INNER WEST

Employment and Retail Lands Strategy

Adopted

8 SEP 2020

Executive summary

The Inner West Employment and Retail Lands Strategy provides a strategic approach for the management of land:

- to maximise productivity;
- facilitate job growth; and
- to contribute to the long term prosperity of the Inner West Local Government Area.

The ability of businesses to respond to the changing needs of the population will be influenced by their location, accommodation and the available infrastructure.

The effective management of land supply for employment and commercial uses will benefit businesses, residents and the local economy of the Inner West.

The Strategy is based on a substantial Employment and Retail Land Study.

The Study contains detailed research findings, discussion of findings and fine grain conclusions and recommendations that underpin the core analysis and recommendations in the Strategy.

Our local economy

The Inner West Local Government Area (LGA) in 2019 provides around 75,500 jobs and hosts around 19,000 businesses. Each year the LGA contributes over $10 billion in gross regional production. Professional scientific and technical services, along with health care and social assistance, provide around 20% of the LGAs jobs. The creative and cultural sector employs more than 8.8% of the local workforce. Our food and beverage production is recognised throughout NSW as a growing industry. Appropriate planning controls and local infrastructure delivery will support these growth industries.

Our employment land

The Inner West LGA is strategically located, having good access to Sydney CBD, Sydney Airport and Port Botany. The LGA has over 300 hectares of land in employment precincts.

This includes land zoned:

- B5 Business Development;
- B6 Enterprise Corridor;
- B7 Business Park;
- IN1 General Industrial;
- IN2 Light Industrial; and
- SP Special Purpose.

Projections, based on recent trends, indicate that by 2036 an additional 271,245 sqm of gross floor area will be needed to accommodate industries and businesses in the employment lands.

One of the key uses of the employment lands in the Inner West is the provision of essential urban services for local residents. It is important to protect these areas from competing land uses in order for the local population's needs to continue to be met.

The larger employment precincts including Marrickville-Sydenham, the Parramatta Road corridor, and Princes Highway Enterprise Corridor and its associated airport industrial land, serve the broader regional economy. These employment lands also support a significant cultural and creative production sector that supports both local and regional needs. The protection of lands for these industries has become more critical as they have been mostly lost in the City of Sydney LGA. Ensuring transport services to these precincts can support businesses to improve productivity and reduce costs.

A significant extent of industrial and urban service lands has been lost to residential uses in Inner West in recent years. Inner West needs to not only protect the remaining employment lands, but to seek additional opportunities to provide for light industrial and urban services uses, that are compatible with more vulnerable land uses, in other zones.

Our centres

Over twenty-four commercial centres in the LGA occupy over 1.6 million sqm of land and deliver a diverse range of retail, office space and personal services. Our growing population and trends in retailing, as well as demand for office space mean that an additional 236,000 sqm of gross floor area will be required to service the LGA by 2036.

Establishing Ashfield as the LGA's primary business and administration centre will make good use of the existing commercial floorspace in the centre. Our town centres in Newtown, Leichhardt, Marrickville and Balmain will continue to offer unique places for the community to enjoy shopping, eating and night-time entertainment. Recognising the important role of smaller centres for convenience shopping and specialist services will help to protect the viability of these centres in the long term.

Our principles

This document sets four principles to guide planning for the future of the Inner West employment and retail lands.

1. Centres are distinctive and productive	Development in centres will prioritise employment and will be complemented by quality public space.
2. Industrial and urban services lands are protected and managed	Employment lands will be retained and managed so that industries have confidence to locate and expand.
3. Spaces for business are suitable and available	A pipeline of new, well-located suitable employment floor space will be delivered in employment corridors and key precincts.
4. The planning framework is clear	The planning framework supports local business and minimises land use conflict.

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Intent and role of relevant land use zones

Zone	Role
B1 Neighbourhood Centre	Provide for small-scale retail, business and community uses serving people who live or work in the surrounding neighbourhood.
B2 Local Centre	Provide for retail, business, entertainment and community uses serving people who live in, work in and visit the local area, encouraging employment opportunities in accessible locations.
B4 Mixed Use	Provide a mixture of uses, integrating business, office, residential, retail and other development in accessible locations.
B5 Business Development	Provide a mix of business, bulky goods and warehouses requiring a large floor area that are located to support centres.
B6 Enterprise Corridor	To promote businesses along main roads and encourage a mix of compatible uses, provide a range of employment uses (including business, office, retail and light industrial) and maintain the economic strength of centres by limiting retailing activity.
B7 Business Park	Provide a range of office and light industrial uses, encourage employment opportunities, while enabling other land uses that provide facilities or services to meet the day to day needs of workers in the area.
IN1 General Industrial	Provide a wide range of industrial and warehouse land uses, encourage employment opportunities, minimise adverse effects of industry on other land uses while supporting and protecting industrial land for industrial uses.
IN2 Light Industrial	Provide a light industrial, warehouse and related land uses, while encouraging employment opportunities, supporting the viability of centres, minimising any adverse effect of industry on other land uses, provide facilities or services to meet the day to day needs of workers and supporting and protecting industrial land for industrial uses.
IN4 Working Waterfront	Specialised zone provides for maritime-specific activities and complementary industries which require direct waterfront access.
SP1 Special Activities	Provide for special land uses that are not provided for in other zones (e.g. Canal Road).

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Regional context

Eastern City District Plan

The Greater Sydney Commission's Eastern City District Plan is a 20-year planning document that contains the planning priorities and actions from the Greater Sydney Region Plan. The planning priorities for productivity have helped shape the development of this strategy and in particular those elements shown in brackets below:

E7 - Growing a stronger and more competitive Harbour CBD (including Glebe Island, parts of Camperdown, Rozelle, and Balmain);

E8 - Growing and investing in health and education precincts and the Innovation Corridor (the Camperdown – Ultimo Collaboration area);

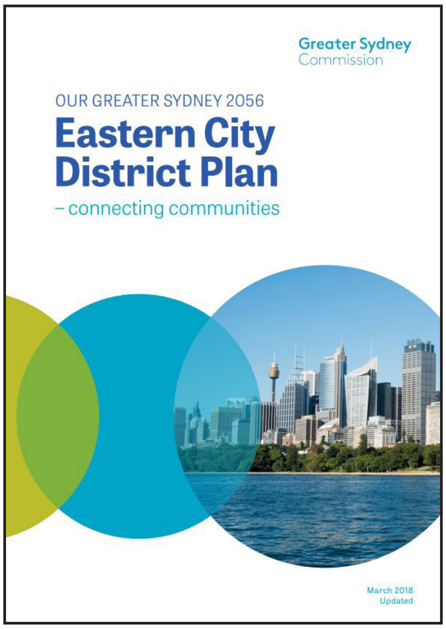
E9 - Growing international trade gateways (with the airport and Port Botany directly adjoining the LGA to the east);

E11 - Growing investment, business opportunities and jobs in strategic centres. (This Priority also provides principles for local centres); and

E12 - Retaining and managing industrial and urban services land;

E13 - Supporting growth of targeted industry sectors, including industries that support a circular economy.Target industries for the Inner West include:

- Urban services;
- Specialised food manufacturing;
- Logistics and other uses associated with the airport and Port Botany;
- The cultural and arts sector;
- Night-time economies in centres like Newtown-Enmore, Marrickville and Balmain; and
- Biotechnology and innovation in Camperdown.



Local context

Our Inner West 2036

Our Inner West 2036 Community Strategic Plan provides a clear vision and direction for the future of Inner West.

Our neighbourhoods have unique character and heritage, reflecting the waves of migrants that helped shape the neighbourhoods they called home. The density of housing and population gives Inner West its distinct vibrancy.

In some areas liveability is high, and it's easy to get to and around through multiple options of active and public transport. Parks and open spaces provide relief from the urban environment and are ideal for active and quiet recreation. Other areas will require further work to achieve these outcomes.

Busy urban centres and main streets are lively and accessible, and offer a range of quality shopping and places to gather. The street life connects the community and welcomes Sydneysiders and visitors who come to experience Inner West's uniqueness. The night-time economy is thriving.

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.

Strategic directions and associated outcomes have been established to describe where the community wants to be in 2036. The following strategic direction is of particular relevance to employment lands:

Strategic direction 3: Creative communities and strong economy

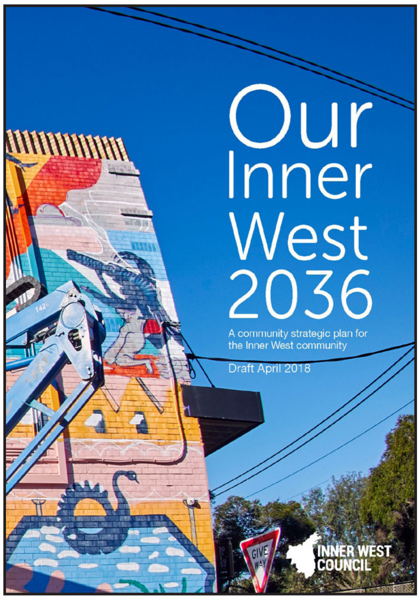
3.1 Creativity and culture are valued and celebrated

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.



Our Place Inner West

The Inner West Council was formed in May 2016 when the former Ashfield, Leichhardt and Marrickville Councils were merged. The Council covers an area of 36 square kilometres stretching from the airport in the south to the harbour, and from the City of Sydney to the borders of Burwood, Canada Bay and Canterbury Bankstown Councils.

The current local planning framework for the Local Government Area (LGA) is separate Local Environmental Plans (LEPs) and Development Control Plans (DCPs) for each of the former councils. The relevant LEPs are Ashfield LEP 2013, Marrickville LEP 2011, Leichhardt LEP 2013 and Leichhardt LEP 2000.

The purpose of the Inner West Employment and Retail Lands Strategy is to deliver sound policy and land use planning outcomes for the Inner West Local Government Area (LGA). The Strategy will be used as a key evidence base to inform:

- The Local Strategic Planning Statement (LSPS);
- A single comprehensive Local Environmental Plan (LEP) that both consolidates the existing LEPs and is consistent with state government and Inner West Council planning priorities; and
- A single comprehensive Development Control Plan (DCP).

The Inner West Local Housing Strategy (LHS) was adopted 3 March 2020. Actions within the LHS regarding the location of future housing delivery will influence demand for commercial space in centres. Future reviews of planning controls to increase housing delivery within or adjacent to centres must also consider employment priorities.

Council's Local Strategic Planning Statement was made (finalised) on 31 March 2020. Objectives and actions in Council's Employment and Retail Lands Strategy (the Strategy) have informed the LSPS.

The strategy also seeks to leverage the strategic location of the Inner West LGA to maximise employment opportunities and cater to the lifestyle preferences of the Inner West community. These lifestyle preferences include access to creative opportunities and the ability to work from home in highly accessible locations close to attractive local centres. Figure 1 illustrates the study area.

