

COUNCIL RESOLUTION 21 NOVEMBER 2011

ITEM NO: PLAN 04
FILE NO: 2011/4555
SUBJECT: OUTCOME OF LAND USE STUDY FOR FORMER COUNCIL
ADMINISTRATION BUILDING SITE

RECOMMENDATION

That Council:

1. Prepares a Planning Proposal to rezone the southern portion of the site from SP2 Public Administration Building to B6 Enterprise Corridor and RE1 Public Recreation and forwards the Planning Proposal and supporting documentation to the Department of Planning and Infrastructure seeking Gateway Determination.
South West December
2. Notes that extensive public consultation will be undertaken as part of the rezoning process.
to be carried out after Department's response
3. Seeks Expressions of Interest for the site to confirm and/or assist in the determining an appropriate zone for the site.
4. Considers a further report outlining the outcomes of the public consultation and Expressions of Interest for the future use/development of the site.
May 2011

COUNCIL DECISION

Motion: **Moved: Cllr Lucas** **Seconded: Cllr Hadchiti**

That the recommendation be adopted.

On being put to the meeting the motion was declared CARRIED.

Mayor Waller, Cllr Stanley and Cllr Karnib requested that their names be recorded as voting against the item.

LIVERPOOL CITY COUNCIL

CITY PLANNING REPORT

ORDINARY MEETING

21/11/2011

ITEM NO:	FILE NO:	2011/4555
SUBJECT:	OUTCOME OF LAND USE STUDY FOR FORMER COUNCIL ADMINISTRATION BUILDING SITE	
COMMUNITY STRATEGIC PLAN REFERENCE:	DECISION MAKING PROCESSES ARE TRANSPARENT AND THE COMMUNITY HAS OPPORTUNITIES TO BE INVOLVED	

EXECUTIVE SUMMARY:

At its meeting of 28 February 2011, Council resolved, in part to consider the future use of Council's former Administration Building site at 1 Hoxton Park Road for sale, lease or alternative community use. Further, at its meeting held on 23 May 2011 Council resolved to call for Expression of Interest for the northern portion of the site.

As a consequence, Council at its meeting on 25 July 2011 resolved to engage an independent town planning consultant to detail the potential future use and development options of both the former Council administration building site at 1 Hoxton Park Road, Liverpool, the adjoining site at 110 Memorial Avenue, and also the land between Brickmakers Creek and the Transitway corridor.

Council engaged APP Corporation Pty Limited (APP) to undertake the land use study, which considered the site constraints, planning controls and market climate. Upon review of the consultants report, Council officers recommend that Council undertake a number of actions to realise the social and economic benefits of the currently under utilised site.

Therefore, it is recommended that Council prepares and publicly exhibits a planning proposal to rezone the southern portion (Hoxton Park Road frontage) of the site from SP2 Public Administration Building to B6 Enterprise Corridor, while also seeking Expressions of Interest for the entire site from the market, which could potentially act as a catalyst to stimulate economic development and contribute to Liverpool's growing Regional City status.

DETAILED REPORT:

Background

Council purchased the building at 33 Moore Street, Liverpool as the new Administration Building for Council and is progressively consolidating its administrative services to the City Centre. Although the move has provided a positive economic stimulus to the City Centre, the former administration site at 1 Hoxton Park Road remains under utilised. The development of site may provide an important catalyst to encourage further development within the area. At its meeting of 28 February 2011, Council resolved, in part, to consider the future use of Council's Hoxton Park Road site for sale, lease or alternative community use.

At its meeting on 25 July 2011, Council considered a report to provide direction on the future of the former Council administration building site at 1 Hoxton Park Road, Liverpool and the adjoining site at 110 Memorial Avenue, Liverpool. Council resolved to engage an independent town planning consultant to detail the potential future use and/or development options for the site and to receive a future report outlining the consultant's findings.

Site Identification

The subject site is identified by legal description and address in Table 1. Figure 1 shows an aerial photograph identifying the subject site.

