



CREATIVE SPACES

AND VENUES

DISCUSSION PAPER

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'The Mask Maker' The Creative NFX Workshop. **Photo:** Janie Barrett, The Sydney Morning Herald

1. EXECUTIVE SUMMARY

This discussion paper was commissioned by Inner West Council to identify the range of policy levers available to Council to retain, protect and grow creative spaces and employment lands in its local government area.

Extensive stakeholder engagement explored the range of issues faced by creative spaces and live music venues and to ensure their key opportunities and issues were included in the discussion paper findings and options.

An extensive review of literature including international examples and frameworks provide illustrations for how Council might approach this issue in the future.

In 2018 Council commissioned Western Sydney University to explore the opportunities and issues faced by a sample of creative spaces and venues in [Cultural Creation and Production in the Inner West LGA](#): A case-study needs analysis. This builds on work commissioned by the City of Sydney in 2016 *Mapping Culture Venues and Infrastructure in the City of Sydney*.

Key opportunities and issues identified include:

- Stronger alliances among Inner West creative organisations are needed
- Affordability and security of tenure of creative spaces
- Transformation of industrial building stock leading to displacement of creative making
- Rezoning of former industrial precincts to mixed-use, without planning provision for existing creative venues
- Unsuitability of new 'creative spaces' within redevelopments and new developments for existing creative uses, one size does not fit all
- The need for more comprehensive consideration of existing creative networks when assessing rezoning and redevelopment applications
- More sophisticated understanding of needs that inform decision making in regulating creative land use
- Vulnerability to change (including relocation) of cultural organisations which have invested in refurbishing or renovating space for colocation
- Greater support for creative venue managers and recognition of their function as commercial operators is required.

There are 6,400 local jobs in creative industries in the Inner West which contributes [\\$1.4 billion](#) per annum to the local economy and which shape local identity in unique and highly valued ways. The community is invested in this creative identity and want to see it maintained and enhance over the next 20 years, and these commitments are clear in *Our Inner West 2036* Council's Community Strategic Plan.

This discussion paper outlines a potential roadmap for how Inner West Council might create the conditions for creative spaces and venues to be retained and to create new spaces that can thrive with sustainable business models. It makes five findings that might guide all council actions in this domain. These are:

- **Expanding the knowledge base and networks with local creative industries and creative spaces** and venues will enable Council to best serve this industry and play an effective advocacy role
- **Creating planning outcomes that are favorable to the business practices of the creative sector** will lessen undue red tape and regulatory impact on the sector
- **Establishing a policy environment that recognises the current and future value of the creative sector** will strengthen local economy and identity
- **Becoming an informed advocate** will assist in preserving and nurturing creative spaces and uses
- **Partnering strategically with businesses, peak bodies and other levels of government** will engender respect and grow creative industries and the creative spaces and venues they work in.

Under each one of these findings, actions are proposed to retain, grow and maintain the affordability of creative spaces and venues in the Inner West. These include regulatory and planning reform, advocacy with the NSW Government and the Greater Sydney Commission, collaboration with other councils to identify shared opportunities, issues and solutions, exploration of new delivery models, organisational and governance structures and policy frameworks that enable the market to provide affordable creative spaces and venues.

It is intended that this discussion paper will inform the development of Council's cultural strategic direction and planning over the next five years.

2. BACKGROUND

2.1 The Inner West as a creative ecosystem

The Inner West is the creative engine room of Global Sydney. Creativity is valued for its contribution to social cohesion, community development and the local economy in the Inner West. Cultural activities, cultural infrastructure and particularly the specific spaces of creation and production in the Inner West are public assets in their own right, legitimate ends in themselves, in addition to the value of the economic outputs they contribute.

Local industries produce world class products feeding Greater Sydney's cultural sector, from props for the Gay and Lesbian Mardi Gras to performances at the Opera House; and to nurturing upcoming musicians and theatre works for the international stage. The cultural edge and diversity of the Inner West is also an important marker of the independent creative spirit that defines this part of the city and makes it attractive to people who share that worldview. Our Inner West 2036 Council's Community Strategic Plan recognises this:

As a hub of independent arts and strong artistic communities, Inner West is an incubator for new ideas, innovation and emerging technologies. It is a magnet for artists, writers, musicians, designers, filmmakers and knowledge workers seeking an inspiring atmosphere and space to live, work, visit and play in.

As Greater Sydney undergoes significant urban renewal and population growth, the Inner West is being shaped by policy and market impacts beyond its control. Gentrification of the Inner West is being driven by location and reputation as a vibrant and exciting place and in turn these are creating affordability and availability risks to the creative sector.

Several major projects are underway in the local government area that are impacting land economics and therefore the long term sustainability of creative spaces and venues. These projects include: the Sydenham to Bankstown Metro and associated plans for the station precincts; Westconnex and New M5, one of the most significant road development projects in NSW; the Cook to Cove GreenWay transport corridor; and a number of proposed large scale residential developments. There are significant approved or planned land use (re)zoning proposals including at Victoria Road and another at Carrington Road, Marrickville.

Council is aware of the vulnerability of the creative ecosystem within the local government area and the pivotal role creative spaces play in the health of the creative economy. The protection of local creative production spaces is aligned with the Greater Sydney Commission's *Eastern City District Plan*. Council can provide support to the sector by protecting and nurturing local creative and cultural spaces, in turn strengthening local community, economy and liveability.

2.2 Inner West Council Initiatives

Council has a significant record of supporting the arts and culture through a variety of programs including:

- A nuanced anti-graffiti approach including the highly successful Perfect Match Program, which brings together artists, property owners and community partners to collaboratively create artworks in public places
- Artist in residence spaces with 16 studios in 7 buildings
- Arts and Culture grants, including grants for independent artists
- Chrissie Cotter Gallery and Newtown Art Seat showcasing the work of hundreds of local artists each year
- Creative Trails, with 104 creative spaces open to the public in 2018
- Facilitating an Arts and Cultural Advisory Committee to give feedback on key Council initiatives and to advocate for local artists
- Information and networking opportunities, supported through the Living Arts What's On e-newsletter
- Open Inner West festival, celebrating cultural diversity and creativity
- Public art and placemaking projects that enliven private developments, public spaces and community connections
- Residencies, rehearsals, workshops and programs in Town Halls
- Strategic support for the Live Music Sector through the Live Music Action Plan and targeted grants.

Council has also adopted a new strategic platform, EDGE, for supporting and celebrating local arts and culture. EDGE is a place-keeping and placemaking strategy which spotlights the Inner West as the cultural laboratory of global Sydney and involves activating key precincts with events that are co-curated with the community. These activations employ local creatives and facilitate community connection to local neighbourhoods through focussing on assets and stories unique to the area.

Council is also working on supporting the creative sector through planning and regulatory reform. Initiatives include:

- A review of the planning and regulatory framework that governs music and late night activities as proposed by the City of Sydney (2017) *An Open and Creative City: planning for culture and the night time economy, Discussion Paper*. Council is reviewing the package of recommendations from this initiative and discussing how to adapt these to benefit the Inner West.
- A focus on aligning proposed regulatory reforms focussed on King St, Newtown and the Newtown/Enmore precinct so that regulations of the City of Sydney and Inner West Council are harmonious and impact is contiguous.
- Council's Live Music Planning Liaison Service is supporting new and established live music venues to navigate planning controls and navigate the development application process
- Council has removed red tape for cafes and restaurants in Leichhardt, Annandale, Rozelle, Lilyfield, Balmain and Birchgrove wanting to convert their premises to a small bar. Cafes and restaurants now have a 10-day approval process from Council or a certifier rather than a lengthy development application and a separate application to the NSW Independent Liquor and Gaming Authority. Council advocated with the NSW Government in order to effect these changes.

Inner West Council has been active in supporting the arts, creativity and live music through a variety of programs and recognises that culture is at the heart of local identity, liveability and its attraction as a cultural destination. With the increasing urban density of the local government area, Council has the opportunity to play an influential role in mitigating the loss of local creative spaces and capitalising on the distinctive cultural assets of the area.

2.3 This project

Council has commissioned this Creative Spaces and Venues Discussion Paper to review current issues for creative spaces and venues in the Inner West and identify what levers are at Council's disposal to address these issues and foster the creative economy into the future.

