Willoughby Industrial Lands
Position Statement
For Discussion

2017

City Of Diversity
Acknowledgement of Country

On behalf of Willoughby City Council, I wish to acknowledge the traditional inhabitants of the land on which we stand, the Aboriginal People, their spirits and ancestors.

We acknowledge the vital contribution that indigenous people and cultures have made and still make to the nation that we share, Australia.
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1 INTRODUCTION

The industrial zoned lands of Willoughby are critical for the future sustainability of the local government area, being a key component of a wider category of job-generating land uses in the LGA, including all business zoned lands.

1.1 Purpose of the Position Statement

This Position Statement is designed to provide a suggested approach and range of planning options for the industrial lands that are responsive to the broader objectives of the NSW government as outlined in A Plan for Growing Sydney and carried forward into the North District Plan. The North District Plan reflects the vision outlined in the Willoughby Industrial Lands Position Statement.

1.2 Employment diversity

Our Industrial lands play an important role in providing and sustaining a diversity of employment opportunities within the Local Government Area and the North District. For example, they provide a location for businesses which generate heavy commercial vehicle use, usually require cheaper rents, larger floor plates and operate across unsociable working hours making them unsuitable in commercial centres.

The existence of a diversity of employment opportunities is a critical component of the economic strength and overall resilience of both the Willoughby Local Government Area and the broader Sydney region. The industrial areas also provide land for important urban services for businesses to support the needs of the growing population of the region.

1.3 Important role for the urban services in the future

Maintaining the economic viability and supply of land available for employment and urban services uses both now and into the future is an important challenge particularly given its scarce supply and on-going pressure from alternative uses.

This Industrial Lands Position Statement examines the background issues relevant to each of the three Willoughby industrial areas:

- Artarmon,
- East Chatswood,
- Epping Rd, Lane Cove (small element of larger Lane Cove Industrial Area which lies within Lane Cove council area).

This includes their current land use and employment characteristics, their strategic context, relevant state policies, previous studies and current planning controls and current performance.

It also considers the opportunities and constraints affecting each precinct, and identifies gaps requiring further analysis.
Three key principles underpin the draft Position Statement on Willoughby’s industrial lands, as follows:

- To ensure a sufficient supply of industrial zoned lands for economic growth in WCC and the wider North District over the next 20 years;
- To recognise the importance of these lands to fulfil the city’s urban service needs, such as concrete batching plants, waste recycling, builders yards, and vehicle repair;
- To recognise the value of these lands in generating local, diverse and skilled jobs for Willoughby.
2 STRATEGIC FRAMEWORK

The Position Statement has been prepared in the context of a range of State and local policy documents.

2.1 A Plan for Growing Sydney

A Plan for Growing Sydney is the NSW Government’s metropolitan strategy. It establishes key objectives and actions to oversee the development of Sydney over the next 20 years, guided by key goals.

Goal 1 is centred on developing an internationally competitive economy through the expansion of what was referred to as the Global Economic Corridor and strategic centres.

The industrial areas located in the Willoughby sit within that global economic corridor, with a priority being to protect strategically important industrial zoned land.

A clear direction of A Plan for Growing Sydney is that Sydney’s economic centres must be expanded to enable the city to compete internationally and strengthen economic growth by creating new opportunities for business to invest.

2.2 The Draft North District Plan

The draft North District Plan issued by the Greater Sydney Commission on 21 November 2016, defines objectives and sets goals for economic growth in Willoughby City Council area. A key priority of the North District Plan is to drive the North District’s productive economy. Productivity Priority 1 states:

*Protect and support employment and urban services land.*

It requires relevant planning authorities to take a “precautionary” approach when considering any proposal to rezone or allow additional uses to employment and urban services land. This includes industrial land.

This Position Statement recognises the importance of retaining scarce industrial land for employment and urban services and aligns with the objectives and actions of Productivity Priority 1.

2.3 Section 117 Direction

The objectives of S117 Ministerial Direction for Business and Industrial zones are to:

- encourage employment growth in suitable locations
- protect employment land in business and industrial zones, and
- support the viability of identified strategic centres.

Any proposed rezoning of industrial land to a different land use has to be considered against the objectives of the Section 117 Direction-Business and Industrial zones.

