

Liverpool City Council

# *Planning Proposal*

*B6 Enterprise Corridor*

*1 Hoxton Park Road, Liverpool*

*Draft Liverpool LEP 2008 Amendment No.23*

## Background

The Council building fire of 15 August 2010 destroyed the original portion of Council's administration building. The recently extended 'northern wing' by contrast suffered minimal structural damage and continues to be used as administration offices for Council's engineering unit. Due to the purchase of the multi level commercial building at 33 Moore Street Liverpool for use as Council's administration building, a Planning Proposal has been prepared seeking to rezone the former administration site to B6 Enterprise Corridor. A wider study area of land to the north of the subject site fronting Memorial Avenue was also conducted. However the current zoning of RE1 Public Recreation in this location remains appropriate and as such no alterations to the land use zone is proposed as part of this Planning Proposal.

The intent of the rezoning is to provide redevelopment options for the land. Under the current SP2 Infrastructure (Public Administration building) the only type of development is that in which the zone has been applied i.e. a Public Administration Building. Rezoning of the site will allow for a number of development options to occur on site and will allow Council to seek Expressions of Interest from the Market.

## Site identification

The planning proposal applies to the following properties:

| 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) and RE1 Public Recreation |
| Lot 104 Hoxton Park Road | Lot 104 DP 877139   | 6, 934          | SP2 Infrastructure (Public administration building) and RE1 Public Recreation |

A locality map of the subject sites is provided in Attachment 1.

## PART 1 - OBJECTIVES

The primary objective of the Planning Proposal is to facilitate an enterprise corridor along Hoxton Park Road Liverpool.

### Justification for a B6 Enterprise Corridor zone:

- The site is located along Hoxton Park Road which is a key corridor entering Liverpool City Centre. This ensures high commuter exposure and increased economic viability for commercial development.
- The site has a 110m frontage to Hoxton Park Road and an existing four way signalised intersection to facilitate access to both directions of Hoxton Park Road.
- Due to its size, the site may be appropriate for a mix of uses such as offices, retail, and residential development.
- Future commercial development may be deemed complementary to the B2 Local Centre zoned area located 200 metres to the west (junction of Flowerdale Road and Hoxton Park Road).
- The B6 zone permits a wide range of uses, increasing attractiveness of the site for redevelopment.
- A B6 zone permits a number of uses that may complement the adjoining open space precinct, such as recreation and entertainment facilities.
- A B6 zone permits office premises, allowing the retention of the existing office building.

## PART 2 - EXPLANATION OF PROVISIONS

The objectives of this planning proposal will be achieved via an amendment to Liverpool Local Environmental Plan 2008 (LLEP 2008) zoning, floor space ratio, height of building and minimum lot size maps. The subject sites are located within LLEP 2008 map tile 10.

In particular, the planning proposal seeks to amend the following LLEP 2008 maps:

|                           |                                                                                                    |
|---------------------------|----------------------------------------------------------------------------------------------------|
| § Land Zoning Map;        | § Zoning to be changed from SP2 Infrastructure to RE1 Public Recreation and B6 Enterprise Corridor |
| § Floor Space Ratio Map   | § Apply maximum floor space ratio of 1:1.                                                          |
| § Height of Buildings Map | § The proposed maximum height of buildings for B6 zoned land is 15 metres.                         |
| § Minimum Lot Size Map    | § Minimum lot size requirement for the B6 zone is proposed at 2,000sqm.                            |

The proposed floor space ratio, minimum subdivision lot size, height of building controls are consistent with that applied to the existing B6 zoned land under the Liverpool LEP 2008. The controls are deemed acceptable in that they provide for adequate incentive to develop within acceptable parameters of density, bulk and scale.

## PART 3 - JUSTIFICATION

### A. Need for the planning proposal

#### 1. Is the planning proposal a result of any strategic study or report?

The planning proposal is not as a result of any strategic study or report. Rather, the Planning Proposal is a result of Council considering future options for the site previously utilised as Councils principal administration offices.