The project included engagement with twenty seven creative spaces and eighteen venues, as well as internal consultation with a number of Council teams. All this engagement contributed ideas to solving some of the issues raised in this discussion paper.

This project's timing coincides with development of the Local Strategic Planning Statement, the development of the new Local Environmental Plan, Development Control Plan and the Economic Development Strategy.

Actions identified in this discussion paper are designed to inform these important strategies and instruments and to identify key initiatives for Council to investigate.

The Greater Sydney Commission has created a new focus on protecting industrial employment lands including the creative uses they support. These lands are particularly vulnerable to redevelopment for residential high-rise and medium density living. Further, recent planning decisions have reinforced this direction in the Inner West council area (e.g. Lords Road, Leichhardt). The [Eastern City District Plan](#) notes that local government area borders are permeable for businesses and creative spaces, an observation which further supports the case for consistency and alignment across council areas for supporting and protecting creative spaces and venues.

At a NSW level, Create NSW has created the Cultural Infrastructure Plan 2025+ which outlines its strategic, geographic and infrastructure priorities. Relevant to the Inner West are goals for adaptive re-use of government-owned property, and reducing barriers to private delivery and funding of cultural infrastructure.

This discussion paper was commissioned to align to similar work by the City of Sydney. In the 2016 report *Mapping Culture Venues and Infrastructure in the City of Sydney* it is estimated that 300 creative spaces have been lost in their local government area due to urban consolidation. Artists and creatives are driven to find affordable studios, factories and venues, and local government boundaries are irrelevant in this search. Inter-council collaboration is an effective tool to track impacts and develop amelioration strategies relevant to the Eastern City as defined by the Greater Sydney Commission.

Stakeholder engagement for this discussion paper confirmed a number of pressing issues impacting the sustainability of the creative sector in the Inner West including:

- Changing demographics of residents with variable tolerance for noise
- Gentrification
- Issues associated with navigating the development consent process
- Lack of secure tenure for creatives
- Strong policing of music venues in particular
- The threat or reality of redevelopment of industrial lands which house creative spaces.

2.4 Towards a framework for supporting Creative Spaces and Venues

Council is invested in developing a policy framework built on a strong evidence base and engagement. The following elements constitute the building blocks of Council's approach to creative spaces and venues. They are:

- **Definition:** The definition of Creative Spaces and Venues (also known as Creative Infrastructure) and the understanding of the types of activities that happen in these spaces
- **Evidence:** The data that shows the status of the sector and where intervention is needed
- **Mandate:** Articulating what Council's role might be in response to the evidence that action is needed
- **Leadership:** Using the mandate to continue to build visibility around the issue and to bring this conversation to key forums with landowners and planners.

These building blocks contribute to the findings in this discussion paper and will support Council establish its vision and objectives for creative spaces and venues and consider actions that respond to key issues.

The final piece to this framework is to build an evaluation framework to understand how these actions will be measured and how Council will decide whether its intervention has been successful or not.

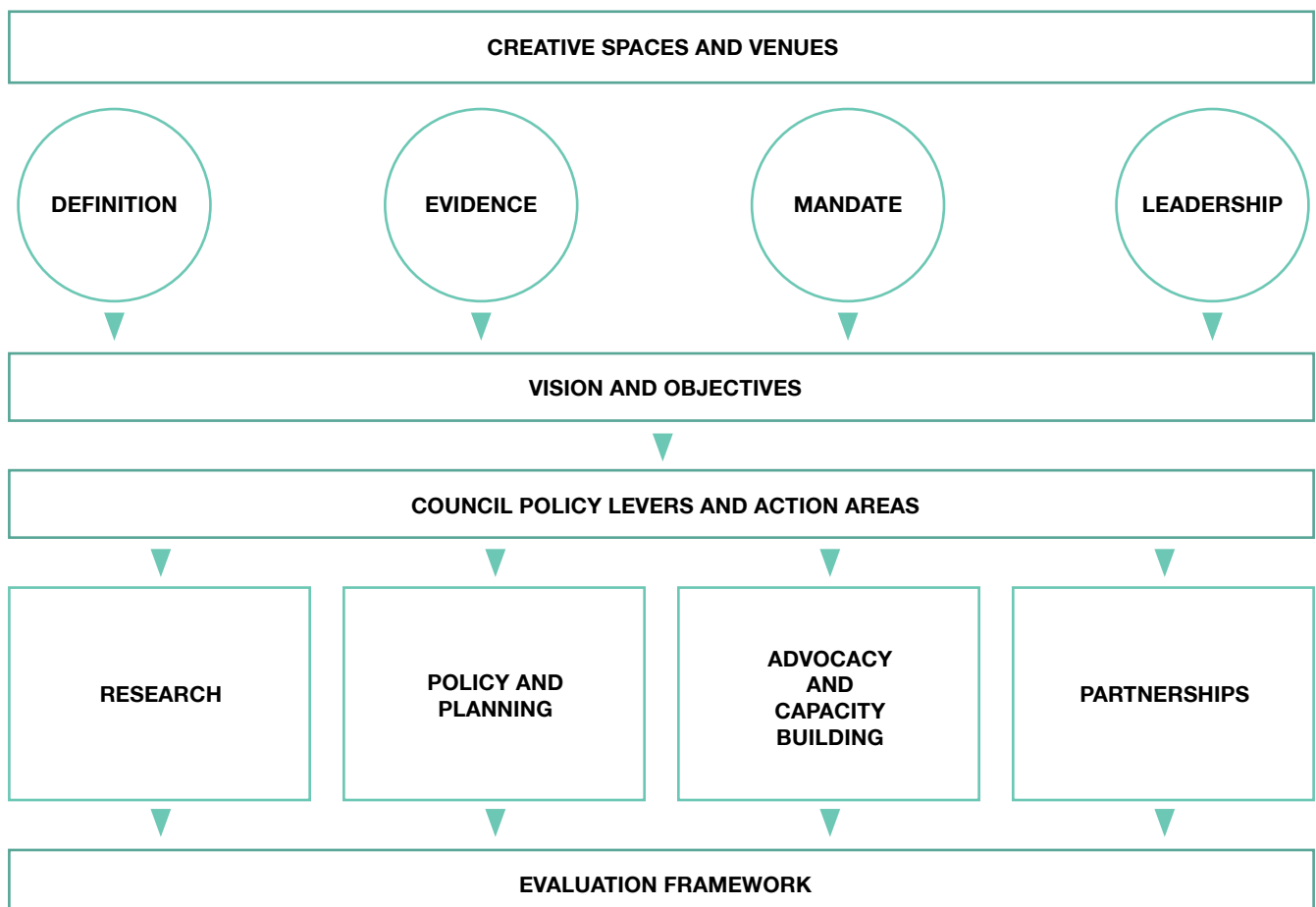
3. DEFINING CREATIVE SPACES AND VENUES

The first step in building a concerted policy approach for Creative Spaces and Venues is to agree on a definition that is generally aligned across local, NSW and federal government. This is important to enable consistency across governments, thereby streamlining planning and collaborative processes.

Culture is making, production, distribution and participation in creativity by the community of residents, artists, craftspeople and visitors, and the reflection and expression of its customs, traditions, heritage and social character.

This includes visual and performing arts, music, museums and galleries, the representation and animation of our history and heritage, libraries, making, craft, design, food, publishing, film, literature, digital and new media, television and interactive software. It also includes creativity in the public realm, such as the design of the built environment including public spaces, imaginative use of lighting and expressions of community identity through special events and place-based celebrations.

Cultural infrastructure is creative spaces and venues for the purpose of making, producing and presenting culture, for professional and community based creativity as well as mixed use spaces that house creative uses.



These definitions are:

- Informed by UNESCO global definition of culture
- Tied to City of Sydney approach
- Align with ABS and ANZIC codes for industry and employment.

Our Inner West 2036 Council's Community Strategic Plan described the cultural eco system in the following way:

Inner West is an environment where all forms of creativity flourish. This generates socio-economic growth and development, linking together the economy (creative industries), places (creative spaces) and people (creative talent), making a creative ecosystem that reflects the relationship between creativity and place. Creativity is playful, fun and brings enjoyment, and is fundamental to our identity, liveability and wellbeing.