2.4 Willoughby City Strategy 2013-2029

The Willoughby City Strategy identifies the key directions to guide the Council’s vision.

Economic Activity is one of the key strategic directions and one of its sub themes is Sustainable Business Activity. The goals include:

- To maintain and promote the City’s employment opportunities and the range and quality of businesses, industry and services.
- Provide policies to limit commercial and retail activity in industrial areas and ensure long term availability of sites for alternative industrial uses.
This Position Statement is closely informed by the recommendations and outcomes of the Industrial Precinct Review which was undertaken by Hill PDA on behalf of the Department of Planning and the Willoughby Economic Development Study undertaken for Council by SGS Economics and Planning. (SGS)

3.1 The SGS Economic Development Study (2016)

The Economic Development Study (2016) reviewed the role and economic contribution of the employment centres of Willoughby, both locally and regionally. It highlighted the factors affecting their future growth and sustainability.

The SGS study provides an appraisal of the current situation of the commercial centres and industrial areas in terms of their economic and land use profile, and policy framework and broad economic trends and drivers.

It makes recommendations for the role of the industrial areas into the future and concludes that they are vital and important components to the economy and resilience of the Willoughby LGA. It reinforces their contribution to the growth and sustainability of the North District and Metropolitan Sydney.

SGS found that the Artarmon Industrial Area is highly successful, has limited capacity for growth and needs to be protected for employment. East Chatswood industrial area has capacity for growth but needs careful planning as it evolves.

3.2 Industrial Precinct Review (Hill PDA) 2015

This earlier Hill PDA report is an evidence base study prepared as background to the draft District Plans for the Greater Sydney Commission. It draws on extensive data and trends, provides facts and figures about each of the districts (including the North) and provides analysis of the drivers and barriers to economic and employment growth.

Hill PDA have categorised the “Health” of 135 of the industrial precincts located in the Sydney region, that is, the effective economic function and output of each precinct together with its attraction as a place to invest and operate for industrial uses.

It scored each precinct against three criteria:

- investment and business,
- location, function and connections,
- economic output, jobs and support.

According to the Hill PDA review, Artarmon industrial area scored above average and East Chatswood scored average on all the criteria.

Hill PDA have made the recommendation for Artarmon and East Chatswood to be retained and protected.

Artarmon and East Chatswood should be retained and protected.

(Source: Hill PDA2015)
3.3 The Department of Planning and Environment – St Leonards Priority Precinct

The Department of Planning and Environment has identified the St Leonards/ Crows Nest area as a Priority Precinct and the majority of the Artarmon industrial area has been identified within the investigation area.

SGS Economics and Planning has been engaged to undertake a review of employment of that area as well as St Leonards and Crows Nest. Their analysis is expected to confirm the strategic employment importance of the Artarmon industrial area and identify clustering of manufacturing, IT/publishing, maintenance jobs, service jobs and freight and logistics in the Artarmon industrial area.

The final document, a Land Use and Infrastructure Strategy, is expected to develop scenarios and policy recommendations for the area using the evidence collected in the Employment Study.

3.4 Employment Lands Development Program

The Employment Lands Development Program 2015 (ELDP) reviews the existing and future demand and supply of industrial land in metropolitan Sydney and the Central Coast.

The ELDP also monitors employment generation in the industrial or employment lands and notes that Sydney East (which includes the central, north and south subregions) while providing only 21% of total stock provides key regional and local functions and accounts for 39% of all jobs in the Sydney region. Sydney East has a high share of jobs in employment lands especially in high-value and high technology industries. According to the ELDP, the average job densities in the west, (31 jobs per hectare) is significantly lower compared to the north subregion which is around 90 jobs per hectare.

The ELDP highlights the important role of the Willoughby industrial areas in terms of their contribution to jobs and the supply of land.

The average job densities in the west, (31 jobs per hectare) is significantly lower compared to the north subregion which is around 90 jobs per hectare.

(Source: Employment Lands Development Program ELDP 2015)
4 WILLOUGHBY INDUSTRIAL LANDS IN CONTEXT

4.1 Population and Employment

Demographics of the Willoughby Local Government Area

In 2016 the Willoughby Local Government Area (LGA) had a population of approximately 75,450 and was growing by about 1,000/year. The projected population is 88,650 by 2036. (Source: Dept. of Planning and Environment 2016).

