

Attachment A

***May 2010 Council Report – Central Services Facility –
Employment Lands Strategy***

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MOTION (White/Huynh)

That the rescission motion be dealt with as a matter of urgency at this time.

CARRIED UNANIMOUSLY

The Deputy Mayor ruled the Rescission Motion was a matter of urgency.

MOTION: (Toma/Rohan)

That the resolution passed in respect of Item 61 of the Ordinary Council Meeting on 25 May 2010 be rescinded.

The Motion was **PUT** and **LOST**.

The Mayor resumed the Chair at 8.02pm.

Councillor Carbone returned (8.03pm) to the meeting

MOTION: (Huynh/White)

That items 78 and 79 be dealt with concurrently.

CARRIED

78: Central Services Facilities
- SUPPLEMENTARY
File Number: G07-19-174

79: Issue: Central Services Facilities – Employment Lands Strategy

Premises: 449 Victoria Street, 96 Newton Road and 447 Victoria Street, Wetherill Park (Newton Road Central Service Facility) and 1183-1187 The Horsley Drive, Wetherill Park (Greenway Plaza CSF)

Applicant: N/A

Owner: Refer to Attachment 'A' of previous report

Zoning: General Industrial 4A (447-449 Victoria Street and 96 Newton Road)
Special Industrial 4C (1183-1187 The Horsley Drive)

Submissions: Yes (refer Attachment A)
- SUPPLEMENTARY
File Number: G07-19-174

MOTION: (Huynh/Khoshaba)

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1. That Council notify the owners of the subject sites that it no longer wishes to pursue the Central Services Facilities strategy, taking into consideration the existing retail and business uses in the industrial area and the provision in the standard LEP instrument which allows for neighbourhood shops which will sufficiently address the day to day needs of the industrial workforce.
2. That the owner of 96 Newton Road and 449 Victoria Street be notified that Council will consider the following uses with associated floor space limits specified below upon lodgement of a planning proposal and site specific DCP for Council's consideration:
 - Childcare Centre—accommodating up to 60 places
 - Hotel (and conference centre rooms being ancillary to the hotel up to 7,000m²)
 - Medical facilities up to 300m²
3. That Council make clear to the owner of 96 Newton Road and 449 Victoria Street that the scale of uses proposed in their planning proposal should be consistent with meeting the day to day needs of the industrial area, and not seek to attract customers from outside this area.
4. That the Department of Planning be notified of Council's concerns that the possible abuse of the Standard LEP Instrument could result on potential impacts on surrounding centres, considering the close proximity to residential areas.

In particular, some of the concerns include:

- The potential for the large clustering of neighbourhood shops, to form shopping centres in the industrial zones, that target nearby residential areas.
 - The potential for the clustering of specific individual uses, i.e. restaurant strip.
 - No defined maximum floor space allocation for a mixed cluster of individual neighbourhood shops in industrial areas to form a shopping centre.
5. That Council clearly indicate to the Department an intention to set the maximum floor space for neighbourhood shops at 80m² in the industrial area. A further report be prepared by Council officers detailing the implications of setting this limit in other zones and as part of the report Council obtain confirmation from the Department of the range of uses that would be permitted under the neighbourhood shop definition to allow

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an assessment of the likelihood of small shopping centres being established via a cluster of neighbourhood shops. This information should be included as part of the draft LEP process.

6. That the Department of Planning be informed of Council's decision and concerns.

A division was taken with the following results:

Aye	Nay
Councillor Carbone	
Councillor Huynh	
Councillor Khoshaba	
Mayor Lulich	
Councillor Molluso	
Councillor Mooshi	
Councillor Rohan	
Councillor Toma	
Councillor Tran	
Councillor Trapla	
Councillor White	
Councillor Yousif	

Total=(12)

Total=(0)

CARRIED UNANIMOUSLY

REPORT BY CHAIRMAN OF THE SERVICES COMMITTEE - 11 MAY 2010

- 76: Accreditation of Council Building Surveyors
File Number: G02-17-014

MOTION: (Khoshaba/Mooshi)

That Council delegate to the City Manager the following:

"(v) The function of making recommendations for the purposes of Section 5 (1A) of the Building Professionals Act 2005. "

CARRIED

- 77: Affixing of Council's Seal – Deed of Covenant.
Address: 147-151 Newton Road and 69 Elizabeth Street,
Wetherill Park.
Current Owner: Kenneth R Moras Pty Ltd

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**SUPPLEMENTARY REPORT BY CHAIRMAN
OUTCOMES COMMITTEE**

Meeting Date 11 May 2010

Item Number. 78

SUBJECT:

Central Services Facilities

(SUPPLEMENTARY)

FILE NUMBER: G07-19-174

PREVIOUS ITEMS: 44 - Issue: Central Services Facilities – Employment Lands Strategy
Premises: 449 Victoria Street, 96 Newton Road and 447 Victoria Street,
Wetherill Park (Newton Road Central Service Facility) and 1183-1187 The
Horsley Drive, Wetherill Park (Greenway Plaza CSF) - Outcomes
Committee - 13 April 2010
Item 44 - Ordinary Council - 27 April 2010

REPORT BY: Diane Cuthbert, Executive Manager Environmental Standards

RECOMMENDATION:

That this report be considered in conjunction with Item 79 of the Council agenda and Council determine its position on the Central Services Facilities or uses for the sites referred to above, known as the Central Services Facilities sites.

NOTE: This report deals with a planning decision made in the exercise of a function of Council under the EP&A Act and a division needs to be called.

SUPPORTING DOCUMENTS:

AT-A Report to Ordinary Council - 27 April 2010

35 Pages

SUMMARY:

A report on the Central Services Facilities was submitted to the Outcomes Committee in April 2010, that Committee resolved as follows:

- "1. That Council notify the owners of the subject sites that it no longer wishes to pursue the Central Services Facilities Strategy, taking into consideration the existing retail and business uses in the industrial area and the provision in the standard LEP

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SUPPLEMENTARY REPORT BY CHAIRMAN
OUTCOMES COMMITTEE

Meeting Date 11 May 2010

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Instrument, which allows for neighbourhood shops, which will sufficiently address the day to day needs of the industrial workforce.

2. That the owner of 96 Newton Road and 449 Victoria Street be notified that Council will consider the following uses with associated floor space limits specified below upon lodgement of a planning proposal and site specific DCP for Council's consideration:
 - Child Care Centre – accommodating up to 60 places
 - Hotel (and conference centre rooms being ancillary to the hotel up to 7000m²)
 - Medical facilities up to 300m²
3. That Council make clear to the owner of 96 Newton Road and 449 Victoria Street that the scale of uses proposed in their planning proposal should be consistent with meeting the day to day needs of the industrial area, and not seek to attract customers from outside this area".

The matter was then referred to the Council meeting on 27 April 2010, where it was resolved to defer consideration of the item until the May Council meeting. Attached is the report that went to the Outcomes Committee.

Diane Cuthbert
Executive Manager Environmental
Standards

Outcomes Committee - 11 May 2010

File Name: OUT110510_25

***** END OF ITEM 78 *****

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ATTACHMENT A

Item: 78

Report to Ordinary Council - 27 April 2010

OUTCOMES COMMITTEE

Meeting Date 13 April 2010

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SUBJECT:

Issue: Central Services Facilities – Employment Lands Strategy
Premises: 449 Victoria Street, 96 Newton Road and 447 Victoria Street, Wetherill Park (Newton Road Central Service Facility) and 1183-1187 The Horsley Drive, Wetherill Park (Greenway Plaza CSF)
Applicant: N/A
Owner: Refer to Attachment A
Zoning: General Industrial 4A (447-449 Victoria Street and 96 Newton Road) Special Industrial 4C (1183-1187 The Horsley Drive)
Submissions: Yes (refer Attachment A)

FILE NUMBER: G07-19-174

REPORT BY: Kevin Kuo, Strategic Land Use Planner

RECOMMENDATION:

1. That Council adopt Option 1 as detailed in this report as its position on Central Services Facilities in the Wetherill Park Industrial Area.
2. That Council Officers write to the Central Services Facilities land owners advising them of Council's decision.
3. Should Council resolve to pursue option 1 or 2 the applicant also be advised of the requirement to put in a Planning Proposal under Section 55 of the Environmental Planning and Assessment Act 1979 should they wish to proceed with a rezoning for the purposes of a Central Services Facility. In addition the planning proposal should be supported by an economic analysis that provides the detail of the economic impact on other centres so Council can consider the impact on other centres.

