

A detailed architectural sketch in white lines on a light gray background. It depicts a perspective view of a city street. On the left, a tall, multi-story building with a grid-like facade of windows and balconies stands. On the right, another building with a similar but slightly different facade is visible. The street is filled with activity: several cars are parked along the sides and a few are driving in the distance. Numerous cyclists are riding along the street, and groups of pedestrians are walking on the sidewalks. The sketch uses fine lines and cross-hatching for shading and texture, giving it a hand-drawn, conceptual feel.

VICTORIA ROAD PRECINCT **MARRICKVILLE**

PLANNING PROPOSAL + MASTERPLAN

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01

INTRODUCTION

INTRODUCTION

EXECUTIVE SUMMARY

This Preliminary Planning Proposal is submitted to Marrickville Council to seek amendments to the Marrickville Local Environmental Plan 2011 in relation to land known as Precinct 47 which is centred around Victoria Road Precinct, Marrickville.

Background

On 1 May 2012, Council resolved to advise Danias Holdings Pty Ltd, the proponent, that Council would consider revised planning controls for the precinct and invited the proponent to submit a Planning Proposal.

JBA forms part of the expert consultant team who have been engaged by Danias Holdings Pty Ltd, who are a major landholder within the Precinct 47, to prepare the technical studies in support of this Planning Proposal. Danias Holdings Pty Ltd represent a number of major land holders within Precinct 47.

This submission represents an initial submission to Council for the purpose of referral of the Planning Proposal for a Gateway Determination.

Need for Planning Proposal

The need to revise planning controls for Precinct 47 arises from fundamental changes to the nature of employment within traditional inner-ring employment lands. Traditional industrial uses such as manufacturing are in rapid decline, leading to a decline in employment in these industries and a lack of investment in properties within the precinct. In order to ensure that Precinct 47 can continue to contribute towards local employment into the future, a more diverse and modernised mix of businesses are required. The location of the precinct on a strategic bus corridor, adjoining existing residential areas and with good access to services also makes the location ideal for residential development in appropriate areas.

Objectives and Summary of Provisions

The core objectives of this Planning Proposal are summarised as follows:

- provide a 15 to 20 year strategic plan for Precinct 47;
 - maintain or grow employment within the precinct;
 - provide a broader mix of businesses whilst ensuring that new development does not directly compete with existing retail centres;
 - incorporate medium to high-density residential development along the Victoria Road strategic bus corridor where appropriate;
 - create a vibrant hub for Marrickville’s burgeoning creative industries that complements the existing arts and cultural premises in the precinct.
 - facilitate improvements to permeability, streetscapes and amenity within the precinct;
 - ensure that existing businesses within the precinct may continue to operate unimpeded;
 - ensure appropriate interfaces between the precinct, surrounding residential and industrial areas;
 - create unique retail experiences that do not compete with established retail along Marrickville Road and at Marrickville Metro by providing an opportunity to build on the precinct’s existing home renovation showrooms and cafes.
- In brief, the preliminary Planning Proposal envisages that the Marrickville Local Environmental Plan 2011 would be amended to include the following planning provisions for the precinct:

- land use zone for the precinct to permit business, light industrial and residential uses;
- provision for creative industries;
- maximum building heights up to 14 storeys;
- maximum floor space ratios up to 3.5:1;

It is envisaged that a Draft Development Control Plan amendment to Marrickville Development Control Plan 2011 for Precinct 47 would also be prepared by the proponent in collaboration with Marrickville Council, and publicly exhibited along with the final Planning Proposal.

INTRODUCTION

EXECUTIVE SUMMARY

KEY PLANNING ISSUES

Employment and Economic Impact

Employment in the manufacturing industry within the Marrickville LGA fell by more than 50% between 1996 and 2011, resulting in a loss of more than 3,500 jobs in the LGA. The decline in manufacturing and other traditional industrial uses has resulted in the Victoria Road Precinct suffering from high vacancy rates and long-term underinvestment in buildings and properties. This reflects a fundamental and irreversible change in the economics of inner-ring employment lands, where constrained local infrastructure, changing labour market dynamics and international economic forces are all contributing to decline. In order to ensure that the Victoria Road Precinct can continue to provide local employment, planning controls must permit a more diverse mix of businesses. These findings are supported by a detailed land use study which has been undertaken to inform the Preliminary Planning Proposal.

Not only are the industrial uses declining, the changing demographics of the Marrickville LGA has also meant that the local population is no longer employed in manufacturing and traditional industries. There is a need to support the growth of creative industries and modern business services within the LGA to support ongoing local employment.

The provisions of the Planning Proposal seek to ensure that there will be no net loss in employment within the precinct. Land use zoning and development controls are also incorporated in the proposal to ensure that new development does not detract from the viability of existing strip retail and centres within the local area.

Transport and Traffic

Existing roads within the Victoria Road precinct are constrained by physical limitations on large vehicle movements, safety issues surrounding conflicts between industrial/business traffic and local residential traffic, insufficient parking and poor permeability. A strategic bus corridor runs along Victoria Road through the centre of the precinct, providing direct linkages to the Sydney CBD, Bondi Junction, Mosman, Burwood and nearby rail stations.

