

APP Corporation



Planning Proposal – Amendments to Liverpool Local Environmental Plan 2008

**60-80 SOUTHERN CROSS AVENUE & 45-65 HALL CIRCUIT,
MIDDLETON GRANGE**

Amended June 2016

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Introduction

1. Introduction

1.1. Purpose of this Report

The Planning Proposal is submitted to Liverpool City Council (Council) in support of an amendment to Liverpool Local Environmental Plan 2008 (Liverpool LEP 2008) to rezone a 7.9 hectare (approximate) parcel of land at 60-80 Southern Cross Avenue and 45-65 Hall Circuit, Middleton Grange (hereafter referred to as the site). The redevelopment opportunities on the site, facilitated by this planning proposal, will ensure that the Middleton Grange Town Centre, be given every opportunity to succeed as a place of mixed use, providing opportunities for retail and commercial investment. It will also support the quality of life offer for residents and workers by providing the necessary retail (supermarket, specialty retail, discount department stores and restaurants), personal and community services (community centre, medical centre) and open space (new town square and green space) to ensure the viability, liveability and marketability of Middleton Grange as a place to live, work, shop and play.

The social impact assessment and resident survey that was completed in June 2016, confirmed that Middleton Grange currently lacks virtually any baseline services and in addition the very poor amenity of the public domain, and the lack of connectivity and safe walkability for families around the southern part of the suburb was a particular concern to residents. There are no children's playgrounds, community facilities, seating, shaded areas, BBQs or plantings in open spaces areas, no formal or informal meeting or focal points for community activities, no corner shop or café, and as many residents surveyed noted, 'just nowhere to walk to'. The planning proposal for Middleton Grange is an opportunity to address these issues.

Middleton Grange is a master planned community that has the potential to accommodate more than 10,000 people once fully developed. The site forms part of the future Middleton Grange Town Centre, which is located approximately 7 km to the west of Liverpool CBD and 40 km west of Sydney CBD. It is generally bound by Southern Cross Avenue to the north, Bravo Road and the Middleton Grange Public School to the east, Flynn Avenue / Hall Circuit to the south and existing residential development to the west.

The site is currently zoned part B2 Local Centre, part R1 General Residential, part RE1 Public Recreation and part SP2 (Drainage) under Liverpool LEP 2008. The proposed changes to Liverpool LEP 2008 include:

- the realignment of boundary of B2 Local Centre land to align with cadastre boundaries of approved super-lot subdivision application, reduce the number of lots which have dual / split zonings and facilitate rationale building and development boundaries;
- rezoning part the site from RE1 Public Recreation to B2 Local Centre to accommodate a future publicly accessible through site link that will have active uses at ground and upper levels; and
- rezoning part of the site from B2 Local Centre to RE1 Public Recreation to provide a consolidated area of open space within the north-eastern portion of the site and maintaining the quantum of RE1 Public Recreation zoned land for open space and community centre within the site.

The proposed LEP amendment also includes an amendment to Schedule 1 – Development for Certain Additional Purposes to enable the use of parts of the site for a 'business premises' and 'health services facility' and nominates new development standards to guide future development.

This report has been prepared by APP Corporation Pty Ltd on behalf of Manta Group Pty Ltd and is based on plans and information provided by Urbis and other supporting technical documents. It is supported by a series of concept plans, which represent the overall planning framework and preferred outcome for the Middleton Grange Town Centre. The concept plans include:

- a Town Centre comprising:
 - approximately 75,840 m² of residential space;
 - approximately 36,881 m² of non-residential space including retail, commercial, medical, community and entertainment space, gymnasium, post office, bank, hairdresser, restaurants and cafes;
- approximately 862 dwellings;
- new roads and infrastructure;
- new town square; and
- landscaped open space and parks.

Indicative images of the concept proposal are provided below in Figure 1.



D North East View of the Concept Plan



3D South View of the Concept Plan







Figure 1 – Images of proposal

This report has been prepared in accordance with the Department of Planning and Environment's 'A guide to preparing planning proposals' (dated April 2013) and includes the following:

- a statement of the objectives;
- an explanation of the provisions proposed;
- justification for the objectives, outcomes and provisions and the process for their implementation
- a zoning, height and FSR map which reflect the proposed land use zones and developments standards for the site; and
- acknowledges the community consultation that will be undertaken.

The Planning Proposal also addresses the matters that must be addressed as set out in section 55(2) of the *Environmental Planning and Assessment Act 1979*.

1.2. Pre-lodgement Consultation

Manta Group Pty Ltd held a number of discussions with Council Officers in 2014, January and May 2015 and September and October 2015 regarding the broad concepts of the Planning Proposal. These meetings confirmed key considerations to address in the planning proposal and the necessary technical studies to support the proposal. Comments and issues raised by Council's senior management have been incorporated and addressed in the concept plans and this report.

1.3. Development Application DA 74/2015 – Super Lot Subdivision

A Development Application (DA) for the subdivision of land within the Middleton Grange Town Centre was submitted to Council in January 2015. The proposal involved the subdivision of the site into eight (8) lots (refer to

Figure 2). No physical works were proposed as part of this application. DA 74/2015 was approved by Council on 1 April 2015. A subdivision certificate has been issued by the Land & Property Information Service.

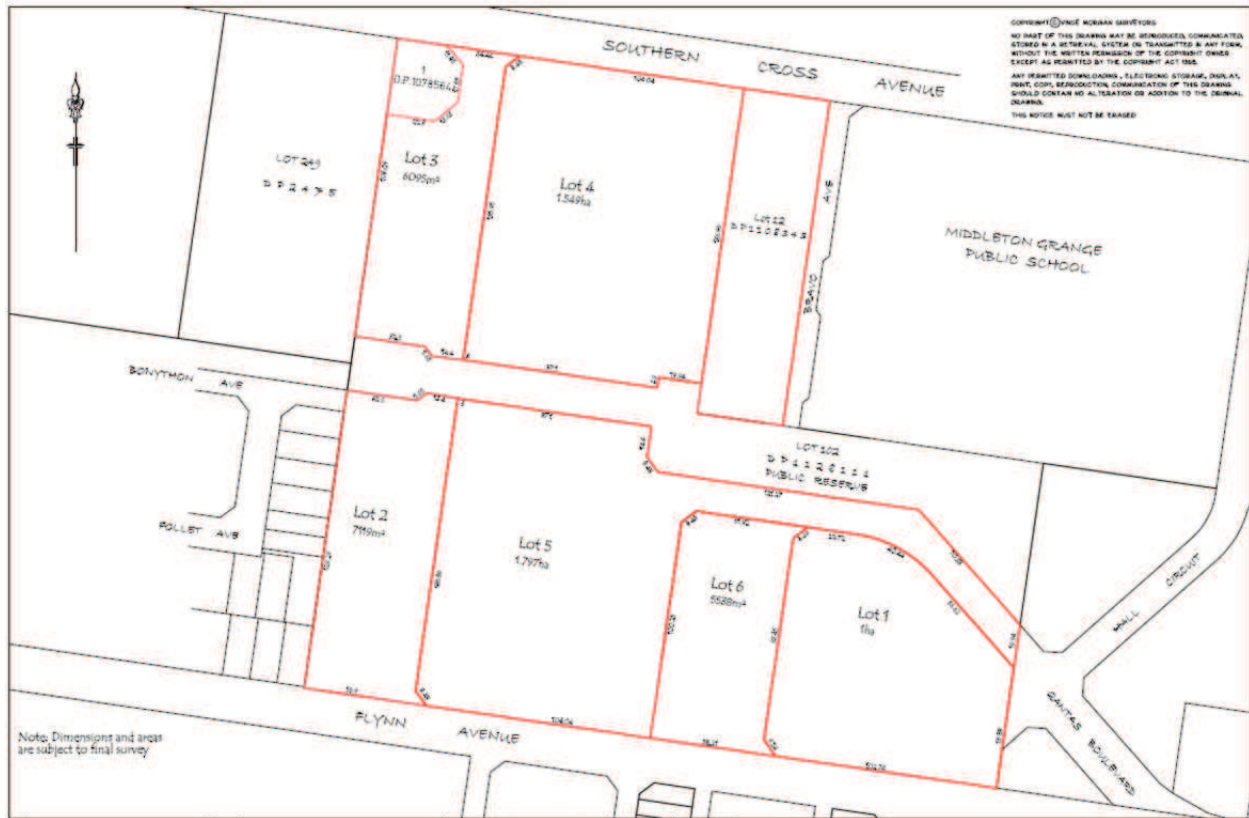


Figure 2 - Approved Subdivision Layout

1.4. Structure of this Report

The Planning Proposal is structured as follows:

- | | |
|-----------|--|
| Section 2 | Provides a detailed description of the site and surrounds; |
| Section 3 | Presents the Planning Proposal; |
| Section 4 | Provides an assessment of the needs and justification; |
| Section 5 | Provides a detailed planning and environmental assessment of the proposal; and |
| Section 6 | Is a conclusion. |

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Site Analysis

2. Site Analysis

2.1. Site Location and Context

Middleton Grange comprises an area of approximately 7.9 hectares. It is located approximately 420 m west of the major cross-road of the M7 Motorway and Cowpasture Road and 7km west of Liverpool CBD (refer to Figure 3). An aerial photograph of the site and its surrounding context is shown in Figure 4.

Middleton Grange, traditionally an established rural area comprising hobby farms and rural-residential development, now contains large areas of land occupied by 1-2 storey detached dwellings on 300 to 350m² lots, terraces on 180m² lots with higher forms of residential development (townhouses and residential flat buildings) anticipated within proximity to the town centre and subject site.

The Middleton Grange Town Centre (within which the site forms the majority of) has long been earmarked to support future retail, commercial and other employment generating development from both a strategic policy perspective and a statutory zoning perspective. It is anticipated that the area will contain approximately 2,580 dwellings, be home to approximately 10,000 residents and include a community facility, parks and sporting facilities.

The surrounding area contains two educational facilities, namely the Middleton Grange Primary School, located on the opposite side of Bravo Avenue to the east of the site and Thomas Hassell Anglican College, located approximately 415m to the west of the site. Len Waters Estate, located to the north-east of the site, on the opposite side of the M7 Motorway, is characterised by warehouses, distribution centres, bulk good retailers and light industrial developments.

Significant population growth has been occurring in the South West Growth Centres and southern parts of the Liverpool LGA over the past 5 years, and the recent completion of the south-west rail link, including new stations at Edmondson Park and Leppington and improvements at the Glenfield interchange, has helped to drive the accessibility of the region for new residents including Middleton Grange, which is currently home to just over 1,100 residents. The recent completion of the first section of the Camden Valley Way upgrade, and current upgrade to the northern parts of this road, will also support future residential and employment activity in the region including Middleton Grange and the town centre.

The area currently has a relatively low level of permeability and public domain, however this will improve as redevelopment of the precinct occurs over the next 5-10 years. Council's vision for the area is as follows:

"Middleton Grange will evolve as a place that optimises the public transport network and facilitates access between home and work, a place that is safe and attractive and is characterised by quality urban design and architecture. Development will be environmentally sustainable – cycling and walking will be attractive alternatives to the private car, the neighbourhood will be highly accessible and the physical features of the area will be retained and enhanced. A distinctive feature of Middleton Grange will be its connections and proximity to the Western Sydney Regional Parklands and the incorporation and regeneration of a significant swathe of Cumberland Plain Woodland into the urban fabric providing a continuous biodiversity link. Places will be distinctive and memorable with higher

density living located around areas of highest amenity. The community will be served by local community facilities, parks and sports fields, as well as the convenience of local shops”

The future character of the site and surrounding area, under the current B2 Local Centre and R1 General Residential zoning under Liverpool LEP 2008 will comprise a mix of commercial, a variety of residential development with heights ranging from 8.5m-12m (R1 zoned land) to 18m (B2 zoned land) (refer to Figure 5). These building heights equate to 2-4 storeys for residential zoned land and up to 6 storeys for business zoned land. Small pockets of RE1 Public Recreation zoned land are proposed within the site as well as within the surrounding area.

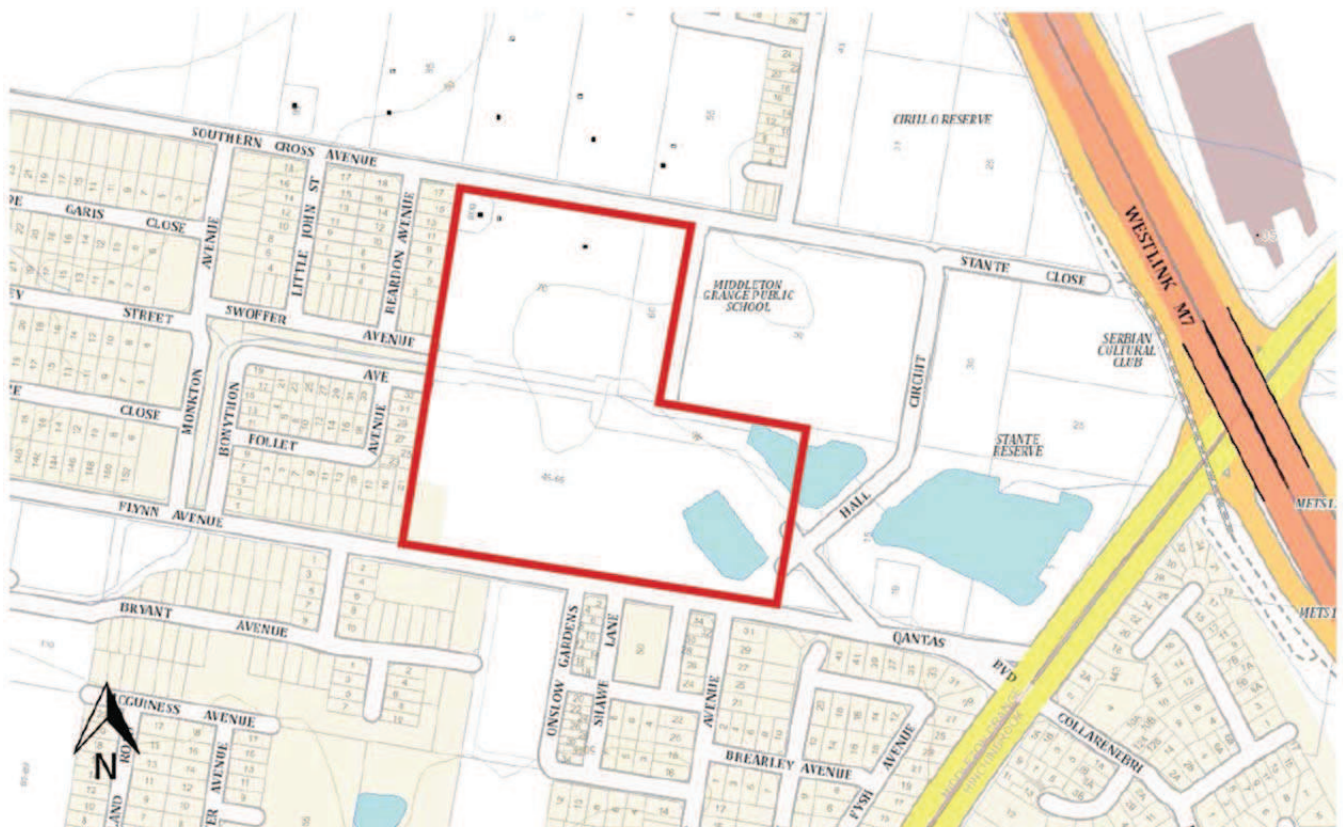


Figure 3 – Location Plan



Figure 4 – Aerial photograph

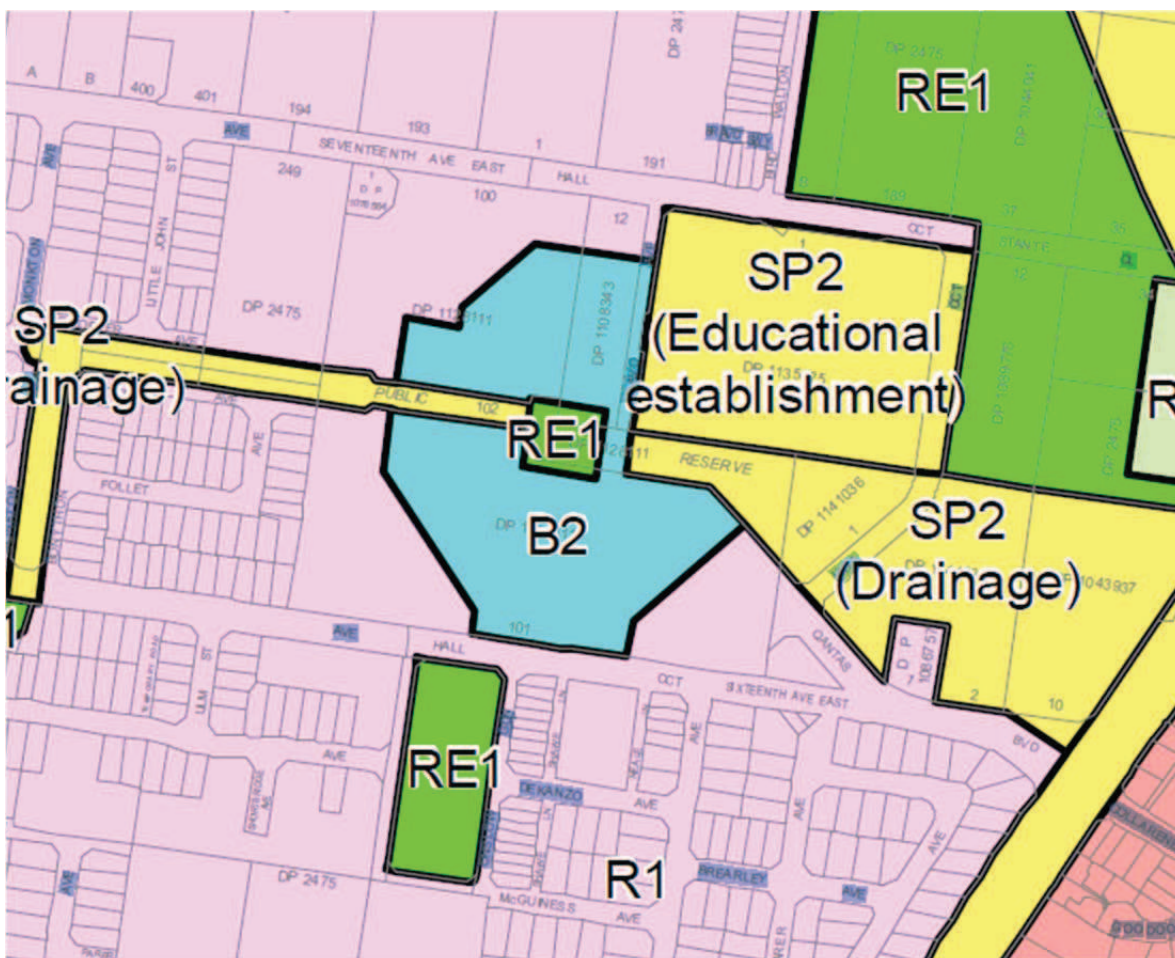


Figure 5 – Extract of Existing Zoning Map (Liverpool LEP 2008)

2.2. Site Description

The site currently comprises eight (8) lots and is legally described as:

- Lots 1, 2, 3, 4, 5, and 6 in DP 1207518;
- Lot 1 in DP 1078564; and
- Lot 12 in DP 1108343.

The site is irregular in shape and has an approximate area of 7.9 hectares with a 200 m frontage to Southern Cross Avenue, a 150 m frontage to Bravo Avenue and a 320 m frontage to Flynn Avenue. The site is generally known as 60, 70 and 80 Southern Cross Avenue and 45-65 Hall Circuit, Middleton Grange. It is currently owned by De Angelis Investments Pty Ltd, Al-Somai Developments Pty Ltd, Sahar Somaey and Council.

