DRAFT LIVERPOOL

CENTRES AND CORRIDORS STRATEGY

LIVERPOOL
CITY
COUNCIL

Terminology

The following terms apply throughout the document:

Term	Definition
DCP	Development Control Plan
FAST Corridor	Proposed rapid transit link along Hoxton Park Road and Fifteenth Ave, linking the Liverpool City Centre and the Western Sydney International Airport
LEP	Local Environmental Plan
LSPS	Local Strategic Planning Statement – 'Connected Liverpool 2040'
Local Centre	Smaller retail centres which meet convenience retailing needs as well as acting as community gathering places.
Liverpool LGA	Liverpool Local Government Area
Metropolitan Cluster	Regional-scale mixed-use centre
Neighbourhood Centre	The smallest centres which make a small contribution to meeting day to day retailing needs of the local community.
Out of centre bulky goods cluster	Bulky goods retailing and specialised retailing in a single location which facilitates comparison shopping.
Stand-alone Centre	Centres which provide for the convenience and specialised retail needs of the local community, but do not act as mixed-use centres.
TOD	Transit Oriented Development
Town Centre	Large retail centres which act as community gathering places with a range of uses.
Village Centre	A term used in the 2012 Retail Hierarchy Review to describe a centre of small scale (larger than a neighbourhood centre).

Table of Contents

Executive Summary

Centres act as important focal points for the local community, especially when they are well integrated with social infrastructure (e.g. libraries and community centres). Centres also provide opportunities for local employment and are an important part of establishing the 30-minute city when co-located with high quality public transport.

Liverpool is experiencing substantial growth and there is a need to ensure that our centres are able to respond to growth and emerging commercial and retail trends. It is also important that centres have adequate supporting infrastructure and are well designed to meet the needs of the wider community.

This Strategy has been developed in response to Action 11.3 of Council's Local Strategic Planning Statement 'Connected Liverpool 2040' (the LSPS) which identifies the need to prepare a Centres and Corridors Strategy and review relevant planning controls. This Strategy re-defines and re-categorises Liverpool's centres and corridors and provides direction for future planning.

Preliminary Consultation

This Strategy is underpinned by the Centres and Corridors Study prepared by SGS Economics & Planning (February 2020). The SGS Study was prepared in consultation with key stakeholders to understand key retail trends and the performance of the local retail market.

The key points of this consultation include:

- Stakeholders generally viewed the local retail market to be performing strongly.
- Larger retail centres in the Liverpool LGA generally have low levels of vacancies, indicating that businesses are performing well.
- The Liverpool City Centre should continue to grow and expand in terms of both retail and commercial development. A particular opportunity was noted for Liverpool City Centre to become a major dining destination.
- Congestion and parking issues in the Liverpool City Centre were cited as reasons for people to visit local centres (like Casula Mall) instead.
- Local centres play a broader role beyond simply providing retail facilities (e.g. hosting community events). In this regard, stakeholders felt that opportunities such as tourism, night-time trading and developing larger dining precincts should be considered for larger local centres in the LGA.
- Stakeholders highlighted the changing nature of the retail market and the resulting need for retail centres and retailers to be more flexible and agile.

Retail Access and Gaps

According to the SGS Study, there is unmet demand for supermarket floorspace within the Liverpool LGA, with large gaps in the City Centre District and the New Release District.

The SGS Modelling indicates that there is likely to be increased demand for supermarkets in the Liverpool City Centre as a result of rapid population growth. Most of the current supermarkets are in Westfield and near it. As such, people in the southern part of the City Centre or near Warwick Farm Station are relatively far from supermarkets, which may discourage walking. The Liverpool City Centre Retail Study (SGS, 2020) seeks to address this issue and includes a framework for the evaluation of mixed-use developments and future directions for retail development in each part of the Liverpool City Centre.

Centres are proposed for development in Middleton Grange, Holsworthy and Edmondson Park. The Middleton Grange and Holsworthy sites have been subject to planning proposals. The lack of development on the town centre site in Middleton Grange means that residents currently have limited access to retail facilities.

Limiting out of centre retail

The SGS Study identifies the need to limit the creation of new out of centre retail developments as there is limited demand for new centres. Further, they cannot take a broader place-based role and could have an impact on the turnover of existing centres.

The Liverpool B6 Enterprise Corridor zone (which is intended to cover business premises along major roads including garden centres, hardware and building supplies etc.) currently allows a wider range of uses than most B6 zones in greater Sydney. In some cases, out of centre retail developments with a range of uses more typically found in local centres (e.g. grocery stores and restaurants) have occurred in the B6 zone, and a revision of the zone is recommended to prevent this from occurring.

Update to the Retail Hierarchy

This Strategy updates the current retail hierarchy included in the 2012 'Liverpool Retail Centres Review'. Since 2012, the strategic context of the Liverpool LGA has evolved. There have been several developments which were not anticipated at the time including two full-line supermarkets on Camden Valley Way and the Hume Highway as well as the significant expansion of the size of the Edmondson Park Town Centre.

The retail hierarchy is not intended to pre-determine the outcome of current planning proposals. The role of individual centres is based on the amount of retail floorspace, the presence of anchor tenants, the likely future retail demand, capacity to act as social connecters and hubs, and their accessibility and design.

Guiding Criteria for Planning Proposals

This Strategy includes a set of guiding criteria for future Planning Proposals which are intended to assist in the assessment process and provide guidance to proponents. The guidelines were developed to ensure that centres remain viable and to ensure improved integration with the public domain and with nearby open space, social infrastructure and other services.

Recommended Actions

1. Review land use planning controls to ensure quality built form outcomes and ensure consistency with the revised retail hierarchy.
2. As part of the existing planning proposal, review planning controls in Middleton Grange and encourage development of a Town Centre consistent with the retail hierarchy.
3. As part of the existing planning proposal, encourage the development of a local centre in Holsworthy consistent with the retail hierarchy.
4. Investigate and address any impediments for the timely delivery of centres in Austral.
5. Amend LEP to replace permissibility of 'shops' in the B6 zone with 'neighbourhood shops'.
6. 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 review, undertake a site analysis and consider rezoning to B6.
7. As part of the planning for the FAST corridor, consider appropriate location of TODs.