According to SGS Economics and Planning, there are currently 63,217 jobs in the Willoughby LGA. Over the next 20 years, as the population grows, the study indicates a need to increase jobs by 19,074. In 2014/15 the largest employment sectors within Willoughby LGA were Health Care and Social Assistance, Professional, Scientific and Technical Services Construction and retail trade.

In 2015 the Willoughby LGA had a GRP (Gross Regional Product) of $9,368 or 1.97% of the NSW GRP (Source: ID profile and Bureau of Transport Statistics).

There has been growth in construction, accommodation and food and the Professional, Scientific and Trade sectors. In recent years, Willoughby has achieved significant economic specialisation in health care, education and construction with high growth and high specialisation.

4.2 Supply characteristics of the Willoughby industrial lands in the context of Sydney and the North District

There is limited supply of employment lands in Willoughby and the North District as a whole. In fact, the North District had the lowest industrial land stocks of all districts (566.8ha) in January 2015 compared to 1,444ha in the Central District. Brookvale comprised the largest precinct within the North District having 86ha of land. Macquarie Park, Wicks Road precinct had the greatest existing development potential (86,620sqm of additional floor space across 11ha). The Willoughby industrial lands provide 94ha or 16.5% of the total industrial land in the North District. (Hill PDA 2015).
4.3 Employment characteristics of the Willoughby industrial lands in the context of Sydney and the former North Subregion and the Willoughby Local Government Area

Prior to the establishment of the new Sydney Districts, Metropolitan planning was organised through Subregions. Data gathered on that basis for the former North Subregion is still useful to reflect on.

The former North Subregion industrial employment precincts employed around 68,059 people or 4% of the Sydney region workforce in 2011. Precincts within the subregion contributed an estimated $7,905 million to the State’s GDP, representing 3% of Greater Sydney’s GDP. (Hill PDA).

Characteristics of industrial lands in the context of Sydney and the north region

According to Hill PDA, 17,495 people or 26% employed in the industrial precincts of the former North Subregion were employed in manufacturing and wholesaling industries, representing 6% of all persons employed in such industries across Sydney. Overall, according to Hill PDA there has been a trend towards construction, financial and professional services related industries in the industrial precincts of the Sydney region including the North Subregion.

Macroeconomic Trends and Drivers

SGS Economics and Planning and Hill PDA have identified global trends influencing the character and demand for employment lands in Sydney generally. These include:

- focus on modern technologies,
- movement of Australian manufacturing up the value chain,
- increased capital and knowledge intensive industries,
- growing importance of density and diversity of uses,
- influence of the Australian dollar,
- agglomeration benefits,
- emergence of the Aerotropolis (a metropolitan subregion where the layout, infrastructure and economy are centred on an airport which serves as a multimodal “airport city” commercial core).

Some Sydney specific trends and Issues according to SGS Economics and Planning and Hill PDA include:

- increasing land values and challenges relating to land supply,
- growing demand for high tech industrial units,
- increasing intensity for site usage,
- demand for close proximity to supply chains and support services,
- demand for the adaptive re-use of buildings for creative industries,
- demand for urban services to support growing population,
- competition for space and infrastructure from other uses (ie retail and residential).
5 INDUSTRIAL AREAS – CURRENT SITUATION

The two main industrial areas in the Willoughby Local Government Area are Artarmon and East Chatswood. In 2011 they provided around 12,100 jobs (approximately 20% of all jobs in the LGA) according to SGS Economics and Planning.

Based on SGS analysis of Bureau of Transport Statistics and employment trends and with the expected population growth of 14,000- around 2,000 industrial jobs are forecasted by SGS for the industrial areas of Willoughby. This equates to around 1,648 additional jobs in Artarmon and 403 jobs in East Chatswood by 2031.

5.1 ARTARMON

The Artarmon industrial area comprises approximately 64 Ha of land and is strategically located close to major transport infrastructure (Pacific Highway, Lane Cove tunnel / Gore Hill Freeway and North Shore Rail Line.) The precinct has excellent access to the metropolitan arterial road network. It is also located close to St Leonards which is evolving as a location for high rise residential and office/ employment. The southern part of the industrial area is within walking distance to St Leonards rail station. The northern portion of the industrial area is within an 800 metre walking distance of the Artarmon local shopping centre and Artarmon railway station.