Preliminary analysis of the local road network indicates that there is capacity to accommodate growth in employment and residential development within the precinct. Detailed analysis of local intersection performance and capacity would accompany the detailed Planning Proposal for assessment and public exhibition.

Airport Operations

The maximum building heights included in the preliminary Planning Proposal have been developed with regard to the PANS-OPS and OLS surfaces. It is anticipated that Sydney Airport Corporation and the Commonwealth Department of Infrastructure & Regional Development will be consulted during the assessment of the detailed Planning Proposal.

The Planning Proposal seeks to permit residential development in certain circumstances in areas above the ANEF25 noise contour. The Planning Proposal includes a number of development controls which will ensure that residential development occurs in a manner which provides appropriate levels of acoustic amenity to future residents.

Stormwater and Flooding

The precinct is subject to flooding constraints, with a number of open drainage channels running through the precinct. Preliminary analysis indicates that development potential within the south-eastern edge of the precinct in the vicinity of Fitzroy Street and Chapel Street is most constrained, to the extent that this land should be retained for industrial or business uses. In other areas within the precinct there is greater flexibility to address potential flood impacts through design measures, local infrastructure upgrades and improved access arrangements. A detailed flooding and stormwater strategy will be prepared to inform the final Planning Proposal.

Further Studies and Justification

It is anticipated that, subject to this preliminary Planning Proposal being endorsed by the LEP Gateway Review Panel, the detailed Planning Proposal which is prepared for assessment and public exhibition will include the following further studies:

- environmentally sustainable development strategy;
- acoustic report with specific consideration of aircraft and traffic noise;
- transport and traffic assessment;
- employment strategy and economic impact assessment;
- flooding and stormwater assessment;

Conclusion

Preliminary investigations support the proposed changes to existing planning controls. It is recommended that a gateway determination is issued to allow detailed environmental, social and economic investigations to commence. *(1)*

(1) "Victoria Road Precinct - Planning Proposal for land uses and development standards" by JBA Urban Planning Consultants - May 2014

INTRODUCTION

OBJECTIVES & INTENDED OUTCOMES

The primary objective of the Planning Proposal is to establish a strategic land use plan for the transition of the Victoria Road Precinct over the next 15 to 20 years.

Employment and Economy

- Provide land use zones which better meet the demand for inner-ring employment land, including for light industries and creative businesses.
- Facilitate an orderly transition over time from existing industrial uses to modern mixed business uses, including protection of viable existing business uses.
- Ensure that there is no net loss in employment within the precinct.
- Promote new development which does not detract from retail businesses in existing local centres within the local area.
- Ensure that viable existing businesses are able to continue to operate, either within existing premises or in new premises within the precinct.
- Create direct employment through the redevelopment stages as well as indirect employment in local businesses and construction support services.
- Encourage the growth of emerging creative industries within the precinct and the establishment of a ‘creative hub’.

Housing

- Provide for additional housing to meet the needs of Sydney’s growing population.
- Support housing affordability policies by increasing housing supply and diversity.
- Ensure that new housing has a high level of amenity in terms of location, access to services and facilities, solar access and acoustic attenuation.
- Ensure that the interface between existing and new housing with employment uses is appropriate.

Urban Design

- Stimulate the urban renewal of a run-down industrial precinct.
- Provide uplifts in urban density commensurate to the site’s proximity to transport, local centres, services and recreational facilities.
- Create a vibrant mixed use precinct which promotes activity throughout the day and evening.
- Ensure that future development within the precinct incorporates design excellence and high quality public domain treatments.
- Improve permeability within the precinct to encourage walking and cycling.
- Significantly upgrade streetscapes to create pleasant and attractive spaces.
- Provide for new open space within the precinct.

Sustainable Development

- Accommodate growth by increasing urban densities in existing, under-utilised urban areas.
- Built form to adopt industry best practice environmentally sustainable design principles.
- Promote non-car travel in favour of more sustainable transit modes.
- Provide new housing in an area with good access to retail and community services and recreational facilities.

Intended Outcome

Over the next 15-20 years, the Victoria Road Precinct will be transformed into a vibrant mixed use precinct that supports ongoing local employment within the Inner West. Modern businesses and creative industries will thrive within the precinct, giving the area a distinct character whilst ensuring that new development does not detract from existing retail streets and centres. Key sites within the precinct will be redeveloped, contributing to an improvement in the aesthetic and amenity of the local area and encouraging activity within the public domain. Housing will be incorporated into new development within the precinct, creating an environment where residents can live close to their place of work whilst enjoying a high level of residential amenity. Diversity in housing stock will be increased whilst ensuring that new development is consistent with, and contributes positively to, the lifestyle of the area. ⁽¹⁾

⁽¹⁾ ‘Victoria Road Precinct - Planning Proposal for land uses and development standards’ by JBA Urban Planning Consultants - May 2014

02

PLANNING & POLICY CONTEXT

PLANNING & POLICY CONTEXT

RELATIONSHIP TO STRATEGIC PLANNING FRAMEWORK

NSW State Plan 2021

The NSW State Plan 2021 which was released in 2011 is the overarching strategic document for policy in the state with regards to the economy, infrastructure, development, housing, transport, health, community services and education.