2.3. Existing development

The site is predominantly underdeveloped with the exception of three single storey residential dwellings located along Southern Cross Avenue within the northern portion of the site and two detached residential dwellings located along Flynn Avenue / Hall Circuit within the southern boundary of the site.

2.4. Vegetation and Topography

The site is predominantly covered in grass. The site slopes slightly in a west-east direction which reflects the location of the drainage canal and dam towards the south-eastern corner of the site.

2.5. Existing Road Network and Public Transport

The site is bound by Southern Cross Avenue to the north, Bravo Avenue to the east and Flynn Avenue / Hall Circuit to the south. Access to the site is available directly from all three existing road networks.

Flynn Avenue / Hall Circuit (south of the site) connects to Cowpasture Road at a signalised intersection. Cowpasture Road intersects with the M7 Motorway at a signalised intersection (approximately 420m east of the site) which permits both left and right turns into the M7 Motorway. The M7 Motorway is a principle arterial road forming a key north-south route in western Sydney. It is a four lane divided carriageway with two traffic lanes in each direction with a 100 kilometre per hour speed limit. The M7 Motorway carries on average, 150,000 vehicles per day.

Bus stops are located along Flynn Avenue / Hall Circuit and Kingsford Smith Avenue (approximately 415m west of the site). Route 853, provides an hourly service with more frequent services during weekday peak period. This route connects to Carnes Hill Shopping Centre, Liverpool Westfield and Liverpool Railway Station. Liverpool Railway Station provides train services to the Cumberland Line, Airport, Inner West and South Line and Bankstown Line.

2.6. Hydrology

Middletown Grange Town Centre is traversed by the Southern Creek. Southern Creek is partially piped and collected through the existing channel located just upstream of the site. Currently this creek is crossing the Town Centre site through a natural depression. This portion of the creek traversing the Town Centre site is the missing link between the channel and existing wetland.

2.7. Heritage

The site is not identified as a heritage item. Nor it is identified as being located within a heritage conservation area under Liverpool LEP 2008. No heritage items are located within the vicinity of the site.

A search of the NSW Office of Environment and Heritage Management System has confirmed that the site is not identified as being an Aboriginal Heritage site nor as being located within the vicinity of an Aboriginal place.

2.8. Flood Prone Land

Part of Lot 1, 4, and 5 in DP 1207518, the majority of Lot 12 in DP 1108343 and all of Lot 6 in DP 1128111 are flood prone and are located within a flood planning area in accordance with Liverpool LEP 2008.

2.9. Surrounding Development **To the North**

Single detached residential properties are located to the north of the site on the opposite side of Southern Cross Avenue. Circillo Reserve is located to the north-east of the site along Southern Cross Avenue and Len Waters Estate is located further north-east beyond the M7 Motorway. Len Waters Estate is an industrial estate comprising a number of light industrial uses and bulky goods retailers.

To the South

Residential properties are located to the south of the site on the opposite side of Hall Circuit. The areas south of the site are zoned R1 General Residential, RE1 Public Recreation and R2 Low Density Residential.

To the East

Middleton Grange Public School adjoins the eastern boundary of the site (to the north) and vacant land (reserved for drainage purposes) also adjoins the eastern boundary of the site (to the south). Cowpasture Road, Hoxton Park Golf Driving Range and residential properties are located beyond. Cowpasture Road is a four lane main arterial road linking Horsely Park in the north-east and Horningsea Park in the south.

To the West

Residential properties adjoin the site's western boundary and Thomas Hassell Anglican College is located beyond (approximately 415m).

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Concept Plans

3. Concept Plans

A concept plan for the site has been developed by Urbis to demonstrate the capability of the site to accommodate the vision for Middleton Grange Town Centre and to guide future planning. The concept plan responds to the site analysis at section 2 and identifies the parameters and outcome for future development (refer to concept drawings included at **Appendix A** and Figures 6-12).

3.1. Urban Design Concept

Key features of the concept plan are:

- Creation of two new north-south streets, that provide a connection from Southern Cross Drive to the north and Flynn Avenue to the south, improving permeability within and surrounding the site;
- Creation of a new publicly accessible through-site east-west link, within the central portion of the site adjoined on both sides by two new areas of public open space
- Retail and commercial uses provided at ground level to the north and south of the new publicly accessible link,
- Creation of a vibrant and successful new town centre that will comprise a wide range of retail, commercial, entertainment, civic recreation, residential and employment uses including approximately 36,881m² of commercial and retail space (supermarkets, specialty food stores, restaurants, hotels, personal and household retail, library, community facility);
- Provision of approximately 75,840m² of residential floor space and some 840 dwellings within the new town centre and an opportunity to provide a range of housing products at different price points, including housing for moderate income households;
- Establishment of a potential cultural / entertainment precinct on the northern side of the envisaged east-west through site link, above ground level and overlooking the town square and areas of public open space;
- Provision of a consolidated area of landscaped open space within the north-eastern portion of the site to accommodate a park and community centre;
- Above ground level, a mix of commercial and residential uses, generally built to street edge with central areas of landscaped open space; and
- A range of densities and dwelling types providing housing choice to satisfy the needs of a wide spectrum of households, at different life stages and from varying socio-economic circumstances and lifestyle preferences.



Figure 6 – Indicative Concept Plan

3.2. Design Principles

In preparing the indicative concept plan a number of design principles were considered. These principles related to:

- site access and vehicular circulation;
- improved pedestrian permeability and improved pedestrian street amenity;
- maximising opportunities to provide active street edges;
- provide a hardscape public plaza and pedestrian through site link, reconfigured park and community centre space and separate public and private open spaces; and
- a built form which maximising solar access and minimising overshadowing within and around the site by incorporating modulated design with north south orientated envelopes to the north.

These principles have been incorporated into the design of the concept plan as shown in Figures 7 to 12.



Figure 7 – Site access and circulation

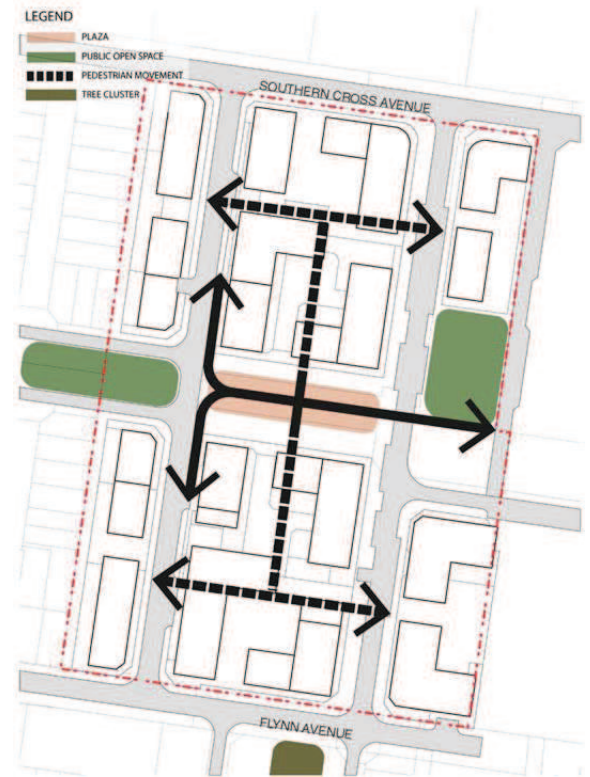


Figure 8 – Pedestrian circulation



Figure 9 – Active street edges



Figure 10 – Open space



Figure 11 – Built form



Figure 12 – Building heights

3.2.1. Height

The proposed building is a mix of heights/storeys; with the highest building located at the central-northern portion of the site being approximately 35 metres high (11 storeys including ground floor retail and two levels of basement car parking). The lower buildings being 14 metres (4 storeys including ground floor retail and underground car parking) will be located west of the site as the site boundary adjoins the existing low density residential dwellings, providing an appropriate transition to the town centre (refer to indicative sections and 3D perspectives of the proposed concept plan included at Figures 13 and 14).

3.1.2 Proposed building bulk and mass

The bulk and mass of the proposed building and its potential impact to the public realm has been mitigated through a number of measures. First, a weather protective awning has been provided at the ground floor level. Second, the upper levels are modulated to reduce the perceived bulk of the proposed buildings. And finally, the proposed fenestration and articulation of the building facade in combination with the proposed materials and finishes provide for an appropriate level of scale, proportion, and architectural detailing.

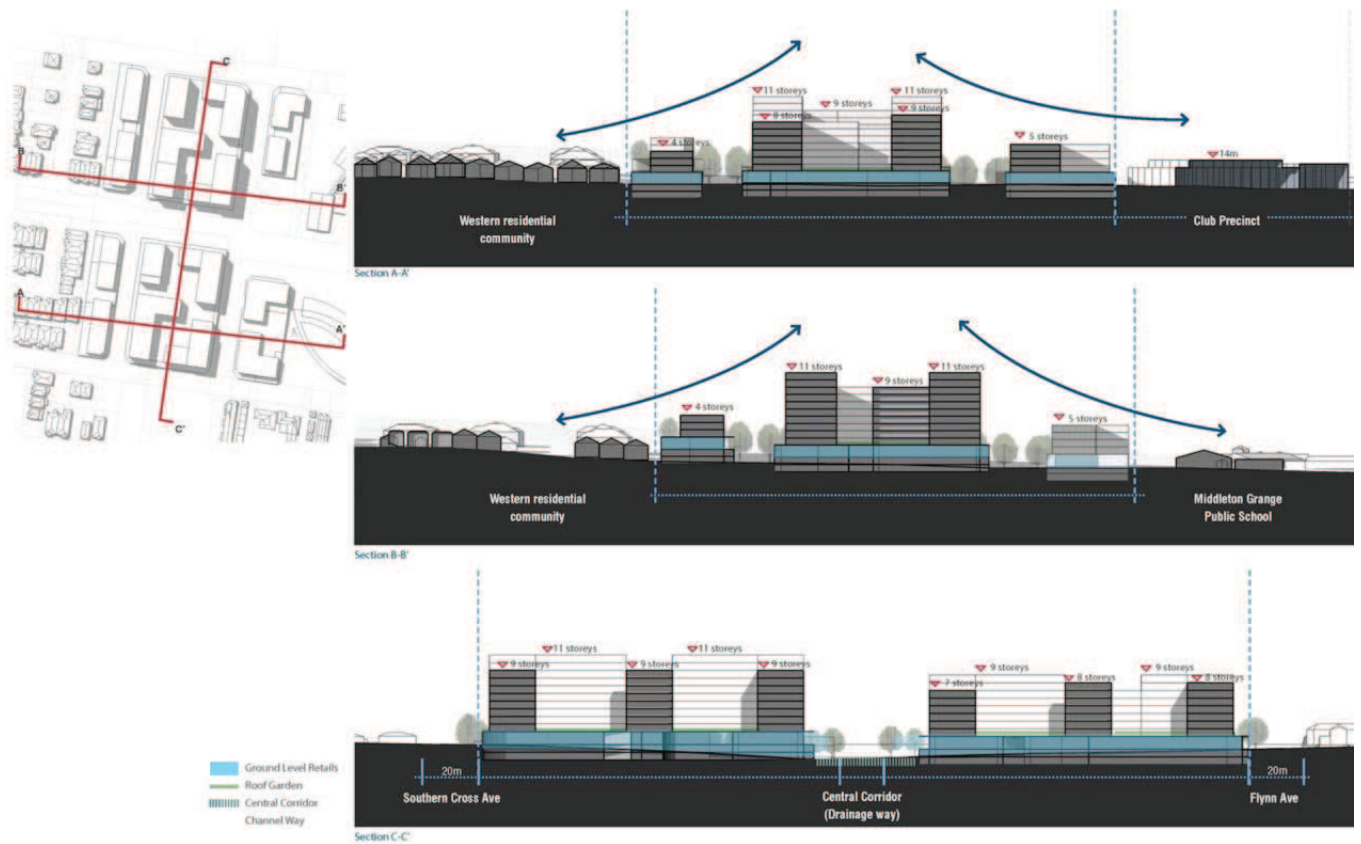


Figure 13 – Indicative sections



D South West View of the Concept Plan

Figure 14 – 3D Perspectives of the proposed development

3.3. Indicative Numerical Overview

Table 1 provides a summary of the key indicative development information relating to the concept proposal.

Table 1 – Key Development Information

Component	Proposal
Site Area	7.9 hectares
Indicative Gross Floor Area	
- Non-residential space including retail, commercial, medical, community and entertainment space, gymnasium, post office, bank, hairdresser, restaurants and cafes	36,881m ²
- Residential	75,840 m ²
- Total	112,721 m ²
FSR	2.5:1
Building Heights (Maximum)	
- B2 Local Centre	35 m, 28 m, 18 m
- R1 General Residential	14 m
Public Open Space	2,000m ²
Publicly Accessible Open Space (i.e. new through-site link and public square)	1,583m ²
Indicative No. of Residential Apartments	862 dwellings
Indicative Apartment Mix	
- 1 bedroom	45
- 2 bedroom	525
- 3 bedroom	292
- Total	862
Indicative Car spaces	1,138 spaces

3.4. Road Layout, Access and Parking

The location and general configuration of new roads and streets is provided in Figure 15 below. The plans also demonstrate how the proposed road layout within the site will be integrated into the adjacent road network (existing and future).

For access to the site and connectivity to and through the town centre, two new north-south roads will be provided between Southern Cross Avenue and Flynn Avenue, through the site. Proposed Road 9 will connect to proposed Road 3 and run east, south of the primary school, before bending south to also connect with Flynn Avenue. Road 9 will use part of the existing alignment of Hall Circuit, and will be realigned to intersect Flynn Avenue at right angles.

The proposed locations and alignment of Roads 3, 4 and 9 vary the DCP identified road layout through the town centre. This is to provide a more orderly lot layout and provide a more regular road pattern. The intersection of Flynn Avenue with Road 3 would be appropriately controlled by traffic signals, with all turns permitted. The DCP identifies Flynn Avenue as a “neighbourhood centre street”, with a 26.7 metre reserve, including four traffic lanes, a two metre median, and 4.5 – 5 metre verges on each side. A right turn bay would be provided in Flynn Avenue at the traffic signals.

Traffic signals at Flynn Avenue / Road 3 would provide for pedestrian connectivity between the town centre and areas to the south. A right turn bay would also be appropriate in Flynn Avenue at its intersection with Road 4. Turns at the intersection between Flynn Avenue and road 4 would be left in/left out, plus right turns from Flynn Avenue. Road 3 would appropriately be provided in a similar configuration to the “southern or northern connector streets” identified in the DCP. These streets have 21.6 - 22.6 metre reserves, with four traffic lanes and 4 - 4.5 metre verges on each side. Clear of intersections and access points, road 3 could provide on-street parking. The opportunity exists to provide for buses through the town centre, along Proposed Road 3.

A roundabout would be appropriate at the intersection of Road 3 with Southern Cross Avenue, subject to ensuring that appropriate pedestrian access is provided across Southern Cross Avenue, between the town centre and areas to the north. Proposed Road 4 would be appropriate as a “local access street type 2”, with a 17.4 metre reserve, 9.4 metre carriageway and four metre verges. Proposed Road 9, connecting between Road 3 and Flynn Avenue, would be appropriate as a “local access street type 1”, with a 15.2 metre reserve, 7.2 metre carriageway and four metre verges. The intersection of Road 9 with Flynn Avenue could be controlled by a roundabout.

Bravo Avenue on the western side of the primary school and the eastern side of the site would connect between Southern Cross Avenue/Hall Circuit and Proposed Road 9. It would provide a 13 metre reserve, with a six metre carriageway and 3.5 metre verges. An east-west oriented town square would be appropriate through the centre of the site, connecting areas of open space on the eastern and western sides of the town centre. Appropriate pedestrian facilities should be included to connect these areas, across proposed Roads 3 and 4.

Parking for the development would be provided within basement parking levels, under the buildings. Access points to parking and loading areas would be appropriately provided from Roads 3 and 4, and potentially from Bravo Avenue. Access to mixed use development on the south-eastern part of the site would be appropriately provided from proposed Road 9.

Within parking areas, parking space dimensions, aisle widths, ramp grades, transitions, column locations, height clearances and service vehicle areas would be provided in accordance with the Australian Standard for Parking Facilities (Part 1: Off-street car parking and Part 2: Off-street commercial vehicle facilities), AS 2890.1:2004 and AS 2890.2 – 2002.

A total 1,138 car parking spaces and bicycle spaces are to be provided within the envisaged future development. This is considered to be an indicative number and will be subject to lodgement of future detailed development applications, should the planning proposal be supported. It would also be appropriate, given the mix of uses within the town centre and the fact that the times of peak use will not coincide, to share parking between relevant parts of

the development. For example, restaurant and visitor parking will be busier in the evening when many of the commercial uses will not be open.

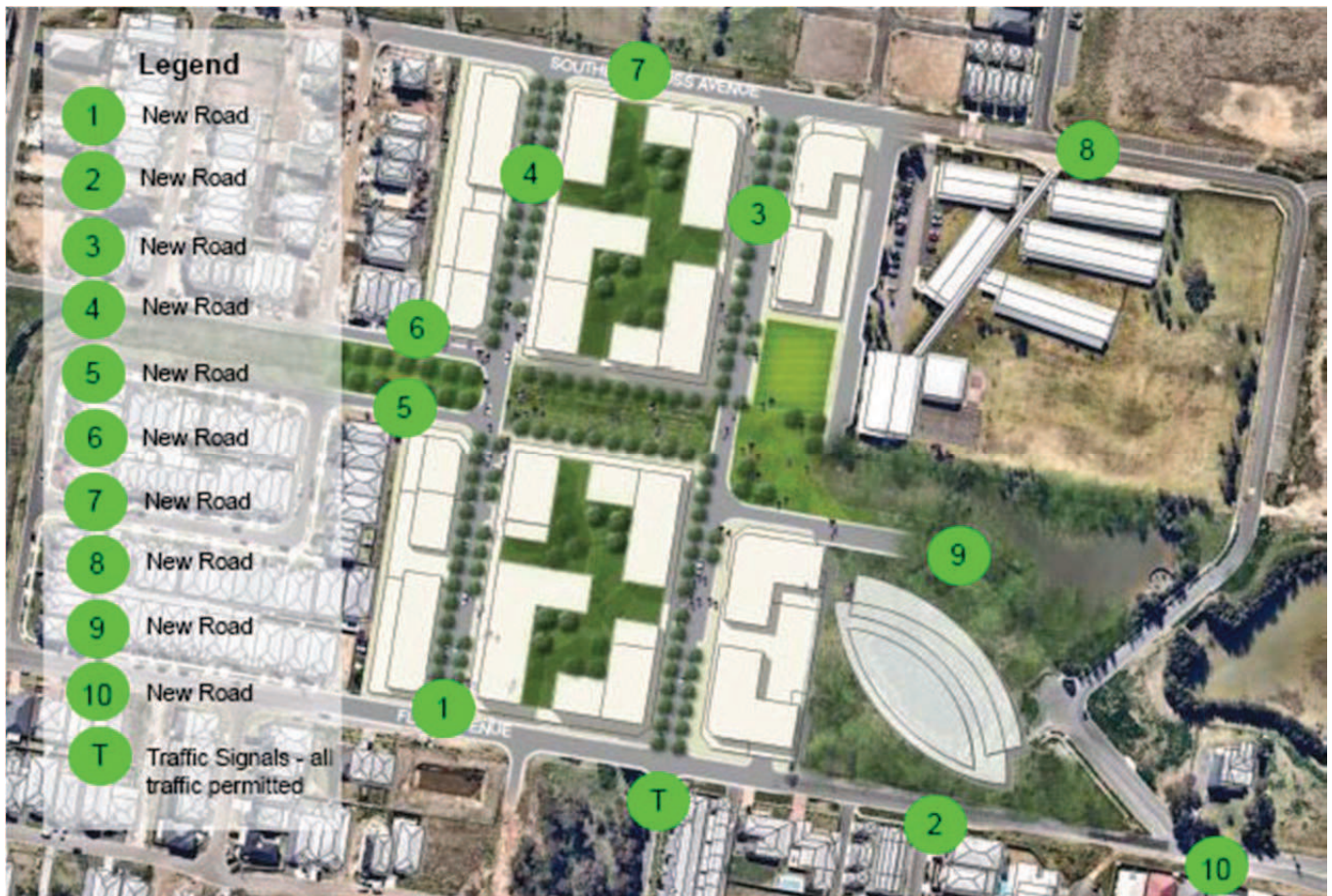


Figure 15 – Proposed Indicative Road Layout Plan

3.5. Pedestrian Access

Residential foyers will be provided at street level to enable seamless pedestrian access to residential apartments from the street and other public areas. Main entries to the commercial/retail uses at ground level are available directly from the street or arcade.