4. THE POLICY CONTEXT FOR CREATIVE SPACES AND VENUES

Creative spaces and venues are contributors to the character and vibrancy of the Inner West. Council commissioned strategies and research to identify the significance of the creative sector and these spaces to the economy, liveability and identity of greater Sydney. In particular, the creative sector that these spaces house are highly important contributors to the creative economy. According to the Sydney Morning Herald (2019), The Canal Road Film Studios is the largest specialised film and television production collective in Australia, its 70 businesses employing more than 500 technicians at any given time.

Community engagement has also revealed strong evidence that the Inner West's distinctive cultural offering makes the local area feel like home, and unlike any other place in Sydney. This also emerged clearly from Council's Community Strategic Plan engagement. The breadth of local arts and culture and its strength and uniqueness, provides cross-fertilisation of emerging talent and more established providers, including grass roots theatre, maker spaces and music venues to key NSW and national organisations such as Legs on the Wall, Erth, NSW Writers' Centre and the Canal Road Film Studios.

The following statistics create the evidence base for Council to create a policy framework and actions governing creative spaces and venues:

- The creative and cultural industries make up 8.8% of Inner West's share of total jobs, meaning if these jobs were considered a sector, it would be the 5th largest employing sector in the Inner West
- This represents 6,400 local jobs, \$1.4 billion per annum in value, or 8.1% of output
- 13,000 of the Inner West's residents are employed

in the creative and cultural industries outside the local government area, which is more than 1 in 10 residents, and double the Greater Sydney average

- Within the Inner West, creative and cultural industry jobs grew by 2.9% per annum over the last 5 years, compared to 1.7% for all industries, and 2% faster than the Greater Sydney average
- The largest creative and cultural industry by employment in the Inner West is creative artists (including musicians, writers and performers), with other key industries including printing, architectural services and specialised design services.

Our Inner West 2036 Council's Community Strategic Plan provides a strong commitment to the role of creativity in the local government area. The second, third and fifth of five strategic directions focused on the role of creativity in the local economy, as follows:

Strategic direction 2:

Unique, liveable, networked neighbourhoods

2.2 The unique character and heritage of neighbourhoods is retained and enhanced

2.2.1 Provide clear and consistent planning frameworks and processes that respect heritage and the distinct characters of urban villages

2.2.2 Manage change with respect for place, community history and heritage

Strategic direction 3:

Creative communities and a strong economy

3.1 Creativity and culture are valued and celebrated

3.2 Inner West is the home of creative industries and services

3.3 The local economy is thriving

3.4 Employment is diverse and accessible

3.5 Urban hubs and main streets are distinct and enjoyable places to shop, eat, socialise and be entertained.

Strategic direction 5:

Progressive local leadership

5.3 Government makes responsible decisions to manage finite resources in the best interest of current and future communities

The December 2018 report of Western Sydney University: *Cultural Creation and Production in the Inner West local government area a case study needs analysis* used an interview and fact finding method with eleven creative spaces and venues in the Inner West. Through their research, they created case studies which document common issues encountered by creative spaces and venues in the Inner West. These are detailed in the Executive Summary on p. 3 of this paper.

Create NSW released its Cultural Infrastructure Plan 2025+ in early 2019. It provides a commitment to the provision and development of cultural infrastructure in NSW. Goals seven and twelve focus on the opportunities for adaptive re-use of NSW Government property for cultural use, as well as policy mechanisms for utilising development contributions. The particular goals and actions are:

Goal 7 Increase making space through adaptive re-use, expansion and maintenance of existing infrastructure from Create NSW report

7.3 Work with local government and the cultural sector to identify and implement opportunities to repurpose suitable NSW Government property as affordable and accessible space for the community and cultural sector

7.4 Identify policy opportunities within the New South Wales planning framework to increase space for the cultural sector through adaptive re-use.

Goal 12 Reduce barriers to private delivery and funding for cultural infrastructure

12.1 Work with DPE to reduce barriers and incentivise local government use of development contributions for cultural infrastructure

12.2 Investigate opportunities to fund cultural infrastructure facilities through existing infrastructure contributions secured as part of the planning process

12.3 Ensure that NSW Government policy affecting the night-time economy includes balanced provisions that support the establishment and operation of cultural infrastructure, such as theatres and live music venues.

5. COUNCIL'S ROLE

This section articulates themes, opportunities, vision and findings from a synthesis of data from engagement, from research and from expert knowledge and experience of Council staff and our contractors. Together they articulate a roadmap for nurturing creative spaces and venues in the Inner West.

Creative spaces and venues are impacted by complex local, NSW and federal regulatory and planning systems which can be awkward fits or incompatible with the business practices and needs of the creative sector. Council can consider ways of creating easier pathways through planning and regulations, including capacity building of internal staff to understand the complexity of creative business practices and their associated risk profiles.

Creative spaces and venues often feature insecure tenure arrangements and old building stock, principally leveraging affordability to establish creative spaces and venues.

Many exist in industrial estates as the buildings are flexible/adaptable, affordable, suitable for cultural production and zoned for manufacturing and multipurpose uses.

Council can identify and support not-for-profit development mechanisms that take property out of the market and utilise covenants to ensure long-term use of the asset by the creative sector. Council owned property can also be explored for utilisation. Both measures work to create long-term security of tenure and affordability for this sector.

Renewal is not delivering new Creative Spaces and Venues to replace ones that have been demolished, let alone increasing overall supply for a growing sector.

There is market failure caused by growing demand and dwindling supply, exacerbated by variable understanding and support for creative industries.

Office spaces or shopfronts suited to design or architecture offices are often provided as a resource for creative uses through the development process.

However research reveals it is the demand for cultural production spaces that is highest and under imminent threat. This includes manufacture and construction and are not suited to residential, main street or mixed use areas. Council can help foster partnerships with the private sector, neighbouring councils and the NSW government to ensure that employment lands are preserved where possible, that mechanisms are in place to protect remaining industrial stock and to maintain or create the right type of cultural infrastructure in new developments and growth areas.

5.1 Vision

Given the mandate of evidence and community support, Council's vision for creative spaces and venues in the Inner West Council local government area is one of preservation and protection but also growth and support, ultimately allowing the sector to thrive. Council will seek to protect creative venues and spaces and the floor space



Propco, Canal Rd. Photo: Janie Barrett, The Sydney Morning Herald

dedicated to creative uses. Council has the opportunity to support and facilitate the market and other levels of government to maintain affordability and bolster creative uses to sustain this vital aspect of the Inner West's community, economy and identity. Council must advocate for the area's key role in contributing to the cultural production supply chain of global Sydney.

5.2 Council's mandate

To facilitate and advocate for affordable and secure spaces for creative production and presentation, at a professional and community level in order to maintain the Inner West's character and flagship status as the creative heartland of Sydney.

5.3 Strategic levers at Council's disposal

The following key strategic levers are at Council's disposal:

- **Research:** continuing to understand and evaluate how the local cultural sector is utilising making and performing spaces, along with the detail of who is accessing cultural infrastructure over time
- **Advocacy and capacity building:** working across the sector to build capacity so creative spaces support their people, and are more sustainable
- **Land use and planning:** participating in review of regulation and planning codes to reduce unnecessary burdens of process and improve equity of access
- **Partnerships:** fostering new types of partnerships with local companies, other levels of government, other local government areas and the private and not-for-profit sector to create market-led but government encouraged models of cultural infrastructure.

5.4 Findings

These findings arise from the synthesis of data from engagement, from research and from expert knowledge and experience of Council staff and our contractors and form the key outcome of this discussion paper. These findings and their supporting actions provide tangible steps and options for Council to engage to nurture creative spaces and venues in the Inner West.

- **Finding A:** Expanding the knowledge base and networks with local creative industries and creative spaces and venues will enable Council to best serve this industry and play an effective advocacy role
- **Finding B:** Creating planning outcomes that are favourable to the business practices of the creative sector will lessen undue red tape and regulatory impact on the sector
- **Finding C:** Establishing a policy environment that recognises the current and future value of the creative sector will strengthen local economy and identity
- **Finding D:** Becoming an informed advocate will assist in preserving and nurturing creative spaces and uses
- **Finding E:** Partnering strategically with businesses, peak bodies and other levels of government will engender respect and grow creative industries and the creative spaces and venues they work in.