Liverpool Centres Vision – 2040

Residents across the Liverpool LGA have convenient access to a variety of vibrant retail and business spaces which are co-located with social infrastructure (including libraries and community centres) which help bring people into retail centres at various times of the day.

Retail centres remain competitive in the face of competition and evolving trends (such as online retailing). They provide for a significant concentration of local jobs and services. They are well serviced by fast and reliable public transport and they are easily accessible by a network of pathways, cycleways and open space.

Our neighbourhood centres are at the heart of Liverpool's suburbs and provide for modern and well-connected spaces which encourage people to walk or cycle.

Improvements to the urban domain and a focus on active and innovative transport have led to a thriving, safe, inclusive and green city centre with a strong 24-hour economy. Access to the Georges River has been improved, providing residents and visitors with cool, clean, green spaces in which to connect, play, swim and relax. A boom in local education opportunities has changed the city, with an influx of university students bringing greater life and vibrancy to the City Centre, feeding into Liverpool's activated streets and enhanced night-time economy.

Introduction

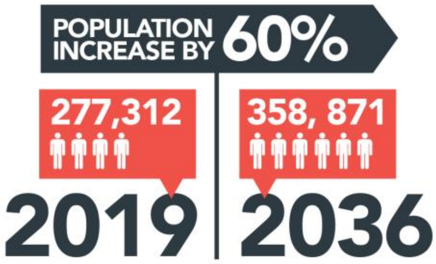
This Strategy has been prepared in response to Action 11.1 of Council's Local Strategic Planning Statement (LSPS) which identifies the need to develop a Centres and Corridors Strategy and review the LEP and DCP to ensure alignment.

This Strategy has been informed by the SGS Centres and Corridors Study which provides recommendations regarding future retail and business development.

The objectives of this Strategy are to:

1. Ensure that there are adequate, appropriate and accessible retail services for Liverpool's residents into the future;
2. Maintain and strengthen the viability of existing centres;
3. Ensure that centres have a high level of amenity for workers, shoppers, residents and visitors; and
4. Ensure that future centres are well planned and connected.

LGA Snapshot

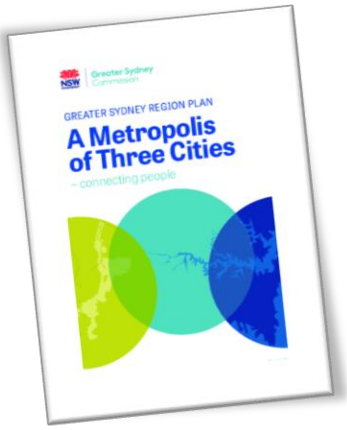


Strategic Policy Context

NSW Government Policies & Guidelines

Region Plan

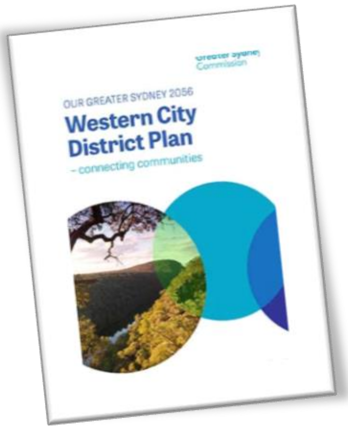
The Greater Sydney Region Plan (GSRP) is the NSW Government's planning strategy for Greater Sydney. It provides a 40-year vision to transform Greater Sydney into a Metropolis of Three Cities: The Western Parkland City, the Central River City and the Eastern Harbour City. Liverpool is within the Western Parkland City which is intended to accommodate 29% of Sydney's growth and 49% of employment growth to 2036.



In the GSRP, Liverpool City Centre is classified as part of the metropolitan city cluster of the Western Sydney Aerotropolis, Liverpool, Campbelltown-Macarthur and Greater Penrith. These are the major centres of the Western Parkland City and along with Parramatta and the Sydney CBD, the major centres of Greater Sydney. Under the GSRP vision, everyone would be within 30 minutes by public transport of a metropolitan centre, including Liverpool and the future Western Sydney Aerotropolis.

District Plan

The Western City District Plan (WCDP) is a 20-year plan which implements the Greater Sydney Region Plan for the Western City District, which includes the Liverpool LGA.

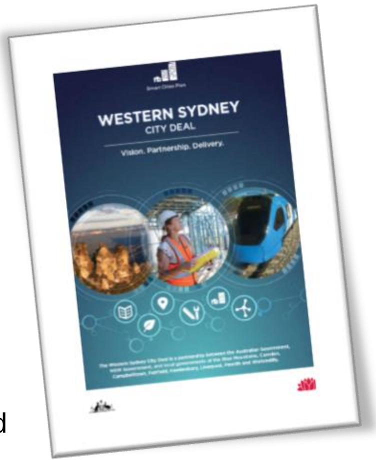


Local strategic planning and amendments to local planning controls must be consistent with the WCDP. It is also intended to guide strategic land use and transport planning for the Western City District more broadly.

The District Plan addresses planning for housing, employment and greater sustainability with a district-level focus. Planning priorities are implemented through actions for Councils and NSW Government departments and agencies. The plan identifies current job distribution within the Western City in which local centres make up 16% of the total job distribution and strategic centres make up 10% of the job distribution.

City Deal

The Western Sydney City Deal is an agreement between the Australian Government, the NSW Government and the eight councils of the Western City District, including Liverpool City Council.



The City Deal reinforces the vision for transformative development in Western Sydney set by the Greater Sydney Region Plan. It contains commitments from each level of government which seek to facilitate the development of the Western Sydney Aerotropolis, as well as to improve connectivity, liveability, jobs, skills, education, the environment and governance in Western Sydney.

The Western Sydney City Deal aims to provide over 200,000 jobs in a range of industries, with development focused around the Western Sydney Aerotropolis. It commits to the establishment of a university, the North South Rail Link and rapid bus links between Western Sydney International Airport, the Western Sydney Aerotropolis and Liverpool.

