

EGROW 01	LEP Review: Public Exhibition of draft Local Housing Strategy, draft Centres and Corridors Strategy & draft Industrial and Employment Lands Strategy
-----------------	---

Strategic Direction	Generating Opportunity Meet the challenges of Liverpool's growing population
File Ref	052059.2020
Report By	Michael Midson - Executive Planner
Approved By	Tim Moore - Director, City Economy and Growth / Deputy CEO

EXECUTIVE SUMMARY

Council has received funding under the Western Sydney City Deal to conduct an accelerated review of the Liverpool Local Environmental Plan 2008 (LLEP 2008). As part of this review process, the following draft land use strategies have been prepared for public exhibition:

- Draft Liverpool Local Housing Strategy 2020;
- Draft Liverpool Centres and Corridors Strategy 2020; and
- Draft Liverpool Industrial and Employment Lands Strategy 2020.

These draft strategies are underpinned by evidence-based studies and have been informed by community engagement undertaken during the development of Council's Local Strategic Planning Statement 'Connected Liverpool 2040' (LSPS).

The purpose of these strategies is to guide strategic land use planning in Liverpool and to support the development of the new Local Environmental Plan and Development Control Plan. The strategies respond to key trends and opportunities to ensure that growth in Liverpool is appropriately managed and provides guidance for the assessment of future planning proposals.

It is recommended that Council place the draft Strategies on public exhibition for 28 days. It is anticipated that the exhibition of the Strategies will occur at the same time as the exhibition of the Phase 1 LEP Review Planning Proposal which is currently awaiting Gateway Determination from the NSW Department of Planning, Industry and Environment (DPIE).

RECOMMENDATION

That Council:

1. Place the Draft Local Housing Strategy; Draft Centres and Corridors Strategy and Draft Industrial and Employment Lands Strategy on public exhibition for 28 days; and
2. Receive a further report following the public exhibition period detailing submissions received and any amendments proposed.

REPORT

Background

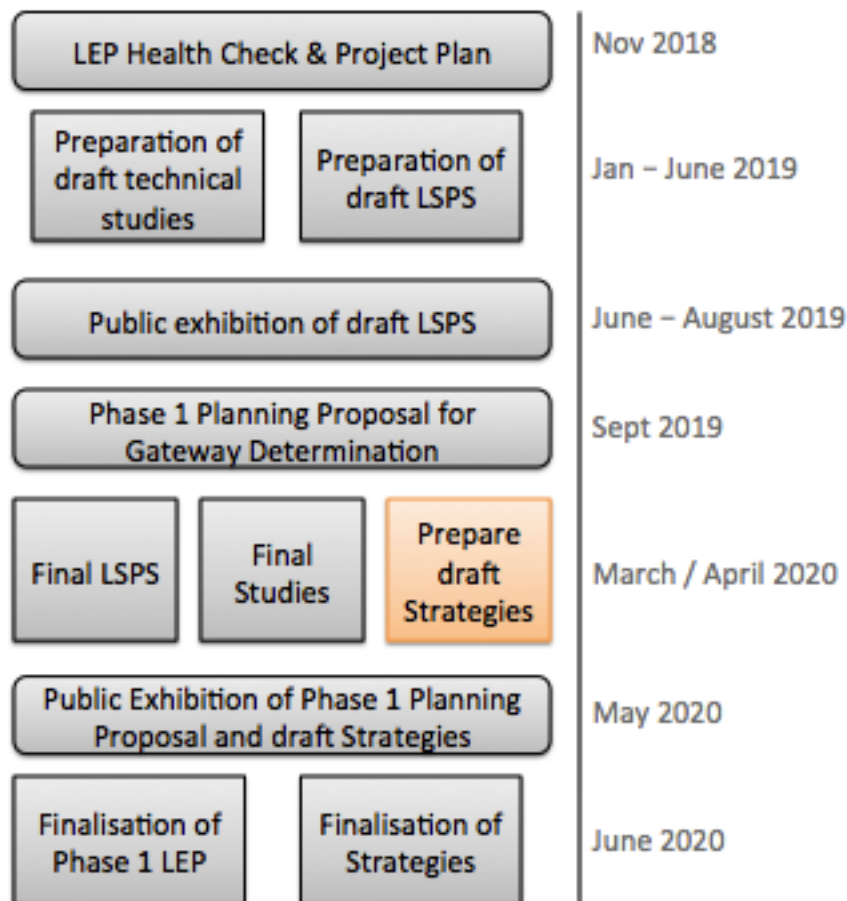
The Local Strategic Planning Statement (LSPS) was endorsed by Council on 25 March 2020 and formally approved and published on the NSW Planning Portal on 31 March 2020. The LSPS includes actions to develop and implement a range of strategic land use planning studies and strategies. A number of these strategies have now been prepared for the purposes of public exhibition and are listed in Table 1 below.

