

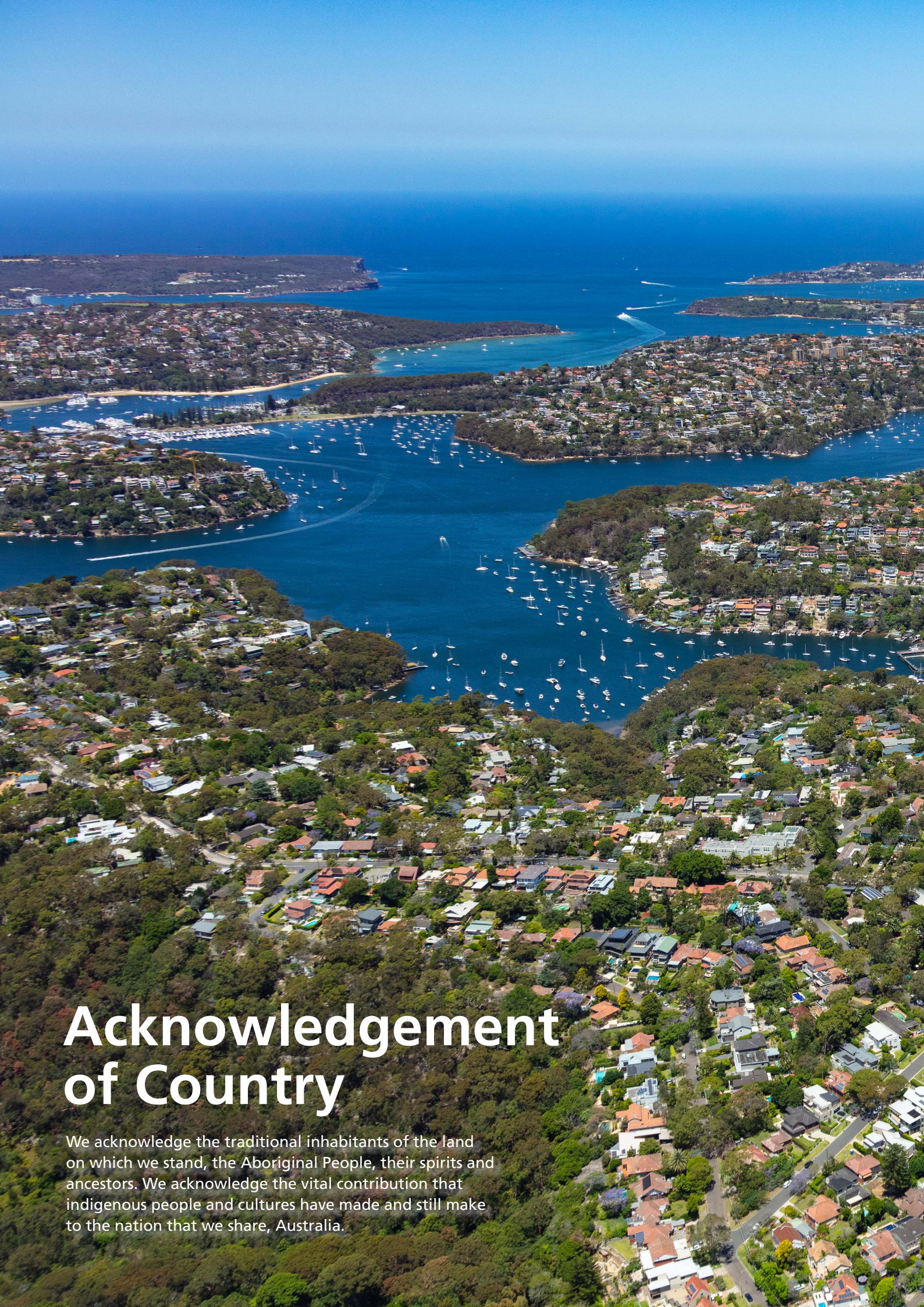


# Our Future Willoughby

## WILLOUGHBY INDUSTRIAL LANDS STRATEGY 2036

October 2020





# Acknowledgement of Country

We 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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# Executive summary

The Willoughby Industrial lands are fundamental for the changing and growing needs of the city and the North District of Sydney, providing the spaces that support the day to day functioning of this part of the metropolitan region. The North District has the lowest provision of industrial and urban services land in Greater Sydney making those areas in Willoughby particularly important to maintain for the future.

The Willoughby industrial lands in the Willoughby Local Government Area are strategically located and well established comprising a critical part of this already low level of provision in the wider North District. The loss of these lands would further compromise the local and regional economies of the North Shore reducing the overall liveability of the city. Without access to these lands, uses currently benefitting from close proximity to sites and markets in the east would be forced to move beyond the District in search of alternative sites.

The *Willoughby Industrial Lands Strategy* recognises the important role these areas play as a source of local jobs, supporting the economy and providing essential urban services for Eastern Harbour City residents and businesses. It also recognises the importance of flexibility to better enable businesses to transition from traditional manufacturing in response to new and emerging technology. It supports the ability of these areas to accommodate space for what has been referred to as ‘the 4th industrial revolution’ which merges the cyber and physical spaces resulting in “smart manufacturing”<sup>\*</sup>.

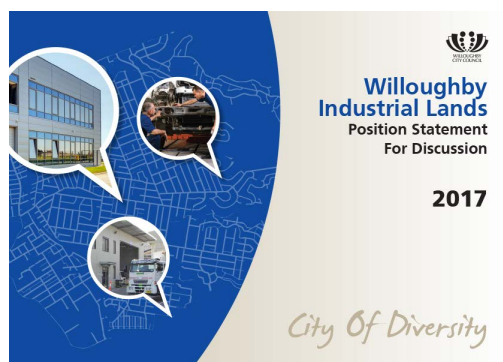
The need for small industrial premises near centres of population will be heightened in the future by shifts in the economy towards e-commerce, rapid delivery and innovation. Additionally, the need for local manufacturing and local warehouse distribution facilities has been highlighted by the COVID-19 pandemic. Council will respond to this through continuing to accommodate these types of uses in Willoughby’s industrial areas and considering these needs carefully in the future.

The *Willoughby Industrial Lands Strategy* supports the Sydney Metropolitan planning framework and advocates for retention of the industrial areas for the

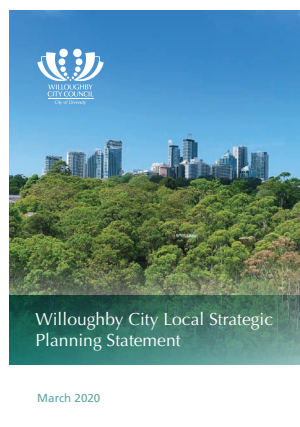
vitality of the economy and the needs of the local population into the future.

## The final *Willoughby Industrial Lands Strategy* is informed by:

- Directions and Objectives set out in the *Greater Sydney Region Plan*, and *North District Plan*.
- *Willoughby Industrial Lands Position Statement*



- *Willoughby Local Strategic Planning Statement (LSPS)*
- *Willoughby Draft Industrial Lands Strategy*



- *Willoughby Economic Development Study* prepared by SGS Economics and Planning dated May 2016 and the *St Leonards and Crows Nest Economic Feasibility Review* prepared by SGS Economics and Planning dated October 2018.
- The Greater Sydney Commission document “*A Metropolis that Works*” dated October 2018.

<sup>\*</sup>Smart manufacturing is a broad category of manufacturing that employs computer-integrated manufacturing, high levels of adaptability and rapid design changes, digital information technology, and more flexible technical workforce training. (Greater Sydney Commission).





# SECTION 1



# 1.1 PLANNING FRAMEWORK

## 1.1 PLANNING FRAMEWORK

A number of regional and local strategic planning instruments and advisory documents provide the framework for the *Willoughby Industrial Lands Strategy* and are briefly outlined below. Objectives relevant to the final Strategy have been highlighted.

### 1.1.1 The Region and District Plans

*The Greater Sydney Region Plan, A Metropolis of Three Cities* (The Region Plan) was released by the Greater Sydney Commission In March 2018. It provides a 40 year vision and actions for managing Greater Sydney's growth and advocates a 30 minute city where jobs, services and public spaces are within easy reach of people's homes.

**To meet the needs of the growing population, the vision seeks to transform Greater Sydney into a metropolis of three cities:**

- The Western Parkland City
- The Central River City
- The Eastern Harbour City

Willoughby is located in the Eastern Harbour City. The population of the Eastern Harbour City is projected to grow from 2.4 million people in 2016 to 3.3 million people by 2036.

**Regarding Productivity there are 2 Directions of the Region Plan:**

1. A well-connected City
2. Jobs and skills for the city

**The following objectives underlying these Directions are relevant to the *Willoughby Industrial Lands Strategy* (particularly the objectives highlighted below):**

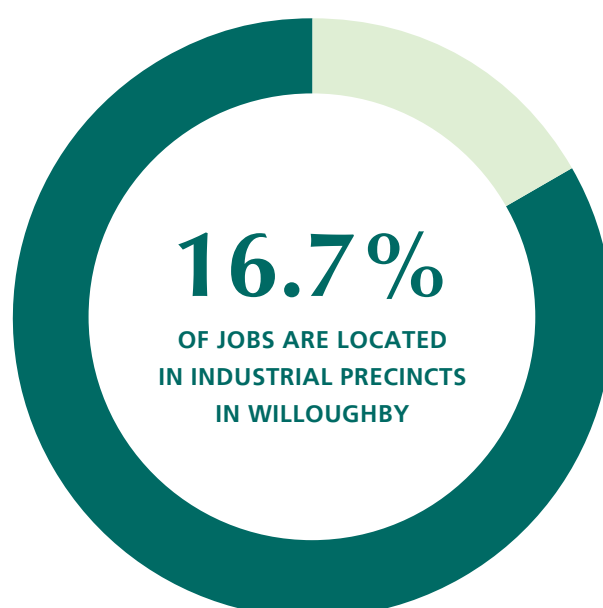
- **Objective 14.** *A Metropolis of Three Cities* – integrated land use and transport creates walkable and 30-minute cities
- **Objective 15.** The Eastern, Greater Parramatta Olympic Peninsula (GPOP) and Western Economic Corridors are better connected and more competitive

- **Objective 16.** Freight and logistics network is competitive and efficient
- **Objective 21.** Internationally competitive health, education, research and innovation precincts.
- **Objective 22.** Investment and business activity in centres.
- **Objective 23.** Industrial and urban services land is planned, retained and managed.

The Region Plan proposes that one of the metropolitan wide actions that will deliver the productivity objectives is *Review and plan for industrial and urban services* (refer to Objective 23).

The *North District Plan* (NDP) was released concurrently with the Sydney Region Plan – *A Metropolis of Three Cities* in March 2018. Its purpose is to provide a guide for implementing the Region Plan at the local level. The District Plans have guided the preparation of local strategic planning statements (LSPSs) for Metropolitan councils, which set out the intended objectives of future local environmental plans (LEPs), the assessment of planning proposals and future community strategic plans and policies.

The NDP notes that based on the 2011 Australian Bureau of Statistics census 52% of the North District jobs were located in Metropolitan or strategic centres, with 11% located in industrial precincts. In Willoughby, around 16.7% of jobs are located in industrial precincts (ID profile).





## 1.1 PLANNING FRAMEWORK

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The framework for the NDP is centred on Infrastructure and collaboration, Liveability, Productivity and Sustainability, with Productivity the most relevant for this particular Strategy.

**NDP Planning Priorities relevant to the Industrial Lands Strategy are as follows:**

- **Planning Priority N12** Delivering integrated land use and transport planning and a 30-minute city.
- **Planning Priority N14** Leveraging inter-regional transport connections.
- **Planning Priority N8** Eastern Economic Corridor is better connected and more competitive.
- **Planning Priority N9** Growing and investing in health and education precincts.
- **Planning Priority N10** Growing investment, business opportunities and jobs in strategic centres.
- **Planning Priority N11** Retaining and managing industrial and urban services land.

The NDP acknowledges that the North District has the lowest provision of industrial and urban services land in Greater Sydney. Based on a review by Hill PDA in August 2015 - *Industrial Precinct Review, Background Evidence to Support Sydney's Subregional Planning*, the two main industrial areas in Willoughby at Artarmon and East Chatswood have been rated as "retain and manage". This means that all existing industrial and urban services land should be safeguarded from competing pressures, especially residential and mixed-use zones.

The NDP also notes that knowledge and professional services and health and education jobs are the biggest contributors to economic growth in the District and foster innovation, which drives global competitiveness. It notes that jobs targets for strategic centres will guide the scale of growth and inform land use and strategic planning.

It identifies St Leonards strategic centre as a health and education precinct and logically, the Artarmon industrial area will contribute to those jobs. However, the NDP (page 80) also notes that "the number of jobs should not be the primary objective of industrial lands- rather a mix of economic outcomes that support the city and population. The management of these lands should accommodate

evolving business practices and changes in needs for urban services from the surrounding community and businesses."

It is also noted in the NDP that the transition from traditional industrial to advanced manufacturing and innovation industries is expected to further boost productivity for the District. It highlights the scarcity of urban services and industrial land in the North District noting how critical their retention is in providing future services and jobs.

### 1.1.2 A METROPOLIS THAT WORKS – GSC THOUGHT LEADERSHIP PAPER

"A Metropolis that Works" is a paper produced by The Greater Sydney Commission in 2018. It notes that Industrial and urban services lands are where we make, build, fix and repair things. It argues that managing and supporting Greater Sydney's valuable industrial and urban services lands requires a precautionary approach and, where appropriate, protection from competing land uses. The paper highlights that: "All cities need an intelligent approach to land use decisions which support a functioning city. In this, industrial and urban services land is an integral component: relinquishing it in the face of shorter-term imperatives is likely to be costly in the long term because once the land has moved to a higher value use it is highly unlikely ever to be converted back."