Draft Western Sydney Aerotropolis Plan (WSAP)

The Western Sydney Aerotropolis (next to the future Western Sydney Airport) is intended to be developed as a major commercial centre at the heart of Sydney's Western Parkland City. The Aerotropolis is intended to share the role of the main centre in the Western Parkland City with the Liverpool City Centre, Penrith and Campbelltown-Macarthur.

The development of the Western Sydney International Airport and Western Sydney Aerotropolis could also create opportunities of new transit-oriented developments including retail centres along the route of any rapid transit connections from the airport. A rapid transit connection is being planned along Fifteenth Avenue.

The draft Western Sydney Aerotropolis Plan (WSAP) has recently been exhibited by the NSW Government for public comment and was not included in the modelling for the SGS Centres and Corridors study.

Planning Future Retail Centres: Discussion Paper (2018)

Directions for best practice planning of local retail is provided by a discussion paper prepared by the Department of Planning in 2018. It was associated with changes to the Standard Instrument LEP template but had a broader scope regarding the future of retail planning in response to changes in the retail sector.

The discussion paper identifies the changing role of retail in response to structural changes in how consumers shop. Building on work from the Independent Retail Expert Advisory Committee, the paper found that the current planning framework does not provide sufficient flexibility to accommodate a dynamic and evolving sector. It finds continued strong retail demand related to population and economic growth, despite increasing competitive pressures and some high-profile store closures. As a result, the paper calls for planning which supports the important place of retail in local economies while recognising its role in the liveability of well-designed and accessible centres.

Local Policy Context

Liverpool Retail Hierarchy Review 2012

A comprehensive review of the retail landscape in the Liverpool LGA was conducted in 2012 by HillPDA, which resulted in a retail hierarchy. The Liverpool City Centre was identified as a 'Regional City' serving both the LGA and the broader South West and West Central subregions, with other centres in the LGA classified as town, village, neighbourhood and bulky goods clusters.

The Review found that the Liverpool retail landscape would change due to a growing local population, increasing affluence and as a result of the South West Growth Centre Areas and proposed development of the Leppington Major Centre.

There have been several developments since the Retail Hierarchy Review in 2012 which were not anticipated at the time. This includes two full-line supermarkets on Camden Valley Way and the Hume Highway as well as the significant expansion of the Edmondson Park Town Centre. Large additional retail facilities are subject to planning proposals (approved and under assessment) in several parts of the LGA.

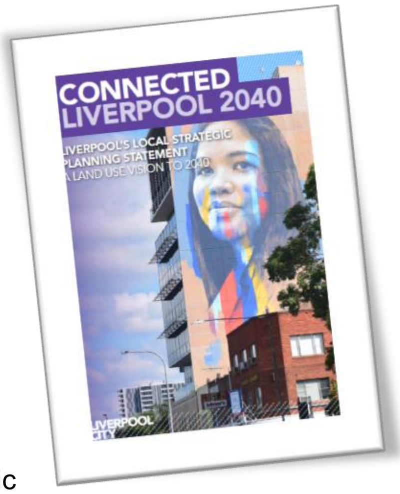
Liverpool Economic Development Strategy 2019-2029

Liverpool's Economic Development Strategy details the economic priorities, actions and targets to guide the development of the LGA's economy. Key features identified as underpinning Liverpool's growth include:

- Land use planning which balances economic opportunities with environmental requirements
- Improved freight and passenger transport with continued investment in infrastructure projects by the public and private sector, and
- A growing and trained workforce to support business needs.

The Strategy identifies a number of opportunities and challenges for the LGA regarding industry development, infrastructure, land use/planning and skills and employment. One of the key opportunities for industry development is the continued expansion of the retail sector. One of the challenges identified is to accommodate a combined 30,000 jobs in the Liverpool city centre and Georges River Precinct, which would offer a significant contribution to retail viability and vibrancy.

Local Strategic Planning Statement – Connected Liverpool 2040



Liverpool's Local Strategic Planning Statement (LSPS) provides a 20 year land use vision and includes a range of priorities and actions relating to connectivity, liveability, productivity and sustainability.

The 2040 vision statement identifies aspirations for high quality development, with a balanced mix of housing, employment, community and retail spaces. The vision also reflects a desire for a successful and vibrant Liverpool City Centre with active streets and an enhanced night-time economy.

Notable priorities in the LSPS include:

- PP1 – Active and public transport reflecting Liverpool's strategic significance.
- PP5 – A vibrant, mixed-use and walkable 24-hour City Centre with the Georges River at its heart.
- PP6 – High-quality, plentiful and accessible community facilities, open space and infrastructure aligned with growth.
- PP7 – Housing choice for different needs, with density focused in the Liverpool City Centre and centres well serviced by public transport.

Community Strategic Plan – Our Home, Liverpool 2027

The Community Strategic Plan (CSP) is a ten-year plan that defines the vision and priorities of the community. The CSP is the overarching plan that sets the direction not only for Council but for all stakeholders, including government, business, the not-for-profit sector and residents. The CSP is structured around four directions that represent the community's priorities:

- Creating connection – Social;
- Leading through Collaboration – Environment;
- Generating Opportunity – Economic; and
- Strengthening and Protecting our Environment – Civic Leadership.

Direction 3 of the CSP is 'Generating Opportunity', a direction that underlines the need for Council to support economic growth, including employment and investment options. Measures of success for achieving these goals include the quantity of new and expanded business in the LGA, employment rates for the population, and improved transport connections.

Preliminary Consultation

<u>Community consultation – LSPS</u>

During the exhibition of the LSPS, the community said there is a need for:

- Improved transport options to the Liverpool City Centre and other centres;
- Improved community facilities (including parks, libraries and community centres);
- A shopping centre at Middleton Grange; and
- More cafes and shops in Warwick Farm.

<u>Key Stakeholders – SGS Study</u>

The SGS Study was prepared in consultation with key stakeholders to understand key retail trends and the performance of the local retail market.

