

**42: SUBJECT:** Planning Proposal seeking to implement the Villawood Town Centre Urban Design Study  
**Premises:** Villawood Town Centre  
**Applicant:** Fairfield City Council  
**Owner:** Numerous owners  
**Zoning:** B2 Local Centre and R4 High Density Residential  
File Number: 18/05059

**A Confidential Memorandum was circulated by the Co-ordinator Strategic Planning to Councillors prior to the meeting providing further information on this matter.**

**MOTION:** (Ly/Le)

That:

1. Council endorse the Planning Proposal for Villawood Town Centre (Attachment A of the report) to amend the Fairfield Local Environmental Plan 2013 as follows:
  - 1.1 Amend the Height of Buildings map to a range between 20m to 39m for the sites within the B2 Local Centre zoned land at Villawood Town Centre.
  - 1.2 Amend the Height of Buildings map to a range between 27m to 39m for the R4 High Density Residential site (NSW Land and Housing Corporation site) adjoining the Villawood Town Centre.
  - 1.3 Amend the Floor Space Ratio map to change the floor space for the NSW Land and Housing Corporation site from 2:1 to 2.5:1.
  - 1.4 Amend the Minimum Site Area map by introducing minimum site areas for land within the B2 Local Centre zone within the Villawood Town Centre.
  - 1.5 Amend the zoning map to rezone 20 Kamira Avenue from R4 High Density Residential to RE1 Public recreation, as well as removing the relevant development standards maps for the site.
  - 1.6 Amend the zoning map to rezone part of 896 Woodville Road from B2 Local Centre to RE1 Public Recreation, as well as removing the relevant development standards maps for the site.
2. Council refer the Planning Proposal to the Department of Planning and Environment (DP&E), requesting a Gateway Determination and that the Planning Proposal be placed on public exhibition in accordance with the consultation strategy detailed in the report and the Conditions set out in the Gateway Determination.
3. Council, in requesting the Gateway Determination, advise the DP&E

that it seeks to utilise the delegation for LEP Plan Making (delegated by the Minister under Section 23 of the Environmental Planning and Assessment Act 1979 [EP&A]).

4. The delegated functions be undertaken by the Group Manager City Strategic Planning who has been delegated these powers by Council and the City Manager under Section 377 of the Local Government Act 1993.
5. The outcome of the public exhibition of the Planning Proposal be reported back to Council.

A division was taken with the following results:

Aye	Nay
Mayor Carbone	
Councillor Grippaudo	
Councillor Kazi	
Councillor Khoshaba	
Councillor Le	
Councillor Ly	
Councillor Saliba	
Councillor Wong	
Councillor Yilmaz	
Total=(9)	Total=(0)

**CARRIED UNANIMOUSLY**

## OUTCOMES COMMITTEE

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**SUBJECT:** Planning Proposal seeking to implement the Villawood Town Centre Urban Design Study  
**Premises:** Villawood Town Centre  
**Applicant/Owner:** Applicant: Fairfield City Council  
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**FILE NUMBER:** 18/05059

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**REPORT BY:** Chris Shinn, Coordinator Strategic Planning

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### RECOMMENDATION:

That:

1. Council endorse the Planning Proposal for Villawood Town Centre (Attachment A of the report) to amend the Fairfield Local Environmental Plan 2013 as follows:
  - 1.1 Amend the Height of Buildings map to a range between 20m to 39m for the sites within the B2 Local Centre zoned land at Villawood Town Centre.
  - 1.2 Amend the Height of Buildings map to a range between 27m to 39m for the R4 High Density Residential site (NSW Land and Housing Corporation site) adjoining the Villawood Town Centre.
  - 1.3 Amend the Floor Space Ratio map to change the floor space for the NSW Land and Housing Corporation site from 2:1 to 2.5:1.
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  - 1.5 Amend the zoning map to rezone 20 Kamira Avenue from R4 High Density Residential to RE1 Public recreation, as well as removing the relevant development standards maps for the site.
  - 1.6 Amend the zoning map to rezone part of 896 Woodville Road from B2 Local Centre to RE1 Public Recreation, as well as removing the relevant development standards maps for the site.
2. Council refer the Planning Proposal to the Department of Planning and Environment (DP&E), requesting a Gateway Determination and that the Planning Proposal be placed on public exhibition in accordance with the consultation strategy detailed in the report and the Conditions set out in the Gateway Determination.