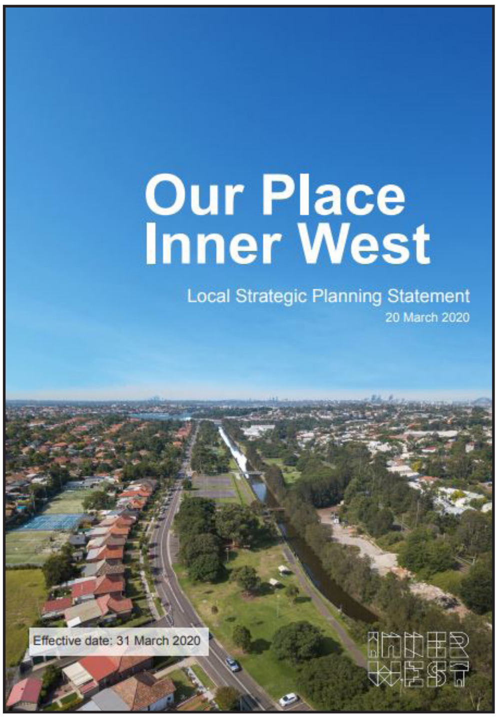
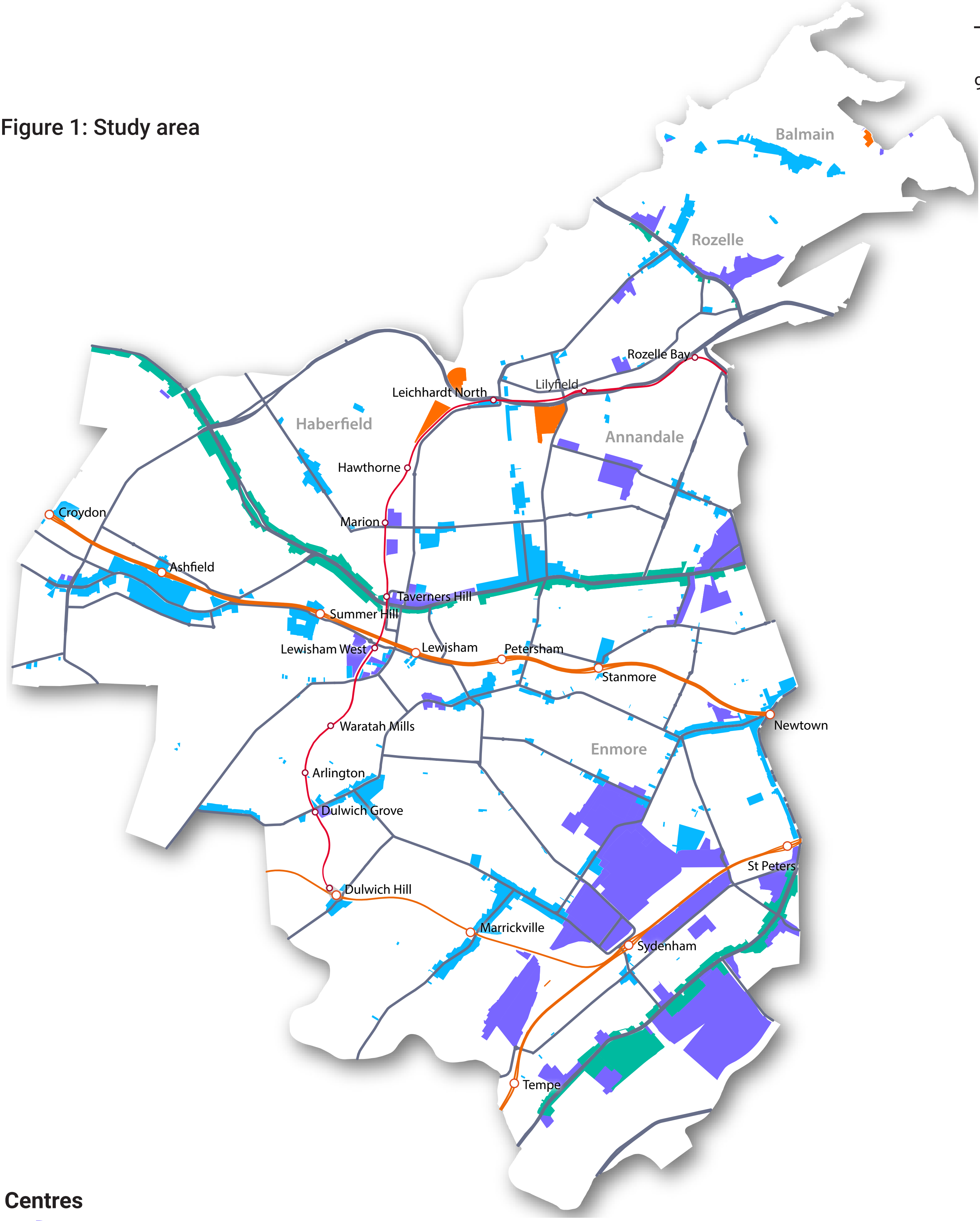


Figure 1: Study area



Centres

- Industrial centre
- Enterprise corridor
- Commercial centre
- Special purpose centre

Transport

- Sydney Trains
- Light Rail

Source: HillPDA

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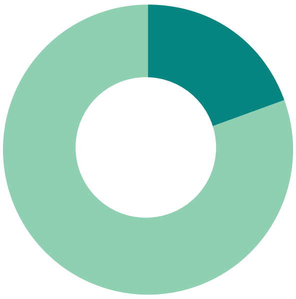
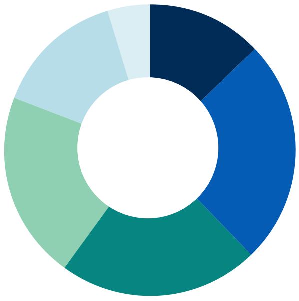
Employment and economic profile

The following figures provide an overview of the employment and economic characteristics of Inner West LGA.



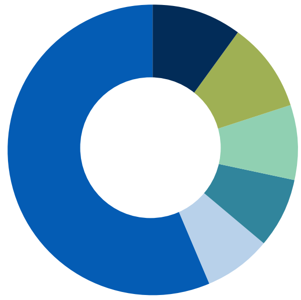
Employment location

- Residents employed locally **19.6%**
- Residents that leave the LGA for work **80.4%**



Labour force age groups

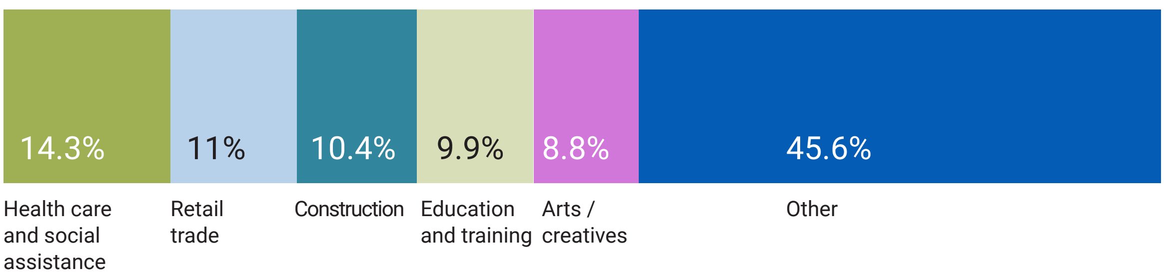
15-24	**12.8%**
25-34	**25.2%**
35-44	**22.2%**
45-54	**20.8%**
55-64	**14.4%**
65+	**4.6%**



Industry value added

- Professional, scientific and technical services 10.1% ($771.4m)
- Health care and social assistance 9.9% ($759.8m)
- Manufacturing 8.5% ($651.9m)
- Construction 7.8% ($593.6m)
- Retail trade 7.5% ($574.5m)
- Other 56.2% ($4,304.9m)

Industries of employment



GRP (year ending 2018) $10.41 billion

Population (2018) 198,024

Businesses (2018) 19,014

Jobs (2018) 75,447

Unemployed (2016) 4.6%

Arts/creative community (2018) 8.8% of workforce

Major specialisation Arts and recreation services

Tourism international visitor nights (2017/18) 2,922,039

Employed residents (2018) 117,737

Centres

Within the Inner West LGA there are over 24 local centres providing a range of retail and personal services. These centres provide for important local economic and employment opportunities that build on the distinctive local character. The LGA contains over 1,600,000 sqm of land zoned for retail floor space. This includes land zoned as B1 Neighbourhood Centre, B2 Local Centre and B4 Mixed Use.

The pie charts within Figure 2 illustrate the diversity of floorspace in each notable centre under broad use categories. They do not represent the size of the centre.

