1	 RL 45.56 (1.45m breach) - Parapet and balcony soffit. 		
6 storeys	RL 45.75 (1.65m breach) - Lift overrun.		
· · · · · · · · · · · · · · · · · · ·	6 storeys.		
Mid section of building			
RL 44.1	RL 44.36 (0.26m breach) - Balcony soffit.		
6 storeys	RL47.620 (3.52m breach) - Roof.		
	■ 7 storeys.		
Eastern end of building			
RL 44.1	RL 48.82 – Parapet.		
6 storeys	RL 50.27 - Roof plant.		
	7 storeys.		

Table 5 – Comparison of approved and proposed building height

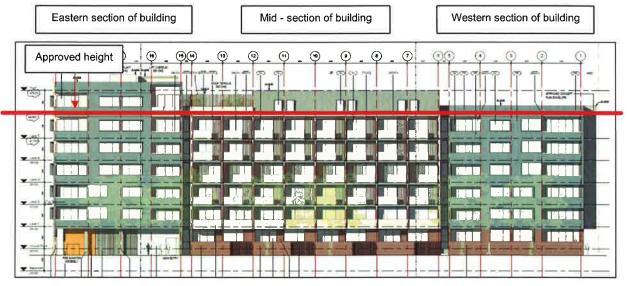


Figure 8 - Approved and proposed building height

The Heritage Council are of the opinion that the proposed increase in height is contrary to the intent of the Concept plan to provide a consistency of scale along Carriageworks Way. Heritage issues are discussed in Section 5.3. Public submissions expressed the view that there should not be any increase to the approved building heights.

The Department has carefully considered the proposed increase in height in the context of the Concept Plan approval, surrounding development and its potential amenity impacts. The increase in height is supported for the following reasons:

 The pattern of building heights approved under the Concept Plan approval will remain, with lower building heights on the northern boundary, transitioning to taller building heights towards the south. The four storey envelopes addressing Wilson Street screen views of the taller buildings envelope on the southern side of Carriageworks Way, from broad sections of Wilson Street (refer Figure 9);

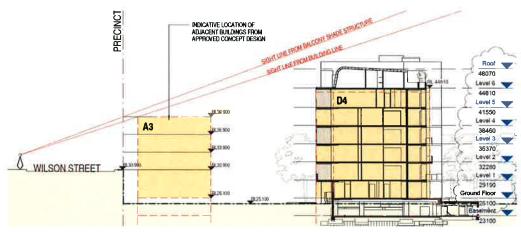


Figure 9 – View lines from Wilson Street

- the western end of the building is six storeys in height as anticipated by the Concept Plan approval. The additional height in this section of the building, relates to necessary architectural treatments (e.g. parapets);
- the mid section of the building is seven storeys in height. The additional storey is setback behind the alignment of the balcony roof below and has a recessed form, with a raking zinc roof, minimising its visual impact;
- the eastern end of the building is seven storeys in height. The additional height reinforces the north-eastern corner in a similar manner to the adjacent corner of the Carriage Works building;
- the additional shadowing from the increase in height will not prevent the development of buildings with acceptable amenity to the south;
- the additional height increase is considered to be minor and does not result in a substantial change in relationship to or adverse impact upon the Carriage Works building. This issue in discussed in detail in Section 5.2.2 below; and
- the approved envelopes did not provide sufficient height for roof top detailing (e.g. parapets) or plant, which are necessary building elements.

The proposed increase in height is therefore supported. The additional height will not be inconsistent with the framework established by the Concept Plan, nor will it result in any unreasonable amenity impacts.

5.2.2 Heritage

The North Eveleigh Precinct is historically significant for its role in providing construction and maintenance services for railway carriages and wagons. The site reflects the rapid development of the NSW rail network, the Government's confidence in the future of rail transport, and international trends in the rail industry during the period of its operation. It has aesthetic and technological value for the original buildings of the Carriage and Wagon Workshops, being among Sydney and the state's finest examples of late Victorian industrial buildings.

The entire North Eveleigh Precinct is listed on the State Heritage Register, however not all elements are necessarily of State heritage significance. State Environmental Planning Policy (Major Development) 2005 (SEPP MD) also classifies items within the North Eveleigh Precinct as being of heritage significance. In addition to the heritage items within the North Eveleigh Precinct, the surrounding area includes locally listed heritage items and conservation areas (Queen Street, Golden Grove and Pines Estate). The subject site (B4) does not contain any specifically listed item of heritage significance, but does adjoin the Carriage Works building which is listed on the State Heritage Register and identified in the MD SEPP.