The key points of this consultation include:

- Stakeholders generally viewed the local retail market to be performing strongly.
- Larger retail centres in the Liverpool LGA generally have low levels of vacancies, indicating that businesses are performing well.
- The Liverpool City Centre should continue to grow and expand in terms of both retail and commercial development. A particular opportunity was noted for Liverpool city Centre to become a major dining destination.
- Congestion and parking issues in the Liverpool City Centre were cited as reasons for people to visit local centres (like Casula Mall) instead.
- Local centres play a broader role beyond simply providing retail facilities (e.g. hosting community events). In this regard, stakeholders felt that opportunities such as tourism, night-time trading and developing larger dining precincts should be considered for larger local centres in the LGA.
- Stakeholders highlighted the changing nature of the retail market and the resulting need for retail centres and retailers to be more flexible and agile.

Trends and Drivers

The prospects for retail centres in the Liverpool LGA are influenced by broader trends in the retail sector. The SGS Study notes the following:

- Spending on hospitality in physical stores has been growing strongly in Australia in recent years with the rise of ‘café culture’.
- Spending on fresh food has also been increasing,
- The growth in spending on clothing has been more modest and spending in department stores has been decreasing in real terms.
- Spending patterns present a strong basis for growth in local centres anchored by supermarkets or with strong hospitality offerings, while centres with large department stores may require reconfiguration in the future.
- The continued rise of online retail threatens retail sectors which lend themselves to online comparison shopping such as household goods and department stores.
- Experience-based retail and convenience retail is likely to remain more competitive in the future. In response to competition, centres and large-format retail precincts are diversifying their range of activities beyond retail, while new centres are being designed to respond to a demand for fine-grain retail experiences in traditional retail streetscapes.
- New greenfield centres in Liverpool should be encouraged to contain a mix of uses and be designed to be permeable and activated at the street level. Ensuring that existing centres have attractive public domains will make them more attractive as general retail destinations and for dining and hospitality, which are growth sectors.

Retail Access and Gaps

Local supermarkets and retail facilities

Accessibility

Most of the residential areas of the Liverpool LGA are within 2km of a major supermarket, with some of those who are further away (for example in Hammondville) having access to a smaller local supermarket.

The following areas of the Liverpool LGA currently have limited access to a major supermarket:

- Middleton Grange – Up to 4km to Carnes Hill
- Voyager Point – Up to 4.8km by car to the Wattle Grove Coles
- Pleasure Point – more than 5km from the Wattle Grove Coles
- Austral – Contains two IGAs but is mostly over 5km from Carnes Hill
- Denham Court – parts of which are up to 5km from Coles Willowdale (in Campbelltown LGA).

Other residential areas of the LGA which are more than 2km of a major supermarket include parts of Prestons, Leppington, Casula, Moorebank, Elizabeth Hills and Holsworthy.

Unmet demand for supermarkets

According to the SGS Study (2019), there is unmet demand for supermarket floorspace within the Liverpool LGA, with large gaps in the City Centre District and the New Release District.

<u>City Centre</u>

The SGS Modelling indicates that there is likely to be increased demand for supermarkets in the Liverpool City Centre as a result of rapid population growth. Most of the current supermarkets are in Westfield or near it. As such, people in the southern part of the City Centre or near Warwick Farm Station are relatively far from supermarkets, which may discourage walking.

The Liverpool City Centre Retail Study (SGS, 2020) seeks to address this issue and includes a framework for the evaluation of mixed-use developments and future directions for retail development in each part of the City Centre. For example, the study identifies the Terminus Street Precinct as an area in need of a small supermarket to cater to the current and future working and residential population.

<u>New Release Area District & Established Areas</u>

Centres are proposed for development in Middleton Grange, Holsworthy and Edmondson Park. The Middleton Grange and Holsworthy sites have been subject to planning proposals..

Edmondson Park includes proposed small local centres which are zoned R3 Medium Density Residential. These sites have not been developed so far, and the unusual zoning may hinder their development.

Several centres are proposed in Austral, with expansions of the existing small centres proposed in two cases. Fragmented land ownership in these centres may constrain orderly development of the centres in Austral. If development of the centres occurs much later than housing development (which has already commenced), people moving to Austral will have very poor access to retail facilities, particularly if Middleton Grange is not developed in the short term.

Large format retail & business premises

The B6 Enterprise Corridor zone covers business premises along major roads (e.g. garden centres, hardware and building supplies etc.). The B5 Business Development zone covers the large format retail areas at Orange Grove (The Grove), Crossroads and Sappho Road (Warwick Farm).

Accessibility

Specialised retail centres in Liverpool's B5 zones and out-of-centre retail areas along major road corridors have been planned to provide a car-based role and are not well integrated into the local pedestrian network. They are not located in proximity to social infrastructure and therefore makes them inappropriate for a broader centre role.

Identified capacity

Most of the Crossroads, The Grove and Sappho Road sites have been developed, although there is still a vacant portion of land on the site of The Grove, some of which may be occupied by the proposed retail centre expansion. There is a large site zoned B5 in Warwick Farm adjacent to the train station which has a reasonable amount of development capacity, with current land zoning encouraging a highway-side big-box development. Council has endorsed a rezoning of this site to B4 Mixed use and R4 High Density Residential.

In the New Release Areas, much of the retail floorspace demand is for bulky goods retailing and this would be accommodated in the B5 zone in Austral. There is enough floorspace capacity under current planning controls to accommodate demand.

Much of the identified capacity in the B6 zoned land (along major road corridors) are generally small and have sensitive interfaces with adjoining residential development, and so could not accommodate the kinds of bulky-goods retail development which has occurred in Crossroads, or for large-scale commercial development. Few of these sites are vacant, and so any redevelopment would need to be feasible, considering the value of the current sites uses.

Permissible land uses in the B6 zone

The Liverpool B6 zone allows a wider range of uses than most B6 zones in greater Sydney. In some cases, out of centre retail developments with a range of uses more typically found in local centres have occurred in the B6 zone, and a revision of the zone is required to prevent this from occurring.