A photograph of a man and a woman in a creative space. The man is on the left, leaning against a large wooden wall with his right arm raised. He is wearing a green patterned shirt and blue jeans. The woman is on the right, standing and looking towards the man. She is wearing a black top and a leopard print jacket. The background is a large, light-colored wooden wall with visible knots and grain. The lighting is warm and directional, creating shadows on the wall.

CREATIVE SPACES

FINDINGS AND POTENTIAL ACTIONS

CREATIVE SPACES FINDINGS AND POTENTIAL ACTIONS

Findings	Actions
<p>A Expanding the knowledge base and networks with local creative industries and creative spaces and venues will enable Council to best serve this industry and play an effective advocacy role</p>	<p>A.1 Review and mapping project: Understanding Creative Spaces and Venues in the Inner West. Quantify current creative businesses, spaces, scale, uses and needs.</p>
<p>B Creating planning outcomes that are favourable to the business practices of the creative sector will lessen undue red tape and regulatory impact on the sector</p>	<p>B.1 Apply agent of change principle into planning and development processes to put onus on new developments to manage sound impact of nearby music venues.</p> <p>B.2 Identification of key cultural and night time precincts that are exempt from policies and regulations that pose limitations, including but not limited to sound and night-time activity</p> <p>B.3 Establish new planning controls through the development of the new LSPS, LEP and DCP specific to supporting cultural uses in areas with strong traditions of cultural activity</p> <p>B.4 Improve regulations and establish guidelines to encourage interim, temporary and ancillary use that supports low-risk small-to-medium scale cultural uses in existing buildings and businesses</p> <p>B.5 Investigate mechanisms to grant dispensations from various regulations in order to revive and reanimate older buildings for cultural and creative uses.</p>
<p>C Establishing a policy environment that recognises the current and future value of the creative sector will strengthen local economy and identity</p>	<p>C.1 Embed creative zones and new or existing creative spaces and venues in masterplans for growth areas</p> <p>C.2 Explore ways to zone and secure large-scale industrial buildings for creative and cultural use within industrial lands</p>
<p>D Becoming an informed advocate will assist in preserving and nurturing creative spaces and uses</p>	<p>D.1 Invest in joint (with CoS, NSW Government and peak bodies) development of guides and how-tos to help the creative sector navigate property and planning legislation</p> <p>D.2 Plan engagement with NSW government to discuss specific legislation changes and priority projects in the Inner West Council local government area.</p>
<p>E Partnering strategically with businesses, peak bodies and other levels of government will engender respect and grow creative industries and the creative spaces and venues they work in</p>	<p>E.1 Partnerships with developers to protect, plan for and deliver creative uses in new developments, particularly where creative spaces already exist on a proposed development site.</p> <p>E.2 Review Not-For-Profit delivery models to manage existing and/or create new cultural infrastructure</p> <p>E.3 Organise advocacy with other engaged councils in order to create similar conditions for creative spaces and venues to thrive across administrative boundaries</p> <p>E.4 Engage Greater Sydney Commission to draft and prototype the Industrial Land protocol they mention in their recent thought leadership paper 'A Metropolis that Works'</p>

FINDING A

Expanding the knowledge base and networks with local creative industries and creative spaces and venues will enable Council to best serve this industry and play an effective advocacy role

Action A.1

Review and mapping project: Understanding Creative Spaces and Venues in the Inner West. Quantify current creative spaces, scale, uses and needs.

In recent years, Inner West Council has been focussed on a journey to learn more about creative spaces and venues within the local government area. Council commissioned a review of particular precincts and spaces led by Western Sydney University and other academic institutions. This further project would catalogue creative spaces and venues in a more systematic way.

The strategic imperative for this project stems from the fact that with accurate and complete data about the creative spaces and venues within the local government area, it is possible to:

- Visualise and understand the breadth of creative spaces and venues currently operating
- Understand current constraints on existing creative spaces and venues
- Visualise the interaction between these spaces and the sites earmarked for future infrastructure and proposed developments
- Understand the growth and contraction of creative spaces and venues in the local government area over time
- Identify key precincts and clusters

This mapping project is proposed as a means through which Council and its planners can immediately understand the context of creative spaces and venues in the Inner West area. This will also help inform drafting of the new LEP/DCP with accurate data about creative spaces and venues.

In order to be able to support creative spaces and venues, Council needs to understand where these are located and the broader urban context that surrounds them. The objective of this project is two-fold:

- To gather data on creative spaces and venues in the local government area, including a simple set of questions on each;
- To overlay this data with council GIS data including zoning, lot boundaries, key policies, classes of land ownership and other relevant spatial information to

inform policymaking and advocacy;

- To measure change/impact of urban densification and gentrification of the sector This project is a continuation of the work Council has been doing with mapping key facilities and publishing Creative Trails maps.

To deliver on this action, Council might consider the following steps:

- Audit of the layers of spatial information that Council has in house in GIS to establish a baseline and understand the information gaps that need to be filled to have a fully functioning visual and spatial analysis tool
- Link up with the Economic Development database
- Undertake a more comprehensive Social and Cultural Asset Audit which would research and uncover the breadth and depth of local cultural and community spaces and other resources
- Engage the creative and night-time sector in the local government area to volunteer their information to be included in the database
- Establish a process to add and remove venues from the database would have to be agreed to ensure that the database is reflective of or close to the current situation
- Collaborate with other councils to create a larger map and get a metropolitan view of what is happening with creative spaces and venues and where these are at risk at the scale of the metropolitan region.

Case Study: Howard, [redacted] by Urban Intelligence, London

howard.urbanintelligence.co.uk

Howard is an interactive policy planning spatial information system that uses a standardised database of aggregated and digitised planning policy documents from across Greater London.

The interactive map consolidates planning overlays and policy information that is viewable based on geographical coordinates. The tool is a third party tool aimed at both the private sector (fee for service) and public sector (subsidised access) in the Greater London area.

This, in turn, incentivises governments to keep opening up their data for public use, enabling the growth of the platform. A current challenge to the map is maintaining consistent data, particularly given differing mapping platforms that could be adopted by neighbouring Councils or other authorities.



Sydney Underground Film Festival, Factory Theatre

FINDING B

Creating planning outcomes that are favourable to the business practices of the creative sector will lessen undue red tape and regulatory impact on the sector

Action B.1

Apply agent of change principle into planning and development processes to put onus on new development to manage sound impact.

As cities around the world face rapid urbanisation and growth in residential development, precincts with a history of night-time entertainment and culture are confronted with the realities of becoming part of a growing residential neighbourhood. This includes increasing amounts of noise complaints from new residents who expect the tranquillity of a residential neighbourhood despite having chosen to move into an area known for its nightlife and activation.

To reconcile the realities of increased inner city high density living with a vibrant night-time economy, several cities around the world have experimented with the 'Agent of Change' approach to protect venues from residential encroachment. In this approach, the party who is proposing a development is responsible for making sure that it puts in place measures within its development that attenuate the impacts of that pre-existing developments and uses in that area. As a concrete example, this means that a new residential

planning proposal close to a live music venue will need to address the design of new buildings to include appropriate noise attenuation measures. Similarly, if a live music venue seeks to expand, the owner/operator of the venue will be responsible for attenuating any noise effects that may be caused by that change.

To deliver on this action, Council might consider the following steps:

- Form a working committee around the range of planning reforms being proposed including Agent of Change
- Discuss what has worked with City of Sydney as they implement the recommendations from *An Open and Creative City: planning for culture and the night time economy*, Discussion Paper.
- Consult the music sector (including APRA, Music NSW, etc.) to get their support for the changes.

Case Study: Open Studio - Melbourne

Open Studio is a live music venue in Northcote, Victoria, which is part of an entertainment precinct zoning and has proven to be protected under the 'agent of change' planning principle. The principle requires any new development within 50 metres of a live music venue to be responsible for its own soundproofing. When an application was lodged for a 31-unit, five-storey development next door to the venue, this triggered an appeal and mediated negotiation between the venue and the developer of the proposed residential

tower. The key premise saw the developer looking for other options instead of complying with the 'Agent of Change' principle. The case was brought to the Victorian Civil Administrative Appeals Tribunal (VCAT) where the developers fought on Open Studio's non-compliance on sound proofing, and offered to pay to soundproof the venue. But Open Studio rejected that claim and that offer, insisting instead that the most recent development take the burden of soundproofing their new development. With Open Studio's victory, this case set a precedent for subsequent 'Agent of Change' cases in Victoria. Subsequently, Open Studio used the Good Music Neighbours grant offered by Creative Victoria as a matched funding opportunity for live music venues to access support to manage their sound attenuation needs.