*Relinquishing Industrial  
Land in the face of shorter-term  
imperatives is likely to be costly in  
the long term because once the  
land has moved to a higher value  
use it is highly unlikely ever to be  
converted back.*

Greater Sydney Commission: A Metropolis that Works



## 1.1 PLANNING FRAMEWORK

### 1.1.3 DIRECTION UNDER SECTION 9.1 OF THE ENVIRONMENTAL PLANNING & ASSESSMENT ACT

**The objectives of the Ministerial Direction under S9.1 of the Environmental Planning & Assessment Act (EP&A Act) 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 9.1 Direction-Business and Industrial zones.

### 1.1.4 ST LEONARDS / CROWS NEST 2036 PLAN

The Department of Planning, Industry and Environment (the Department) has identified the St Leonards / Crows Nest area as a precinct with opportunities for rejuvenation in conjunction with the proposed Crows Nest / Sydney Metro station. The majority of the Artarmon industrial area has been identified within the area. The Department has released the *St Leonards and Crows Nest 2036 Plan* which states that continued growth in the health and education sectors will deliver approximately 16,500 new jobs across existing, emerging and evolving industries over the next 20 years. The industrial area of Artarmon is one area identified as accommodating an abundance of work opportunities in these sectors in the future.



SGS Economics and Planning (SGS) undertook a review of employment of the Artarmon industrial area as well as the St Leonards and Crows Nest Precinct. Their analysis confirms the strategic employment importance of the Artarmon industrial area and identifies clustering of manufacturing, IT/publishing, maintenance jobs, service

jobs and freight and logistics. SGS identifies the land use suitability of the Artarmon Industrial Precinct as 'High' for manufacturing, freight and service industries, and 'Low' for office and residential uses. Peripheral retail was identified as 'Moderate' in terms of land use suitability.

### 1.1.5 THE DPIE EMPLOYMENT LANDS DEVELOPMENT PROGRAM AND MONITOR

The Employment Lands Development Program (ELDP) has been replaced with the Employment Lands Development Monitor (ELDM) which is produced on an annual basis by the DPIE. It monitors the supply and demand for employment land in Greater Sydney and includes all land zones IN1, IN2, B5, B6 & B7 where industrial uses are permitted.

**Employment Lands are defined as those lands that are:**

*"Zoned for industrial or similar purposes in planning instruments. They are generally lower density employment areas containing concentrations of businesses involved in: manufacturing; transport and warehousing; service and repair trades and industries; integrated enterprises with a mix of administration, production, warehousing, research and development; and urban services and utilities".*

The ELDM is used to inform strategic and infrastructure planning for employment lands, which is particularly important in the North District which has the lowest supply of industrial land, but the highest jobs / developed hectare. When operational, the ELDP highlighted the important role of the Willoughby industrial areas in terms of their contribution to jobs and the supply of land.

*"The East continues to contribute significantly to the region's share of jobs in employment lands, especially in high-value and high technology industries."*

Department of Planning & Environment: Employment Lands Development Program Report (2015) (Willoughby industrial lands were included in the East)



## 1.1 PLANNING FRAMEWORK

**TABLE 1: JOBS ASSOCIATED WITH EMPLOYMENT LANDS (JOBS PER HA)**

DISTRICT	2011	2016
Central City	46	46
Western City	34	36
Eastern city	93	91
North	125	150
South	46	47
<b>Total</b>	<b>52</b>	<b>54</b>

Source: Census, 2016 and SGS Economics and Planning

The Greater Sydney Commission – “Employment Lands Analysis” Table 1 notes that average job density in Greater Sydney’s Employment Lands is around 54 jobs per Ha. The higher density occurring in the North District (150 jobs per Ha), is nearly one and a half times that of the Eastern City District (91 jobs per Ha) and is evidence of the high demand for industrial land in this part of Sydney.

### 1.1.6 WILLOUGHBY ECONOMIC DEVELOPMENT STUDY

The *Willoughby Economic Development Study, 2016* prepared by SGS Economics and Planning provides a review of the factors affecting the future growth and economic sustainability of Willoughby’s employment centres with the purpose of:

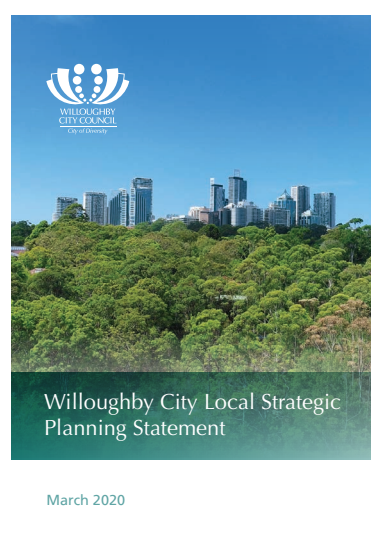
- Supporting the retention of existing employment and services.
- Assisting in the achievement of growth targets identified for the city in the draft Metropolitan Strategy for Sydney.
- Catering for global and local trends as well as the land use requirements of modern businesses and the expectations of customers.

According to the analysis by SGS Economics and Planning, Artarmon is constrained in its ability to accommodate growth while East Chatswood has a modest surplus of capacity given projected growth. It highlights that Artarmon is of strategic significance, while East Chatswood has an important though more locally focussed role. It suggests that Council may need to consider increasing capacity in Artarmon in particular to accommodate future industrial demand.

**In relation to the industrial lands in Willoughby overall, SGS recommended:**

- Protect industrial land and investigate potential to expand employment capacity at Artarmon and Lane Cove West. Protect industrial land at East Chatswood.

### 1.1.7 WILLOUGHBY LOCAL STRATEGIC PLANNING STATEMENT (LSPS)



The *Local Strategic Planning Statement* (LSPS) provides the 20 year vision and priorities for land use in the Willoughby area. It foreshadows the delivery of an Industrial Lands Strategy for Willoughby. It considers the special character and values that are to be preserved and how change will be managed into the future. In terms of the theme – A Productive City, the LSPS advocates “Protecting the role of Willoughby’s industrial lands as urban service hubs for the Lower North Shore”. It aspires for no decrease in the proportion of urban services jobs and no loss of industrial zoned land and sets out a number of specific actions to advance the health of each of the industrial areas.



## 1.1 PLANNING FRAMEWORK

The Actions relating to industrial areas that are advocated in the Willoughby LSPS are included in the relevant sections of this final *Industrial Lands Strategy* and are listed below:

- In consultation with adjoining Councils prepare and exhibit an Industrial Lands Strategy
- Optimise the efficiency and effectiveness of the freight handling and logistics network in relation to industrial lands
- In line with the *North District Plan* Priority N11 to retain and manage industrial and urban services land, council will protect Artarmon's critical urban services and employment role by:
  - Maintaining the industrial zoning
  - Supporting proposals that intensify the precinct's urban services role and employment consistent with the zoning
  - Consider health and education uses on suitable sites on a case-by-case basis in close proximity to the existing health and education precinct while retaining the industrial zoning
- Support the development of East Chatswood, with a blend of urban services, industrial uses, large format retail and some local services by:
  - Maintaining an industrial zoning
  - Supporting proposals consistent with the zoning that improve the precinct including enhanced connections and amenity upgrades
- Work with Lane Cove Council to support industrial development in the Lane Cove North industrial area (Epping Rd).

### 1.1.8 COUNCIL'S COMMUNITY STRATEGIC PLAN

Willoughby City Council's *Community Strategic Plan Our Future Willoughby 2028* identifies five key outcomes as priority areas for the next 10 years in order to achieve the community's vision of a diverse, liveable and prosperous City.

The five key outcomes include the following:

- **Outcome 1:** A City that is green
- **Outcome 2:** A City that is connected and inclusive
- **Outcome 3:** A City that is liveable
- **Outcome 4:** A City that is prosperous and vibrant
- **Outcome 5:** A City that is effective and accountable

The following Priorities identified under Outcome 4 are applicable to this final Strategy:

- **Priority 4.1:** Facilitate the development of all businesses
- **Priority 4.5:** Diversify our economy including creative and innovative industries

*Our City will have a robust economy with meaningful and diverse employment opportunities close to home. Our City, its places and vibrancy will attract businesses and visitors from around the world. We will be leaders in creativity and innovation.*

Willoughby City Council's Community Strategic Plan.





## 1.2 PROCESS UNDERTAKEN

### 1.2.1 INDUSTRIAL LANDS POSITION STATEMENT

In March 2017, Council exhibited three Position Statements including one related to Housing, one to Local Centres and a third to Industrial Lands. This last sought community input into the important role played by industrially zoned land for future city growth. The *Industrial Lands Position Statement* was prepared in the context of a range of yet to be published State and local policy documents including the *Greater Sydney Region Plan – A Metropolis of Three Cities*, and *The North District Plan*.

The *Industrial Lands Position Statement* recognised the importance, yet increasing scarcity of industrially zoned land for future city growth. It asserted that industrially 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.’ It was also noted that they provide important urban services for northern Sydney such as concrete batching plants, waste recycling, builders yards and vehicle repair workshops.

**The *Industrial Lands Position Statement* proposed that the three industrial areas within the LGA should be retained as they provide current and future employment generating opportunities with three underlying Principles being:**

- 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.

The *Industrial Lands Position Statement* proposed that industrial zoning, primarily IN1 General Industrial and IN2 Light Industrial remain as identified within the *Willoughby Local Environmental Plan 2012* to support a diversity of businesses that contribute to the economic strength and overall resilience of employment locally and broadly for the region.

### 1.2.2 COMMUNITY CONSULTATION FOR THE INDUSTRIAL LANDS POSITION STATEMENT AND LSPS

The Position Statement formed the basis of a process to engage stakeholders and the community in discussions about the future of Willoughby’s Industrial Lands. Community engagement focussed on how best to support and promote these lands and encourage the retention and growth of jobs in a diverse range of businesses and urban services.

### 1.2.3 FEEDBACK RECEIVED FOR THE INDUSTRIAL LANDS POSITION STATEMENT

#### Public Discussion Forums

In total 379 comments were collected during consultations with owners and operators of the premises in public discussion forums. The top issues were concern for streetscape and design excellence (22.6%) reflecting a general concern for the design and aesthetic of urban areas by residents, industry and business more broadly across the LGA.

Of greater interest in relation to industrial lands was a desire to see an increased floor space ratio (FSR) within industrial lands and the question of residential development in the industrial areas which saw polarised responses. The final area of notable feedback was the suggestion for a larger variety of industrial uses to be permitted.





## 1.2 PROCESS UNDERTAKEN

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### Online Survey

Supplementing this, some 59 people responded to an online survey where 86% strongly agreed (59%) or agreed (27%) to providing diverse future employment opportunities via Willoughby's three main Industrial areas (i.e. Artarmon, East Chatswood and Epping Road, Lane Cove North).

- 83% supported appropriate locations in the region for fundamental urban services such as waste recycling, concrete batching and motor vehicle service providers (47% strongly agree and 36% agree).
- (78% strongly agreed or agreed) to protecting the Willoughby City Industrial areas from other kinds of development such as retail and residential.
- 80% approved (41% strongly agreeing and 39% agreeing) the use of appropriate planning controls to carefully manage bulky goods operations in industrially zoned land.



Source: Macquarie University Consultation report for Willoughby City Council Strategic Urban Planning for Chatswood, Housing, Local Centres and industrial lands dated June 2 2017)



## 1.2 PROCESS UNDERTAKEN

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### 1.2.4 FEEDBACK RECEIVED FOR LOCAL STRATEGIC PLANNING STATEMENT (LSPS)

Feedback received from individual landowners during exhibition of the LSPS requested that Council consider widening the range of land uses to allow uses such as retail, commercial or residential in the industrial areas. There was also support for increasing the potential of sites through increasing floor space provisions.

### 1.2.5 CONCLUSIONS ON FEEDBACK FOR THE LOCAL POSITION STATEMENT AND LSPS

- The protection of industrial lands within the Willoughby local area is strongly supported and underscores the importance of the diversity of this land use type at the local and regional level. (Written submissions reported slightly more support for residential development in industrial areas than online submissions but this was still a very low level of support).
  - Providing for increased FSRs and thus height, emerged strongly in other submissions as did support for a wider range of industrial uses. From a planning perspective there is a need to ensure that development controls and approvals do not incrementally erode the industrial focus or activities that are currently enabled by the land use zones applying to the three identified industrial areas
  - Various approaches including planning controls should be considered as well as broader infrastructure provision to alleviate current and future traffic and parking concerns.
- Desire to enable 'high-tech' businesses and start up enterprises as a complementary activity within industrial zoned land. (It is noted that this type of use is already permissible in the IN1 and IN2 zones but wider promotion of this is clearly required).
  - There were a number of comments specifically concerning protecting the integrity of the industrial areas to ensure the uses carried out are related to the core intent of the zoning and not a liberal interpretation of an ancillary use. This may be an area for council to clarify in a subordinate planning instrument such as a DCP.
  - There was some support for more residential development, accompanied by the desire for planning controls to be flexible to support market forces. However, opinion on this was mixed. The online survey for the *Industrial Lands Position Statement* reported a greater level of support for industrial zoned land to exclude future residential development. Some comments wanted the industrial area of George Place Artarmon to be rezoned residential and some comments requested that canine day care facilities be permitted in the industrial area. As noted in many of the specific comments on the industrial lands traffic generation, parking and accessibility to site via public transport were issues that require attention. These issues will be the subject of possible precinct level controls emanating from Council's Integrated Transport Strategy.





## 1.2 PROCESS UNDERTAKEN

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### 1.2.6 DRAFT WILLOUGHBY INDUSTRIAL LANDS STRATEGY 2036

The Draft Willoughby Industrial Lands Strategy was exhibited between June and July 2020. The key recommendation in the draft Strategy was to retain and manage existing industrial and urban services land and continue to prohibit the encroachment of residential and stand-alone commercial uses in line with the strategic direction set out in the North District Plan. By so doing, the draft Strategy recognised the importance and increasing scarcity of industrially zoned land for future city growth in the Eastern Harbour City. The recommendations of the draft Strategy also support Priority 10 and Priority 11 of the Willoughby Local Strategic Planning Statement (LSPS):

- **Priority 10:** Protecting the role of Willoughby's industrial lands as urban service hubs for the Lower North Shore
- **Priority 11:** Supporting St Leonards to develop as a commercial and health and education precinct

The draft Strategy suggested the framework for future planning controls across these areas with the aim to sustain them for growth and renewal to ensure they continue to service the local community and provide a diversity of employment opportunities into the future.