The rezoning of the site is aligned with the strategic priorities of both the NSW Government and Liverpool City Council, including the establishment of economic corridors along major road leading into the Liverpool City Centre.

**2. *Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?***

The planning proposal is the best means of achieving the objectives for the subject sites.

The sites are currently zoned SP2 Infrastructure (Public Administration Building) and RE1 Public Recreation. In order to provide for future development of the site by private parties, a rezoning is required which can only be achieved through a Planning Proposal.

The subject land does not require reclassification as it is currently classified as 'operational'.

**3. *Will the net community benefit outweigh the cost of implementing and administering the planning proposal?***

The Planning Proposal will provide a positive net community benefit in that:

- § The rezoning will provide for development potential for underutilised Council owned land.
- § The proposed zoning seeks to encourage employment generating uses.
- § Future development resulting from the rezoning will increase the current level of passive surveillance of the public open space adjoining the site.
- § The site is in proximity to regular bus services and offers the opportunity for increasing the patronage of the T-Way.
- § In setting appropriate controls, consideration has been given in relation to traffic and noise impact to surrounding residential dwellings.
- § The financial benefits of any future sale of the land would be reinvested into Council assets and facilities.

Failure to proceed with the Planning Proposal would likely withhold significant short and longer term employment opportunities in an area accessible to existing communities.

***B. Relationship to strategic planning framework***

**4. *Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Plan for Sydney and draft strategies)?***

The planning proposal is deemed consistent with the objectives and actions contained within the Metropolitan Strategy, South-West Subregional Strategy and Council's local strategies.

This is discussed as follows:

**NSW State Plan**

By rezoning the subject sites, some of the key objectives of the NSW State Plan can be achieved, in particular the areas of delivering better services and growing prosperity across NSW, as well as providing more jobs closer to homes.

**Increased business investment and support jobs**

Liverpool LGA is one of the faster growing areas in Sydney. The subregion is expected to experience the highest rate of population growth of all subregions in the Metropolitan Strategy (113% growth between 2006 and 2031) and as such, the need to invest in business and job opportunities is critical.

Hoxton Park Road is major east west transit route linking Liverpool CBD with the western fringe areas of the Liverpool local government area including the Greenfield areas of Middleton Grange, West Hoxton, Austral and Leppington. Population and economic projections outlined at a State and Regional level also suggest that the number of road users along Hoxton Park Road will continue to rise. The proposal will also align job growth with public transport by introducing a new business zone in proximity to the Liverpool to Parramatta bus transit way.

#### *Increase the number of jobs closer to home*

South West Sydney has been identified as a major growth corridor for housing and business investment. The establishment of a new business zone in this locality creates opportunity for additional employment accessible to established and future residential areas. Further, the site is accessible to good public transport linkages (T-Way buses) providing opportunity for increased usage of public transport facilities.

#### **Metropolitan Plan for Sydney 2036**

Enterprise corridors have been defined as areas which provide low cost accommodation for a range of local and regional services, including start-up offices, showrooms, building supplies and retail, which benefit from high levels of passing traffic. They run along major arterial roads and can provide a valuable buffer, at an appropriate distance from the road, from surrounding residential development.

The proposal accords with major directions within the Metropolitan Strategy and translates the objectives of the strategy at the subregional level.

#### *Economy and Employment in the South West*

In relation to South West Sydney, the Metropolitan Plan identifies a series of Enterprise Corridors, including parts of the Hume Highway north of Liverpool, the western end of Newbridge Road, and sections of Hoxton Park Road.

The South West Subregion has an employment capacity target of 208,500 by 2031, an increase of almost 75 per cent from 2001. The Strategy recognises that there are a full range of strategic employment uses and opportunities along major corridors. Council considers Hoxton Park Road as an emerging corridor.

Localised employment centres are an important contribution to the overall employment capacity within Sydney. By 2031, localised employment areas (including enterprise corridors, town centres and villages) will account for 33%, or 925,000, jobs across the Metropolitan region. Action A1.2 encourages the zoning of land to achieve the specific employment targets. The proposal will help to achieve this goal, and encourage investment in employment in the South West, by zoning this strategic site for employment use.