3.6. Community Facility

As part of the concept plans, a 2,000m² area of land for a new community facility is envisaged within the western portion of the site, to the immediate south of the newly relocated area of public open space. The new site is easy to find, has good accessibility, is adjacent to open space and other 'public' facilities within the Town Centre. Car parking is likely to be provided on-site and/or within reasonable walking distance. It is also likely to have good access to future public transport.

3.7. Public Open Space

The proposal includes 3,583m² of public and publicly accessible open space, comprising:

- 2,000m² public park within the western portion of the site; and
- 1,583m² publicly accessible through-site link.

The 3,583m² of public open space is proposed to be dedicated to Council.

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Planning Proposal

4. Planning Proposal

4.1. Introduction

Liverpool LEP 2008 is the principal environmental planning instrument applying to the site. Under Liverpool LEP 2008, the site is currently zoned part:

- B2 Local Centre;
- R1 General Residential;
- RE1 Public Recreation; and
- SP2 Infrastructure (Drainage).

The proposed changes to Liverpool LEP 2008 include:

- the realignment of boundary of B2 Local Centre land to align with cadastre boundaries of approved super-lot subdivision application, reduce the number of lots which have dual / split zonings and facilitate rationale building and development boundaries;
- rezoning part the site from RE1 Public Recreation to B2 Local Centre to accommodate a future publicly accessible through site link that will have active uses at ground and upper levels; and
- rezoning part of the site from B2 Local Centre to RE1 Public Recreation to provide a consolidated area of open space within the north-eastern portion of the site and maintaining the quantum of RE1 Public Recreation zoned land for open space and community centre within the site.

The proposed LEP amendment also includes an amendment to Schedule 1 – Development for Certain Additional Purposes to enable the use of parts of the site for a ‘business premises’, ‘hotel or motel accommodation’, ‘health services facility’ and ‘restaurant or café’ and provides revised development standards, consistent with the proposed amendments to existing land use zones, to guide future development.

4.2. Objectives and Intended Outcomes (Part 1)

The key objective of the Planning Proposal is to enable a broader range of permissible uses within the Middleton Grange Town, to provide additional opportunities for retail and commercial investment and accommodate an improved configuration of public open space, to ensure the viability, liveability and marketability of Middleton Grange as a place to work, live, shop and play. A further objective of the Planning Proposal is to rationalise the zoning boundary between the B2 Local Centre and R1 General Residential zoned portions of the site to reflect cadastre boundaries and reduce the number of lots that have a dual / split zoning. The intended outcome of the Planning Proposal is to facilitate redevelopment and urban renewal of the site in a coordinated fashion and in doing so achieve the site’s highest and best use.

4.3. Explanation of Provisions (Part 2)

A detailed explanation of provisions is provided in section 5. The Planning Proposal incorporates the range of presently permissible land uses within the proposed land use zones together with the introduction of additional permitted residential land uses. This is to facilitate the delivery of approximately 862 dwellings on the site contributing to the housing targets identified in strategic policies for the Sydney metropolitan area and the north-west subregion. The Planning Proposal seeks to deliver the highest and best use of the land in the context with its environmental attributes through a “rollover” of existing controls where possible. The introduction of new site

specific development standards and controls for the Middleton Grange Town Centre has been limited to where an existing standard and control is an impediment to achieving the desired outcomes for the Middleton Grange Town Centre.

4.4. Justification (Part 3)

The justification of the Planning Proposal is set out under the following probe questions asked in the Department of Planning and Infrastructure's *Guide on Preparing Planning Proposals*.

4.5. Need for the Planning Proposal (Part 4)

Is the Planning Proposal the result of any strategic study or report?

The Planning Proposal is not the result of any strategic study. The redevelopment opportunities on the site, facilitated by this planning proposal, will ensure that the Middleton Grange Town Centre, be given every opportunity to succeed as a place of mixed use, providing opportunities for retail and commercial investment. It will also support the quality of life offer for residents and workers by providing the necessary retail (supermarket, specialty retail, discount department stores and restaurants), personal and community services (community centre, medical centre) and open space (new town square and green space) to ensure the viability, liveability and marketability of Middleton Grange as a place to live, work, shop and play.

Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Liverpool LEP 2008 is the principal environmental planning instrument applying to the site. Liverpool LEP 2008 was prepared in accordance with the *Standard Instrument—Principal Local Environmental Plan* (Standard Instrument) and was gazetted on 29 August 2008. It is considered that a stand-alone planning proposal is the best means of achieving the objective and intended outcome for the site.

Is the Planning Proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

A detailed discussion of the planning proposal's relationship to the relevant strategies is included at Section 5. In summary:

Plan for Growing Sydney Plan 2014

Under the *Plan for Growing Sydney Plan 2014* (the Plan), the site is located between Liverpool (Strategic Centre) and the South West Growth Centre. The South West Growth Centre is identified for future urban development (primarily additional housing) and the priorities for the Liverpool Strategic Centre are to retain the commercial core for long-term employment growth, provide additional mixed use development, support health-related land uses and improve walking and cycling connections. Despite the site not forming part of a key strategic area, the Planning Proposal is consistent with Direction 2.2 – Accelerate urban renewal across Sydney – Providing homes closer to jobs. The Planning Proposal facilitates providing housing around local centres which promotes living closer to employment opportunities which in turn takes pressure off congested roads. Of specific relevance to the proposal are the subregional plan's objectives to accelerate housing supply, encourage housing choice and affordability, as well as create resilient neighbourhoods. Also of relevance to the proposal are the subregional plan's objectives to expand local employment opportunities. The proposal is consistent with the overall intent of the South West

Subregional Plan given it increases housing supply, and particularly in a format (i.e. apartments, townhouses) which had previously not be envisaged for Middleton Grange. These measures would assist with increasing housing diversity and affordability.

The extent and range of retail and commercial floor space will assist in creating essential services, catering for recreational needs, as well as providing local employment opportunities for the surrounding community – in addition to creating temporary employment through construction.

Although the Plan does not outline housing and employment targets for Sydney, the Draft South West Subregional Strategy sets a housing target of 141,000 new dwellings and employment target of 134,000 new jobs by 2031. These housing and job targets were devised to assist Council in nominating land use zones and appropriate development standards to sites during the preparation of comprehensive LEPs. The Planning Proposal will assist in providing additional housing and employment opportunities within Middleton Grange to help meet the targets set for the subregion by increasing the density of the B2 Local Centre zoned land. The proposed increase in density of the B2 Local Centre zoning will complement rather than compete with establishes areas of the West Central Subregion and Sydney as a whole as identified within the Economic Impact Assessment Report, prepared by Macro Plan Dimasi and included at **Appendix B**.

Draft Centres Policy / SEPP (Competition) 2010

In July 2010, the NSW Government released a draft state-wide policy which seeks to reduce barriers to competition between retail and commercial businesses. The policy seeks to encourage competition between retail businesses, and potentially place downward pressure on prices, with the aim to promote economic growth and competition and remove anti-competitive barriers in environmental planning and assessment.

The key points from this document are that:

- Commercial viability of a proposed development is not a matter to be taken into consideration by the consent authority.
- The impacts of a proposed commercial development on the commercial viability of other commercial developments are not matters for the consent authority, although the extent to which the impacts may affect the overall adequacy of facilities and services available to the local community may be taken into consideration (having regard for the proposed development).
- To place no restrictions on the number of a particular type of retail premises in any commercial development, although consideration can be given to the scale of a proposed development.
- To place no restrictions on the proximity of a particular type of retail premises to another retail premises of that type.

The overarching intention of this policy is to restrict existing retailers from ‘preventing’ additional competition within centres and that new retail development should be considered as appropriate if it meets market need and achieves a net community benefit. The planning proposal seeks to extend the area of B2 zoned land, to enable a better town centre configuration and a greater amount / broader range of employment generating floor space and increased residential density.

Is the Planning Proposal consistent with a Council's local strategy or other strategic plan?

Liverpool Retail Centres Hierarchy Review (2012) – Hill PDA

In 2012, Hill PDA prepared a retail centres hierarchy review for Council based largely on existing and imminent centres. It excluded potential centres in the South West Growth Centre (SWGC) given that, at the time of undertaking the review, land use configuration within the SWGC was unclear. The Middleton Grange Town Centre was acknowledged in the review as an imminent centre. The centre had been zoned for retail and commercial purposes, but had not been developed. At the time of preparing the review, Hill PDA estimated the catchment area for retail centres within the Liverpool LGA to contain some 398,000 residents, increasing to around 526,000 persons by 2031. The review determined existing demand for retail floor space across the Liverpool LGA of approximately 397,000m² in 2012, increasing to 511,000 m² by 2031, an increase of approximately 6,000m² per year to 2031. Whilst the study does not demand for retail floor space in the SWGC, the proposed development concept, prepared to support the planning proposal, would account for only 3.5 years of required retail demand across the Liverpool LGA.

Business Centres and Corridors Strategy Review 2013

Council conducted a review of its business centres and corridors strategy in 2013. The purpose of the strategy and review was to consolidate the LGA's ability to cater for growth generally in the professional services sector. The strategies identified by the review are as follows:

- “1. Preserve a commercial core area (excluding residential) in the Liverpool CBD for future business, office and retail growth.*
- 2. Limit professional office premises to business zones to capitalise on, and concentrate infrastructure and services.*
- 3. Establish and maintain Liverpool's Retail Centre Hierarchy.*
- 4. Support the expansion of existing retail and business centres in accordance with the adopted Retail Centres Hierarchy 2012.*
- 5. Ensure that new centres complement existing centres and do not impact upon their viability.*
- 6. Expand start-up business opportunities (and restrict residential) in extended enterprise corridor zones leading into main centres and nodes.*
- 7. Support growth of existing bulky goods clusters in accordance with the retail centre hierarchy and limit other locations to serve a district role.”*

The planning proposal seeks to extend an existing centre to enable a more functional and viable town centre outcome, and is consistent with the objectives identified above.

Draft Community Strategic Plan – Growing Liverpool 2023

The draft community strategic plan has been in preparation since 2011. It is based on extensive community consultation and once completed, is intended to guide most of Liverpool City Council's policies, including land use policies. At this stage, the strategy identifies broad strategies and objectives. Of relevance to the proposal, are those strategies which seek to improve economic prosperity, encourage inclusiveness, and create an accessible urban form. The proposal would be consistent with the draft strategy given it would cater for the retail, commercial, community needs of the Middleton Grange community and broader surrounding residents. The main street design would encourage inclusiveness and create an accessible urban form.

Is the planning proposal consistent with applicable State Environmental Planning Policies?

State Environmental Planning Policies (SEPP) relevant to the planning proposal are:

- SEPP No.55 – Remediation of Land; and
- SEPP No.65 – Design Quality of Residential Flat Development.

None of the Sydney Regional Environmental Plans (deemed SEPP) are applicable to the site.

SEPP No. 55 – Remediation of Land

In accordance with clause 6 of SEPP No. 55, a planning authority is to consider whether the land to which a planning proposal relates is contaminated, and if the land is contaminated, the planning authority is satisfied that the land is suitable in its contaminated state or will be suitable after remediation for the purposes for which the land is proposed to be used. The potential for contamination across the site is considered low and is unlikely to prevent the planning and development of land for the proposed uses.

SEPP No.65 – Design Quality of Residential Flat Development

SEPP 65 applies to all new residential flat buildings across the State. The planning proposal envisages the site would accommodate residential flat buildings. The detailed design of future residential flat buildings will be subject to the provisions of SEPP 65 and the Residential Flat Design Code (RFDC) as part of the development application process. A full assessment of the planning proposal against SEPP 65 and RFDC cannot be undertaken at this stage. The concepts presented in the planning proposal broadly have regard to the rules of thumb set out in the RFDC, such as building separation distances to respect privacy and solar access for each building.

Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

A detailed discussion of the planning proposal's consistency with the relevant s.117 directions is included at Section 5. In summary, the planning proposal is not inconsistent with any relevant s.117 direction.

Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The site is occupied by a number of built structures (residential dwellings) and comprises very little vegetation. It is highly unlikely that the site would contain any critical habitat for threatened species, populations or ecological communities, or their habitats and it is not expected that any threatened species, populations or ecological communities will be adversely affected as a result of the proposal.

Has the planning proposal adequately addressed any social and economic effects?

A discussion of the planning proposal's social and economic effects is provided in Section 6. In summary, the proposal has a number of positive social impacts, namely:

- encourages pedestrian circulation throughout the site and surrounding areas;
- will provide high quality commercial and retail space that complements existing centres within the locality;
- will provide high quality community facilities and services such as a community centre, public open space and health service facilities that will meet the needs of surrounding residents, workers and also visitors;
- will provide high quality residential space that can contribute to housing affordability, provides housing in proximity to employment opportunities and through local spending will have flow on effects to local retailers and other service providers;

- provides permanent and construction employment opportunities;
- allows for greater natural surveillance on the site, promoting safety;
- provides day and night time activation of the site through the implementation of new roads and a mix of retail and commercial uses at street level;
- promotes Local Government initiative by facilitating the construction of the Middleton Grange Town Centre to its greatest potential; and
- promotes State Government initiatives by providing high quality residential, commercial and retail space in close proximity to other services and facilities.

In terms of economic impact, the analysis undertaken by Macro Plan Dimasi demonstrates that the roles and functions of none of the higher order centres, or indeed proposed town centres will be compromised by the proposed development. Nor will the proposed development have a detrimental effect on the role of the surrounding neighbourhood shopping centre network, as these centres will continue to serve the convenience and top-up shop needs of their respective local catchments. The proposed development is not expected to impact on the existing or proposed centres hierarchy in the region, and represents a suitable development within a designated centre.

The proposed development concept being considered for the Middleton Grange Town Centre could support significant permanent employment as well as further jobs across the broader economy in the form of multiplier induced impacts. Additional supply chain jobs will be created across industries servicing the retail and non-retail tenants at the site, including transport workers, wholesalers and the like. The planning proposal will enable additional on-going employment within the town centre, and further multiplier induced employment, than could otherwise be generated under the current zoning of the subject site.

The proposed development concept could potentially result in around 839 jobs on site (i.e. 678 full-time equivalent (FTE) jobs). Having regard to employment multipliers from the ABS, Macro Plan Dimasi estimate this would also lead to a further multiplier induced jobs, equating to a total of 336 jobs across the broader economy. The proposed expansion will therefore result in a significant stimulus to local employment within the local area, and also the wider NSW economy.

In addition to the additional employment impacts outlined above there are a range of other net community benefits that could potentially be realised if the Planning Proposal is endorsed and the development concept is realised, namely:

- reduced travel distances and times for current and future residents of Middleton Grange, and the broader main trade area when accessing retail amenities and other commercial, community and entertainment uses.
- additional retail choice and competition for current and future residents of Middleton Grange, and residents more broadly across the main trade area.
- improved housing choice and residential density within the Liverpool LGA, which is important considering the rising prices of housing across metropolitan Sydney. High density, smaller scale apartment style residential development should lead to more affordable housing outcomes once prices for larger, detached housing product begin to reach particular threshold levels that make the high density living option a worthwhile proposition for a consumer.
- improved job access for future residents of the Middleton Grange town centre, and indeed, residents more broadly across Liverpool LGA and SWGC.

- Jobs, retail amenities, lifestyle development and services in proximity to high density living. This is a key principle of *A Plan For Growing Sydney* and is particularly important for a town centre that does not have rail access.
- Increased investment/economic stimulus in the Liverpool LGA, which will flow-through to job creation and should provide some stimulus to residential development in the Middleton Grange precinct.
- Contribution to employment and residential dwelling targets for the Liverpool LGA, within minimal impacts on the surrounding environment due to the compact nature of the proposed development (i.e. high density).
- Provision of wide range of retail and commercial uses, in an accessible and community oriented main street design, including community centre, child care facility and medical uses.
- Consistency with the local council strategic plans and policies, which outline significant future need for additional retail and commercial floor space across the Liverpool LGA and identify Middleton Grange as a key town centre within the centres hierarchy.

Is there adequate public infrastructure for the planning proposal?

It is considered that existing utility services are available to service the demand generated by the proposal. Further details will be provided at the detailed design stage.

What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?

There are no significant Commonwealth and State interests in the Planning Proposal other than providing a simplified planning framework and development outcome on the site consistent with the State's regional and subregional strategies. Relevant public authorities will be consulted during the post gateway determination process.

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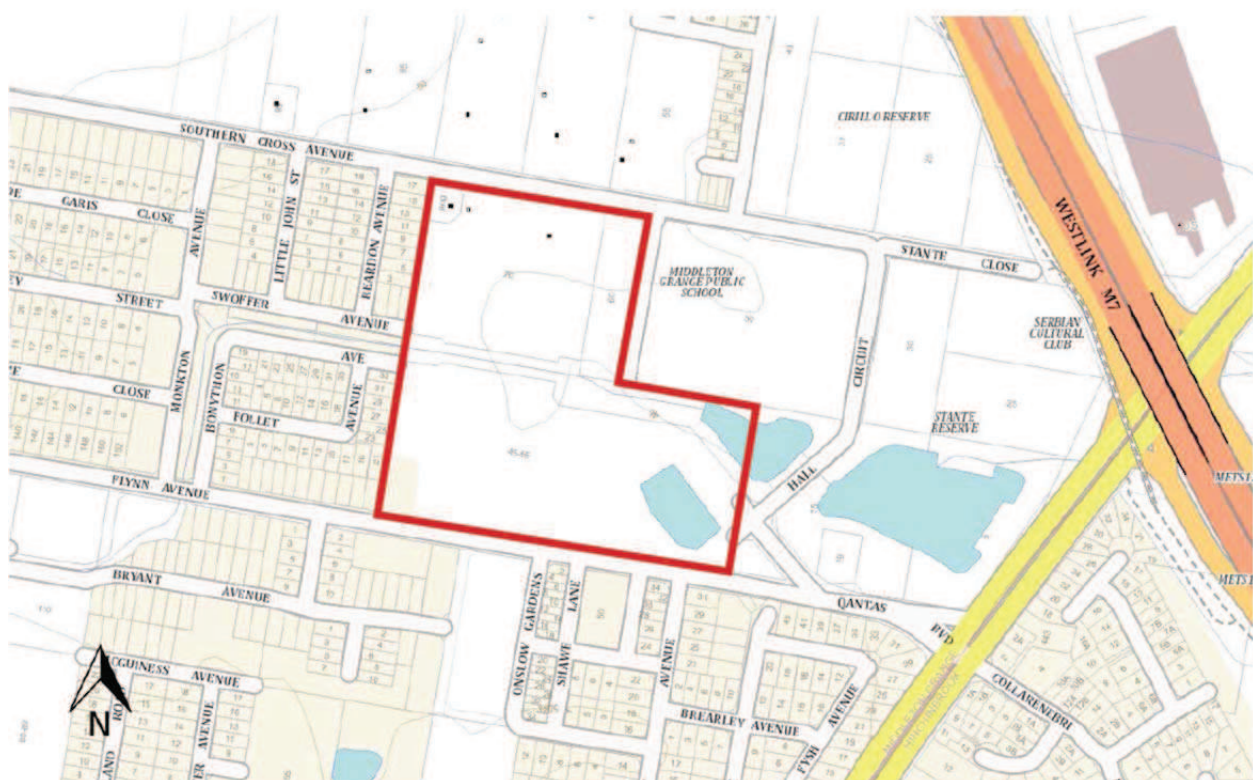


Proposed LEP Amendment

5. Proposed LEP Amendment

5.1. Land to which the LEP amendment will apply

A draft Land Application Map is provided in Figure 16. The draft Land Application Map illustrates the land that is intended to be included in the LEP amendment.



