

Planning Proposal

2 Macarthur Drive, Holsworthy

Draft Amendment 80 of Liverpool Local Environmental Plan 2008 to amend development standards and enable 9000sqm of retail on land located at 2 Macarthur Drive, Holsworthy

27 April 2022

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Foreword

This report has been based on a Planning Proposal Report that was prepared by Architectus Pty Ltd on behalf of Holsworthy Developments Pty Ltd (the Proponent) to initiate an amendment to the Liverpool Local Environmental Plan 2008 (LLEP 2008).

The planning proposal request was received by Liverpool City Council (LCC) on 11 October 2017. Advice was sought from the Liverpool Local Planning Panel (LPP) at its meeting on 26 August 2019. After considering the assessment report, the LPP provided their advice that the proposal has both strategic and site-specific merit, and supported the planning proposal proceeding to a Gateway determination. The planning proposal was then considered at Council's Ordinary Meeting on 28 October 2019 where it received in principle support to be forwarded to the then Department of Planning, Industry and Environment (DPIE) (now the Department of Planning and Environment (DPE)) seeking a Gateway determination.

The letter accompanying the Gateway Determination also recommends that the cover page of the proposal is amended to include Council's name, logo and details. Furthermore, it is recommended that *"Council gives consideration to reformatting the proposal, including section numbering, to be consistent with 'A guide to preparing local environmental plans' (Department of Planning, Industry and Environment, 2021, particularly ensuring that reference is made to current sections of the Act and that the parts of the proposal clearly follow the requirements of section 3.33(2) of the Act.*

To assist with the community's understanding of the proposal, Council should consider including thumbnail mapping of the existing and proposed controls under the explanation of provision section of the planning proposal."

Consequently, the Planning Proposal Justification Report prepared by Architectus has been formatted using Council's template and updated to address the recommendation of DPE. It should be noted that some additional changes have been made from the Architectus report. However, these changes are minor in nature and seek to update references and provide clarity only.

It is noted that on 9 September 2021, a letter was received from DPE advising that the Gateway Determination was removed due to delays in finalising the assessment of local infrastructure provision. These discussions were focussed on the intersection treatment to the site, however it has been negotiated that this issue can be resolved during the detailed development application stage, when specific land uses and final built form outcomes are known. Therefore, Council is submitting this planning proposal for Gateway determination to enable this proposal to progress.

Introduction

A planning proposal was received from the proponent, Holsworthy Developments Pty Ltd, to rezone land at 2 Macarthur Drive, Holsworthy (Lot 5 DP 825745). The planning proposal prepared by Architectus on behalf of the proponent seeks to increase development standards and impose a maximum threshold for non-residential development of 9000sqm in gross floor area.

The planning proposal proposes to amend the Liverpool Local Environmental Plan (LLEP) 2008 in the following way -

- Amend the maximum permissible Floor Space Ratio from 1.5:1 to 2.15:1;
- Amend the maximum permissible height from 21m to part 25m and part 45m; and
- Include a site-specific provision under Schedule 1 stipulating a maximum non-residential gross floor area of 9,000sqm on the site.

This proposal seeks to develop the site as a mixed-use precinct incorporating podium level commercial and retail uses with residential towers of varying heights above.

Background

This Planning Proposal is based on a master plan prepared for the site by Architectus, and informed by the inputs, assessment and analysis of the site by various specialist consultants.

The master plan design was developed following consultation with Liverpool City Council. Consultation occurred on 14 December 2015, 10 August 2016, and 8 May 2017. Key issues raised included:

- Analysis of the existing urban context to and ability to support the proposed increased density.
- Connectivity to the locality, including to surrounding residential development, areas of open space and to Holsworthy railway station.
- Undertake a Traffic Impact Assessment to ascertain the capacity of and integration with the surrounding road network, specifically Heathcote Road and Macarthur Drive.
- Undertake a Social Impact Assessment to determine the extent and capacity of social infrastructure and community facilities that are available in the area and what may be needed to support the proposed increase in residential density.
- Undertake an Economic Impact Assessment to determine the extent and capacity of surrounding retail and commercial centres and the likely impacts of the proposed development on customer trade of these centres.

Following lodgement of the Planning Proposal, Council provided comments on 18 May 2018 in relation to the following matters:

- Scale of the proposed development relative its surroundings
- Three storey podium typology was not supported
- Economic impacts on existing nearby centres
- Landscaping within the road reserve

A follow up meeting occurred on 22 June 2018 to discuss the above matters. Additional to the above, the quality of the pedestrian connection to the railway station was identified as a key issue.

To address Council's concerns, the scale of the proposed development has been significantly reduced in the amended Master Plan (Attachment A). The proposed podium scale has been reduced from three-storeys to a single storey and the residential component of the development significantly reduced, meaning a reduction in overall building heights.

The proposed maximum building height adjacent Macarthur Drive has been reduced to provide an area of transition between existing low-scale residential development to the west of Macarthur Drive and proposed taller buildings (up to 12-storeys) at the east of the subject site.

There is no proposed increase in non-residential floor space above what has been already approved on the site and for which there is a current and commenced DA. It is therefore asserted that there are no additional economic impacts proposed, beyond what would result from existing approvals on the site.

Gateway Determination was issued by DPE on 15 July 2020. On 9 September 2021 however, a letter was received from DPE advising that the Gateway Determination was removed due to delays in finalising the assessment of local infrastructure provision. Specifically, the local infrastructure provisions relate to the proposed intersection treatment for the Macarthur Dr, The Boulevard and Morningside Pde intersection. Whilst different intersection treatment options were considered, it was considered premature to determine an intersection design for the site at the PP stage. Rather, detailed design will be further investigated at the DA stage, once specific land use, development yields and built forms are proposed. These discussions have progressed to a stage where the PP can progress, and a VPA is being negotiated.

Meanwhile, a draft DCP has been prepared for the site. The draft DCP was reviewed by Council's Design Excellence Panel (DEP) on 11 March 2021. Accordingly, the PP is being resubmitted to DPE seeking Gateway Determination.

Report Structure

This Planning proposal has been prepared in accordance with Section 3.33 of the EP&A Act with consideration of DPE's 'A Guide to Preparing Planning Proposals' (December 2021). Accordingly, the proposal is discussed in the following parts:

- Site Description
- Statutory Planning Framework
- Part 1 – A Statement of the Objectives and Intended Outcome
- Part 2 – Explanation of Provisions
- Part 3 – Justification
- Part 4 – Mapping
- Part 5 – Community Consultation
- Part 6 – Project timeline

Site Description

The site the subject of this planning proposal is located at 2 Macarthur Drive, Holsworthy within the Liverpool Local Government Area (LGA). The site has an area of 1.862 hectares and is currently vacant, however has been partially excavated to the level of the basement of the previously approved mixed-use development on the site.



Figure 1: Aerial view of subject site (marked red)

Development surrounding the site to the north west consists of the Mornington Estate, a master planned residential community completed by Mirvac in 2008. Development to the west of the subject site is a multi-storey commuter car park, bus stop and secure storage lockers associated with and servicing the Holsworthy Station. It is noted the site abuts the East Hills rail line along the southern (rear) boundary.

The Holsworthy Army Barracks and military reserve are located directly to the south of the site, only separated from the site by the railway line. The Holsworthy Barracks are a major Defence facility within Sydney, having undergone a significant upgrade and expansion of facilities in recent years (completed in 2015).

There is minimal development existing to the north east or east of the site, consisting of several sporting fields, vacant land parcels and areas of bushland.



Figure 2: Locality map (site marked red)

Statutory Planning Framework

Liverpool Local Environmental Plan 2008

The subject site is zoned B2 – Local Centre in accordance with the zoning map of the LLEP 2008 (refer to *Figure 3*).

