

ITEM 13. PLANNING PROPOSAL: SYDNEY LOCAL ENVIRONMENTAL PLAN 2012 – INDUSTRIAL AND WAREHOUSE BUILDINGS HERITAGE STUDY – HERITAGE LISTING OF IDENTIFIED INDUSTRIAL HERITAGE ITEMS AND AREAS

FILE NO: S122740

SUMMARY

The heritage of the City's Industrial and Warehouse buildings provides a unique and important opportunity to enhance the character and amenity of neighbourhoods. The City of Sydney's Industrial and Warehouse Buildings Heritage Study is now complete and has found that the City has a rich industrial heritage as one of Australia's former industrial heartlands. Further, the City of Sydney retains the largest concentration of historic industrial and warehouse buildings in New South Wales, and one of Australia's largest known collections of its kind.

As a result of this comprehensive review, this heritage study has identified 63 industrial places and two precincts of industrial and warehouse buildings of local heritage significance, which are recommended for listing on Sydney's local environmental plan. While a small proportion of the industrial buildings that once existed in Sydney and the over 470 surveyed for this Study, the Study concluded that these places and precincts represent the surviving industrial buildings and structures of greatest integrity and historical value from important periods of Sydney's industrialisation.

Council resolved to prepare this Study on 14 May 2012, with the primary purpose of identifying the City's significant industrial and warehouse buildings worthy of listing. The Study was also to ensure the City responds to emerging development pressures on Sydney's industrial buildings and continues to provide certainty in the development process. The southern area of the Sydney Local Government Area was a major focus of this Study, with the largest concentration of historic industrial buildings, few current listings and major renewal plans. Identifying sites with industrial heritage significance is an opportunity to support the plans for the major urban renewal of this former industrial heartland as southern Sydney transitions to jobs for the 21st Century in the southern employment lands and housing in Green Square.

Over a 12-month period, a team with heritage, history, architecture, archaeology and town planning expertise completed this Study. The Study area included the western and southern part of the Council area and a portion of central Sydney. Over 470 industrial places were surveyed. The history of Sydney's industry, warehouses and industrial sites were also researched, comparisons analysed, previous studies reviewed and expert stakeholders consulted. The resulting listing recommendations were then reviewed by a panel of City officers to ensure rigour, consistency and integrated planning.

Sydney's remaining industrial buildings and structures provide evidence of a major change in the history of Sydney and Australia—industrialisation—which transformed Sydney into one of the largest industrialised cities in the South Pacific during the twentieth century. Industry is an under-recognised part of Australia's history and identity, and industrial heritage less commonly listed than domestic or commercial architecture. Yet Australia's two centres of industry in Sydney and Melbourne had far-reaching impacts on Australia's development, urbanisation, self-sufficiency, technological and social changes and contribution to the World War II war effort.

Many of the buildings from the peak period of Sydney's twentieth century industry are concentrated in the southern parts of Sydney's Local Government Area. Alexandria, Rosebery and Surry Hills contain the majority of sites recommended for listing, reflecting both this historic centre of twentieth-century industrial Sydney and the areas with fewest current listings. While these buildings are often modest architecturally, historically they are significant as evidence of this important industrial activity, change and progress for Sydney and Australia. In response to current and likely future pre-development assessment discussions, it is recommended that Council and the Central Sydney Planning Committee adopt this Study as a policy to guide development assessment during the plan making process. If adopted, this recommendation provides further certainty of the City's policy position to landowners, proponents and the community. This recommendation will also assist in protecting the buildings during the plan making process.

This report recommends that the Central Sydney Planning Committee adopt the completed heritage study, shown at **Attachment A**, and approve the planning proposal, shown at **Attachment B**, and heritage contributions map, shown in **Attachment C**, to commence consultation for the key recommendations of this Study to heritage list 62 heritage items and 2 conservation areas yet to be listed for their local heritage significance.

Listing the industrial and warehouse buildings and precincts identified in this Study will ensure that the heritage significance of these buildings and areas is known and significant features incorporated into plans for development or adaptive re-use. This will provide greater certainty in the development process for owners, the community and development industry. Listing these buildings will also support the urban renewal plans by retaining some of its industrial identity, distinctive character and local landmarks.