The majority of the industrial area is well buffered from residential uses. The George Place area is an exception and is an isolated section located north of the Freeway adjacent to residential units. Historically, the Artarmon industrial area was a location for quarrying providing sandstone for buildings and construction projects in Sydney and the lower north shore.

Current Planning Controls

The Artarmon Industrial area is primarily zoned IN1 General Industrial and IN2 Light Industrial. These zones provide for a wide range of industrial and warehouse uses as well as convenience uses and ancillary office use which support the function of the precinct.

There is a defined area that allows bulky goods such as Bunnings and Home HQ. Most of the industrial area has no

Artarmon Industrial Zoning – Willoughby Local Environmental Plan 2012 Map
height control. Under Willoughby Local Environmental Plan 2012 (WLEP 2012) the floor space ratio control is 1:1 with sites greater than 1,000sqm permitted 1.5:1.

Office use is permitted in the Industrial areas if they are ancillary to, and used in conjunction with, industrial, manufacturing or other permitted uses on the same land. There are limits on the amount of ancillary office permitted in the northern portion of the Artarmon industrial area and for sites located on the Pacific Highway zoned industrial.

Council has exhibited a Planning Proposal to rezone part of the Gore Hill Technology site (fronting the Pacific Highway) from Light Industrial (IN2) to Business Park (B7). This would permit large floorplate office development on the site and support clustering of employment associated with hospital health and education uses.
5  INDUSTRIAL AREAS – CURRENT SITUATION

Diverse Land uses

The Artarmon industrial area provides a diverse range of both regional and local jobs.

The range of land uses located in the industrial area includes local service businesses such as panel beaters and car repairs, self-storage units, showrooms.

There are businesses catering for the region such as concrete batching plants, a waste transfer station and postal distribution. High technology industries, media and telecommunication related uses such as SBS and Fox Sports, integrated office/warehouse and engineering related businesses are also examples of current land uses in the industrial area.

Loose synergies exist between the industrial area and the hospital precinct with some medical related industries such as Stryker pharmaceuticals located in the southern precinct. There is potential for more agglomeration particularly in the southern portion of the industrial area and recent planning proposals for medical related land uses such as a mental health hospital in Herbert St and another private hospital facility in Frederick St support this possibility.

There is evidence of clustering of freight and logistics and integrated office/warehouse uses in the south east of the precinct and local service industrial uses located in the west of the precinct. There is also evidence of clustering of data processing, building and construction related and automotive industry throughout the Artarmon industrial area.

Hill PDA categorised the Artarmon industrial area as “Retain and Protect” i.e it is an industrial precinct performing well or making a good economic contribution.

Artarmon Industrial Area Current Floor Space (SGS 2015)

Employment
In 2011, the Artarmon industrial area comprised around 7,800 jobs (an increase from 6,800 jobs in 2006) across a range of high value sectors.

The Royal North Shore Hospital/TAFE/industrial precinct (8,037 jobs) contained around 15,833 jobs based on Bureau of Transport Travel data.

The number of jobs in the Artarmon Industrial area is projected to grow to 11,000 by 2041 according to SGS Economics and Planning. It currently provides 12.5% of jobs in the LGA.

Capacity – demand and supply
According to SGS Economics and Planning there is strong demand for industrial properties in Artarmon and rents are high. In 2014 vacancy in the Artarmon industrial area was less than 10 percent of total floor space which is considered a standard benchmark.

Based on calculations by SGS Economics and Planning, there is projected to be demand for an additional 131,000 sqm of floor space in the Artarmon industrial precinct by 2041. SGS forecasts that based on existing vacancies and development controls, there is just enough capacity to accommodate demand to 2041 (134,000sqm).

According to SGS Economics and Planning, the desire to locate in the Artarmon industrial area is driven by proximity to train stations for staff and proximity to the CBD for businesses with small distribution channels. Rents in the Artarmon industrial area are high-equivalent or higher than the inner city precincts.

Constraints
The SGS Economic Development Study noted that limited car parking is an ongoing issue in the Artarmon industrial area. Small sites restrict car parking on-site both externally (rear parking and on grade) and in a basement or upper level due to cost. The relative cost of parking on a small site is too high compared to a large site.