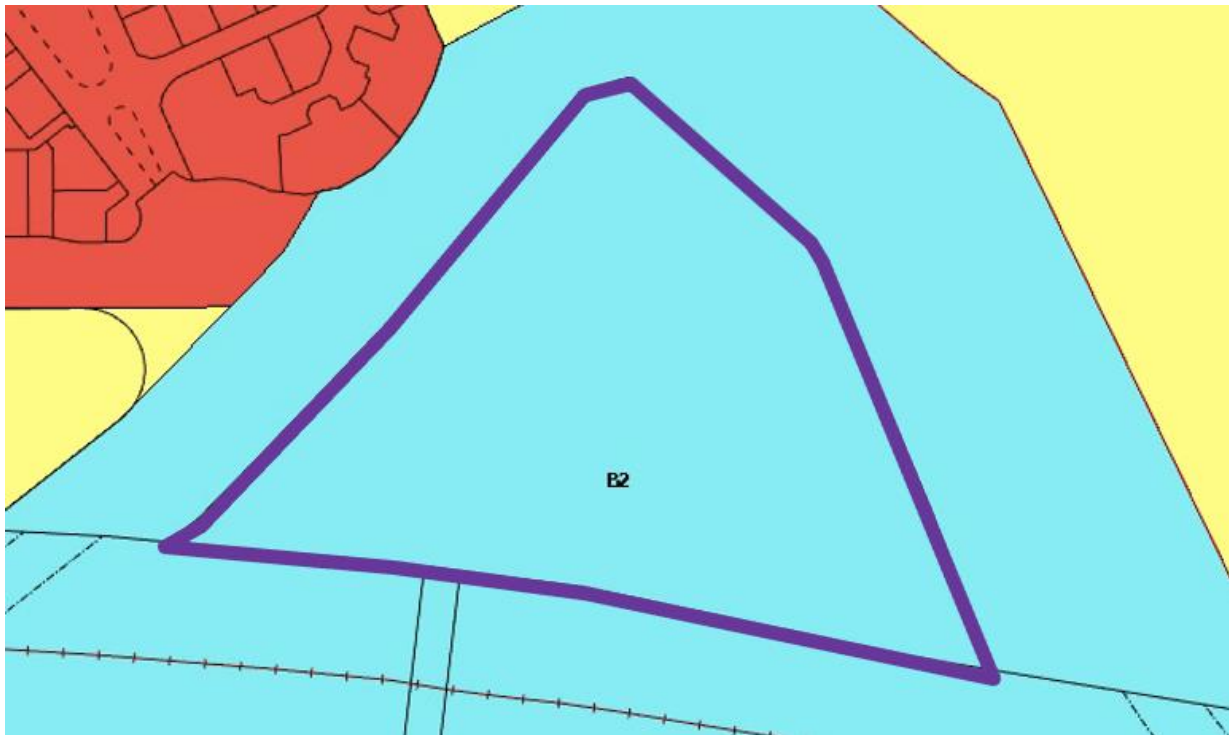


Figure 3: Existing land use zoning in the LLEP2008 (subject site outlined in purple)

The objectives of the B2 Local Centre zone are:

- *To provide a range of retail, business, entertainment and community uses that serve the needs of people who live in, work in and visit the local area.*
- *To encourage employment opportunities in accessible locations.*
- *To maximise public transport patronage and encourage walking and cycling.*
- *To allow for residential and other accommodation while maintaining active retail, business or other non-residential uses at street level.*
- *To facilitate a high standard of urban design and a unique character that contributes to achieving a sense of place for the local community.*

The B2 zone facilitates land uses related to the provision of mixed-use developments that encourage walkability. The intended future development (shop top housing) for the site is consistent with the objectives of the B2 Local Centre zone.

Delegation of plan making functions

A Gateway determination was issued on 15 July 2020 in which plan making functions pursuant to Section 3.36 of the *Environmental Planning and Assessment Act 1979* ("EP&A Act") were delegated to the Minister.

Part 1 – Objectives and Intended Outcomes

The intended outcome of the Planning Proposal is to amend the LLEP 2008 to increase the maximum building height and FSR controls applicable to the site, to facilitate its eventual development, as demonstrated by the Urban Design Study and Master Plan (Attachment A).

Land use activity

The intended outcome of the Planning Proposal is to facilitate a mixed-use retail and residential development on the site, as demonstrated by the Urban Design Study and Master Plan, comprising the following:

- Basement car parking;
- Multiple residential towers of differing heights (six to twelve storeys); and
- Podium levels under the towers providing approximately 8,804sqm of retail area at ground level.

The eventual development will have a total GFA of 40,000sqm, including approximately 31,035 sqm of residential uses. The proposed uses are permitted with consent in the B2 - Local Centre zone and are consistent with the objectives of the zone.

Built form

The Urban Design Study and Master Plan submitted as part of the Planning Proposal demonstrates that the site may provide for six integrated residential towers above a mixed-use podium, with retail uses proposed at the ground floor addressing Macarthur Drive. The internal component of the ground floor retail may include provision for a large supermarket and a small supermarket, with multiple smaller specialty retail tenancies.

Based on an assumed apartment mix, the proposal would provide for around 350 apartments in the towers with a mix of 1 bedroom, 2 bedroom and 3 bedroom units. Courtyard apartments may be provided on the roof of the podium.

Car parking (retail and residential) is proposed to be provided in basement. The submitted masterplan shows all car parking would be accessed by an upgraded signalised intersection at Macarthur Drive and The Boulevard. An expansive area of landscaped communal open space for the residents of the site could be provided on the podium level.

The Urban Design Study and Master Plan demonstrates residential towers of differing heights up to twelve (12) storeys (including the podium level) with potential lift overruns and/or rooftop plant, resulting in a maximum building height of 45 metres.

Part 2 – Explanation of provisions

The objectives of this planning proposal will be achieved through changes proposed to the development standards of the land identified in *Figure 1*. These proposed changes are:

- Amend the maximum permissible Floor Space Ratio from 1.5:1 to 2.15:1; and

- Amend the maximum permissible height from 21m to part 25m and part 45m.

Draft maps are provided in Part 4 of this report. To facilitate the proposed changes, the following LLEP 2008 maps are to be amended:

Floor Space Ratio

- 4900_COM_FSR_015_020_20210318

Height of Building

- 4900_COM_HOB_015_020_20210318

A new clause will also be inserted under Schedule 1 as follows:

24 Use of certain land at Holsworthy in Zone B2

(1) This clause applies to Lot 5 in Deposited Plan 825745 in Zone B2 Local Centre at 2 Macarthur Drive, Holsworthy.

(2) Development consent must not be granted to development if it would result in the gross floor area of all development on the site, other than residential accommodation, exceeding 9,000m².

Part 3 – Justification

Section A – Need for the planning proposal

3.1 Is the planning proposal a result of an endorsed local strategic planning statement, strategic study or report?

The planning proposal is not a result of any strategic planning statement, strategic study or report. However, the planning proposal aligns with state and regional strategic documents that set out goals seeking to protect, increase and enhance industrial and urban services land. Additionally, the proposal is aligned with Council strategies and studies. These documents include the following:

- Greater Sydney Regional Plan – A Metropolis of Three Cities
- Western City District Plan
- Local Strategic Planning Statement - Connected Liverpool 2040
- Liverpool Centres and Corridors Strategy
- Liverpool Local Housing Strategy

Further detail in respect of the alignment with these documents is set out in Section B (Relationship to strategic planning framework).

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

The planning proposal is considered the best means of achieving the objectives and intended outcomes as indicated in Part 1 of this planning proposal. There are no alternative processes to achieve the intent of this Planning Proposal due to the current planning controls that apply to the site under the LLEP 2008.

Section B – Relationship to strategic planning framework.

DPE's Planning Circular (PS 16-004) notes that a key factor in determining whether a proposal should proceed to Gateway determination should be its strategic merit and site-specific merit. It is considered that the planning proposal meets these tests as outlined in the following sections.

3.3 Will the planning proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy (including any exhibited draft plans or strategies)?

a. Strategic Merit

The planning proposal is consistent with relevant regional, sub-regional or district plan or strategies. The most relevant State and District plans that guide the land use direction for the site, are

- Greater Sydney Regional Plan – A Metropolis of Three Cities
- Western City District Plan

Greater Sydney Regional Plan – A Metropolis of Three Cities

The current metropolitan strategy applicable to the site is the NSW Government's Greater Sydney Region Plan (2018). Relevant directions from the metropolitan strategy are noted at Table 1 below.