The draft Strategy recommended increasing the FSR across all IN2 zones on sites greater than 1000m<sup>2</sup> to accommodate more high technology and education uses ancillary to existing light industrial uses in the future. Improvements to existing tree canopy, active transport and the provision of sustainable measures such as Electric Vehicle charging stations were also recommended. The draft Strategy also proposed to prohibit childcare centres across all of Willoughby's industrial areas for the health and wellbeing of children due to potential hazards associated with industrial activities such as excessive noise, pollution and the operation of heavy machinery / vehicles within the area. Childcare centres would be encouraged to locate in more suitable alternative locations which would provide a healthier environment for children.

#### Artarmon

The draft Strategy proposed to retain the existing IN1 (General Industrial) and IN2 (Light Industrial) zoning but recognised that there is likely to be increased demand for

high technology and ancillary health uses in the future to support the Health and Education precinct identified in the St Leonards / Crows Nest Plan 2036.

The Draft Strategy therefore supported intensification of the IN2 (Light Industrial) zoned areas by proposing to increase the existing FSR from 1.5:1 to 2:1 on sites greater than 1000m<sup>2</sup>. Consideration of health and education uses on suitable sites in close proximity to the Health and Education precinct on a case by case basis would be considered while retaining the existing industrial zoning.

#### East Chatswood

The draft Strategy recognised that existing land uses permitted in the IN2 (Light Industrial) zone of East Chatswood are already sufficiently flexible to support the transition to new forms of industry and employment. However, there may be some scope for intensification through increasing density controls from 1.5:1 to 2:1 in the IN2 zone on sites greater than 1000m<sup>2</sup> to encourage new development or the adaptive reuse of existing buildings.

The addition of 'Pet Day Care' was proposed on sites not adjacent to residential areas as a response to submissions received during the exhibition of the Industrial Lands Position Statement. The State approval of a supermarket in Smith St is not regarded as a precedent for a wider range of retail, commercial or residential land uses and as such East Chatswood remains an important location for industrial and urban services uses.

#### Epping Road, Lane Cove North

The key recommendation of the draft Strategy for the Epping Rd Lane Cove North industrial area was to retain the existing IN2 (Light Industrial) zone and work with Lane Cove Council to prepare specific Development Controls for the site at 170 Epping Rd which has recently been decommissioned as a Starch Mill.

Recent confirmation of the strategic value of industrial lands has come from the rejection of a rezoning at 166 Epping Rd Lane Cove West (an industrial site to the south of Lane Cove North but part of this same industrial cluster within the Lane Cove Council area) from IN2 to Mixed Use including residential.



### 1.2.7 COMMUNITY CONSULTATION ON THE DRAFT WILLOUGHBY INDUSTRIAL LANDS STRATEGY 2036

The *Draft Willoughby Industrial Lands Strategy* was exhibited between June and July 2020. Due to COVID-19, face-to-face methods of engagement were constrained however Council ran two (2) public Webinars which attracted around 50 participants. Council welcomed submissions directly and via Have Your Say.

### 1.2.8 FEEDBACK RECIEVED FOR THE DRAFT WILLOUGHBY INDUSTRIAL LANDS STRATEGY 2036

A total of sixteen (16) submissions were received on the draft Industrial Lands Strategy. Nine (9) of these were received via Have Your Say, and seven (7) were emailed directly to Council. Overall, comments received were generally supportive of Council's strategic direction for the Industrial Lands of Willoughby. There was strong support for retaining the existing zoning to protect essential urban services in the future. There was some support for increasing the FSR across all IN2 zones on sites greater than 1000m<sup>2</sup>, with a recognition that high technology and knowledge intensive uses should be accommodated into the future.

Concern was expressed regarding the impacts of increasing the FSR in IN2 zones on parking for existing businesses and visitors, operational yard space for light industrial occupiers, and allowing for adequate loading and unloading space for large vehicles. Residential amenity impacts were of particular concern in East Chatswood.

The prohibition of future childcare centres was generally well supported with the importance of the health and wellbeing of children recognised.

Some concerns were raised in relation to ensuring there continued to be provision of convenient childcare for families and workers in East Chatswood.

### 1.2.9 CONCLUSIONS ON FEEDBACK RECIEVED FOR THE DRAFT WILLOUGHBY INDUSTRIAL LANDS STRATEGY 2036

The maintenance of ample operational yard space for light industrial occupiers with any increase in FSR is an important consideration. Through implementation of Council's Integrated Transport Strategy parking rates and traffic and car parking will continue to be managed in the context of our industrial lands. Additionally, management of traffic, parking, access and circulation will be responded to through revisions to DCP controls. The proposed increase in FSR in IN2 zones will also be carefully managed on a case by case basis to ensure there is no loss of amenity, parking or operational space for freight vehicles.

Existing childcare centres will not be affected by these changes. In future, new childcare centres can locate in other, more appropriate areas, which are still convenient for workers in industrial areas, but where the health and wellbeing of children is not compromised by noise, fumes and the operation of machinery. Such areas include residential, neighbourhood, local centres and business zones.





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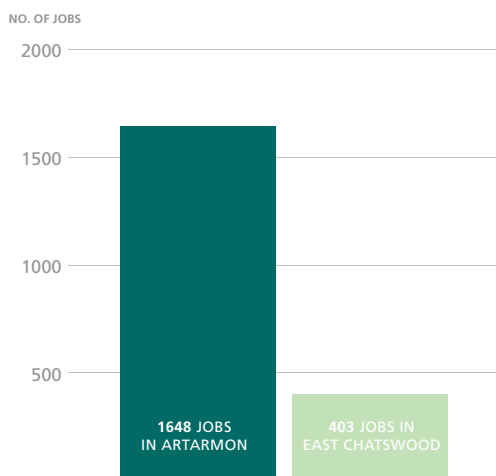
## SECTION 2

## 2.1 THE INDUSTRIAL LANDS

### 2.1.1 OVERVIEW

The three industrial areas in the Willoughby Local Government Area are located in Artarmon, East Chatswood and Epping Rd, Lane Cove North. Artarmon and East Chatswood are the two main industrial areas in the LGA. In 2019, there were approximately 12,380 employees in the industrial areas not including George Place or Epping Rd (ID Profile, 2019). This is approximately 16.7% of jobs in Willoughby.

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 forecast 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. There is limited industrial land in the Northern District, and demand for industrial land for population driven uses such as urban services is likely to increase in the future.



*According to SGS Economics and Planning, there is insufficient zoned land available in the north district to accommodate urban services jobs.*

SGS Economics & Planning: Sydney's Urban Services Land: Establishing a baseline provision (2017)

The Greater Sydney Commission has noted that land values in the North District including Artarmon, East Chatswood and Lane Cove is almost double and rents are 50% greater than the Sydney region average. It also notes that job density in those areas is three times the Sydney region's average.

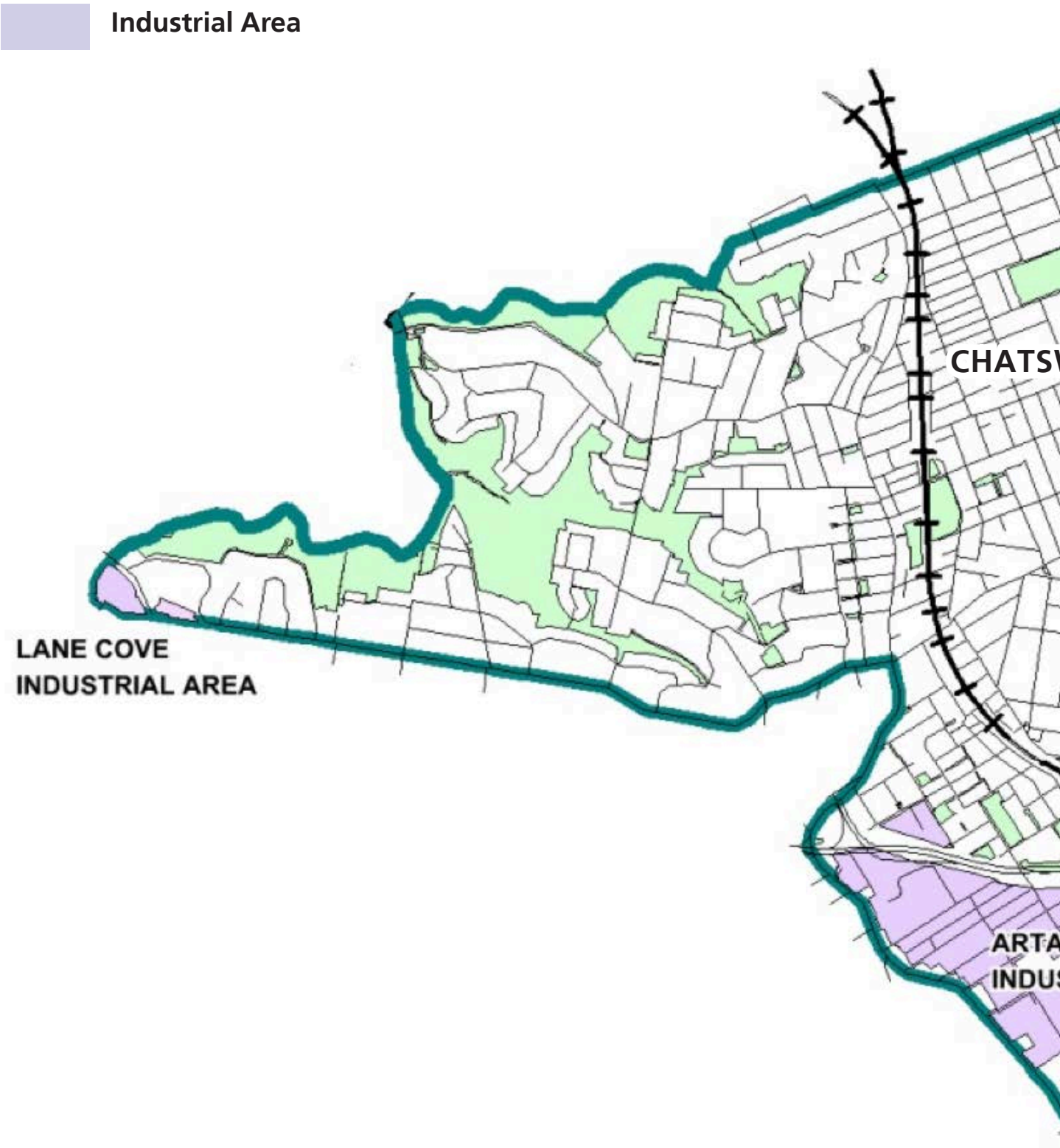
The industrial areas play a vital role in hosting urban services and businesses serving the Lower North Shore and other parts of the North District as a whole, not just the Willoughby LGA. Aside from these areas, there are no substantial nearby industrial areas. The loss of these urban services hubs would compromise the local economy and the liveability of nearby suburbs. The need for smaller industrial premises near centres of population will be heightened in the future by shifts in the economy towards e-commerce, rapid delivery and innovation.

Artarmon has a growing employment base and supports diverse land uses including auto repairs, concrete batching, media, office/warehouse, health and high technology uses. East Chatswood has a mix of light industry but also warehouse and bulky goods retailing and personal services. Lane Cove North is a small precinct in the Willoughby LGA but is connected to a larger 56 Ha industrial precinct in the Lane Cove LGA of IN2 zoned land. The zone allows a wide range of industrial and warehouse land uses with ancillary offices which support the function of industrial uses located in the precinct. Historically the portion of the industrial area located in the Willoughby LGA contains a cluster of heavy industry and manufacturing land uses and is separated from the rest of the precinct by roads and vegetation.

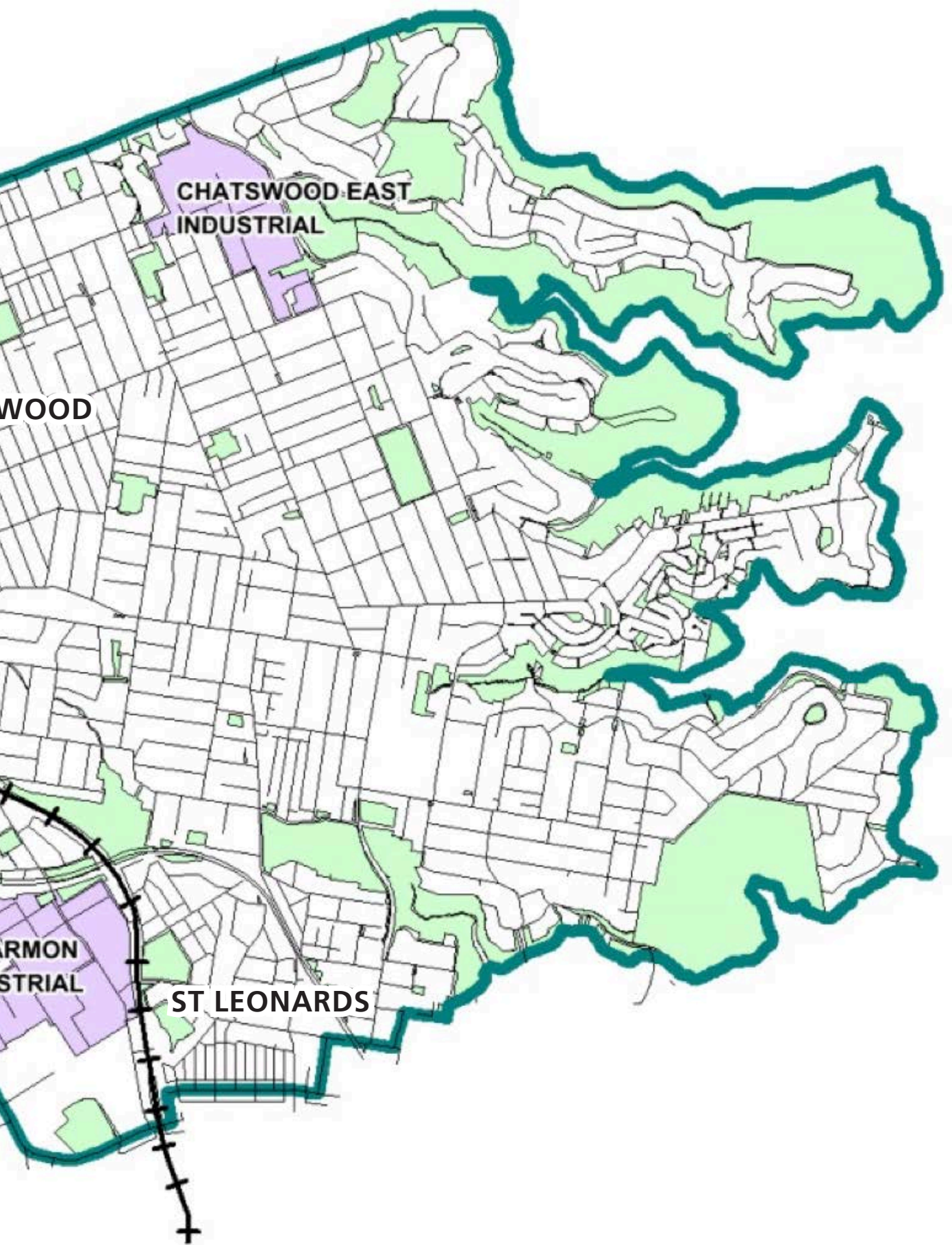
Road transport infrastructure plays an essential role in the productivity of, and demands generated by, the industrial lands. Freight movement and employee access is reliant on a high standard road network complimented by frequent and reliable public transport and safe and convenient active transport routes. Continued investment in new road transport infrastructure, effective management of existing transport infrastructure and services and adoption of new transport technologies will ensure a safe and efficient transport system serving the Artarmon, East Chatswood and Epping Road, Lane Cove North industrial areas.