Off street parking in Artarmon is currently time-limited and, because of the dominance of motor vehicle users, struggles with car parking for visitors and employees alike. There are often vehicles related to car repair or panel beating businesses occupying the limited on-street car spaces in Artarmon.

Speculation for residential development is also an ongoing issue in the Artarmon industrial area as evidenced by recent planning proposals in Herbert St for mixed use B4 development.

There is also pressure for bulky goods to be located outside the area defined in WLEP 2012. Pure “office” creep is also an issue as businesses seek cheaper office accommodation outside the existing commercial centres.
5 INDUSTRIAL AREAS – CURRENT SITUATION

5.2 EAST CHATSWOOD

Description
The East Chatswood industrial area is located around 1.5 kms from Chatswood Town Centre close to Eastern Valley Way, a north/south arterial road. East Chatswood is approximately half the size of the Artarmon industrial area with around 26 Ha of land.

It evolved around Scotts Creek close to the intersection of Eastern Valley Way and Boundary St. The area was previously home to tanneries and other noxious activities. Compared to Artarmon it has a greater interface with residential areas.

Scotts Creek runs through the area from the west to the east. The land form slopes down towards the creek from the north and south. A prominent hill top exists along the eastern side of Gibbes St, from which industrial buildings are prominent. Scotts Creek divides the industrial area into two parts. A number of industrial properties on the north side of the creek rely solely on Barcoo St for access. Barcoo St is otherwise a local street.

The East Chatswood industrial area is not located close to rail transport. Bus transport through the industrial area serves a limited catchment area and has limited frequency. Consequently, unlike Artarmon, East Chatswood industrial area is comparatively remote from the metropolitan arterial network, from commercial activity and from major public transport corridors.

Despite its comparative isolation in terms of public transport access, East Chatswood industrial area appeals to managers and employees who live on the north shore.

Current Planning Controls
The East Chatswood industrial area is zoned Light Industrial IN2 under WLEP 2012. The zone provides for a wide range of industrial and warehouse uses as well as convenience uses and non-industrial such as recreation facilities and churches. Ancillary office uses which support the function of the industrial uses are located within the precinct. Bulky goods are also permitted throughout the industrial area. The industrial area has no height control. The floor space ratio control is 1.1 with sites greater than 1,000sqm permitted 1.5:1.
5 INDUSTRIAL AREAS – CURRENT SITUATION

Current Employment
In 2011, the East Chatswood industrial area comprised around 2,900 jobs, down from 3,100 in 2006. The precinct primarily contains wholesale and manufacturing jobs with some retail, construction and professional services jobs also located in East Chatswood. According to SGS Economics and Planning, East Chatswood is forecast to grow to 3,900 jobs by 2041. That is an additional 700 jobs over 30 years between 2011 and 2041.

East Chatswood Industrial Precinct Industry of Employment, 2006-2011 (SGS)

Diverse land uses
Traditional manufacturing in East Chatswood industrial has declined in line with global trends and is being replaced with a mix of uses not required to be located in the commercial centres.

There is a high concentration of integrated office and warehouse uses with some large format retail and local service industrial uses. This is reflective of the flexible industrial zoning of the precinct.

Wholesale is the largest industry of employment based on floor space as well as total employment. Retail is another large industry of employment based on floor space which includes employment within motor vehicle retailing as well as bulky goods retail industries such as furniture, floor coverings, home ware and textile goods, electrical and electronic goods retailing, hardware, building and garden supplies retailing. Generally, the type of retail activity located in East Chatswood is less suited for traditional commercial centres and includes warehouse or showroom components.
There are also uses providing services for the surrounding residential population in the Willoughby LGA such as self-storage units, churches and indoor recreation uses such as gyms and indoor children’s activity centre.

Hill PDA categorised the East Chatswood industrial area as “Retain and Protect” i.e it is an industrial precinct performing well or making a good economic contribution.

**Capacity – demand and supply**

According to SGS Economics and Planning, there is solid demand for properties and somewhat constrained supply within the East Chatswood industrial precinct which is reflected in high net face rents.