Table 1 – Consistency with Greater Sydney Regional Plan

Objective	Comment
<i>Objective 4: infrastructure use is optimised</i>	<p>The Planning Proposal will encourage and support the use of existing transport infrastructure as the site is conveniently serviced by the Holsworthy Railway Station (< 250m walking distance from site).</p> <p>The site is located 20 minutes by train from Campbelltown and Liverpool, and 30 minutes from the Sydney CBD. Its location within walking distance to both the train station and Holsworthy Army Barracks will reduce car dependency and promote active transport.</p>
<i>Objective 6: Services and infrastructure meet communities' changing needs</i>	<p>The Urban Design Study and Master Plan demonstrates that the Proposal can provide for a development highly liveable place where daily shopping, social and recreational amenities are consolidated to meet the changing needs of the precinct and its immediate surrounding community and infrastructure.</p> <p>The proposal provides an opportunity to better service the nearby Holsworthy Army Barracks, which has grown significantly over the past decade and has been historically underserved by retail and social services.</p>
<i>Objective 7: Communities are healthy, resilient and socially connected</i>	<p>The Urban Design Study and Master Plan demonstrates that the Proposal can provide for a development embedded into its context by a new active square at the heart of the centre, activated by a retail frontage along Macarthur Drive with the opportunity for alfresco dining. Improved pedestrian connections to the station will be provided, along with high quality landscaping of Macarthur Drive which will result in positive visual impact and allow for shading by trees in summer.</p>
<i>Objective 8: Greater Sydney's communities are culturally rich with diverse neighbourhoods</i>	<p>The Urban Design Study and Master Plan demonstrates that the Proposal can provide for a development with a vibrant mix of uses and has the potential to accommodate a diverse community reflective of Liverpool LGA and Sydney.</p> <p>A range of housing types will be provided to attract a broad demographic at different stages in their lives, including key workers, students, recent graduates, retirees and families. locality and surrounding suburbs of Hammondville and Wattle Grove.</p>
<i>Objective 10: Greater housing supply</i>	<p>The Planning Proposal seeks to grow the availability of high quality housing at the site. The Urban Design Study and Master Plan demonstrates that proposal can provide for a future development would provide a mix of housing types and sizes that can suit varying lifestyle options.</p>
<i>Objective 11: Housing is more diverse and affordable</i>	<p>Liverpool City Council's Local Housing Strategy was prepared and endorsed in 2020. The strategy proposes to accommodate most housing growth concentrated within 14 local and strategic centres at transport hubs. The strategy promotes the provision of high-quality dwelling types in proximity to existing centres and transport infrastructure. The site is well located adjacent to the Holsworthy Train</p>

Objective	Comment
	Station and will introduce a range of dwelling typologies to the locality, giving effect to the vision of the Strategy. See Section 3.4 for further discussion.
<i>Objective 12: Great places that bring people together</i>	<p>The Urban Design Study and Master Plan demonstrates that the proposal can facilitate a development that includes an active square (Holsworthy Square), creating a focal space for people.</p> <p>This Planning Proposal will support a more efficient outcome at the site by providing for an appropriate balance of residential accommodation with Council's long term vision for the site as a retail centre.</p> <p>Proposed development envisaged under the controls would deliver well-designed, high quality buildings, contributing to a mix of dwelling types in the locality, which is currently comprised predominantly of single detached dwellings and where there are currently no apartment dwellings.</p>
<i>Objective 14: A Metropolis of Three Cities – integrated land use and transport creates walkable and 30-minute cities</i>	<p>The Urban Design Study and Master Plan demonstrates that the proposal can create a new strategically located centre adjacent to Holsworthy Railway Station, provide improved pedestrian connections to the station, delivery of approximately 350 apartments with excellent amenity, and an attractive and successful retail centre.</p> <p>Outside of the Liverpool centre, the site is one of only three centres within walking distance to a train station in the Liverpool LGA. Of these centres, Holsworthy has the best rail connectivity to Central Sydney.</p>
<i>Objective 22: Investment and business activity in centres</i>	The proposal will enable the development of the long vacant Holsworthy Local Centre, delivering local retail and commercial jobs to a predominantly suburban area. The locality, including the growing suburbs of Voyager Point and Sandy Point, and the rapidly growing Holsworthy Army Barracks, has been historically underserved by retail and commercial offerings. The proposal will strengthen the local centre and increase the availability of local services to the community.
<i>Objective 30: Urban tree canopy is increased</i>	The proposal will facilitate viable redevelopment of the vacant site, which includes landscaped embellishments, contributing to increased tree canopy.
<i>Objective 33 A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change</i>	The development aligns land use with transport planning by facilitating an increase in density within a designated local centre well serviced by public transport, helping to slow emissions and encourage active transport. The proposed increase in density on the site will also better manage congestion, improve air quality and increase mobility across the broader region.
<i>Objective 34 Energy and water flows are</i>	The site is located in the Holsworthy Town Centre which is already serviced by utilities. The proposed density will consume services at a more efficient rate than the traditional low rise suburban development. Subject to detailed design at the DA stage, the proposed built form will meet specified BASIX targets, with

Objective	Comment
<i>captured, used and re-used</i>	opportunities for the provision of renewable energy and WSUD principles across the site.

Western City District Plan (WCDP)

The site is located within the Western City District and the applicable District Plan is the Western City District Plan (2018), as established by the Greater Sydney Commission in March 2018. Relevant directions from the Western City District Plan are noted at Table 2 below.

Table 2 – Consistency with Western City District Plan

Criteria	Comment
<i>A city supported by infrastructure</i>	The Planning Proposal will encourage and support the use of existing transport infrastructure as the site is conveniently serviced by the Holsworthy Railway Station (< 250m walking distance from site).
<i>A city for people</i>	The proposal will provide retail and commercial offerings in a predominantly suburban locality. The site will provide a meeting place for the local community that can facilitate social interaction and socially connected communities. The site's location adjacent to the Holsworthy train Station and Holsworthy Army Barracks, as well as existing active transport connections along Harris Creek and Heathcote Road will enable walkable access to the centre.
<i>Housing the city</i>	<p>The proposal is located on a long term vacant site and provides a unique opportunity to provide strategic housing supply, to be integrated as part of a mixed-use development and within proximity to established transport infrastructure.</p> <p>The indicative apartment mix under the Urban Design Study and Master Plan comprises 23% one bedroom, 50% two bedroom, and 27% three bedroom apartments.</p> <p>This mix is influenced by current and forecast trends in household composition in Holsworthy and the wider Liverpool LGA. In Holsworthy, couple family with children has changed from 55% of total families in 2001, to 61.5% in 2016. In addition, one parent families have also increased from 8.6% of all families in 2011, to 12.5% in 2016. Furthermore, notable forecast household types in Liverpool LGA between 2011 to 2036 include a proportional increase in lone person households (14% to 17%), and in couple only households (17% to 19%).</p>
<i>A city of great places</i>	The Urban Design and Master Plan demonstrates that the proposal can provide for a development strategically centred adjacent to Holsworthy Railway Station, opportunity for improved pedestrian connections to the station, delivery of approximately 350 apartments with diversity of dwelling sizes and an attractive retail centre.

Criteria	Comment
	<p>The Proposal would deliver a precinct that is activated by a vibrant mix of uses and designed to welcome a diverse community reflective of the Liverpool LGA and Sydney.</p> <p>As noted earlier, future development may feature an active square (Holsworthy Square) that will create a focal space for the existing and future community in Holsworthy.</p>
<i>A well connected city</i>	<p>The Planning Proposal will deliver a transit-oriented development, increasing the number of dwellings located within 30 minutes by public transport of a strategic centre, given its location adjacent to the existing Holsworthy Railway Station (< 250m walking distance from site).</p> <p>The site is located 20 minutes by train from Campbelltown and Liverpool, and 30 minutes from the Sydney CBD. Its location within walking distance to both the train station and Holsworthy Army Barracks will reduce car dependency and promote active transport.</p>
<i>Jobs and skills for the city</i>	<p>The proposal will deliver local retail and commercial jobs to the growing Holsworthy locality, providing job opportunities within the predominantly suburban area. The proposed up-lift will increase the number of jobs to be created in the town centre, representing a modest intensification of activity in a suitable location that is well serviced by public transport.</p>
<i>A city in its landscape</i>	<p>The proposal will facilitate viable redevelopment of the vacant site, which includes landscaped embellishments, contributing to increased canopy.</p>
<i>An efficient city</i>	<p>The proposed density will consume services at a more efficient rate than the traditional low rise or medium density built form development. The development will be well connected to existing transport networks, whilst providing a much needed town centre to service locals, and thereby avoiding additional trips outside the locality and consolidating built form into a genuine town centre.</p>
<i>A resilient city</i>	<p>The site is not located in an area subject to environmental hazards such as bushfire or flooding. The site will facilitate the delivery of dwellings in the Sydney Region that does not increase population in area subject to natural or urban hazards.</p>

Planning Priorities mentioned in Western City District Plan

Relevant priorities from the Western City District Plan are noted at Table 3 below.