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3. Council, in requesting the Gateway Determination, advise the DP&E that it seeks to utilise the delegation for LEP Plan Making (delegated by the Minister under Section 23 of the Environmental Planning and Assessment Act 1979 [EP&A]).
4. The delegated functions be undertaken by the Group Manager City Strategic Planning who has been delegated these powers by Council and the City Manager under Section 377 of the Local Government Act 1993.
5. The outcome of the public exhibition of the Planning Proposal be reported back to Council.

**Note: This report deals with a planning decision made in the exercise of a function of Council under the EP&A Act and a division needs to be called.**

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### SUPPORTING DOCUMENTS:

<b>AT-A</b>	Planning Proposal - Villawood Town Centre	34 Pages
<b>AT-B</b>	Villawood Town Centre Urban Design Study	34 Pages

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### CITY PLAN

This report is linked to *Theme 2 Places and Infrastructure* in the Fairfield City Plan.

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### SUMMARY

The Planning Proposal seeks to implement the recently adopted Urban Design Study for Villawood Town Centre (Outcomes Committee Item No.22).

The Planning Proposal aims to amend the Fairfield Local Environmental Plan by:

- Increasing the height of buildings for the land identified as Villawood Town Centre and the adjoining Land and Housing Corporation (LAHC) site.
- Increasing the floor space ratio for the LAHC site.
- Introducing minimum site area requirements for the Villawood Town Centre.
- Rezone 20 Kamira Avenue and part of 896 Woodville Road to RE1 Public Recreation.

It should be noted that this Planning Proposal does not seek to increase the commercially zoned land.

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The Planning Proposal is consistent with the recommendations and findings of the Villawood Town Centre Urban Design Study (VUDS) for the Town Centre. Accordingly, it is recommended that the Planning Proposal be submitted to the Department of Planning and Environment (DP&E) for Gateway Determination.

### BACKGROUND

The preparation of new development controls for Villawood Town Centre was identified as a deliverable under the Fairfield City Operational Plan 2016-2017.

The purpose of the Villawood Town Centre Urban Design Study (**Attachment B**) was to provide the framework to inform the development of site specific controls as part of a future Planning Proposal for the Villawood Town Centre. These will replace the current Fairfield LEP2013 controls and the current Villawood Structure Plan 2008.

In November 2016, Council engaged town planning (TPG), urban design (LFA) and economic feasibility (AEC) specialist consulting firms to undertake the Urban Design Study work.

The processes for the Urban Design Study Project included:

- Comprehensive site visit by the urban design consultants
- General consultations with stakeholders regarding development potential of their sites
- Councillor briefings at key stages

Public exhibition occurred for 56 days from Wednesday 1 November 2017 until Friday 19 January 2018.

The Villawood Town Centre Urban Design Study was reported to the March 2018 Outcomes Committee where it was adopted by Council.

This Planning Proposal seeks to implement the recommendations of the Villawood Town Centre Urban Design Study.

### Land to which the Planning Proposal applies

The land to which the Planning Proposal applies is known as Villawood Town Centre. The Planning Proposal applies all the B2 Local Centre zoned within the Town Centre as well as the adjoining R4 High Density Residential Land and Housing Corporation Land as shown in Figure 1 over page.



Figure 1 – Aerial view of the subject site and surroundings

The Planning Proposal impacts approximately 32 properties, a total of approximately 40 lots.

## Current Land Uses

The Villawood Town Centre is well established; however it is currently lacking vibrancy and significant economic activity. There are a number of smaller retail/commercial uses, medical, service station and take away restaurants. Aldi is the main retail anchor for the Town Centre.

In recent years, there have been a number of development applications seeking redevelopment of sites within the Town Centre. The sites at 1 Villawood Place, 47-53 Pedestrian Mall and 888 Woodville Road have approvals for mixed use developments in accordance with the current planning controls ranging from 6 to 8 storeys. The site at 1 Villawood Place has physically commenced, starting with construction at basement level in accordance with the approved development application. However, it is noted that the redevelopment of this and other sites is now on hold, pending finalisation of this Planning Proposal which will seek to increase the permitted height of building for the developments.

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### Existing planning controls

The Villawood Town Centre consists of a number of zones and a range of development standards. Table 1 below listed the current zones and development standards.