NOTE: This report deals with a planning decision made in the exercise of a function of Council under the EP&A Act and a division needs to be called.

SUPPORTING DOCUMENTS:

AT-A	Table of Submission Authors & Land Owners	1 Page
AT-B	CSF Locations as per Employment Lands Strategy 2008	1 Page
AT-C	Submission Issues Table	12 Pages
AT-D	Standard Instrument Definitions	2 Pages
AT-E	Greenway Plaza CSF Configuration Options	1 Page

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Outcomes Committee
Section B

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AT-F Extract from Employment Lands Strategy - Appendix 3 - Central
Services Facility Floor Space Calculation

2 Pages

SUMMARY:

The Employment Lands Strategy 2008 (ELS) recommends the development of two Central Services Facilities (CSF) in Wetherill Park of approximately 15,000m² of floor space for each node. These CSF nodes seek to expand two (2) existing industrial service centres – Greenway Plaza and a site in Newton Road to meet the personal and business needs of the industrial workforce.

Central Services Facilities (CSFs) are multi function centres that serve the needs of the local industrial work force and generally contain a range of retail/commercial uses that include convenience stores, take away food shops, Laundromats/ dry cleaners, post office, banks, medical centres, gyms, accountants, solicitors etc.

Since adoption of the ELS 2008, Council received a spot rezoning for the Newton Road CSF which the Department of Planning (DoP) did not allow to proceed as it was considered to facilitate the development of offices outside of a strategic centre. Furthermore, since the ELS 2008 was adopted prior to the last Council election, some Councillors have raised issues in relation to the development of CSFs in the industrial area.

This report details the issues associated with CSFs including feedback received from CSF land owners and the Department of Planning to enable Councillors to reconsider its policy position on Central Services Facilities in the Wetherill Park Industrial Area.

BACKGROUND:

A series of Councillor Briefings were held in late 2004, on the possible implications of the Metropolitan Strategy and involved discussions on the future of employment lands in Fairfield.

In February 2005, the Outcomes Committee resolved to proceed with the preparation of an Employment Lands Strategy that would address the following issues:

- future employment trends
- changes to existing industrial zones to enable Council to accommodate existing and future businesses and any other planning controls that should be considered to manage new uses
- impacts of any changes to industrial areas on the viability of Town Centres
- viability of converting existing industrial land into a 'business park' and if it is viable, the most suitable location and planning framework for creating a business park in the LGA.

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- provide the strategic framework against which Council can assess future spot rezoning proposals

The February 2005 Outcomes report also identifies a Business Nodes report that was submitted to Council in July 1999 but was not formally reported to Council at the time. Prepared by Planning and Land Development Pty Ltd in November 1998, this report recommended that service areas/business nodes be developed around transport nodes in the industrial area to serve the needs of the local industrial workforce. This is consistent with previous planning studies which recommend that additional service uses be permitted around public transport nodes (ie transit way).

Subsequently, in March 2005, the Outcomes Committee considered a report detailing letters from certain land owners in Wetherill Park seeking to carry business/office activities (1403 and 1267 The Horsley Drive) on existing general industrial zoned land. The Outcomes Committee resolved to defer any consideration of rezoning proposals until the Employment Lands Strategy was completed to ensure that Council did not potentially undermine its future vision and direction for the industrial area by making short term decisions on rezonings.

Fairfield City Retail and Commercial Centres Study 2005

The Fairfield City Retail and Commercial Centres Study 2005 prepared by Leyshon Consulting reviewed the four major retail/commercial centres in the LGA namely Fairfield, Cabramatta, Bonnyrigg and Prairiewood. While the Study sought to develop strategies designed to promote the future economic well being of these four (4) centres by reviewing the current retail hierarchy, Leyshon also provided some analysis regarding the provision of commercial development in the industrial areas.

Leyshon states that some local Council's have adopted a relatively restrictive approach to allowing commercial floor space in industrial areas where that floor space is not related to an onsite industrial activity. However, in the case of Fairfield, the Study recommends greater flexibility be applied to allowing commercial uses to locate industrial zones given the area's above average level of unemployment and the overall need to boost employment in Fairfield generally.

The Study also recommends that proposals in industrial areas containing over 2,500m² of commercial floor space be located within 400 metres of access to public transport. This is consistent with the *Business Transport Nodes in Industrial Areas 1998* report by Planning and Land Development detailed above.

Employment Lands Strategy 2008 – Central Services Facility

Preparation of the Employment Lands Strategy (ELS) began in early 2006 by consultant's Hill PDA on behalf of Council. Funded by the Department of Planning's Planning Reform Fund, the ELS sought to address the issues tabled in the above February 2005 report as

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part of determining the strategic framework and direction for industrial land in the Fairfield LGA.

As part of the preparation of the Strategy, Council officers also conducted drop-in sessions for industrial land owners to allow them to ask Council officers any questions and to provide comments on the future of industrial land as well as any issues that should be addressed as part of the preparation of the ELS. Feedback provided by land owners indicated a need to accommodate commercial uses that service the industrial area within the industrial zone ie solicitors, surveyors, architects etc. Land owners also stated that there was a lack of general services such as medical centres, banks, accountants, post office etc and this had encouraged them to go to other LGAs to fulfil their needs. In particular, it was acknowledged from consultation sessions that business owners/workers were travelling to Liverpool and Parramatta to fulfil their higher order service needs rather than travelling to Fairfield or Cabramatta Town Centres.

In finalising the ELS, the consultant recommends the development of two (2) Central Services Facilities (CSF) nodes to be included in the Wetherill Park Industrial Area around existing established service centres (Greenway Plaza and the Newton Road CSF). Maps of the CSFs are shown in AT-B as adopted by Council in February 2008.

The function of CSFs is to provide daily services for the nearby industrial workforce in a central location and would include a range of service retail/commercial uses not limited to convenience stores, take away food shops, Laundromat/dry cleaners, post office, banks, medical centre, gym, tax agents, accountants, solicitors, childcare centres etc. Both CSF locations consolidate existing industrial service centres (Greenway Plaza and 119 Newton Road) and are in proximity to Transitway stops which is also consistent with previous studies carried out on business nodes in the industrial area.

The Strategy recommends that 15,000-16,000m² be attributed to each CSF node as an initial strategy to test the market and impact of such a facility on nearby Town Centres. It is noted that the ELS also states that multiple nodes along transit way stops may also be appropriate for the industrial area. The Strategy also provides an indicative proportion of floor space (by use) for CSFs based on comparable analysis with CSFs in other areas. Furthermore, any applications to Council for a CSF with a higher proportion of retail or commercial space than recommended should provide an economic impact assessment supporting the difference (refer to AT-F for Appendix 3 of the ELS detailing CSF Floor space Calculations).

The ELS was placed on public exhibition from 18 July 2007 – 17 August 2007. Submissions received indicate support for the development of CSFs or service retail/commercial uses in the industrial area.

Council adopted the Fairfield ELS at the February 2008 Council meeting subject to the following:

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1. That the configuration of the Victoria Street CSF be amended to include existing CSF at 119 Newton Road and vacant sites to the west (see AT-B)
2. That minor anomalies relating to the zoning of the industrial areas (Fairfield East and Old Guildford) fronting Woodville Road be rectified to ensure consistency with other Bulky Goods Zones in the LGA
3. That a note be added to the Strategy to permit the following uses in all industrial zones as part of the Comprehensive LEP process: reception centres, funeral services, childcare services, convention and hotel services.
4. An additional bulky goods zone in Smithfield along The Horsley Drive (west of the Smithfield Town Centre) extending north up Market Street.