Table 1 – Draft strategies for public exhibition

Draft Strategy	LSPS Action	Strategy to be Superseded
Local Housing Strategy	Action 7.1	Residential Development Strategy 2008
Centres and Corridors Strategy	Action 11.1	Liverpool Retail Hierarchy Review 2012 Liverpool Business Centres and Corridors Strategy 2013
Industrial and Employment Lands Strategy	Action 12.1	Liverpool Industrial Lands Strategy 2007

The draft strategies form part of the wider LEP Review project for which Council received funding under the Western Sydney City Deal. Included in the project was the preparation of the LSPS and the Phase 1 Planning Proposal. Council is required to finalise the project by June 2020.

Figure 1 – LEP Review project



Draft Liverpool Local Housing Strategy

The Western City District Plan requires Council to develop a Local Housing Strategy in consultation with the community. The Department of Planning, Industry and Environment (DPIE) prepared a guideline and template that details what is to be included in local housing strategies. The draft Liverpool Local Housing Strategy has been prepared to comply with these requirements.

The draft Strategy is informed by a strong evidence base, being the Liverpool Housing Study 2019, prepared by SGS Economics and Planning (**Attachment 1**). This Study was presented to Council as background information during the development of the LSPS.

The key findings of the Study include:

- Liverpool has enough zoned land to cater for housing growth for the next 20 years;
- Demand for housing is expected to be ~10,000 dwellings for the period 2021-26; and
- There is a need for more diverse and affordable housing types in the right locations.

The draft Housing Strategy sets out the priorities and actions to deliver suitable housing in the right locations to meet the needs of the Liverpool community over the next 20 years. It

ensures that housing delivery protects local amenity and character, open space and ecological values and is aligned with infrastructure delivery.

Housing diversity

The Housing Study identifies a lack of housing diversity in Liverpool. The key actions in the draft Strategy which help to address this issue include:

- Review land use and development controls in R1, R2 and R3 zones to encourage greater medium density and housing diversity without adversely impacting neighbourhood amenity.
 - This could potentially include reviewing height and FSR controls in the R3 zone to improve feasibility and developing controls for manor homes.
- Review controls for medium density having regard to the Low-Rise Medium Density Housing Code to facilitate more diverse housing types in the LGA whilst still maintaining local character.
 - When the Code begins in July 2020, Council will have limited control on medium density housing pursued through this pathway. Council will, however, be better able to control development outcomes by placing some controls, such as minimum lot size for multi dwelling housing, within the LEP, instead of the DCP where it currently resides.
- Review apartment mix controls in the Liverpool City Centre.
 - The DCP currently requires, as a minimum, at least 10% of apartments to be one-bedroom and at least 10% to be three bedrooms. Changing demographics mean these proportions need to be reviewed to provide more family friendly apartments and accommodation for singles and students.

Housing Affordability:

Liverpool has significantly higher rates of rental and mortgage stress than the Greater Sydney average. This affects very low, low, and moderate-income earners.

Key actions in the draft Strategy which help to address this issue include:

- Develop an Affordable Housing Contributions Scheme in line with the Greater Sydney Commission's requirement for 5-10% affordable housing on up-zoned land.
 - The Greater Sydney Region Plan requires that 5-10% of housing sites that gain an uplift through rezoning be dedicated as affordable housing. An affordable housing contributions scheme enables Council to meet this requirement. The scheme is being developed as a 'whole of District' approach with several other Western City District Councils. Once the scheme is developed, it will be presented to Council for further consideration.
- Partner with NSW Government to investigate the potential for master planned precincts (such as Land and Housing Corporation properties in Warwick Farm and in the 2168 postcode) to renew and increase social and affordable housing.

- There is great potential in Liverpool to increase housing, provide more affordable housing and reduce the concentration of social disadvantage through the redevelopment of State social housing assets. This would likely follow the Communities Plus model, where social housing estates are renewed with 70% private housing and 30% social/affordable housing.
- Maintain and build partnerships with Community Housing Providers (CHPs) to investigate opportunities for joint ventures or opportunities on low-cost sites for affordable housing including Council-owned sites.

Built Form and Sustainability

Community consultation for the LSPS noted that while people support further density in the Liverpool city centre and around transport nodes, the local character of existing centres and neighbourhoods is important. Addressing the urban heat island effect and sustainability was also noted as important.