Table 3 – Consistency with relevant priorities of the Western City District Plan

Criteria	Comment
<i>W5 Providing housing supply, choice and</i>	<p>The proposal will provide more housing in the right locations within the Liverpool LGA, as desired by the Priority. Apartments will be delivered to a locality dominated</p>

Criteria	Comment
<i>affordability, with access to jobs, services and public transport</i>	<p>by low rise dwelling houses, genuinely improving housing supply, choice and diversity.</p> <p>The proposal will deliver up to 350 dwellings in an underdeveloped town centre that is well serviced by public transport and open space infrastructure. The proposal will also provide retail and commercial to the Holsworthy town centre for the first time, improving access to jobs and services for the surrounding area.</p> <p>The location is conducive to the delivery of higher density residential dwellings, given the high level of amenity offered by existing open space infrastructure, creek corridors and surrounding bushland.</p>
<i>W15 Increasing urban tree cover and delivering green grid connections</i>	<p>The proposal will facilitate viable redevelopment of the vacant site, which includes landscaped embellishments, contributing to increased canopy.</p> <p>The proposed public domain embellishments, such as street tree planting will improve connections to the local green grid, including a shared pathway provided to link to Holsworthy Station and onwards to the existing Harris Creek corridor.</p>
<i>W18 Delivering high quality open space</i>	<p>The Holsworthy Town Centre currently lacks a central civic space. The proposal will deliver a publicly accessible 1,000sqm town square on the site, embellished with high quality landscape features and highly activated. The square will provide a contextually appropriate space that will cater for the local community, supporting healthy lifestyles and fostering social interaction.</p>
<i>W19 Reducing carbon emissions</i>	<p>As discussed above, the proposed density will consume services at a more efficient rate than the traditional low rise suburban development. Subject to detailed design at the DA stage, the proposed built form will meet specified BASIX targets, with opportunities for the provision of renewable energy and WSUD infrastructure across the site.</p>
<i>W20 Adapting to natural hazards and climate change</i>	<p>As discussed above, the site is not located in an area subject to environmental hazards such as bushfire or flooding. The site will facilitate the delivery of dwellings in the Sydney Region that does not increase population in area subject to natural or urban hazards.</p>

Local Strategy

Assessment of the proposal with regards to the Local Strategic Planning Statement (LSPS) is detailed in Section 3.4.

b. Site Specific Merit

In addition to meeting at least one of the strategic merit criteria, a Planning proposal is required to demonstrate site-specific merit against the following criteria in Table 4 below.

Table 4 - Site Specific Merit

Criteria	Planning Proposal Response
<p><i>Does the planning proposal have site specific merit with regard to: the natural environment (including known significant environmental values, resources or hazards)?</i></p>	<p>The site holds minimal environmental constraints as it is largely devoid of any vegetation, is not identified with significant flood impacts, does not contain any endangered ecological communities, and by virtue of surrounding infrastructure, is generally isolated from surrounding areas of bushland.</p> <p>A portion of the site is, however, identified as being bushfire prone, with the eastern portion of the site identified as a 'vegetation buffer' pursuant to Council's Bushfire Prone Land map. This affectation has influenced the Master Plan and will not preclude, the undertaking of future development. This would be further analysed, and appropriate mitigation measures put in place as part of any future DA.</p>
<p><i>The existing uses, approved uses and likely future uses of land in the vicinity of the land subject to a proposal?</i></p>	<p>This Planning Proposal seeks the redevelopment of a long term vacant and generally unconstrained site, and where no similar opportunities exist to surrounding sites or within the locality.</p> <p>As noted within this report, there is a strong and timely need for redevelopment of the site, which holds site-specific merit to accommodate the uplift in density sought by this Planning Proposal. As reflected by both current and historical zoning, the site has been identified for development for the purposes of a mixed-use centre for over fifteen years, following the release and private sale of the site from Commonwealth ownership and military control in approximately 2001.</p> <p>The site benefits from several existing development approvals, specifically DA-1839/2005 (as amended) and DA-582/2009 for the purposes of a retail centre. The site is currently vacant, having existed in a partially excavated and desolate state for approximately eight (8) years, with excavation works approved under DA-1839/2005 understood to have been undertaken in 2009. Accordingly, whilst the site remains undeveloped it is otherwise known by both Council and the general community as the site of 'Holsworthy Plaza'.</p> <p>The Planning Proposal is accompanied by an Economic Impact Assessment prepared by Leyshon Consulting (Attachment D) which concludes that the proposed development will not lead to the loss of retail facilities at Wattle Grove and Moorebank or in other centres. Residents will still have easy access to the same (or a better) range of retail facilities compared with those they currently enjoy including access to a full-line supermarket and a discount supermarket. Further, the assessment concludes that the impacts of the proposal will be mitigated by the significant public benefits associated with creating a new mixed-use, transit-oriented centre at Holsworthy anchored by a full-line supermarket and a discount supermarket.</p> <p>Historically, the site is somewhat fragmented as a result of its location adjacent to the East Hills railway line to the south, whilst also being</p>

Criteria	Planning Proposal Response
	<p>triangularly defined by Heathcote Road and Macarthur Drive, which bound the site to the north, east and west. The site is therefore standalone, being uniquely positioned against the rail corridor, bushland and with adequate separation to surrounding development and is of a size and capacity capable of accommodating the proposed increase in density without unreasonable environmental impact.</p> <p>By virtue of the unique setting and history of the site, there are no comparable sites in the Liverpool LGA that possess equivalent strategic merit for a high-density mixed-use development, nor where such a development is possible. The subject site is under single ownership, is near a railway station and future development under the amended controls will not impact on amenity and function of surrounding uses.</p> <p>The Holsworthy Barracks to the south of the site is a key military asset, having recently undergone significant redevelopment, with development into the future likely to be restricted to Defense uses only. The Proposal would not affect the on-going Defense uses.</p> <p>Development to the west of the site, the Morningside Estate, has only recently been constructed (2008), and is under Community Title, therefore having minimal development potential in the medium term. Further, and despite recent upgrades, whilst development associated with the Holsworthy railway station and commuter carpark is likely, any such development will be related to transport infrastructure only and not capable of any significant outward expansion (i.e. any development is likely to be uplift only).</p> <p>Development to the north through east of the site consists of remnant bushland, the Holsworthy sewerage treatment plant and sports playing fields, zoned SP2 – Defence and RE1 – Public Recreation respectively. It is considered that development of this land is unlikely in the short to medium term, with any future development likely to be residential in nature only and dictated by significant flooding and ecological constraints burdening this land.</p> <p>On this basis, there is no likely future development that would affect the uplift in density sought by this Planning Proposal, nor would the proposal affect nor preclude the development capability of surrounding site. Conversely, the proposed development is considered to result in a high-quality outcome for the site providing a range of retail, commercial uses to serve the needs of people who live in, work in and visit the local area, without unreasonable environmental, economic or social impact. The site therefore has site specific merit to support the Planning Proposal.</p>
<i>The services and infrastructure that are or will be available to meet</i>	There is adequate infrastructure to support the Planning Proposal. The site is well located and seeks to utilise existing public transport infrastructure and road connections to the site. Existing service

Criteria	Planning Proposal Response
<i>the demands arising from the proposal and any proposed financial arrangements for infrastructure provision?</i>	<p>provisions also exist for electricity, water, sewer, gas, stormwater infrastructure and telecommunications infrastructure at the site.</p> <p>The site is well located to areas of public open space, specifically Kokoda Oval, Hammondville Oval and associated playing fields as well as areas of open space and bushland associated with Harris Creek and Williams Creek to the north of the site.</p> <p>As detailed within the accompanying Social Impact Assessment (Attachment C), the site is also well located to a variety of community facilities, child care centres, sports clubs and associations, churches and schools (pre, primary and high schools) within the locality and surrounding suburbs of Hammondville and Wattle Grove.</p>

3.4 *Will the planning proposal give effect to a council's endorsed local strategic planning statement, or another endorsed local strategy or strategic plan?*

Liverpool Local Strategic Planning Statement (LSPS)

The Local Strategic Planning Statement (LSPS) is Council's long-term plan to shape Liverpool's future which will help guide the development of Liverpool's suburbs and balance the need for housing, jobs and services as well as parks, open spaces and the natural environment.

Local Planning Priority 7, under the Liveability goal of the LSPS, includes the planning priority: *'Housing choice for different needs, with density focused in the City Centre and centres well serviced by public transport.'* The planning proposal would support additional housing choice. The planning proposal would deliver approximately 350 dwellings in proximity of Holsworthy train station which would assist in meeting Liverpool City Council's five-year housing supply target. The proposal will also introduce new apartment dwelling types to the dwelling house dominated Holsworthy locality, increasing affordability and diversity of product.