Zone	Height of Building	Floor Space Ratio	Minimum Site Area
<b>B2 Local Centre</b>	10m to 26m	Nil	Villawood Town Centre outlined on MSA map, however, no development standards provided.
<b>R4 High Density Residential</b>	20m	2:1	N/A
<b>RE1 Public Recreation</b>	Nil	Nil	N/A
<b>SP2 Infrastructure</b>	Nil	Nil	N/A

Table 1 – Existing zoning and development standards for Villawood Town Centre

The B2 Local Centre zone applies to the Town Centre and supports a range of retail, commercial and mixed use activities. The developable area of the B2 Local Centre is approximately 27,300 square metres.

The R4 High Density Residential zone applies to the Land and Housing Corporation owned site directly adjoining the B2 Local Centre zone to the west. The R4 High Density Residential zone permits a wide range of residential accommodation uses such as residential flat buildings and multi dwelling houses. The LAHC site is approximately 15,000 square metres.

The RE1 Public Recreation zone applies to Hilwa Park directly adjoining the B2 zoned land to the south. Hilwa Park is approximately 4,200 square metres in area.

The SP2 Infrastructure zone applies to Villawood Station, the railway line, and the large parcel of land adjoining the station. This land is owned by Rail Corporation NSW and currently comprises a commuter car park and vacant land.

### Villawood Town Centre Urban Design Study

The Urban Design Study adopts the following urban design objectives and principles for the Villawood Town Centre:

#### Accessibility/Connectivity

- To create a robust, walkable precinct with accessible services, facilities, open spaces and public transport connections (bus and rail).
- To provide convenient and safe pedestrian access to the Railway Station (including lift access).

#### Built form and land uses

- To develop a mixed use character with a focus on residential and opportunities for work, life and play.

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- To provide attractive opportunities for future developers to deliver desired built form and place making outcomes guided by appropriate bulk and scale.
- To incorporate sustainability practices in urban design, landscape and building design (e.g. solar passive design and energy efficiency).
- To address and improve the interface between mixed use development sites and adjoining residential land uses.

### Centre vitality and economy

- To support the transformation of Villawood Town Centre into an active safe and vibrant local centre.
- To encourage apartment style living to enliven and regenerate the Town Centre and stimulate business activity

### Civic and open spaces

- To support place-making in Villawood Town Centre to increase local identity, memorable experiences and sense of place.
- To provide enjoyable, active, permeable, high quality public domain and open spaces through social, cultural and public art elements.
- To provide attractive opportunities and incentives for future developers by exploring changes to existing planning and development standards that would also provide community benefits through the provision of public spaces.
- To undertake streetscape improvements to Villawood Place as the main focus of retail and community activity.

### Housing

- To support the development of shop-top apartment style housing/mixed use development within Villawood Place, side streets and larger sites.
- To support the development of Kamira Place for new social, affordable and private housing in a medium to high density format.
- To integrate future housing with new or existing community facilities and open space.

Figure 2 below provides an overview of the principles of the Urban Design Study for Villawood Town Centre.