Key actions in the draft Strategy which help to address this issue include:

- Undertake design-led planning using place-making principles for village, town and local centres.
- Review R4 land around local centres to address interface issues.
- Amend the DCP to better respond to urban heat, sustainable waste and water sensitive urban design.
- Advocate for changes to BASIX in line with the State Government's net zero by 2050 aspirations.

Short term investigation areas

Short term investigation areas are identified for Council to consider LEP amendments to facilitate housing growth:

- Liverpool City Centre and Innovation Precinct;
- Warwick Farm equine precinct;
- Georges River North (Moore Point);
- Moorebank Town Centre (included as zoning from R4 to R3 may improve development feasibility);
- Miller Precinct; and
- Hargrave Park (medium-term investigation area).

The draft Strategy notes that it may be appropriate for Council to consider rezoning in other appropriate locations outside of identified investigations areas. The draft Strategy includes some guidance on where this should be considered (e.g. near major transport nodes).

The draft Strategy, including a complete list of recommended actions, is included as **Attachment 2**.

Draft Liverpool Centres and Corridors Strategy

The draft Liverpool Centres and Corridors Strategy is identified in the LSPS as a short-term action and has been developed to ensure that there is adequate, appropriate and accessible retail services for Liverpool's growing population into the future. The draft Strategy is informed by a strong evidence base, being the SGS Centres and Corridors Study 2020 (**Attachment 3**).

The key findings of the Study include:

- Liverpool's population is increasing and there is a significant demand for retail in the new release areas;
- Consumer spending is changing with increased spending on fresh food and hospitality and reduced spending in department stores; and
- Growing demand for fine grain retail experiences in traditional retail streetscapes.

The SGS study also notes that while most of Liverpool residents are within 2 km of a major supermarket, there are large gaps in the Liverpool City Centre and in New Release Areas.

Retail Hierarchy

The draft Strategy updates the 2012 Retail Hierarchy to reflect the current strategic context of the Liverpool LGA and to incorporate retail developments which were not anticipated at the time. The revised hierarchy does not seek to pre-determine decisions on existing planning proposals.

Notable changes to the classification of centres in the hierarchy include:

- Classify Woolworths Casula and Woolworths Prestons as 'stand-alone' centres
 - These centres consist of stand-alone supermarkets co-located with several other shops. They were built post the development of the 2012 Liverpool Retail Centres Hierarchy Review.
- Classify Middleton Grange as a 'local centre'
 - Middleton Grange was previously classified as a 'Village Centre'. The SGS study stated that there is not a large enough retail floor space gap in the New Release District or a large enough catchment to reclassify it as a town centre.
- Classify Holsworthy as a 'local centre'
 - Holsworthy was previously classified as a village centre. The SGS study stated that floor space demand in the Eastern District is unlikely to grow substantially in the future, and so there is no need for an additional town centre in this area.
- Add proposed retail centres in Austral and East Leppington and the Western Sydney Parklands Business Hubs to the retail hierarchy.
 - The inclusion of proposed centres in the retail hierarchy should not change development expectations for these centres, which are mostly set in growth

area DCPs and the State Environmental Planning Policy (Sydney Region Growth Centres) 2006.

Recommended Actions:

- Review land use planning controls to ensure quality built form outcomes and consistency with the revised retail hierarchy.
- As part of the existing planning proposal, review planning controls in Middleton Grange and encourage development of a local centre consistent with the retail hierarchy.
- As part of the existing planning proposal, encourage the development of a local centre in Holsworthy consistent with the retail hierarchy.
- Investigate and address any impediments for the timely delivery of centres in Austral.
- Amend LEP to replace permissibility of 'shops' in the B6 zone with 'neighbourhood shops'.
- Review LEP zoning of key sites (LEP Schedule 1, Clause 9) if they have been developed for the purposes of service stations or food and drink premises. As part of the review, undertake a site analysis and consider rezoning to B6.
- As part of the planning for the FAST corridor, consider appropriate location of Transit Oriented Developments.

The draft Liverpool Centres and Corridors Strategy is included as **Attachment 4**.

Draft Liverpool Industrial and Employment Lands Strategy

The draft Industrial and Employment Lands Strategy guides the retention, improvement, rezoning and development of employment lands in the Liverpool LGA over the next 20 years. The draft Strategy incorporates the findings of a suite of recent employment studies including the most recent Industrial Development Lands Study 2019 prepared by APP Consultants. These studies are provided in **Attachment 5**.