Table 1: Site identification

Address	Property identifier	Site area (sqm)	Current Land Use Zone
1 Hoxton Park Road	Lot 103 DP 877139	21,370	SP2 Infrastructure (Public Administration building)
3 Hoxton Park Road	Lot 102 DP 877139	9,158	RE1 Public Recreation
Lot 104 Hoxton Park Road	Lot 104 DP 877139	6,934	SP2 Infrastructure (Public Administration building)
110 Memorial Avenue	Lot 3 DP 574089	6,454	RE1 Public Recreation
110 Memorial Avenue	Lot 105 DP 877139	2722	RE1 Public Recreation
Hillier Oval	Lot 27 DP 218400	2620	RE1 Public Recreation



Figure 1 - Site identification

Consultants Report

After undertaking a selected tender process, Council engaged APP Corporation Pty Limited (APP) to undertake the land use and development feasibility.

The report prepared by APP details the potential future uses and development options for the sites by reviewing the following elements.

Site Analysis and Constraints

The site analysis outlines the location, surrounding development, land area and dimensions and the access arrangements. The key findings of the analysis is that the site:

- has prime frontage to Hoxton Park Road, with direct access via a signalised intersection, and is also well served by the surrounding regional road network;
- does not contain any critical habitat or conservation areas;
- is not affected by road widening or realignment provisions;
- is not defined as bushfire prone land; and
- does not contain any items of environmental heritage.

The site is affected by flooding along the Brickmakers Creek corridor. The extent of the flooding within this catchment is currently modelled. However, planned future upstream drainage works will lessen the impact of flooding within this catchment and on the site.

It is not envisaged that additional flood studies will be required at this stage, as the existing flood modelling will be utilised to determine the extent of zone boundaries. Council, or a future applicant, may undertake future flood modelling in association with the upstream drainage works or as part of a specific development application or as required by the Department of Planning and Infrastructure during the rezoning process.

Planning Framework

The planning framework identifies the restrictions on the site in terms of planning controls, such as the State Environmental Planning Policies (SEPP), Section 117 Ministerial Directions, Liverpool Local Environmental Plan 2008 (LLEP 2008) and Liverpool Development Control Plan 2008 (LDCP 2008).

The main considerations in terms of the planning framework are the current zone of the land which is 'SP2 Infrastructure - Public administration building'. This zone is restrictive in that it only permits public administration buildings, roads and environmental protection works. Other main considerations include the requirements for development on flood prone land contained in SEPP's, Section 117 Ministerial Directions, LLEP 2008 and LDCP 2008.

Highest and Best Use Opportunities

In considering the highest and best use opportunities for the site, the consultant considered the following land uses:

- R3 Medium Density Residential,
- R4 High Density Residential,
- B1 Neighbourhood Centre,
- B2 Local Centre,
- B4 Mixed Use,
- B5 Business Development,
- B6 Enterprise Corridor,
- RE1 Public Recreation, and
- RE2 Private Recreation.

An analysis of each land use, and potential combinations, were investigated and the consultant recommended a combination of B2 Local Centre or B6 Enterprise Corridor for the southern portion of the site, with the remaining northern portion to remain as RE1 Public Recreation.

Market Analysis and Commercial Considerations

The market analysis reviews the potential financial return for residential, commercial and recreation/community development such as residential flat buildings, multi dwelling housing, medical centre, office building, recreation and childcare centres.

The report concludes that a limited estimated return on investment is envisaged due to the current market conditions and perceived costs of re-developing the site.

However, Council has also experienced a significant level of development interest over the past twelve months or so, and therefore it is recommended that Council also seek Expressions of Interest for the use of the site. This process will determine the level of interest currently within the market and to ensure all potential opportunities for the site are considered.

The Expression of Interest process could also provide important detailed information to assist in the preparation and finalisation of the planning proposal. The findings of both the Expressions of Interest and public exhibition would be reported back to Council prior to finalisation.

Assessment of Options

Council officers have reviewed the information and analysis provided by APP. The future options for the site are outlined below, with a brief assessment for each option.