The Heritage Council raised a number of concerns in its submission (refer **Section 4.1**). The Heritage Council is concerned that:

- the proposed increase in height is likely to have a detrimental impact on the continuity of scale;
- the deep wrap around recessed balconies are likely to be at odds with the industrial character of the Carriage Works building;
- the proposed brick colour is not clear; and
- the entrance at the eastern edge should be more sympathetic with the Carriage Works building.

The Concept Plan approval sought to preserve the heritage significance of the site by retaining key historic elements and developing a new street and block network based on the alignment of the retained buildings and the street pattern within the surrounding areas. The building will not have any unreasonable heritage impacts for the following reasons:

- the Carriage Works building and the proposed building are physically and visually separated by the roadway and parking area between them which has a width of greater than 20m. The approved heritage interpretation plan proposes elements within the roadway to provide an appreciation of how the Carriage Works building historically interacted with the surrounding spaces;
- the bulk, scale and detailed presentation of the Carriage Works building means that it will remain the most prominent built element in the precinct;
- the building alignment matches the Carriage Works building and will establish an appropriate street edge;
- the stepping up in height reinforces the corner, in a manner similar to the Carriage Works building; and
- the approved building envelope is 4.6m higher than the lower parapet and 0.9m higher than the ridge of the corner element of the Carriage Works building (refer **Figure 10**). The increase in height does not result in any substantive change in height relationship.

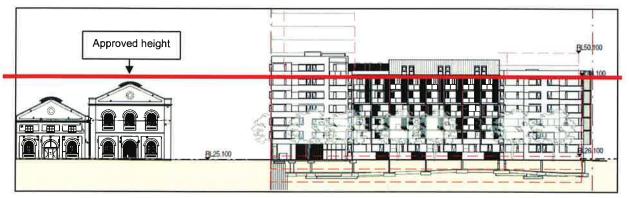


Figure 10 – Height relationship of proposed building with Carriage Works building.

The applicant redesigned the main building entry in response to the concerns of the Heritage Council. The setback of the entry from Carriageworks Way has been reduced and additional solid elements have been added. The redesigned entry better reflects the form of the Carriage Works building and is acceptable.

The applicant has selected 'Bowral blue' as the brick colour. The darker coloured bricks are evocative of the former industrial character, whilst providing a recessive backdrop to the Carriage Works building.

The applicant has retained the recessed balconies. The recessed balconies effectively differentiate the proposed building's residential use from the Carriage Works buildings industrial character. This difference in character was anticipated by the Concept approval.

Overall, the department is satisfied that the proposed development is consistent with the intent of the Concept approval and will have an appropriate relationship with the Carriage Works buildings.

5.2.3 Traffic

Traffic was a key issue in the assessment of the Concept Plan. The assessment considered the combined impact from the redevelopment of the North Eveleigh Precinct and the Abercrombie Precinct of Sydney University. The assessment concluded that the traffic impacts would be acceptable subject to the upgrading of key intersections and the development of a Transport Access Management Plan (TMAP) to achieve a maximum 40% mode share to cars. Modification B3 (Transport and Pedestrian Management) of the Concept Plan approval requires a Transport Management and Accessibility Plan (TMAP) to be prepared prior to or concurrently with the first application for new floor space on the site.

The Statement of Commitments of the Concept Plan approval includes a commitment to address a number of traffic matters, including traffic management measures to ensure a right hand turn is not permitted from Wilson Street into Queen Street when exiting the site from Carriageworks Way, subject to the approval of the relevant roads authority. Queen Street is a local road adjacent to entry point to the site, which links Wilson Street and King Street and has a signalised intersection at King Street, which permits traffic to move in both directions.

A TMAP was submitted with the subject development application and considers impacts from the development of up to 200 dwellings. Transport for NSW and the Department of Planning have agreed to the preparation of a staged TMAP due to the uncertainty about if or when some portions of the Precinct may be developed. The applicant acknowledges the need to update the TMAP as future stages are developed.

The submitted TMAP considers a range of issues, including the travel patterns of the existing population, traffic generation and operation of intersections and availability of public transport. Its key findings are summarised as follows:

- the development of 200 dwellings (<u>NB</u>: only 88 dwellings are proposed under this application) will lead to the generation of 48 vehicles travelling to and from the site in the peak periods;
- there will be a slight increase in the degree of saturation at the intersections of Abercrombie Street/Shepherd Street and Abercrombie Street/Lawson Street, but the existing level of service (B) will not be reduced;
- Queen Street currently carries low traffic volumes less than 1000 vehicles per day. It is
 expected that an additional 10 vehicles from the development may travel along Queen
 Street in peak hour (if the right hand turn is not banned) and this level of traffic increase
 is negligible. The implementation of any physical measure which restricts traffic
 movements is not considered critical from a traffic capacity perspective;
- the development is within close proximity of a range of good public transport options;
- the development has good access to pedestrian and cycling facilities, which are proposed to be upgraded by the City of Sydney;
- census data indicates that Darlington has low private vehicle journey to work mode share, reflecting the good public transport walking and cycling network surrounding the site:
- a site specific travel plan should be developed, including a travel access guide;

- a Construction Traffic Management Plan is required prior to commencement of construction; and
- in summary, the development is considered to have a minimal impact on the local transport network.