**FIGURE 1: WILLOUGHBY INDUSTRIAL AREAS**



Source: Willoughby Industrial Lands Position Statement





## 2.1 THE INDUSTRIAL LANDS

### 2.1.2 FUTURE VISION FOR THE INDUSTRIAL LANDS OF WILLOUGHBY IN 2036

The industrial lands of Willoughby play an important role in the North District, providing the location for essential urban services to the North Shore and wider region. They have adapted to changing needs through intensification, to accommodate growth and changes in service related and industrial employment in Sydney.

Willoughby's industrial lands are prized as valuable sites for new technologies and have been successful in resisting erosion by residential and commercial uses. They have successfully adapted to challenges of the digital economy and technological change and responded well to the uptake of electric vehicles (EVs), with charging stations and related services accommodated.

The health and wellbeing of workers has also been recognised with improved access to open space and walking and cycling networks.

#### Ten Strategic Directions for Willoughby's Industrial Lands:

1. Optimise the efficiency and effectiveness of the freight handling and logistics network including the road network.
2. Promote land uses that respond to changing technologies and market requirements.
3. Provide support, service and interface functions.
4. Promote flexible building design (such as large spans, flexible floor plates and good loading facilities).
5. Investigate opportunities for Self-Monitoring Analysis Reporting Technology (SMART) that supports businesses in the industrial areas.
6. Continue to encourage incentives for sustainable development and sustainable operating of businesses, including the use of renewable energy and the installation of solar photovoltaic panels
7. Support energy efficient and technologically enabled transport vehicles and systems such as provision of Electric Vehicle (EV) charging stations
8. Prohibit childcare centres in all IN1 and IN2 zones in Willoughby. Alternative sites should be selected for childcare centres that will not compromise the health and wellbeing of children, and to avoid the displacement of other non-industrial and urban services uses in recognition of the strategic importance of industrial lands. Childcare centres would be more suitably located in residential zones, neighbourhood and local centre zones, and other business zones.
9. Promote business clusters, for example synergy between the health precinct and supporting services in the Artarmon industrial area.
10. Improve road transport infrastructure to ensure safe and efficient movement of freight vehicles, public transport, motor cars, bicycle and pedestrians and connectivity and access to green space, facilities and services for the amenity of businesses and employees.





# 2.2 Artarmon

## 2.2.1 CHARACTER AND PLACE

The Artarmon industrial area comprises approximately 64 Ha of land and is strategically located close to major freight transport infrastructure including the Pacific Highway; Lane Cove tunnel and Gore Hill Freeway; and the North Shore Rail Line.

Historically, the Artarmon industrial area was a location for quarrying providing sandstone for buildings and construction projects in Sydney and the lower north shore. Today, it is well established and includes clustering of industries such as manufacturing; IT and publishing; maintenance jobs; service jobs; health related jobs; and freight and logistics. The Artarmon Home HQ depot located in Reserve Road provides a range of bulky goods retail and

shops that service employees in the industrial area as well as the wider region.

The precinct has excellent access to the metropolitan arterial road network. It is also located close to the St Leonards strategic centre, which is evolving as a location for high-rise residential and office employment. Additionally, it is in close proximity to the Royal North Shore Hospital health precinct, providing an opportunity to foster the synergy between the industrial zone and the health precinct. There are several medical industry related manufacturers, indicating a strong health related cluster in the industrial area.





## 2.2 ARTARMON

The southern part of the industrial area is within walking distance to St Leonards railway station. The northern portion of the industrial area is within an 800 metre walking distance to 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 zoned land.

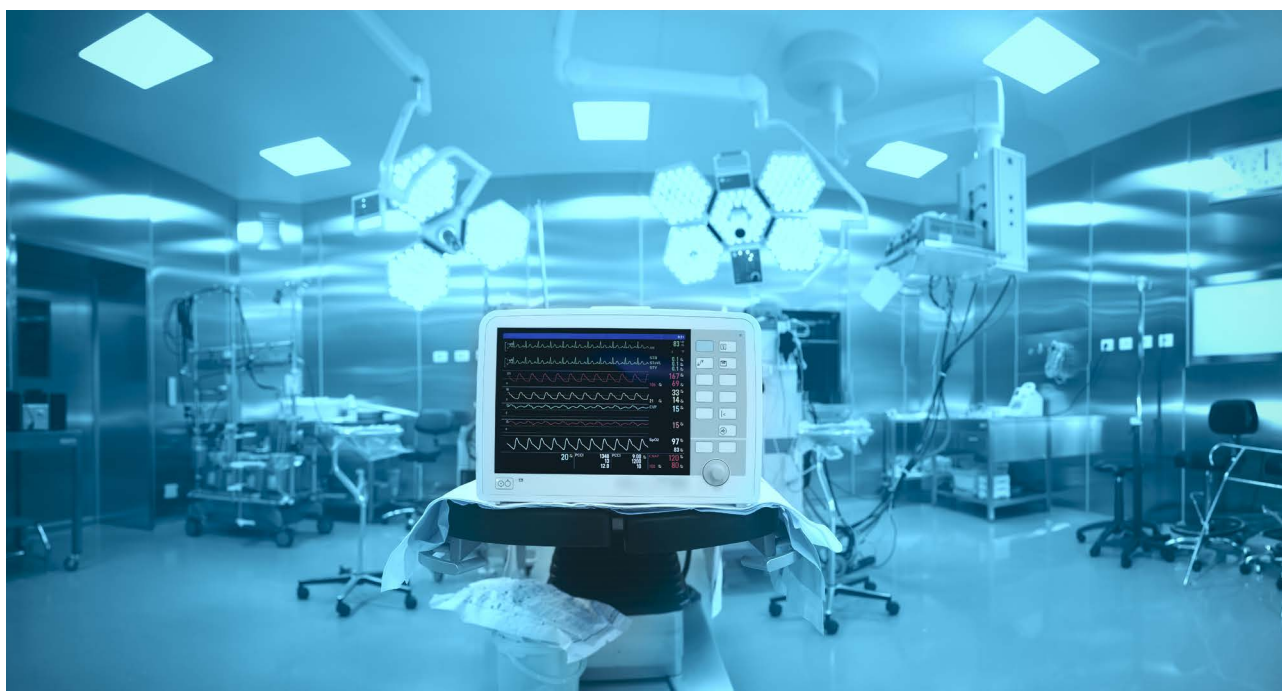
### 2.2.2 CURRENT PLANNING CONTROLS

Zone	Current height and FSR	Proposed in this Strategy
<b>IN1 General Industrial zone</b>	No height control.FSR: 1:1 with sites greater than 1,000m <sup>2</sup> permitted 1.5:1	Retain current controls.
<b>IN2 Light industrial zones</b>	Generally no height control (except Broadcast Way). FSR: 1:1 with sites greater than 1,000m <sup>2</sup> permitted 1.5:1	Increase FSR to 2:1 across all IN2 areas for sites greater than 1,000 m <sup>2</sup> .

The Artarmon industrial area is primarily zoned IN1 General Industrial and IN2 light Industrial (see Figure 2). These zones provide for a range of industrial and warehouse uses in addition to urban services, convenience uses and ancillary office, which support the function of the precinct. There is a defined area that allows bulky goods (large format retail) such as Bunnings and Artarmon Home HQ. Most of the industrial area has no height control. Under *Willoughby Local Environmental Plan 2012* (WLEP 2012) the floor space ratio control is 1:1 with 1.5:1 permitted on sites greater than 1,000m<sup>2</sup>.

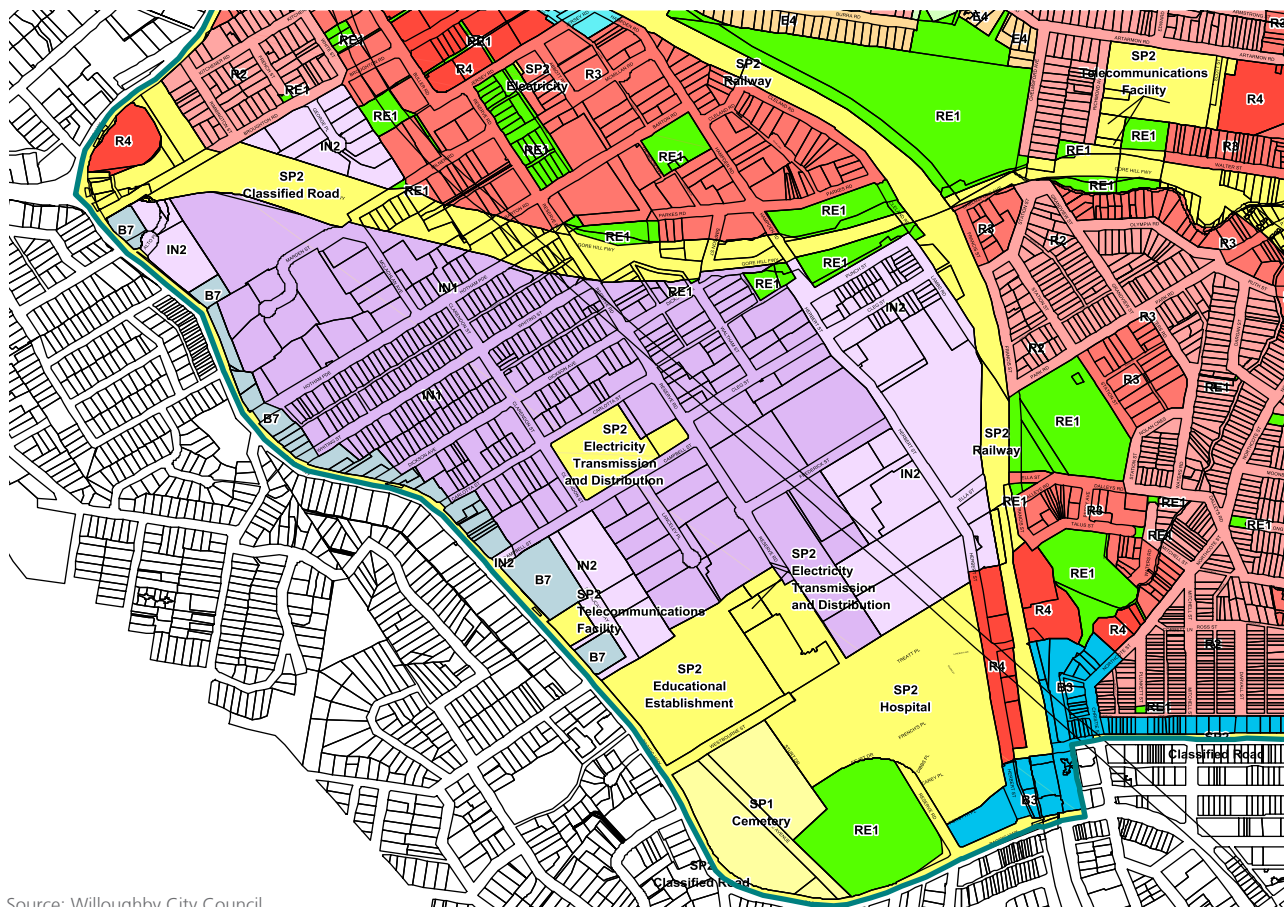
Office use is permitted in the industrial areas if they are ancillary to, and used in conjunction with, industrial, manufacturing or other permitted uses on the same land. There are limits on the amount of ancillary office permitted in the northern portion of the Artarmon industrial area and for sites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

Council has recently supported health related Planning Proposals at 10 Herbert St and 12 Frederick St to allow “Hospital” as a permitted additional use in the IN2 zone for those sites, reinforcing its strategic direction in relation to this precinct.



## 2.2 ARTARMON

Figure 2: Artarmon industrial area zoning under WLEP2012



Source: Willoughby City Council

### 2.2.3 CAPACITY, DEMAND AND SUPPLY

As part of the work undertaken on the St Leonards Crows Nest Priority Precinct, SGS Economics & Planning (2017) researched demand and supply of floor space to 2036 by sub-precinct and broad land uses. In Artarmon, SGS concludes there will be a shortage of knowledge intensive and population serving floorspace, while there will be an excess of floorspace for industrial uses.