 Land to which planning proposal relates

Figure 16 – Land Application Map

5.2. Proposed Land Use Zones

The existing B2 Local Centre and R1 General Residential zones remain appropriate zones for the site. The proposed amendments to the land use zones are as follows:

- realignment of boundary of B2 Local Centre land to align with cadastre boundaries of approved super-lot subdivision application, reduce the number of lots which have dual / split zonings and facilitate rationale building and development boundaries;
- rezoning part the site from RE1 Public Recreation to B2 Local Centre to accommodate a future publicly accessible through site link that will have active uses at ground and upper levels; and
- rezoning part of the site from B2 Local Centre to RE1 Public Recreation to provide a consolidated area of open space within the north-eastern portion of the site and maintaining the quantum of RE1 Public Recreation zoned land for open space and community centre within the site.

A Draft Land Zoning Map illustrating the intended location of each proposed land use zone is provided at Figure 17.

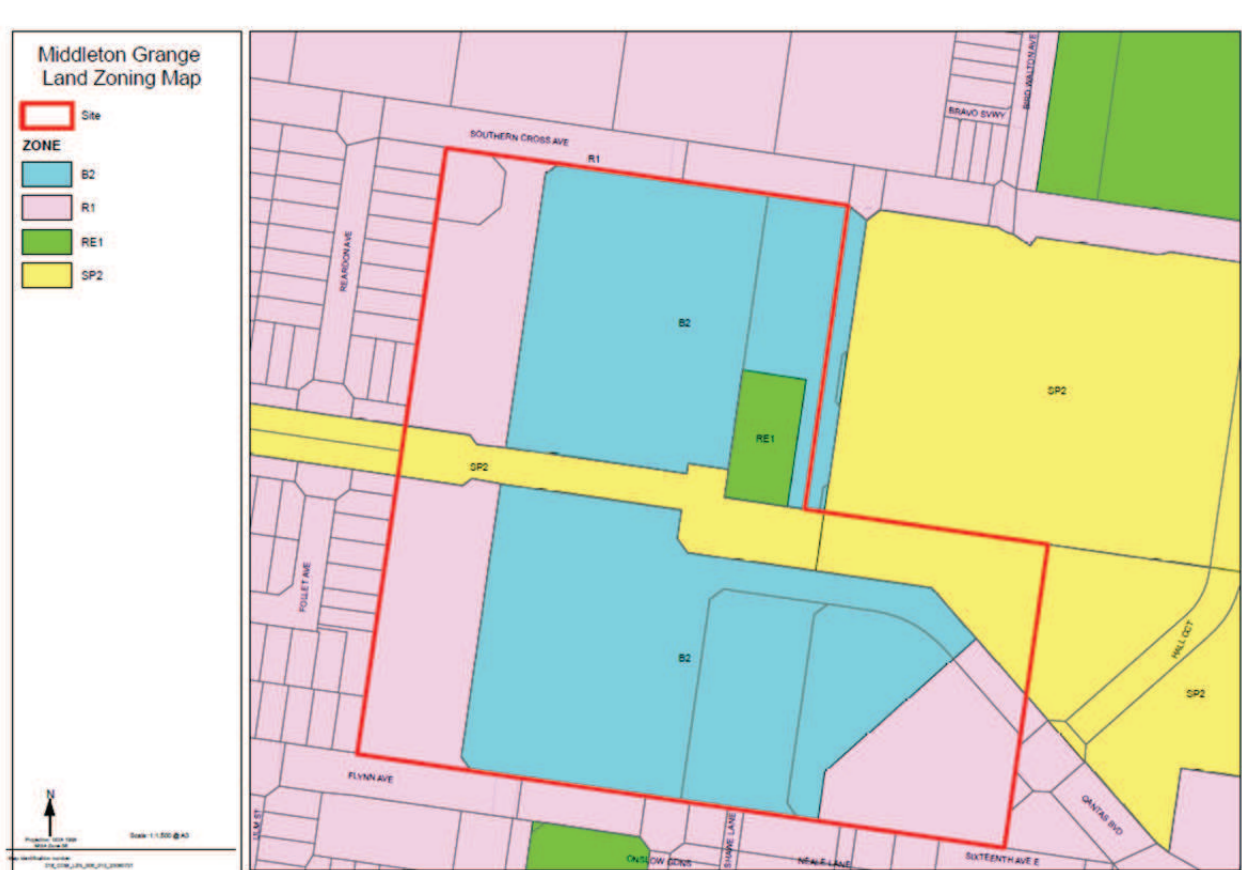


Figure 17 – Draft Zoning Map

5.3. Explanation of land use zone selection

An explanation of the land use zone amendments is provided in Table 2.

Table 2 – Explanation of land use zone selection

Proposed LEP Amendment	Lot and DP Reference	Explanation
Realign boundary of land currently zoned B2 Local Centre	Lots 4, 5, 6 of DP 1207518, Part Lot 1 of DP 1207518 and Part Lot 12 of DP 1108343	The existing B2 Local Centre zone to be extended to encompass land to the north and west of the existing zone boundary. The B2 Local Centre zone will align with cadastre boundaries and reduce the number of lots which have dual / split zonings.
Rezone part of the site zoned RE1 Public Recreation to B2 Local Centre	Part Lot 102 of DP 1128111	Proposed to accommodate a future publicly accessible through site link that will have active uses at ground and upper levels. Existing area of RE1 zoned land relocated to within the southern portion of Lot 12 of DP 1108343. Existing quantum of RE1 Public Recreation zoned land is maintained.
Rezone part of the site currently zoned B2 Local Centre to RE1 Public Recreation	Lot 12 of DP 1108343	Required to retain the existing quantum of RE1 Public Recreation zoned land.

5.4. Additional permitted uses

As part of the LEP amendment, it is proposed to amend Schedule 1 – Development for Certain Additional Purposes of Liverpool LEP 2008 –to enable the use of land proposed to be zoned R1 General Residential within the Middleton Grange Town Centre for the following uses:

- Business Premises¹;
- Hotel or motel accommodation²;

¹ **business premises** means a building or place at or on which:

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

² **hotel or motel accommodation** means a building or place (whether or not licensed premises under the Liquor Act 2007) that provides temporary or short-term accommodation on a commercial basis and that:

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

- Health Services Facility³; and
- Restaurant or cafe⁴.

It is also proposed to amend Schedule 1 – Development for Certain Additional Purposes of Liverpool LEP 2008 –to enable the use of land zoned B2 Local Centre within the Middleton Grange Town Centre for ‘hotel or motel accommodation’⁵.

The proposed additional uses are considered appropriate for a successful town centre, and allows for greater opportunities for retail and commercial investment as well as supporting the quality of life offer for residents and workers, by providing jobs and personal services (health and medical related services) close to where people work and live.

5.5. Principal Development Standards

The LEP amendment seeks to amend the following development standards within Liverpool LEP 2008 as they relate to the site:

- height of buildings;
- floor space ratio;
- minimum lot size; and
- dwelling density.

³ **health services facility** means a building or place used to provide medical or other services relating to the maintenance or improvement of the health, or the restoration to health, of persons or the prevention of disease in or treatment of injury to persons, and includes any of the following:

- (a) a medical centre,
- (b) community health service facilities,
- (c) health consulting rooms,
- (d) patient transport facilities, including helipads and ambulance facilities,
- (e) hospital (LEP 2008).

⁴ **restaurant or cafe** means a building or place the principal purpose of which is the preparation and serving, on a retail basis, of food and drink to people for consumption on the premises, whether or not liquor, take away meals and drinks or entertainment are also provided

⁵ **hotel or motel accommodation** means a building or place (whether or not licensed premises under the Liquor Act 2007) that provides temporary or short-term accommodation on a commercial basis and that:

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

5.5.1. Height of Buildings

Currently a maximum building height of 18 m applies to land zoned B2 Local Centre and a maximum building height of 8.5 m applies to land within the R1 General Residential zone. The maximum height proposed for land zoned B2 Local Centre and R1 General Residential varies from 14 m within the western and south-east corner of the site to 28 m and 35 m within the central portion of the site.

The proposed development comprises a mix of heights/storeys; with the highest building located at the central-northern portion of the site being approximately 35 metres high (11 storeys including ground floor retail and two levels of basement car parking). The lower buildings being 14 metres (4 storeys including ground floor retail and underground car parking) will be located west of the site as the site boundary adjoins the existing low density residential dwellings, providing an appropriate transition to the town centre.

It is not anticipated to develop to the maximum height for the entire area, however, it does allow for architectural design elements within building treatments and taller building forms in areas with high visual or landscape amenity and proximity to facilities.

The proposed increase in height on the site is considered appropriate in that:

- it facilitate the establishment of a landmark development;
- this part of Middleton Grange is capable of accommodating additional height. The proposed building forms do not cause any significant environmental impacts to future residential and non-residential uses or the public domain in respect of overshadowing, visual impact, view loss, privacy and access to daylight and ventilation;
- the proposed building forms have an appropriate height and mass relationship to proposed internal roads as well as Southern Cross Avenue and Hall Circuit;
- the proposed heights within the B2 Local Centre zoned land enables the provision of generous floor to ceiling heights which will promote high levels of internal amenity and provide flexibility in the design of the proposed additional permitted uses;
- the proposed heights will provide a transition in bulk and scale to adjacent sites;
- it will provide visual interest.
- the proposed building forms will enhance the existing skyline; and
- the proposed building forms are setback at the upper levels from the street edge and at street level additional height will not generally be perceived.



Figure 18 - Draft Height of Buildings Map

5.5.2. Floor Space Ratio (FSR)

Currently the site has a FSR of 1.5:1 for land zoned B2 Local Centre and an FSR of 0.75:1 for land zoned R1 General Residential. The maximum FSR proposed for land zoned B2 Local Centre and R1 General Residential is 2.5:1 (refer to Figure 19).



Figure 19 - Draft Floor Space Ratio

5.5.3. Minimum Lot Size

Currently the site has a minimum lot size of 1,000m² for land zoned B2 Local Centre and minimum lot size of 300m² for land zoned R1 General Residential (refer to Figure 20). It is not proposed to amend the minimum lot size development standard as it relates to each zone. The Lot Size Map will need to be amended as a result of the proposed amendments to the land use zones.

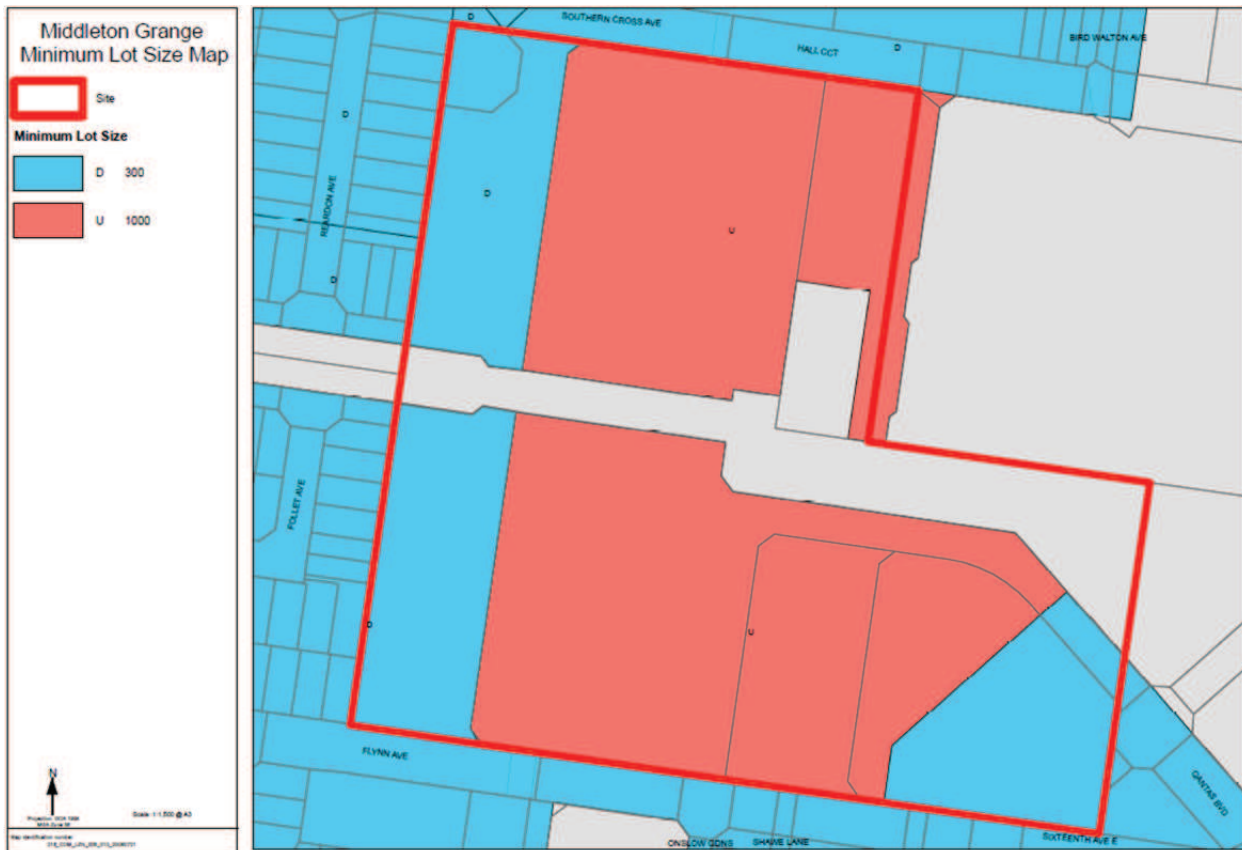


Figure 20 - Draft Lot Size Map

5.5.4. Restrictions on 'business development' within the B2 Local Centre Zone

Clause 7.29 of Liverpool LEP 2008 states that for development of a site on land shown as being within Area 4 on the Floor Space Ratio Map, no more than 25% of the gross floor area of all buildings on the site may be used for the purposes of 'business premises'. No change to this development standard is proposed as part of the proposed LEP Amendment.

5.6. Land Reservation and Acquisition

The proposed LEP Amendment proposes to reserve land exclusively for a public purpose. Land to be included on the Council's existing Land Reservation Acquisition Map and section 5.1 of the Liverpool LEP 2008 includes all land zoned RE1 Public Recreation (to be dedicated to Council). An updated land reservation and acquisition map is included at Figure 21.

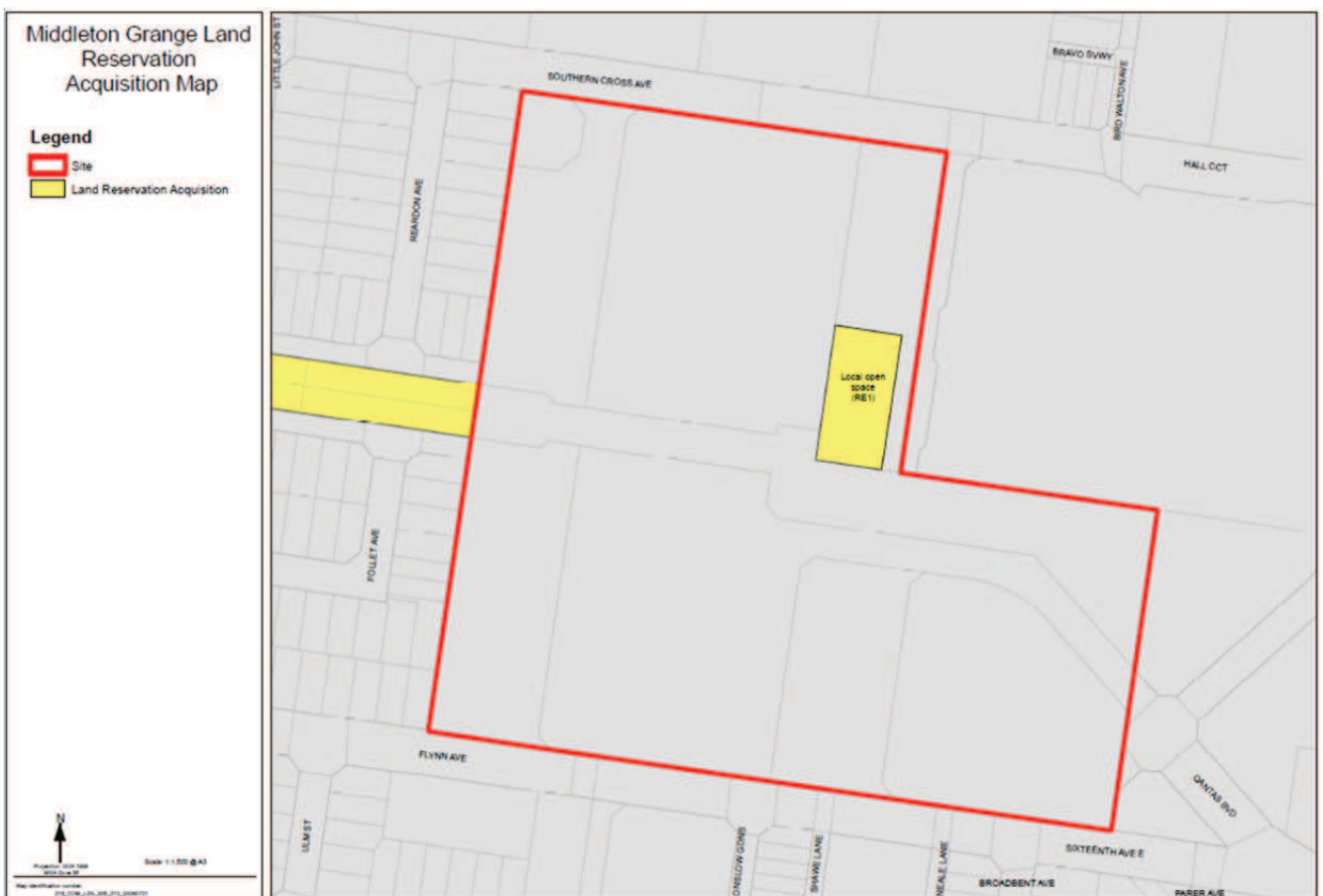


Figure 21 – Land Reservation Map

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Strategic Justification

6. Strategic Justification

The relationship of the Planning Proposal to the NSW State Plan 2021, A Plan for Growing Sydney (2014) and Draft West Central Subregional Strategy (2008) has been considered. The following section provides evidence that the Planning Proposal is consistent with housing and employment targets, outcomes and actions set out in each of these strategic planning documents. The Planning Proposal's consistency with State environmental planning policies and Section 117 Directions is also examined. It is important to note that the Draft Strategies have not been updated to reflect the newly published A Plan for Growing Sydney. Notwithstanding this, the Planning Proposal will address the projected targets, outcomes and actions set out in the draft strategies.

6.1. The NSW State Plan 2021

The NSW State Plan 2021, released in 2006 and updated in 2010, guides outcomes in priority areas to 2016 notably integrated transport and land use planning, to stimulate the economy and achieve the following targets:

- increase the number of jobs close to home;
- improve housing affordability;
- improve the public transport system;
- provide reliable public transport;
- improve road safety;
- increase walking and cycling; and
- improve the road network.