Recommended Actions

- Review development standards and objectives for industrial land.
- Retain and improve employment land within the eastern portion of the LGA.
- Plan and manage employment lands within the western portion of the LGA.
- Facilitate industrial development to support the operation of the Western Sydney International (Nancy-Bird Walton) Airport and Western Sydney Aerotropolis.
- Increase industrial development density, efficiency and colocation.
- Prioritise public domain improvements and vegetation within industrial precincts.
- Consider and improve connectivity between public transport and industrial precincts.
- Introduce Innovation Precincts within the LGA.

- Clarify the intended role and function of industrial precincts.
- Advocate for local jobs, community outcomes and high-quality industrial design at the Moorebank Intermodal site.

The draft Liverpool Industrial and Employment Lands Strategy is included in **Attachment 6**.

Public Exhibition

It is proposed to exhibit the draft Strategies for a period of 28 days.

It is expected that exhibition of the draft Strategies will occur concurrently with the exhibition of the Phase 1 Planning Proposal for the LEP Review once a Gateway determination is received from DPIE. It should be noted that community consultation may need to be modified due to current social distancing requirements due to the COVID-19 pandemic.

Conclusion

The draft strategies are underpinned by evidence-based studies and have been informed by community engagement undertaken during the development of Council's Local Strategic Planning Statement 'Connected Liverpool 2040' (LSPS).

The purpose of these strategies is to guide strategic land use planning in Liverpool and to support the development of the new Local Environmental Plan and Development Control Plan. The strategies respond to key trends and opportunities to ensure that growth in Liverpool is appropriately managed and provides guidance for the assessment of future planning proposals.

It is recommended that Council place the draft Strategies on public exhibition for 28 days. It is anticipated that the exhibition of the Strategies will occur at the same time as the exhibition of the Phase 1 LEP Review Planning Proposal which is currently awaiting Gateway Determination from the NSW Department of Planning, Industry and Environment (DPIE).

CONSIDERATIONS

<p>Economic</p>	<p>Further develop a commercial centre that accommodates a variety of employment opportunities.</p> <p>Encourage and promote businesses to develop in the hospital health and medical precinct (of the City Centre).</p> <p>Enhance the environmental performance of buildings and homes.</p> <p>Facilitate economic development.</p>
------------------------	---

<p>Environment</p>	<p>Utilise the Western Sydney City Deal agreement to enhance liveability and environment of the LGA.</p> <p>Utilise the Western Sydney City Deal agreement to facilitate Planning and Housing in the LGA.</p> <p>Enhance the environmental performance of buildings and homes.</p> <p>Protect, enhance and maintain areas of endangered ecological communities and high quality bushland as part of an attractive mix of land uses.</p>
<p>Social</p>	<p>Utilise the Western Sydney City Deal agreement to provide connectivity across the LGA through infrastructure and social initiatives.</p> <p>Preserve and maintain heritage, both landscape and cultural as urban development takes place.</p> <p>Regulate for a mix of housing types that responds to different population groups such as young families and older people.</p>
<p>Civic Leadership</p>	<p>Undertake communication practices with the community and stakeholders across a range of media.</p> <p>Encourage the community to engage in Council initiatives and actions.</p> <p>Provide information about Council's services, roles and decision making processes.</p>
<p>Legislative</p>	<p>Environmental Planning and Assessment Act 1979</p>

ATTACHMENTS

1. Liverpool Housing Study (SGS) 2019 (Under separate cover)
2. Draft Liverpool Local Housing Strategy 2020 (Under separate cover)
3. Liverpool Centres and Corridors Study (SGS) 2020 (Under separate cover)
4. Draft Liverpool Centres and Corridors Strategy 2020 (Under separate cover)
5. Liverpool Industrial Lands Studies (Under separate cover)
6. Draft Liverpool Industrial and Employment Lands Strategy 2020 (Under separate cover)

Council

COUNCIL DECISION:

Vote against: Clr Ayyad, Clr Hadchiti, Clr Hadid, Clr Harle and Clr Rhodes.

The Foreshadowed motion (moved by Clr Hadchiti) then became the motion and on being put to the meeting was declared CARRIED, with the Mayor using her casting vote to vote for the motion.

Vote for: Clr Ayyad, Clr Hadchiti, Clr Hadid, Clr Harle and Clr Rhodes.

Vote against: Mayor Waller, Clr Hagarty, Clr Kaliyanda, Deputy Mayor Karnib and Clr Shelton.