1,615,000sqm

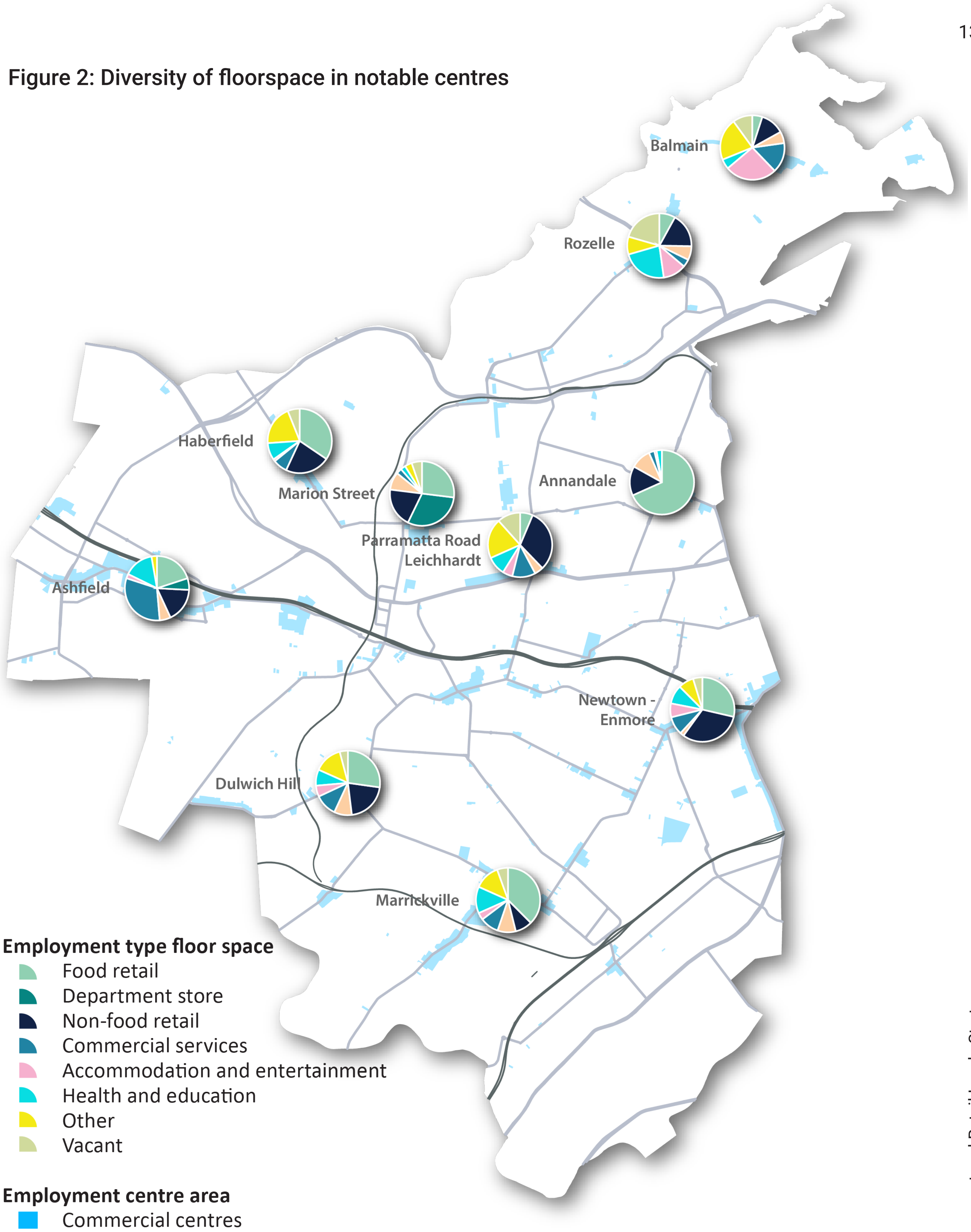
of existing zoned centres and mixed use

578,067sqm

of existing gross floor area within centres and mixed use

Photo credit: Inner West Council

Figure 2: Diversity of floorspace in notable centres



Source: HillPDA

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Employment precincts

over 3 million sqm
of existing zoned employment precincts in use

1,800,000 sqm
of existing built gross floor space within employment precincts

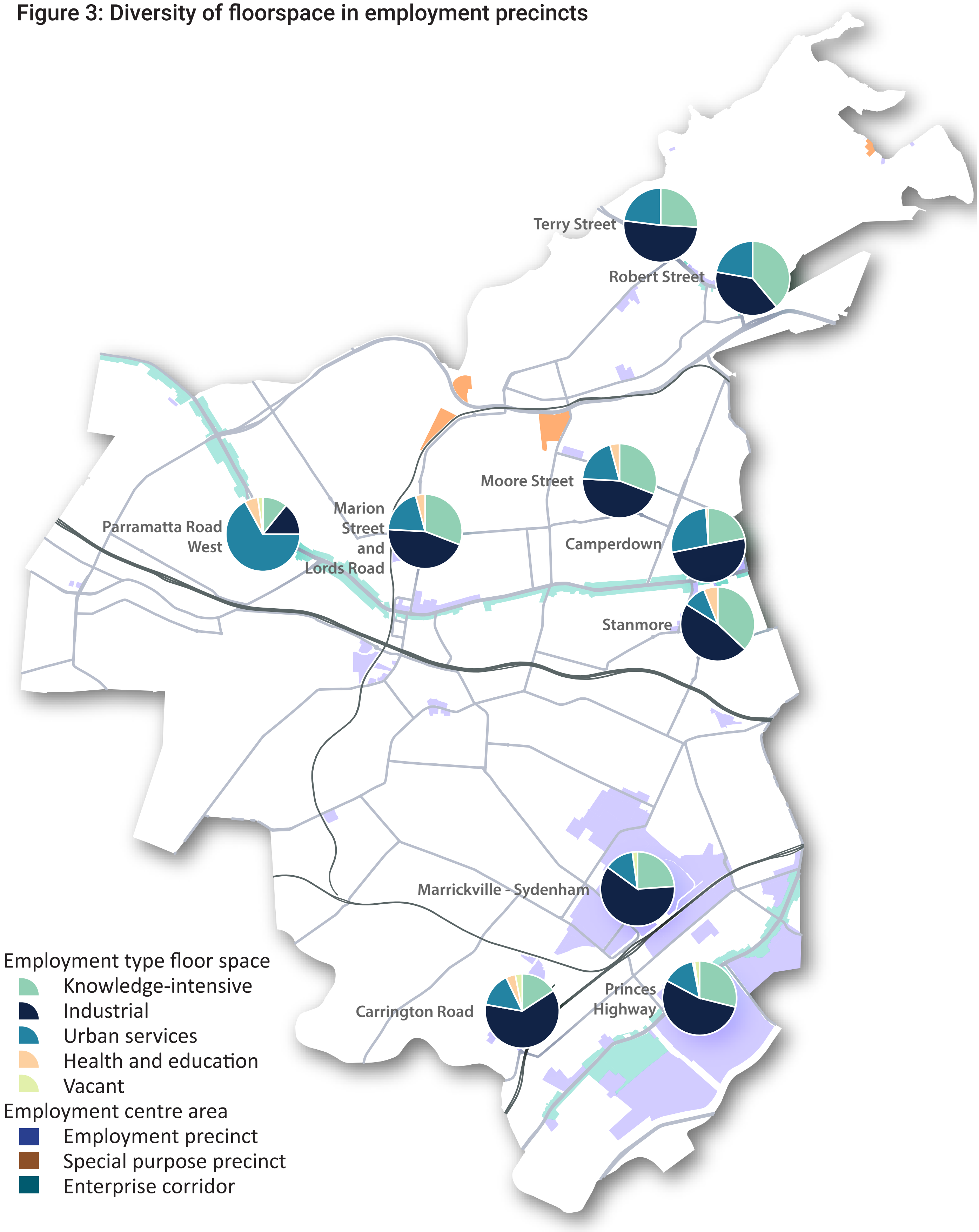
The Inner West LGA has over 3,000,000 sqm of land in employment precincts. This includes land zoned B5 Business Development, B6 Enterprise Corridor, B7 Business Park, IN1 General Industrial, IN2 Light Industrial and SP Special Purpose. Most of the employment precincts in the Inner West provide essential urban services for local residents. There are a number of larger employment precincts that serve the broader regional economy including Marrickville-Sydenham, Princes Highway Enterprise Corridor and its associated airport industrial land and the Parramatta Road corridor. Table 1 presents the floorspace and demand projections for the employment precincts. Figure 3 illustrates the existing employment type floorspace characteristics of the notable employment precincts.

Table 1: Employment precinct additional floor space demand to 2036 (GFA)

Industry		Net change in floor space demand to 2036 (sqm)
Population serving	Construction	24,376
	Retail Trade	6,060
	Accommodation & Food Services	4,263
	Arts and Recreation Services	3,036
	Other Services	18,294
Knowledge intensive	Information Media & Telecommunications	4,656
	Financial & Insurance Services	1,030
	Rental, Hiring & Real Estate Services	4,041
	Professional, Scientific & Technical Services	7,556
	Administrative & Support Services	1,305
	Public Administration and Safety	5,015
Industrial	Agriculture, Forestry and Fishing	1,186
	Mining	-67
	Manufacturing	67,938
	Electricity, Gas, Water and Waste Services	6,357
	Wholesale Trade	964
	Transport, Postal and Warehousing	46,401
Health & edu.	Education & Training	6,329
	Health Care & Social Assistance	8,986
	Inadequately described	NA
TOTAL		**217,727**

Source: HillPDA

Figure 3: Diversity of floorspace in employment precincts



Source: HillPDA

Influences

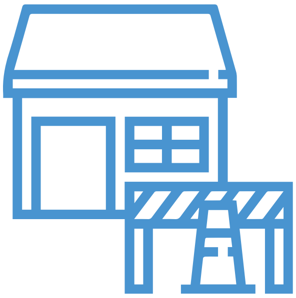
Industry and market trends

Retail and office floor space

- Historic undersupply of supermarket floor space driving growth in smaller format 'metro' supermarkets and pursuit of larger sites by major supermarkets for full-line supermarkets;
- Large number of mixed-use developments in recent years increased supply of small ground floor retail spaces that have limited demand and are slow to be leased;
- Continued evolutions of online retailing resulting in pursuit of suitable sites for dark stores and changing the make-up of businesses operating in centres and shopping centres;
- Growth in demand for affordable office space in CBD fringe locations;
- Rise in demand for co-working and flexible office spaces;
- Shift in lifestyle choice with more people working from home;
- Potentially large increase in office supply in medium-long term at the Bays Precinct; and
- Increasing housing growth, focused on centres and key public transport hub.

Industrial, urban services and creative industries

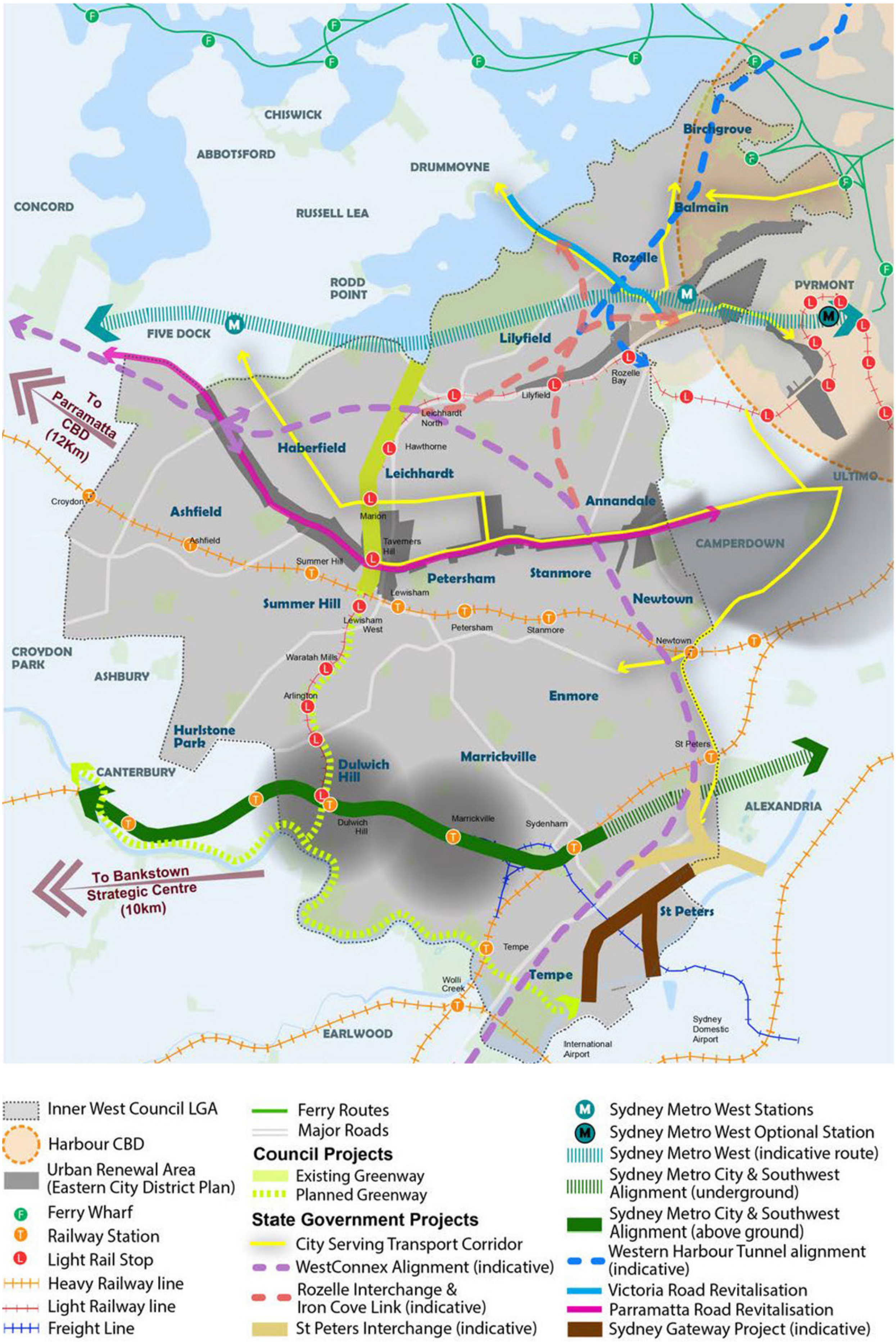
- Loss of industrial and urban service land at a subregional level placing pressure on the availability and affordability of space;
- Deterioration and poor maintenance of older buildings creates affordable entry points for some businesses (e.g. creative industries) but can result in building compliance issues;
- Growth in small medium enterprise businesses and start- ups driving demand for smaller and scalable premises;
- Rising inner city land values generating speculative development pressure, shortened lease terms and affordability issues;
- Significant loss of creative spaces in the City of Sydney, resulting in high demand for affordable creative spaces in the inner city, with limited available premises;
- Increasing competition for the few available affordable spaces in industrial lands, with creative and cultural production finding it increasingly difficult to afford rents;
- Synergies between creative industries and manufacturing industrial activities are increasingly high-value-added, tied to niche production, limited batch runs, and a combination of manual, creative and digital work;
- Growth in transport and logistics driven by demand from online retailing, international trade and software driven processes;
- Growing demand for larger sized parcels of industrial land required to support logistics infrastructure such as customs processing centres, intermodal terminals, distribution centres and last mile warehousing;
- Growth in the establishment of microbreweries and artisan food production with associated retail;
- Multi-storey industrial facilities to enable greater productivity in infill locations;
- Loss of businesses from residential zoned lands in Inner West, as old warehouses and urban services convert to housing; and
- Growing interest in synergies between universities and hospitals supporting the evolution of Camperdown into a medical and research hub.