Local Planning Priorities mentioned in LSPS

Relevant priorities from the Liverpool LSPS are noted at Table 5 below.

Table 5 – Consistency with relevant priorities of the Liverpool LSPS

Criteria	Comment
<i>6 High-quality, plentiful and accessible community facilities, open space and infrastructure aligned with growth</i>	The Holsworthy Town Centre currently lacks a central civic space. The proposal will deliver a publicly accessible 1,000sqm town square on the site, embellished with high quality landscape features. The square will provide a contextually appropriate space that will cater for the local community, supporting healthy lifestyles and fostering social interaction.

Criteria	Comment
	The proposal will also provide for improved pedestrian connections around the site and town centre, connecting to the train station and existing Harris Creek green grid corridor.
<i>7 Housing choice for different needs, with density focused in the City Centre and centres well serviced by public transport</i>	The planning proposal would support additional housing choice. The planning proposal would deliver approximately 350 dwellings in proximity of Holsworthy train station which would assist in meeting Liverpool City Council's five-year housing supply target. The proposal will also introduce new apartment dwelling types to the dwelling house dominated Holsworthy locality, increasing affordability and diversity of product.
<i>11 An attractive environment for local jobs, business, tourism and investment</i>	<p>The proposal will facilitate viable redevelopment of the vacant site, which includes landscaped embellishments, contributing to increased canopy.</p> <p>The proposal will provide opportunities for local investment in the locality, with retail and commercial floor space to be provided in the town centre for the first time. Given the lack of commercial floor space in the locality, location adjacent to the train station and proximity to the Holsworthy Army Barracks, it is anticipated that the site will present as an attractive local investment opportunity.</p>
<i>15 A green, sustainable, resilient and water-sensitive city</i>	<p>As discussed above, the proposed density will consume services at a more efficient rate than the traditional low rise suburban development. Subject to detailed design at the DA stage, the proposed built form will meet specified BASIX targets, with opportunities for the provision of renewable energy and WSUD infrastructure across the site.</p> <p>Further, the site is not located in an area subject to environmental hazards such as bushfire or flooding. The site will facilitate the delivery of dwellings in the Sydney Region that does not increase population in area subject to natural or urban hazards.</p>

Liverpool Local Housing Strategy (LHS) 2020

The Liverpool Housing Vision promotes the provision of high-quality dwelling types in proximity to existing centres and transport infrastructure. Relevant directions from the Local Housing Vision are noted at Table 6 below.

Table 6 –Liverpool Local Housing Strategy

Criteria	Planning Proposal Response
<i>Housing Priority 1: Diverse housing to meet the needs of the community</i>	The proposal will introduce apartment dwelling opportunities to Holsworthy, which is currently dominated by detached and attached dwelling typologies. Apartments will provide more affordable dwellings compared to traditional detached dwelling houses, and will enable a more diverse population, including students and senior citizens, to live and work in the area.

Criteria	Planning Proposal Response
<i>Housing Priority 2: Focus growth in and around town and strategic centres close to transport and services</i>	<p>The proposal seeks a modest intensification of commercial and residential land uses within the currently undeveloped Holsworthy town centre. The development will provide a walkable town centre that provides access to retail and commercial opportunities to both the residents of Holsworthy, Voyager Point and Sandy Point and military personnel of the rapidly growing Holsworthy Army base in a historically underserved locality.</p> <p>The centre is serviced by the Holsworthy Train Station, which provides 20 minute travel times to Liverpool and Campbelltown, and 30 minute services to the Sydney CBD, the most competitive in the Liverpool LGA.</p>
<i>Housing Priority 3: The low scale character of suburban areas is respected</i>	The site is zoned B2 Commercial Centre, whilst adjoining land is zoned R4 High Density Residential and developed for attached dwellings. The proposal does not seek to rezone existing low density land and will provide density within a planned town centre well serviced by existing transport and open space infrastructure.
<i>Housing Priority 4: Increase affordable housing across Liverpool</i>	As discussed, the proposal will introduce more affordable apartment dwelling typologies to a locality dominated by detached and attached dwelling houses.
<i>Housing Priority 5: Ensure sustainability principles and climate resilience in new development</i>	<p>The proposed density is considered appropriate as this location is already well serviced by open space infrastructure, specifically Kokoda Oval, Hammondville Oval and associated playing fields as well as areas of open space and bushland associated with Harris Creek and Williams Creek to the north of the site.</p> <p>The reduction in car use afforded by a strategically located development will decrease transport associated emissions, encourage active transport use, and contribute to climate resilience in the broader LGA.</p>
<i>Housing Priority 6: Support housing growth with appropriate infrastructure</i>	The site is already well serviced by existing community, open space and transport infrastructure, as noted in the supporting Social Impact Assessment. The proposal will be accompanied by a number of local infrastructure upgrades to support the development.

Liverpool Centres and Corridors Strategy

Liverpool Centres and Corridors Strategy (LCCS) 2020

The Liverpool Centres and Corridors Strategy seeks to ensure that there are adequate, appropriate and accessible retail services for Liverpool's residents into the future whilst maintaining the viability of existing functioning centres.

Relevant directions from the LCSS are noted at Table 7Table 6 below.

Table 7 –Liverpool Centres and Corridors Strategy

Criteria	Planning Proposal Response
<i>Ensure that there are adequate, appropriate and accessible retail services for Liverpool's residents into the future</i>	The proposal will introduce retail and commercial uses to the Holsworthy Town Centre for the first time, as envisioned by the site's B2 zoning. The site will provide a greater range of services and businesses than the nearby Wattle Grove and Hammondville local centres, and will be utilised by commuters using Holsworthy Station, personnel from the nearby Holsworthy Army Barracks and passing regional traffic from Heathcote Road.
<i>Maintain and strengthen the viability of existing centres</i>	<p>An Economic Impact Assessment has been prepared and is provided at Attachment D to this report. The Economic Impact Assessment notes that the proposal will provide the opportunity for a new district retail centre in south-eastern Liverpool, which the area currently lacks. The further advantage of the site is its co-location with Holsworthy Railway Station.</p> <p>The proposal will generate estimated annual sales of \$70 million, which may have an impact on other existing centres at Wattle Grove and Moorebank, however the impact is unlikely to lead to a significant reduction in retail services at these locations.</p>
<i>Ensure that centres have a high level of amenity for workers, shoppers, residents and visitors</i>	The centre will be designed to provide a high level of amenity to the local community. The proposal will deliver a publicly accessible 1,000sqm town square on the site, embellished with high quality landscape features and public domain improvements. The square will provide a contextually appropriate space that will cater for the local community, supporting healthy lifestyles and fostering social interaction.
<i>Ensure that future centres are well planned and connected.</i>	As demonstrated throughout this report, the proposal represents an appropriate level of uplift in an underdeveloped, but strategically located town centre. The development is located adjacent to the Holsworthy Train Station and conveniently fronts Heathcote Road. Upgrades to the local sidewalks will improve access to the centre.

The LCCS identifies Holsworthy as a 'Local Centre' within the 'Proposed Retail Hierarchy' located in Table 1. The proposal is consistent with the proposed hierarchy as it will meet local convenience retailing needs whilst acting as a community gathering space, through the provision of the town square. In line with the hierarchy, the proposal provides for a supermarket, a range of retail offerings and improved pedestrian connectivity to local residential areas, active transport networks, Holsworthy Train Station and the Holsworthy Army Barracks.

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

Several State Environmental Planning Policies (SEPPs) apply to the land. The consistency of the planning proposal with pertinent SEPPs has been provided in Table 8 below. SEPPs which the planning proposal

will not materially impact nor undermine, where it is deemed that the planning proposal is consistent or not inconsistent with the SEPP objectives are omitted from *Table 8*.

Table 8 – Consistency with State Environmental Planning Policies

State Environmental Planning Policy	Comment / Consistency
<i>SEPP (Transport and Infrastructure) 2021</i>	The proposal has been designed having regard to SEPP Transport and Infrastructure, considering the proximity of the site to the adjacent railway line and scale of the development overall (considered to be traffic generating development). The proposal is supported by a Traffic Impact Assessment prepared by Terraflow (Attachment E) demonstrating the proposal will not result in any unreasonable impact to the local road network.
<i>SEPP (Resilience and Hazards)</i>	The aim of this policy is to ensure the appropriate management and remediation of contaminated land. Contamination can be further addressed, and mitigation measures implemented for any future development, at the DA stage, in accordance with the provisions of clause 4.6 of the SEPP.
<i>SEPP No. 65 – Design Quality of Residential Apartment Development</i>	The proposal has been designed to ensure consistency with the provisions of SEPP 65 and the ADG, specifically relating to building massing, setbacks and provision of landscaping and open space at the site.
<i>State Environmental Planning Policy (Biodiversity and Conservation) 2021</i>	The SEPP applies to land zoned B2 Local Centre in Liverpool Local Government Area. Consistency with this SEPP will be subject to future DAs, although there is very limited vegetation on the site, a result of minor groundworks undertaken under the consent of extant DAs for the site.