Spot Rezoning – Newton Road CSF

A spot rezoning was lodged by Gat and Associates seeking to rezone the two (2) vacant sites located on the western side of the intersection of Newton Road and Victoria Street for the purposes of allowing CSF land uses on the site. The Department of Planning subsequently advised (14 April 2009) that they do not support the spot rezoning as it would facilitate the development of offices outside of a strategic centre. It was identified that the land is located within strategically significant employment lands at Wetherill Park, which is classed as 'Category 1 – Land to be retained for industrial purposes'. The DoP advised that they would not support the CSF.

It is also noted that the DoP did not support Council's resolution for additional permitted uses in all industrial zones as detailed in Council's resolution.

CURRENT SITUATION

The ELS was adopted prior to the last Council election and since the election, the new Council have sought clarification on the CSFs and their potential impacts on the viability of nearby town centres. A Councillor Briefing held on 21 April 2009 as a result of a question without notice regarding the impacts of CSFs, identified the need for a report detailing the issues around CSFs in order to assist Council in determining its position.

As part of preparing this review process, letters were sent in September 2009 to land owners impacted by the CSF policy, seeking their comments. The DoP were also sent a letter seeking a confirmation of their position. Details of the submissions received are discussed further in the report.

Councillor Briefing – 2 March 2010

A Councillor briefing was held on the 2 March 2010 on issues surrounding CSFs and comments raised by CSF land owners and the DoP. Some Councillors raised concerns about the potential of these business nodes having an adverse impact on the viability of other Town Centres. Concerns were also raised by some Councillors as to whether Council should allow for CSFs in the first place given the Standard Instrument currently

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mandates neighbourhood shops as permissible across all General and Light Industrial zones as this would serve the day to day needs of the local workforce.

This report seeks to detail the issues surrounding CSFs as discussed at the Councillor Briefing and will also provide options to allow Council to determine its position on business nodes in the industrial area.

SUBMISSIONS

This section deals with the main issues raised by submission authors. A more comprehensive discussion of all issues raised by the submission authors are detailed in a submission table in AT-C.

Issues Raised by the Department of Planning

Contrary to the Department's previous advice in relation to the proposed Spot Rezoning at the Newton Road CSF which indicated that they do not support any expansion to the existing node, the DoP have confirmed that they are not opposed CSFs but do not support any proposal to include commercial development (office premises). Subsequent advice from the DoP has indicated that they may allow for smaller office type uses e.g accountants, banks, solicitors etc providing they can be defined as business premises (the definition of Business Premises and Office Premises contained in the Standard Instrument are provided in AT-D).

It is considered that the main distinction between the definitions is that *business premises* provide for services/occupations or trades that provide a service directly to the public on a regular basis while *office premises* include activities (administrative, technical, professional etc) that do not include dealing with members of the public on a direct or regular basis. While the definitions appear to separate the business and office premises quite simplistically, there are issues around the threshold in which a business premises could in fact also be defined as an office premises. This issue is further discussed in Council's response below.

The DoP considers that the main function of the CSF should be focused on servicing the day to day needs of the people who work in the local area and include non commercial activities such as gym, childcare centre and neighbourhood shops. The DoP also mention that any future proposals to rezone land at the CSF sites will be considered on their merits and will require a Planning Proposal under Section 55 of the Environmental Planning and Assessment (EP & A) Act 1979.

Council Officer Response

The DoP's view of CSFs is generally consistent with the intention of the CSFs are originally identified in the ELS.

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However, the DoP have made it clear that they do not support "office premises" to be located at CSFs but will allow "business premises". While the difference between definitions is clear for certain activities - for example corporate head quarters for Toyota would fall under "office premises" and would not be consistent with the objectives of CSF, while small office type uses such as accountants and solicitors could be considered as "business premises" and could reasonably be a use that services the local industrial workforce. The issue becomes more complex when the business premises are of a scale or nature that could also be defined as an office eg. a law firm with 20 partners with associated paralegals and administration staff. In this case, the distinction between definitions is less clear as the scale at which the activity being undertaken has increased to a level that may have a larger catchment market than the local industrial work force and may have operating characteristics that would also be consistent with the definition of office premises.

It is noted that should Council allow for CSFs in the industrial area, that each development application be assessed on its merits and would need to demonstrate compliance with the objectives of the CSF ie the activity being proposed is of a scale that serves the needs of the local industrial workforce.

Issues Raised by GAT and Associates
Site - 449 Victoria Street and 96 Newton Road

The submission author has been in discussions with the DoP since they refused to allow their spot rezoning to proceed. Gat and Associates submitted to the DoP that it was not their intention to include office premises in the CSF or have included any uses that would affect the viability of nearby Town Centres.

Accordingly, the submission author proposes the following uses for CSFs:

1. Child care centres
2. Restaurants
3. Gyms
4. Hotel and serviced apartments
5. Function Centres
6. Conference Centres
7. Hot desk centre
8. Medical Facilities
9. Minor shops that serve the nearby industrial workforce.

Correspondence received from the DoP indicate they are generally in support of the above uses but are unlikely to support serviced apartments, function centres and hot desk centres as they believe that these activities exceed the day-to-day service needs of the local workforce and residents.

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The submission author has also indicated that they are keen to restart the rezoning process. Accordingly, the DoP have advised the applicant to continue to liaise with Council to prepare a revised proposal for the site.

Council Officer Response

It is considered that the submission is generally consistent with the intention of CSFs as identified in the Employment Lands Strategy adopted by Council. The issue of the DoP not allowing hot desk centres in CSFs is not considered to be justified as these facilities are considered to be a use that would service the local industrial workforce.

Hot desk centres usually provide office/work space for a variety of different users with a computer, telephone, etc to enable people to operate off site in a designated location. Furthermore, these facilities could also provide meeting facilities to allow users to meet off site with members of the public or clients on a direct and regular basis. Accordingly, it is considered that hot desk centres would be most appropriately defined as a *Business Premises*. Given the flexibility of these facilities to cater to varying users, it is considered that such a facility would be an appropriate use for the industrial areas as it would service the needs of local workforce, especially off site workers ie salespeople. However, it is recommended that clarification be sought from the DoP regarding the issue once Council makes a policy decision on CSFs.

Issues raised by Neustein Urban
Site – 1183-1185 The Horsley Drive (Greenway Plaza)

The submission author expresses support for the concept of CSFs as they provide daily services to the local industrial work force but also reduce private vehicle traffic as workers can walk/drive a shorter distance to access services which would otherwise require longer trips. The author also states that the notion of CSFs is consistent with the Warren Centre's "Sustainable Transport in Sustainable Cities" project of 2002 which put forward a recommendation advocating a decentralised urban form with dispersed services and employment closer to actual population as part of improving efficiency, sustainability and equity.

The Alan Fels report titled "Choice Free Zone" which was submitted to the ACCC inquiry into grocery prices was also identified as it criticises the State Government centres policy of limiting retail development to congested and inefficient centres. Highly prescriptive regulations excluding specific retail services and formats and the rationing of retail development was also criticised as it had the effect of driving up prices. The submission author states that the State Government is due to prepare a centres/retail SEPP which may result in a review of existing policies limiting retail uses to centres. This review may address the effect of zoning and land use controls on retail competition and the impacts on grocery prices.

The submission author also referred to their previous correspondence which was submitted to Council post adoption of the ELS. The previous correspondence and this

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submission request that Council extend the existing CSF boundary for Greenway Plaza to cover the whole site given recent amalgamation as the current CSF boundary will not be capable of accommodating 15,000m² of CSF uses (refer to AT-E) without redevelopment of the site

The author argues that as part of the Greenway Plaza Supacentra bulky goods development, Council has required the amalgamation of the 3 existing lots (including Greenway Plaza) making it even more difficult to maintain a CSF boundary that does not incorporate the entire site. The author also states that bulky good premises will primarily locate in the least pedestrian accessible location (ie north west section) while CSF uses will generally be located in the more pedestrian accessible locations. The author also states that Council could also develop a Site Specific DCP with controls to encourage CSF uses to locate in appropriate locations and controls to limit the total area of CSF uses to that recommended in the ELS (15,000-16,000m²).