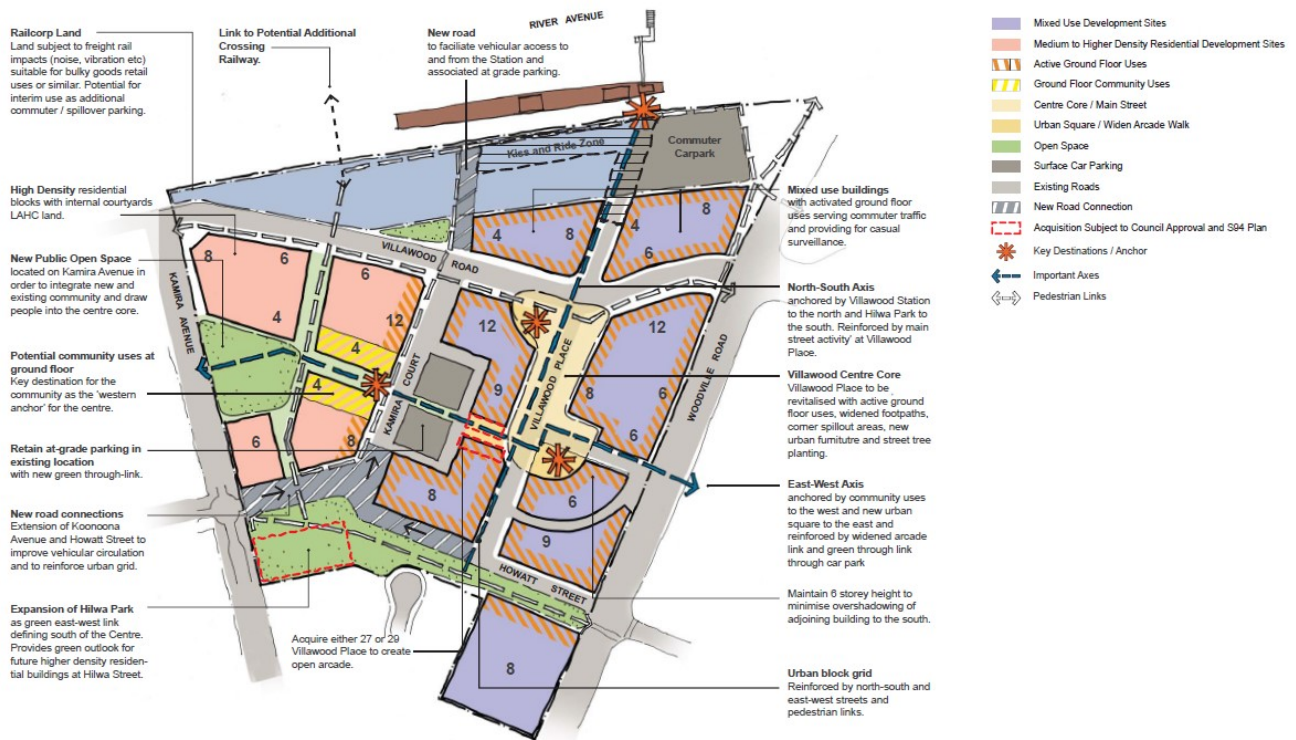


Figure 10. Urban Framework Plan (source LPA)

Figure 2 – Urban Design Study – Villawood Town Centre

## Open space

The Villawood Town Centre and surrounding area lacks passive and active open space.

The Villawood Town Centre Urban Design Study identifies that the NSW Land and Housing Corporation site, when redeveloped, will be required to provide a large embellished public open space site between 3,500 to 5,000 square metres, which will eventually be dedicated to Council.

The Villawood Town Centre Urban Design Study also identifies areas for investigation to consolidate and expand existing open space sites within and adjoining the Town Centre, particularly Hilwa Park.

The privately owned site, 20 Kamira Avenue, Villawood is identified to be rezoned from R4 High Density Residential to RE1 Public Recreation. This will ensure that the Hilwa Park area will be able to be rationalised and expanded in accordance with the Urban Design Study. The site 20 Kamira Avenue is surrounded by Hilwa Park on 2 sides, as shown in Figure 3 below.

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Figure 3 – 20 Kamira Avenue, Villawood

Part of the site at 896 Howatt Street, Villawood is identified to be rezoned from B2 Local Centre to RE1 Public Recreation. This will ensure that the Hilwa Park site will be able to be extended, rationalised and expanded in accordance with the Urban Design Study providing wider and more attractive east west pedestrian access through the centre. The rezoning will ensure that redevelopment of 896 and 896A Woodville Road will be setback to open up Hilwa Park as shown in Figure 4.

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Figure 4 – 896 Woodville Road, Villawood

### Open Space – Process

It is not proposed to compulsorily acquire the 2 sites.

For site 20 Kamira Avenue, it is proposed to make contact with the land owner to advise of the proposed zoning through the public exhibition period and for it to be advised that Council will only pursue the acquisition at a time the owner is willing to sell or when the property is up for sale. The rezoning will not impact the ability of the owner to live at the site.

For site 896 Woodville Road, it is proposed to make contact with the land owner to advise of the proposed zoning through the public exhibition period and for it to be advised that Council will only pursue the acquisition at a time the owner is willing to sell. Another option for this site is when the site is being redeveloped; Council may seek to offset the open space acquisition portion of their development contribution. This would reduce the expenditure of current Section 94 funds.

Acquisition of the sites is anticipated to be funded by Council's Direct (Section 94) Development Contributions. Currently there is approximately \$1.6M in the Villawood Open Space Acquisition Section 94 account. This is anticipated to increase as development occurs and further contributions are collected.