#### According to SGS, the key implications to 2036 for Artarmon include:

- Need for additional knowledge intensive (office) floor space.
- Need for additional population serving floor space (principally for auto repairs, bulky goods retail and repairs and maintenance).
- Some availability of industrial floor space for conversion or redevelopment for the above employment categories and use.

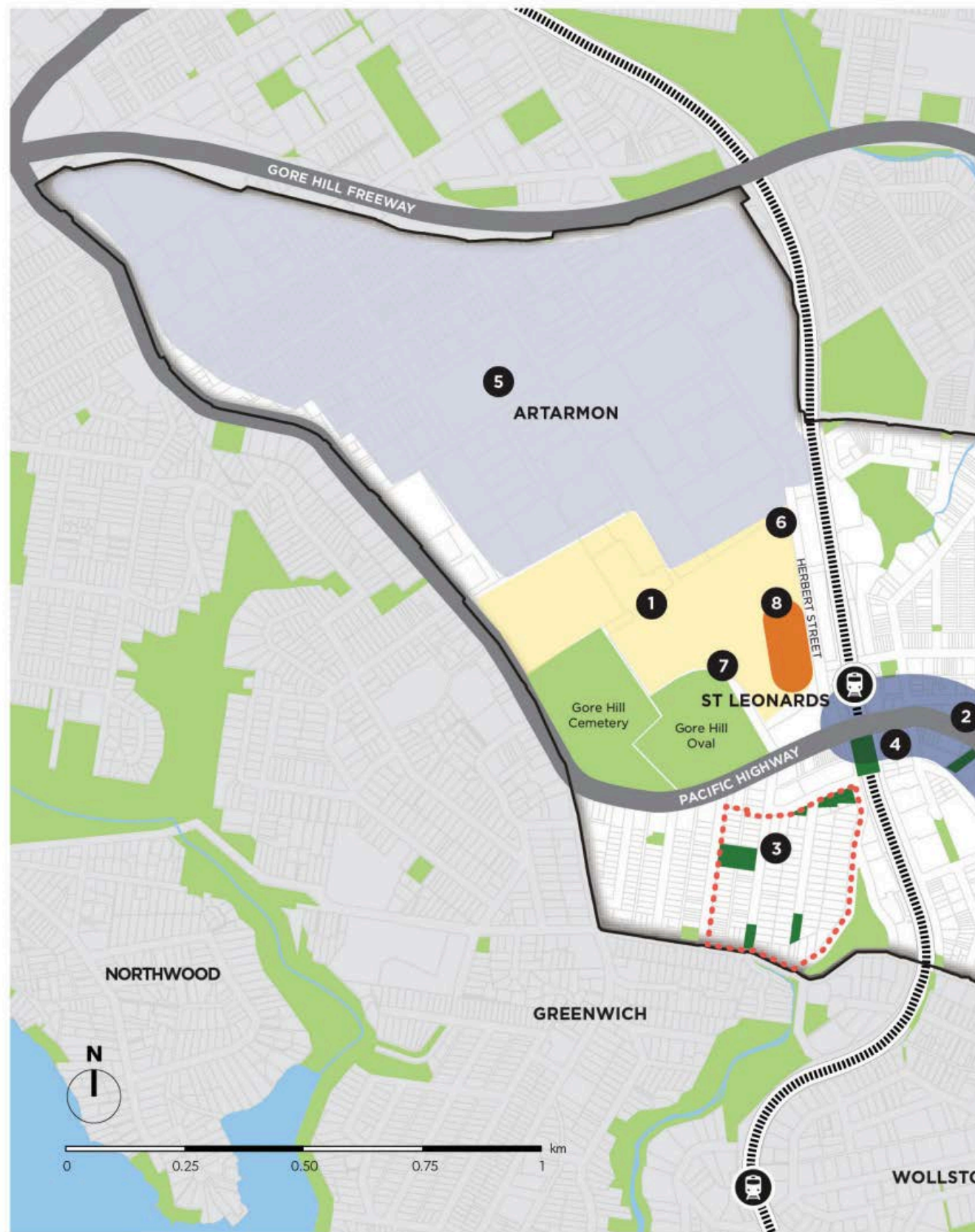
The light industrial area around Herbert Street has also been identified in the *Willoughby Local Strategic Planning Statement* (LSPS) and by the Department of Planning as supporting intensification of employment uses, including high technology and ancillary health uses on a site by site basis to support the St Leonards health precinct.

In the future, bulky goods retail and showrooms could be located along the Pacific Highway frontage in St Leonards and Crows Nest, rather than in the Artarmon Industrial Area. Growth of lower north shore service and light industry needs will be accommodated at Artarmon in the future. SGS concludes that existing available capacity is sufficient given options for re-use and redevelopment of existing floor space, and no change to planning controls is required. Council will continue to strongly resist residential development in the Artarmon industrial area, to protect the industrial lands.














## 2.2 ARTARMON

Figure 3: Crows Nest / St Leonards Land Use Plan - (NSW Department of Planning, Industry & Environment, 2020)





## Land Use

-  Plan Area
-  Railway Line
-  Railway Station
-  Metro Station
-  Existing Open Space
-  Potential Open Space
-  Waterways
-  St Leonards South Rezoning
-  Artarmon Employment Area
-  Higher Density Between Stations
-  Herbert Street Precinct

- 1 Investigate further opportunities to strengthen the health and education precinct.
- 2 Concentrate higher density along the Pacific Highway between the St Leonards Station and Crows Nest Metro Station.
- 3 Encourage a mixture of densities in St Leonards South.
- 4 Encourage a balance of commercial and residential uses within the St Leonards Core.
- 5 Protect and manage the Artarmon Employment Area.
- 6 Enable flexibility in planning controls to consider health, education and innovation on a site-by-site basis.
- 7 Investigate possible locations for a school in the health and education precinct.
- 8 Ensure land is available at Royal North Shore Hospital for future expansion of uses.
- 9 Encourage the location of additional retail within the St Leonards Core and Crows Nest Village rather than the Artarmon Employment Area.



## 2.2 ARTARMON

### 2.2.4 ST LEONARDS / CROWS NEST HEALTH PRECINCT

The Department of Planning has prepared the St Leonards and Crows Nest 2036 Plan, which states that continued growth in the health and technology sectors will deliver approximately 16,500 new jobs across existing, emerging and evolving industries over the next 20 years.

The industrial area of Artarmon is one area identified as accommodating an abundance of work opportunities in these sectors in the future.

The Plan for St Leonards and Crows Nest to 2036 supports the vision to retain the existing zoning in the Artarmon Industrial Area, while supporting the intensification of uses in the light industrial area including high technology and ancillary health uses on an individual basis.

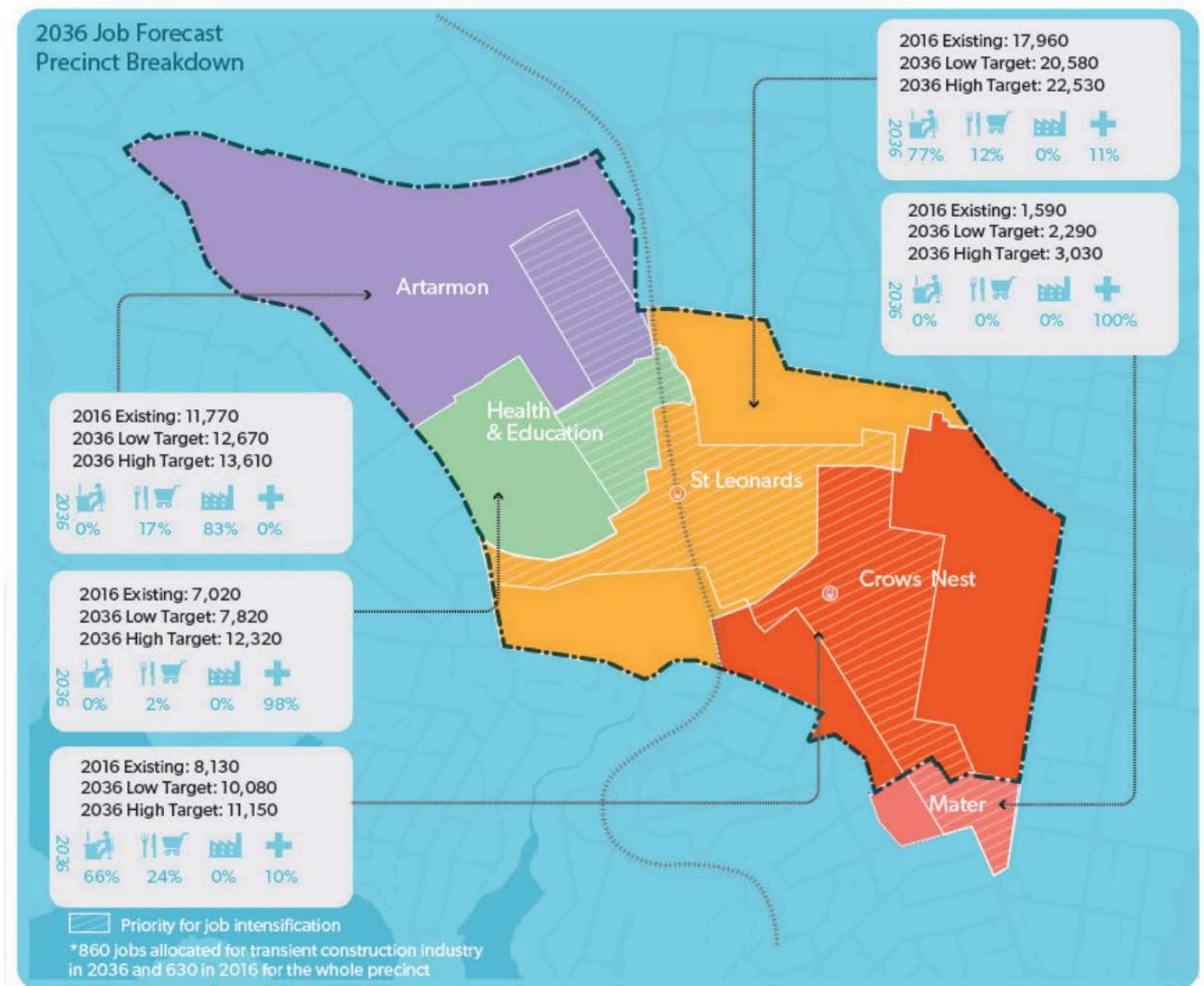
**The Willoughby Local Strategic Planning Statement (LSPS) indicates the following direction in relation to this:** “Consider health and education uses on suitable sites on a case-by-case basis in close proximity to the existing health and education precinct while retaining the industrial zoning”. The LSPS identifies an area in the Herbert Street precinct that could be considered for health uses, as indicated in the shaded area in Figure 4. This is supported by the strategic direction of the Department of Planning as indicated in Figure 5.

It is anticipated that development associated with the proposed St Leonards Health and Education Hub will result in the loss of sites for light industrial purposes. In order to address this expected reduction Council will promote future growth through increasing the FSR across all IN2 areas to 2:1 on sites greater than 1000m<sup>2</sup>.

**Figure 4: Potential Expansion of the St Leonards Health and Education Precinct – (WCC LSPS, 2019)**



Figure 5: Employment areas in St Leonards and Crows Nest (NSW Department of Planning, Industry & Environment, 2020)



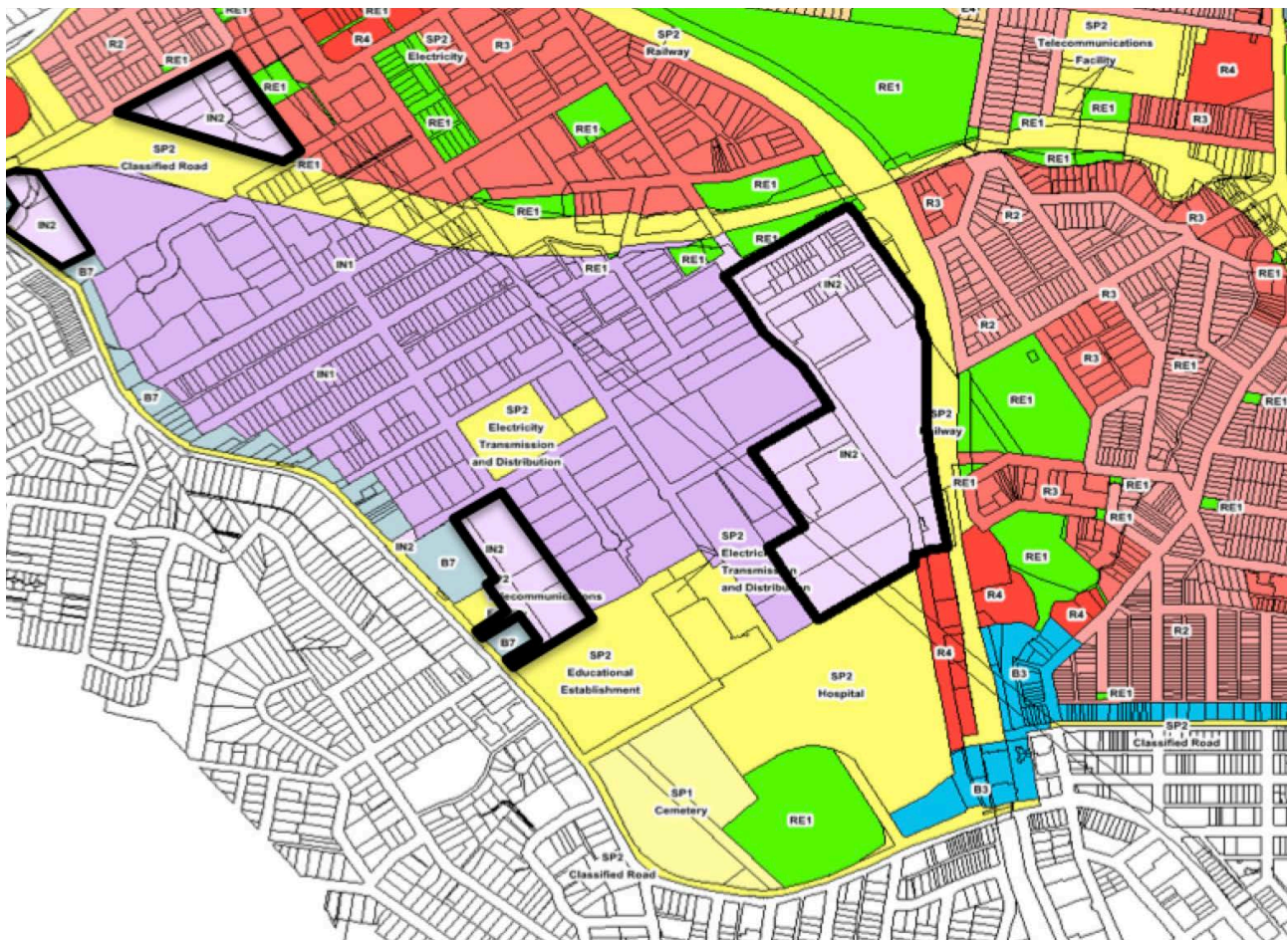


## 2.2 ARTARMON

### 2.2.5 SITE SPECIFIC PLANNING PROPOSALS

Site specific Planning Proposals for Health and Education uses in the area identified in Figure 4 must be consistent with the objectives and targets of the *North District Plan*, *Willoughby Local Strategic Planning Statement* and the Strategic Directions of the *Willoughby Industrial Lands Strategy 2036*. Planning Proposals must be adequately supported by appropriate technical studies.