Neustein Urban also submitted a further submission on behalf of Greenway Plaza detailing a Policy Paper released by the Federal Government titled *"Introducing more Competition and Empowering Consumers in Grocery Retailing"*. This paper states that increased competition is the most effective way to place downward pressure on grocery prices. Accordingly, the paper criticises the centres approach from State Governments to concentrate retail activities in one location. This makes the entry and expansion of small grocery retailers (eg. Aldi) difficult, as shopping centre owners have a preference for the largest retailers (Coles, Woolworths).

The above Policy Paper was tabled to the Council of Australian Governments (COAG) meeting on the 7 December 2009. The submission author states that these recommendations will have significant implications on zoning regulations within NSW and the DoP's Draft Centres Policy. The submission also suggests that LEP clauses that prevent or limit the size of retail uses in sites outside of Centres (eg. Clause 25F of the Fairfield LEP 1994 which restricts business premises and shops to no more than 200m² at the existing CSF at 119 Newton Rd) may also be prevented in the future.

Accordingly, the submission author recommends that Council consider allowing larger scale retail uses, including supermarkets within the CSFs of up to 1,500m² as it would better meet the needs of the local workforce while also facilitating increased grocery competition within the LGA.

Council Officer Response

Council notes the literature identified in the above submission that advocate a move away from the current State Government policy of concentrating services in centres towards a decentralisation model as a means of improving efficiency, sustainability, and congestion. Until the recommendations contained in the above literature/Federal Government Policy Paper are adopted as State Government Policy and are reflected in the relevant Centres Policy/planning framework, Council is not able to implement this policy as it will have significant impacts on Council's entire policy framework.

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However, the extension of the CSF boundary to include the whole site is a potential option Council could consider as part of determining its position on a CSF strategy. The strengths and weaknesses of extending the CSF boundary to cover the whole site in comparison with the CSF boundary as identified in the ELS is discussed further in the next section of the report that deals with potential options.

Furthermore, the request by the submission author for Council to consider allowing supermarkets of up to 1,500m² is not supported by Council officers, as it is considered to be of a scale that would serve a larger catchment than the local industrial workforce. It is considered that the only retail activities that should be permitted in CSFs are *neighbourhood shops* (discussed further below). This is also the formal position of the DoP as previously discussed.

PROPOSED USES FOR CENTRAL SERVICES FACILITY

In light of the DoP's comments in relation to the types of uses to be permitted in CSFs it is proposed that the following uses be permitted under the Comprehensive LEP as additional permitted uses (through Schedule 1 of the Standard Instrument) on CSF sites:

1. Business Premises (definition provided in AT-D)
2. Neighbourhood Shops (definition provided in AT-D)
3. Hotels or Motel Accommodation (definition provided in AT-D)
4. Recreation Facility (Indoor) (definition provided in AT-D)

Accordingly, Council would be making a conscious decision not to allow the following uses in CSFs:

1. Office Premises, and
2. Function Centres (as a stand alone facility but would be supported if part of/ ancillary to a Hotel Development)

It is considered that this would satisfy the concerns raised by the DoP regarding office premises and function centres and is also consistent with the objectives of CSFs as identified in the Employment Lands Strategy.

It is considered that CSFs would permit the following activities to operate within CSFs subject to Council consent (NOTE: the following list is not exhaustive rather it provides an indication of the type of activities Council could consider within CSFs):

PROPOSED CSF ACTIVITY	STANDARD INSTRUMENT DEFINITION
Child Care Centres	Child Care Centres
Restaurants	Food and Drink Premises (also falls under Business Premises group term)
Pub/tavern	Pub (also falls under Business Premises group term)

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Medical Centres	Medical Centres (also falls under the Business Premises group term)
Banks	Neighbourhood Shop (also falls under the Business Premises group term)
Post Office	Neighbourhood Shop (also falls under the Business Premises group term)
Laundromat/Dry Cleaners	Neighbourhood Shop (also falls under the Business Premises group term)
Convenience Shops	Neighbourhood Shop (also falls under the Business Premises group term)
Accountants	Business Premises
Solicitors	Business Premises
Gym	Recreation Facility (indoor)
Hotel and Motel Accommodation*	Hotel and Motel Accommodation

* Council would be able to consider a Function centre/Conference centre as part of a Hotel Development providing the former uses are ancillary to the Hotel development.

It is important to note the impacts of the Comprehensive LEP, should Council decide that they want to include/exclude certain uses from CSFs. For example, Council is not able to exclude certain uses and include others if they fall within the same definition e.g. Council will not be permitted to allow Accountants but exclude Hot Desk Business services as they are both considered to be defined as Business Premises. Furthermore, Council will not be able to selectively include/exclude certain neighbourhood shops as *Neighbourhood Shops* are permitted in all industrial zones. Council will be able to however, include/exclude those uses that are separately defined e.g. Food and Drink Premises, Pubs, Hotel and Motel Accommodation, Childcare Centre etc.

It has also been noted that neighbourhood shops have been identified as mandatory permitted used in the industrial zones. As part of the comprehensive LEP Council has the opportunity to specify a maximum floor area for neighbourhood shops to ensure the shops serve the needs of the local workforce and are not large retail uses that attract people from outside the industrial area. As part of the development of detailed policy and LEP and DCP controls Council will need to consider whether it will set the same minimum floor area for Neighbourhood Shops in the CSF as is proposed for the remainder of the industrial areas or whether a bigger floor area will be permitted for neighbourhood shops in the CSFs.

OPTIONS FOR CENTRAL SERVICES FACILITIES

As a result of the Councillor Briefing held on the 2 March 2010, some Councillors discussed the potential impacts of CSFs on the viability of other Town Centres. It was noted that should Council allow CSFs to be developed in Wetherill Park that they are likely to have an impact on the Town Centres. Accordingly, the ELS seeks to limit the scale and size of CSFs as a mechanism for mitigating against this impact. Councillors were also advised at the Briefing that consultation with landowners revealed that employees and employers were leaving the LGA to access services to meet their business needs and

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developing CSFs in the industrial area was a strategy for capturing this market and improving development options for residents in the LGA.

The following section provides three (3) options Council can consider adopting as their revised policy position on Central Services Facilities:

OPTION 1 – Retain Current Policy

This option allows for two (2) CSFs – Newton Road CSF and Greenway Plaza CSF as identified in the Employment Lands Strategy (see AT-B). This option is consistent with what was adopted by Council in 2008 and is consistent with what has been placed in the public arena as Council's policy position.

This option consolidates existing industrial service centres already located in Wetherill Park (Greenway Plaza and 119 Newton Road). This option also reinforces the function of these 2 nodes as centres for which workers can have their day to day needs met in 2 central locations.

This option is recommended by Council Officers because:-

- There has been no real change to the strategic planning context since the previous change was made which would result in new impacts on adjoining centres;
- Whilst there may have been changes in wider economic conditions since the CSF policy was previously adopted the general approach with zoning and planning policy is to put in place planning structures that are in place when the market is available to take them up rather than responding to short term market fluctuations;
- The strategy is seeking to improve the availability of employment in the LGA by stopping the leakage of jobs to other centres and LGAs. (During the preparation of the ELS local business representatives indicated that the lack of local accountants, solicitors etc resulted in the businesses accessing these services in centres outside LGA).

It is acknowledged that CSF may have an impact on town centres and there is evidence that when the Newton Road Service centre was developed businesses relocated from Fairfield to the Newton Road Service centre. However the intention of the strategy is to seek to increase the overall level of economic activity in the LGA. As discussed earlier in this report the Retail Centres Study suggested that this sort of flexible approach may need to be considered given the relatively high levels of unemployment in Fairfield LGA.

As an additional protection to allow the assumptions made by Hill PDA to be reconsidered Council could formally advise the landowners that the Planning proposal and Site Specific DCP they submit should be supported by a economic analysis. This will allow Council another opportunity at the formal Planning Proposal (ie rezoning) stage to re-assess the impacts when they have more detail of exactly what is proposed.