Goal 1 – Improve Performance of the NSW Economy

The Victoria Road Precinct is underperforming in terms of employment and economic output at present, with high vacancy rates and underutilised spaces. Rezoning the site for uses that generate employment and stimulate new construction activity will contribute to growing employment and gross domestic product within the NSW economy.

Goal 5 – Housing Affordability and Availability

Providing residential dwellings within the Victoria Road Precinct will assist in meeting city-wide shortfalls in housing supply, thereby contributing to improved housing affordability and availability. This is particularly beneficial as the Planning Proposal supports the provision of new housing in an established area with existing infrastructure.

Goal 8 – Public Transport

The Planning Proposal supports the provision of increased employment and residential development in an area which is well serviced by existing public transport services, including the strategic bus corridor which runs through the centre of the precinct.

Goal 20 – Build Liveable Cities

This Planning Proposal offers an opportunity to regenerate a rundown precinct by allowing more diverse business types and introducing residential development, thereby stimulating renewal and providing a mix of uses which will positively contribute to the character and vitality of the Marrickville LGA.

Draft Metropolitan Strategy for Sydney 2031

The Draft Metropolitan Strategy for Sydney 2031 (2013) is a strategic document that sets out the framework for the Sydney region over the next two decades. The Metro Strategy identifies five key issue areas which form the framework for policy directions and key action areas required to implement the desired future development pattern for Sydney. This Planning Proposal is consistent with the Metro Strategy as described below.

A Liveable City

Under the Metro Strategy, the Central Subregion (including Marrickville) is required to provide for a minimum of 82,000 new dwellings by 2021 (7 years from now) and 138,000 new dwellings by 2031. The strategy also identifies a need to increase the provision of affordable housing across Sydney.

This Planning Proposal seeks to incorporate some housing in order to support the provision of more diverse business uses, support the viability of the strategic bus corridor and provide infill housing in an area with good access to existing services and infrastructure.

The provision of housing in areas subject to environmental constraints that diminish the perceived desirability of living in a certain area but do not significantly impact upon the overall amenity of residents (i.e. aircraft noise) can also assist in delivering housing to the market at more affordable prices.

Productivity and Prosperity

The Sydney Airport and Port Botany Specialised Precincts are required to provide only 6,000 additional jobs over the period to 2031 under the Metro Strategy.

The Metro Strategy states that: Industrial lands also foster industry clusters, especially in manufacturing and logistics. In Western Sydney, industrial lands account for 37 per cent of all jobs in distinct industrial clusters (food and beverage; advanced manufacturing and equipment; building materials; defence; medical products; logistics; and advanced materials). The Victoria Road Precinct is constrained by road capacity and congestion, access to employees and access to other growing industrial precincts. The strengthening of road connectivity between Sydney Airport/Port Botany as a result of the WestConnex project will further reduce any competitive advantage that the Victoria Road Precinct currently holds over industrial precincts in Western Sydney. As such, it is evident that the medium and long-term viability of the Victoria Road Precinct is poor

Objective 13 of the Metro Strategy notes the following:

Existing industrial lands, especially in established areas, are under pressure to be rezoned to other uses, despite the clear need for them in the future. Latest data also reveals a noticeable increase in rezoning of employment lands to non-industrial and wider employment uses. In 2011, 415 hectares were rezoned in Sydney across areas such as Liverpool, Parramatta, Marrickville and Auburn.

To provide a framework to assess proposals to rezone industrial land, an assessment checklist has been developed (refer table on this page) in consultation with key stakeholders on the NSW Government’s Employment Lands Task Force. The assessment checklist is addressed in

CRITERIA	COMMENT
Is the proposed rezoning consistent with State and/or council strategies on the future role of industrial lands?	Yes
Is the site: - near or within direct access to key economic infrastructure? - contributing to a significant industry cluster?	- Access to Sydney Airport and Port Botany from the Victoria Road Precinct is heavily constrained by the existing suburban road network. The site does not have direct access to any other key economic infrastructure. - the precinct does not contribute to any significant industry cluster
How would the proposed rezoning impact the industrial land stocks in the sub-region or region and the ability to meet future demand for industrial land activity?	Demand for industrial activity within the Victoria Road Precinct has been in decline for over two decades, and there is no indication of this trend reversing. It is considered that the proposal will not impact upon the ability to meet future demand for industrial activity.
How would the proposed rezoning impact on the achievement of the subregion/region and LGA employment capacity targets and employment objectives?	The land use zones and development controls proposed in the Final Planning Proposal will ensure that employment within the Victoria Road Precinct is either maintained or increased from current levels.
Is there a compelling argument that the industrial land cannot be used for an industrial purpose now or in the foreseeable future and what opportunities may exist to redevelop the land to support new forms of industrial land uses such as high-tech or creative industries?	- Existing industrial building land is not desirable to the market (as evidenced by low occupancy), building stock is dilapidated and the precinct as a whole is not competitive with modern industrial lands located predominately in Western Sydney. - High-tech or creative industries are better supported by mixed business zonings that allow the establishment and clustering of other, non-industrial, businesses in the same area. The proposed land use zones would permit light industries and other supporting businesses to continue to be developed within the precinct.
Is the site critical to meeting the need for land for an alternative purpose identified in other NSW Government or endorsed council planning strategies?	The Victoria Road Precinct has the potential to contribute to the ambitious employment and dwelling targets established for Sydney under the Metro Strategy.