Developments along the Hume Highway are functioning as stand-alone local centres, with uses including grocery stores, restaurants and cafés. These developments have a car-based design and are not well integrated into the local pedestrian network. The current cap of 1,600sqm of retail premises in the B6 zone is not sufficient to prevent out-of-centre development, particularly considering the potential for retail development to occur on multiple adjacent sites. Allowing 'neighbourhood shops' instead of 'shops' in the B6 zone is the most straightforward way to prevent out of centre development while continuing to allow highway corridors to house some convenience-based retail premises.

Concentration of food and drink premises in existing centres is important to increase their vibrancy and to allow them to evolve in the face of competition and online retailing. There is sufficient capacity to accommodate these uses in existing centres rather than in out-of-centre locations.

Permissible land uses in the B5 zone

The B5 Business Development zone covers the large format retail areas at Orange Grove and Crossroads. The zone enables a mix of business and warehouse uses, and specialised retail premises that require a large floor area, in locations that are close to, and that support the viability of centres. The use of the B5 zone in the Liverpool LGA is broadly consistent with the NSW Department of Planning, Industry, and Environment's retail planning directions, as it seeks to create clusters of large-format retail. However, its permissibility is relatively narrow, with many commercial and retail premises not permitted.

Stakeholders have said that there should be greater flexibility in the B5 zone to accommodate a broader range of complementary land uses (e.g. service-based uses like banks, hair and nail salons). This would increase foot traffic in these centres outside of the weekend and would ensure they remain viable in the face of online retail and the changing nature of the retail market. However, Liverpool's B5 zones play a car-based role and there is a lack of co-location with social infrastructure. This makes them inappropriate for a broader centre role unless substantial design interventions take place. In this regard, it is not recommended to make any significant changes to the permissible land uses in this zone.

Retail Hierarchy & Future Planning

Proposed Retail Hierarchy

Table 1 - Proposed Retail Hierarchy for the Liverpool LGA

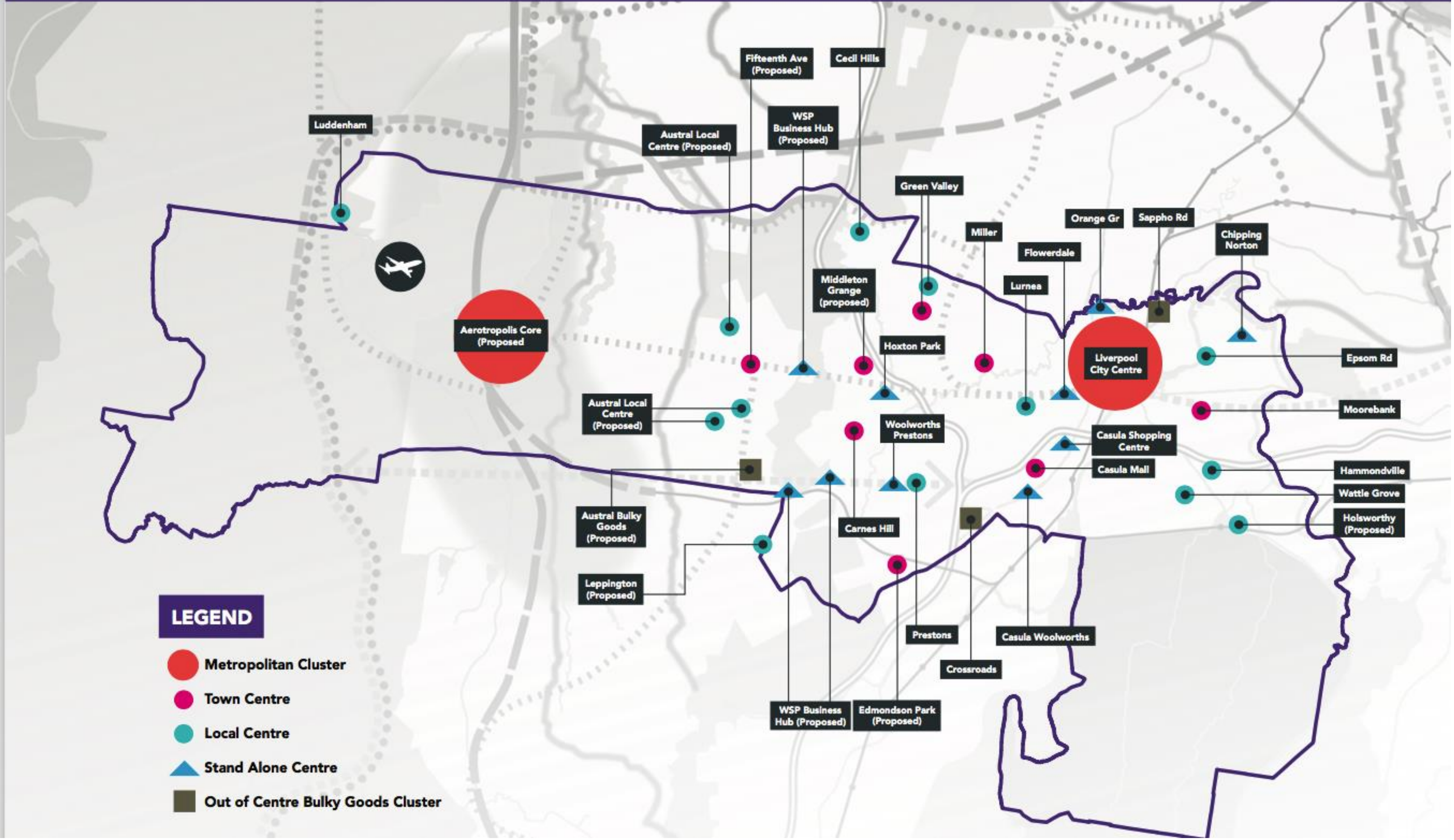
Centre Type	Role	Features	Future development	Centre Name	Former classification
Metropolitan Cluster	Regional-scale mixed use centre of retail, services and businesses	Commercial office development Mixed Use residential Multiple supermarkets and department stores Higher-order services	Significant future development is likely.	Liverpool City Centre	Regional City
				Aerotropolis Core (Proposed)	Not included
Town Centre	Large retail centres which act as community gathering places with a range of uses.	One or more full line supermarkets A broad range of specialty retail. A concentration of social infrastructure. Some other services. Good public transport and pedestrian accessibility.	The priority for retail and service development outside the Liverpool City Centre. Design integration with social infrastructure should be improved as part of any expansion.	Moorebank	Town Centre
				Carnes Hill	
				Casula	
				Green Valley	
				Edmondson Park	
				Miller	
				Proposed Austral major centre (Fifteenth Avenue x Edmondson Avenue)	Not included