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The recommendations of the Villawood Town Centre Urban Design Study provide a mechanism to unlock the development potential of the Villawood Town Centre. It is anticipated that future growth, as well as that associated with the uplift in zoning identified in the Fairfield Residential Strategy 2009, will generate developer contributions in the study area that can be directed to funding additional community infrastructure identified in the Study. This is in addition to any potential voluntary planning agreements that may be negotiated with landowners seeking to redevelop.

It is considered that rezoning these sites will provide significant benefit to the community in accordance with the Urban Design Study.

### **ASSESSMENT OF CONSISTENCY WITH MINISTERIAL DIRECTION SECTION 9.1 (PREVIOUSLY SECTION 117)**

Planning Proposals are required to demonstrate consistency with Section 9.1 (previously Section 117) Ministerial Directions under the NSW Environmental Planning and Assessment Act (EP&A Act) 1979. The attached Planning Proposal contains a detailed review of the Proposal against all the relevant Section 9.1 Directions. Below are the key Ministerial Directions associated with this Planning Proposal:

#### **Direction 3. Housing, Infrastructure and Urban Development, 3.1 Residential Zones**

**3.1 Residential Zones** – The objectives of this direction are to encourage a variety and choice of housing types to provide for existing and future housing needs, make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services.

The Planning Proposal provides increase in housing supply and for an increase in diversity of housing mix within the City. The smaller dwelling types will provide a more affordable option for the community.

The Planning Proposal seeks to increase the density of an existing residential zoned site within the Town Centre which is owned by LAHC. The proposal makes use of existing infrastructure including the Villawood train station.

The proposal is consistent with this direction as it seeks to provide high density shop-top housing within Villawood Town Centre to satisfy existing and future housing needs. The proposal will provide up to approximately 1,295 additional dwellings.

#### **Direction 7. Metropolitan Planning, 7.1 Implementation of A Plan for Growing Sydney**

**7.1 Implementation of A Plan for Growing Sydney** – the objective of this direction is to ensure that planning proposals give legal effect to the planning principles; directions; and priorities for subregions, strategic centres and transport gateways contained in A Plan for Growing Sydney.

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The Planning Proposal is consistent with Goal 2, a city of housing choice, with homes that meet our needs and life style. Direction: Accelerate housing supply across Sydney. Action: Accelerate housing supply and local housing choices.

The Planning Proposal seeks to amend the FLEP 2013 by increasing the Height of Buildings provision in the Villawood Town Centre to enable shop-top housing developments.

The Planning Proposal is consistent with this direction, in addition to the most recent regional (A Metropolis of Three Cities) and district plans (Western City District Plan) released in March 2018.

### CONSULTATION STRATEGY

Generally public exhibition is required for a minimum statutory period of 28 days and would involve (at a minimum):

- notification to landowners both within and directly adjoining land proposed to be rezoned;
- notification and recommended discussion with land owners affected by the proposed rezoning of their land to RE1 Public Recreation;
- notice in the local newspaper; and
- publication of all relevant information on Council's website.

It is likely that the Gateway Determination would require Council to undertake further consultation with State Government Agencies and utility providers.

Following public exhibition, a report would be referred back to Council for consideration of public submissions received and results of consultation with the State Agencies and utility providers.

### Delegation

In addition to the above, the recommendations to this report include a request being made to the Department of Planning and Environment for Council to exercise its delegation in the final steps in processing of the LEP amendment. This includes the Group Manager of the City Strategic Planning signing off on the LEP maps to bring the amendment into force.

### CONCLUSION

The Planning Proposal seeks to provide significant benefits to the community including social and economic benefits. It is proposed these benefits be implemented by amending the Fairfield Local Environmental Plan 2013 to increase the height of buildings, increase floor space ratios, introduce a minimum site area provision and rezone 2 sites to increase the future potential public open space. Importantly the Planning Proposal also seeks to provide more housing stock and a greater mix of dwelling types. The Planning Proposal is supported by the Urban Design Study and Council Officers.

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Accordingly, it is recommended that Council endorse the Planning Proposal to proceed to Gateway Determination to permit community consultation, and in its request advise NSW DP&E that Council seeks to utilise the delegation for LEP Plan Making (delegated by the Minister under Section 23 of the Environmental Planning and Assessment Act 1979.

A report will be submitted to Council at the conclusion of the public consultation period.

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Chris Shinn  
**Coordinator Strategic Planning**

**Authorisation:**  
Group Manager City Strategic Planning

Outcomes Committee - 10 April 2018

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\*\*\*\*\* END OF ITEM 42 \*\*\*\*\*