The proposed rezoning of the site is consistent with the abovementioned goals in that it will result in:

- reduced travel distances and times for current and future residents of Middleton Grange, and the broader main trade area when accessing retail amenities and other commercial, community and entertainment uses.
- additional retail choice and competition for current and future residents of Middleton Grange, and residents more broadly across the main trade area.
- improved housing choice and residential density within the Liverpool LGA, which is important considering the rising prices of housing across metropolitan Sydney. High density, smaller scale apartment style residential development should lead to more affordable housing outcomes once prices for larger, detached housing product begin to reach particular threshold levels that make the high density living option a worthwhile proposition for a consumer.
- improved job access for future residents of the Middleton Grange town centre, and indeed, residents more broadly across Liverpool LGA and SWGC.
- Jobs, retail amenities, lifestyle development and services in proximity to high density living. This is a key principle of *A Plan For Growing Sydney* and is particularly important for a town centre that does not have rail access.
- Increased investment/economic stimulus in the Liverpool LGA, which will flow-through to job creation and should provide some stimulus to residential development in the Middleton Grange precinct.
- Contribution to employment and residential dwelling targets for the Liverpool LGA, within minimal impacts on the surrounding environment due to the compact nature of the proposed development (i.e. high density).
- Provision of wide range of retail and commercial uses, in an accessible and community oriented main street design, including community centre, child care facility and medical uses.

- Consistency with the local council strategic plans and policies, which outline significant future need for additional retail and commercial floor space across the Liverpool LGA and identify Middleton Grange as a key town centre within the centres hierarchy.

6.2. A Plan for Growing Sydney 2014

The Plan was released in December 2014. It predicts that Sydney's population will grow by 1.6 million people (approximately 5.6 million) over the next 20 years, with 900,000 of this population growth occurring in western Sydney. By 2031, the Plan predicts that there will be 689,000 new jobs. In order to meet the needs of the expanding population, it is anticipated that there will be a need for an additional 664,000 new homes. The primary objective of the Plan is to *"make it easier for Sydney's residents to move between their homes, their jobs, the centres where they shop and use local services, and their open spaces"*. The Plan seeks to encourage the provision of that housing near jobs, transport and services, to improve housing affordability, upgrade the quality of new development and encourage urban renewal.

The Plan outlines the following four goals to help achieve the vision for Sydney:

- A competitive economy with world-class services and transport;
- A city of housing choice with homes that meet our needs and lifestyles;
- A great place to live with communities that are strong, healthy and well connected; and
- A sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

Although the site does not form part of the existing or proposed strategic centres, the Planning Proposal is considered to meet the following Directions outlined within the Plan:

- Direction 1.10 – Plan for education and health services to meet Sydney's growing needs – Action 1.10.3 – Plan for Expansion of health facilities to service Sydney's Growing Population. The Plan outlines that the Government has committed to identify opportunities for new and expanded health facilities in subregional plans. The Planning Proposal comprises permitting health service facilities within the site. This will provide greater health facilities for existing and future residents of Middleton Grange as well as future residents located within the South-West Growth Centre.
- Direction 2.2 – Accelerate urban renewal across Sydney – providing homes closer to jobs – Action 2.2.1 – Use the Greater Sydney Commission to support Council-led urban infill projects. The Plan outlines that the Government has committed to support Council-led urban infill and support local efforts to lift housing production around local centres, transport corridors and public transport access points. The Planning Proposal will result in enabling a range of residential development to be located within and around the B2 Local Centre Zoning which in turn provides housing opportunities close to the local centre and existing transport access points.

The proposed development of the site for the purposes of Middleton Grange Town Centre, residential development as well as community and entertainment facilities has the potential to contribute to housing affordability (through unit size) and will also provide housing near local centres and therefore near jobs and facilities. On this basis, the Planning Proposal is not considered inconsistent with the Plan.

6.2.1. Sydney South-West Subregion

The site is located within the fastest growing subregion within Sydney, South-West subregion, as identified within the Plan. The subregional plans are the link between the big picture planning directions set out within the Plan and the detailed planning controls for local areas. Unlike the previous draft subregional strategy, the Plan does not set housing or employment targets for the subregion.

The three key priorities for the south-west subregion include:

- A competitive economy;
- Accelerate housing supply, choice and affordability and build great places to live; and
- Protect the natural environment and promote its sustainability and resilience.

The Planning Proposal does not result in the reduction of industrial or employment zoned land and it will result in additional housing and employment within a new centre (Middleton Grange Town Centre) identified by Council. On this basis, the proposal is not considered inconsistent with the main priorities of the south-west subregion.

6.3. Section 117 Direction

The following Section 117 Directions are relevant to the Planning Proposal:

Direction 1.1: Business and Industrial Zones

The objectives of this direction are to:

- a) encourage employment growth in suitable locations,*
- b) protect employment land in business and industrial zones, and*
- c) support the viability of identified strategic centres.*

The proposal would provide for new employment opportunities in the retail, recreation, commercial and medical sectors. The subject site is suitable for the proposal given it relates largely to land which is currently zoned for employment opportunities, and seeks to extend the area of land that could accommodate employment uses. Further, the site is in close proximity to major access routes including Cowpasture Road, M7 Motorway and Fifteenth Avenue. The planning proposal seeks to enhance an already identified strategic centre (i.e. Middleton Grange Town Centre) and the development concept does not propose any industrial type uses. The planning proposal generally appears consistent with the objectives of this direction.

Direction 3.1: Residential Zones

The objectives of this direction area:

- a) to encourage a variety and choice of housing types to provide for existing and future housing needs,*
- b) to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and*
- c) to minimise the impact of residential development on the environment and resource lands.*

The proposal would be consistent with this objective given it will provide commercial, retail, recreation as well as medical services to the surrounding community. Furthermore, the proposal would enable a greater volume and diversity of residential product to be accommodated within the Liverpool LGA. The high density nature of development envisaged would serve to minimise impacts on the environment.

Direction 3.4: Integrating Land Use and Transport

The objective of this direction is to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following planning objectives:

- a) improving access to housing, jobs and services by walking, cycling and public transport, and*
- b) increasing the choice of available transport and reducing dependence on cars, and*
- c) reducing travel demand including the number of trips generated by development and the distances travelled, especially by car, and*
- d) supporting the efficient and viable operation of public transport services, and*
- e) providing for the efficient movement of freight.*

The Planning Proposal is consistent with the relevant objectives of Direction 3.4 particularly by facilitating the development of Middleton Grange Town Centre which will provide an improved access to housing, jobs and services by walking, cycling and public transport. In turn, the town centre will facilitate multi-purpose trips by providing a range of land uses (community facilities, health service facilities, housing and commercial/retail). Further, the site is located within close proximity to existing bus networks and it is expected that future capital works for public transport improvements will arise as a result of the development of the site and locality. Objectives A to C would be achieved by the planning proposal as it provides increased employment opportunities across a range of sectors, in proximity to high density residential housing.

Direction 4.3: Flood Prone Land

The objectives of this direction are:

- a) to ensure that development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005, and*
- b) to ensure that the provisions of an LEP on flood prone land is commensurate with flood hazard and includes consideration of the potential flood impacts both on and off the subject land.*

Part of the site (primarily Lots 100 and 101 in DP 1128111 and Lot 12 in DP 1108343) is identified as flood prone land and/or located within a Flood Planning Area within Liverpool LEP 2008. The development of this portion of the site will be determined as part of the detailed site investigations and structure planning to be undertaken post Gateway determination.

Direction 6.2: Reserving Land for Public Purposes

The objectives of this direction are:

- a) to facilitate the provision of public services and facilities by reserving land for public purposes, and*
- b) to facilitate the removal of reservations of land for public purposes where the land is no longer required for acquisition.*

The Planning Proposal comprises the removal of the reservation of land for "community facilities" and "public open space" within the site. The removal is required to allow the Middleton Grange Town Centre and associated infrastructure (including road network) to be constructed in a logical format that reflects the cadastral features of the site. The proposal does not result in the reduction of public open space nor community facilities available within the site. A 500m² community facility is located within the western portion of the site and land reserved for public open space is proposed to be rezoned RE1 Public Recreation as part of this amendment.

Direction 6.3: Site Specific Provisions

The objective of this direction is to discourage unnecessarily restrictive site specific planning controls.

The Planning Proposal seeks to nominate land use zones and development standards drawn from the existing Liverpool LEP 2008.

Direction 7.1: Implementation of a Plan for Growing Sydney

The objective of this direction is to give legal effect to the planning principles; directions; and priorities for subregions, strategic centres and transport gateways contained in A Plan for Growing Sydney.

As previously demonstrated in this report, the Planning Proposal is consistent with the planning principles, directions and priorities for subregions, strategic centres and transport gateways contained in the Plan.

7

APP Corporation



Environmental, Social and Economic Impact

7. Environmental, Social and Economic Impact

This section addresses the environmental assessment of the Planning Proposal in respect to the relevant matters for consideration under Section 55(1) of the EP&A Act.

7.1. Economic Impact

An Economic Assessment has been prepared by Macro Plan Dimasi and is included at **Appendix B**. The assessment provides an assessment of the trade area/catchment served by the centre, the need/demand for various employment generating uses, an overview of the centres hierarchy within which the centre operates, and an assessment of economic and community benefits of the proposal. The conclusions of this assessment are as follows:

7.1.1. Trade Areas

The extent of the trade area or catchment that is served by any shopping centre, or retail facility, is shaped by the interplay of a number of critical factors. These factors include:

- The relative attraction of the facility, in comparison with alternative competitive retail facilities. The factors that determine the strength and attraction of any particular facility are primarily its scale and composition (in particular the major trader or traders that anchor the centre); its layout and ambience; and car-parking, including access and ease of use.
- The proximity and attractiveness of competitive retail centres. The locations, compositions, quality and scale of competitive retail facilities all serve to define the extent of the trade area which a shopping centre is effectively able to serve.
- The available road network and public transport infrastructure, which determine the ease (or difficulty) with which customers are able to access a shopping centre, or retail facility.
- Significant physical barriers which are difficult to negotiate, and can act as delineating boundaries to the trade area served by an individual shopping centre, or retail facilities.

We have had particular regard to the following factors in determining the potential trade area served that could be served by the proposed development concept envisaged for the Middleton Grange Town Centre:

- The surrounding road infrastructure such as Elizabeth Drive to the north, the M7 to the east and the accessibility afforded by roads such as Cowpasture Road and Fifteenth Avenue.
- The lack of medium to large supermarkets west of Cowpasture Road, in particular, the small IGA supermarkets at Austral and Tenth Avenue.
- The scale and composition of the proposed development concept, which could include a discount department store, one large supermarket and potentially a second smaller supermarket (like an Aldi), specialty retail, and a range of other sub-regionally oriented facilities such as a tavern, larger gym and a large medical centre.
- A lack of sub-regional shopping facilities to the immediate north-east of the subject site, and a lack of any such facilities west of the subject site.
- Carnes Hill Marketplace, which contains a Big W and a Woolworths supermarket, in addition to an Aldi supermarket adjacent to the centre.
- The future Leppington Major Centre and other future centres across the SWGC.

Having regard to the above, Figure 22 illustrates the potential trade area that could be served by the proposed development, which has been defined to include two primary sectors and four secondary sectors, as follows:

- The primary sector is bounded north to Elizabeth Drive and bounded to the east by the M7 Motorway. It encompasses the growing suburb of Middleton Grange and parts of Cecil Park, Cecil Hills, Hoxton Park and West Hoxton.
- The secondary east sector is bounded to the west by the M7 Motorway and contains suburbs of Elizabeth Hills, Len Waters Estate and part of Hinchinbrook.
- The secondary south sector is bounded to the south by Camden Valley Way/Bringelly Road and to the west by the Sydney Water channel and includes suburbs of Horningsea Park and part of West Hoxton.
- The secondary west sector is bounded to the south by Tenth Avenue and includes the suburb of Austral and parts of Cecil Park and Kemps Creek.
- The secondary outer west sector extends about 8 km to the west of the site to include the North Rossmore and Kemps Creek release areas (which are much longer term release areas).

In combination, the primary and four secondary sectors are referred to as the 'main trade area' from here.

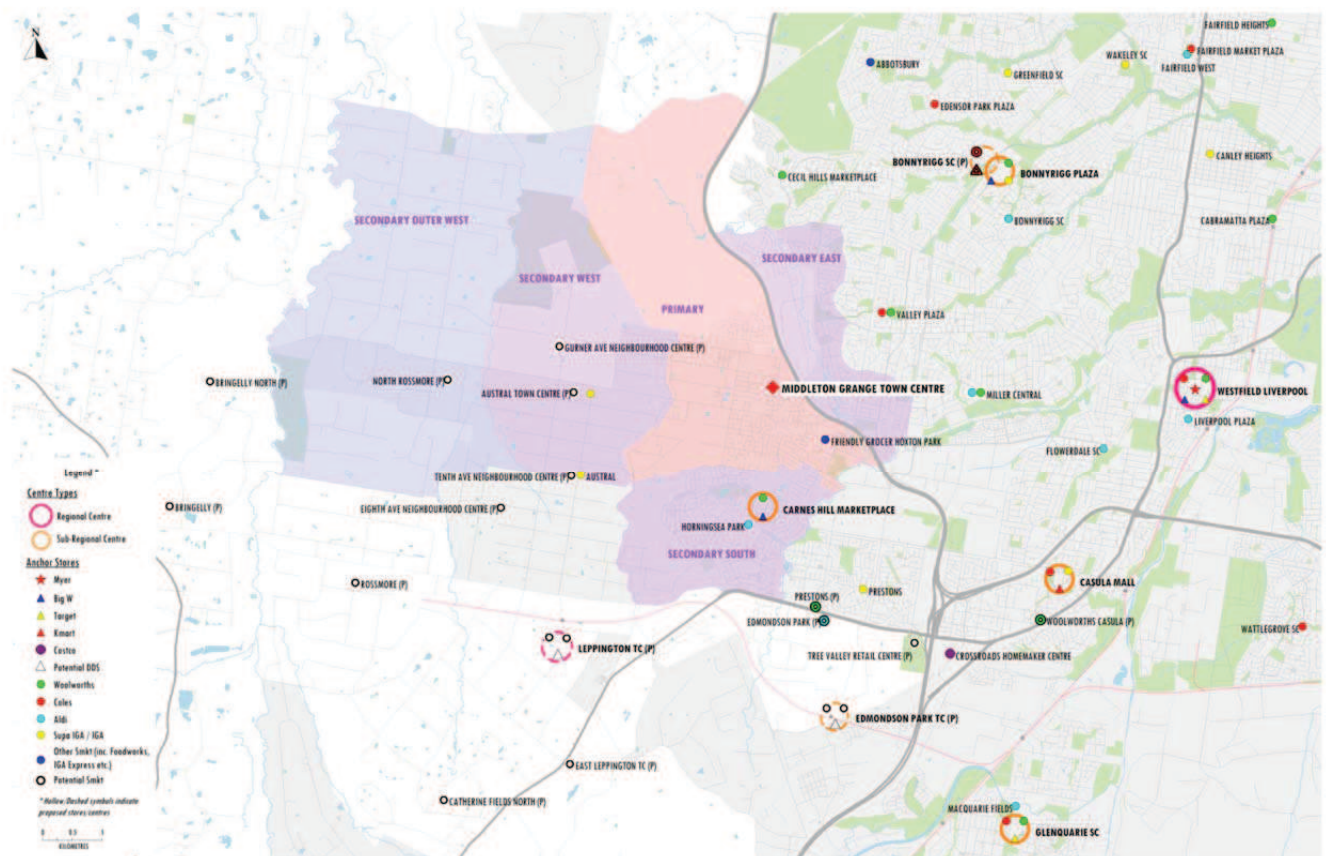


Figure 22 – Trade Area and Competition

7.1.2. Trade Area Population

The main trade area population is estimated at 36,400 as at 2014, including 10,600 within the key primary sector. Over the most recent inter-censal period (2006 – 2011), the main trade area population increased at an average rate of 2.7% per annum, increasing by more than 800 residents per annum.

Population growth in the short to medium term will be driven by high volumes of residential development underway in the primary sector, i.e. the growing suburb of Middleton Grange, which could potentially support in excess of 10,000 persons, with the Middleton Grange Town Centre, potentially accommodating around 5,000 – 6,000 persons, as well as continued growth around Horningsea Park/Carnes Hill.

Medium to longer term population growth will be focussed in the secondary west sector in the SWGC precinct of Austral. The Austral precinct has been rezoned to allow urban development and is planned to accommodate some 8,000 dwellings, supporting at least 22,000 residents once fully developed.

The North Rossmore and Kemps Creek precincts, which are also included in the main trade area, are yet to be released for planning. These precincts are expected to accommodate 6,500 dwellings and 1,000 dwellings, respectively, once developed. We have conservatively assumed that these areas would support development from 2026 onwards.

Having regard to the above factors, we estimate the main trade area population to grow at an average annual rate of 3.0% to 2031, reaching 60,050 by this time. The population of the primary sector is estimated to grow to 20,300 by 2031, reflecting growth of 3.9% per annum.

7.1.3. Traditional Retail Expenditure

Macro Plan Dimasi estimates retail expenditure capacity generated by the main trade area residents based on information sourced from Market Data Systems (MDS), which utilises a detailed micro simulation model of household expenditure behaviour for all residents of Australia. The model takes into account information from a wide variety of sources including the regular ABS Household Expenditure Surveys, national accounts data, Census data and other information. We consider MarketInfo data to be quite an accurate measure of available retail expenditure and it is widely relied on in the retail industry.

Total retail expenditure is detailed in a number of categories, as follows:

- Take-home food and groceries – goods typically sold in supermarkets and specialty fresh food stores.
- Packaged liquor – packaged beer, wine and spirits such as those purchased at bottle-shops and liquor outlets.
- Food catering – cafes, take-away outlets and restaurants, including liquor consumed on such premises.
- Apparel – clothing, footwear, fashion and accessories.
- Household Goods – giftware, electrical, computers, furniture, homewares, and hardware goods.
- Leisure – sporting goods, music, DVDs, games, books, newsagents and film processing/photography.
- General Retail – pharmaceutical goods, cosmetics, toys, florists, mobile phones.
- Retail Services – retail services such as key cutting, shoe repairs, hair and beauty.

Figure 23 shows the retail expenditure capacity per person for residents of the identified main trade area for the year 2013/14, and compares these estimates with the average for Metropolitan Sydney and Australia. Spending

estimates are presented inclusive of GST. Retail expenditure per capita is estimated to be about 16% less than the metropolitan Sydney average, however because average household sizes (i.e. persons per dwelling) in the main trade area are significantly greater than average (by about 30%), average per household retail expenditure is about 11% above average.