RECOMMENDATION

It is resolved that:

- (A) the Central Sydney Planning Committee approve the *Planning Proposal: Heritage listing of industrial and warehouse buildings*, shown at **Attachment B** to the subject report, for submission to the Minister for Planning with a request for a gateway determination;
- (B) the Central Sydney Planning Committee approve the *Planning Proposal: Heritage listing of industrial and warehouse buildings* for public exhibition;
- (C) the Central Sydney Planning Committee note the recommendation at Council's Planning and Development Committee on 28 October 2014 that Council approve the amendment to *Sydney Development Control Plan 2012 Heritage Contributions Map*, shown at **Attachment C** to the subject report, for public exhibition;
- (D) the Central Sydney Planning Committee note the recommendation at Council's Planning and Development Committee on 28 October 2014 that authority be delegated to the Chief Executive Officer to make any minor variations to the planning proposal following receipt of the gateway determination;

- (E) the Central Sydney Planning Committee note the recommendation to Council's Planning and Development Committee on 28 October 2014 that Council seek authority from the Secretary of the Department of Planning and Environment to exercise the delegation of the Minister for Planning of all her functions under section 59 of the *Environmental Planning and Assessment Act 1979* to make an amendment to Sydney Local Environmental Plan to list the identified industrial heritage items and conservation areas; and
- (F) the Central Sydney Planning Committee adopt the *City of Sydney Industrial and Warehouse Buildings Heritage Study*, shown at **Attachment A** to the subject report, as an interim policy to provide guidance in development assessment to assist in protecting the buildings identified in the Study, during the plan making process and, further, the Study be placed on the City website as a planning policy.

ATTACHMENTS

Attachment A: *City of Sydney Industrial and Warehouse Buildings Heritage Study*
(Note – This attachment will be circulated separately from the Agenda Paper and to Central Sydney Planning Committee members and relevant staff only. A copy will be available for viewing on Council's website and at the One Stop Shop and Neighbourhood Service Centres).

Attachment B: *Planning Proposal: Heritage listing of industrial and warehouse buildings*

Attachment C: *Development Control Plan 2012 Amendment: Industrial Conservation Areas*

BACKGROUND

1. On 14 May 2012, Council resolved to prepare a heritage study of “industrial and warehouse buildings”. The direction also requested the City to report back on the proposed program of work for the Study and other work required to address emerging heritage issues.
2. Council resolved to prepare this Study to respond to increasing development pressures on Sydney’s industrial buildings, and to provide certainty in the development process. The primary purpose of this heritage study is to identify the City’s significant industrial and warehouse buildings worthy of listing.
3. Southern Sydney was a major focus of this Study as the area with the largest concentration of historic industrial buildings, few current listings and major renewal plans. Identifying sites with industrial heritage significance is an opportunity to support the plans for the major urban renewal of this former industrial heartland as southern Sydney transitions from industry to jobs for the 21st Century in the southern employment lands and housing in Green Square.
4. One of the recommended heritage items, 119-123 Kippax Street, Surry Hills, was recently listed ahead of the finalisation of this Study, in response to pre development assessment discussions.

Study area

5. The area investigated for this Study covers the western and southern parts of the Sydney local government area and part of the western edge of central Sydney as shown below in the map at **Figure 1**.
6. The Study focussed on areas having a high occurrence of industrial and warehouse buildings, and that have not been the subject of more recent and extensive heritage studies.

Study process

7. Over a 12-month period, City Plan Heritage and a team of professionals with expertise in heritage, history, architecture, archaeology and town planning completed this Study, which involved the following:
 - (a) fieldwork survey of over 470 industrial and warehouse buildings and sites;
 - (b) review of past heritage studies;
 - (c) consultation with expert heritage stakeholders;
 - (d) preparation of a thematic history of Sydney’s industry;
 - (e) assessment of potential archaeological sites;
 - (f) historical research of the identified industrial buildings and sites;
 - (g) comparative analysis of studies and industrial buildings within and outside the Sydney Local Government Area; and

- (h) review of the recommended listings by an internal panel of City staff to provide further rigour, consistency and integrated planning.