3.6 *Is the planning proposal consistent with applicable Ministerial Directions (Section 9.1 directions)?*

Table 9 – Consistency with Ministerial Directions

Ministerial Direction	Justification
<i>1.2 Implementation of Regional Plans</i>	Consistency with Greater Sydney Region Plan - A Metropolis of Three Cities is demonstrated in Section 3.3 of this report.
<i>1.4 Approval and Referral Requirements</i>	The Planning Proposal does not contravene the objectives of this direction.
<i>1.5 Site Specific Provisions</i>	The Planning Proposal does not propose any unnecessarily restrictive site-specific planning controls, and will use standard built form controls to amend the LLEP 2008.

<i>4.3 Planning for Bushfire Protection</i>	<p>The Planning Proposal applies to land that is partially bushfire prone, with the eastern portion of the site identified as a 'vegetation buffer' pursuant to Council's Bushfire Prone Land map.</p> <p>This affectation has been considered in the design of the proposal, with a future development capable of complying with Rural Fires Act 1997 and the NSW Rural Fire Service 'Planning for Bushfire Protection' guidelines.</p>
<i>4.4 Remediation of Contaminated Land</i>	<p>The conclusions and recommendations presented in the Preliminary Site Investigation (PSI) identified a need for more detailed investigations of the site. However, given that Ministerial Direction 2.6 only requires the submission of a PSI, a detailed site investigation can be procured at DA stage.</p>
<i>4.5 Acid Sulfate Soils</i>	<p>The site is identified as containing Class 5 Acid Sulfate Soils pursuant to Cl.7.7 LLEP 2008. The proposed development is not considered to have the potential to disturb, expose or drain acid sulfate soils, nor cause environmental damage.</p>
<i>5.1 Integrating Land Use and Transport</i>	<p>The site is within 100 metres of Holsworthy railway station and transport interchange, which provides fast connections.</p> <p>The Planning Proposal will provide for residential accommodation across a variety of dwelling types in a well-connected site and encourage use of public transport.</p>
<i>5.2 Reserving Land for Public Purposes</i>	<p>The Planning Proposal does not propose to create, alter or reduce any existing zoning or reservation on the land for public purposes</p>
<i>5.3 Development Near Regulated Airports and Defence Airfields</i>	<p>The site is located approximately 4.2km south of Bankstown Airport, 20km south east of Sydney Kingsford Smith Airport and approximately 25km east of the proposed Western Sydney Airport at Badgerys Creek. The site is not burdened by any ANEF restriction at the site.</p> <p>The proposed increase in height sought under this Planning Proposal (up to RL.55.0m AHD) is significantly below the OLS limitations applying to the site (Approx. RL. 100m AHD).</p> <p>The proposal will not affect the operation of any aerodromes.</p>
<i>6.1 Residential Zones</i>	<p>The site is zoned B2 - Local Centre, which although not a residential zone, otherwise provides for the undertaking of some forms of residential development, including residential flat buildings as permissible within the zone.</p> <p>The Planning Proposal will facilitate the delivery of high quality housing of this type, currently not present within the suburb of Holsworthy or broader locality. The development will increase housing supply and improve the variety and choice of dwelling types available.</p>
<i>7.1 Business and Industrial Zones</i>	<p>The Planning Proposal will support a retail centre on a site having been long identified for this purpose and already appropriately zoned.</p>

Section C – Environmental, social, and economic impact

3.7 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 does not contain any critical habitat, threatened species, population or ecological communities or their habitats. Whilst some areas of threatened ecological communities have been identified in areas of bushland adjacent to Williams Creek to the north east of the site, the Planning Proposal is not considered to result in any impact to these areas.

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

The Planning Proposal seeks an increase in the height and floor space ratio controls applicable to the site to facilitate future development, as demonstrate by the Urban Design Study and Master Plan at Attachment A. It is anticipated that subject to a future, detailed design, that the development has the potential to result in environmental impacts.

Should this Planning Proposal be supported, a detailed design and future Development Application (or applications) will be lodged seeking development consent for a proposed mixed-use development and will be subject to the applicable planning framework, including the provisions the EP&A Act 1979 and detailed controls of Liverpool City Council. It is anticipated that potential environmental impacts will be fully explored, with appropriate mitigation measures implemented, as to ensure that the development will result in no unreasonable effects.

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

The social and economic effects of this Planning Proposal have been considered and addressed.

An Economic Impact Assessment has been prepared and is provided at Attachment D to this report. The Economic Impact Assessment notes that the proposal will provide the opportunity for a new district retail centre in south-eastern Liverpool, which the area currently lacks. The further advantage of the site is its co-location with Holsworthy Railway Station. The proposal will generate estimated annual sales of \$70 million, which may have an impact on other existing centres at Wattle Grove and Moorebank, however the impact is unlikely to lead to a significant reduction in retail services at these locations. The Economic Impact Assessment notes that the potential economic impacts of the proposal will be mitigated by the significant public benefits associated with creating a new, mixed use development, close to the railway station and anchored by a full line supermarket.

A Social Impact Assessment has been prepared and is provided at Attachment C. The planning proposal is considered to have an overall positive social impact, whilst potential negative impacts can be appropriately mitigated.

Section D – State and Commonwealth interests

3.10 Is there adequate public infrastructure for the planning proposal?

It is considered there is adequate public infrastructure to support the Planning Proposal. The site is well located and seeks to utilise existing public transport infrastructure and road connections to the site. As detailed within the Servicing and Utilities Infrastructure Strategy Report, prepared by ARUP (Attachment I), existing service provisions exist for electricity, water, sewer, gas, stormwater infrastructure and telecommunications infrastructure at the site.

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

As a result of the Gateway Determination, relevant public authorities have been identified for early consultation to satisfy ministerial directions 3.5 - *Development Near Regulated Airports and Defence Airfields*, and 4.4 - *Planning for Bushfire Protection*. Consultation occurred between 20 July and 25 August 2020.

Table 10 - Public Authority Consultation

Authority	Submission	Officer response
<i>NSW Rural Fire Service</i>	No objections to the planning proposal. Further consideration of bushfire prone land will be addressed at the Development Assessment stage.	No action required.
<i>Department of Defence</i>	Defence does not support the proposed amendment to increase density and height at the subject site. However, if Council is inclined to support the proposal, Defence would seek to ensure that appropriate conditions are imposed as part of any future development proposal as follows: <ul style="list-style-type: none">• no surveillance or communications equipment or products can be erected on the building without prior approval by Defence;• any future buildings must be designed to ensure minimal overview of Defence land by generally facing apartments away from the barracks and through the use of architectural privacy treatments to avoid any direct overview.	Relevant design considerations will be addressed in the site-specific development control plan (DCP). Defence will be consulted when the DCP is exhibited.
<i>Bankstown Airport</i>	No objections to the planning proposal.	No action required

Pursuant to the Gateway determination issued on 15 July 2020, the following government agencies, or utility owners, have also been identified as being potentially interested parties and will be consulted during the public exhibition period:

- Sydney Water: The site is currently vacant and will require water and sewer services to be developed and connected with reticulated water and sewer services.
- APA Group: The site is adjacent to the Moomba to Sydney natural gas pipeline along its southern boundary.

- Transport for NSW: Heathcote Road is situated along the north eastern boundary of the site. Heathcote Road is currently being widened to four lanes, thereby impacting on access to the site.

Part 4 – Mapping

The existing and the proposed changes to the LLEP 2008 are shown in the maps below.