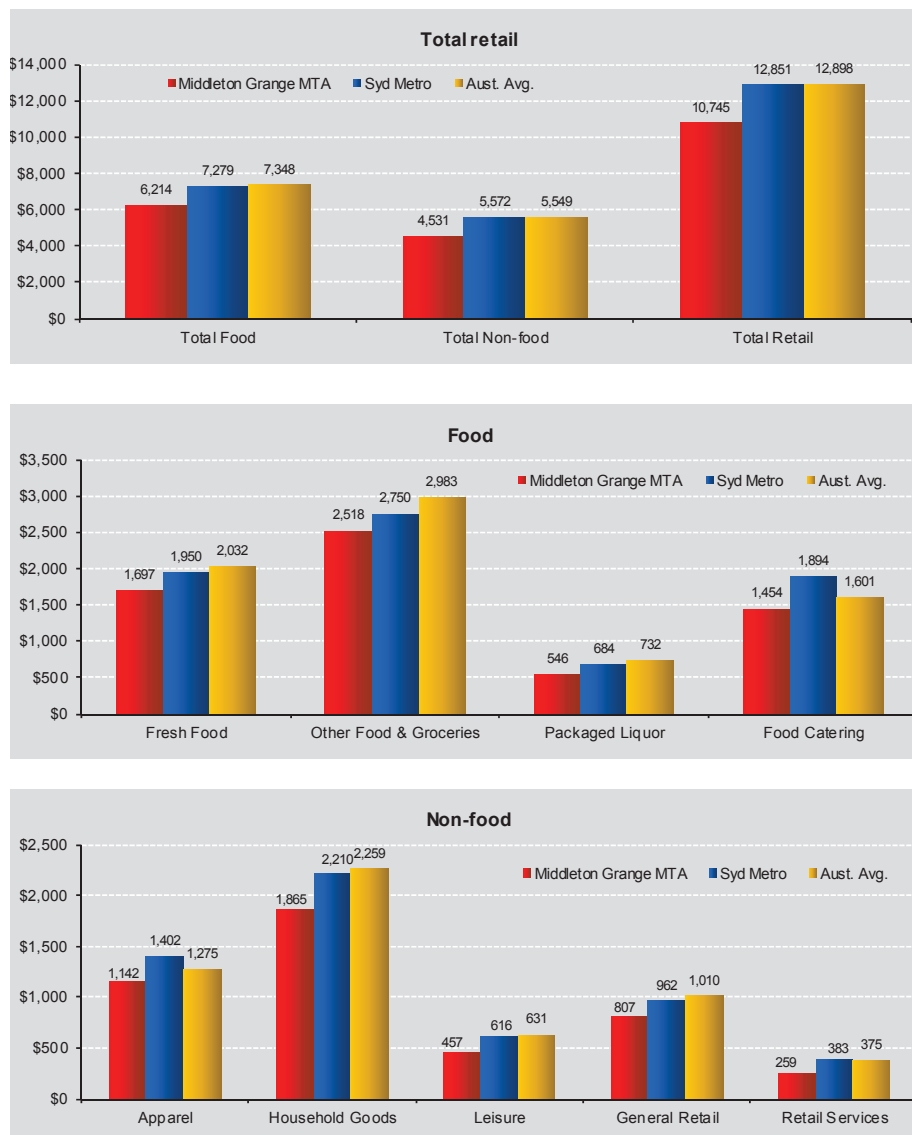


Figure 23 - Middleton Grange trade area – retail spending per person 2013/14

Table 3 details the estimated retail expenditure capacity of the main trade area population over the period 2014 to 2031, by trade area sector. The retail expenditure capacity of the main trade area population is estimated to grow from \$385.2 million in 2014 to \$725.2 million by 2031, at an average annual rate of 3.8%. All expenditure estimates in this report are presented in constant dollars (i.e. \$2013/14) and inclusive of GST.

Table 3 - Middleton Grange main trade area – retail expenditure (\$m) 2014-2031

Year ending June	Primary sector	East	Secondary sectors			Main TA
		South	West	Outer West		
2014	110.2	92.1	135.4	16.6	30.9	385.2
2015	116.6	94.7	140.9	16.5	31.3	399.9
2016	123.8	97.8	146.4	16.3	31.7	415.9
2017	131.3	100.7	150.9	16.9	31.9	431.7
2018	139.3	103.4	154.2	18.5	32.0	447.3
2019	147.8	106.2	157.7	20.2	32.1	464.0
2020	156.9	109.2	161.3	22.1	32.3	481.7
2021	166.6	112.3	165.1	24.2	32.5	500.6
2022	175.1	114.8	168.9	27.4	32.5	518.7
2023	182.0	116.9	172.7	32.1	32.4	536.1
2024	189.2	118.9	176.6	37.6	32.4	554.7
2025	196.6	121.0	180.6	44.1	32.3	574.7
2026	204.4	123.2	184.7	51.7	32.2	596.2
2027	212.1	125.2	188.7	59.6	33.4	619.0
2028	219.5	127.2	192.8	67.6	35.8	642.9
2029	227.3	129.1	197.0	76.6	38.4	668.5
2030	235.3	131.2	201.3	86.8	41.3	695.8
2031	243.7	133.2	205.6	98.4	44.3	725.2
<u>Average annual growth (\$M)</u>						
2014-2031	7.8	2.4	4.1	4.8	0.8	20.0
<u>Average annual growth (%)</u>						
2014-2031	4.8%	2.2%	2.5%	11.0%	2.1%	3.8%
*Constant 2013/14 dollars & including GST						
Source: MarketInfo; MacroPlan Dimasi						

This average annual growth rate estimate of 3.8% includes the following components:

- Residential population growth, which is expected to average 3.0% per annum.
- Real growth in per capita retail expenditure, which is expected to average 0.8% per annum over the forecast period.

Table 4 presents the projected increases in retail expenditure capacity, by retail category, over the period to 2031. FLG expenditure, being expenditure on take-home food, packaged liquor and groceries, currently accounts for approximately 44% of total retail expenditure. This expenditure category is of particular relevance to supermarkets, with 90-95% of items in supermarkets associated by this expenditure category.

Table 4 - Middleton Grange main trade area – retail expenditure by category (\$m) 2014-2031

Year ending June	FLG	Food catering	Apparel	Household goods	Leisure	General retail	Retail services	Total retail
2014	170.6	52.1	40.9	66.9	16.4	28.9	9.3	385.2
2015	177.3	54.3	42.4	69.2	17.0	30.1	9.6	399.9
2016	184.6	56.7	43.9	71.7	17.6	31.4	10.0	415.9
2017	191.7	59.1	45.4	74.1	18.3	32.7	10.4	431.7
2018	198.9	61.5	46.9	76.4	18.9	34.0	10.8	447.3
2019	206.5	64.0	48.5	78.9	19.6	35.3	11.2	464.0
2020	214.7	66.7	50.1	81.6	20.3	36.8	11.6	481.7
2021	223.3	69.5	51.9	84.4	21.1	38.3	12.0	500.6
2022	231.7	72.3	53.6	87.1	21.8	39.9	12.4	518.7
2023	239.7	74.9	55.2	89.6	22.5	41.3	12.8	536.1
2024	248.3	77.8	56.8	92.3	23.3	42.9	13.3	554.7
2025	257.6	80.8	58.6	95.2	24.1	44.6	13.7	574.7
2026	267.6	84.0	60.6	98.3	24.9	46.5	14.2	596.2
2027	278.3	87.5	62.6	101.6	25.8	48.4	14.8	619.0
2028	289.5	91.1	64.7	105.0	26.8	50.5	15.3	642.9
2029	301.5	94.9	67.0	108.7	27.8	52.7	15.9	668.5
2030	314.3	99.0	69.4	112.6	28.9	55.1	16.5	695.8
2031	328.1	103.4	71.9	116.7	30.1	57.7	17.2	725.2
Average annual growth (\$M)								
2014-2031	9.3	3.0	1.8	2.9	0.8	1.7	0.5	20.0
Average annual growth (%)								
2014-2031	3.9%	4.1%	3.4%	3.3%	3.7%	4.1%	3.7%	3.8%

*Constant 2013/14 dollars & including GST

Source: MarketInfo; MacroPlan Dimasi

7.1.4. Existing centres hierarchy

Middleton Grange Town Centre is a designated B2 Local Centre, with the same zoning as the existing Carnes Hill Town Centre, and future town centres such as Austral and Edmondson Park. Middleton Grange is therefore already part of the established/approved centres hierarchy defined by Liverpool Council.

The Liverpool City Centre is the dominant retail/centre in the surrounding hierarchy. With 125,000m² retail floor space in addition to significant commercial floor space, the Liverpool Hospital, other medical, civic and entertainment facilities, this centre is significantly larger than any other centre in the network, existing or proposed.

The southern parts of Liverpool LGA are growing rapidly and will continue to do so. Two of the existing sub-regional centres in the locality (i.e. Carnes Hill Marketplace and Casula Mall) trade strongly, indeed, at the upper end of the spectrum for centres of their classification, which tends to be a general indicator that demand for additional retail facilities could be warranted.

Future convenience based retail, and higher order retail, is planned within the new growth areas in the SWGC, and these centres will evolve as the populations in their immediate locality reach requisite minimum critical mass thresholds. The first stage of the Edmondson Park Town Centre is expected to begin development during 2015/16, with the winning bidder (from a short-list of 4) is expected to be announced in the next few months.

7.1.5. Retail Trading Impacts

The purpose of an impact assessment is to provide guidance as to whether or not there is likely to be a net community benefit or dis-benefit from any proposed development. In particular, if there is a real possibility of some existing facilities potentially being impacted to such a degree that they may be lost to the community and if the service or services provided by those facilities are not at the very least replaced by the proposed new facilities, then a community dis-benefit could result.

In order to understand whether any particular centre may be impacted to the extent that its continued viability may be in question, we have estimated specific retail impacts that we expect across the surrounding competitive network if the proposed development at the subject site were to proceed as planned.

These estimates provide indications as to whether the scale of the proposed retail development is reasonable and whether any surrounding centres are likely to be at risk to the extent that the community would suffer a net dis-benefit, attributable to the proposed retail development, and whether any future planned centres may be impacted to the extent that their role and function is affected, and their timing is impacted.

In considering likely trading impacts on any individual centre or individual retailer, it must first be acknowledged that such estimation can only realistically expect to provide a broad indication of likely outcomes, since there are many factors which can change in response to any new retail development, and which will have a bearing on the consequent outcomes. The competitive response of each relevant centre or trader is one such factor, as are further redevelopments/improvements which one or more of the competitive network of centres might implement.

7.1.5.1. Context of Proposed Town Centre Expansion

Table 5 summarises our estimates of the potential retail sales that could be generated by the proposed retail component of the development concept at the subject site. For the purposes of this assessment, we have assumed that the development is staged over time, with the first stage developed by mid-2018 (i.e. first full year of trade around 2018/19) and a second stage, potentially developed around 2023/24.

We have estimated the first stage of the development could potentially generate sales in the order of \$85.6 million in its first full year of trade, at an average RTD of \$6,000 per sq.m, equating to a market share of available main trade area expenditure of around 15.7%.

Table 5 - Middleton Grange – Estimated retail sales (2018/19 and 2023/24)

Type of use	Stage 1- 2018/19			Stage 2 - 2023/24			Incremental on Stage 1
	Est. size (sq.m)	Est. RTD* (\$/sq.m)	Est. Sales** (\$m)	Est. size (sq.m)	Est. RTD* (\$/sq.m)	Est. Sales** (\$m)	
DDS	4,000	2,750	11.0	4,000	2,956	11.8	0.0
Supermarket	5,750	9,250	53.2	5,750	9,944	57.2	0.0
Mini-major & specialty	<u>4,500</u>	<u>4,750</u>	<u>21.4</u>	<u>8,000</u>	<u>5,000</u>	<u>40.0</u>	<u>15.4</u>
Total core retail	14,250	6,004	85.6	17,750	6,141	109.0	15.4
Ancillary non-retail***	1,005	n.a.	n.a.	2,505	n.a.	n.a.	n.a.
Pub/tavern	<u>1,000</u>	n.a.	n.a.	<u>1,000</u>	n.a.	n.a.	n.a.
Total retail & ancillary	16,255			21,255			
Main trade area expenditure			464.0			554.7	
Est. share from beyond trade area			15%			15%	
Est. main trade area market share			15.7%			16.7%	

*RTD = Retail turnover density. Expressed in constant \$2013/14.

**Sales in constant \$2013/14.

***E.g. banks, travel agents, massage parlours, medical insurance, govt. admin, leisure type uses

Source: MacroPlan Dimasi

By 2023/24 we estimate that the an additional stage of development could result in centre sales of around \$109 million, equivalent to around \$6,140 per sq.m, and a main trade area market share of around 16.7%.

This equates to an incremental uplift of around \$15.4 million in the year 2023/24 compared with a scenario where only Stage 1 were to proceed – in order to determine the impacts from Stage 2 specifically.

7.1.6. Impacts Methodology

The following factors are typically considered when assessing the potential impacts of a new retail development, or expansion, on each existing facility or centre:

- The distance of the (impacted) centre, or retail precinct, by road, from the proposed development.
- The size of the centre or precinct, in terms of total retail floor space.
- The role and function of the centre or precinct.
- Relative accessibility and relative convenience compared with the proposed retail development.
- The estimated performance of the centre/precinct (in current sales) and future performance (in the impact year). This accounts for any future developments in the region that may also impact on the future sales of existing centres.

In order to understand whether any particular centre may be impacted to the extent that its continued viability or effective operation might be in question, we have estimated specific retail impacts that we expect surrounding centres to experience following the proposed development at Middleton Grange Town Centre.

We have estimated the trading impacts using the following methodology, assuming that Stage 1 will be open for trade in 2018/19 and a Stage 2 will be open for trade in 2023/24:

- Column 1 presents the estimated sales performance of centres within the surrounding competitive supply network at 2013/14, based on inspections of the various facilities, available datasets and other known information.
- Column 2 details the estimated sales for the surrounding competitive supply network as at 2018/19, under a Do Nothing scenario (i.e. without the Stage 1 development at Middleton Grange). This estimated sales performance has regard for the planned developments in the region (i.e. accounts for cumulative impacts).
- Column 3 presents the estimated sales performance of the surrounding competitive supply network as at 2018/19, assuming the Stage 1 development proceeds.
- Columns 4 and 5 then detail the estimated trading impact (in dollar and percentage terms) of the Stage 1 development, which is determined by comparing the estimated sales for each competitive centre with and without the Stage 1 development.
- Column 6 then presents the estimated sales performance of the surrounding supply network at 2023/24, assuming the Stage 1 development occurs, therefore reflecting the estimated sales from Column 3, grown forward by five years. Higher growth rates are applied for centres in fast growing/greenfield development areas, than those in established locations.
- Column 7 outlines the estimated sales performance of the competitive supply network at 2023/24, assuming the Stage 2 development opens for trading by 2023/24.
- Columns 8 and 9 then detail the estimated trading impact (in dollar and percentage terms) of the Stage 2 development. This impact is calculated by comparing the estimated sales for each centre with and without the Stage 2 development (i.e. Column 6 vs Column 7).

Table 6 - Middleton Grange – Estimated sales transfer on specific centres, 2018/19 & 2023/24

Centre/Suburb	Estimated	Estimated sales		Estimated		Estimated sales		Estimated	
	Sales (\$M)	Projected 2018/19		Impact, 2018/19		Projected 2023/24		Impact, 2023/24	
	2013/14 (1)	No dev't (2)	With dev't (3)	\$M (4)	% (5)	No dev't (6)	With dev't (7)	\$M (8)	% (9)
Within trade area									
Carnes Hill Town Centre	159.5	172.6	151.1	-21.5	-12.5%	164.8	161.0	-3.9	-2.4%
Austral Town Centre**	15.7	19.1	17.6	-1.5	-7.8%	51.4	51.2	-0.3	-0.5%
Tenth Avenue	12.4	15.1	14.1	-1.0	-6.7%	14.8	14.6	-0.2	-1.2%
Hoxton Park	<u>6.9</u>	<u>7.6</u>	<u>7.5</u>	<u>-0.2</u>	<u>-2.0%</u>	<u>8.2</u>	<u>8.2</u>	<u>0.0</u>	<u>-0.3%</u>
Total within trade area	194.5	194.5	170.3	-24.2	-12.4%	184.4	180.0	-4.4	-2.4%
Beyond trade area									
Valley Plaza	78.5	84.9	78.4	-6.5	-7.7%	86.6	85.4	-1.2	-1.4%
Miller Central***	33.0	48.7	46.2	-2.5	-5.1%	51.0	50.5	-0.5	-0.9%
Prestons	6.9	6.7	6.7	0.0	0.0%	7.4	7.4	0.0	0.0%
Cecil Hills Marketplace	31.6	34.2	32.2	-2.0	-5.8%	35.6	35.2	-0.4	-1.0%
Flow erdale	32.0	32.6	30.6	-2.0	-6.1%	33.8	33.4	-0.4	-1.1%
Aldi Edmondson Park****	n.a.	15.0	14.5	-0.5	-3.3%	16.0	15.9	-0.1	-0.6%
WOW Prestons****	n.a.	32.5	32.0	-0.5	-1.5%	38.9	38.8	-0.1	-0.2%
Casula Mall	190.9	196.7	187.2	-9.5	-4.8%	206.7	205.0	-1.7	-0.8%
Bonnyrigg TC	120.0	128.9	119.4	-9.5	-7.4%	130.5	128.8	-1.7	-1.3%
Ed Park Town Centre****	n.a.	32.5	32.5	0.0	0.0%	41.5	41.5	0.0	0.0%
Liverpool CBD	<u>650.0</u>	<u>693.6</u>	<u>682.4</u>	<u>-11.2</u>	<u>-1.6%</u>	<u>753.4</u>	<u>751.4</u>	<u>-2.0</u>	<u>-0.3%</u>
Total BTA centres	1,142.9	1,258.8	1,215.6	-44.2	-3.4%	1,346.4	1,338.6	-8.0	-0.6%
Total identified centres	1,337.4	1,453.3	1,385.9	-68.4	-4.6%	1,530.8	1,518.6	-12.3	-0.8%
Other centres/locations	n.a.	n.a.	n.a.	-17.2	n.a.	n.a.	n.a.	-3.1	n.a.
Total impacts				-85.6				-15.4	

*Constant 2013/14 dollars & including GST

**Assumes Austral expands between 2018/19 and 2023/24

***Includes new Aldi

****Assumes Aldi at Edmondson Park is developed by 2015, WOW Prestons by mid-2017 and Edmondson Park Town Centre by mid-2017

Source: PCA; MacroPlan Dimasi

The development of new sub-regional retail facilities, such as those being considered at Middleton Grange Town Centre result in the largest impacts being experience by the closest like-for-like regional and sub-regional shopping centres.

We therefore expect the largest dollar impacts to be experienced by the surrounding regional and sub-regional shopping centres and including first and foremost, Carnes Hill Town Centre, but also Casula Mall, Bonnyrigg Town Centre and the Liverpool CBD.

A projection of likely impacts on individual centres must be regarded as indicative only, since there are many factors that will go to determine the future sales performance of any shopping or activity centre. Not least amongst those factors are the initiatives or changes which the centre in question might choose to implement, particularly as a competitive response to improvements at another centre.

The Hill PDA assessment of the likely distribution of the total impact of the future development at Middleton Grange Town Centre accounts for other developments that could be expected to occur, i.e. cumulative impacts have been considered.

The factors that are most likely to determine the extent to which each of the competitor centres will be impacted include the proximity of the centre and also the direct competitive relevance of the centre in question. We estimate impacts resulting from the proposed Stage 1 development are generally less than 8% for all centres, except for Carnes Hill Town Centre, where we estimates in the first stage could be in the order of 12.5%.

Hill PDA estimate the proposed Stage 2 expansion will result in very minor impacts of less than 2.5% for any individual centre. It might well prove to be the case that some of the impacts on some of the centres might be a little lower than these estimates, while others might be a little higher, again depending on competitive responses which each of these centres might choose to make. However, these impacts are considered to be minor, and will be temporary in nature, with impacts across all centres expected to dissipate quickly, given the significant projected population and retail market growth within the trade area.

Generally, retail trading impacts between 10% and 15% are considered by the industry to be significant but acceptable, with impacts less than 10% considered relatively moderate, and impacts less than 5% generally considered to be minor/negligible. However, other factors such as the current trading performance, potential loss of services to the community, expected growth in the region and overall net community benefit should also be considered.

This analysis demonstrates that the roles and functions of none of the higher order centres, or indeed proposed town centres will be compromised by the proposed development. Nor will the proposed development have a detrimental effect on the role of the surrounding neighbourhood shopping centre network, as these centres will continue to serve the convenience and top-up shop needs of their respective local catchments.