**Figure 6: FSR to be increased to 2:1 on sites greater than 1000m<sup>2</sup> in all IN2 areas, and more high-tech uses will be supported in the Herbert St precinct as outlined**



Source: Willoughby City Council

#### Site Specific Planning Proposals should address:

- Contribution to employment or technological advancement such as research and development in the field of Health and Education. In this regard, proposals must include a component of high technology / research and development or manufacturing. Proposals for commercial office only will not be supported.
- How the Planning Proposal achieves an increase in Health and Education jobs.
- Encouraging sustainable transport choices and minimal impact on the existing road network.
- Opportunity for sustainable design.

## 2.2 ARTARMON

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### 2.2.6 KEY CONSIDERATIONS FOR THE ARTARMON INDUSTRIAL AREA

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- SGS Economics & Planning suggests that while zoning changes are not required, subdivisions and upper floors of industrial and ancillary floor space should be encouraged to generate greater employment density and efficiency outcomes (St Leonards and Crows Nest Economic Feasibility Review, p.35).
  - Recognising that there is likely to be increased demand for high technology and ancillary health uses in the future in Artarmon and to support the Health and Education precinct, it is considered appropriate to increase the density of the entire Light Industrial IN2 area, including the Herbert St precinct, and allow a floor space ratio of 2:1 on sites greater than 1000m<sup>2</sup>.
  - Bulky goods will be located in more appropriate locations as previously discussed.
  - The George Place industrial area north of the freeway is zoned IN2 light industrial. There have been suggestions to rezone the George Place industrial area to mixed use / residential and promote new high-tech start-ups and affordable housing. Council's current position on this is to retain the current zoning of the George Place industrial area because it is considered to be valuable industrial land, but allow an FSR increase to 2:1 on sites greater than 1000m<sup>2</sup>.
  - Industrial areas are not ideal locations for childcare centres because of the potential hazards associated with industrial activities such as excessive noise, pollution and the operation of heavy machinery / vehicles in the area. Council will therefore encourage childcare centres to locate in locations which would provide a healthier, more appropriate environment for the wellbeing of children. As such it is proposed that childcare centres be prohibited in all industrial areas in Willoughby.
  - Brothels will continue to be possible in Industrial areas with the usual location criteria applied in their assessment.
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## 2.2 ARTARMON

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### 2.2.7 ARTARMON INDUSTRIAL AREA AND STATE INFRASTRUCTURE PROJECTS

#### Sydney Metro City and Southwest

A site in Artarmon industrial area at 98 Whiting Street has been purchased and will be used as a long term permanent facility for the Sydney Metro City and Southwest system. The site is currently zoned IN1 General Industrial. The construction of the new facility is underway.

#### Western Harbour Tunnel and Beaches Link

Sites in Artarmon industrial area have been identified for temporary construction and long term permanent use in relation to the Western Harbour Tunnel project. Private land zoned for light industrial use in Waltham Street is proposed as a construction support and the future motorway control centre for the Western Harbour Tunnel (Western Harbour Tunnel and Warringah Freeway Upgrade Environmental Impact Statement pages 5-4, 5-13 and 5-28), refer to Figure 7.

The Beaches Link and Gore Hill Freeway Upgrade Environmental Impact Statement is expected to identify Sites in Artarmon Industrial Area for construction and long term permanent use. Private land zoned for light industrial

use in Reserve Road is identified as a construction support and the future motorway control centre for the Beaches Link as well as private land zoned for light industrial use in Waltham Street for a tunnel support facility. It is also noted that the Beaches Link and Gore Hill Freeway Upgrade project is also proposing to resume industrial land for improvements to the motorway network. (Western Harbour Tunnel and Warringah Freeway Upgrade Environmental Impact Statement pages 5-4, 5-13 and 5-28), refer to Figure 7.

The selection of these sites was based on using commercial or light industrial areas, avoiding the need for expensive residential property acquisition.

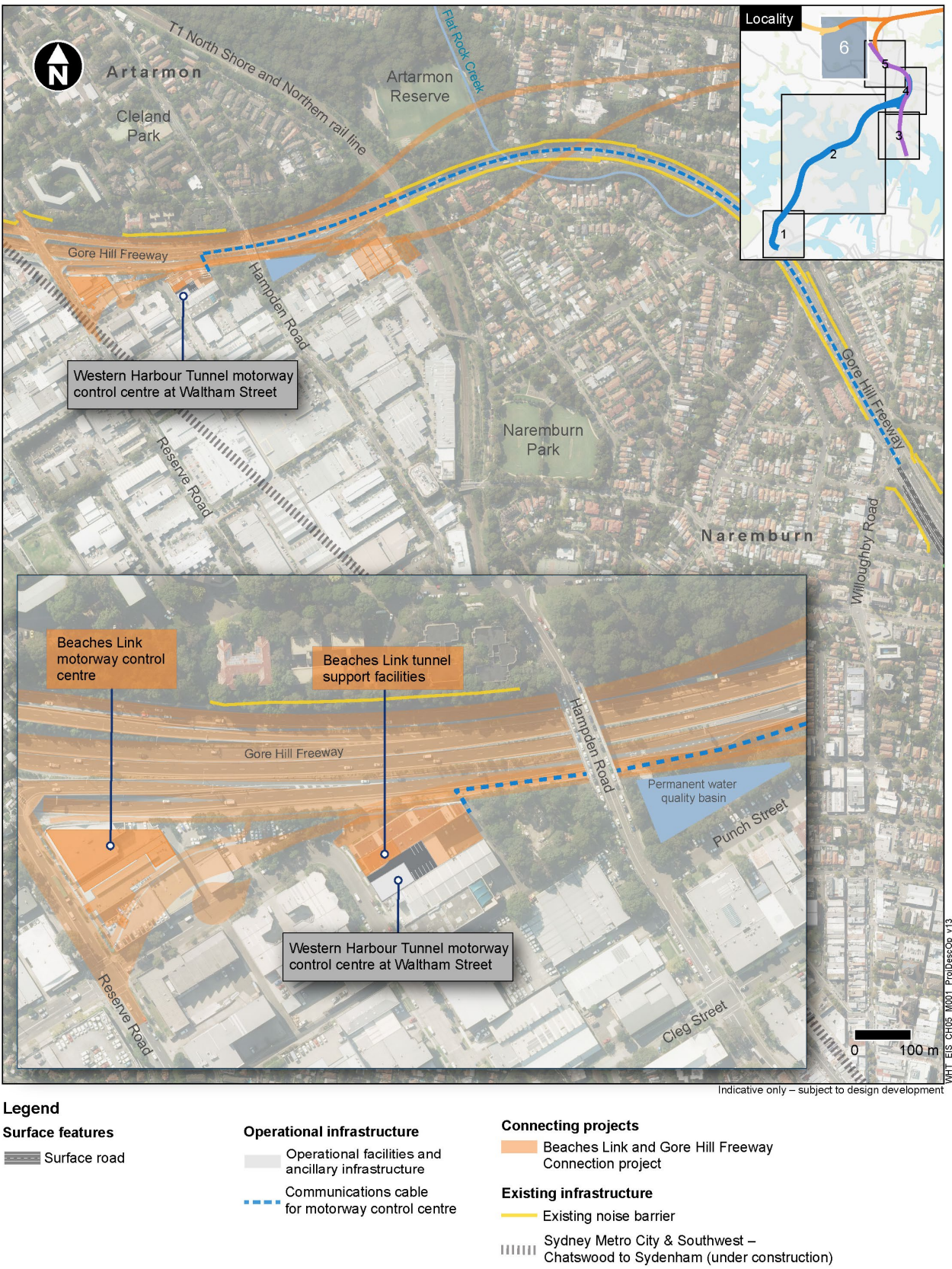
This however is indicative of how industrial areas continue to be used both on a temporary and permanent basis for purposes that, although neither industrial nor urban service focused in nature, are difficult to locate elsewhere. This results in the ongoing displacement of employment generating businesses which will find it increasingly difficult to access appropriately zoned land in the North District in particular.





## 2.2 ARTARMON

Figure 7: Transport for NSW proposed activities in Artarmon Industrial area



Source: Western Harbour Tunnel and Warringah Freeway Upgrade Environmental Impact Statement



## 2.2 ARTARMON

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### 2.2.8 TRAFFIC AND TRANSPORT

Artarmon Industrial Area generates a demand for freight vehicle movement at all times. The diverse nature of the industrial uses has led to a broad range of general access and restricted access freight vehicles. Car, bus, bicycle and walking are all used by employees to access the industrial area.

Key major roads such as Gore Hill Freeway, Pacific Highway and Reserve Road provide connections to the local road network to support regional travel. The local roads provide access to properties and street parking for employees and visitors.

The industrial area north of the Gore Hill Freeway is not connected to the road network on the southern side of Gore Hill Freeway. This results in freight vehicles using local residential roads to access Pacific Highway, the nearest major road.

Continued investment in major road improvements to the road transport system serving the Artarmon area is essential to ensure that over time safe and efficient freight vehicle access and circulation and connections to regional

destinations is provided. Future investigation of a new road link across the Gore Hill Freeway connecting the industrial land north and south of the Freeway would improve residential safety and amenity.

Effective management and minor changes to the existing transport infrastructure and services will also be required to facilitate and enable safe and efficient freight vehicle, motor car, bus, bicycle and pedestrian movement. Improvements to the existing road network will include, but not be limited to, intersection changes, traffic control signals, street parking changes and shared paths.

New transport technologies will provide the opportunity to increase the safety and efficiency of the road transport system serving the Artarmon Industrial area. These may be vehicle specific, devices provided in the road network and also focused on the transport user. It will be important to optimise the opportunities technology provides and work with proponents to introduce initiatives over time.



## 2.2 ARTARMON

### 2.2.9 SNAPSHOTS FROM SUBMISSIONS

*"The industrial services of Artarmon are important to me and I don't want them relocated just so land developers can build more units. I don't want to have to drive to Bankstown to get my car serviced."*

*"The Artarmon industrial area provides employment opportunities, provides a range of businesses and services close by to support the local community and surrounding suburbs. This has benefits in terms of travel times, traffic etc. Agree with not allowing rezoning for residential".*

*"Make sure it continues to provide diverse local employment and premises affordable to tradespeople useful to the city."*

*In regards to LSPS Priority 10: "The Artarmon industrial area is very important and should not be encroached on by either residential or the St Leonards health precinct. Strongly support no decrease in industrial zoned land."*

#### **Councils' LSPS lists the following actions:**

Optimise the efficiency and effectiveness of the freight handling and logistics network in relation to industrial lands. In line with the North District Plan Priority N11 to retain and manage industrial and urban services land, council will protect Artarmon's critical urban services and employment role by:

- Maintaining the industrial zoning.
- Supporting proposals that intensify the precinct's urban services role and employment consistent with the zoning.
- Considering health and education uses on suitable sites on a case-by-case basis in close proximity to the existing health and education precinct while retaining the industrial zoning.

### 2.2.10 ARTARMON STRATEGIC DIRECTIONS

**In pursuit of these actions the following Strategic Directions are proposed:**

1. Protect essential industrial activities in Artarmon.
2. Retain IN1 and IN2 Industrial zones to protect existing uses and facilitate new technologies and future trends.
3. Increase FSRs throughout the IN2 area from 1:1 to 2:1 on sites greater than 1000m<sup>2</sup>.
4. Continue to support intensification of employment uses in the IN2 Light Industrial area close to St Leonards Station including high technology and ancillary health uses on a case by case basis.
5. Continue to prohibit residential uses in the Artarmon industrial precinct.
6. Limit bulky goods (large retail format) to the existing defined precinct. Consider locating future bulky goods retail and showrooms along the Pacific Highway frontage.
7. Prohibit new childcare centres in the Artarmon industrial zone.
8. Progress traffic and car parking management improvements in the Integrated Transport Strategy to support the operation of the industrial area.
9. Improve internal bus services linking employees and visitors to Chatswood CBD and St Leonards Station.
10. Improve freight links and networks to provide safe access at all times to all vehicles with a destination in the industrial area.
11. Explore the provision of a new road link across the Gore Hill Freeway connecting the industrial land north and south of the Freeway would improve residential safety and amenity.
12. Support energy efficient and SMART infrastructure such as EV charging stations and intelligent transport systems.
13. Improve pedestrian and cycle links and facilities including bicycle racks to support cycling and improve tree canopy in the Artarmon employment area to reduce urban heat impacts and improve amenity.