Centre Type	Role	Features	Future development	Centre Name	Former classification
				Middleton Grange (proposed)	Village Centre
Local Centre	Smaller retail centres which meet convenience retailing needs as well as acting as a community gathering place.	A supermarket or large grocery store Some other retail facilities Co-location with social infrastructure Good pedestrian accessibility from surrounding residential development	Public domain improvements and some expansion of these centres may be appropriate. Design integration with social infrastructure should be improved as part of any expansion.	Cecil Hills	Village Centre
				Wattle Grove	
				Holsworthy (proposed)	
				Austral centres (besides Fifteenth Avenue &x Edmondson Avenue)	Not included
				East Leppington	Not included
				Hammondville	Small Village Centre
				Prestons	
				Luddenham	
				Green Valley road	
				Lurnea	
				Edmondson Avenue	
				Epsom Road, Chipping Norton	
Stand-alone Centre	Provide for the convenience and specialised retail needs of the local community, but do not act as mixed-use centres of the local community.	A supermarket or significant specialised retail facilities No or limited co-location with social infrastructure Good access from the arterial road network	Should only be expanded if there is limited capacity elsewhere, if they can act as a local or town centre in the future, and if there will not be a substantial impact on the viability of a local or town centre.	Chipping Norton	Village Centre
				Flowerdale Road/Hoxton Park Road	
				Hoxton Park Road / Dorrigo Avenue	
				Casula Shopping Centre (De Meyrick Ave/Hume Highway)	Small Village Centre
				Orange Grove	Small Village Centre

Centre Type	Role	Features	Future development	Centre Name	Former classification
				Woolworths Casula	Small Village Centre
				Woolworths Prestons	Not included
				Western Sydney Parklands Business Hubs	
Out of centre bulky goods cluster	Provide for consolidated bulky goods retailing and specialised retailing in a single location which facilitates comparison shopping.	Large specialised retail facility with multiple premises. Good access from the arterial roads network. A small amount of unrelated floor space or services.	Changes in specialised and bulky goods retail tenant profiles are appropriate. Traditional retail and service development should occur only if proposed premises cannot reasonably locate in another centre and constitute a small proportion of total floor space.	Crossroads	Out of centre bulky goods cluster
				Sappho Road	Not included.
				Austral Bulky goods	Not included.
Neighbourhood Centre	The smallest centres which make a small contribution to meeting the day to day retailing needs of the local community.	A small amount of retail floorspace No supermarket, large grocery store or significant specialised retail role.	Vulnerable to declines in the future. A change in use (including mixed use redevelopment with a reduced retail component) may be required if they decline or experience long term vacancies.	West Hoxton (Fifteenth Avenue /22nd Avenue)	Not included
				Heckenberg (Khancoban Street)	Neighbourhood Centre
				Reservoir Road (Mount Pritchard)	Neighbourhood Centre
				Ashcroft (Sinclair Road)	Not listed.
				Sadlier (Bobin road)	Neighbourhood Centre
				Cartwright (Wilan Drive)	Neighbourhood Centre
				Maryvale Avenue (Liverpool)	Neighbourhood Centre

Centre Type	Role	Features	Future development	Centre Name	Former classification
				Boundary Road/Ives Avenue (Liverpool)	Neighbourhood Centre
				Rose Street/Gill Avenue (Liverpool)	Neighbourhood Centre
				Warwick Farm (Mannix Parade)	Neighbourhood Centre
				Goulburn Street/Hume Highway (Liverpool)	Neighbourhood Centre
				Grimson Crescent (Liverpool)	Neighbourhood Centre
				54 De Meyrick Avenue (Casula)	Neighbourhood Centre
				Marsh Parade (Casula)	Neighbourhood Centre
				Alfred Road/Governor Macquarie Drive Chipping Norton	Neighbourhood Centre
				Kemps Creek (Fifteenth Avenue)	Not listed.

Centres Hierarchy



Explanation of changes to the retail hierarchy

A comprehensive study about the retail landscape in the Liverpool LGA was last conducted in 2012, which resulted in a retail hierarchy dividing the LGA's centres into a regional city, town centres, village centres, small village centres, neighbourhood centres, a stand-alone centre and a stand-alone bulky goods cluster.

Since 2012, the strategic context of the Liverpool LGA has evolved, and several new retail centres have been proposed. There have also been several developments which were not anticipated at the time including two full-line supermarkets on Camden Valley Way and the Hume Highway as well as the significant expansion of the size of the Edmondson Park Town Centre.

The SGS study recommended several changes to the hierarchy which are reflected in this Strategy (see Table 1). The revised hierarchy is not intended to pre-determine existing Planning Proposals. In this regard, future changes to the hierarchy may need to be made to reflect planning decisions.

Table 2 - Notable changes to retail hierarchy categories

Proposed Amendment	Rationale
Rename the 'regional city' to 'metropolitan cluster', with this category to remain the primary location for commercial development and higher order functions.	The Western City District Plan and Greater Sydney Region Plan set the high-level strategic planning context for the Liverpool LGA and define Liverpool City Centre and the Aerotropolis Core as Metropolitan clusters. The Liverpool City Centre is the most attractive location in the Liverpool LGA for businesses and is the most suitable for commercial intensification.
Create a new 'local centre' category (Combining the 'village' and 'small village centre' categories).	The Western City District Plan and Greater Sydney Region Plan, as well as Planning Future Retail Centres by the DPIE, emphasise the need to allow centres to grow and evolve over time. Village and small village centres both perform similar retail functions. They are smaller than town centres and provide for day to day retail needs, anchored by supermarkets or large grocery stores. While some village and small village centres are larger than others, combining these categories provides additional flexibility for the role and composition of these centres to change over time. Maintaining separate categories and embedding these categories in planning instruments and strategic planning expectations would risk constraining the evolution of small village centres, which face many of the same risks as neighbourhood centres and could face decline in turnover over time if they are unable to evolve.
Expand the 'stand-alone centre' category to include village and small village centres	The place-based function of a retail centre to act as a social connector and centre of the local