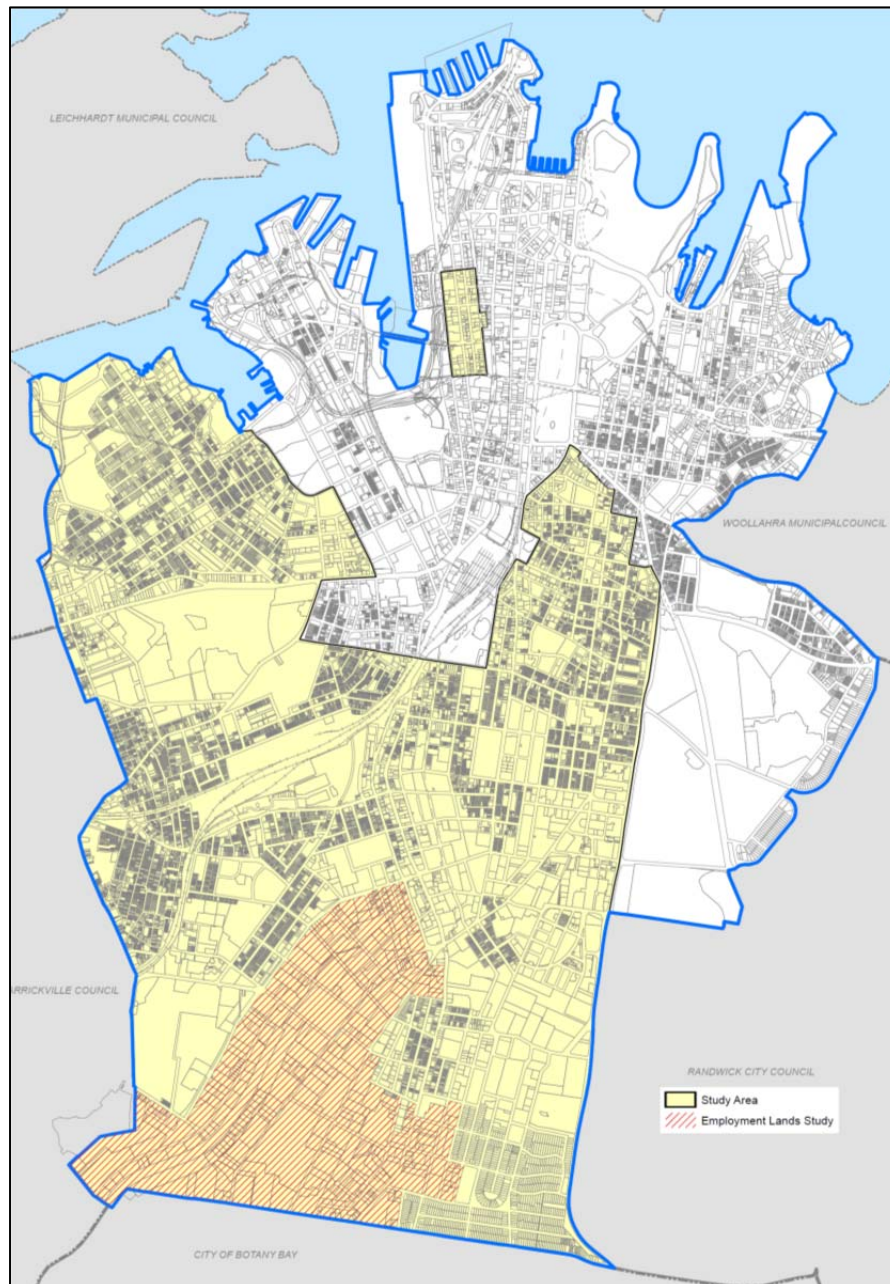


Figure 1: Study area for Industrial and Warehouse Buildings Heritage Study

8. This Study assessed remaining warehouse and industrial buildings in accordance with the NSW Heritage Council guidelines to identify places with local heritage significance.
9. For consistency and rigour, further specific criteria were established to measure whether places have sufficient local heritage significance to warrant statutory listing. All identified places were reviewed against these criteria. The select places recommended for listing satisfy all of the following criteria:
 - (a) historic association with an industrial company or activity;

- (b) historic patterns of industrial development identified in the historic overview for the suburb or broader area;
 - (c) a good example of its type for the locality, exhibiting typical characteristics of the building typology and period (individually or collectively as group);
 - (d) fair integrity, in terms of intactness and condition of historic built form; and
 - (e) capacity for retention as part of approved developments or advanced plans for the area.
10. The conclusions are contained within two volumes comprising a report, attached thematic history and maps, for the recommended heritage items and conservation areas. These are included as **Attachment A**.