State government urban renewal locations and new infrastructure

- Sydenham to Bankstown Metro catalysing housing and jobs growth;
- The Parramatta Road Corridor Urban Transformation Strategy driving renewal in this corridor;
- The planning for the West Metro, with a station at the Bays Precinct to support a major transformation of this precinct;
- Wests Connex resulting in:
  - barriers to local access;
  - improved regional access from some locations;
  - loss of industrial lands; and
  - new opportunities on ‘dive sites’ after completion.
- Refer to Figure 4 for map of state government urban renewal locations and new infrastructure.

Figure 4: Inner West Influences



Vision

The Inner West LGA has a rich industrial and urban services economy and is a leading destination for creative industries and entrepreneurship. It leverages strategic connections from the Eastern City's trade gateways and Harbour CBD. The thriving local economy provides a diversity of employment opportunities and services for local residents. The industrial precincts and employment corridors are productive and well managed, providing businesses with the confidence to invest and expand. The centres are enjoyable locations to visit, live and work in, with high amenity, quality services and strong transport connections supporting their growth.

Photo credit: Inner West Council

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Principles

1

Centres are distinctive and productive

The location and mix of offices, business and retail, entertainment and creative uses combined with improved public space and cultural infrastructure support the centres hierarchy and long term economic productivity.

2

Industrial and urban services lands are protected and managed

Employment lands will be retained and managed so that businesses have confidence to locate and expand there. A diversity of industrial parcel sizes and versatile spaces ensures that growth of industry clusters can be supported.

3

Spaces for business are suitable and available

Loss of industrial and urban services land in the wider Inner Sydney region means the protection of urban services corridors is more important than ever. Prioritising employment outcomes in out-of-centre mixed-use development can deliver a pipeline of well-located and suitably configured employment floor space. Successful implementation can be achieved through considered stakeholder involvement.

4

The planning framework is clear

The planning framework will give clarity for business on where to locate and invest and what to expect when locating close to sensitive uses such as residential. Appropriate zoning of employment precincts will reduce speculation, support longer tenures and increase certainty for tenants.

1

Centres are distinctive and productive

Strategy 1.1: Establish a clear centre hierarchy across the LGA

Establishing a clear centre hierarchy provides clarity to the market around growth expectations and the desired role and function of centres.

Action 1.1.1: Adopt the recommended centre hierarchy as defined in Table 2.

Table 2: Centre hierarchy role and function

Hierarchy	Centres	Future role
Major centre	Ashfield	The major centre is the highest order centre in the Inner West LGA, comprising the largest mix of retail, commercial, administrative, entertainment and community facilities. The centre will emerge into an employment and economic generator servicing an LGA wide catchment. Ashfield has the best public transport access in the LGA, both on the rail line and with feeder buses.
Town centre	Balmain Marrickville Newtown - Enmore Norton Street Rozelle	These town centres provide essential access to goods and services close to where people live. They are serviced by good public transport which increases their accessibility from the surrounding community. The town centres provide a mix of retail, commercial and community space with retail space and are usually anchored by a supermarket of 1,000sqm or over. They generally contain over 10,000sqm of retail, business premises and office premises.
Local centre	Annandale Croydon Dulwich Hill Dulwich Hill station Haberfield Marion Street Norton Street North Petersham Summer Hill Stanmore Balmain East	Local centres provide a range of business, retail and community uses that serve the local community. The centres generally range in size from 3,000sqm to 10,000sqm of floorspace associated with retail, business premises and office premises.
Neighbourhood centre	Addison Road Rozelle West (Terry Street) Lewisham West Lilyfield Road Orange Grove Catherine Street Dulwich Hill West Lewisham Sydenham	Neighbourhood centres provide a range of small-scale retail and other services that serve the convenience needs of people that live and work in the surrounding neighbourhood. Higher order retail and commercial uses that serve the wider community are not located in neighbourhood centres. Neighbourhood centres generally comprise less than 3,000sqm of overall floorspace associated with retail, business premises and office premises. Note: All other existing B1 - Neighbourhood Centre zoned centres not listed
Stand Alone Shopping Centres	Marrickville Metro Leichhardt Market Place	Stand-alone centres provide for the weekly or monthly shopping needs of the local community. They generally serve a broader catchment and provide a diversity of retail uses including department and grocery stores. The size and offering of stand alone shopping centres needs to be carefully managed to avoid adverse impacts on nearby street-based centres.

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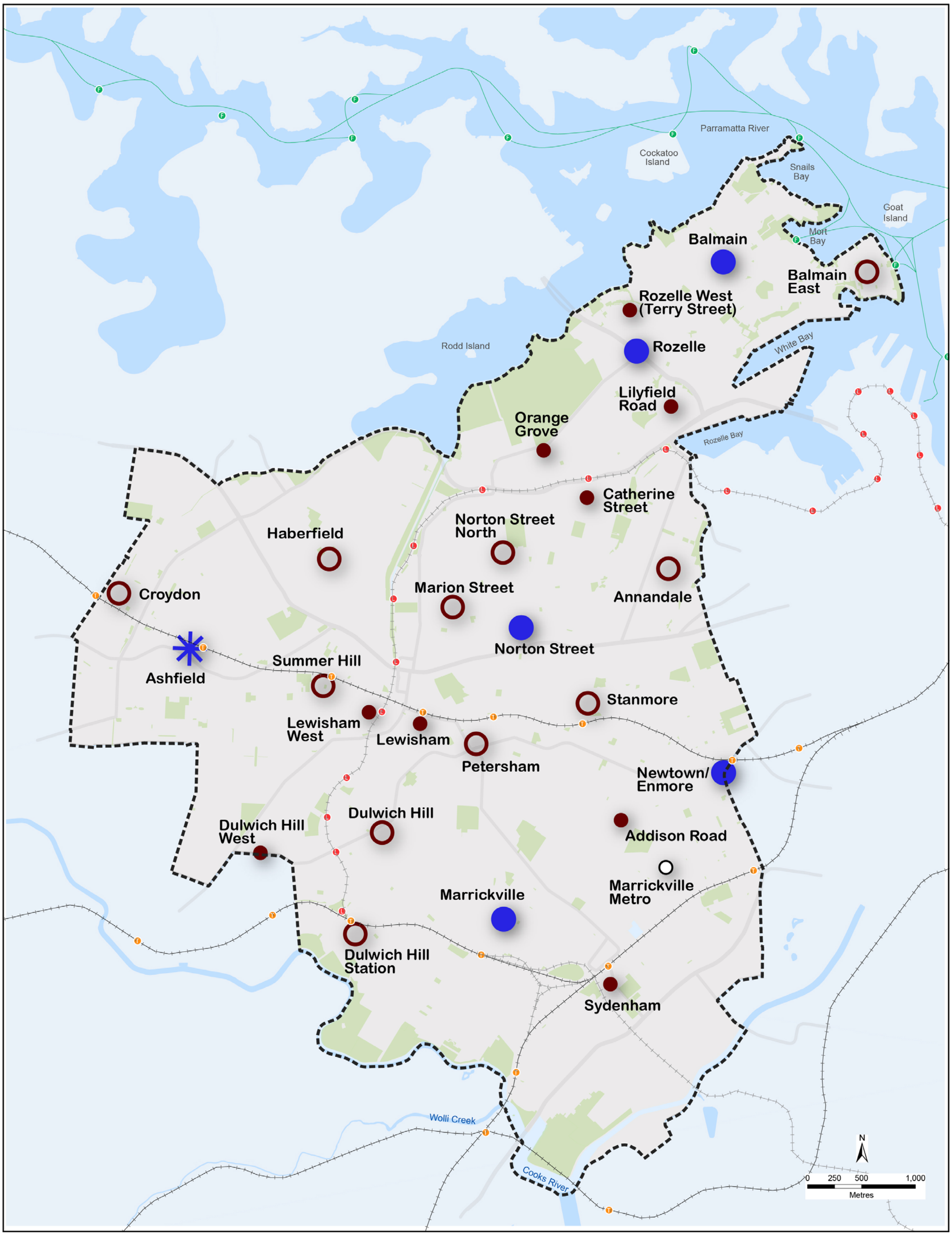
Figure 5: Centre hierarchy



Legend

Inner West Council LGA
Parks
Water Ways
Major Roads
Ferry Wharf
Railway Station
Light Rail Stop
Railway Line
Ferry Routes

Centre Hierarchy

Major Centre
Town Centre
Local Centre
Neighbourhood Centre
Standalone Shopping Centre

Action 1.1.2: Continually monitor the delivery and provision of new retail and office floorspace to inform future decision making to support the centre hierarchy.

Action 1.1.3: Discourage the growth of retail and stand-alone shopping centres outside of centres

Strategy 1.2: Establish a pipeline of retail and office floor space.

The Employment and Retail Lands Strategy forecasts that an additional 60,000 sqm of retail and 176,000 sqm of office floor space will be needed within the Inner West LGA by 2036. Planning intervention is necessary, particularly in larger centres in the Inner West to stabilise and grow the supply of retail and office floor space. This would require a minimum non-residential floor space requirement.

Based on observed patterns of development, current planning controls would at best, retain existing commercial floor space, particularly as redevelopment continues to only deliver ground floor employment floor space and large standalone commercial buildings are being converted to mixed-use in key centres such as Ashfield.

Modern building standards, vehicular access requirements and access and services for residential uses above the ground floor is reducing the amount of ground floor and first floor space allocated to employment uses in redevelopments.