Traffic was the key issue raised in residents submissions. Residents concerns included the impact of additional traffic upon the operation, environment and safety of Queen Street, the re-direction of traffic if a median strip were constructed in Wilson Street and the impact of construction traffic. Roads and Maritime Services and Transport for NSW reviewed the TMAP and raised no objection. Council did not raise traffic concerns in its submission.

The proposed development will generate 22 additional vehicle movements in the peak periods, which will be dispersed across various routes. This is a low number of additional movements and will have a minimal impact on the road network and does not trigger the need for any intersection upgrades or general infrastructure works.

The site is well serviced by public transport and pedestrian and cycle routes. The accessibility of this infrastructure will promote people travelling by means other than private motor vehicles. This is evidenced by the travel behaviours of existing residents of the area, with 56% of people travelling to work via trains, bus, walking or cycling, which is considerably higher than the 19% average for the Greater Sydney Region. The provision of a Travel Access Guide (as recommended in the TMAP) will further promote this behaviour.

The TMAP contemplates the provision of a median strip on Wilson Street to prevent a right hand turn into Queen Street when exiting the site from Carriageworks Way, as was committed to in the Concept Plan approval. The provision of this median would restrict traffic movements and under the provisions of the Roads Act must be the subject of community consultation. The TMAP recommends that subject to consultation with the community and discussions with the road authority, that the central median be investigated prior to development of more than 100 dwellings. The provision of this will be considered further during the assessment of future applications.

The public submissions express a variety of views on the median with some believing it is required to protect the amenity of Queen Street and others of the view it will lead to adverse impacts on other streets and it is appropriate that it be the subject of detailed consultation with affected parties. The low traffic impact from the development on Queen Street, 10 vehicle movements per hour in peak periods, mean that the median is not currently required. The Department notes that the Proponent is not seeking to abrogate its responsibilities regarding the median strip.

Internal roads and access

On the 2 November 2012, UrbanGrowth NSW Development Corporation (UGDC) (formerly the Sydney Metropolitan Development Authority) issued a Part 5 approval for infrastructure works including the road network. The works are under construction.

Council identify in its submission that access to the site under the Concept Plan approval was from the roadway to the east of the site. Council does not object to access being obtained from the western access road, subject to that road being dedicated as a public road. It is the intention of UGDC to dedicate the roads to Council. UGDC has committed to creating a Right of Way to facilitate on-going access to the site, if it is not possible to dedicate the roads and a condition is recommended to that effect.

Vehicle and bicycle parking

The proposed building contains a single level basement level, containing 39 car spaces (including 3 visitor space) and 88 bike spaces.

The Concept plan approval specifies maximum parking rates. An analysis of the maximum allowable and proposed parking provision is made in Table 6 below.

	Maximum parking rate Concept approval	Maximum parking provision under Concept approval	Proposed parking provision
Studio	0.25 spaces per dwelling	2.5	
1 bedroom	0.50 spaces per dwelling	18.5	
2 bedroom	1.2 spaces per dwelling	43.2	39
3 +	2 spaces per dwelling	10	
bedroom			
Total		74.2	

Table 6 – Comparison of Approved and Proposed parking rates

The proposed parking provision complies with the maximum rates of the Concept Plan approval.

Parking was a key issue raised in resident's submissions. The specific concern of residents was that insufficient parking was being provided and that this would lead to increased demand on on-street parking. Council did not object to the quantum of car parking but requested that provision be made on site for visitor parking. The proponent responded to Council's request by providing three visitor spaces.

The Concept approval seeks to minimise traffic impacts and reduce car usage and this can in part be achieved by providing less parking, as fewer cars will be accommodated on or attracted to the site. The proposed parking provision is consistent with the Concept Plan approval. It is the policy of City West Housing to provide parking to approximately 40% of its dwellings and this is generally consistent with the demand for parking from its residents. Council has advised that residents of the building will not be entitled to participate in the residents parking scheme, which will discourage residents from using on-street parking. The Department supports the proposed parking provision as it is consistent with the Concept Plan approval and complements the requirements of the future users.