PLANNING & POLICY CONTEXT

RELATIONSHIP TO STRATEGIC PLANNING FRAMEWORK

Balanced Growth

The Metro Strategy seeks to identify and make available urban renewal areas within the city whilst strengthening and growing Sydney's centres.

The Metro Strategy notes that:
"growth in many centres of different sizes benefits housing delivery, but not business, which benefits from a smaller number of larger groupings and centres. This reflects the benefits of agglomeration, whereby businesses have improved chances of thriving when located close to each other"

The NSW Government is actively promoting the clustering of freight, industrial, manufacturing and warehouse type businesses in the vicinity of key orbital roads and the Western Sydney Employment Area through land release policies and infrastructure provision. The Metro Strategy identifies two employment clusters identified as the 'Sydney Airport & Environs' and 'Port Botany & Environs' Specialised Precincts, however, these precincts (as mapped in the Draft South Subregional Strategy) do not include the Victoria Road Precinct.

Health and Resilient Environment

Detailed site investigations as part of the detailed Planning Proposal, including the preparation of an environmentally sustainable development strategy for the precinct and precinct flood modelling, will ensure that future development within the precinct is consistent with the principles of ecologically sustainable development and appropriately manages risks from natural hazards.

Accessibility and Connectivity

The Planning Proposal provides for a sustainable mix of land uses which supports employment containment within the local region, thereby minimising travel distances, and by locating higher density development along a strategic bus corridor to promote public transport use.

Draft Sydney South Subregional Strategy (2007)

The Draft Sydney South Subregional Strategy (2007) sets the framework for planning and development in the Sydney South Subregion for the next 25 years.

The Draft Strategy includes directions and actions for the following matters that are relevant considerations for the zoning of the Victoria Road Precinct and are discussed further in the following sections.

Economy and Employment Lands

The Victoria Road Precinct is identified as Category 1 Employment Land under the Draft Subregional Strategy, indicating that the land should be retained for industrial. However, the letter from the NSW Department of Planning and Infrastructure wrote to Marrickville Council on 27 April 2012 in relation to the Victoria Road Precinct notes that: Please be aware that the categories of employment lands will not continue in future versions of the draft subregional strategies as such categorisation has limited the ability of employment lands to adjust to changing economic conditions.

As discussed in Section 5.1 of this report, it is considered that the rezoning of the precinct is consistent with the broader aims of ensuring that employment targets are met and that land is retained for employment uses.

Centres and Corridors

The Planning Proposal does not seek to establish a new centre or compete with existing centres. The proposal seeks an uplift in employment and residential density along a designated strategic bus corridor, which is consistent with the principles of the strategy.

Housing

The Planning Proposal will make a significant contribution to the supply and diversity of housing within the Marrickville LGA. Whilst it is noted that Marrickville Council appears to have provided for housing growth to meet the draft Subregional Strategy housing targets under the Marrickville LEP 2011, it is also noted that population forecasts for Sydney have been revised upwards in the two subsequent metropolitan strategies released by the NSW Department of Planning and Infrastructure since the Draft Subregional Strategies in 2007. Furthermore, the Department's letter to Marrickville Council dated 27 April 2012 states that "it is the Department's view to encourage urban renewal in appropriate areas where feasible investment opportunities are evident irrespective of these [housing and employment] targets."

In light of the above, it is considered that the Planning Proposal will make a valuable contribution to the delivery of housing within the Marrickville LGA consistent with the Draft Subregional Strategy.