#### *Centres and Corridors in the South West*

With reference to South West Sydney, it is noted that the subregion is expected to experience the highest level of population growth at 113%, and the Liverpool CBD will be revitalised as a Regional City. Action 87 of the Strategy is to "Recognise the role of enterprise corridors as locations for local employment" in order to meet the employment demand for current and future residents. Enterprise corridors present an opportunity to take advantage of busy roads by providing locations for niche retailing,

small business start-ups and moderately sized retail premises. This proposal facilitates the transition a former civic site and underutilised open space to enterprise corridor, thereby encouraging local employment in an area.

### **South West Draft Subregional Strategy**

The NSW Department of Planning Draft South West Subregional Strategy is the strategic land use planning framework to guide the sustainable growth of South West Sydney over the next 25 years.

It translates priorities of the Sydney Metropolitan Strategy to the local level. According to the Strategy, South West Sydney will experience growth in the vicinity of some 155,000 new dwellings, and employment creation in the region's major regional centres of 89,000 jobs over the next 25 years.

The Strategy identifies the potential for Enterprise Corridors to run along major arterial roads. Enterprise Corridors are part of the Metropolitan Strategy's typology of centres and corridors and are considered suitable for a range of local and regional services, including retail, offices, showrooms and other uses which benefit from high levels of passing traffic.

The site is strategically located on Hoxton Park Road. It is located within 200m from a bus stop with high service provision and existing local centre. Further the site can be considered complimentary to the Liverpool City Centre considering it is located on a major arterial road leading into the centre and located less than 600 metres from the southern gateway point at Terminus Street.

### **Open Space and Recreation**

The NSW Government's South-West Subregional Strategy states that the subregion demonstrates a slightly higher than average level of provision of active parks compared to the Sydney average. This area surrounding the subject site is well serviced by open space. The Planning Proposal does not reduce the amount of land zoned RE1 Public Recreation.

### **Liverpool LGA Retail Centres Hierarchy**

Liverpool Council's Retail Centres Hierarchy Review was undertaken in 2005 by Leyshon Consulting to provide advice to Council on a range of planning issues associated with Retail Centres in Liverpool LGA.

According to the 2005 review, enterprise corridors are to be encouraged along main roads across Liverpool LGA. Liverpool Council's Retail Centres Hierarchy recognises the need to develop a full range of centres across the LGA including enterprise corridors. According to the Retail Centres Hierarchy Review, Enterprise Corridors are the mixed commercial, retail and industrial areas immediately along the busiest roads which perform an important economic role, such as servicing the local community.

The main retail centre in this region is the Liverpool City centre. It is considered that the location of Enterprise Corridor zones along Hoxton Park Road will not detract from the attractiveness of the City Centre for business, retail and service provision. It envisages that any commercial premises will capture a percentage of commuter traffic travelling to and from the City centre and beyond. Generally Enterprise corridors complement larger town centres in that provide for the local needs of residents as well as commuters. The scale of the proposed rezoning (approximately 20, 000 square metres) will not threaten the viability of Liverpool City centre.

Council resolved in August 2011 to undertake an update to the 2005 report and develop a strategy to guide future economic development in the Liverpool LGA. This Planning Proposal was initiated in February, before the decision to review the economic position of Liverpool was made. However given the sensitivities of Council rezoning land in its ownership, the timeframe for forwarding this Planning Proposal to the Department of Planning and Infrastructure was extended while Council sought independent advice to ensure transparency.

### **Council's Management Plan and Recreation Strategy**

The Planning proposal is considered to be consistent with Council's Recreation Strategy 2003 and the 2009/10 Management Plan.

The 2009/2010 Management Plan directs Council to "Continue to implement a property management strategy to recommend the sale of surplus properties and/or generate income from Council's property assets". The planning proposal is consistent with Council's overall strategic direction.