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Given all these issues Council Officers consider that it is still appropriate to retain the existing policy framework which allows owners of both identified potential sites to apply to establish a CSF on their site. It is considered that this approach is appropriate but ultimately if Council are concerned about these potential impacts discussed above consideration could be given to option 2 or 3 discussed below.

Greenway Plaza CSF Boundary Issues

Should Council adopt an option that involves including the Greenway Plaza CSF, a decision needs to be made regarding its configuration in light of the submission from Neustein Urban (refer to AT-E for Greenway Plaza CSF options).

There are number of issues that need to be addressed should the Greenway Plaza CSF boundary be amended namely:

1. Compliance with maximum CSF Floor Space limit permitted in the ELS and management of approvals for retail/commercial uses
2. Appropriate location of CSF floorspace to ensure they are accessible for pedestrians
3. Potential improvements to pedestrian networks should CSF uses be located in areas that are not currently pedestrian friendly.
4. Floor Space Ratio and Building Height Controls should site be redeveloped
5. If the existing site/buildings are to be used, an assessment of the car parking impacts of permitting some of the buildings to be transferred to retail/commercial uses instead of the bulky goods uses that have been proposed in the newly constructed part of the development.

Based on the above outstanding issues, it is recommended that Council defer its decision on extending the boundary of the Greenway Plaza CSF site to cover the whole site subject to further detail being provided in the planning proposal (ie rezoning application) and the Site Specific DCP the applicant needs to provide.

The submission author has suggested that Council prepare a Site Specific DCP for the site. It is considered that the landowners should justify any variation to the CSF policy in Council's Strategy and address the locational issues and potential pedestrian accessibility works required to accommodate a CSF that extends over the whole of their site. It is noted that the preparation of Site Specific DCP to control floor space and location of CSF uses may not be as rigorous as setting a specific area within the lot through the LEP (ie a more rigorous assessment is required to vary LEP standard as opposed to DCP control), the preparation of a Site Specific SDCP is considered to be more practical given that the site has recently been redeveloped and amalgamated. Furthermore, allowing the land owners to prepare a Site Specific DCP will ensure greater ownership over the controls that would apply and is likely to result in greater compliance.

Council officers are not satisfied that amending the boundary of the CSF beyond that specified in the Strategy is satisfactory but the applicant should be given the opportunity to

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lodge a rezoning and Site Specific DCP to address the above issues before Council makes a final decision.

OPTION 2 – Proceed with the Expansion of one (1) CSF Only

It is important to note that should Council adopt Option 2, the existing approved service centres will continue to operate under existing DA approvals. Option 2 seeks to proceed with the expansion of 1 CSF only as it addresses concerns that CSFs may affect the viability of town centres by using 1 CSF as a "litmus test". This option allows Council to make a decision to expand the other CSF at a later stage.

The following table details the strengths and weaknesses of each centre to enable Council to determine which CSF location should proceed should Council adopt Option 2:

Greenway Plaza CSF

Strengths	Weaknesses
Consolidated site with a central focus	Site is developed
Fair level of public transport accessibility	Location along major road (The Horsley Drive) means there is more potential for the CSF to attract passing trade outside of the local industrial workforce.
Capacity to accommodate additional CSF uses	
Existing industrial service centre/business node	

Newton Road CSF

Strengths	Weaknesses
Vacant Site	CSF will be split by Newton Road thereby having an adverse impact on pedestrian accessibility. More importantly, users will not be able to have their needs met in the one location.
Existing industrial service centre/business node	Vacant site expands existing CSF further away from T-way.
Located in the "heart" of the Industrial means site is likely to predominantly service the local industrial workforce	Site constrained by a stormwater canal running between the 2 sites
Fair level of public transport accessibility	

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Based on the above assessment, it is considered that both options would be defensible and appropriate in servicing the needs of the local industrial workforce.

Both sites have advantages and disadvantages and if one site is to be selected, Council officers consider that there is no obvious choice. The preference will depend on how much weight is given to their respective advantages and disadvantages. If more weight is given to accessibility to public transport, pedestrian accessibility and amenity the Greenway Plaza site is considered to be the better option. But those pedestrian amenity issues are dependent upon a satisfactory SSDCP being adopted for this site.

The fact that the Newton Road site is vacant means there is more scope for an integrated urban design response (rather than a retro-fit which is the likely outcome with the Greenway Plaza site). Also, the site is more centrally located and closer to more pedestrians within the industrial area. If these issues are given more weight then the Newton Road site could justifiably be selected as the preferred site.

Different Council Officers within Council have differing opinions which demonstrates there is no clear optimal choice between the two sites. Therefore should Council pursue the option of proceeding with only one of these sites it will need to determine which of the advantages it gives more weight to in determining the site to proceed with.

OPTION 3 – Do not proceed with CSFs

This option would not allow the expansion of existing service centres in Wetherill Park into a fully fledged CSF facility as identified in the ELS 2008. It is important to note that the 2 existing approved service centres will continue to operate (Greenway Plaza and 119 Newton Road) in their current form; however they will not be permitted to expand as identified in the Employment Lands Strategy.

Option 3 is not recommended by Council officers as it fails to meet an identified need for a mix of uses that will improve the efficiency of Council's industrial zone. It is noted that CSFs were identified as part of a wider public consultation process with land owners in preparation of the Strategy who identified a need for these facilities as the current provision was considered inadequate given the demand from the local industrial workforce. It is also noted that CSFs were also recommended by independent consultants who prepared the Strategy.

RECOMMENDATION

It is recommended that Council adopt Option 1 as its preferred position for Central Services Facilities in Wetherill Park industrial area. This is consistent with the findings of the Employment Lands Strategy and Council's resolution. This option is also considered to address the personal and business needs of local workers by providing for a range of services in 2 consolidated locations.

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However, should Council adopt a different Option to that recommended in this report, it is recommended that Council amend the Fairfield Employment Lands Strategy to reflect the revised policy position on Central Services Facility.

Kevin Kuo
Strategic Land Use Planner

Authorisation:
Manager Strategic Land Use Planning
Executive Manager Environmental Standards

Outcomes Committee - 13 April 2010

File Name: OUT130410_13

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Table of Submission Authors & Land Owners

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Table of Submission Authors

No.	Private Individual, Company or Trust Name	Company Directors/Trust Shareholders
1.	Department of Planning	n/a
2.	Get and Associates	Gerard Turisi
3.	Neustein Urban	Michael Neustein

Table of Landowners

No.	Site	Ownership Details
1.	449 Victoria Street, Wetherill Park	Aboca Investments Pty Ltd: Joe Abborizio (Director) Robert Karafa (Director)
2.	96 Newton Road, Wetherill Park	F & M Dolso
3.	447 Victoria Street, Wetherill Park	Sunrise Corporation: Graziano De Bortoli (Director)
4.	1183-1187 The Horsley Drive, Wetherill Park	Greenway Australia Properties Pty Ltd: Frank Shien (Director) Steam Leung (Director) Olivia Chong (Director) Paul Chong (Director)

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ATTACHMENT B

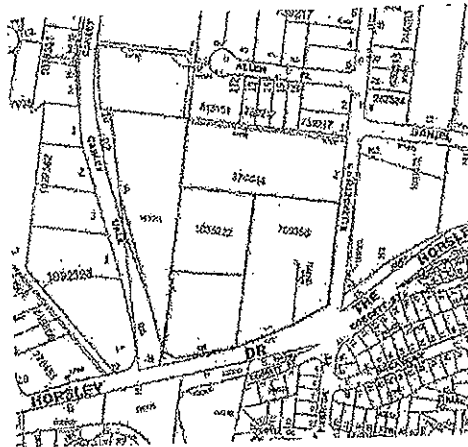
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CSF Locations as per Employment Lands Strategy 2008