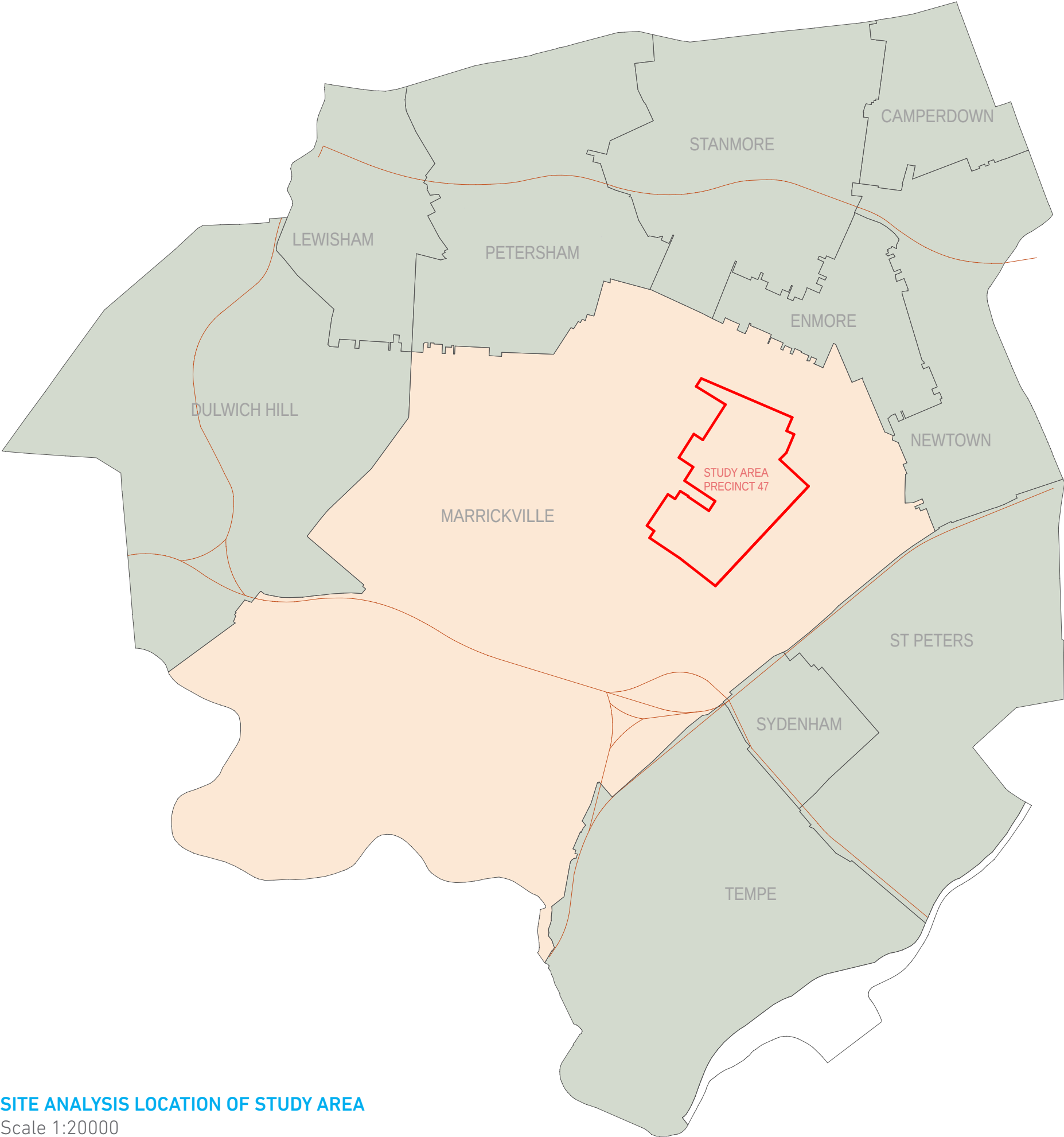
Transport

The Planning Proposal provides for an intensification of land use within the immediate vicinity of Strategic Bus Corridor No.26 as identified in the Draft Subregional Strategy. This will contribute to increased patronage of public transport and reduced reliance on private motor vehicles, consistent with the strategy. Introduction of new streets within the precinct as envisaged in the master plan will also increase permeability for pedestrians and cyclists, and it is anticipated that future development of the precinct would be accompanied by upgrades to pedestrian and cycling infrastructure.