Proposed Amendment	Rationale
which are not deemed to have a strong place-based function. Make town centres and local centres the primary locations for retail development, with stand-alone centres expanding only if there is limited capacity elsewhere, if they can act as a local or town centre in the future, and if there will not be a substantial impact on the viability of a local or town centre.	community is influenced by its design, co-location with social infrastructure and accessibility by diverse transport modes. Focusing service, retail and social infrastructure development in town and local centres will ensure that they remain viable retail centres offering a broad range of retail premises and that their place-based function at the centre of local communities is consolidated and complemented by their retail function. Stand-alone centres form an important part of Liverpool's retail landscape and retail accessibility, but do not have the same capacity as town and local centres to act as centres of the local community.

Table 3 - Notable changes to classification of centres

Proposed Amendment	Rationale
Classify Cecil Hills, Wattle Grove, Hammondville, Prestons, Luddenham, Green Valley Road, Lurnea, Edmondson Avenue and Epsom Road as local centres.	Each of these centres were previously classified as village or small village centres and have relatively good social infrastructure integration, walkability from the surrounding area and design integration with the street.
Classify Chipping Norton (Barry Road & Ernest Avenue), Flowerdale, Holsworthy Plaza, Hoxton Park, and Casula Shopping Centre as stand-alone centres.	Each of these centres were previously classified as village or small village centres, but do not have good social infrastructure integration, walkability from the surrounding area and design integration with the street.
Classify Woolworths Casula and Woolworths Prestons as stand-alone centres	These centres primarily consist of stand-alone supermarkets. They were built since the Liverpool Retail Centres Hierarchy Review was written in 2012. As they provide several retail premises as well as supermarkets, they meet the criteria for local centres, but their design and locations mean they primarily facilitate car-based supermarket access rather than having the potential to fill a broader place-based role.
Classify Holsworthy as a local centre	Holsworthy was previously classified as a village centre. The location of the proposed Holsworthy centre would be most closely aligned with a stand-alone centre designation. It is not co-located with social infrastructure or highly accessible on foot from a large surrounding population catchment, both of which would ordinarily be required for a local

Proposed Amendment	Rationale
	centre. While it is next to the Holsworthy Station, it is located on a major road, which lends itself to a car-focused function. A designation for Holsworthy as a local centre reflects the potential for a mixed-use centre development (which is permissible under current planning controls) to be designed to integrate with the surrounding area and so fulfil a place based role despite the lack of surrounding social infrastructure or a large walking catchment. If the centre were delivered with an inward focused car-based design and without a mix of uses, a designation as a stand-alone centre would be more appropriate. The amount of retail floorspace permitted at Holsworthy is consistent with a local centre role. Retail modelling shows that floorspace 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. The revised hierarchy is not intended to pre-determine existing Planning Proposals. In this regard, future changes to the hierarchy may need to be made to reflect planning decisions.
Add proposed retail centres in Austral and East Leppington and the Western Sydney Parklands Business Hubs to the retail hierarchy.	Additional centres are proposed in Austral and the Western Sydney Parklands and should be considered as part of the same strategic framework governing other greenfield and established centres. The proposed size (up 30,000sqm retail or commercial GLA) and large natural population catchment (the northern half of Austral) of the proposed centre at the intersection of Edmondson Avenue and Fifteenth Avenue is consistent with a designation as a town centre. The centres at Gurner Avenue, Eighth Avenue and Tenth Avenue are proposed to have up to 10,000sqm of retail or commercial GLA and to have an outward focused design which in most cases is co-located with open space or other social infrastructure. This is consistent with designations as local centres. The proposed large bulky goods retailing area in Austral has a natural classification as a bulky goods cluster similar to Crossroads. Any retail premises developed in business hubs in the Western Sydney Parklands would be car-focused rather than intended to act as local

Proposed Amendment	Rationale
	centres at the centre of residential communities. As such, they should be designated as stand-alone centres. 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.

Guiding Criteria for Planning Proposals

The table below outlines a set of guiding criteria to assist in the assessment of future planning proposals.

Note: The criteria is intended as a guide only and proponents will be subject to the assessment processes that apply to all planning proposals under NSW planning legislation and guidelines.

Table 4 – Guiding Criteria for Planning Proposals

	Guiding Criteria	Rationale
1	Proposals must not have a significant negative impact on the retail operation of the Liverpool City Centre, town centres and local centres (including planned future centres).	Liverpool's centres are important focus points for the local community. They provide convenient access to retail for the local community. It is important that Council protects all larger local centres and ensures that they remain viable. New centres may be needed in the future to increase retail provision for the growing population in both greenfield and established areas, but the potential impacts of these developments on the economic viability of existing centres should be considered. An Economic Impact Assessment will be required to accompany a planning proposal.

	Guiding Criteria	Rationale
2	The creation of new out of centre retail developments are not encouraged.	Out of centre developments cannot take a broader place-based role in addition to their retail functions.
3	In all centres (except neighbourhood centres), proposals must retain the existing amount of retail and commercial floorspace as part of a mixed-use development.	Overall floorspace demand for each kind of centre in the Liverpool LGA will likely remain stable or increase slightly. As such, retail planning should seek to retain retail premises distributed across the LGA to retain current levels of accessibility to retail facilities. Existing neighbourhood centres may have issues with vacancies and viability. In these circumstances, mixed use redevelopment with a reduced amount of retail may be appropriate.
4	Proposals for redevelopment or expansion of town centres and local centres must demonstrate improved integration with the public domain and with nearby open space, social infrastructure and other services.	Improved design integration with surrounding open space and social infrastructure (and other services) would provide additional anchors to centres and improve their function as multi-purpose places. Centres which are not co-located with social infrastructure and which have a more car-based role serve an important retail function but should not be encouraged to expand. An exception to this is large format retail centres, which are vulnerable to online retail competition and broader economic trends and in which limited diversification of uses may be appropriate.