Heritage significance

11. As a large-scale thematic study of industrial heritage, this Study is believed to be the first of its kind for New South Wales and the second of its kind for Australia. Other than Melbourne's "Western Regional Industrial Heritage Study" (Gary Vines 1989), no other study of industrial heritage of this scale has been undertaken in a major Australian city.
12. This heritage study identified that the Sydney Local Government Area has a rich industrial heritage as one of only two historic industrial heartlands in Australia from the time when industry was centralised in cities. The Study further found that the area contains one of the largest concentrations of historic industrial and warehouse buildings in New South Wales, and one of Australia's largest collections of its kind.
13. Sydney's remaining industrial buildings and structures provide evidence of a major change in the history of Sydney and Australia—industrialisation—which transformed Sydney into one of the largest industrialised cities in the South Pacific during the twentieth century. Sydney's industrial buildings represent Australia's transition to an industrialised nation, when manufacturing first surpassed farming and mining as the main Australian employer in the 1940s.
14. The Study also identified that industry is an under-recognised part of Australia's history and identity. Industrial heritage is less commonly listed than domestic or commercial architecture. Yet Australia's two centres of industry in Sydney and Melbourne had far-reaching impacts on Australia's development, urbanisation, self-sufficiency, technological and social changes and contribution to the World War II war effort.
15. Many of the buildings from the peak period of Sydney's twentieth century industry are concentrated in the southern parts of the Local Government Area. While these twentieth century industrial and warehouse buildings are often modest architecturally, historically they are significant as evidence of this important industrial activity, change and progress for Sydney and Australia.

Study recommendations overview

16. Based on a rigorous review, the Study concludes that 63 buildings, structures or complexes and two precincts of industrial and warehouse buildings fulfil the criteria of local heritage significance for listing as heritage items and conservation areas. These cover approximately 110 land parcels, including the 75 recommended as heritage items and 36 land parcels in the two conservation areas.
17. While this number represents a small proportion of the industrial buildings that once existed in Sydney and the over 470 surveyed for this Study, the 65 places and precincts recommended for listing are of greatest integrity and historical value from important periods of Sydney's industrialisation. Alexandria, Rosebery and Surry Hills contain the majority of sites recommended for listing. This reflects both the historic centre of twentieth-century industrial Sydney to the south of the city centre and the parts of the Local Government Area with few current listings.
18. The majority of buildings recommended for listing date from the twentieth century from the peak period of Sydney's industrialisation during the inter-war or post-war periods from the 1920s to the 1950s. The older industrial buildings from the nineteenth or early twentieth century recommended for listing are located closer to the city centre or waterfront.
19. The Study also made further recommendations to retain 21 existing heritage items with updated inventories, identify five potential archaeological sites, update the development control plan for industrial and warehouse buildings and identified areas for further work. These actions do not require a planning proposal and will be considered at a separate stage.

Heritage items recommended

20. The 63 recommended heritage items include buildings, structures or complexes identified for their individual heritage value on pages 5-12 of the planning proposal document at **Attachment B**.
21. As listing seeks to conserve the heritage significance of the place as a whole, the recommended item name specifies that interiors are included, consistent with the convention for existing item listings in the local plan. This does not prevent internal alterations or change of use, but ensures impacts on significant internal features are assessed and new works are integrated with existing features when major changes are proposed.
22. The intactness or significance of the interiors or other components of the recommended heritage item are assessed in more detail at the development assessment stage, when a statement of heritage impact or conservation management plan is prepared.
23. Where major site components were assessed as not contributing to the industrial heritage significance of the place and its setting, partial site listing is recommended, as shown in the maps included in the planning proposal in **Attachment B**.
24. Unless site components are specifically excluded in the maps included in the planning proposal in **Attachment B**, the recommended listing includes all land at the given address.