Action B.2

Identification of key cultural and night-time precincts that are exempt from policies and regulations that pose limitations, including but not limited to sound and night-time activity

Another mechanism to deal with increasingly dense cities and the increasing pressure on inner city areas to change to accommodate more residential development is the creation of a special entertainment precincts zoning. It deals with similar issues than the Agent of Change approach but does so through different mechanisms. The precincts are identified in planning instruments as precincts where the character of the precinct is tied to night-time activity, including noisy activities such as live music and night clubbing.

An entertainment precinct zoning is a planning instrument used to protect areas defined by their character as centres for entertainment and nightlife. The zoning confers a range of exemptions from policies and regulations that other areas are subject to such as sound and vibration attenuation. The designated zoning has boundaries that can be reviewed as the circumstances of the area change.

To deliver on this action, Council may consider the following steps:

- Discuss these mechanisms with the Planning Team and understand how to embed this within the host of recommendations that the Planning Team are reviewing from the City's Open and Creative work
- Identify precincts that could qualify for Special Entertainment Precincts zoning and understand the risk of development and change of use around them
- This model would see council manage all the noise complaints and taking that away from Liquor, Gaming and Racing which would remove one regulator and simplify things for venues
- Engage stakeholders in the music sector and the

venues to ensure that the mechanism that is selected is not going to adversely affect their businesses.

Case Study: The Valley Special Entertainment Precincts, Fortitude Valley Brisbane

The best-known example of this zoning in Australia is The Valley Special Entertainment Precinct zone, established in 2006. Its purpose was to protect Brisbane's live music scene against noise complaints from neighbouring residential developments. Special Entertainment Precincts are exempt from the amplified music noise requirements of the Queensland Government's liquor licensing laws.

Here, the responsibility for regulating amplified music noise from venues was transferred from the state to Brisbane City Council. Residents live there with the expectation that ambient noise levels will be higher than other areas in Brisbane. As stated in Local Plan Code, the onus is on new development (as per Agent of Change), to address noise attenuation concerns in their design and build.

The precinct boundaries have successfully been extended over time to encompass more areas as new venues are established in this area of Brisbane.

Case Study: Sydney Olympic Park Authority (SOPA)

Similarly, SOPA utilises public positive covenants to ensure new developments acknowledge that they are located within a major sport and entertainment precinct and that may be subject to high noise events from time-to-time. The Master Plan 2030 (2016 Review) retains noise controls from the existing master plan, which include the following:

- New development acknowledges through the use of public positive covenants that it is located within; odd not ongoing sentence here
- Development applications are accompanied by a noise impact assessment report prepared by a qualified acoustic consultant; and
- Residential, hotels and serviced apartments, commercial; and education developments must comply with set maximum noise criteria;
- An acoustic and building height study has been done to map appropriate areas for residential developments.

As an 'authority', SOPA are bestowed similar functions to a council, allowing the division and abolition of precincts. However, entertainment remains a core part of the 2030 Plan and is being supported alongside provision of mixed-use precincts.

Action B.3

Establish new planning controls through the development of the new LEP and DCP specific to supporting cultural uses and areas with strong traditions of cultural activity

One of the most effective ways to ensure that existing areas that support cultural and creative activity are preserved into the future is by defining their character and uses in key planning instruments. With the release of the Eastern City District Plan, Inner West Council is taking a proactive stance embarking on the process of drafting the Local Strategic Planning Statement (LSPS), which will set out the 20-year vision for land uses in the local area. This is a timely opportunity to define, discuss and embed creative land uses into the 20-year vision of the local government area and lay the groundwork for the sustainability of the sector.

This mechanism relies on the expertise of Council's planners to use the planning instruments to accurately reflect the land uses and zonings that are currently supporting creative spaces and venues. The DCP should also include objectives and controls that strengthen this. This involves proposing a workable planning definition for cultural infrastructure, as well as defining a process of understanding what kind of impacts activities located within cultural infrastructure pose to nearby developments. It is recommended to collaborate with nearby councils who are also preparing their LSPS to ensure that these aspects are represented in a consistent fashion across jurisdictions.

To deliver on this action, Council might consider the following steps:

- Embedding the creative and cultural character of key zones of Inner West Council in LSPS and in LEP and DCP protects the creative character of parts of the Inner West Council local government area and makes these uses more deliverable. It is important that this takes a broad approach to culture, not only arts and culture but also culturally diverse places and practices.
- Review EDGE programming and partners to understand emerging creative zones with culturally distinct character
- Engage with residents and workers in those zones to define the cultural character and the assets that support that character;
- Establish criteria that would-be Cultural Districts would have to fulfil to earn the designation;
- Define funding opportunities tied to the bolstering and maintenance of cultural character at Council, NSW and Federal levels.

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- Define funding opportunities tied to the bolstering and maintenance of cultural character at Council, NSW and Federal levels.

Case Study: Process for Establishment of Cultural Districts in the Administrative Code, San Francisco, California

San Francisco has made an amendment of its Administration Code to establish cultural districts and protect existing neighbourhoods with cultural heritage. With this amendment, the Administrative Code now has a defined 'Purpose' and set of 'Goals' that a cultural district must fulfil in order to earn the designation. These goals help understand to preserve the character of an area, both in its built assets, but also to prevent displacement of ethnic and cultural groups.

Cultural groups can organise and submit an application to be considered as Cultural Districts.

Relevant goals include:

- Create appropriate City regulations, tools and programs such as zoning and land use controls to promote and protect businesses and industry that advances the culture and history of Cultural Districts.
- Promote employment and economic opportunities for residents of Cultural Districts;
- Preserve, maintain and develop unique cultural and historic assets.
- Preserve and promote significant assets such as buildings, business, organisations, traditions, practices, events.
- Stop the displacement of residents of Cultural Districts [by developing preventative tools and affordability measures].
- Attract and supporting artists, creative entrepreneurs, cultural enterprises
- Promote tourism [to strengthen identity and stabilise the district economy]

Examples of cultural districts: Japantown, SoMa

Pilipinas - Filipino Cultural Heritage District, Compton's Transgender Cultural District, and Eagle Plaza - the Lesbian, Gay, Bisexual, Transgender, Queer Fetish Leather District.

Action B.4

Improve regulations and establish guidelines to encourage interim, temporary and ancillary use that supports low-risk small-to-medium scale cultural uses in existing buildings and businesses.

One of the barriers to more creativity and cultural expression in our city is the regulatory burden of staging creative events in non-traditional locations or for a short period of time.

Champions of the cultural sector such as the City of Sydney, Inner West Council, The Cultural Infrastructure and Planning Management Office, Western Sydney University, key festival and event committees (such as the Sydney Fringe Festival, VIVID Festival, Sydney Festival), peak organisations, and members of the Nightlife and Creative Sector Advisory Panel – to name a few – have been working for years to address regulatory barriers for cultural and creative organisations to bring new content and experiences to the public. The efforts and research of which is also exemplified in the studies commissioned by the City of Sydney and Western Sydney University, such as:

An Open and Creative City: planning for culture and the night time economy, Discussion Paper (2017);

New Ideas for Old Buildings: Findings of the Creative Spaces and the Built Environment Forum;

Planning Cultural Creation and Production in Sydney (2016) and

Mapping Culture Venues and Infrastructure in the City of Sydney (2016).

There are a range of precedents that Inner West Council can draw from to formulate a package of regulatory reform to enable low-risk, small-to-medium scale cultural uses to occur throughout the local government area in existing spaces and businesses. These often include a change of classification in the Building Code of Australia, DA exemptions, and the provision of in-house cultural champions within Council who understand the hybrid nature of business practices and presentation formats within the cultural and creative sector. Inner West Council is on this journey already but there is more to do to truly unlock the potential of existing spaces and of public spaces to support creative expression and participation.