1. Rezone the administration site (southern portion of study area) to B2 Local Centre.

The B2 Local Centre zone is suitable to provide for a range of goods and services on a district basis. A B2 Local Centre zone permits a wide range of uses including retail and business premises, health services facilities, community facilities, entertainment facilities and function centres. Many of the permissible uses integrate well with the adjoining Whitlam Leisure Centre and associated open space. Additionally, indoor and outdoor recreation facilities are also permitted within the zone, however major recreation facilities are prohibited.

It should be noted that the demand to develop a local centre in this location may be limited due to the proximity (200 metres) of the existing centre located at the Flowerdale and Hoxton Park Road intersection.

2. Rezone the administration site to (southern portion of study area) B6 Enterprise Corridor

The Hoxton Park Road frontage ensures excellent commuter exposure and potential increased economic viability for commercial development permitted by the B6 Enterprise Corridor zone. Rezoning this site to B6 is consistent with the application of the zone under the Liverpool LEP 2008 in that it provides for a range of commercial and other employment generating uses along a key corridors leading into the Liverpool City Centre.

The permissible uses in the zone allows for a wide variety of business, community and recreation uses that give Council flexibility in terms of sale, lease or retention of the site.

3. Retain the RE1 Public Recreation zone to northern portion of site (Roller Rink) and land along Brickmakers Creek

The current constraints of the lot configuration and width, and the location of Brickmakers Creek restrict the development potential of the northern portion of the site. However, there may be opportunities for both the northern and southern portions of the site to be integrated as part of a development proposal, which utilises the creek amenity and dual vehicular access points (Hoxton Park Road to the south and Memorial Avenue to the north). This opportunity would be explored during the Expressions of Interest process. The site could also be used as an extension to facilities provided at the Whitlam Centre or as residential in the future if property market improves.

4. Do not rezone the site and await improvements in the market to undertake another analysis of potential options for the site.

An option is to retain the existing zoning and 'do nothing' until there is proven improvement in the market for residential or commercial development. This option is not considered favourable in that the current zoning is restrictive and the site would remain under utilised.

By rezoning the site and seeking Expressions of Interest, Council may discover interest from investors who have carried individual feasibilities in regards to the sites potential. If considered appropriate by Council, other forms of development could provide economic benefits for Liverpool, or provide much needed critical social infrastructure.



Figure 2: Draft Zoning Map showing RE1 Public Recreation and B6 Enterprise Corridor

Conclusion

It is recommended that Council undertake a number of actions to realise the social and economic benefits of the currently under utilised site of the former Administration Building. Therefore, it is recommended that Council prepares and publicly exhibits a planning proposal to rezone the southern portion (Hoxton Park Road frontage) of the site from SP2 Public Administration Building to B6 Enterprise Corridor. While in conjunction to the rezoning, seeks Expressions of Interest for the entire site from the market, which could potentially act as a catalyst to stimulate economic development and contribute to Liverpool's growing Regional City status.

FINANCIAL IMPLICATIONS:

There are no direct financial implications arising from this report however the Department of Planning and Infrastructure may, during their assessment, request the formulation of technical studies to support the rezoning. The commissioning of any such studies may require the engagement of consultants which would be funded from Councils Property Reserve.

RECOMMENDATION:

That Council:

1. Prepares a Planning Proposal to rezone the southern portion of the site from SP2 Public Administration Building to B6 Enterprise Corridor and RE1 Public Recreation and forwards the Planning Proposal and supporting documentation to the Department of Planning and Infrastructure seeking Gateway Determination.
2. Notes that extensive public consultation will be undertaken as part of the rezoning process.
3. Seeks Expressions of Interest for the site to confirm and/or assist in the determining an appropriate zone for the site.
4. Considers a further report outlining the outcomes of the public consultation and Expressions of Interest for the future use/development of the site.

SIGNED BY:

Milan Marecic
Director
City Planning

Attachment: Copy of the consultants report (under separate cover)