25. One of the 63 recommended heritage items for 119-123 Kippax Street, Surry Hills, was recently listed ahead of the finalisation of this Study and is therefore excluded from the planning proposal in **Attachment B**.

Conservation areas recommended

26. Two compact conservation areas are recommended for listing where industrial buildings from Sydney's peak period of industrialisation are concentrated together in cohesive groups with a distinct character.
27. These areas have a collective, rather than individual significance. As a group, they provide a rare remnant of the urban form, scale and streetscapes of twentieth-century Sydney's former industrial heartland.
28. The two recommended conservation areas include:



Figure 2: Recommended boundary for North Alexandria industrial conservation area



**Figure 3:
Recommended
boundary for the
William Street
conservation area.**

29. The boundary for these areas has been tightly defined to identify the main concentration of contributory historic buildings with cohesive urban form, and to take into account other advanced plans for the urban renewal of the area, in particular for the southern employment lands. Excluded sites are either not industrial, uncharacteristic, neutral, isolated, or in location of advanced or approved plans requiring demolition.
30. The North Alexandria industrial conservation area is located in the urban renewal area for southern employment lands. It represents less than 5% of the northern and southern investigation areas of the southern employment lands. An alternative route for the proposed new road along the southern edge of this conservation area is under consideration which will allow retention of the two southern contributory buildings, while still achieving the desired flood and traffic management outcomes.
31. The conservation area boundaries and contribution of buildings within the boundaries are shown in **Attachment C**.

Inventories

32. Inventories are being finalised for the recommended items and areas, and will outline the heritage significance, history and some features of the place. These inventories provide supporting information, but do not define the extent of listing.
33. Inventories are updated progressively as further information becomes available during or following listing, such as when more detailed site assessment occurs or when major changes are proposed and a statement of heritage impact or conservation management plan is prepared.
34. These Inventories will be available and included as part of the supporting documentation for the public exhibition following Gateway approval from the Department of Planning and Environment.

Outcomes of listing

35. Listing the industrial and warehouse buildings and precincts will ensure that the heritage significance is known and significant features incorporated into plans for development or adaptive re-use. This will provide greater certainty in the development process for owners, the community and the development industry.
36. Listing these buildings will also support the urban renewal plans for southern Sydney by retaining some of its industrial identity, distinctive character and local landmarks and the benefits these provide for sustainability, local communities and the local economy.
37. In response to current and likely future pre-development assessment discussions, it is recommended that Council and the Central Sydney Planning Committee adopt this Study as a policy to guide development assessment during the plan making process. If adopted, this recommendation provides further certainty of the City's policy position to landowners, proponents and the community. This recommendation will also assist in protecting the buildings during the plan making process.

Planning Proposal

38. The planning proposal, provided at **Attachment B**, is the beginning of the process to implement the Study recommendations through Council's planning controls. It is recommended that the heritage listing of the 62 heritage items and two conservation areas proceed in a planning proposal for public exhibition following receipt of a gateway determination by the Department of Planning and Environment.
39. This planning proposal will amend Sydney Local Environmental Plan 2012 by identifying 62 heritage items and two conservations areas of local significance in Part 1 and Part 2, Schedule 5.
40. Following Central Sydney Planning Committee endorsing the attached planning proposal for exhibition and consultation, it will be forwarded to the Minister for Planning in accordance with Section 56 of the *Environmental Planning and Assessment Act 1979*. The Minister will then provide a Gateway determination to either proceed – with or without variation – to consultation, or to resubmit the planning proposal.
41. Public exhibition of the planning proposal would then commence. The outcomes of the public exhibition would then be reported to Council and the Central Sydney Planning Committee.

Development Control Plan amendment

42. An amendment to the Development Control Plan's Heritage Contributions Map has also been prepared on the basis of this Study, and is shown at **Attachment C**.
43. The updates to this map will grade land parcels within the conservation area boundaries, as recommended in the heritage study. These gradings indicate the relative contribution of land parcels to the significance of the conservation areas as either contributory, neutral or detracting buildings.