In summary, the proposed development is not expected to impact on the existing or proposed centres hierarchy in the region, and represents a suitable development within a designated centre. We recommend a staged development that would serve to minimise/mitigate trading impacts across the network.

7.1.7. Employment Impacts

The proposed development concept being considered for the Middleton Grange Town Centre could support significant permanent employment as well as further jobs across the broader economy in the form of multiplier induced impacts. For example, additional supply chain jobs will be created across industries servicing the retail and non-retail tenants at the site, including transport workers, wholesalers and the like.

The planning proposal will enable additional on-going employment within the town centre, and further multiplier induced employment, than could otherwise be generated under the current zoning of the subject site.

Table 8 presents estimates of the expected employment that could potentially be supported at the Middleton Grange Town Centre subject site, assuming the proposed development concept is developed in its entirety.

Hill PDA have relied upon various data sources including data from retailers, the ABS, state and local government agencies, as well as 30 years of experience as consultants to the retail and property development industries to estimate the employment impacts.

As shown, the proposed development concept could potentially result in around 883 jobs on site (i.e. 741 full-time equivalent (FTE) jobs). Allowing for a small redistribution of employment elsewhere across the region, estimated to be in the order of 5%, the overall incremental employment that could be created at the centre is estimated 839 jobs, or around 678 FTE jobs.

Table 7 - Middleton Grange Town Centre – Potential Employment Creation

Type of use	Area (sq.m)	Job Ratio (sq.m/job)	Jobs (Total jobs)	FTE * Ratio	Jobs (FTE jobs)
<u>Retail</u>					
Major Retailer	9,750	35	279	80%	223
Mini-major & specialty shops (inc. Restaurants)	11,510	25	460	80%	368
Total retail	21,260		739		591
<u>Commercial/other</u>					
Commercial	2,490	35	71	90%	64
Medical	1,200	50	24	80%	19
Community Centre	500	250	2	80%	2
Entertainment	2,090	200	10	80%	8
Childcare	1,100	30	37	80%	29
Total commercial/other	7,380		144		123
Total dev. area GLA	28,640		883		714
Potential impact other centres			5.0%		5.0%
Net employment creation			839		678

*FTE = Full-time Equivalent positions

Source: APP Corporation Pty Ltd; MacroPlan Dimasi

Table 7 provides an estimate of the total additional employment that would be created as a result of the proposed development, including both direct (i.e. on-site) employment and indirect (i.e. multiplier induced) employment. To calculate the likely total economic stimulus that can be attributed to the proposed expansion due to the employment which it will create, we have had regard to ABS Australian National Accounts Input/Output multipliers.

As shown in Table 8, we estimate the proposed development could result in around 839 additional jobs on site. Having regard to employment multipliers from the ABS, we estimate this would also lead to a further multiplier induced jobs, equating to a total of 336 jobs across the broader economy. The proposed expansion will therefore result in a significant stimulus to local employment within the local area, and also the wider NSW economy.

The very substantial number of additional jobs that will result from the proposed development is a direct economic benefit which can be quite clearly assessed, as set out above. There will also be temporary employment created through the construction phase of the project and there will be other significant consumer benefits resulting from the project, which though a little more difficult to quantify are nonetheless equally important. Those benefits are discussed below.

Table 8 - Middleton Grange Town Centre – Estimated potential employment across economy

Type of use	Direct net employment	Supplier employment multiplier effects	Total employment economy
Total retail	702	281	983
Total commercial/other	137	55	192
Total dev. area GLA	839	336	1,175

* Employment totals include both full-time and part-time work
Source: APP Corporation Pty Ltd; MacroPlan Dimasi

7.1.8. Other economic and community benefits

In addition to the additional employment impacts outlined above there are a range of other net community benefits that could potentially be realised if the planning proposal is approved and the development concept is realised.

These are outlined as follows:

- Reduced travel distances and times for current and future residents of Middleton Grange, and the broader main trade area when accessing retail amenities and other commercial, community and entertainment uses.
- Additional retail choice and competition for current and future residents of Middleton Grange, and residents more broadly across the main trade area.
- Improved housing choice and residential density within the Liverpool LGA, which is important considering the rising prices of housing across metropolitan Sydney. High density, smaller scale apartment style residential development should lead to more affordable housing outcomes once prices for larger, detached housing product begin to reach particular threshold levels that make the high density living option a worthwhile proposition for a consumer.
- Improved job access for future residents of the Middleton Grange town centre, and indeed, residents more broadly across Liverpool LGA and SWGC.
- Jobs, retail amenities, lifestyle development and services in proximity to high density living. This is a key principle of *A Plan For Growing Sydney* and is particularly important for a town centre that does not have rail access.
- Increased investment/economic stimulus in the Liverpool LGA, which will flow-through to job creation and should provide some stimulus to residential development in the Middleton Grange precinct.
- Will assist to meet employment and residential dwelling targets for the Liverpool LGA, within minimal impacts on the surrounding environment due to the compact nature of the proposed development (i.e. high density).

- Provision of wide range of retail and commercial uses, in an accessible and community oriented main street design, including community centre, child care facility and medical uses.
- Consistency with the local council strategic plans and policies, which outline significant future need for additional retail and commercial floor space across the Liverpool LGA and identify Middleton Grange as a key town centre within the centres hierarchy.

7.2. Social and Community

Housing affordability is currently a leading concern for all levels of Government. The rate of population growth in Liverpool between 2006 and 2011 exceeded that of the Greater Sydney region (6%) and New South Wales (5%). It is projected that the population of the Liverpool LGA will continue its strong growth. Median individual, household and family incomes in Liverpool have increased slightly since 2006, however people in Liverpool continue to pay a large proportion of their income on rent – 12% pay more than 30 percent of their household income on rent. Median monthly mortgage repayments in Liverpool are the same as the Sydney median at \$2,167, however this represents a 20 percent increase since 2006. More people in Liverpool pay over 30% of their household incomes on mortgage repayments, being 17% compared to 12% in Sydney. This demonstrates the considerable "housing stress" in Liverpool.

The successful development of the Middleton Grange Town Centre is important if the high level of ongoing housing demand in South Western Sydney is to be met. As a consolidated holding, the site, the subject of this planning proposal, is capable of speedy and well planned development. The provision of appropriate and affordable housing is an essential prerequisite to achieving a range of government policy priorities in the fields of economic development, strong communities, and social sustainability. Greater housing choice is needed to address these needs.

7.3. Traffic

A review of the transport aspects of the planning has been undertaken by Colston Budd Hunt and Kafes Pty Ltd and is included at **Appendix C**.

Road Network

Middleton Grange is west of the M7 Motorway and Cowpasture Road. The main access into the area is from Cowpasture Road, via traffic signal controlled intersections at Qantas Boulevard and Fifteenth Avenue. Flynn Avenue provides a major east-west connection through Middleton Grange. It connects to Qantas Boulevard east of the site. Qantas Boulevard has a signalised intersection with Cowpasture Road. This intersection provides one of the two major access points into Middleton Grange.

North of the site, Southern Cross Avenue is another east-west road through Middleton Grange. It connects to Hall Circuit near the eastern end of the site. Hall Circuit bends south and runs along the eastern side of the primary school where it connects to Qantas Boulevard. Qantas Boulevard, Hall Circuit and Bird Walton Avenue, which runs north from Hall Circuit, currently provide the main connection to residential areas in the northern part of Middleton Grange.

Roads within Middleton Grange are being progressively constructed or upgraded in association with adjacent development. Parts of Flynn Avenue, Southern Cross Avenue and Hall Circuit are yet to be upgraded.

Policy Context

There are a number of strategic state policies which are relevant to future development in the Sydney metropolitan area. The policies include:

- NSW 2021;
- A Plan for Growing Sydney; and
- The NSW Long Term Transport Master Plan.

NSW 2021: A Plan to Make NSW Number One

NSW 2021 sets targets to increase the proportion of commuter trips made by public transport for various areas within Sydney by 2016, including:

- 80 per cent in the Sydney CBD;
- 50 per cent in the Parramatta CBD;
- 20 per cent in the Liverpool CBD; and
- 25 per cent in the Penrith CBD.

NSW 2021 has targets to improve road safety, reduce fatalities to 4.3 per 100,000 population by 2016, double the mode share of bicycle trips made in the metropolitan area by 2016 and increase the proportion of the population living within 30 minutes by public transport of a city or major centre in the metropolitan area.

A Plan for Growing Sydney

A Plan for Growing Sydney provides a strategic plan to accommodate an additional 1.6 million people, 664,000 houses and 689,000 jobs. The plan includes the following goals and actions to achieve them:

- Goal 1: a competitive economy with world class services and transport
- Goal 2: a city of housing choice, with homes that meet our needs and lifestyles
- Goal 3: a great place to live with communities that are strong, healthy and well balanced
- Goal 4: a sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources

NSW Long Term Transport Master Plan

The NSW Long Term Transport Master Plan has been developed, in association with A Plan for Growing Sydney and State Infrastructure Strategy, to support NSW 2021. The key measures identified are as follows:

- providing a fully integrated transport system;
- providing a modern railway system and increase capacity by 60 per cent;
- providing a modern light rail system in the CBD;
- providing a modern bus system to complement the rail networks;
- connect the motorway network, including WestConnex, F3/M2 link and F6;
- reduce congestion in the CBD, including removing the monorail, increasing light rail, improving pedestrian links, increasing ferry use, providing increased capacity on the rail system and improved walking and cycling infrastructure;
- support the growth of new economic centres including the north west and south west rail links, new roads in growth areas and new bus infrastructure;
- connect regional communities through major highway upgrades, and improved rail, bus and air services;

- improve freight efficiency and productivity;
- improve access to Sydney Airport and Port Botany;
- boost walking, cycling and its integration with public transport; and
- preserve future transport corridors.

Public Transport, Walking and Cycling

Middleton Grange is currently served by bus route 853, which connects Carnes Hill and Liverpool via Middleton Grange and Hoxton Park Road. It operates along Flynn Avenue, adjacent to the site. The DCP identifies further potential bus routes to serve the northern part of Middleton Grange, as well as possible bus stop locations. Roads within the area, including adjacent to the site, will include pedestrian footpaths once they are upgraded. The DCP nominates bicycle routes and shared pedestrian/cycle paths, including along Flynn Avenue.

The site of the future town centre is accessible by bus services, with potential for improved services, as well as pedestrian and cycle facilities. The opportunity exists to provide for buses through the town centre, using the proposed new road network. The proposed commercial, retail and residential on the site will therefore be readily accessible by public transport, walking and cycling. The proposed development would increase residential densities close to existing public transport services. To support accessibility by bicycles, appropriate bicycle parking, in accordance with council's controls, should be provided.

The proposed development will therefore satisfy the objectives of NSW 2021, A Plan for Growing Sydney and the NSW Long Term Transport Master Plan policy package as follows:

- enabling residents to readily access buses close to the site;
- providing an appropriate level of on-site parking, with reference to appropriate council and RMS requirements, to encourage greater public transport use and increase the proportion of trips by public transport;
- providing increased residential uses close to the hospital to reduce the need for private car travel; and
- providing for an increase in the proportion of the population living within 30 minutes by public transport of a city or major centre in the metropolitan area.

Traffic Generation

Traffic generated by the proposed development would have its greatest effects during weekday afternoon and Saturday lunchtime peak periods when it combines with other traffic on the surrounding road network.

Surveys undertaken by RMS include the following traffic generation rates for development:

- 0.15 vehicles per hour per apartment for high density residential apartments in town centres;
- 1.2 vehicles per hour per 100m² for commercial uses during weekday afternoons;
- 4.6 and 6.1 vehicles per hour per 100m² for centres greater than 30,000m² on weekday afternoons and Saturdays respectively;
- 0.7 – 0.8 vehicles per hour per child for child care centres during weekday afternoons;
- five vehicles per hour per 100m² for restaurants;
- three vehicles per hour per 100m² for gymnasias in town centres during evening peak hours; and
- 8.8 vehicles per hour per 100m² for medical centres.

Given the mix of uses (which reduces traffic generation rates, as people visit more than one facility on one trip), and the residential development proposed in the town centre (which reduces traffic generation as people already living in the centre would not need to drive), traffic generation of the scale of development envisaged could be some 1,200 to 1,500 vehicles per hour two-way during weekday afternoon and Saturday peak hours.

The measures identified (new road network through the town centre, traffic signals at Flynn Avenue/road 3 and roundabouts at Southern Cross Avenue/road 3 and Flynn Avenue/road 9, intersection treatment at Flynn Avenue/road 4) should be able to cater for this traffic, as well as traffic from other future development in Middleton Grange. The effects of the additional development traffic would be assessed at the development application stage, following traffic counts and analysis.

In relation to traffic and transport:

- The development would provide services and facilities for the surrounding area, reducing the need for residents to travel further afield;
- The development would increase residential densities close to existing public transport services. The proposed road network provides an opportunity to provide for buses to and through the town centre;
- The proposed development is consistent with government objectives to reduce private car travel and encourage public transport use;
- Appropriate on-site parking for cars and bicycles would be provided, consistent with reduced parking provision in town centres with public transport access;
- Appropriate provision for pedestrian access to and through the town centre will be included;
- Road widths and cross sections will be provided in accordance with the principles identified in the DCP for Middleton Grange;
- Access, internal circulation and layout would be provided in accordance with Australian Standards;
- The town centre development would have the potential to generate some 1,200 to 1,500 vehicles per hour two-way during peak periods on weekday afternoons and Saturdays;
- Appropriate intersection controls will be provided along Flynn Avenue and Southern Cross Avenue, including traffic signals at Flynn Avenue/road 3 and roundabouts at Flynn Avenue/road 9 and Southern Cross Avenue/road 3. A right turn bay would be provided on Flynn Avenue for turns into road 4;
- These road works should be able to cater for the development traffic, plus traffic from other future development in Middleton Grange; and
- The effects of the additional development traffic would be assessed at the development application stage, following traffic counts and analysis.

7.4. Community Consultation

Community consultation will be undertaken in accordance with the requirements of the Gateway determination.

7.5. Water Cycle Management

J. Wyndham Prince has prepared a supplementary statement in relation to proposed water cycle arrangements on the site. The concept plans, which include civil plans, are generally consistent with the “Middleton Grange – Water Cycle Management Facilities Design Report” prepared by J. Wyndham Prince, Reference 7575.rpt1A, dated 14 December 2005. Middletown Grange Town Centre is traversed by the Southern Creek, and although the

development layout has changed since this report was prepared, the catchment areas draining to the existing water quality / quantity devices are generally consistent.

Southern Creek is partially piped and collected through the existing channel located just upstream of the site. Currently this creek is crossing the Town Centre site through a natural depression. This portion of the creek traversing the Town Centre site is the missing link between the channel and existing wetland. The design of the trunk drainage through the Town Centre was prepared by J. Wyndham Prince, as detailed on Middleton Grange – Precinct 2 – Town Centre Trunk Drainage Culvert design, Liverpool Council Reference DA64/2007. This detailed design was approved by Council on 11 July 2008 (DA Ref 31/2008).

This trunk drainage box culvert has been designed to cater for flows up to the 100yr. ARI event. Flows are conveyed via the 3 x 3600 x 900 RCB's at a grade of 0.5% to the constructed wetland. Water quality and quantity control is provided by the combined wetlands and detention basins.

The Middleton Grange Town Centre roads and drainage concept design is implementing the drainage strategy for the Southern Creek. The stormwater pipelines are connected to discharge into the trunk drainage box culvert after 3 month flow is diverted to the Gross Pollutant Trap (CDS) units. The pipeline and pits system within the Town Centre development will be designed at the detailed design stage for the Construction Certificate. Liverpool City Council is recommending to design the pipeline system to have a minimum capacity for flows up to 10 years ARI storm event.

Flows greater than 10 years ARI up to 100 years ARI will be checked and ensure would be fully contained within the road carriageway, below the top of kerb, as per Council specification D5.12. With the detail design JWP will ensure that:

- the upstream catchment will be assessed and the overland flow is fully contained within the provided easement;
- the overland flow path will not obstruct upstream flows to increase the flooding upstream Town Centre;
- the overland flow will have a maximum velocity depth is less than 0.4m²/s, for the pedestrian safety;
- considering appropriate environmental measures during construction to be implemented on site to minimize adverse impact in the existing environment;
- The pipeline system will have adequate blockage factor; and
- The overland flow path will be provided with flood signage as per Council standard.

In summary, stormwater management for the Middleton Grange Town Centre development is generally consistent with the "Middleton Grange – Water Cycle Management Facilities Design Report" prepared for the overall catchment of the Middleton Grange site. The devices required for stormwater management of the Middleton Grange Town Centre development have been constructed. The trunk drainage design across the Town Centre is to be constructed in conjunction with the drainage for the Town Centre.

7.6. Social Impact Assessment

A Social Impact Assessment of the planning proposal and anticipating incoming residential and worker population to the Middleton Grange Town Centre has been undertaken by Judith Stubbs & Associates, a copy of which is included at **Appendix E**. The conclusions of this assessment follows.

The net impact of the planning proposal and indicative concepts plans submitted to support the proposal will be:

- An increase in the retail and commercial area by 74%,² or an additional 27,292 m² of retail and commercial floor area; and
- An increase in the number of dwellings. Depending on assumptions, this would increase from 176 to 862, or an additional 686 dwellings, with an estimated additional population of 1,600; or from around 460 apartments to 862, an increase of 402 apartments. In either case this will result in a likely total population of the suburb of Middleton Grange of 11,000 people upon completion.

The proposal provides significant benefits in terms of increased housing diversity, local employment opportunities, increased sustainability in terms of ability to walk to a wide range of retail, services and commercial activities and reduced commuting, and the opportunity to provide improved amenity of the public domain, and to address the existing serious deficiency in baseline services and facilities for the growing population of the suburb, now estimated at around 5-6,000 people.

Although not generally considered good planning practice to locate such density at some distance from a major service centre or CBD, the proposal to provide such a high level of services, the development's proximity to Leppington Railway Station, and the absence of higher density alternatives in the locality to meet the needs of an aging population and those seeking to downsize from a large freestanding home, as well as the lack of alternative dwelling choice in this part of the LGA, are mitigative factors in this regard.

The population of Liverpool LGA aged 65+ is projected to more than double by 2031, whilst those aged 80+ is projected to triple. Despite this, there were just 22 apartments (0.4% of stock) in Hoxton Park – Horningsea Park SA2; whilst within a 5km radius of the subject site there were 800 flats and units, representing just 3% of dwellings. There is thus limited choice for those seeking to downsize or purchase a lower cost dwelling in the locality.

Employment in the locality is projected to increase significantly as a result of the proposed development. A total of 883 jobs (or 714 full time equivalent jobs (FTE)) are expected to be provided, with a probable increase of 662 jobs (536 FTE) as a result of the changes to planning controls. A further benefit will be to provide lower skilled and entry level workers with local employment in retail, warehousing, clerical and other lower skilled employment who currently commute to employment centres within South Western Sydney, and to the Sydney and Parramatta CBDs. Existing jobs within the Hoxton Park – Horningsea Park SA2 are servicing a relatively local workforce, and it is likely that this would continue to be the case, with additional benefits for environmental sustainability for existing and incoming residents of Middleton Grange and surrounds.

The lack of virtually any baseline services in Middleton Grange, the very poor amenity of the public domain, and the lack of connectivity and safe walkability for families around the southern part of the suburb is of particular concern. As noted frequently in the resident survey undertaken as part of the assessment, there are no children's playgrounds, community facilities, seating, shaded areas, BBQs or plantings in open spaces areas, no formal or informal meeting or focal points for community activities, no corner shop or café, and as many noted, 'just nowhere to walk to'. In addition, the lack of connectivity to the public school from nearby streets such as Bonython Avenue, the narrowness of streets and incomplete footpaths, and the lack of a planned feeder road (Middleton Drive) all contribute to a sense that this community has not received an equitable share of community resources, and that

there has been a lack of co-ordination in this regard. This doubtless has contributed to the positive response from most community survey respondents regarding the proposal to develop higher order shops, services, parks, and potentially improved connectivity through the proposed development. The planning proposal provides an opportunity to address many of these matters.