03

SITE ANALYSIS





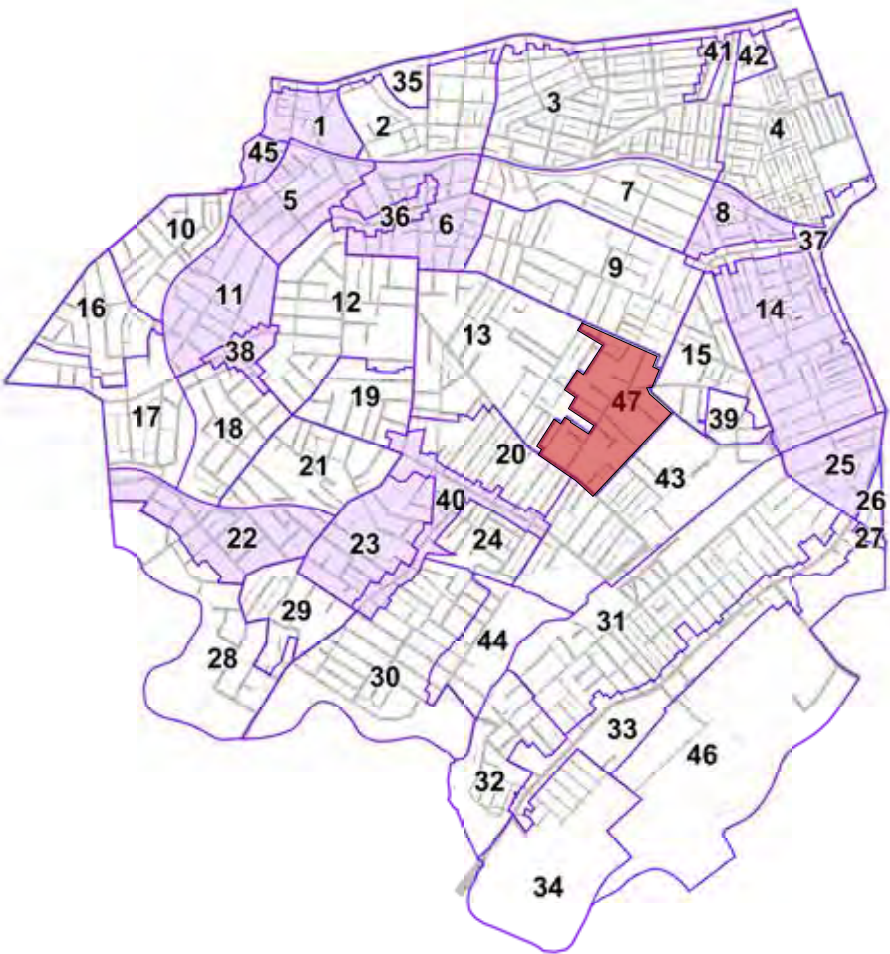
SITE ANALYSIS LOCATION OF STUDY AREA
Scale 1:20000

SITE ANALYSIS

LOCATION OF STUDY AREA

THE STUDY AREA
The Marrickville DCP divides the Marrickville Local Government Area (LGA) into 47 planning precincts. Each planning precinct has its own distinct character and provides an important contextual basis for establishing appropriate types of development in association with other controls within the DCP.

The subject of this study is Precinct 47 which is commonly known as the Victoria Road precinct. It is approximately 36 hectares in area and is located approximately 6km south-west of the Sydney CBD, 3km north of Sydney Kingsford-Smith Airport and 8km north-west of the Port Botany Container Freight Terminal.



Marrickville LGA - Planning Precinct Map

SITE ANALYSIS

SITE IMPRESSIONS



KEY PLAN VIEWS
Scale 1:5000



1 Victoria Road cr Edinburgh Rd



2 Victoria Road cr Smith Lane



3 Smith Street



4 Rich Street



5 Victoria Road - Kennards Storage



6 Chapel Street East



7 Victoria Road 142A



8 Chalder Street



9 Chalder Street looking to School Green



10 Victoria Road Existing Street Planting



11 Victoria Road Industrial Estate



12 Victoria Road_Danias Timberyard



13 Victoria Road Wicks Park



14 Victoria Road Wicks Park



15 Wicks Park_Back of Faversham Street Properties

SITE ANALYSIS

REGIONAL CONTEXT

The urban and subregional context of the Victoria Road Precinct is illustrated in below diagrams and is characterised by the following:

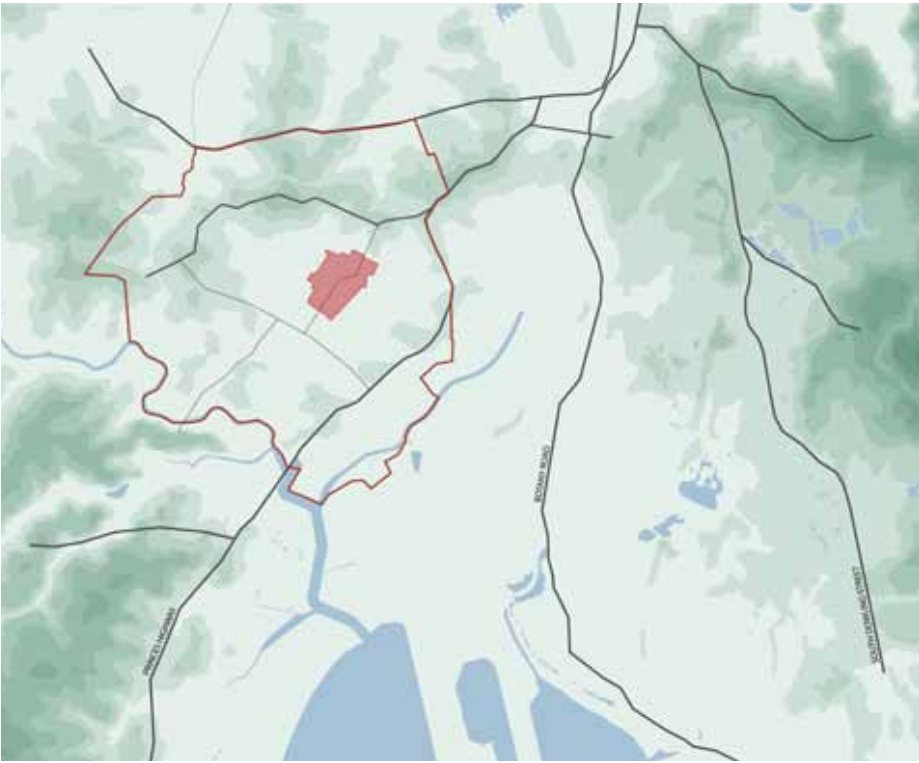
- strong linear road connections in the form of Victoria Road and Sydenham Road;
- high level of public transport accessibility with regular bus services running along Victoria Road and elsewhere within the precinct, with good connections to suburban rail services at Newtown, Marrickville and Sydenham Stations;
- proximity to subregional centre-based (Marrickville Metro) and main street (King Street, Enmore Road, Marrickville Road) retail and services;
- adjacent to low and medium-density residential development to the north and west;
- adjacent to industrial-zoned land to the south and east;
- proximity to local (Enmore Park, Wicks Park) & regional (Sydney Park) open space