Based on calculations by SGS Economics and Planning, there is projected to be demand for an additional 42,000 sqm of floor space in the East Chatswood industrial precinct by 2041. SGS predicts that based on existing vacancies and development controls, there is just enough capacity to accommodate demand to 2041 (51,000 sqm).

In 2014 vacancy in the East Chatswood industrial area was less than 10 percent of total floor space which is considered a standard benchmark.

**Constraints/Issues**

The steep topography of parts of East Chatswood impacts on the availability of larger vehicles to manoeuvre safely which limits the opportunities for certain types of land uses.

Pressure from non-industrial uses is ongoing in the East Chatswood industrial area. This includes requests for “pure office” use, retail and residential use to be located in the industrial area. These types of uses would reduce the role of the East Chatswood industrial area in providing land for businesses that require cheaper rents and spaces that are not suited to existing commercial centres.

If “pure office” use, retail and residential use was to be located in the industrial area they would also undermine the role of the existing commercial centres of the City.

A recent example of this ongoing pressure is a Planning Proposal recently approved by the Greater Sydney Commission for a Woolworths supermarket and liquor store in Smith St, East Chatswood.

The impact of such a retail use is likely to change the character of the East Chatswood industrial area. It has the potential to create a precedent for other retail uses and ultimately create another commercial centre. While car parking is currently not a major concern in East Chatswood (unlike in Artarmon), there would be more demand for onsite car parking and additional traffic generated in the industrial area and surrounding local residential and arterial roads.

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**East Chatswood Current Floorspace (SGS 2015)**

![East Chatswood Current Floorspace (SGS 2015)](image)

5 INDUSTRIAL AREAS – CURRENT SITUATION

5.3 EPPING RD, LANE COVE NORTH

Description
The Epping Road industrial area consists of two sites- 63 Epping Rd which is occupied by Nuss removalists and 170 Epping Rd which is occupied by National Starch Pty Ltd. The two sites are an isolated pocket that relate more closely in physical terms to the nearby Lane Cove West industrial area. In fact, the site at 170 Epping Rd is partially in the Willoughby Local Government Area and partially in the Lane Cove Local Government Area and is located along the foreshore of the Lane Cove River. The two sites contain a cluster of heavy industry and manufacturing land uses which accommodate manufacturing and wholesale employment.

63 Epping Rd
The site at 63 Epping Rd consists of two lots (over 5,000sqm). One of the Lots is owned by Sydney Water and was part of land acquired for the Lane Cove tunnel. 63 Epping Rd comprises a large warehouse for Nuss removalists.

170 Epping Rd
The site at 170 Epping Rd (over 3 ha) is bisected by the walking track known as the Great North walk and a Sydney Water pipeline easement. The current land use is a starch mill (designated development). The use has been in operation at the same location for over 100 years when industry depended on the river for transport. It was originally surrounded by non-residential uses however in recent years, neighbouring sites have been rezoned and developed for high and medium density housing making the mix of uses less compatible.

Current Zoning
Both sites are zoned Light Industrial IN2 under Willoughby Local Environmental Plan 2012. The site at 170 Epping Rd is subject to a Foreshore Building Line and Acid Sulfate Soil. It has existing use rights. Under Willoughby Local Environmental Plan 2012(WLEP 2012) the floor space ratio control is 1:1 with sites greater than 1,000sqm permitted 1.5:1.
Capacity – demand and supply

According to SGS Economics and Planning there is forecast to be demand for an additional 2,200 sqm of floor space within the Willoughby LGA portion of the Lane Cove west industrial area. Existing capacity is estimated to be around 31,000sqm which is well above the forecast demand however the sites should be considered in the broader context of the entire Lane Cove west industrial area. Hill PDA have categorised the health of the broader Lane Cove west precinct as “Protect and diversify”.
6 ACTIONS AND NEXT STEPS

This Position Statement will form the basis of a process to engage stakeholders and the community in discussions about the future of Willoughby’s Industrial Lands.

Recent economic studies of the Willoughby Local Government Area have informed this Position Statement and highlight the importance of the three industrial areas in Willoughby City Council in contributing to employment and the provision of services for the wider District and metropolitan area.

Community engagement will focus on how to support and promote these lands and encourage the retention and growth of jobs in a diverse range of businesses and urban services.

Feedback received from the community engagement process will inform drafting of this aspect of the Willoughby Planning Strategy.