Specific types of retail space will also need to be catered for in centres, particularly where growth is occurring. This includes floor plates and lot sizes that are not consistent with the existent fine-grain patterns of centres. Careful consideration of potential centre expansion to accommodate these spaces is required.

Photo credit:
Inner West Council

Action 1.2.1: Permit development at a scale that balances the need for additional office and retail floorspace, outlined in Table 3 and 4 considering character, environmental matters and the centre hierarchy.

Table 3: Forecast Commercial office floorspace in the centres 2019-2036

Commercial Centre	Required GFA		
	2019-26	2026-36	2019-36
Ashfield	8,606	8,905	17,511
Balmain	0	2,019	2,019
Leichhardt	16,816	3,249	20,065
Rozelle	17,553	28,797	46,350
Marrickville	18,756	9,670	28,426
Newtown-Enmore	5,260	2,828	8,088
Petersham and Stanmore	6,402	4,142	10,543
Leichhardt Frame	8,472	3,574	12,045
Camperdown Frame	1,753	943	2,696
Others	18,399	10,166	28,565
TOTAL	**102,017**	**74,291**	**176,309**

Source: HillPDA

Table 4: Forecast demand and current supply of retail floorspace (sqm)*

Centre	Current supply**	Demand in 2036	Additional GFA***
Ashfield	53,205	61,485	9,741
Marrickville	27,650	44,567	19,902
Newtown/Enmore	43,730	46,396	3,137
Leichhardt Core	26,707	36,492	11,511
Balmain	19,627	19,293	-392
Rozelle	18,520	18,994	558
Marrickville Metro	19,136	27,446	9,777
Marion Street Leichhardt	14,934	25,726	12,697
Leichhardt Frame	26,793	23,838	-3,476
Camperdown Frame	26,041	18,110	-9,331
Other	70,281	77,353	8,320
TOTAL	**346,624**	**399,701**	**62,443**

Source: HillPDA

* excludes pubs and taverns

** Sources: Various including: Leichhardt Commercial and Retail study: Norton Street and Parramatta Road, SGS 2016
Ashfield, Sydney Retail Impact Assessment of proposed Woolworths supermarket, Location IQ 2019
Marrickville Metro Economic Impact Assessment, Pitney Bowes 2010
IBECON land use data across Greater Sydney 2004
HillPDA land use audit

*** Assuming 15 per cent of GFA is non-leasable.

Action 1.2.2: Protect and increase non-residential floor space in centres by implementing minimum non-residential FSR provisions and initiating planning responses prescribed in Table 5.

Action 1.2.3: Consider aligning the zoning of residential zoned properties within or adjacent to centres that comprise employment uses with the zoning of the centre.

Action 1.2.4: Undertake a review of planning controls in centres to achieve better employment outcomes where site constraints apply. For example, reducing/eliminating off-street parking requirements can enable a functional ground floor commercial use on a narrow site.

Action 1.2.5: Encourage the delivery of new supermarkets and discount department stores in appropriate centres as outlined in Section 7.4 of the Study.

Table 5 - Recommended planning response - non-residential FSR

Level in hierarchy	Centre	Recommended planning controls
Major Centre	Ashfield	• Incorporate a clause within the LEP specifying no net loss of commercial floor space, applied on a site-by-site basis • Establish a minimum non- residential FSR of 1.3:1 on land west of Victoria Street and east of Thomas Street as an interim measure and review following the completion of design and feasibility testing • Prohibit residential uses from being located on the ground and first floors • Safeguard employment floorspace from inappropriate residential/associated development
Town Centre	Balmain Marrickville Netown-Enmore Norton Street Leichhardt (includes Norton Street North) Rozelle	• Undertake a design and financial feasibility review to determine an appropriate minimum non- residential FSR for Town Centres • Undertake urban design studies and a feasibility tipping point analysis to determine controls required to secure commercial floor space at ground floor and at podium level along Norton Street Leichhardt and Illawarra Road Marrickville
Dulwich Hill Centres	Canterbury Road Enterprise Corridor Dulwich Hill Station Dulwich Hill Centre Dulwich Hill West	• Undertake a design and financial feasibility review to determine the viable tipping point for establishing a minimum nonresidential FSR for Dulwich Hill Centres and Canterbury Road Enterprise Corridor
Other Centres	N/A	• No non-residential FSR proposed

Strategy 1.3: Develop quality public domain space that can support business and cultural activity

This Strategy recommends the expansion and revitalisation of public spaces in centres so that they are capable of supporting a wider variety of activities.

Key centres in the LGA are reliant on footpaths and smaller public squares to accommodate activities in the public domain. A future public domain strategy can seek to enhance underutilised spaces and create larger public spaces to support a wider variety of activities.

The Greater Sydney Commission's Eastern City District Plan highlights the importance of having high quality public places in and around centres, *'streets, plazas, parks and recreation spaces provide places for community events, markets and festivals and for encouraging social interaction and active lifestyles.'*

Action 1.3.1: Investigate opportunities to increase civic space and improve amenity including:

– a program of public domain improvements to be delivered through development contributions, planning agreements and/or bonus floorspace incentives for new development to create additional public spaces;

– encourage provision of commercial and enterprise space, plus cultural infrastructure in employment centres through planning agreements for new developments; and

– provide access to open space for workers.

Action 1.3.2: Require employment generating development to contribute to additional open space, cultural and recreational facilities for workers.

Action 1.3.3: Establish a program of increasing tree canopy along main streets in centres, identifying space for new plantings and selecting appropriate species.

Action 1.3.4: Expand public domain space in centres by repurposing existing road space.

Action 1.3.5: Work with Transport for NSW under its 'Movement and Place Framework' to designate certain classified roads running through centres as 'vibrant streets.'

Action 1.3.6: Review the Leichhardt and Balmain precinct parking strategies in consultation with Transport NSW to identify options for increased turnover of on-street car parking, improved vehicle circulation and alternative delivery arrangements for business premises without secondary vehicular access.

Action 1.3.7: Invest in streetscape improvements and active transport links at Orange Grove centre to encourage pedestrian traffic and provide space for events.

Action 1.3.8: Pursue a programme of pedestrian connectivity and public domain enhancements between Lewisham Station and Lewisham West including:

- working with Transport NSW to deliver a signalised crossing on Old Canterbury Road to increase the legibility of the route between the two centres and public transport nodes; and
- consider potential closure of Jubilee Lane and the end of Henry Street to provide usable public domain space in-between the two centres.

Strategy 1.4: Encourage the use of the public domain to support centre vibrancy

The recent formation of Inner West Council provides an opportunity to develop a robust and supportive system for managing spaces in the public domain. This should extend beyond facilitating use of the space to measuring, benchmarking and incentivising a diversity of activities.

Traditionally, use of the public domain is associated with static licences for recurring activities; however, there is an opportunity to enable spaces that are more dynamic and versatile to accommodate different uses at different times.

Hosting ongoing markets and free events encourages visits to a centre by families and customers that would otherwise not visit it. Providing spaces within the public domain that can accommodate cultural infrastructure supports Objective 9 and Strategy 9.1 of the Greater Sydney Region Plan. The Plan discusses multi-functional and shared spaces as cultural infrastructure and highlights how great places are made when artistic, cultural and creative works are visible, valued, distinctive and accessible.

Action 1.4.1: Engage with local businesses to understand their needs and whether there would be a take-up of expanded public domain spaces if provided.

Action 1.4.2: Monitor and review licensing of public space within centres across the Inner West to maximise use for outdoor dining, markets, street festivals and other community and cultural activity.

Action 1.4.3: Implement the draft Inner West Local Approvals Policy and supporting processes to support the use of public domain space.

Strategy 1.5: Maximise employment and public domain outcomes from the renewal of Council assets within centres

Council has recently prepared an Inner West Land and Property Strategy that provides strategic direction for the management, review and decision making around Council assets. Council owns a number of assets that can generate opportunities for increased utilisation for employment purposes. These assets also provide opportunities to establish larger public spaces, providing centres with usable cultural infrastructure.

Employment and public domain benefits delivered by renewal of Council assets are rare opportunities, but in some instances crucial for the long term performance of centres. There are examples in local government areas across Sydney (e.g. Woollahra, North Sydney and Mosman) where Council assets have been redeveloped to provide public benefits that support the role and function of centres.

Action 1.5.1: Consider the actions contained within this strategy when implementing the actions of the Inner West Land and Property Strategy including:

– reviewing existing Council assets and whether they can be repurposed to facilitate or support employment uses and the amenity of centres;
– delivery of employment floor space for uses identified as growth industries;
– support for the circular economy;
– delivery of affordable co-working space; and
– space for creative industries.

Action 1.5.2: Assess the feasibility of development options for Council owned land that would yield public domain improvements with the costs of development offset to a private developer or undertaken in partnership with a private developer.

Action 1.5.3: At-grade car parks should generally be zoned to align with the zoning of the relevant centre. This will ensure appropriate zoning applies to the sites to enable employment and community-oriented uses which will support the role and function of our centres.

Strategy 1.6: Diversify business activity

Centres across the Inner West are commonly associated with its café culture, small bars, pubs and its eclectic range of shops. Local workers visiting the centre are imperative to the vitality of the centre during the daytime, whereas residents can increase activation after hours. Supporting the growth of businesses such as offices, medical, professional services, creatives and artisan producers will make centres stronger, livelier and more resilient.

Supporting home businesses/home industries within and adjacent to centres can create a reliable catchment of customers for local businesses. Developing attractive new office floor space, with incorporation of co-working space and networking spaces can assist in making a centre more appealing for businesses to locate in. The establishment of these spaces will help centres across the Inner West stand out within the metropolitan office market.

The planning framework needs to maximise the range of permitted employment uses in centres and act proactively to support the establishment of these businesses. These uses include ‘light industry’ and ‘local distribution premises.’

Action 1.6.1: Support the role of smaller centres (such as Croydon, Lewisham station and Stanmore) as clusters for office and other specialist services by tailoring planning and public domain considerations.

Action 1.6.2: Permit 'Light industry' group term in all business and industrial zones.

Action 1.6.3: Permit local distribution premises in B2 Local centre zone and consider local provisions that limit impacts on character and amenity of centres (refer to Section 8.2 of Study).

Action 1.6.4: Boost activity in centres by encouraging home business and home industry in the surrounding residential zones.

Action 1.6.5: Revise planning controls to support the establishment of co-working spaces in centres.

Action 1.6.6: Encourage the provision of space for co-working and other evolving office workplace trends as part of redevelopments of major privately owned and Council owned assets in centres.

Action 1.6.7: Undertake further research to identify large employers in the Inner West located outside business/ industrial zones so that their role can be accounted for as part of the future planning of centres and employment precincts.

Strategy 1.7: Establish a targeted planning response to support employment growth in key centres

The actions below are designed to strengthen employment outcomes in key centres through targeted review of planning controls and zoning. The actions are supported by analysis undertaken in the Study underpinning this Strategy, as well as complementing actions within the Inner West Local Housing Strategy.

The context behind the actions below are detailed extensively within the Employment and Retail Lands Study. Actions range from expanding permitted employment uses by consolidating zoning, addressing site specific constraints at key locations, updating controls to support employment in emerging centres and ensuring any planned future housing growth in a centre is supported by strong employment outcomes. Delivery of these actions reduces the risk of lost opportunities regarding delivery of new employment floor space in areas undergoing change.