TOPOGRAPHY AND SURROUNDING LAND

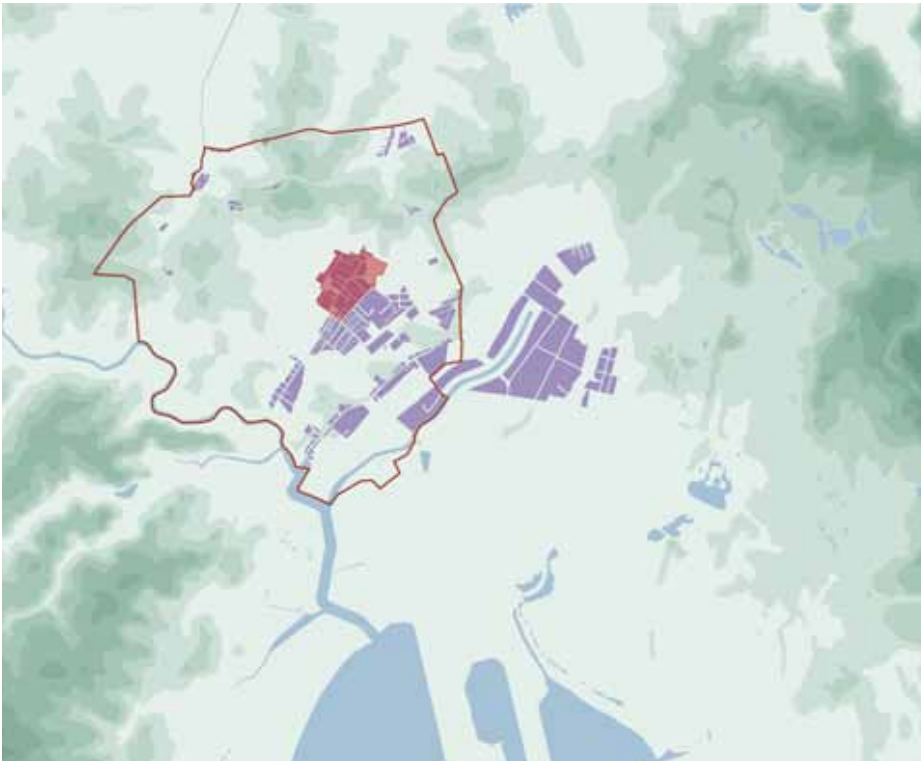
The topography of the landscape surrounding the Marrickville LGA is generally subtle. The surrounding landforms are:

- Sydney Harbour catchment to the North
- Botany basin to the East
- Cumberland Plain to the West
- Cooks River Valley to the South



MAIN ROADS

Main roads such as Princess Highway, Botany Road and South Dowling Street have developed along ridgelines and the generally irregular road pattern is a response to the existing topographical conditions



SOUTH SYDNEY INDUSTRIAL

The traditional growth of the City of Sydney and the proximity to the airport and Port Botany are the reasons for much of the land in and around the Victoria Road corridor to be developed for industrial purposes.

Diagrams sourced from : 'Victoria Road Precinct Marrickville - Urban Design Study' by Hassell/ 24/2/2011

SITE ANALYSIS

LOCAL CONTEXT



LGA AND SURROUNDS
Marrickville sits on the northern bank of the Cooks River and shares a border with Sydenham, Tempe, Dulwich Hill, Petersham, Stanmore, Enmore, Newtown & St Peters.