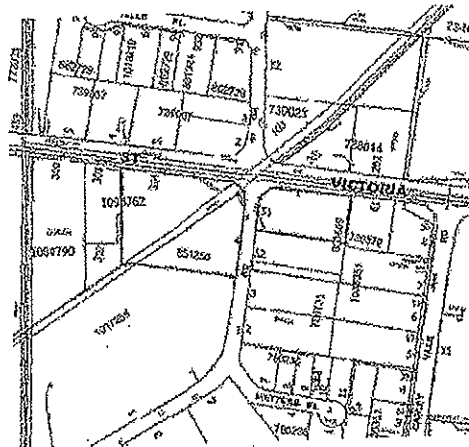
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CSF LOCATIONS AS PER EMPLOYMENT LANDS STRATEGY 2008

Greenway Plaza CSF



Newton Road CSF



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CSF SUBMISSION ISSUES TABLE

No.	Organisation	Submission Date	Site	Issues Raised		Council Officer Comments
1.	Gat and Assoc. (Gerard Turisi)	27 October 2009	449 Victoria St, 96 Newton Rd, Wetherill Park	* Submission author has been engaged in discussions with the DoP to discuss their concerns regarding their CSFs raised in relation to their non support to the proposed LEP Amendment. * Author believes that DoP has not understood the proposal to expand the CSF and accordingly have made a further submission to the DoP submitting that it is not their intention to include office premises in the CSF nor include any uses that would affect the viability of nearby town centres. (DoP response, indicated in Submission No. 3)	* Noted * Noted	* Council officers agree in principle that the uses being proposed by the GAT are appropriate uses for the CSF. It is noted that the submission author is not proposing commercial offices (the main concern from the DoP) however, the DoP are not in support of serviced apartments, function centres or hot desk centres.

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No.	Organisation	Submission Date	Site	Issues Raised	Council Officer Comments
				* It is evident that in any new Employment Precinct that land has been set aside for service type uses eg. M7 employment Hub. The creation of CSFs is critical to the longevity of the Wetherill Park Industrial Area. Should Council not encourage these service uses, major businesses in Wetherill Park may relocate to new areas where these services are provided.	* Noted. This is consistent with the recommendation from the Employment Lands Strategy
				* Competition with the M7 Employment hub with improved transport corridors and linkages will have a significant impact on the longevity of Wetherill Park and the development of CSF facilities will encourage and support redevelopment of corporate businesses in Wetherill Park ie. Thorn Lighting is a recent example.	* Noted
				* Author recommends and supports Council's current position on the CSFs ie. Victoria Street CSF and Greenway Plaza	* Noted
				* Applicant is keen to recommence rezoning process for Victoria Street CSF	* Rezoning of the Victoria Street CSF is consistent with Council's current Strategy. However, Council is reviewing its current policy position on CSFs as part of the April 2010 Outcomes Report.

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No.	Organisation	Submission Date	Site	Issues Raised	Council Officer Comments
2.	Department of Planning	21 October 2009	Both CSF sites	* DoP does not support any proposal to include commercial development (ie office premises) on the CSF sites * The DoP do not oppose allowing non-commercial uses that service the day to day needs of the people who work and live in the local area, including a gym, childcare centre and neighbourhood shops. * Any future proposal to rezone land at the CSF sites will be considered by the DoP on their individual merits and will require Council to prepare a Planning Proposal under section 55 of the EP & A Act 1979 * DoP will also be preparing a response to Gat and Assoc regarding proposal for the site	* Noted. However, it is the intention of CSFs that they would not only include service retailing but also small scale office type uses such as accountants, solicitors, tax agents etc to service the needs of the local industrial work force. It is not the intention of the CSF to allow large scale commercial office type development typically seen in the town centres. Recent advice from the DoP have indicated that they will support permitting small scale offices providing they fall within the definition of Business Premises as opposed to Office Premises. * Noted * Noted. * Copy of letter from DoP to Gat and Assoc. has been received. See below.

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Council Officer Comments			Issues Raised	
No.	Organisation	Submission Date	Site	
3.	Department of Planning (responding to Gat and Acooc)	16 November 2009	Corner of Newton Rd and Victoria St	* It is the intention of CSFs to allow businesses that serve the needs of the local work force. Accordingly, a CSF would not only provide service retail uses but also some small scale offices including accountants, banks, tax agents, solicitors, medical centres etc (as opposed to the larger scale commercial office type development typically located in town/major centres). Recent advice from the DoP have indicated that they will support permitting small scale offices providing they fall within the definition of business premises as opposed to Office Premises. * The intention of both CSFs are to service the day to day needs of the local industrial workforce. To meet these needs it is anticipated that potential land uses include service retail and appropriate commercial development.
				* The DoP's main concern for the site is the development of commercial offices outside of an identified strategic centre.
				* Any proposal for the development of the Newton Road CSF should be focused on servicing the day to day needs of the people who work and live in the area

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No.	Organisation	Submission Date	Site	Issues Raised	Council Officer Comments
				* The DoP supports the following uses proposed by Gat: 1. restaurant 2. hotel 3. child care centre 4. gym The DoP however, do not support: 1. serviced apartments 2. function centres 3. hot desk centre The DoP considers the above land uses to exceed the day to day service needs of the local workforce and residents, and should be located in appropriate residential or commercially zoned areas. * The DoP suggest that the applicant continue to liaise with Council to prepare a revised proposal for the CSF site that is consistent with the Department's comments. Any future planning proposals submitted by Council to rezone the land will be considered by the DoP on its merits.	* Noted. However, it is considered that Hot Desk Centres would be an appropriate use that services the local industrial workforce. It is recommended that clarification be sought from the DoP regarding the issue once Council confirms its policy position on CSFs. * Should the applicant wish to proceed with the rezoning of the subject site, it is noted that a planning proposal is required to be lodged.

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No.	Organisation	Submission Date	Site	Issues Raised	Council Officer Comments
4.	Neuslein Urban	21 October 2009	Greenway Plaza site	* Supports the concept of CSFs as it provides daily services to the local industrial workforce but also reduces private vehicle traffic as workers can walk/drive a shorter distance to access services which would otherwise require longer trips. * The author mentions the Warren Centre "Sustainable Transport in Sustainable Cities" project of 2002 which put forward solutions for improving the equity, sustainability and accessibility in Sydney. One of the recommendations put forward by the report was a decentralised urban form with dispersed services and employment located closer to actual population. Improved efficiency and sustainability, reducing the demand for private vehicle travel and reducing congestion were the expected outcomes. * The Greenway Plaza CSF has a fair level of public transport accessibility in relation to the T-Way but would be better encouraged by improving existing pedestrian links around the CSFs.	* Noted. * Noted. * It is recommended that a Site Specific DCP be prepared by the applicant which includes details for improved pedestrian links as well as controls encouraging the appropriate location of CSF uses on the site.

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No.	Organisation	Submission Date	Site	Issues Raised	Council Officer Comments
				* The author also mentions the Fels report titled "Choice Free Zone" which was submitted the ACCO Inquiry into grocery prices in Australia. The author submits that the report criticizes the limiting of retail development to congested and inefficient centres. * The author also attached its previous submission (dated 14 May 2009) to the Employment Lands Strategy which was submitted post adoption of the strategy to be considered as part of this process. The previous letter recommends the following: 1. That the existing CSF boundary located at Greenway Plaza/Supacentra be extended to include the whole site as the existing CSF tenancies are currently located in Greenway Plaza and occupy around 5000m². This leaves a shortfall of potentially 11,000m² of additional CSF floor space as specified in the ELS to be achieved. Given that the remaining area identified in the Greenway Plaza is allocated to or occupied by bulky goods tenancies, and given Greenway Plaza is fully occupied, there is currently an 11,000m² shortfall of CSF floorspace.	* Council notes the findings contained within the Fels report raised by the submission author. It is also noted that until this position is reflected in a reviewed Centres Policy or other planning policy/framework, Council is not required to implement the findings in the Fels Report. * 1. The current CSF boundary covers the existing Greenway Plaza and a portion of land on the western side closest to the T-Way (site area - 30,000m²). Should this area be redeveloped as a CSF, this would allow for an FSR of 0.5:1 generating 15,000m² of floor space within a central node. Should Council extend the CSF boundary to the whole site (site area - 60,000m²) this would mean that a maximum FSR of 0.25:1 would be permitted on the site to ensure that the resulting floor space is consistent with the 15,000m² floor space limit identified for the CSFs within the Strategy. This would potentially permit a lower building form spread across a much larger site. This would also have the effect of dispersing CSF activity throughout the site as opposed to concentrating activity.