### **5. Is the planning proposal consistent with the local council's Community Strategic Plan, or other local strategic plan? Eg Liverpool Directions 2006-2016, Growing Liverpool 2021.**

The planning proposal is considered to be consistent with Council's Recreation Strategy which seeks to ensure that existing open space and associated recreation facilities are enhanced and distributed equitably throughout the Liverpool LGA.

The planning proposal will help achieve this vision as it reassesses the use and supply of community land. The sale of the surplus properties will generate finances which will go towards Council's assets and property reserve fund. Essentially, Council will use the funds gained as part of this process on Council assets.

The planning proposal is also considered to be consistent with Council's Community Strategy 2009 by supporting economic development and promoting a 'working community'. The zoning of land for business and employment-generating use encourages continued investment in business activity in Liverpool LGA.

Council is also seeking Expressions of Interest as part of the public exhibition of the Planning Proposal. This will enable the community to inform Council of any potential community uses.

### **6. Is the planning proposal consistent with the applicable state environmental planning policies?**

Various State Environmental Planning Policies are relevant to the subject site, particularly at the development Application stage.

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

Various Section 117 Ministerial Directions are relevant to the subject sites. The requirements of each of these are summarised below.

| Section 117 Direction       | Consistency / Response                           |
|-----------------------------|--------------------------------------------------|
| EMPLOYMENT AND RESOURCES    |                                                  |
| 1.1 Business and Industrial | In accordance with this direction, this planning |

| Section 117 Direction                              | Consistency / Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
|----------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Zone                                               | <p>proposal will give effect to the following objectives:</p> <ul style="list-style-type: none"> <li>• <i>Encourage employment growth in suitable locations:</i></li> </ul> <p>The planning proposal will provide for an opportunity to develop commercial premises in an area connected to major roads, public transport and strong population catchment.</p> <ul style="list-style-type: none"> <li>• <i>Retain the areas and locations of existing business and industrial zones:</i></li> </ul> <p>The proposal does not propose to rezone existing land zoned for such uses.</p> <ul style="list-style-type: none"> <li>• <i>Not reduce the total potential floor space area for employment uses and related public services in business zones:</i></li> </ul> <p>The proposal does not reduce potential floor space for employment uses.</p> <ul style="list-style-type: none"> <li>• <i>Ensure that proposed new employment areas are in accordance with a strategy that is approved by the Director-General of the Department of Planning:</i></li> </ul> <p>The planning proposal is in accordance with the NSW Metropolitan Plan for Sydney and Draft South West Subregional Strategy , as outlined in this Planning Proposal.</p> |
| HOUSING<br>INFRASTRUCTURE AND<br>URBAN DEVELOPMENT |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| 3.4 Integrating Land Use and Transport             | <p>The proposal will result in a rezoning which permits a range of uses subject to future development.</p> <p>The proposal locating trip-generating activities and development in places that optimise accessibility, limit the demand for travel, encourage and facilitate public transport use. The fact that a significant percentage of trade would be from commuters, ensures that specific trips to the destination is limited. The proposed development for commercial premises can be considered complementary to the the B2 Local Centre located approximately 200m to the west.</p> <p>The southern boundary of the site is located approximately 130 metre from the T-Way bus stop adjacent to Hoxton Park Road while the northern boundary of Lot 104 site is approximately 300m walk</p>                                                                                                                                                                                                                                                                                                                                                                                                                                        |