To deliver on this action, Council might consider the following steps:

- Continuing sector friendly planning advice via the Live Music Planning Liaison Service but this capacity may need to expand to support increasing demand and multidisciplinary focus

- Establish cross-council working group to understand and address knowledge gaps (e.g. such as the Project control group example)
- Continue trialling a change in live music regulations via Small bars zoning in Leichhardt and is exploring new controls through the King St Harmonisation initiative in Newtown and Enmore
- Bolster its commitment to Edge as a strategic framework to spotlight the creative laboratory of global Sydney. Defining what that role means, will give leverage for implementing licenses and mechanisms which support this vision. Justifying temporary theatre licenses are easily done in states that have cultural programming and festivals embedded in their city brand and identity. Inner West Council needs to

Case Study: South Australia 90-day Change Streamlining Live Music Regulation Project

This project was a short-term project (90-days) aimed at delivering better and simpler regulations to encourage live music and performance in SA. It is part of a suite of short-term projects taken on by the Office of the Public Sector to resolve regulatory reform within 90 days where possible. The consortium for this project consisted of the relevant South Australian Government agencies, Adelaide City Council, the National Live Music Office, the Australian Hotels Association of South Australia, the music industry and the community.

The set of regulatory reforms include:

- The 2016 Small Arts Venue South Australian variation to the National Construction Code, which allows smaller performance venues to be assessed as a retail building rather than a theatre. This involved moving the definition of a 'Small Arts Venue' out of Class 9B (which includes assembly buildings for sport, worship entertainment, discotheque or nightclub) into Class 6 (retail shop with goods, food or services). The variation minimises red-tape and broadens the scope for staging temporary events. Smaller venues present a more economically viable option compared to hiring traditional 'assembly buildings'; time spans are often more flexible; and the producer has greater control over ticketing, staffing and other conditions – which can result in saved costs.
- To complement this, DA approval exemptions were introduced for Low Impact Entertainment on premises other than residential premises.
- BYO Permits have also been implemented for functions held at galleries and studios where music is played and patrons are prohibited in the absence of a licence or permit to bring and consume their own liquor and for tourism operators wishing to provide food but allowing patrons to bring their own liquor for consumption.

- Variations have also been made to remove “discotheque” “dance floor” and “nightclub” uses in the definition of Assembly buildings in SA and NSW. The result minimises police resistance, assumption of risk associated with programming, as well as requests for greater security measures (which increase costs to the producer).

A proposal for Small Arts Venue variation has been submitted to the Australian Building Codes Board advocating for NSW and other NSWs and territories to adopt this, thereby enabling a nationally consistent approach from the National Construction Code where best practice NSW variations have been introduced and recognised.

Case Study: Edinburgh Temporary Theatre Licence, Developed by City of Edinburgh, Scotland

A theatre licence is required under UK law to perform theatre in public. The ‘temporary’ licence model made it easier to create temporary venues during the Edinburgh Fringe Festival and maintain standards of the buildings in use in formats that are cost effective, flexible and adaptive.

City of Edinburgh staff provided advice and assistance to the applicant to make sure the premises would be suitable, as well as advice regarding seating layouts, exits, temporary structures and electrical installation

Action B.5

Investigate mechanisms to grant dispensations from various regulations in order to revive and reanimate older buildings for cultural and creative uses.

Another mechanism used in global cities to encourage creative activity is to grant dispensations from complying with regulation where that dispensation does not pose a public safety risk. Issues that typically associated with older buildings relate to fire egress, disability access, and noise insulation among others. This is being investigated at a NSW Government level to remove the regulatory and financial burden for organisations seeking to revive old building stock through cultural uses.

This project is about working in collaboration with the NSW Government and developers to identify a range of model alternative solutions for when an old building cannot be brought up to code easily (either the cost or the technical solution prohibiting compliance). The City of Sydney has been working on the creation of re-use guidelines which are a set of model alternative solutions in collaboration between Arup and Michael Wynn Jones (a regulatory expert) that seek to emulate the effects of a dispensation approach.

Case Study: Melbourne Dispensations Guidelines (enacted in the early 1990s)

Melbourne’s dispensation guidelines were created in the early 1990s and were designed to enable new uses in old buildings by relaxing the need for compliance to all regulation. They pre-date the existing building code, which came in to being around 1996 which produced a stricter, more regimented approach with less power at the local government level to grant things like dispensations. Whilst these do not exist anymore, there is little doubt that their existence greatly contributed to the regeneration of old buildings and laneways in Melbourne in the early 1990s.

To deliver on this action, Council might consider the following steps:

Edinburgh Festival. Photo: David Monteith



- Convene with Create NSW to discuss what they are considering and whether the provisions made at NSW level will unlock the potential of the building stock in the Inner West Council local government area
- Discuss with City of Sydney whether there are any model alternatives that could be supported by Inner West Council and promoted to the sector
- Identify any gaps and advocate to NSW Government where they can fill those gaps
- Identify a property that can be used as a pilot (e.g. Petersham Town Hall) and monitor performance over time. This example can be used to create a case study for Council but also for the NSW Government.

FINDING C

Establishing a policy environment that recognises the current and future value of the creative sector will strengthen local economy and identity

Action C.1

Embed creative zones and new or existing creative spaces and venues in masterplans for growth areas.

An important part of maintaining a thriving creative and cultural sector in Inner West Council local government area is also to ensure that future development embraces and incorporates creative uses into projects. As Council is aware, there are a range of urban renewal projects slated for the area that pose threats to key creative precincts or employment zones. No real mechanism exists as of yet to ensure that displaced creative spaces and venues are replaced in these new precincts or that new ones are created to meet market demand for these types of spaces. One of the solutions is to ensure that creative spaces and venues are defined and infused in planning schemes for growth areas. There are some examples in Inner West Council of this happening through market-led mechanisms but in these cases, developers are responding to what they perceive as a market demand, rather than providing a facility based on a legislative requirement of Councils.

Embedding cultural infrastructure in plans for growth areas means including the definition of cultural infrastructure and population triggers to ensure that when requirements for new community facilities are being developed, that cultural infrastructure and production is part of the range of facilities that can and should be delivered to service a new community.

Not all growth plans are drawn up at Council level, a lot of this work goes through the Department of Planning where the Capital Investment Values (CIV) is over a certain threshold, making the project NSW Significant. Therefore collaboration with the Department of Planning to discuss

how to integrate the definition of cultural infrastructure is necessary so that all growth areas, whether the consent authority is Council or the Department have an enforceable provision for the inclusion of locally relevant or responsive cultural infrastructure.

To deliver on this action, Council might consider the following steps:

- Embed an agreed definition of cultural infrastructure and details of different types of spaces and ensure these definitions are effective for planning mechanisms;
- Commission more research to develop population triggers that would require the provision of additional cultural infrastructure. These need to be built in consultation with the Department of Planning and Environment.

Case Study: Melbourne City Council x Victorian Planning Authority

Recognising the desire to keep Melbourne affordable for the creative sector, the City of Melbourne and the Victorian Planning Authority collaborated to infuse their respective planning schemes with a definition and planning provisions for the delivery of cultural infrastructure – alongside other vital community facilities (such as libraries, community centres, open space and others). The definition of cultural infrastructure is now included in the Victorian Planning Scheme alongside clear population triggers that justify the need for the provision of capital investment in cultural infrastructure. Since the definition of cultural infrastructure is broad, the projects that result from this can range from rehearsal spaces to presentation spaces.

Case Study: Space needs at The Flats, Vancouver

False Creek Flats is a semi-industrial area in Vancouver with a long-term economic vision to create more jobs and support diverse industries across the arts, innovation, creative and digital business, healthcare, and life-science, among others. The authority recognises that many businesses are struggling to find industrial facilities that suit their needs. In response to this, a Space Matching program has been launched, which invites businesses to put forth their spatial requirements. This includes timeframes, square meterage, a preference for lease or purchase, spatial requirements, broadband needs, desire to share space. This information will also help shape the masterplan and the provision of space for a variety of businesses based on an evidence base.

ACTION C.2

Explore ways to zone and secure large-scale industrial buildings for creative and cultural use within industrial lands

Industrial lands are home to a large proportion of creative production. This includes production processes,

moving and storing large machinery, and small batch manufacturing. Preserving and growing cultural infrastructure in the local government area is directly related to the broader issue of retaining industrial lands.