# 2.3 East Chatswood

## 2.3.1 CHARACTER AND PLACE

The East Chatswood industrial area is located around 1.5 kms from Chatswood CBD 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 Rd. 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. Industrial buildings sit on a prominent hilltop located along the eastern side of Gibbes St. 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 to Chatswood and Northbridge.

East Chatswood industrial area traditionally appeals to managers and employees who live on the North Shore. The range of land uses is mixed and typical of a local industrial and urban services precinct. While traditional manufacturing is decreasing there are still important small - scale manufacturers. Current uses include panel beaters and car repair services, home renovation services, integrated office / warehouses, storage facilities, food preparation companies, large format retail, bulky goods retail including Bunnings hardware, indoor recreation uses such as gymnasiums, places of public worship and childcare centres. Businesses related to retail trade, wholesale trade, construction industry, manufacturing and media and communications dominate the industrial area.





## 2.3 EAST CHATSWOOD

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### 2.3.1 CHARACTER AND PLACE

According to id profile estimates based on the 2019 ABS census, the East Chatswood industrial area contributed more than 3,180 jobs with businesses related to retail trade, wholesale trade, construction industry, manufacturing and media and communications dominating the land uses.

In a 2016 field survey of cluster land uses in the East Chatswood industrial area, the diverse range of businesses included:

- 20 companies associated with printing production
- 4 long term storage facilities
- 9 businesses related to film and audio- visual production
- 14 companies associated with automotive and panel beating
- 6 businesses including laboratories related to Environmental and sustainable technology
- 10 medical technology related businesses were present
- 20 electrical and computer related businesses
- 7 factory and manufacturing businesses
- Businesses related to the construction industries were also prominent, for example, plumbing, hardware and including a timber yard

**Figure 8: Typical office / warehouses in East Chatswood industrial area**





## 2.3 EAST CHATSWOOD

### 2.3.2 CURRENT PLANNING CONTROLS

The East Chatswood industrial area is zoned Light Industrial IN2 under the *Willoughby Local Environmental Plan 2012*.

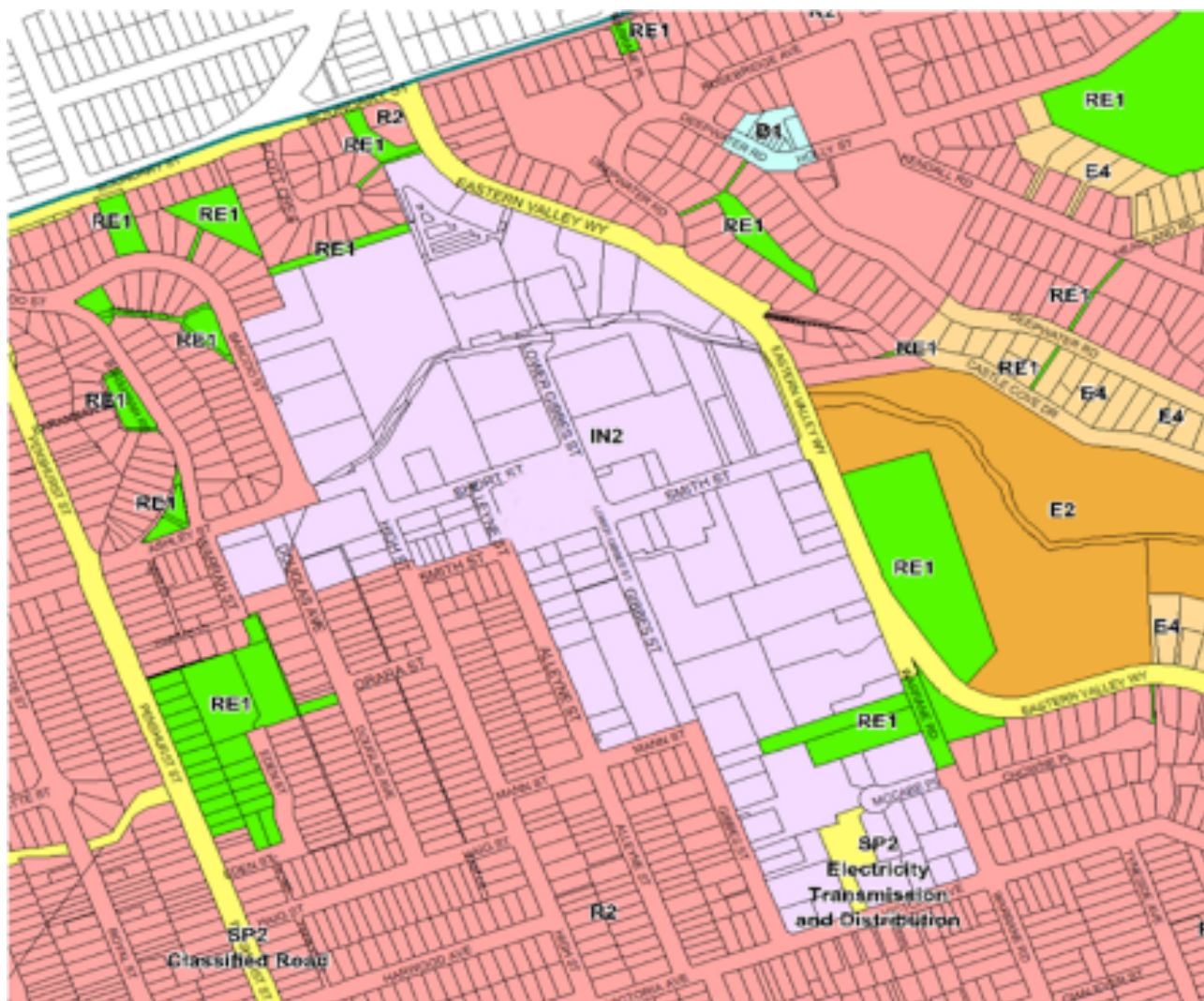
The zone provides for a wide range of industrial and warehouse uses as well as convenience uses or urban services. It exemplifies a precinct comprising “urban services that enable the city to develop and its businesses and residents to operate” (A Metropolis that Works, Greater Sydney Commission 2018). Ancillary offices that support the function of the light industrial uses are located within the precinct. Bulky goods (large format retail) are also permitted throughout the industrial area.

The industrial area has no height control. The current floor space ratio is 1:1 with sites greater than 1,000m<sup>2</sup> permitted

1.5:1. The *Willoughby Development Control Plan* (WDCP) sets guidelines for the form of development in the industrial area.

In 2018 the Minister for Planning approved a site-specific rezoning of 17 Smith Street in East Chatswood to allow a supermarket and liquor store as an additional permissible use on the site. This has allowed a Development Application from Woolworths for a full size (3,900m<sup>2</sup>) supermarket, liquor store and 3 neighbourhood shops to be approved at 17 Smith Street. To date construction of the supermarket has not yet commenced and funding arrangements for improvements to the Smith St and Eastern Valley Way intersection are yet to be resolved by the applicant and Transport for NSW.

Figure 9: East Chatswood Zoning map (*Willoughby Local Environmental Plan 2012*)



## 2.3 EAST CHATSWOOD

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### 2.3.3 CAPACITY, DEMAND AND SUPPLY

SGS Economics and Planning (*Willoughby Economic Development Study 2016*) noted that although there was decline in employment since 2006 in East Chatswood, there is expected to be demand for an additional 42,000m<sup>2</sup> of floor space by 2041. At that time (2016) existing capacity was estimated at around 51,000m<sup>2</sup>, which suggested that there would be 9,000m<sup>2</sup> of floor space capacity after demand to 2041. Recent vacancy rates over the last 5 years have been below 10% indicating that the industrial area is not in decline although the uses may be evolving away from traditional industry such as manufacturing.

### 2.3.4 KEY CONSIDERATIONS FOR EAST CHATSWOOD INDUSTRIAL AREA

Approval for a supermarket and liquor store in the East Chatswood Industrial Area, although contrary to the objectives of the North District Plan has been granted. As a consequence there could be pressure for further erosion of the industrial zoning in East Chatswood to create additional retail outlets.

A submission has been received during the exhibition of Council's *Industrial Lands Position Statement* and *Local Strategic Planning Statement* (LSPS) from nearby land owners requesting Council review controls so that East Chatswood can "continue to transition to a more mixed and high amenity employment area."

Creating a precinct in East Chatswood industrial area where general retail, business or residential including "live-work" is allowed is not supported. The existing land uses permitted in the Light Industrial IN2 zone of East Chatswood are already sufficiently flexible to support the transition to new forms of industry and employment, which could be further encouraged by increasing density controls from 1.5:1 to 2:1 on larger sites.

This intensification of density controls from 1.5:1 to 2:1 in addition to new development could also encourage the adaptive reuse of existing buildings. Such a change to floor space ratio controls would need to be weighed against issues such as increased pressure to convert the additional floor space to non-industrial uses, additional traffic impacts within the local and regional transport network, and increase in land values.

### Additional uses

Demand for "pet day care" has been growing in recent years. The East Chatswood Light industrial area could accommodate animal day care without impacting amenity if located away from the residential areas. It is considered compatible with the diverse range of uses such as indoor recreation facilities, places of public worship and bulky goods that make up the eclectic character of East Chatswood.

### 2.3.5 TRAFFIC AND TRANSPORT

East Chatswood Industrial Area generates a demand for freight vehicle movement at all times. The diverse nature of the industrial uses has led to a broad range of general access freight vehicles. Car, bus, bicycle and walking are all used by employees to access the industrial area.

East Chatswood Industrial Area is limited in its access to major roads. The major road providing access to the East Chatswood Industrial Area is Eastern Valley Way. Eastern Valley Way is an arterial standard road with horizontal and vertical alignment issues. Eastern Valley Way provides connections to the local road network. The local roads provide access to properties and street parking for employees and visitors.

Continued investment in Eastern Valley Way is essential to ensure that over time safe and efficient freight vehicle access is provided to serve the area and provide connections to regional destinations. The local road network is constrained and a goal is to provide safe access and circulation for 12.5 metre freight vehicles into, within and out of the industrial area.

Effective management and minor changes to the existing transport infrastructure and services will also be required to facilitate and enable safe and efficient freight vehicle, motor car, bus, bicycle and pedestrian movement. Improvements to the existing road network will include, but not limited to, intersection changes, traffic control signals, street parking changes and shared paths. New transport technologies will provide the opportunity to increase the safety and efficiency of the road transport system serving the East Chatswood Industrial area.



## 2.3 EAST CHATSWOOD

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These may be vehicle specific, devices provided in the road network and also focused on the transport user. It will be important to optimise the opportunities technology provides and work with proponents to introduce initiatives over time.

### 2.3.6 SNAPSHOTS FROM SUBMISSIONS

*"Any further developments should be carefully considered for impact on traffic. The Smith and Lower Gibbes intersection is already so overcrowded at peak hour that cars block the roundabout and break traffic rules..."*

*"Retain & manage yes, but no more "Tech Parks" or Storage Unit facilities please. Australia is feeling the weakness of much less product made here. We need to allow productive light manufacturing within the current WCC industrial areas".*

*"I own an older industrial building in East Chatswood with 4 commercial tenants that is now struggling to make a reasonable return due to higher outgoings. To allow me to consider redevelopment, I need surety on zoning and ideally some revision to the FSR..."*



## 2.3 EAST CHATSWOOD

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### Councils' LSPS lists the following actions:

- Optimise the efficiency and effectiveness of the freight handling and logistics network in relation to industrial lands
  - Support the development of East Chatswood, with a blend of urban services, industrial uses, large format retail and some local services by:
    - Maintaining an industrial zoning.
    - Supporting proposals consistent with the zoning that improve the precinct including enhanced connections and amenity upgrades
- 

### 2.3.7 EAST CHATSWOOD STRATEGIC DIRECTIONS

#### In pursuit of these actions the following Strategic Directions are proposed:

1. Retain and encourage a flexible IN2 Light Industrial zone while continuing to allow for a wide range of modified building formats.
  2. Continue to prohibit residential development
  3. Limit the extent of non- bulky goods retail to the area approved for a supermarket and associated specialty shops as this will be more than adequate to cater for the existing and future employees of the industrial area.
  4. Consider an increase in floor space ratio to 2:1 for sites greater than 1,000m<sup>2</sup>.
  5. Permit pet day care with consent as additional permitted uses on sites that are not adjacent to residential areas.
  6. Investigate improvements to local traffic management particularly with the approval of a full line supermarket in Smith St.
  7. Support proposals that are consistent with the zoning and that improve the precinct including enhanced community and amenity upgrades.
  8. Support the upgrade to Eastern Valley Way to reinforce its role as the primary access road into and out of the industrial area by traffic generated by the industrial area.
  9. Provide a road network that permits safe access and circulation of 12.5 metre freight vehicles into, within and out of the industrial area.
  10. Progress traffic and car parking management improvements in the Integrated Transport Strategy to support the operation of the industrial area and discourage use of High Street by traffic generated by the Industrial area.
  11. Reinforce and strengthen existing internal public transport services and active transport initiatives for employees and visitors.
  12. Support energy efficient and SMART infrastructure such as EV charging stations and intelligent transport systems.
  13. Investigate improvements to urban tree canopy and employee amenity.
  14. Prohibit childcare centres in the East Chatswood industrial zone.
  15. Continue to ensure appropriate interface considerations with residential development such as noise, odour, hours of operation and parking.
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# 2.4 Epping Rd, Lane Cove North



## 2.4.1 CHARACTER AND PLACE

### 63 Epping Rd

The site at 63 Epping Rd consists of two lots (over 5,000sqm). One of the Lots is currently owned by the Roads and Maritime Services 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 (approx 3 ha) is bisected by the walking track known as the Great North Walk and a Sydney Water pipeline easement. The recent land use as a starch mill was a Designated Development under

the *Environmental Planning and Assessment Act 1979* given its potential

for odour pollution. The use was 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. The starch mill has recently been decommissioned.