| Section 117 Direction                                  | Consistency / Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|--------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                        | from a T-Way bus stop adjacent to Memorial Avenue.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| HAZARD AND RISKS                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| 4.3 Flood Prone Land                                   | Approximately 30% of the site is affected by the flood planning level (1:100 flood level). The flood affected land is categorised further as high risk and medium risk flood areas. The proposal is not seeking to rezone land in the medium or high risk flooding areas. With the submission of the Planning Proposal for gateway determination, this proposal seeks concurrence of the Director-General in regards to this Direction.                                                                                                                                                                                                                                                                                                                                                                                                               |
| REGIONAL PLANNING                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Not relevant                                           | Not relevant                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| LOCAL PLAN MAKING                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| 6.2 Reserving Land for Public Purpose                  | <p>The direction states that a planning proposal must not reduce existing zonings or reservations of land for public purposes without the approval of the relevant public authority and the consent of the Director-General (of the Department of Planning).</p> <p>With the submission of the Planning Proposal for gateway determination, this proposal seeks concurrence of the Director-General regarding the intention to rezone SP2 land to B6.</p> <p>It is considered appropriate that the Director General grant concurrence on the basis that the property to be disposed of is:</p> <ul style="list-style-type: none"> <li>• No longer utilised as Council's Administration Building;</li> <li>• Surplus to Council's needs.</li> <li>• The area having above average rate of open space at over 7 hectares per 1000 residents.</li> </ul> |
| METROPOLITAN PLANNING                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| 7.1 Implementation of the Metropolitan Plan for Sydney | The planning proposal is consistent with the <i>NSW Metropolitan Plan</i> as it achieves the overall intent of the Plan and does not undermine the achievement of its vision, land use strategy, policies, outcomes or actions.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |

### C. Environmental, social and economic impact

#### **8. 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 planning proposal will not cause any detrimental impact on critical habitat or threatened species, populations or ecological communities. Any development proposal arising from this LEP amendment (and following disposal) will be subject to the current environmental considerations set out in the Liverpool LEP 2008 and relevant State and Federal Government legislation.

**9. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?**

It is unlikely that any significant environmental effects will arise as a result of this planning proposal. The site is clear of significant vegetation.

**Flooding**

Any future development will have to consider the flood affectation of the site which is mainly contained within a short distance of Brickmakers Creek.

The Liverpool Local Environmental Plan 2008 and Development Control Plan 2008 contains provisions relating to developing in and adjacent to flood prone land. This Planning Proposal does not create the need to add provision in relation to flooding.

**Traffic**

The rezoning will permit a number of uses on the subject site. Specific traffic generation can only be determined with the proposal of specific development. The B6 zone permits a range of uses within which can vary in terms of traffic generation, types of vehicle movements, servicing requirements and peak times. It is envisaged that future uses would not result in significant traffic impacts considering the high traffic intensity of previous use ie Council administration building and the existing access provision being the signalised four way intersection to Hoxton Park Road. Further access to Memorial Avenue may be possible depending on the future design of development.

**Aboriginal Heritage**

A search on the Aboriginal Heritage Information Management System (AHIMS) provided no results on the site or in the immediate area. Any referral's to determine if there are any aboriginal cultural or heritage matters raised will be undertaken following the Gateway Determination.

**10. How has the planning proposal adequately addressed any social and economic effects?**

It is important to acknowledge that the subject site has been identified as being underutilised and surplus to Council's needs. From a social and economic perspective, the utilisation of surplus properties will generate finances which will go towards Council facilities and Council's property reserve fund.

The planning proposal also provides additional enterprise corridor zoned land (employment opportunities) on major arterial road in an accessible location.

**D. State and Commonwealth interests**

**11. Is there adequate public infrastructure for the planning proposal?**

The site is located in an urbanised locality with access to the existing road network, bus services and utilities. It is envisaged that the Gateway Determination will require consultation with a number of public authorities and as such, the authorities may make comment as to the need for additional services/infrastructure.

**12. What are the views of State and Commonwealth Public Authorities consulted in accordance with the gateway determination, and have they resulted in any variations to the planning proposal?**

Council has resolved to forward the Planning Proposal to the Department of Planning and the subsequent Gateway Determination will stipulate the required consultation with public authorities.