The proposed bike parking is provided in two areas, one which is secure and the other open. The number of bicycle parking spaces is generous exceeding the requirements of the NSW Planning Guidelines for Walking and Cycling and will provide plentiful space for residents and visitors.

The Concept approval includes a large basement garage, with parking for 289 spaces to serve Buildings B1 – B4. The proposed basement garage will serve only the proposed building. This arrangement does not prevent future buildings on sites D1 – D3 from being able to provide on-site parking and is acceptable.

The proposed development will have a minimal impact on the road network. The proposed parking provision is consistent with the Concept Plan approval and will encourage the use of alternative forms of transport.

5.2.4 Residential Amenity

The proposed development has been assessed against State Environmental Planning Policy No.65 – Design Quality of Residential Flat Buildings (SEPP 65) and the accompanying Residential Flat Design Code (RFDC)(refer **Appendix D**) and is generally consistent with their requirements.

Overshadowing

The proposed additional height and extension to the south-western corner of the building result in additional overshadowing of development lots C2, D1 – D3, which are approved for residential purposes.

Lots D1 - D3 are configured in a u-shape arrangement and as such are able to obtain sunlight access from a variety of directions (refer **Figure 3**). In the event that lots D1 - D3 are developed generally in accordance with the Concept plan, the approved lots are capable of providing apartments which receive adequate solar access for a higher density urban environment despite the increase in height.

The form of future development on the adjoining lots is uncertain. The lands are owned by Railcorp and have been identified as potentially being required for the future rail infrastructure (North Eveleigh dive). The development of these lands for infrastructure will impact upon their potential for residential purposes.

On the 12 July 2013, the Minister for Planning & Infrastructure announced a call for expressions of interest to develop the railway corridor between Central Station and Eveleigh. The expressions of interest may propose an alternative form of development on those lands.

Solar Access

The RFDC Rules of Thumb recommend that at least 70% of units achieve a minimum three hours direct sunlight in living rooms and private open spaces in mid-winter. The proposed design maximises the sites orientation and 84% of apartments receive 3 hours sunlight.

The ground level open space is located to the south of the building (consistent with the Concept Plan approval) and will receive a limited amount of sunlight in the morning. The communal roof top landscaped area will however be in sunlight throughout the day.

Cross Ventilation

The RFDC Rules of Thumb recommend that 60% of units be naturally cross ventilated. The design allows 87% of apartments to be cross ventilated.

Ground Floor Apartments

The RFDC provides recommendations on the special treatment required for ground floor apartments to contribute to streetscapes and increase residential amenity. In particular, the RFDC recommends that where appropriate, ground floor apartments should be provided with individual entries and private courtyards.

The ground level has 6 apartments, 4 of which will have a separate entry from Carriageworks Way. All ground floor apartments have private open space areas and windows which overlook the street. The proposed arrangement satisfies the objectives of the RFDC.

Building Separation and building footprint

As approved, Building Envelope D4 is separated from approved envelope D1 by a distance of 14.8m. The proposed extension to the southwest corner of the building footprint will reduce the separation distance to 9m (refer **Figure 11**), which is below the 18m separation recommended by the RFDC.



Figure 11 – Approved and Proposed building separation

In this instance the reduced separation is supported for the following reasons:

- as discussed above (see overshadowing) the form of future development on the development lots to the south (D1 – D3) is uncertain;
- the south-western façade is 20m in length, with the remainder of the façade maintaining the 14.8m separation distance approved under the Concept plan; and
- the south-western façade has been carefully designed to minimise conflict with any
 future buildings on adjoining lands, by limiting the number of window and balcony
 openings and by orienting the apartments to the east and west, thereby minimising
 potential amenity impacts.

Apartment layout

The proposed Type A and B (studio/1 bedroom) apartments fall below the recommended minimum floor area requirements of 70m² by 1.5m² (approx). The Type B (3 bedroom) apartments fall below the recommended minimum floor area requirements of 95m² by 5m² (approx). The shortfall is considered to be minor and does not compromise the amenity or functionality of the apartments, which have an efficient layout allowing for appropriately sized rooms and a high level of internal amenity.

Building Design

The proposed building is a high quality design which responds to its context. The longer northern and southern facades are broken into sections, to break up massing. The three sections have a patterning of form and materials which provides visual interest to the facade. The upper storey varies in height and form providing visual interest. The chosen materials reflect the materials used in the adjoining heritage buildings.