The Greater Sydney Commission Eastern City District Plan identifies the Inner West as an area of value for the creative industries within Greater Sydney:

In the Eastern City District it is important that the capacity for creative industries, arts and cultural uses to locate near to major cultural institutions be protected, for example in the areas of the Inner West, Ultimo-Pyrmont and Sydenham to Bankstown.

Whilst this action shows an intention to focus on industrial buildings for creative use, this starts with protecting industrial lands in general and defining the types of creative uses that we mean to protect and encourage.

There are options for protecting industrial lands and creative uses and more exploration is needed on what approach might work best for Inner West Council:

- One option is the creation of a dedicated zoning for creative uses as a subcategory of mixed-use zoning. There is contention over whether mixed-use zonings alone have ever been able to preserve the character of industrial lands or rather simply marks the start of an urban renewal process. However, a dedicated creative use zoning within industrial lands could help encourage the retention of existing industrial buildings that are being used for creative uses, cultural production and arts based businesses;
- A second option is through master planning and improving the amenity and quality of industrial estates throughout the local government area. Often industrial estates are very much geared towards storage and logistics and disregard the fact that they are becoming a new type of employment lands with a variety of business types operating out of buildings. There are quick wins to make these more accessible, better suited for purpose and more connected to the urban environment around them.
- Engagement with the creative sector using these types of industrial estates and buildings to understand better what makes them a desirable place to work for the business they are pursuing and how that character can be captured and preserved in the LEP development process.

To deliver on this action, Council might consider the following steps:

- Creating a metropolitan scale strategy for the retention, improvement and growth of industrial lands is already a priority for the Greater Sydney Commission, as exemplified by their thought leadership piece [A Metropolis that Works](#).
- This relates to the definition and how this is inserted into the LEP. However, there is scope to explore a mixed-use zoning similar to Commercial 3 in

Victoria, provided this is done with a clear view of the associated positives and negatives. This would need to be done in collaboration with the Department of Planning so that the Planning Scheme can be amended.

- Such an approach involves protecting the uses rather than the buildings themselves. It might be important to conduct a heritage assessment of some of these structures to determine whether they need to be preserved and rehabilitated for their heritage value independent of the creative uses they house.

Case Study: Commercial 3 Zoning, Victoria

Victoria's planning scheme was amended in 2018 to include a new zoning for mixed-use employment zones, which facilitate the establishment and growth of creative industries, small manufacturers and start-up businesses. It prioritises particular uses that form part of the emerging economy (including new models of industrial, commercial/office and certain other employment-generating uses) and aims to reduce the planning burden for these types of activities. It also allows limited supply of complementary uses (including accommodation, small-scale retailing, places of assembly, and warehouses) that have the potential to contribute to the amenity and economic vibrancy of the locality.

Under this zoning, some uses don't require a planning permit at all (e.g. cabinetmaking, bakeries and small-goods manufacturing) as can other industrial uses subject to satisfying certain buffer requirements. A Place of Assembly can be established in this zone without the need for a planning permit, so long as it is 200 sqm or less.

Floor area thresholds are applied to complementary uses (retail and accommodation uses) to reflect their role as small-scale activities within a mixed-use employment context. Examples include:

- Cafés, restaurants or bars can be established in this zone without the need for a planning permit, so long as they are 150 sqm or less in floor area.
- A Shop of up to 200 sqm and a warehouse of up to 500 sqm can establish, subject to a planning permit being granted.

The inclusion of retail and complementary uses needs to be managed appropriately so as not to result in a value uplift which out-prices creatives. Implementing this type of zoning requires a careful balancing of uses to ensure the initial intentions are realised.

Case Study: Mornington Peninsula Industrial Areas Strategy, Victoria

By 2026, it is expected that overall industrial land supply in Mornington Peninsula will be constrained and that additional industrial land supply will be required by this time to avoid a variety of economic and other costs to the

community. Much of the available land for industrial use is hindered by various overlays and servicing requirements. Mornington Peninsula Council created an Industrial Areas Strategy, including principles and actions relating to protecting industrial land, such as

- Maintaining industrial zoning for long-term supply of land
- When justified, upgrade infrastructure in the industrial precinct to ensure that the area is a location for intensification of business activity and employment
- Use Council's available discretion to minimise use of certain industrial precincts for retail and commercial activities, which might otherwise locate in activity centres.
- Support the growth of industrial and appropriate commercial activities in the local area through the provision of serviced and readily developable land at appropriate locations which support jobs, investment, business growth and economic prosperity.
- Manage and plan for industrial areas, which operate in a manner that reflects the importance of liveability and amenity to residents of the local area.

Case Study: LSPS - Kiama Council, NSW

Kiama is undertaking a community consultation process for developing an LSPS for the 20-year vision for land use. They have identified that cultural tourism is a strategic component of the area's future. As a result, one of their consultation workshops that will feed into the LSPS will focus on business and tourism operators. Similarly, Inner West Council could engage the creative community in LSPS workshops to define and protect the cultural and creative uses of the area.

FINDING D

Becoming an informed advocate will assist in preserving and nurturing creative spaces and uses

ACTION D.1

Collaborative development of guides to help the creative sector navigate property and planning legislation.

Developing cultural infrastructure is reliant on people in the sector knowing how to navigate the property and planning sectors and know where to find the information to create new cultural infrastructure or to operate an existing space.

One opportunity is to bridge the knowledge gap where possible and to seek to inform people of what the various rules and regulations are that govern their assets.

It may be that Inner West Council undertakes a stocktake of existing resources and collaborates with others to create a comprehensive set of tools, guidelines and resources aimed at the creative sector at large. It is important that these resources are matched with face-to-face advice and guidance to help customise the advice for the person making the enquiry.

To deliver on this action, Council might consider the following steps:

- Review what guides already exist and the accuracy of the information provided.
- Identify gaps in these resources that could be filled to provide a more comprehensive guide that could support a wider range of creative businesses
- Consult with peak bodies to understand the appetite and resources that might be required
- Create a peer network of cultural champions as a resource for providing face-to-face advice in the creative sector. These cultural champions could be individuals within community and Council technical teams who have highly specialised knowledge on creative spaces and venues.

Case Study: How to: Agent of Change and Best Practice Guidelines Venues resources from Music Victoria

Music Victoria has created a suite of online resources for both venue owners and local councils. The information covers planning/zoning laws; agent of change rules; technical guidelines for soundproofing a building and managing activity; how to build relationships with local authorities and neighbours; available funding etc. Relevant information is consolidated in a single location and is presented in a clear and concise format.

Case Study: UK Community Land Trust Network

UK Community Land Trust (CLT) Network is an organisation linking CLTs and their founding groups across the UK. The network offers online resources for developers and communities to build capacity to establish a CLT. In addition to this there is a nation-wide peer-to-peer network of advisors that can provide information from experience on various projects around the country. Advisors are independent, and thus council is separate of any fall-out from invalid advice. Advisors are accredited through the chartered institute of housing and are covered by insurance for the advice they give to members of the network.

ACTION D.2

Plan engagement with NSW government to discuss specific legislation changes and priority projects in Inner West Council local government area.

Many of the actions included in this discussion paper involve advocacy and collaboration particularly with the NSW Government. It is recommended to structure this engagement to ensure that outcomes are reached and clarity of messaging.

Issues of priority to be discussed with NSW Government include:

- Insertion of definitions of cultural infrastructure and cultural production in the NSW Planning Scheme
- Insertion of cultural infrastructure into planning instruments for growth areas as a required deliverable alongside community facilities and open space
- Exploration of new zoning for new forms of enterprise (e.g. Victoria's Commercial 3 zoning), taking into consideration its positives and negatives.
- Discussion of how to best include creative overlays in drafting the LEP to reflect and maintain distinct creative character
- Reducing regulatory duplication and conflict regarding live music venues. This includes how liquor licencing, noise complaints and venue compliance are dealt with by local and NSW authorities.

There are also specific precincts and areas that are within Inner West Council local government area boundaries but are owned and/or managed by NSW or Commonwealth Government agencies.