## 2.4 EPPING RD, LANE COVE NORTH

### 2.4.2 CURRENT PLANNING CONTROLS

Both sites in Epping Rd are zoned Light Industrial IN2 under *Willoughby Local Environmental Plan 2012*. The site at 170 Epping Rd is impacted by a Foreshore Building Line and Acid Sulfate Soil. Under the *Willoughby Local Environmental Plan 2012* (WLEP 2012) the floor space ratio control is 1:1 with 1.5:1 permitted for sites greater than 1,000m<sup>2</sup>.

### 2.4.3 CAPACITY, DEMAND AND SUPPLY

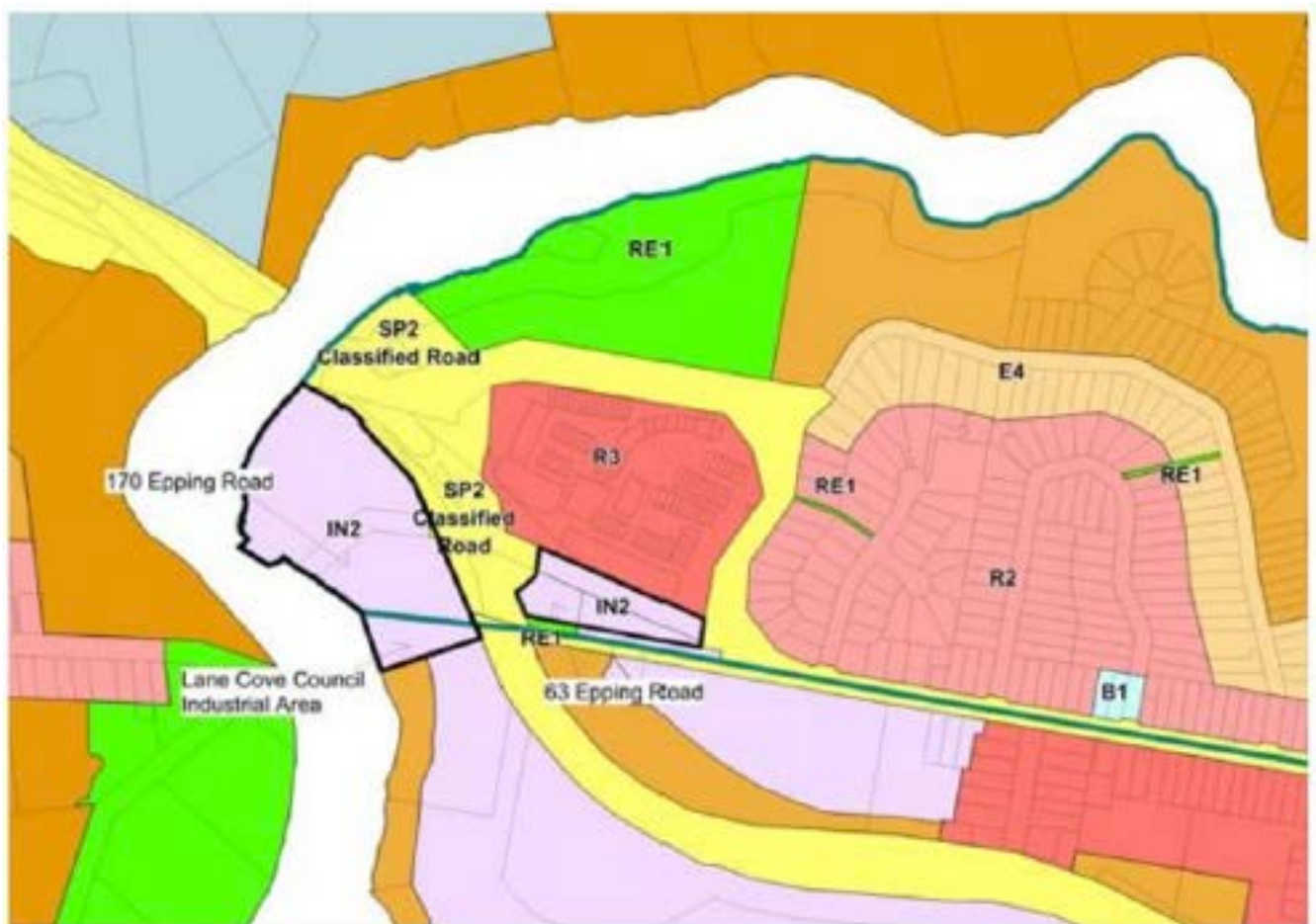
According to SGS Economics and Planning there is forecast to be demand for an additional 2,200m<sup>2</sup> of floor space within the Willoughby LGA portion of the Lane Cove industrial area. Existing capacity is estimated to be around 17,000m<sup>2</sup> which is well above the forecast demand however the sites should be considered in the broader context of the entire Lane Cove West industrial area. Lane Cove West is categorised as Retain and Manage in the North District Plan.

### 2.4.4 KEY CONSIDERATIONS FOR LANE COVE NORTH

A submission to the *Local Strategic Planning Statement* (LSPS) and *Draft Industrial Lands Strategy 2036* requests that Council consider a wider range of uses on the site highlighting its accessible location, large area (2.9ha), proximity to residential and the Lane Cove river waterfront. It argues that the site is unique and has the potential to deliver significant jobs, improved landscaping and connections to the waterway if it was rezoned from its current Light Industrial IN2 zone to a mixed use allowing retail, office and residential.

No change to the current IN2 Light Industrial zone is supported in this strategy. There could be an opportunity for the site to be redeveloped to a higher density incorporating significant landscaping yet retain its current Light Industrial IN2 zone. Given the site's location near the intersection of Mowbray Rd and Epping Rd and its foreshore location, future development will need to be carefully considered.

Figure 10: Lane Cove North Zoning map (*Willoughby Local Environmental Plan 2012*)





## 2.4 EPPING RD, LANE COVE NORTH

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### 2.4.5 TRAFFIC AND TRANSPORT

Epping Road, Lane Cove North Industrial Area generates a demand for freight vehicle movement at all times. The diverse nature of the industrial uses has led to a broad range of general access freight vehicles. Motor car, bus, bicycle and walking are all used by employees to access the industrial area.

Epping Road, Lane Cove North Industrial Area is limited in its access to major roads. The major road providing access to the East Chatswood Industrial Area is Mowbray Road West. Mowbray Road West is a Regional road with horizontal and vertical alignment issues. Mowbray Road West provides connections to Epping Road, a State Road, and the local road network. The local roads provide access to properties and street parking for employees and visitors. Effective management and minor changes to the existing transport infrastructure and services will also be required to facilitate and enable safe and efficient freight vehicle, motor car, bus, bicycle and pedestrian movement.

Improvements to the existing road network will include, but not be limited to, intersection changes, traffic control signals and street parking changes.

New transport technologies will provide the opportunity to increase the safety and efficiency of the road transport system serving the Epping Road, Lane Cove North Industrial area. These may be vehicle specific, devices provided in the road network and also focused on the transport user. It will be important to optimise the opportunities technology provides and work with proponents to introduce initiatives over time.

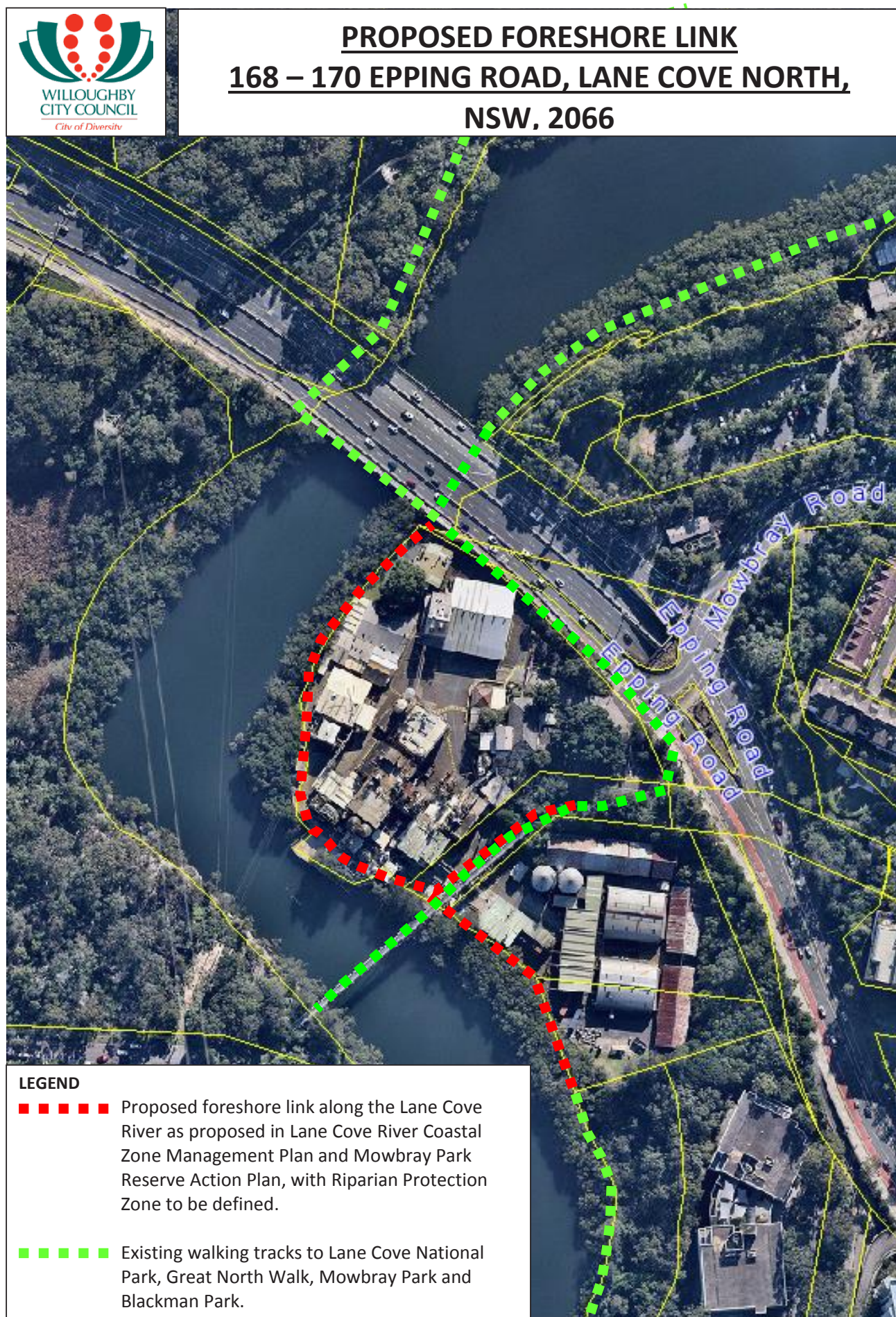
#### Proposed Foreshore Link

The proposed foreshore link at 168-170 Epping Rd is defined in Figure 11. It has been in development since 2013, and is designed to provide a safe linkage between the north and south of Epping Rd. It is intended to develop a riparian protection area in conjunction with pedestrian access improvements. This will assist revegetation and foreshore rehabilitation along parts of this river frontage, while optimising some existing infrastructure to enhance community access and site amenity. Links to the Lane Cove Council reserves will also be strengthened. Specific points along the river have been assessed to ensure the continuation of safe and ecologically sensitive links.





Figure 11: Proposed Foreshore Link – 168-170 Epping Rd, Lane Cove North





## 2.4 EPPING RD, LANE COVE NORTH

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### Councils' LSPS lists the following actions:

- Optimise the efficiency and effectiveness of the freight handling and logistics network in relation to industrial lands
- Work with Lane Cove Council to support development in the Lane Cove North industrial area (Epping Rd).

### 2.4.6 EPPING ROAD STRATEGIC DIRECTIONS

#### In pursuit of these actions the following Strategic Directions are proposed:

1. Retain the existing IN2 Light Industrial zone and protect it from non-employment uses such as residential and retail by resisting planning proposals seeking rezoning. Increase the floor space ratio to 2:1 in the IN2 area.
2. Prepare a site specific DCP in conjunction with Lane Cove Council for the long- term future of 170 Epping Rd having regard to its foreshore location and proximity to residential land uses and public open space.
3. Prohibit new childcare centres in the Epping Rd industrial zone.
4. Progress traffic and car parking management improvements in the Integrated Transport Strategy to support the operation of the industrial area and discourage use of Mowbray Road West, east of the industrial area by traffic generated by the Industrial area.
5. Reinforce and strengthen existing internal public transport services and active transport initiatives for employees and visitors.
6. Support energy efficient and SMART infrastructure such as EV charging stations and intelligent transport systems.





## SECTION 3



### 3.1 SUMMARY AND NEXT STEPS

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The *Willoughby Industrial Lands Strategy* reinforces Council's commitment to recognising the important role of the industrial lands in providing employment and urban services for the Willoughby Local Government Area, the district and the region. The final Strategy is underpinned by the objective to retain and manage them into the future.

It supports the provision of sufficient industrial land with access to markets and users across the metropolitan area to deliver a 30-minute city in line with the strategic vision for Sydney.

It does this by prohibiting uses that undermine the vital industrial and urban services role they perform such as residential and stand-alone offices.

At the same time, it supports a flexible mix of uses and activities that generate jobs and provide the essential services for a resilient city to function.

The planning framework outlined in this strategy acknowledges the need to allow for innovation, new trends in technology and to respond to challenges for the future needs of the City.

This final *Industrial Lands Strategy* will inform the Planning Proposal to amend the Willoughby Local Environmental Plan 2012 and Willoughby Development Control Plan to give legal effect to all changes.

## REFERENCES

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*A Metropolis that Works* (Greater Sydney Commission, 2018)

*Greater Sydney Region Plan* (Greater Sydney Commission)

*North District Plan* (Greater Sydney Commission)

*St Leonards and Crows Nest Economic Feasibility Review*  
(SGS Economics and Planning, October 2018)

*St Leonards and Crows Nest Plan 2036* (NSW Department of Planning and Environment Plan, August 2020)

*Western Harbour Tunnel and Warringah Freeway Upgrade Environmental Impact Statement* (Transport for NSW)

*Willoughby Economic Development Study*  
(SGS Economics and Planning, May 2016)

*Willoughby Industrial Lands Position Statement*  
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