Evolving and emerging centres addressed in the below actions include Ashfield, Dulwich Hill Station, Dulwich Hill centre, Addison Road, Rozelle West, Norton Street North, Petersham, Lewisham West and Lewisham Station.

Action 1.7.1: Support the evolving centres at Dulwich Hill through the delivery of a centres and Corridor Study (Section 8.1.14 of the Study) which will consider:

- the economic impact of the potential expansion of Dulwich Hill Station centre on the broader trade catchment;
- strategic role of Dulwich Hill centre and Dulwich Hill Station together with the delivery of Sydney Metro;
- growing office and retail floor space at Dulwich Hill Station and Dulwich Hill centre; and
- improving urban design and employment outcomes along Canterbury/New Canterbury Roads (refer to Action 3.1.1).

Action 1.7.2: Investigate the opportunity to expand or intensify Ashfield centre with a focus on new office and retail space, public domain improvements, cultural infrastructure, creative spaces, co-working spaces, entertainment facilities, pedestrian links and new public open space.

Action 1.7.3: Prepare a place-based study to review planning controls for the overall Leichhardt Precinct in the context of studies undertaken (Parramatta Road Corridor Urban Transformation Strategy and Former Leichhardt Urban Design and Heritage studies, 2016) with the aim of delivering positive urban design outcomes for the centre. Undertake a feasibility study that determines the tipping point that makes a mixed-use development viable (refer to Section 9.3.3 of the study).

Action 1.7.4: Review business zones that apply along Addison Road, with the aim of harmonising the range of permissible employment uses that can operate within the centre.

Action 1.7.5: Consider zoning properties around the intersection of Margaret and Terry Street, Rozelle as B1 – Neighbourhood centre zone.

Action 1.7.6: Review planning controls, including zoning along Norton Street north of Allen Street to enable evolution of the area into an office/professional services, mixed use precinct with improved development and urban design outcomes.

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Action 1.7.7: Address key employment and public domain considerations for Petersham centre (refer to Section 9.2.11 in the Study) as part of a future place-based analysis of the Petersham Station Precinct/Crystal Street Precinct as recommended by the Inner West Local Housing Strategy.

Action 1.7.8: Support the employment role of the emerging Lewisham West centre by:

- reviewing planning controls for properties along Edward Street currently zoned B4 - Mixed Use to deliver appropriate employment outcomes;
- rezoning the Mungo Scott building to B5 – Business Development;
- rationalising the zoning of the properties to the east of the light rail; and
- rationalising the zoning of the properties that form part of the completed Flour Mill development.

Action 1.7.9: Undertake a review of the Lewisham Station centre addressing:

- LEP and DCP controls; and
- reviewing business zoning that apply to residential dwellings.

Action 1.7.10: Rezone Orange Grove and Catherine Street centres from B2 - Local centre to B1 - Neighbourhood Centre

Strategy 1.8: Support a vibrant night-time economy

The night time economy is generally considered any business use operating outside of the typical nine to five business hours. The Inner West has a patchwork of areas with thriving and emerging night time economies, the most significant of those being the Newtown and Enmore precinct. This is a vibrant hub of activity with a range of uses and trading hours and businesses feeding off the services provided by other businesses to create a multiplier of economic activity. There are also a number of emerging night time economies, including Marrickville, Summer Hill and Dulwich Hill.

Planning initiatives should maintain a balance between the amenity of sensitive residential land uses with nearby night-time uses. Night time uses also suffer from a high level of burdensome regulation including noise restrictions, liquor licensing and building codes. Identifying low-risk opportunities to reduce the regulatory burden is key to invigorating this industry.

The actions identified in this section will require a high level of consultation with industry and the community to strike the right balance between residential and commercial interests. Implementing these actions will have a major benefit to the cultural and creative industries sector throughout the Inner West and New South Wales.

Action 1.8.1: Embed the agent of change principle into Inner West planning regulations to protect live music venues and late night precincts as well as employment and industrial areas. Note this principle states that a person or business (the agent) introducing a new land use is responsible for managing the impact of that change.

Action 1.8.2: Identify areas with existing and expected higher noise levels, including both industrial and entertainment noise. Implement a means of managing the expectations of noise amongst existing and future residents in and around these areas.

Action 1.8.3: Investigate exempt development approval pathways for night time trading by certain commercial uses.

Action 1.8.4: Investigate exempt and/ or complying development approval pathways for small scale, low impact cultural use and production venues.

Action 1.8.5: Develop comprehensive late night trading management DCP controls for the Inner West. They should deliver clear direction on expectations for land use within the night time economy for both assessment officers and the community.

Action 1.8.6: Work with the City of Sydney to develop a joint strategy for land use planning and night time economy on King Street, Newtown.

Action 1.8.7: Advocate for reforms to the National Construction Code to reduce regulatory requirements for smaller scale cultural venues and production spaces.

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Inner West Council

2

Industrial and urban services lands are protected and managed

Strategy 2.1: Build on the existing and evolving roles and functions of employment precincts to strengthen the local economy

Industrial and urban services land play an important role in providing goods and services to meet the local communities' needs. The size and scale of employment precincts vary, depending on the types of services they provide and the catchment they serve.

Figure 6 illustrates existing and evolving roles and functions of employment precincts.

The Inner West holds an advantageous presence of clusters in sectors such as creative industries, small-scale manufacturing and food production. Given their importance, it is crucial that future planning decisions acknowledge, recognise and support these clusters.

Action 2.1.1: Support existing and evolving employment clusters in future planning decisions.

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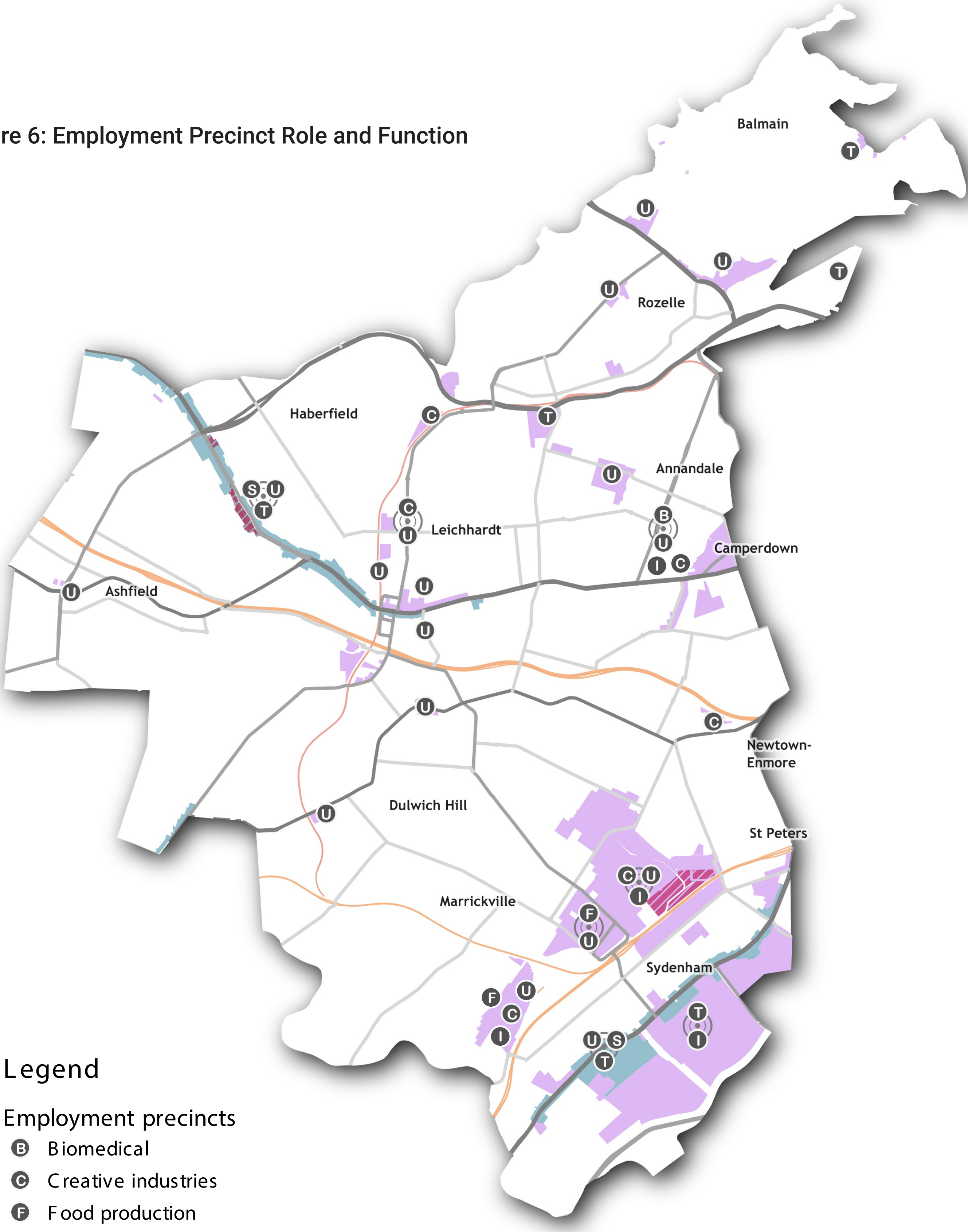
Figure 6: Employment Precinct Role and Function



Legend

Employment precincts

- B Biomedical
- C Creative industries
- F Food production
- I Industrial
- S Specialised retail
- T Transport and logistics
- U Urban services

Land

- Employment land
- Enterprise corridor
- Lost to infrastructure projects

Source: HillPDA

Strategy 2.2: Protect employment lands from being eroded by conflicting and incompatible uses

The Eastern City District Plan and the demand and capacity assessment underpinning this strategy (refer to Chapter 7 of the Study) show that Council must retain, manage and where possible increase the industrial land and floorspace supply in the LGA.

There has been a loss of industrial and urban services land within the Inner West LGA in the past few decades. This is part of a wider trend occurring across Inner Sydney with industrial and urban services land being lost to commercial and residential development as well as major infrastructure projects. This is likely to continue as a result of planning proposals currently at various stages in the approvals process. Furthermore, the Study identified a further 96,000 sqm (approx.) of industrial and urban services activity occurring on residential zoned land (Section 9.4.2 of Study), which is expected to be lost to residential uses through redevelopment in the future.

The projected demand for industrial and urban floor space further compounds the supply constraints. The supply of floorspace in employment precincts is currently 1.77 million sqm with a projected demand of around 1.99 million sqm by 2036. This indicates a potential additional demand for 217,000 sqm to respond to population growth.

Overall, the projections demonstrate that under the 60 per cent capacity scenario (most likely scenario) there would be a shortfall in capacity in the Inner West LGA of around 432,540sqm by 2036. These actions seek to provide stability and confidence with regard to future expectations of activity occurring in Inner West LGA's industrial and urban services lands. The approval of rezoning and redevelopment of industrial and urban services land for incompatible uses can create instability for businesses as a result of business displacement, reduced floor space supply, and speculative behaviour by property owners who expect a future rezoning decision.

Businesses on short lease terms or in locations close to land being rezoned have less confidence to invest or expand, due to the potential for displacement in the future.