To deliver on this action, Council might consider the following steps:

- Engage and consult with the Greater Sydney Commission to apply findings from the research and to present the evidence for change of the scheme at a metropolitan level
- Consult and collaborate with neighbours (at least at the Eastern City District scale). For the amendments to the Planning Scheme, it is important to have the support of other councils who want to see the same changes take place.
- Identify all the parts of Department of Planning and any other departments that will need to be engaged. It is likely that there are a number of issues that actually relate to a number of departments, resulting in a complex stakeholder matrix.

FINDING E

Partner strategically with businesses, peak bodies and other levels of government to incentivise mechanisms that respect and grow creative industries and the creative spaces and venues they work in

ACTION E.1

Partnerships with developers to plan for and deliver creative uses in new developments, particularly where creative spaces already exist on a proposed development site.

Many developers and property owners are interested in creative uses and activations that serve to attract people to their developments. This seems to respond to recognition that the cultural identity of a place is an important factor in people's willingness to visit and spend money. In the longer term, there is an open question as to how developers and property owners might be persuaded to assume a responsibility to integrate creative use, particularly if their developments displace these existing creative communities.

However, new creative hub style developments as part of rezoning/ gentrification often don't fulfil the same purpose and don't support the same activities as large scale industrial spaces used at the cultural production/ manufacturing interface, which is the Inner West's niche. Therefore careful briefing and understanding of displaced creative workforce and their needs should be factored into these types of agreements.

Whilst there are some great examples of this happening organically, there is scope for Inner West Council to broker partnerships between interested property developers and owners and creative businesses in the local government area looking for space and business opportunities. This is part of what EDGE Inner West was conceived to reveal: a rich tapestry of cultural capital that can be woven into existing precincts and future identity.

Another example is Precinct 75 in St Peters. The precinct was rezoned from industrial to residential use and Voluntary Planning Agreement negotiations led to the provision of creative spaces, where industrial units outnumbered retail specific units. Collaboration with Council ensured these spaces were fit-re-purpose with specifications regarding fit-out and loading docks meeting contemporary needs.



Adam Laerkesen, Marrickville Open Studio Trail

Case Study: Sydney Fringe Festival (SFF) and Hailing Property Group Australia (HPG Australia)

The partnership between the Sydney Fringe Festival and the Hailing Property Group Australia is one of those stories that shows the power of partnership and of embracing culture as a core pillar of place activation, even for a residential development but it is important to remember that this only represents the ‘one-percenters’ of developers who value and will accommodate cultural infrastructure as a core component of its value proposition. On a five-to-ten-year horizon, it a research study could be implemented to track value indicators and build an evidence base of the outcomes of the development. Such a study would present a more compelling and tangible case to influence other developers.

To deliver on this action, Council might consider the following steps:

- Further engagement developers to understand the considerations and opportunities they are operating under
- Build case studies of successes that can be used when recruiting partners, both on the developer and on the creative sector side
- Build a registry of spaces needed by the creative sector (refer to ACTION 07 Case Study, The Flats)
- Support research on social and wellbeing outcomes for developments that have embraces cultural infrastructure and the creative sector.

ACTION E.2

Review not-for-profit delivery models to create new cultural infrastructure.

This is a wide area of investigation. There are promising models internationally where cultural infrastructure can be delivered outside of the constraints of the market and independent of government to ensure longer term affordability. The models that exist overseas include

Community Land Trusts, Creative Land Trusts, Not-for-Profit development groups and cooperatives all enable the creation of assets of community benefit including affordable housing, community assets and cultural infrastructure.

Council can be a supportive delivery models through rate breaks, redirection of section 7/11 funding, gift or lease of land, and financial support. In Toronto, through close collaboration between the City Government and Artscape since 1986, local organisations have delivered over fifteen independent projects that are self-sustaining in their own right.

To enable this type of approach to take place in the Inner West, we must understand the delivery models, the organisation structures and the policy framework that enables these organisations to take root.

To deliver on this action, Council might consider the following steps:

- Work with the City of Sydney on reviewing the delivery models, organisational structures and policy frameworks that needs to exist for these models to flourish
- Invite successful cultural entrepreneurs to speak at key events
- Support establishment of pilot projects to demonstrate feasibility
- Identify what support can be found for such projects through public or philanthropic funding.

Case Study: Artspace, US, Various projects

Artspace is a non-profit real estate developer specialising in creating, owning and operating affordable spaces for artists and creative business in the US. Artspace works in three major areas — Consulting Services, Property Development and Asset Management. The Property Development division creates new Artspace projects through a mix of historic renovation and new construction and Artspace’s Asset Management group become the owner/operators of their projects to ensure long-term financial stability and affordability for artists.

Artspace ensures feasibility studies are undertaken to ensure a new build is viable and explore a variety of funding avenues including:

- Public sources including those available for the creation of affordable housing, economic development, historic preservation and cultural facility development.
- Private sector funding often includes conventional bank financing as well as individual and community philanthropic support
- Projects are often done in partnership with non-profits, foundations, and National Endowment for the Arts.

ACTION E.3

Organise advocacy with other engaged councils in order to create similar conditions for creative spaces and venues to thrive across administrative boundaries.

Many councils across Sydney are concerned with similar issues of disappearing creative spaces and market forces pushing the creative sector out through urban renewal. There is an opportunity for Inner West Council to take a leadership role and convene a collection of like-minded councils to discuss what their issues are and whether there are opportunities to collaborate across local government area boundaries on systemic issues.

Inner West Council might commence collaboration councils to organise a local government forum to discuss the work done to date, identify common issues, identify what each council can learn from others and ways of creating a stronger voice when advocating to the NSW Government and other stakeholders.

To deliver on this action, Council might consider the following steps:

- Gauge interest of neighbouring and like councils

- Generate an issues paper as a result of this forum to submit to the NSW Government
- Use as a precursor for discussions with the NSW Government to provide an evidence base for commonly encountered issues.

ACTION E.4

Engage Greater Sydney Commission to draft and prototype the Industrial Land protocol they mention in their recent thought leadership paper *A Metropolis that Works*.

The Greater Sydney Commission has shone the light on the precariousness and value of industrial land in the Sydney metropolitan area. Not only do industrial lands support large amounts of employment, their location within the city matters and is critical to the on-going sustainability and affordability of Sydney as a global city. It is proposed that Inner West Council initiate strategic engagement with the Greater Sydney Commission to present the key facts around industrial lands in the local government area and unpack what this means for the creative sector and its employment lands. The offer would be for Inner West Council to work closely with GSC to create and prototype an Industrial Land Protocol in the local government area. Other nearby councils might be interested in joining forces.

To deliver on this action, Council might consider the following steps:

- Prepare a cross council presentation summarising issues industrial lands face in Inner West Council including creative employment lands
- Use the local government forum to flesh out what are the issues for other councils and whether this can support a stronger evidence base to present to the GSC
- Start a working group with GSC to define, create and implement the Industrial Lands protocol.

Inner West Cultural Infrastructure Research undertaken by the Institute for Culture and Society, Western Sydney University, 2018. **Photo:** Andrea Pollio.





Makerspace, Inner West Open Studio Trail 2018

11. CREATIVE SPACES AND VENUES ROADMAP

- 1** Discuss and agree planning definition for adoption with Council's planning team
- 2** Start mapping project to understand where creative employment lands are and how they are zoned
- 3** Use the LSPP, LEP and DCP process to define cultural infrastructure and embed creative uses into planning instruments
- 4** Review regulatory reform options proposed in this paper alongside the review of the City's Open and Creative Strategy (already in progress)
- 5** Invest in joint development of guides and how-tos to help the creative sector navigate property and planning (already in progress)
- 6** Engage the 'coalition of the willing' (i.e. other councils with similar aspirations) to discuss common priorities
- 7** Engage with City of Sydney and their investigation of other delivery models (not-for-profit developers) in order to identify pilots in Inner West Council local government area
- 8** Discuss new zonings and other changes to the NSW Planning Scheme with Department of Planning
- 9** Engage with Greater Sydney Commission to share learnings and create Industrial Lands Protocol
- 10** Partner with developers to plan for and deliver creative uses in new developments



Carol and Stuart Faulkner; Heartwood Creative Woodworking; Made in Marrickville (Gibson et al, 2017). Photo © Paul Jones / UOW Media