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No.	Organisation	Submission Date	Site	Issues Raised	Council Officer Comments
				Extending the CSF boundary to the Greenway supacenta to the rear will provide more space for which the CSF uses can expand consistent with the ELS. Furthermore, it is noted that as part of the DA consent for the Greenway Supacenta bulky goods development, Council has required the amalgamation of the three existing lots into one making it even more difficult to maintain a CSF boundary that does not incorporate the entire site. The author also states that the CSF uses will generally be located in more pedestrian accessible locations within the subject site. The author states that the least accessible locations (ie the north west section) will primarily accommodate bulky good retailing. Council could also develop a SSDCP with controls to encourage CSF uses to locate in appropriate locations. The DCP could also limit the area of CSF uses to that recommended in the ELS. 2. The submission author recommends that Council use an Enterprise Corridor B6	However, it is noted that the site has also been amalgamated (from 3 lots to 1 lot) as part of development consent. It is also acknowledged that there are difficulties in maintaining a CSF boundary that does not follow a lot boundary. Accordingly it is recommended that Council defer its decision on extending the boundary of the Greenway Plaza CSF site to cover the whole site subject to further detail being provided in a LEP Amendment (should the applicant wish to seek a rezoning of the site prior to the finalisation of the Comprehensive LEP) and a Site Specific DCP being provided. See report for further detail of what issues need to be addressed as part of a SSDCP. 2. It is considered that the CSF sites be zoned B5 Business Development Zone with additional permitted uses under Schedule 1 of the Standard Instrument. 3. The Fels Report has important implications on retail policy for Australia. However, until the findings of the report are reflected in a new Centres Policy or other planning framework Council is not obliged to take this into account as part of

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Submission Issues Table

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No.	Organisation	Submission Date	Site	Issues Raised	Council Officer Comments
				zoning for the CSF sites but also identify that a Business Development B5 or Local Centre B2 zone may also be an appropriate zoning. 3. The submission also cites a report by Professor Alan Fels titled "Choice Free Zone which was submitted to the ACCC inquiry into the competitiveness of retail (focusing on grocery) prices in Australia. The report details how the EP & A Act discourages competition and innovation in the retail sector and criticizes the State Govt. Centre Policy for limiting retail development to congested and inefficient centres. Highly prescriptive regulations excluding specific retail services and formats and the rationing of retail development was also criticised as it had the effect of driving up prices. The submission author states that the State Government is due to prepare a centres/retail SEPP which may result in a review of existing policies limiting retail uses to centres. The author states that this review may address the effect of zoning and land use controls on retail competition and the pushing up of prices.	its planning decisions and override current State Government Policy.

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No.	Organisation	Submission Date	Site	Issues Raised	Council Officer Comments
5	Neustein Urban (2 nd Submission)	4 December 2009	Greenway Plaza site	* The submission author suggests that Council's intention to allow convenience stores and not large tenancy supermarkets in CSF nodes as well as Clause 25F of the Fairfield LEP 1994 restricting business premises and shops to no more than 200m² at the existing CSF (119 Newton Road) are examples of highly prescriptive regulations that have the effect of pushing grocery prices up as per the Fels Report titled "Choice Free Zone" submitted to the ACCC inquiry into grocery prices. * 18 September 2009 the Federal Government released a policy paper titled "Introducing more Competition and Empowering Consumers in Grocery Retailing". The paper states that increased competition is the most effective way to place downward pressure on grocery prices. Accordingly the paper criticises the centres approach from State Governments to concentrate retail activities in one location. This makes the entry and expansion of smaller grocery retailers (eg Aldi) difficult as shopping centre owners have a preference for the largest retailers (Coles, Woolworths).	* The rationale of having a maximum floor space requirement is to ensure the business premises/retail shops are of a small scale nature and do not affect the viability of nearby Town Centre. While the findings of the Fels report regarding highly prescriptive regulations are noted, this position is still yet to be reflected in State Government Centres Policy or planning policy which Council needs to formally consider. * The Policy Paper suggests a departure to the current centres based approach as it advocates a retail/commercial decentralisation model as a means to placing downward pressure on grocery prices through increasing competition. As mentioned above, until this position is reflected in a State Government Centres Policy or planning framework, Council cannot give its findings weight as part of the decision making process because it needs to consider the formal State Government Policy.

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No.	Organisation	Submission Date	Site	Issues Raised	Council Officer Comments
				* The Council of Australian Governments (COAG) meeting on 7 December considered recommendations on this issue tabled by the Federal Government. The submission author states that these recommendations will have significant implications on zonings regulations within NSW and the Department of Planning's draft Centres Policy. The submission author suggests that LEP clauses that prevent or limit the size of retail uses on sites outside of Centres may be prevented in the future. * The submission recommends that based on the impending likely Federal Governments changes to Centres Policy, that would be appropriate for Council to consider allowing larger scale retail uses, including supermarkets, within the CSFs. The submission provides floor space requirements for the following retail formats: Convenience Shop - 850m2 Supermarkets - 1,000m2 Small Aldi - 1,200m2 Small Chain Independent Grocery Retailers - 1,500m2 Major Supermarkets - 2,500m2 The submission author argues that convenience stores are not likely to be able to service the needs of the local workers as the	* As mentioned above, until these recommendations are adopted as Government Policy and are reflected in Centres Policy/Planning framework, Council cannot give much weight to the issues raised as part of the decision making process. * It is considered that retailing in the CSFs be limited to Neighbourhood Shops. It is considered that allowing a supermarket up to 1,500m2 will have an impact on the viability of nearby town centres. It is intended that only small scale shops that serve the needs of the local industrial work be permitted in the CSF.

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No.	Organisation	Submission Date	Site	Issues Raised	Council Officer Comments
				limited floor area generally requires them to stock more expensive items that have a bigger margin for the owner. Accordingly, allowing retail tenancies of up to 1,500m2 within the CSF would allow a larger scale supermarket that would better meet the needs of the local workforce while also facilitating increased grocery competition within the LGA.	

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Standard Instrument Definitions

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STANDARD INSTRUMENT DEFINITIONS

business premises means a building or place at or on which:

- (a) an occupation, profession or trade (other than an industry) is carried on for the provision of services directly to members of the public on a regular basis, or
- (b) a service is provided directly to members of the public on a regular basis, and may include, without limitation, premises such as banks, post offices, hairdressers, dry cleaners, travel agencies, internet access facilities, medical centres, betting agencies and the like, but does not include sex services premises.

office premises means a building or place used for the purpose of administrative, clerical, technical, professional or similar activities that do not include dealing with members of the public at the building or place on a direct and regular basis, except where such dealing is a minor activity (by appointment) that is ancillary to the main purpose for which the building or place is used.

neighbourhood shop means retail premises used for the purposes of selling small daily convenience goods such as foodstuffs, personal care products, newspapers and the like to provide for the day-to-day needs of people who live or work in the local area, and may include ancillary services such as a post office, bank or dry cleaning, but does not include restricted premises.

hotel or motel accommodation means tourist and visitor accommodation (whether or not licensed premises under the *Liquor Act 2007*):

- (a) comprising rooms or self-contained suites, and
- (b) that may provide meals to guests or the general public and facilities for the parking of guests' vehicles, but does not include backpackers' accommodation, a boarding house, bed and breakfast accommodation or farm stay accommodation

child care centre means a building or place used for the supervision and care of children that:

- (a) provides long day care, pre-school care, occasional child care or out-of-school-hours care, and
- (b) does not provide overnight accommodation for children other than those related to the owner or operator of the centre, but does not include:
 - (c) a building or place used for home-based child care, or
 - (d) an out-of-home care service provided by an agency or organisation accredited by the NSW Office of the Children's Guardian, or
 - (e) a baby-sitting, playgroup or child-minding service that is organised informally by the parents of the children concerned, or

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(f) a service provided for fewer than 5 children (disregarding any children who are related to the person providing the service) at the premises at which at least one of the children resides, being a service that is not advertised, or

(g) a regular child-minding service that is provided in connection with a recreational or commercial facility (such as a gymnasium), by or on behalf of the person conducting the facility, to care for children while the children's parents are using the facility, or

(h) a service that is concerned primarily with the provision of:

- (i) lessons or coaching in, or providing for participation in, a cultural, recreational, religious or sporting activity, or
- (ii) private tutoring, or

(i) a school, or

(j) a service provided at exempt premises (within the meaning of Chapter 12 of the *Children and Young Persons (Care and Protection) Act 1998*), such as hospitals, but only if the service is established, registered or licensed as part of the institution operating on those premises.

food and drink premises means retail premises used for the preparation and retail sale of food or drink for immediate consumption on or off the premises, and includes restaurants, cafes, take away food and drink premises, milk bars and pubs.

pub means licensed premises under the *Liquor Act 2007* the principal purpose of which is the sale of liquor for consumption on the premises, whether or not the premises include hotel or motel accommodation and whether or not food is sold or entertainment is provided on the premises

medical centre means business premises used for the purpose of providing health services (including preventative care, diagnosis, medical or surgical treatment, counselling or alternative therapies) to out-patients only, where such services are principally provided by health care professionals, and may include the ancillary provision of other health services.

recreation facility (indoor) means a building or place used predominantly for indoor recreation, whether or not operated for the purposes of gain, including a squash court, indoor swimming pool, gymnasium, table tennis centre, health studio, bowling alley, ice rink or any other building or place of a like character used for indoor recreation, but does not include an entertainment facility, a recreation facility (major) or a registered club.

ATTACHMENT E

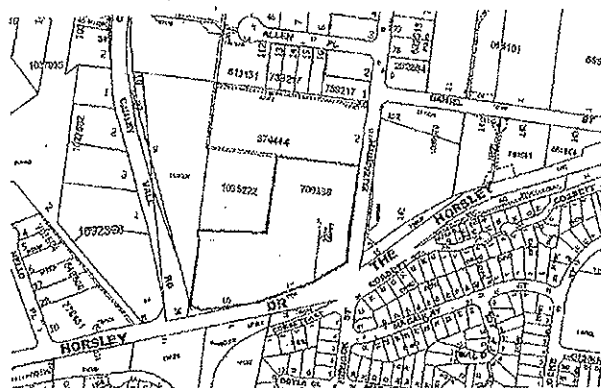
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Greenway Plaza CSF Configuration Options

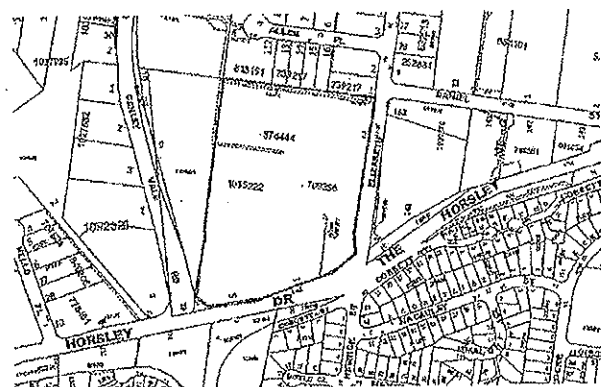
AT - E

GREENWAY PLAZA CSF CONFIGURATION OPTIONS

A) Consistent with Employment Lands Strategy 2008 boundary.



B) Extended boundary over the whole site



A7-A

ATTACHMENT F

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Extract from Employment Lands Strategy - Appendix 3 - Central Services Facility Floor Space Calculation

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AT-F
CENTREDA
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APPENDIX 3 - CENTRAL SERVICES FACILITY FLOORSPEACE CALCULATION

Central Services Facility Floorspace Calculation

The following table compares three central service facilities (CSF's), analysing the types of uses and floorspace associated to each use.

	Riverside (CSIRO)	Penrith	Tech. Park Perth
No. Employees (2005)	7,100	700	2,465
Floorspace (sqm)	11,080	36,740	
CSF Floorspace:	sqm	sqm	sqm
Retail ¹	1,050	1,500	450
Fast Food Retail		1,000	
Petrol Station/car wash/Conven.		200	
Restaurants			
Commercial ²	300	500	500
Medical Facilities		500	
Function Centre ³			2,000
Hot Desking Centre ⁴			400
Hotels ⁵	7,785 (173 room)	4,000 (80 room)	
Tavern/Bar		2,000	600
Gym	1,500	1,200	1,500
Child Care Centre (60 place)	1,000	1,000	1,000
Total CSF Floorspace	11,635	11,900	6,350
Sports Facilities:	Pool Tennis Court	Sports Courts	Tennis Court Basketball Court

1 Retail space includes the following uses: convenience stores, print/duplicity, beauty salons, cafe's, specialty stores, newsgiant, general store, stationary store etc.

2 Commercial space includes financial institutions, accountants, lawyers etc.

3 Function Centre consists of seminar rooms, auditorium (50 people), boardroom, bistro, courtyards with BBQ facilities all of which are for hire.

4 The Hot Desking Centre consists of work desks, PCs, internet facilities, telephones for local calls, printer, fax, stationary, video conferencing hire.

5 The floorspace associated to the hotels are based on a rate of 45-50sqm per bedroom inclusive of an average ratio of public areas to bedroom room.

Based on the above analysis the following comments are made:

- Riverside CSF is the most comparable with regards to employment numbers. However, Riverside is a high-tech bio-medical facility with a high density of employee's to floorspace. In comparison Wetherill Park Industrial precinct has a lower proportion of employees to floorspace with 15,500 employees and approximately 2,763,800sqm of industrial building floorspace.
- The CSF at Technology Park in Perth is based on a smaller employee population, however they provide excellent service facilities including a function centre (seminar rooms, auditorium for 80 people, boardroom, bistro, courtyards with BBQ facilities all of which can be hired), and a Global Alliance Centre providing hot desking facilities for visiting business groups (work desks, PCs, internet facilities, telephones for local calls, printers, fax, stationary, video conferencing hire).

ATTACHMENT F

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Extract from Employment Lands Strategy - Appendix 3 - Central Services Facility Floor Space Calculation

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- The proposed facility at Ponlith services not only the industrial occupants on site, but other employment lands nearby. As such the actual number of employees serviced by the CSF will be in excess of 700 people.

Based on the comparable analysis above it is estimated that the floorspace associated with a CSF node in the Wetherill Park Industrial precinct could be proportioned as follows:

Wetherill Park CSF Nodes	
No. Employees (2006)	15,500
Floorspace (sqm)	2,753,800
CSF Floorspace:	
Existing Greenway Plaza Shopping Centre	11,000
Retail (specialties, cafe's etc)	3,000
Fast Site retail	1,000
Petrol Station/car wash/Conven.	250
Commercial	2,500
Function Centre	2,500
Hot Desking Centre	400
Medical Facilities	300
Hotel (50 room)	4,000
Tavern/Bar	500
Gym	1,500
Child Care Centre (50 place)	1,000
Total CSF Floorspace	27,950

It is important that this Central Services area be clearly defined and contained. Based on analysis of comparable CSFs it is recommended 15,000-16,000sqm of floorspace be attributed to any single CSF node/cluster. Based on the number of employees in the Wetherill Park precinct multiple nodes may be appropriate for the area.

The proportion of retail to commercial or other floorspace may be particular to each node. However, any application to Council for a CSF with a higher proportion of retail or commercial space than recommended should provide an economic impact assessment or other relevant study supporting this difference.

Furthermore Council should develop a strategy to manage (through stages), the delivery of CSF nodes along major transit routes within the precinct.