Action 2.2.1: The employment precinct demand and capacity assessment is outlined in Chapter 7 of the Study. In the context of this assessment adopt the following clear policy position:

- retain all industrial land for industrial purposes across the LGA;
- use the outcomes of the Employment and Retail Lands Strategy (and supporting Study) to demonstrate that retention of industrial land within the Parramatta Road Corridor will deliver better outcomes than those recommended in the Parramatta Road Corridor Urban Transformation Strategy (November 2016) and Parramatta Road Corridor Implementation Plan 2016-2023 (November 2016) having regard to the vision and objectives;

– Prohibit residential development in industrial, B5 Business Development and B6 Enterprise Corridor zones;

– Prohibit uses in industrial zones that could result in significant increases in land value or otherwise result in the loss of industrial uses, or the prevention of new industrial start ups; and

– Provide for industrial uses to be established in other zones.

Action 2.2.2: Prohibit tourist and visitor accommodation in industrial and B5 - Business Development zone.

Action 2.2.3: Prohibit all tourist and visitor accommodation, (apart from hotel or motel accommodation) in the B6 - Enterprise Corridor zone.

Action 2.2.4: Realign objectives in the B6 - Enterprise Corridor zone to focus on employment uses and not accommodation.

Action 2.2.5: Prohibit specialised retail premises in the B7 – Business Park and industrial zones.

Strategy 2.3: Retain a diversity of industrial land, urban services land and employment generating uses.

Protecting the diversity of spaces (land sizes and premises size) available for employment uses in industrial and business zones ensures that we can support a range of employment generating uses.

Industrial and urban services lands contain spaces ranging from small warehouse-lofts in strata developments, to warehouse buildings with high ceiling clearances to substantial landholdings of greater than 5,000sqm which can support warehousing, manufacturing, production and freight functions.

This diversity caters to Inner West's advantageous mix of industries, business uses and clusters in sectors such as creative industries, small-scale manufacturing and food production. Proximity to Port Botany and Sydney Airport means that strategically critical freight and logistics activities also operate on large landholdings on the south-eastern edge of the LGA.

Some industrial uses such as bus depots, concrete batching and construction material suppliers require significant open at grade land area as well as building floor space. It is also unlikely that 100% of the potential FSR and building height capacity of any site would be fully developed due to other planning controls for parking, access and setbacks.

Land values and rents can influence the use of land, with larger landholdings more susceptible to fragmentation through redevelopment. This results in the loss of certain types of spaces. It is highly unlikely that once a large landholding is redeveloped it can be converted back to its original function. Fragmentation reduces the diversity of parcels available to the market and the long-term ability to adapt to changing requirements.

The Inner West LGA should have a suite of business zones (B4 – Mixed Use, B5 – Business Development, B6 – Enterprise Corridor and B7 – Business Park zones) which have a central role in providing space for employment activity in denser typologies compared to the building formats required by uses in the industrial zones. Ensuring these zones are operating optimally will reduce the pressure for fragmentation of industrial zones.

Action 2.3.1: Establish a minimum subdivision lot size of 10,000sqm (including restricting strata subdivision) in IN1 General Industrial zone to reduce further fragmentation. This zone currently has a good diversity of lot sizes that provide opportunities for various sizes of businesses. Protecting the larger lots from further fragmentation, secures a pipeline of diverse land parcels to cater to changing industry needs.

Action 2.3.2: Implement a Council monitoring system for the ongoing review and effective management of its industrial land supply.

Action 2.3.3: Undertake a review of the out-of-centre business zones (B4- Mixed Use B5 – Business Development, B6 – Enterprise Corridor and B7 – Business Park zones) with the objective of establishing distinct employment roles for each zone.

Action 2.3.4: Rezone the Mort Bay IN2 - Light industrial zones to IN4 - Working Waterfront. This would require the addition of the IN4 - Working waterfront zone to the LEP.

Action 2.3.5: Rezone the Waterview Wharf Workshop precinct from B2 – Local Centre to B5 – Business Development.

Strategy 2.4: Floor space is flexible and adaptable

A uniform floor space ratio control, usually around 1:1, applies across most employment lands. This limits the capacity of lands to adapt to changing industry needs and trends.

The floor space capacity assessment identified key locations where the existing built form already exceeds the allowable FSR under the relevant LEP. This was noted particularly in Camperdown. Careful review of development standards is required to support employment growth in employment precincts whilst minimising unintended consequences with regard to land value impacts and pressure for fragmentation.

Action 2.4.1: Review development standards for land zoned IN1 - General Industrial and IN2 - Light Industrial and consider the potential for increases in or removal of height and/or floor space standards where feasibility studies demonstrate that this is required for redevelopment for industrial purposes.

Strategy 2.5: Maximise employment outcomes when negotiating outcomes from urban renewal/infrastructure projects

Several State transport infrastructure projects are currently under construction across the Inner West LGA. These will enhance the accessibility of some employment precincts. Shifts in traffic volumes and behaviours will also affect key road corridors. There are also possible employment use opportunities resulting from disposal of residual lands post-construction.

It is essential that employment lands close to major infrastructure are safeguarded from pressures to rezone for residential as these lands will be crucial in servicing future populations. There are also benefits from enhanced vehicular access to key road corridors. Employment lands that have been temporarily used for construction of infrastructure projects must be reinstated for employment use as much as possible to minimise loss of employment land.

Action 2.5.1: Work with the State Government to enhance the delivery of employment generating land uses at the Bays Precinct by:

- encouraging the ongoing and long term operation of the port to cater to growing freight demand; and
- lobbying the State Government to adopt the 'agent of change principle' for land at the port in relation to surrounding new residential development.

Action 2.5.2: Lobby for the retention of the White Bay Industrial precinct as industrial land and work with the State Government to establish multi-stakeholder engagement for the Bays Precinct renewal project.

Action 2.5.3: Work with State Government to rectify the loss of employment land to State infrastructure projects. Where that loss is permanent replacement employment land should be identified and secured by the State for use as employment lands.

Action 2.5.4: Work with Sydney Airport to support its vision for freight and logistics facilities within the Northern Lands Sector.

Action 2.5.5: Work with State Government to secure for Council the first right to residual land after infrastructure projects are complete.

Action 2.5.6: Explore opportunities to restore Sydney Metro post construction residual sites to employment uses.

Strategy 2.6: Manage the growth of artisan food and drink industries

The trend of introducing food and drink manufacturing combined with retail/on-site consumption to industrial and non-mixed use business zones has the potential to cause a shift in the character of employment areas as detailed in the Greater Sydney Commission paper “A Metropolis that Works”.

Permitting cafes and restaurants, such as those permitted by the land use term Artisan food and drink industry, may recast expectations for industrial and urban services areas. In the longer term this could result in these areas becoming unviable for traditional urban services.

Action 1.6.2 of this Strategy encourages artisan food and drink industries to operate in other business zones, particularly in centres, to reduce pressure on industrial zones. This will be supported with actions, detailed below which minimise the impact of these uses within employment zones.

Action 2.6.1: Include the following standard maximum land use sizes in the LEP for artisan food and drink industry in the B5 – Business Development, B6 – Enterprise Corridor, B7 – Business Park and Industrial zones:

- retail sales area at 100 sqm or 20% of GFA, whichever is the lesser;
- restaurant area at 150 sqm; and
- despite the above, combined restaurant and retail sales areas must not be more than 200 sqm or 20% of GFA, whichever is the lesser.

Action 2.6.2: Explore implementation provisions in the DCP (as discussed in the Study) to manage and support artisan food and drink industries across all business and industrial zones.

Photo credit:
Inner West Council

3

Space for business are suitable and available

Strategy 3.1: Key corridors are prioritised for urban services and industry clusters

Employment corridors of the Inner West include Parramatta Road, Canterbury Road, Princes Highway and Victoria Road. They support essential urban services, specialised retail premises and notable clusters of business activity. Built environment typologies range from traditional enterprise corridors at Tempe, Croydon and Rozelle to corridors of a fine grain character supporting a diversity of retail and business services at Annandale and Leichhardt. They complement rather than compete with centres and provide alternative premises for uses that would otherwise compete for space with industries in industrial zones.

The varied typologies and contexts need a targeted planning response to prioritise employment. In some instances, it means that residential uses should not be permitted. In other contexts employment floor space is in mixed-use developments that support a large range of employment uses, not just office and retail. This is addressed further in Strategy 3.2.

Some locations (e.g. Princes Highway Tempe and Victoria Road Rozelle) need reliable vehicular access to their premises from the main road. This is a major challenge in the constrained environment of the Inner West that should be addressed in collaboration with key State Government stakeholders.

Action 3.1.1: Improve urban design and employment outcomes along Canterbury/New Canterbury Roads through the delivery of the Dulwich Hill Centres and Corridor Study.

Action 3.1.2: Establish part of Victoria Road, Rozelle (identified within the Rozelle Centre Precinct Profile in the Study) as B6 - Enterprise Corridor to create additional employment opportunities close to the Bays Precinct which is proposed for significant growth.

Action 3.1.3: Work with Transport for NSW under the 'Movement and Place Framework' to deliver the land use planning vision for employment lands located along Classified Roads.

Action 3.1.4: Advocate for changes to the Infrastructure SEPP to allow easier direct vehicular access to businesses in enterprise corridors.

Action 3.1.5: Explore options with TfNSW to improve pedestrian and business amenity along Parramatta Road east of Taverners Hill Light Rail stop, including reducing the speed limit and traffic calming.

Action 3.1.6: Undertake detailed precinct planning for Kings Bay and Taverners Hill to improve urban design outcomes and resolve site-specific/ feasibility constraints to support redevelopment for employment uses. Refer to Section 9.3.1.3 and 9.3.2.3 of the Study for detail.

Action 3.1.7: Develop an innovative, planning response for the Leichhardt and Camperdown Frame areas to support renewal of employment floor space and achieve positive urban design outcomes. Refer to Section 9.3.3.3 and 9.3.4.3 of the Study for detail. Carefully consider the impact of redevelopment on floor space affordability for businesses, especially in the creative and wedding services sectors.

Photo credit:
Inner West Council

Strategy 3.2: Strengthen employment role in mixed use development

As discussed in Strategy 2.3, the employment roles performed by the B4 – Mixed Use, B5 – Business Development, B6 – Enterprise Corridor and B7 – Business Park zones and their current planning controls should be reviewed with the intention of reducing pressure on industrial lands.

The actions below expand on how controls for mixed-use development in these business zones can be designed to maximise the delivery of usable, flexible employment space. These actions are in turn reinforced by Strategy 3.1, for those key corridors that serve an employment role in the Inner West. The actions below will help plan mixed-use development in these corridors in places like the periphery of Ashfield Town Centre and sections of Parramatta, Canterbury and New Canterbury Roads determined by place based urban design studies as discussed in Actions 1.7.1, 3.1.1, 1.7.3, and 1.7.7.

These actions are focussed on mixed-use zones outside centres, but elements of the resulting urban design guidelines and controls could also be appropriate for some mixed use developments in centres. Completing the actions below will diversify and increase employment in these out of centre business zones, which in turn will expand the potential customer base of nearby centres.