New transit-oriented developments

Council is considering the creation of high-density transit-oriented development (TOD) centres on the route of the proposed rapid transit corridor from the Liverpool City Centre along Hoxton Park Road and Fifteenth Avenue to the Western Sydney Aerotropolis and Western Sydney International Airport. Investigations around the rapid transit corridor are still underway and detailed planning has not occurred, and so the ultimate size of and the functions of the potential TODs has not been determined.

The role of retail centres within TODs should fit within the broader centre hierarchy. There is limited demand for a large new retail centre in the Liverpool LGA. In addition, while any new centres should be designed to be a vibrant and well-designed place, it is unlikely to be co-located with large amount of social infrastructure. For this reason, it should not act as a new town centre.

The most natural role for a new TOD centre within the retail hierarchy is as a local centre with a focus on serving the day to day needs of the local population, rather than on attracting a broader range of expenditure to the area. Such a centre would likely contain a small supermarket and some specialty retailing and cafes. The amount of retail delivered should correspond with the additional retail demand created by the other development proposed in the centre. This will minimise the impacts that the new centre will have on turnover in other nearby centres.

Conclusion

This Strategy has been developed is response to Council’s LSPS and aligns with relevant state and local policies.

A significant gap has been identified in supermarket floor space within the Liverpool LGA, with large gaps in the City Centre District and new release areas. In response, this Strategy highlights the need to review and amend planning controls and continue to progress planning proposals to support the development of new local centres. The Liverpool City Centre Retail Study (SGS, 2020) also seeks to address this issue and includes a framework for the evaluation of mixed-use developments and future directions for retail development in each part of the Liverpool City Centre.

New guidelines for planning proposals have been developed to ensure that centres remain viable and to ensure improved integration with the public domain and with nearby open space, social infrastructure and other services.

The 2012 Retail Hierarchy has been updated to reflect the current strategic context of the Liverpool LGA and to incorporate retail developments which were not anticipated at the time.

Actions and Delivery Plan

For the purposes of this Strategy, the following short, medium and long term timeframes have been established to align with the proposed actions and implementation plan. These timeframes also align with those in the LSPS.

- **Short term** – 2020/2021
- **Medium Term** – 2021/2022 – 2024/2025
- **Long Term** – 2025/2026 – 2035-2036

It is noted that the comprehensive review of Liverpool Development Control Plan 2008 (LDCP) and Phase 2 of the LEP Review will commence in mid-2020.

#	Action	Rationale	Implementation	Relationship to LSPS	Timing
1.	Review land use planning controls to ensure quality built form outcomes and ensure consistency with the retail hierarchy.	It is important to ensure that future development has a high-quality design that meets community expectations. The DCP may also need to be updated to reflect the revised retail hierarchy.	Phase 2 of the LEP Review and DCP Review	PP 9 – Safe, healthy and inclusive places shaping the wellbeing of the Liverpool community. PP11 – An attractive environment for local jobs, business, tourism and investment.	Short to medium term
2.	As part of the existing planning proposal, review planning controls in Middleton Grange and encourage development of a Town Centre consistent with the retail hierarchy.	The Middleton Grange community have limited access to retail facilities and services.	Review as part of existing Planning Proposal.	PP6 – High-quality, plentiful and accessible community facilities, open space and infrastructure aligned with growth. PP11 – An attractive environment for local jobs, business, tourism and investment.	Short term
3.	As part of the existing planning proposal, encourage the development of a local centre in Holsworthy consistent with the retail hierarchy.	The Holsworthy community have limited access to retail facilities and services.	Undertake as part of existing Planning Proposal.	PP6 – High-quality, plentiful and accessible community facilities, open space and infrastructure aligned with growth. PP11 – An attractive environment for local jobs,	Short term.

#	Action	Rationale	Implementation	Relationship to LSPS	Timing
				business, tourism and investment.	
4.	Investigate and address any impediments for the timely delivery of centres in Austral.	Impediments (such as fragmented land ownership) may impact on the orderly development of retail centres in Austral.	Investigate in consultation with internal and external stakeholders.	PP6 – High-quality, plentiful and accessible community facilities, open space and infrastructure aligned with growth. PP11 – An attractive environment for local jobs, business, tourism and investment.	Short to Medium term
5.	Amend LEP to replace permissibility of 'shops' in the B6 zone with 'neighbourhood shops'.	Whilst there is a current cap of 1,600sqm of retail premises in the B6 zone, there is a need for additional measures to prevent out of centre developments. Allowing 'neighbourhood shops' instead of 'shops' in the B6 zone is the most straightforward way to prevent out of centre development while continuing to allow highway corridors to house some convenience-based retail premises.	Phase 2 of the LEP Review.	PP11 – An attractive environment for local jobs, business, tourism and investment.	Short term
6.	Review LEP zoning of key sites (LEP schedule 1, Clause 9) if they have been developed for the purposes of service	Service stations and take away food and drink premises are permitted on identified key sites with non-business	Phase 2 of the LEP Review	PP11 – An attractive environment for local jobs, business,	Short term

#	Action	Rationale	Implementation	Relationship to LSPS	Timing
	stations or food and drink premises. Undertake a site analysis and consider rezoning to B6	zones along major road corridors through Clause 9 of Schedule 1 of the LEP. The majority of these sites have been developed for the purposes of service stations and take-away food and drink premises, and so perform a similar function to sites in the B6 zones. However, while the B6 zone requires residential development to be at least 50m from a major road, there is no such requirement for key sites with a residential zone which have been developed to serve an enterprise corridor function.		tourism and investment.	
7.	As part of the planning for the FAST corridor, consider appropriate location of TODs.	Council is considering the creation of high-density transit-oriented development (TOD) centres on the route of the proposed rapid transit corridor from the Liverpool City Centre to the Western Sydney Aerotropolis and Western Sydney International Airport. Any new TOD centre should have a local retail role and have minimal impact on expected retail turnover in nearby centres.	Investigate as part of FAST corridor planning.	PP3 – Accessible and connected suburbs	Short to Medium term

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