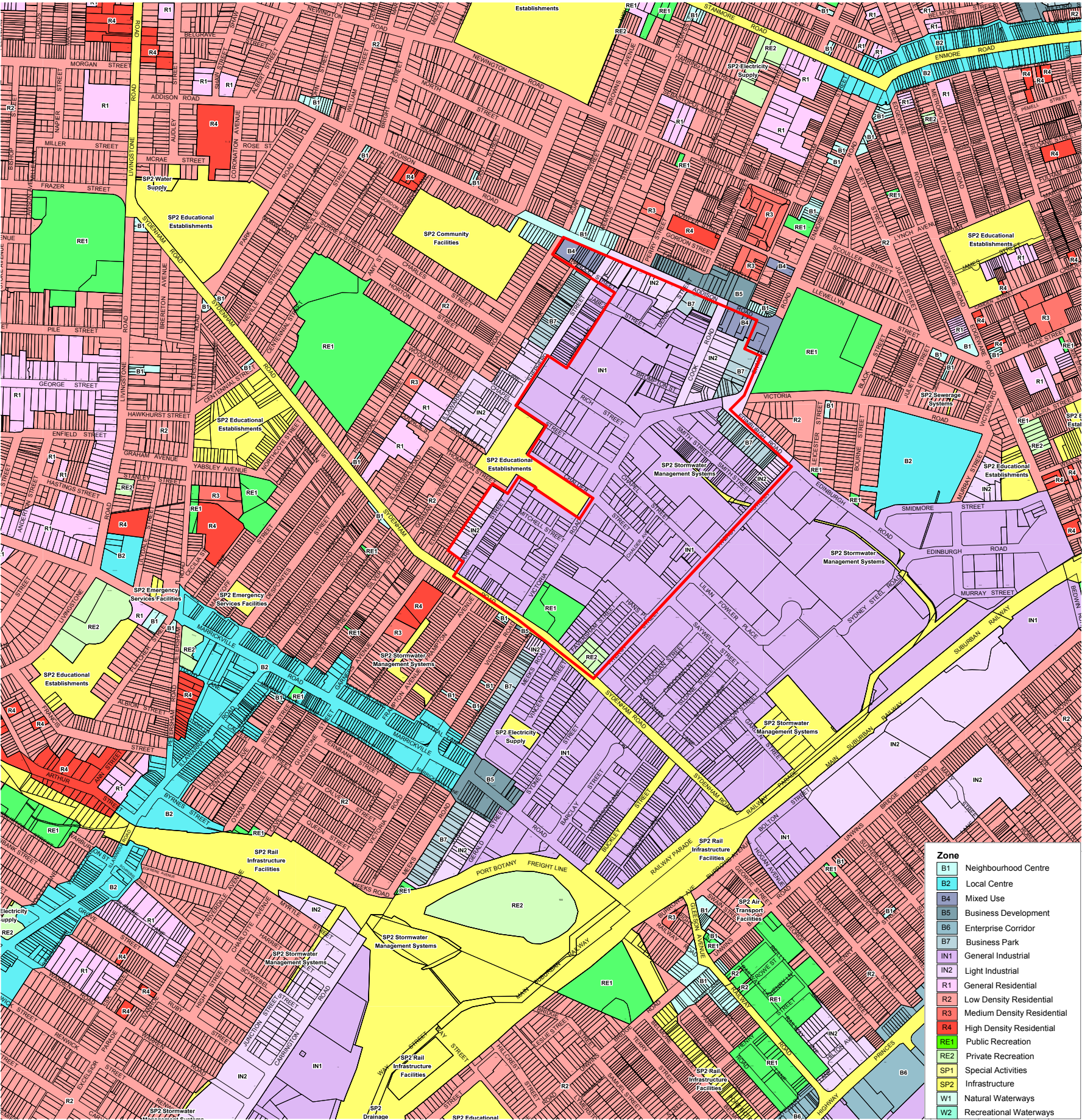


MARRICKVILLE INDUSTRIAL AND ALEXANDRA CANAL
Industrial uses within the Marrickville LGA lie predominantly to the south east of the study area. It should be noted that industrial lands surrounding the Alexandra Canal to the east (which form part of the City of Sydney LGA) will potentially be rezoned to allow for more mixed commercial and residential uses in the future. The industrial development occurring within the study area is generally low in quality and potentially reaching the end of its economic life. Both state and local planning strategies recognise that Sydenham Industrial area has and will continue to face job decline as the traditional manufacturing sector relocates to larger and cheaper land in western Sydney.



RIDGELINE ACTIVE STRIPS AND RESIDENTIAL AMENITY
To both the north and the south of the study area are ridgeline roads of retail and other active uses, stitching together a series of residential neighbourhoods. There are a scattering of local urban parks within close proximity however there is no connection between these open space areas.

Diagrams + text sourced from : 'Victoria Road Precinct Marrickville - Urban Design Study' by Hassell/ 24/2/2011



SITE ANALYSIS CURRENT ZONING
Scale 1:10000

SITE ANALYSIS

CURRENT ZONING

CURRENT ZONING
The precinct is predominately zoned IN1 General Industrial. Small parcels of land on the northern and western precinct edges have been zoned IN2 Light Industrial, B4 Mixed Use and B7 Business Park in an attempt to provide a buffer to adjoining residential zones. Despite the principal industrial zoning some small pockets of low density residential buildings exist.

MASTERPLAN DESIGN CONSIDERATION
The uniform industrial zoning is redundant and rezoning should respond to both existing and desired future character.



1 Commercial Strip at Addison Road



2 Industrial Properties on Victoria Road



3 Farr Street with a mix of industrial and residential properties



4 Victoria Road Residential next to Industrial Properties



5 Industrial Properties on Victoria Road



6 Residential Properties on Victoria Road