Action 3.2.1: Develop planning controls to facilitate viable businesses within mixed use development based on the following design parameters:

- structural layout providing flexible open plans (to allow spaces to be partitioned as required);
- space needs including minimum floor to floor heights and minimum ceiling heights;
- site facilities (loading docks, service corridors and lifts, storage rooms, waste collection and removal, mechanical ducting for ventilation, horizontal and vertical shafts and substations);
- separation requirements to ensure acoustic amenity for upstairs apartments; and
- ensuring a compatible architectural fit within the building’s surroundings.

Action 3.2.2: Explore planning provisions that allow for and encourage flexible floorplates and innovative creative spaces such as co-sharing regardless of a particular use category.

Action 3.2.3: Identify specific areas to implement initiatives referred to in Strategy 3.2 to deliver usable ground floor employment floor space.

Action 3.2.4: Consider opportunities for mixed residential-office development and live-work developments in appropriate locations on the periphery of centres, strictly outside industrial and urban services lands.

Strategy 3.3: Support the transition of Camperdown into a health, education and innovation precinct including a biomedical and biotechnology hub

The Camperdown industrial precinct is part of the Camperdown-Ultimo Collaboration Area identified by the Greater Sydney Commission. The close proximity of the precinct to the CBD, Sydney University and Royal Prince Alfred Hospital creates an opportunity to expand the research and knowledge based activities in the precinct.

The Greater Sydney Commission Camperdown Ultimo Collaboration Area Place Strategy Priority 8 is to "Support the role and function of employment lands". Actions under Priority 8 include safeguarding business zoned land from conversion to residential development, establishing a biotechnology hub and delivery of affordable space for innovation for tech start-ups, innovation, creative industries, cultural use and community uses.

Implementation of the priorities above will support the transition of Camperdown precinct into the health, education and biotech hub and research area recommended by Parramatta Road Corridor Urban Transformation Strategy and the measures recommended below will reinforce this policy objective.

A structure plan for Camperdown Precinct should be prepared to implement the productivity priorities of the Camperdown Ultimo Collaboration Area Place Strategy by protecting all employment zoned land in the Camperdown Precinct from unrelated residential or commercial land uses until the following actions are completed.

Action 3.3.1: Develop a structure plan for Camperdown Precinct to implement the productivity priorities of the Camperdown Ultimo Collaboration Area Place Strategy. (refer to Section 9.3.4 of Study).

Action 3.3.2: Continue working with the NSW Government and GSC to develop the area as a 'Health and Education Precinct.'

Action 3.3.3: Work with the Camperdown Ultimo Collaboration Area Alliance to ensure productivity and industry cluster growth outcomes are prioritised in the Camperdown Precinct.

Action 3.3.4: Work with NSW government and the Camperdown Ultimo Collaboration Area Alliance to redevelop the WestConnex construction site at Camperdown as a biotechnology hub.

Action 3.3.5: Implement prospective outcomes of the 2020 Camperdown Innovation Precinct Land Use and Strategic Employment Study and the associated Camperdown Structure Plan.

Action 3.3.6: Develop planning controls and policies to support the establishment of affordable spaces for medical innovation and research, health services and other ancillary uses in the Camperdown precinct.

Action 3.3.7: Develop a pilot project that introduces a minimum percentage requirement for affordable space in new developments through LEP/DCP provisions for tech start- ups, innovation, creative industries, cultural uses, community uses and artists.

Action 3.3.8: Address the need of additional employment floorspace in the Camperdown Precinct through the Camperdown Land Use and Strategic Employment Study and the Camperdown Structure Plan.

Photo credit:
Inner West Council

Strategy 3.4: Support innovation, culture and creative industries

Creative and cultural industries are a key component of the Inner West's identity and economy. By their very nature they are hard to define, however two main components of the sector are cultural production (e.g. noisy, messy activity) and creative services (e.g. office desk based activity).

Cultural production in the Inner West LGA is of regional importance. It often needs affordable, flexible spaces, with loading zones and higher ceiling clearances that can be used for lengthy operational hours. This makes this type of business vulnerable as suitable employment floor space is in short supply.

Unlike cultural production, creative services are largely technology and desk based and can easily be accommodated outside industrial zones. These activities should be encouraged within the centres and peripheries of centres as much as possible to relieve pressure on industrial zones.

The encroachment of residential and other higher order uses onto industrial land is having a direct effect on the supply of land and space available for creative industries. An important finding of Western Sydney University research indicated that there is a "...mismatch between the spatial needs of messier and noisier forms of cultural and creative production, and the so-called 'creative spaces' offered within existing and new, mixed use developments — often as shopfronts." (Pollio, A et. al. 2018).

Ultimately, supporting creative industries will need targeted initiatives by Local and State government, including the actions in this Strategy (particularly Strategy 3.1 and 3.2) to maximise availability of suitable floor space for employment activity and carefully address the range of permitted uses in each zone, so that each type of activity is supported.

The third component of this sector is cultural presentation which relates to performance, exhibition and presentation. This sector relies upon the existence of cultural infrastructure, i.e. space for this activity to occur. Strengthening the night-time economy (Strategy 1.8) and developing quality public domain space with this sector in mind (Strategy 1.3, 1.4 and 1.5) will strengthen opportunities for cultural presentation in the Inner West.

Action 3.4.1: Amend clauses in LEP to limit creative industries in IN1 - General Industrial and IN2 - Light Industrial zones to industries that ‘produce’ an item.

Action 3.4.2: Introduce DCP provisions to provide a clear definition and policy position on what is considered a creative industry.

Action 3.4.3: Investigate mechanisms that will ensure redevelopment of properties used for creative and innovative industries retain a similar amount of affordable appropriately configured space for such uses.

Action 3.4.4: Consult with creative space providers to ensure that spaces provided through planning innovations are affordable, diverse and have appropriate built form.

Action 3.4.5: Advocate with the State Government, primarily Create NSW, to support the creative industry sector on State owned land by:

– Encouraging ‘educational facilities’ that support the creative industry sector within the Inner West (e.g. Writing NSW) to locate at Callan Park;
– Protecting the SP1 - Special Activities zone to retain specialist film and arts uses;
– Reviewing the requirement for approval for live performance and arts events;
– Agreeing to long term leases at affordable rents for suitable State government owned property, including the consideration of rent controls to protect the long term operations of creative businesses;
– Collaborating with the existing businesses in the Canal Road precinct to investigate the possibility of a wider range of live audience performances; and
– Working with the Canal Road Film Centre to boost the marketing, branding and investment in the area as a specialist film service precinct.

Action 3.4.6: Consider retention of existing IN2 zoning or rezoning to B5 Business Development along east side of Bridge Road, Stanmore and the expansion of permitted uses to reflect the success of Bridge Studios and support growth of businesses of a similar nature (refer to Section 9.3.4.3 of Study).

Strategy 3.5: Establish locations for evolving retail concepts

The zoning framework of the Inner West needs to be flexible to support the changing retail environment. Locations for specialised retail premises and evolving distribution models are limited within the Inner West LGA.

Actions to expand permissibility of key uses in out of centre business zones can help to reduce pressure to rezone industrial land for retail uses. It is also essential, that the uses do not compete with existing centres in the LGA.

Action 3.5.1: Permit specialised retail premises in B6 Enterprise Corridor zones and consider developing performance measures.

Action 3.5.2: Permit ‘local distribution premises’ in all out-of-centre business zones.

4 The planning framework is clear

Strategy 4.1: Provide certainty and clarity to businesses

Land use audits undertaken as part of the development of this Strategy identified a number of sites that are not appropriately zoned. Ensuring that land is appropriately zoned will strengthen the centres hierarchy, maximise employment opportunities and more accurately define the true availability of employment land in the LGA.

There is a need for Council to liaise with key stakeholders to ensure there is coordination between their strategic objectives and the strategic objectives of this Strategy.

Action 4.1.1: Protect the long term operational role of Sydney Airport from inappropriate development by giving effect to the National Airports Safeguarding Framework.

Action 4.1.2: Discuss the implications of the Site Compatibility Certificate process for industrial land in Inner West LGA with Department of Planning, Industry and Environment and advocate for a review of this process.

Action 4.1.3: Investigate the rezoning of key sites from B2 – Local centre to an employment zone that better aligns with their role:

- 77-79 Lilyfield Road, Lilyfield;
- 60-62 Justin Street, Lilyfield;
- 55 Lilyfield Road and 30 Gordon Street, Rozelle; and
- 47-51 Lilyfield Road, Lilyfield.

Action 4.1.4: Investigate rezoning IN2 – Light Industrial land at Duke Street, Balmain East:

- Consider the long-term feasibility of industrial uses where residential development has already occurred; and
- Develop options for providing pedestrian access to the waterfront.

Action 4.1.5: Rezone the land comprising the extension of Marrickville Metro from IN1 - General Industrial to B2 - Local centre. Consider the merits of a site specific clause for the shopping centre such as having a minimum commercial floor space ratio requirement, reflecting its core function as an employment centre.

Action 4.1.6: Rezone 237 Marion Street from IN2 - Light Industrial to R1 - General Residential to reflect its approval and use as an aged care facility.

Action 4.1.7: Extend the provision for 'use of purpose-built buildings for non-residential uses' across the Inner West LGA in a future LEP. The clause should also be expanded to allow for light industrial uses within purpose-built buildings.

Action 4.1.8: Harmonise retail floor space limits under the consolidated Inner West LEP as follows:

– 100sqm for 'neighbourhood shop';
– 100sqm or 20 % of gross floor area (whichever is the lesser) for 'industrial retail outlet'; and
– 30sqm for 'kiosk'.

Strategy 4.2: Manage land use conflicts between employment and residential uses

Land use conflicts can arise when sensitive uses are allowed in close proximity to intrusive uses i.e. residential uses near industrial. A clear planning framework is necessary to limit land use conflicts, prevent amenity impacts and meet business's operational needs.

Action 4.2.1: Uses that are sensitive to impacts generated from noise, odour, dust, vibration, heavy vehicle traffic and/or 24 hours operation should not be permissible in industrial zones.

Action 4.2.2: Zones that do not permit residential uses should be maintained as buffers for IN1 General Industrial zones to limit future amenity impacts.

Action 4.2.3: Remove dwelling house permissibility within industrial zones.

Action 4.2.4: Investigate incorporating an additional local provision that would require that new developments must demonstrate their compatibility with nearby industrial uses (see agent of change principle – Section 8.1.5 of Study).

Preparation and review

The pre-exhibition Study and Strategy were prepared by HillPDA and publicly exhibited alongside the Inner West Local Strategic Planning Statement in late 2019, providing further guidance to ensure the vision, principles and strategies are in line with community values and expectations. Post-exhibition amendments and further analysis was undertaken by Council with some HillPDA input. The final draft documents were subsequently reviewed and broadly endorsed by SGS Economics & Planning. SGS made several recommendations to finalise and inform the ongoing monitoring and review of the Strategy and Study.

Due to the current economic downturn and COVID 19, there are likely to be ramifications for office and retail floor space demand projections in terms of location, typology and quantity. A shift to online shopping and the current need to work-from-home may also have implications for what type of space is required in the future. While industrial floor space projections are also likely to change, given the metropolitan supply context, retention of industrial lands within the Inner West LGA will remain strategically important. Indeed, the growth of local business and industrial capacity may become more important in a post COVID environment.

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