#### **Part 4 - Community Consultation**

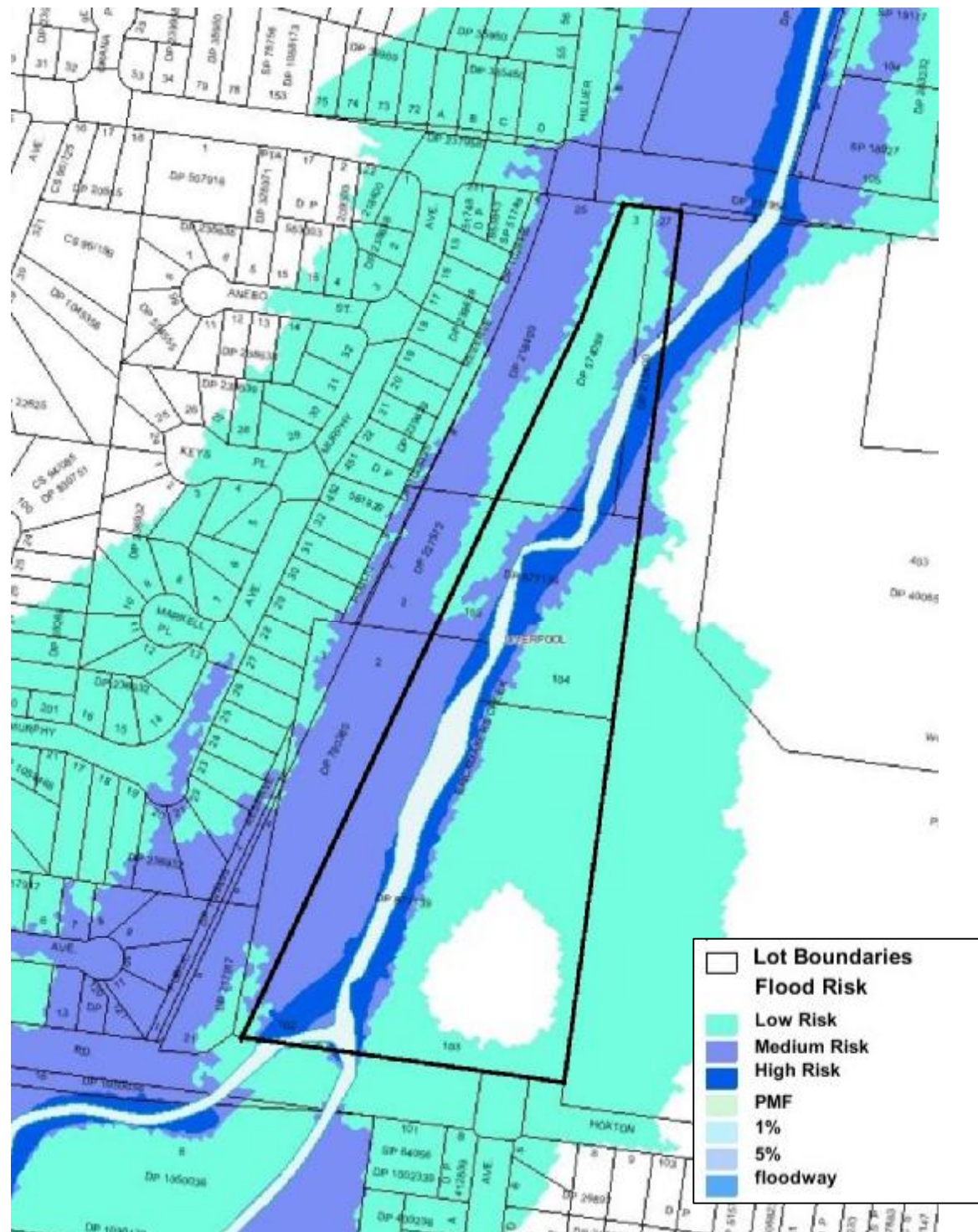
Council has resolved to forward the Planning Proposal to the Department of Planning and the subsequent Gateway Determination will stipulate the terms of public exhibition.