Delegation of Minister's Plan Making Functions

44. In October 2012, the then Minister for Planning and Infrastructure delegated his plan-making functions to councils to improve the local plan-making process. In December 2012, Council resolved to accept the delegation.
45. Council needs to receive an authorisation on a case-by-case basis to exercise the delegation. The authorisation is given through the Gateway Process. Exercising the delegation aims for a faster plan-making process with less involvement of the Department of Planning and Environment.
46. The report recommends Central Sydney Planning Committee note Council seek authority to exercise the delegation of the Minister for Planning of all her functions under section 59 of the Environmental Planning and Assessment Act 1979 to make an amendment to Sydney Local Environmental Plan to list 62 heritage items and two conservation areas.

KEY IMPLICATIONS

Strategic Alignment - Sustainable Sydney 2030 Vision

47. *Sustainable Sydney 2030* is a vision for the sustainable development of the City to 2030 and beyond. It includes 10 strategic directions to guide the future of the City, as well as 10 targets against which to measure progress. The planning proposal is aligned with the following SS2030 strategic directions and objectives:
 - (a) **Direction 1 – A Globally Competitive and Innovative City** – The planning proposal to list Sydney's industrial heritage will encourage the re-use of this collection and its contribution to the identity, diversity and liveability of the City districts and villages. Listing will ensure that Sydney's industrial identity is retained and enhanced to support tourism, and attract residents and workers for continued investment and growth in the local economy.
 - (b) **Direction 6 – Vibrant Local Communities and Economies** – The flexible land-use incentives in the local controls for listed buildings, the age of the building stock, and the capacity for historic industrial buildings to accommodate a range of uses, all mean that protecting Sydney's significant industrial buildings supports the ongoing provision of a mix of services for local communities, including lower cost creative uses. The diversity, character and sense of place created by historic industrial buildings attract community activity as places to meet, volunteer, shop, eat, learn and obtain other services. Adaptation and conservation of historic buildings also supports jobs in construction, heritage, tourism and related hospitality industries.
 - (c) **Direction 7 – A Cultural and Creative City** – By listing the industrial building stock, this planning proposal will retain these buildings as a physical connection to the industrial history and culture of local areas. These local landmarks will help current and future generations to understand the history and importance of Sydney's past industrial uses. As well as aiding education, retaining these historic industrial buildings contributes to the fine grain cultural experience of the City's urban environment in the public and private domains. These buildings also provide distinctive venues for cultural uses and events.

- (d) **Direction 9 – Sustainable Development, Renewal and Design** – Listing increases the retention and recycling of existing buildings and, in this way, reduces the environmental impact of construction by re-using the embodied energy in existing buildings and reducing construction waste sent to landfill. Listing will promote a high quality of contextual design for the adaptive re-use of these buildings, and new infill development in a manner which responds to the historic character and built form of the area.

RELEVANT LEGISLATION

48. The *Environmental Planning and Assessment Act 1979*, the *Environmental Planning and Assessment Regulation 2000*, and the *Heritage Act 1977*.

CRITICAL DATES / TIME FRAMES

49. The gateway notice issued by the Department of Planning and Environment will determine the length of time for public exhibition, and the timeframe for the completion of the Local Environmental Plan amendment process.

PUBLIC CONSULTATION

50. The public authority consultation and exhibition process for the planning proposal will be subject to the conditions on the gateway determination issued by the Department of Planning and Environment. The consultation will take place in accordance with the gateway determination under section 56 of the *Environmental Planning and Assessment Act 1979* and the relevant provisions of the *Environmental Planning and Assessment Regulation 2000*.
51. The Department of Planning and Environment's guideline sets the timeframes for exhibition. Due to the number of sites identified, it is recommended the planning proposal be exhibited for a minimum of 28 days, including notification:
- (a) on the City of Sydney website;
 - (b) in newspapers that circulate widely in the City of Sydney Local Government Area; and
 - (c) in writing to the owners, the adjoining landowners, relevant community groups, and the surrounding community in the immediate vicinity of the sites.
52. Following any public authority consultation and public exhibition, the outcomes would be reported to Council and the Central Sydney Planning Committee.

GRAHAM JAHN, AM

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