As well as likely positive aspects of the proposed changes, there are a number of potential negative impacts of the proposal that need to be considered and addressed at the detailed planning stages. These relate to increased traffic generation within an already problematic service scenario, potential amenity impacts related to the introduction of a very different urban form to that within the existing residential areas, potential for poor urban integration between existing and proposed development, the lack of affordability of apartments based on proposed price points, the potential for the proposed town square to be less than optimal with regard to solar access and layout, and potential for parking impacts onto narrow and often parked out adjacent residential streets.

The overall perception of researchers was that most people who responded to the community survey felt positive about the development when the details were described to them, noting that a reasonable proportion already had quite good knowledge of the proposed changes. Around 45% of respondents to the community survey had only positive comments about the proposal, and the vast majority put forward positive views about several aspects of the proposal, including those noted in relation to potential positive impacts above.

Of those who also made negative comments, these were mostly about the potential to generate additional traffic given what is seen as highly congested egress from the suburb now, and the lack of a proper feeder road from the estate leading to a range of internal traffic and safety problems (47% of respondents, or almost all of those who had a negative comment). Around 12% of respondents (7 people) felt negatively about the proposed height or changed amenity related to apartments, with all of these living in streets adjoining or overlooking the Town Centre.

The proposed Town Square will provide an important community focal point for existing and incoming residents, and its design and amenity is a crucial aspect of the success of the proposed development. Although issues such as the detailed design of the Town Square, solar access and the like are considerations for later stages of planning, a number of design options and recommendations have been put forward for consideration for the detailed design phase. The addition of a smaller local/branch library with a range of community activities facing onto the Town Square could make an important contribution to the educational and cultural life of the community and enlivening this space, as noted in the community survey. The interface between existing low rise dwellings and service walls, as well as between existing development and proximate apartments, may also need to be addressed to achieve good urban integration, for example, through increased graduation of height, step back of storeys or increased setbacks. It is likely that much of this could be achieved through more detailed and nuanced design, and again there are likely to be a range of positive benefits associated with the proposal to amend controls and with the development as proposed, including the opportunity to address the current lack of baseline services in Middleton Grange. A number of potential adverse impacts have also been identified. Most of these are able to be mitigated through good urban design in detailed planning stages, the provision of relevant services and facilities, and other mitigations proposed in this report. Significant additional benefit to the local and wider community could be provided through partnering with Council to address backlog issues such as lack of connectivity, very poor amenity in the public domain, lack of basic services, provision of attractive meeting spaces throughout the development,

improved urban and social integration between the existing and proposed developments, and a direct and indirect contribution to affordable housing.

An assessment of potential Section 94 funds available, and a range of preliminary recommendations are outlined in Table 9 below. These need to be further considered by proponent and also workshopped with Council to determine priorities, roles and responsibilities. The development of a comprehensive voluntary planning agreement or other mechanisms to provide an integrated response to local services provision, public domain upgrades, connectivity, and design elements is also recommended.

The *Liverpool Contributions Plan* was based on a smaller number of dwellings (estimated at 176 based on minimum dwelling density requirements), hence if the proposal is endorsed, the quantum of Section 94 contributions will increase. However, it is noted that the contribution was based on a fixed set of services and facilities, so that there would potentially be the capacity to provide for additional local facilities with additional contributions collected.

The additional 686 dwellings equates to an additional \$12,652,500 under Council's *Contributions Plan*. There are a number of potential facilities upon which these additional funds could be spent, with a number of these listed for consideration (refer to Table 9). Given the significant backlog of baseline services, facilities and open space improvements, and the very poor amenity of the southern part of the existing suburb, it is recommended that priority be given to local (rather than District or Regional) expenditure of these additional funds, which could also be used in partnership with Council with regard to any funds held in trust for the existing local community.

The following table provides a preliminary assessment of likely service needs and priorities for related to the proposed development. It is divided into four columns.

- The first sets out likely additional requirements under Council's Contributions Plan 2009 against relevant standards.
- The second column sets out a preliminary list of potential works and facilities that could be funded locally (within the southern section of Middleton Grange suburb that would also benefit the existing development and likely marketability of the area), and in more detail in the body of the report;
- The third sets out potential to value add through a VPA or similar negotiation. Although items would not generally be considered as coming under the ambit of Section 94, there may be some negotiation of offsets or trade-offs.
- Column 4 sets out a preliminary review of Council's responsibilities, noting that there are significant backlogs in the provision of baseline services and basic public amenity to this community at this stage.

Table 9 : Potential Uses of Additional Section 94 Contributions, Potential to Add Value and Other Responsibilities

Item	Required under <i>Contributions Plan 2009</i>	Potential Uses for Additional Section 94 Contributions	VPA (Potential to Add Value to the Community)	Council or Other Public Authority Responsibility
Community and Cultural Services (Ref also Table 14.2)	Additional 90 sq metres of floor space for MPCC	Embellishments to MPPC with adequate outdoor play space, dedicated youth space, space for older people, and potential opportunity for community garden, with design and inclusions for the whole centre based on consultation with key user groups		Funding of a Community Development Worker ASAP (and to operate from the MPCC after construction) for at least the duration of the development to act as a catalyst for community building, service brokerage and social integration
				Completion of MPCC using past and anticipated contribution as a matter of priority, potentially as modular or staged development to provide baseline services as soon as possible to address backlog.
	Additional library space required at District level but proposed as local library as a key community and cultural facility (see next column)	Branch Library of 460 sq metres as part of Commercial development in TC with shopfront to Town Square (on proposed Lots 2 or 3) including a range of activities for children, youth and older people, and cultural educational and community programs and usage		Staffing for local library Brokerage of community and cultural activities

Item	Required under <i>Contributions Plan 2009</i>	Potential Uses for Additional Section 94 Contributions	VPA (Potential to Add Value to the Community)	Council or Other Public Authority Responsibility
		Development of public art, for example mosaic seating, murals and other installations that celebrate culture and history, designed and implemented in conjunction with residents, businesses, etc		Expertise in community arts and cultural development to support the community engagement, design and development process
Children and Young People		Dedicated space in the expanded MPCC for youth activities, including outdoor space for recreational activities (e.g. half court, skate park, etc) based on community consultation on priorities	Commercial child care centre incorporating adequate preschool places as part of the TC commercial development with adequate outdoor, sunlit space (e.g. rooftop garden)	Partner with Manta Group on development of youth recreational facilities, support with ongoing Management Part-time Youth Worker to facilitate youth programs
		Provide youth friendly spaces and activity areas for young people throughout the TC development and surrounds (e.g. half-court BB; table tennis in Town Square; bike track, seating areas in open space areas) based on consultation with young people and service providers (see Sections 11 and 14 of SIA)		Advocate for a timely increase in primary school capacity Support for community consultation/design process Broker/provide Out of School Care at MG Public School Advocate for an increase in FDC places.

Item	Required under <i>Contributions Plan 2009</i>	Potential Uses for Additional Section 94 Contributions	VPA (Potential to Add Value to the Community)	Council or Other Public Authority Responsibility
Older People		Provide age-friendly spaces and activities as part of the expanded MPCC, and throughout public spaces (see Sections 11 and 14 of SIA)	Commercial retirement village with ILUs and a high care facilities (if funding available) as part of the TC, including some affordable accommodation and services	Advocate for an increase in high care places and aged care packages in Liverpool LGA to meet additional projected demand to 2031
		Provide accessible walking paths linking existing and new areas to the TC and all facilities/open space areas to facilitate aging in place, with pathways accessible in accordance with AS1428 (see Sections 11 and 14 of SIA).	5-10% of dwellings to be adaptable dwellings per AS4288	Contribution to /partnering with Manta Group on accessible pathway to link/ integrate existing and new areas to address backlogs
Health and Welfare Services		Include sessional space for visiting and specialist health services in MPCC	Provision for adequate space and proactive partnering with the range of health services identified in Table 14.2 within the new commercial centre to meet the additional demand generated	Broker visiting services for MPCC through Community Development Worker
		Provide outreach space for services including SWS Community Legal Centre, Family Support and Welfare Services		Broker visiting services for MPCC through Community Development Worker

Item	Required under <i>Contributions Plan 2009</i>	Potential Uses for Additional Section 94 Contributions	VPA (Potential to Add Value to the Community)	Council or Other Public Authority Responsibility
			Develop timely service agreements with relevant service providers such as medical centre, pharmacy, childcare and aged care providers prior to development	
Recreation and Open Space		Provide a high amenity Town Square regarding additional usable space, and incorporating design principles and elements from Section 14 of the SIA	Provision of 2,090 sq metres for entertainment facilities, in consultation with the community, noting preferences expressed in the survey for outdoor café's, 'eat street', restaurants, a cinema and a licensed hotel.	
	Provision of additional 2.6 ha of parkland/recreational space to meet increased population generated, or trade off against sporting field development (valued at potentially \$2m) (see next column)	Use of (to be confirmed) around \$2m to contribute to upgrade of Middleton Grange Sporting Fields to at least a District Level Complex Could also dedicate some of the additional s94 funds to this purpose, depending on budget and costings on other priority works (see below)		Upgrade of Middleton Grange Sporting Fields to at least a District Level Complex Develop using funds collected to date, as well as additional s94 in kind contributions from Manta Group

Item	Required under <i>Contributions Plan 2009</i>	Potential Uses for Additional Section 94 Contributions	VPA (Potential to Add Value to the Community)	Council or Other Public Authority Responsibility
		Priority to undertake embellishment of existing open space (ref. Sections 11 and 14 of the SIA) including appropriate plantings, children's park, youth and aged friendly spaces, community food gardens, shaded seating, BBQ areas, and linked walking paths (potentially in partnership with Council)		Address backlog in relation to public domain improvements in partnership with Manta Group
		Provide a high quality adventure playground or similar large and creatively designed children's park developed in consultation with local families		Partnering on contribution, design and community consultation on playground
Transport		Investigate opportunities to reduce traffic congestion at intersection of Qantas Boulevard and Cowpasture Rd from district level S94 contributions (understood as being considered under a more detailed traffic study)		Partner with Council on road up-grades depending on assessed roles and responsibility, monies already held in trust, etc Advocate for bus link to Leppington Station, and improved bus services to Liverpool CBD and Carnes Hill from the TC

Item	Required under <i>Contributions Plan 2009</i>	Potential Uses for Additional Section 94 Contributions	VPA (Potential to Add Value to the Community)	Council or Other Public Authority Responsibility
		Provide bus interchange area within the Town Centre to facilitate easy access to public transport, particularly for older people		Advocate for timely improvement in services
		Construction of local cycle ways and walkways to link existing residential areas to the proposed TC and all facilities and services, and to provide for good urban integration		Provide for construction of Middleton Drive and other access roads including footpaths as a priority, including through compulsory acquisition of land if necessary Construct district level cycle Way
Amenity improvements			Detailed design of Town Square in later stages to provide for good solar access, vibrant, usable and welcoming public spaces, café, retail and library space that addresses and enlivens the street scape, etc	Support for design process and community engagement

Item	Required under <i>Contributions Plan 2009</i>	Potential Uses for Additional Section 94 Contributions	VPA (Potential to Add Value to the Community)	Council or Other Public Authority Responsibility
			Ensure urban integration reflects good practice, e.g. with regard to graduated height between low density and higher density areas, appropriate interface between service walls adjoining residential areas, etc.	Support for design process and community engagement
Affordable and Lower Cost Housing			Provide 10% of dwellings in each apartment bedroom type as minimum apartment sizes under the apartment design guide with minimum parking per Council's DCP	
			Provide an affordable housing contribution in perpetuity (in cash or in apartments) of 5% of saleable floor area to be managed by a local Registered Community Housing Provider (see also Recommendations).	
Emergency Services				Council advocate for and monitor provision of a range of emergency services per Table 14.2 of the SIA.

As well as further consideration of the above items and priorities, a fully costed proposal by the proponent would be required to demonstrate the benefit of the proposed cash and in-kind contributions. The development of a comprehensive voluntary planning agreement or other mechanisms to provide an integrated response to local (including in-kind) services provision, public domain upgrades, connectivity, and design elements is recommended. Should Gateway determine that the proposal should proceed, we have no issue with the imposition of a condition in relation to provision and delivery of infrastructure as a result of the planning proposal, the details of which to be exhibited with the planning proposal.

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Development Control Plan

8. Development Control Plan

8.1. Development Control Plan

Liverpool Development Control Plan 2008 (Liverpool DCP 2008) currently applies to the site. The following parts of Liverpool DCP apply to Middleton Grange:

- Part 1 - General Controls for all Development;
- Part 2.5 - Middleton Grange;
- Part 3.8 - Non-residential development in Residential zones; and
- Part 6 – Development in Business zones (except Liverpool City Centre).

Table 10 sets out the manner in which the existing Liverpool DCP 2008 - Part 2.5 controls are proposed to be applied.

Table 10 - Application of Liverpool DCP 2008 Part 2.5

Section	Provision	Application to site	Comment
1	Preliminary	Adopted in part	Alternate layout provided for Town Centre
2	Controls for Public Domain	Adopted in part	Alternate street design and treatment plan provided
2.1	Street Network	Adopted in part	Updated cross sections provided for all street types including alternate street type for Bravo Avenue (12.5 m wide)
		Adopted in part	Updated bus routes and bus stop plan provided
2.2	Pedestrian and cycle paths	Adopted in part	Updated cycle path plan provided
2.3	Streetscape and Street Trees	Adopted in part	Updated street tree plan provided
2.5	Stormwater Management	Adopted	
3.	Controls for Private Domain	Adopted	Not generally relevant to the site
4.	Neighbourhood Centre	Adopted	

The updated drawings are provided in **Appendix D** – Revised DCP Plans.

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Conclusion

9. Conclusion

9.1. Conclusion

This Planning Proposal is submitted to Council in support of an amendment to Liverpool Local Environmental Plan 2008 (Liverpool LEP 2008) to rezone a 9.7 hectare parcel of land at 60-80 Southern Cross Avenue and 45-65 Hall Circuit, Middleton Grange. The redevelopment opportunities on the site, facilitated by this Planning Proposal, will ensure that the Middleton Grange Town Centre, be given every opportunity to succeed as a place of mixed use, providing opportunities for retail and commercial investment. It will also support the quality of life offer for residents and workers by providing the necessary retail (supermarket, specialty retail, discount department stores and restaurants), personal and community services (community centre, medical centre) and open space (new town square and green space) to ensure the viability, liveability and marketability of Middleton Grange as a place to live, work, shop and play. Furthermore, it provides a real opportunity to provide a range of housing products within the local at different price points, including housing for moderate income households.

The site is currently zoned part B2 Local Centre, part R1 General Residential, part RE1 Public Recreation and part SP2 (Drainage) under Liverpool LEP 2008. The proposed changes to Liverpool LEP 2008 include:

- the realignment of boundary of B2 Local Centre to align with cadastre boundaries of approved super-lot subdivision application, reduce the number of lots which have dual / split zonings and facilitate rationale building and development boundaries;
- rezoning part the site from RE1 Public Recreation to B2 Local Centre to accommodate a future publicly accessible through site link that will have active uses at ground and upper levels;
- rezoning part of the site from R1 General Residential and SP2 (Drainage) to RE1 Public Recreation to provide two new public parks and maintain the quantum of RE1 Public Recreation zoned land within the site; and
- rezoning part of the site from SP2 (Drainage) to B2 Local Centre and R1 General Residential to provide greater flexibility and adaptive management of this land and opportunities to respond to changing demographic trends and provide the public with infrastructure services outside of nominated locations.

The proposal also includes an amendment to Schedule 1 – Development for Certain Additional Purposes to enable the use of parts of the site for a ‘business premises’, ‘health services facility’, ‘office premises’ and a ‘service station’ and nominates new development standards to guide future development.

The Planning Proposal is supported by a series of concept plans, which represent the overall planning framework and preferred outcome for the Middleton Grange Town Centre. The concept plans include:

- a Town Centre comprising approximately 36,881 m² of retail, commercial, medical, community and entertainment space and 75,840 m² of residential space;
- 862 dwellings;
- new roads and infrastructure;
- new town square; and
- landscaped open space and parks.

The site is occupied by a number of residential dwellings and ancillary structures and comprises very little vegetation. The site does not contain any critical habitat for threatened species, populations or ecological

communities, or their habitats and it is not expected that any threatened species, populations or ecological communities will be adversely affected as a result of the proposal. The site does not contain any European or aboriginal items or relics. Existing utility services are available to service the demand generated by the proposal.

In terms of economic impact, the analysis undertaken by Macro Plan Dimasi demonstrates that the roles and functions of none of the higher order centres, or indeed proposed town centres will be compromised by the proposed development. Nor will the proposed development have a detrimental effect on the role of the surrounding neighbourhood shopping centre network, as these centres will continue to serve the convenience and top-up shop needs of their respective local catchments. The proposed development is not expected to impact on the existing or proposed centres hierarchy in the region, and represents a suitable development within a designated centre.

The proposed development concept being considered for the Middleton Grange Town Centre could support significant permanent employment as well as further jobs across the broader economy in the form of multiplier induced impacts. Additional supply chain jobs will be created across industries servicing the retail and non-retail tenants at the site, including transport workers, wholesalers and the like. The Planning Proposal will enable additional on-going employment within the town centre, and further multiplier induced employment, than could otherwise be generated under the current zoning of the subject site. The proposal could potentially result in around 839 jobs on site (i.e. 678 full-time equivalent (FTE) jobs) and lead to a further multiplier induced jobs, equating to a total of 336 jobs across the broader economy. The proposed expansion will therefore result in a significant stimulus to local employment within the local area, and also the wider NSW economy.

In addition to the additional employment impacts outlined above there are a range of other net community benefits that could potentially be realised if the Planning Proposal is endorsed and the development concept is realised, namely:

- reduced travel distances and times for current and future residents of Middleton Grange, and the broader main trade area when accessing retail amenities and other commercial, community and entertainment uses.
- additional retail choice and competition for current and future residents of Middleton Grange, and residents more broadly across the main trade area.
- improved housing choice and residential density within the Liverpool LGA, which is important considering the rising prices of housing across metropolitan Sydney. High density, smaller scale apartment style residential development should lead to more affordable housing outcomes once prices for larger, detached housing product begin to reach particular threshold levels that make the high density living option a worthwhile proposition for a consumer.
- improved job access for future residents of the Middleton Grange town centre, and indeed, residents more broadly across Liverpool LGA.
- Jobs, retail amenities, lifestyle development and services in proximity to high density living. This is a key principle of *A Plan For Growing Sydney* and is particularly important for a town centre that does not have rail access.
- Increased investment/economic stimulus in the Liverpool LGA, which will flow-through to job creation and should provide some stimulus to residential development in the Middleton Grange precinct.
- Contribution to employment and residential dwelling targets for the Liverpool LGA, within minimal impacts on the surrounding environment due to the compact nature of the proposed development (i.e. high density).

- Provision of wide range of retail and commercial uses, in an accessible and community oriented main street design, including community centre, child care facility and medical uses.
- Consistency with the local council strategic plans and policies, which outline significant future need for additional retail and commercial floor space across the Liverpool LGA and identify Middleton Grange as a key town centre within the centres hierarchy.

The Planning Proposal is worthy of Council's support. It is recommended that Council forward the Planning Proposal to the Department of Planning and Environment for Gateway Determination.

Appendix A – Concept Plans

Appendix B – Economic Justification

Appendix C – Traffic and Transport

Appendix D – Revised DCP Plans