Council

COUNCIL DECISION:

Motion: **Moved: Clr Shelton** **Seconded: Clr Kaliyanda**

That Council:

1. Place the Draft Local Housing Strategy; Draft Centres and Corridors Strategy and Draft Industrial and Employment Lands Strategy on public exhibition for 42 days; and
2. Receive a further report following the public exhibition period detailing submissions received and any amendments proposed.

Foreshadowed motion: **Moved: Clr Hadchiti** **Seconded: Clr Hadid**

That Council:

1. Place the Draft Local Housing Strategy; Draft Centres and Corridors Strategy and Draft Industrial and Employment Lands Strategy on public exhibition for 42 days, subject to the following changes;
 - i. Remove the key action in the draft Strategy (as shown on page 87 of the Council Agenda) and copied below:

“Develop an Affordable Housing Contributions Scheme in line with Greater Sydney Commission’s requirement for 5-10% affordable housing on up-zoned land”; and
 - ii. To leave Middletown Centre as it is, as a Town Centre.

1. Place the Draft Local Housing Strategy; Draft Centres and Corridors Strategy and Draft Industrial and Employment Lands Strategy on public exhibition for 42 days, subject to the following changes;
 - i. Remove the key action in the draft Strategy (as shown on page 87 of the Council Agenda) and copied below:

“Develop an Affordable Housing Contributions Scheme in line with Greater Sydney Commission’s requirement for 5-10% affordable housing on up-zoned land”; and
 - ii. To leave Middletown Centre as it is, as a Town Centre.
2. Receive a further report following the public exhibition period detailing submissions received and any amendments proposed.

One being put to the meeting the Motion (moved by Clr Shelton) was declared LOST.

Vote for: Mayor Waller, Clr Hagarty, Clr Kaliyanda, Deputy Mayor Karnib and Clr Shelton.

Vote against: Clr Ayyad, Clr Hadchiti, Clr Hadid, Clr Harle and Clr Rhodes.

Note: The vote for the above motion was 5 For and 5 Against and in accordance with Clause 10.3 of Council’s Code of Meeting Practice was lost on the following basis:

“Where the chairperson declines to exercise, or fails to exercise, their second or casting vote, in the event of an equality of votes, the motion being voted upon is lost”.

The Foreshadowed motion (moved by Clr Hadchiti) then became the motion and on being put to the meeting was declared CARRIED.

Vote for: Mayor Waller, Clr Ayyad, Clr Hadchiti, Clr Hadid, Clr Harle and Clr Rhodes.

Vote against: Clr Hagarty, Clr Kaliyanda, Deputy Mayor Karnib and Clr Shelton.

Council

COUNCIL DECISION:

Motion: **Moved: Clr Shelton** **Seconded: Clr Kaliyanda**

That Council:

1. Place the Draft Local Housing Strategy; Draft Centres and Corridors Strategy and Draft Industrial and Employment Lands Strategy on public exhibition for 42 days; and
2. Receive a further report following the public exhibition period detailing submissions received and any amendments proposed.

Foreshadowed motion: Moved: Clr Hadchiti Seconded: Clr Hadid

That Council:

1. Place the Draft Local Housing Strategy; Draft Centres and Corridors Strategy and Draft Industrial and Employment Lands Strategy on public exhibition for 42 days, subject to the following changes;
 - i. Remove the key action in the draft Strategy (as shown on page 87 of the Council Agenda) and copied below:

“Develop an Affordable Housing Contributions Scheme in line with Greater Sydney Commission’s requirement for 5-10% affordable housing on up-zoned land”; and
 - ii. To leave Middletown Centre as it is, as a Town Centre.
2. Receive a further report following the public exhibition period detailing submissions received and any amendments proposed.

One being put to the meeting the Motion (moved by Clr Shelton) was declared LOST.

Vote for: Mayor Waller, Clr Hagarty, Clr Kaliyanda, Deputy Mayor Karnib and Clr Shelton.

Vote against: Clr Ayyad, Clr Hadchiti, Clr Hadid, Clr Harle and Clr Rhodes.

Note: The vote for the above motion was 5 For and 5 Against and in accordance with Clause 10.3 of Council’s Code of Meeting Practice was lost on the following basis:

“Where the chairperson declines to exercise, or fails to exercise, their second or casting vote, in the event of an equality of votes, the motion being voted upon is lost”.

The Foreshadowed motion (moved by Clr Hadchiti) then became the motion and on being put to the meeting was declared CARRIED.

Vote for: Mayor Waller, Cllr Ayyad, Cllr Hadchiti, Cllr Hadid, Cllr Harle and Cllr Rhodes.

Vote against: Cllr Hagarty, Cllr Kaliyanda, Deputy Mayor Karnib and Cllr Shelton.