5.2.5 Other Matters

Social Impacts

The EIS included a social impact assessment report. The report considered broader social issues such as impact on services (e.g. child care), as well as specific social issues related to the building, such as creating community. The social impact assessment was supportive of the project, identifying that there will be minimal impact on available services and

recognising the expertise of City West housing in managing affordable housing developments.

The building has been deliberately designed to promote community within the building. The gallery area will provide access to the apartments, but also includes bays that will function like public balconies, promoting incidental interaction between residents. The communal gardens and roof top terrace are available to all residents and their use will lead to further interaction.

Visual and acoustic privacy

A number of the proposed apartments have windows which address the open air gallery on the southern side of the building. The gallery is an external corridor which provides access to the apartments. The applicant is cognisant of the potential acoustic and visual privacy impacts from having windows opening to the gallery. It is proposed to manage these impacts through the use of high level windows and an adjustable dual layer screen system which allows residents to move the screens to achieve their desired level of privacy, ventilation and light access.

At present there are no surrounding users which are sensitive to overlooking. The development of the precinct will see other residential uses introduced. The development maintains adequate separation from the other building envelopes to allow for a satisfactory level of privacy.

The EIS included an acoustic assessment report which assessed the impacts of noise from the rail corridor. The report identified that thicker glazing is required to achieve compliance with the relevant standards. A condition of approval is recommended specifying that the recommendations of the acoustic assessment must be implemented.

Developer Contributions

Developer contributions in the North Eveleigh Precinct may be levied under the following plans:

- Redfern-Waterloo Authority Contributions Plan 2006; and
- Redfern-Waterloo Authority Affordable Housing Contributions Plan 2006.

Clause 6 of each of the plans specifies development to which they apply. Development for the purpose of affordable housing provided by a community housing organisation registered with the Office of Community Housing may be exempted from making contributions under the plans, subject to notice be given in writing by the Minister (or delegate).

The development is for the purpose of affordable housing and City West Housing Pty Ltd is registered on the NSW Government Register of Community Housing (Registration No: R0158090625). Accordingly, the Minister may issue a notice of exemption.

The provision of affordable housing is a key objective of the State Plan, Sub-Regional Strategy and City West SREP. The Minister's Concept plan anticipates that affordable housing will be provided in the precinct. The existing social and general service infrastructure has capacity to accommodate the development. The development will assist in maintaining diversity within the local community.

Accordingly, it is the recommendation of this report, that the Executive - Director, Development Assessment Systems & Approvals (as delegate of the Minister) by signing this

report gives notice that an exemption is granted to the development from the provisions of the abovementioned plans.

Contamination

State Environmental Planning Policy 55 requires a consent authority to consider whether the land is contaminated, and if so, whether the land will be remediated before the land is used for the intended purpose.

Remediation works were approved to be undertaken under a Part 5 approval issued by UGDC. In its submission, the Environmental Protection Authority advised that it anticipates that the site remediation will be completed prior to any construction works commencing.

It is the recommendation of this report that a condition be imposed specifying that an accredited Site Auditor must issue a site audit statement specifying the site is suitable for the proposed use, prior to issue of any Construction Certificate.

6. RECOMMENDATION

The Department has assessed the merits of the section 75W modification application and the State Significant Development application, taking into consideration the issues raised in submissions and is satisfied that the impacts have been addressed in the RtS, the Revised Statement of Commitments and by the recommended conditions of approval.

The Department is satisfied that the changes to the proposed development both in the RtS and required by the recommended conditions address the key issues raised during the assessment process. The Department notes the following key findings:

- the provision of affordable housing is a key objective of NSW 2021 and the City West SREP. The sub-regional strategy identifies the importance of providing affordable housing in the North Eveleigh Precinct;
- the site is well located near to services, including public transport and education facilities and is an appropriate location for higher density housing;
- the proposed building appropriately relates to the adjoining Carriage Works building, being of an appropriate scale, materials and form; and
- the proposed building will provide a high level of amenity for residents and promote social interaction.

It is recommended that the Executive-Director Development Assessment Systems and Approvals:

- (a) consider the report and its findings and approve the modification request under section 75W of the Environmental Planning and Assessment Act 1979, by signing the attached modifying instrument (Appendix F); and
- (b) give notice that the Redfern-Waterloo Authority Contributions Plan 2006 and Redfern-Waterloo Authority Affordable Housing Contributions Plan 2006, do not apply to the development; and
- (c) consider all relevant matters under Section 79C of the Environmental Planning and Assessment Act 1979, including those contained in the findings and recommendations of this report and appended documentation and grant consent to the development application, subject to conditions, under section 89E of the Environmental Planning and Assessment Act 1979 and sign the attached instrument of consent (Appendix F).

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Approved by:

17.10.13

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