## Attachment 1: Site identification

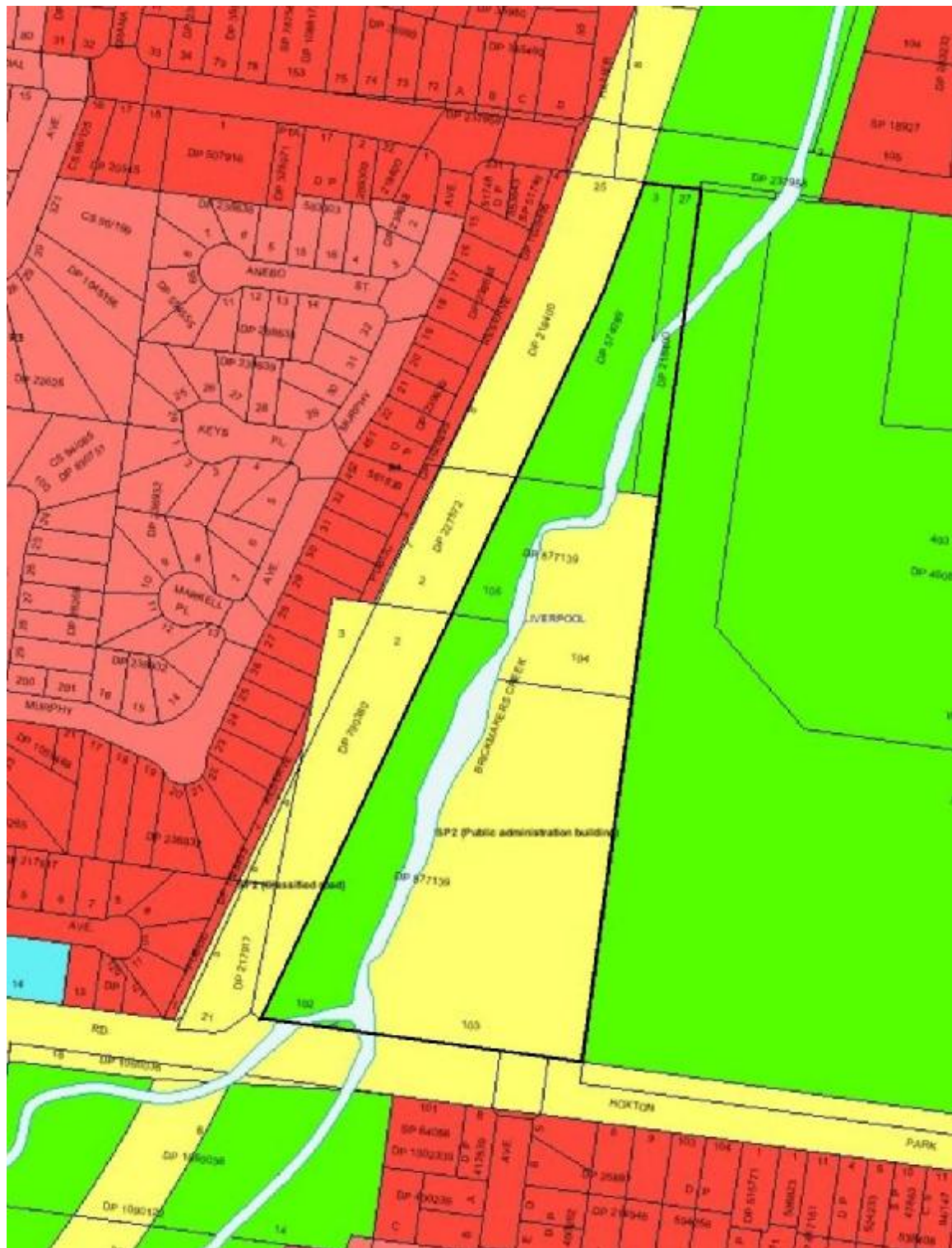




## Attachment 2: Flood risk map



### Attachment 3: Existing zoning map



**Attachment 4 – Proposed Changes to Land Zone Map, Floor Space Ratio Map,  
Maximum Building Height Map and Minimum Lot Size Map.**

**Attachment 5 – Land Use Study prepared by APP Corporation Pty Ltd**