Floor Space Ratio Maps

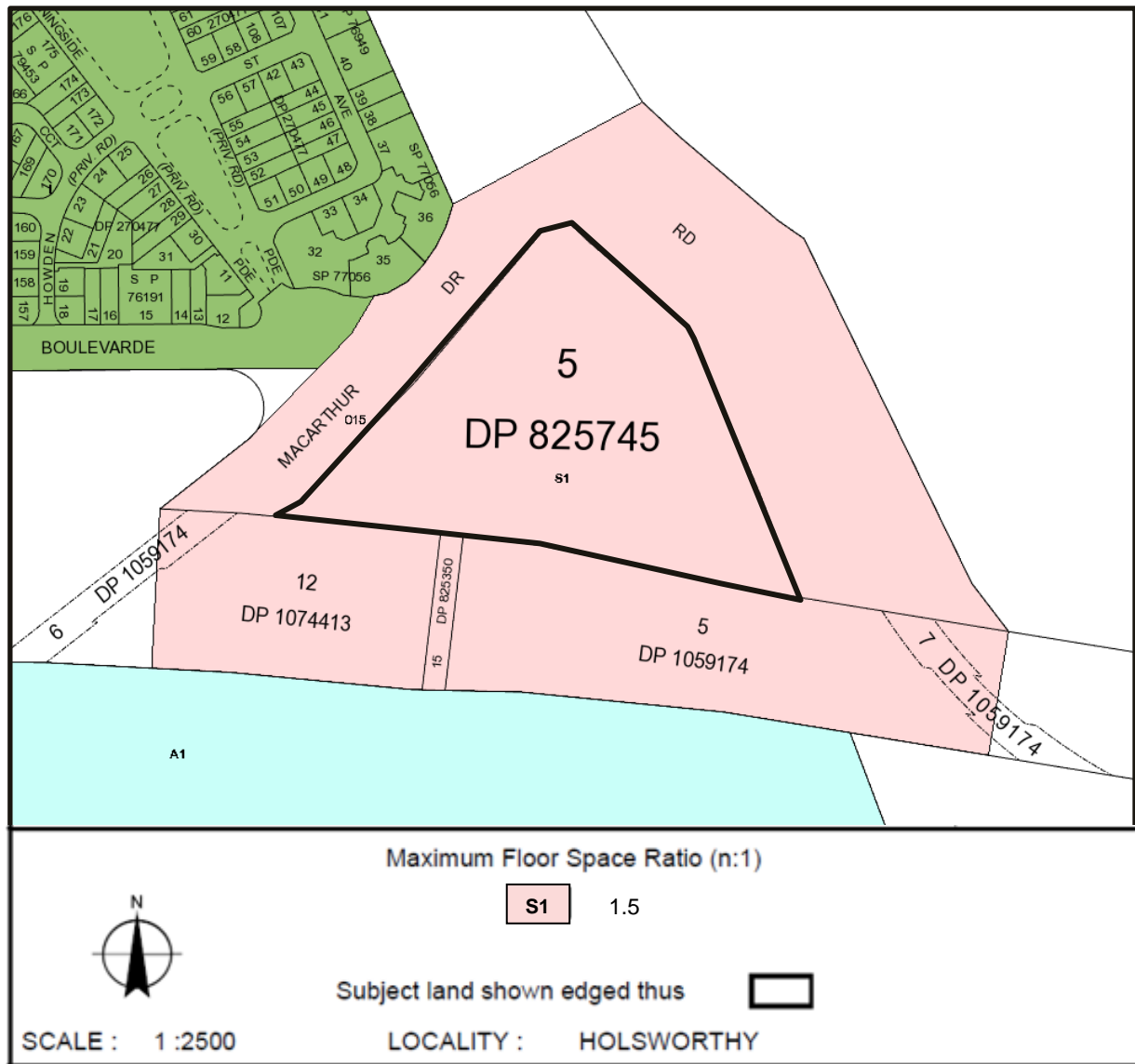


Figure 4: Existing floor space ratio map for the subject site

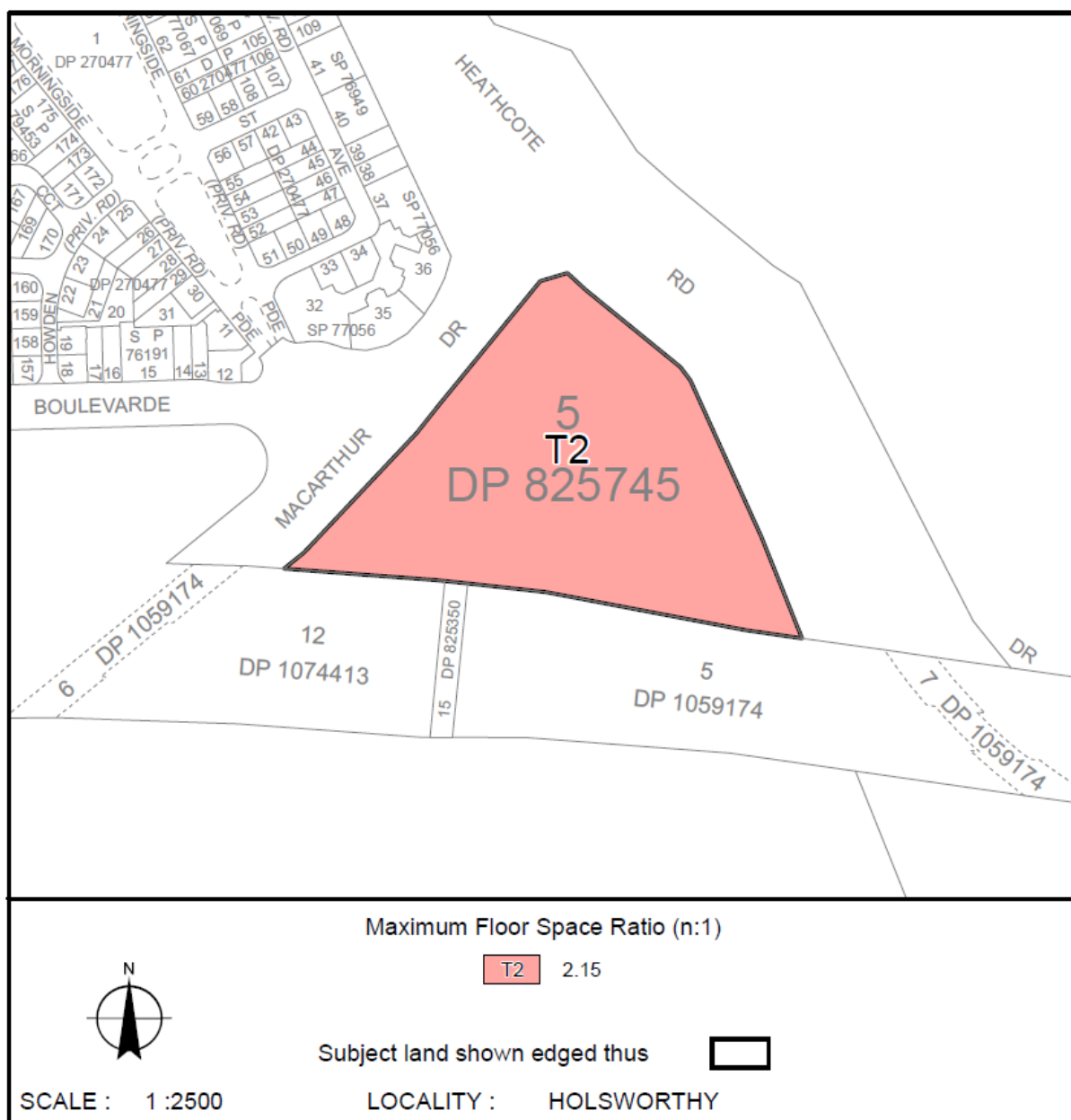


Figure 5: Proposed floor space ratio map for the subject site

Height of Building Maps

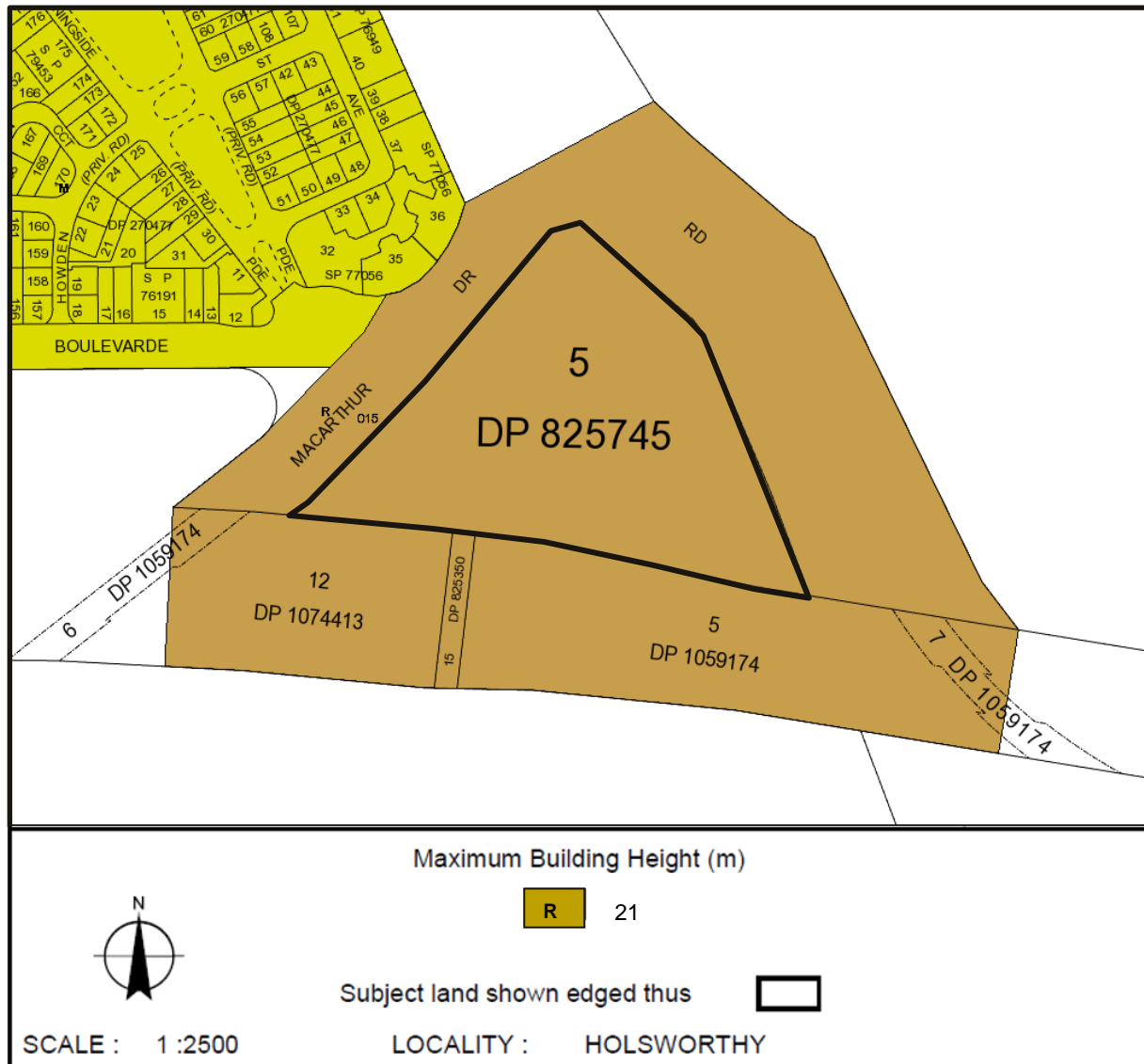


Figure 6: Existing height of building map for the subject site

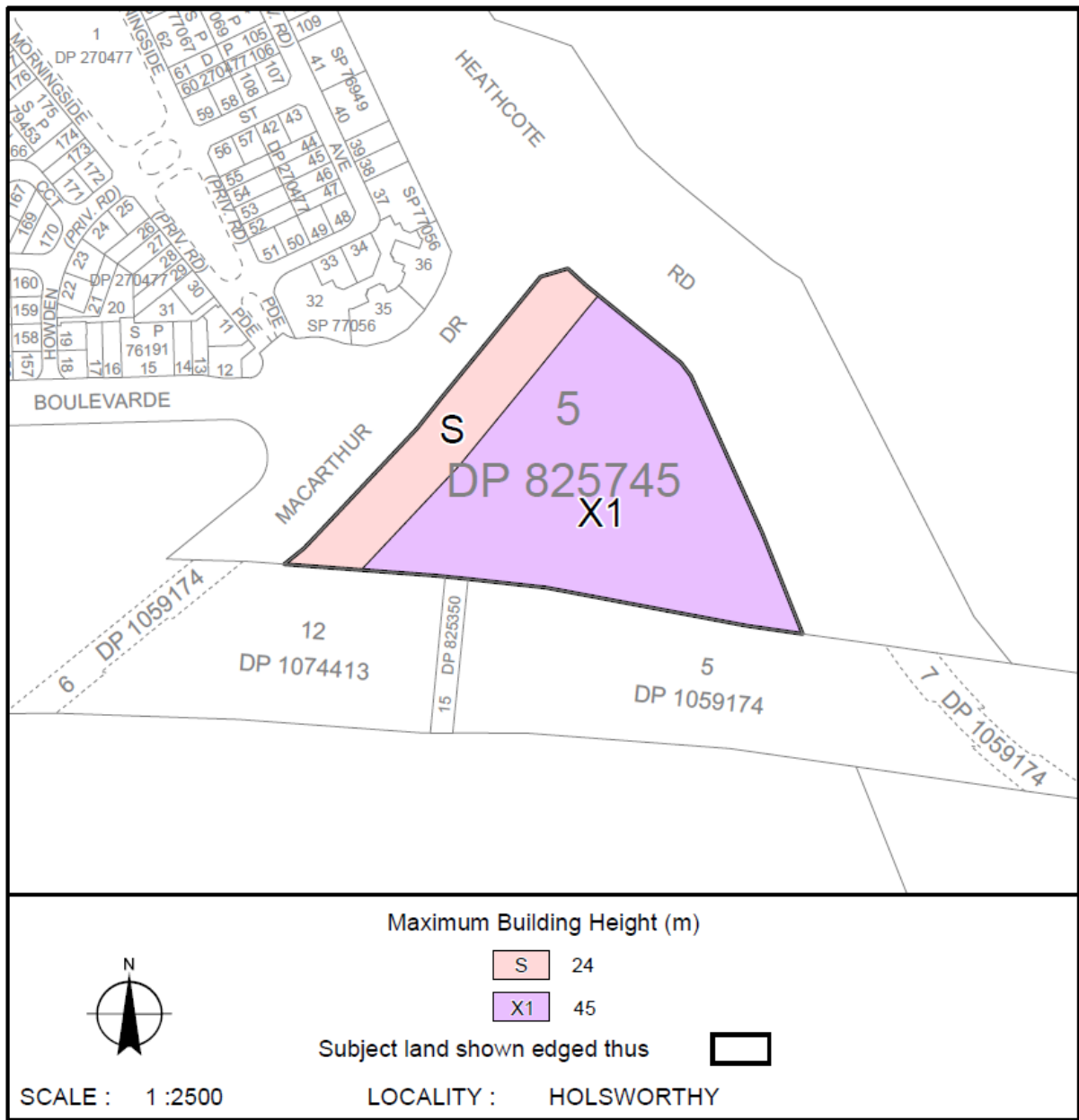


Figure 7: Proposed height of building map for the subject site

Part 5 – Community Consultation

Schedule 1, Clause 4 of the EP&A Act requires the relevant planning authority to consult with the community in accordance with the Gateway determination. The planning proposal will be publicly exhibited for at least 28 days in accordance with DPE's A Guide to Preparing Local Environmental Plans. The planning proposal exhibition will also be carried out in accordance with Council's Community Participation Plan.

At a minimum, the notification of the public exhibition of the Planning proposal is expected to involve:

- Notification on the Liverpool City Council website

Part 6 – Project Timeline

The past actions and an anticipated project timeline is shown in Table 11.

Table 11 – Anticipated Project Timeline

Timeframe	Action
26 August 2019	Presented at the Local Planning Panel meeting
28 October 2019	Presented to Liverpool City Council
December 2019	Submission of Planning Proposal to DPE
15 July 2020	Gateway Determination issued (As explained in this document above, this Gateway Determination has been removed.)
July 2020 – August 2020	Early consultation with RMS, RFS, Bankstown Airport and Defence
1 April 2021	An altered Gateway determination was issued with finalisation time frame of 15 August 2021
9 September 2021	DPE removed the Gateway determination
April 2022	Resubmission of Planning Proposal to DPE
July 2022	Gateway Determination
September-October 2022	Public Exhibition, Community and public agency consultation
November - December 2022	Consideration of submissions and proposal post-exhibition
February 2023	Post-exhibition report to Council
March-May 2023	Legal drafting and making of the plan

It should be noted that a draft DCP amendment and VPA are being progressed concurrently to support this planning proposal. It is envisioned that these supporting components be exhibited concurrently with the planning proposal.

The progression of the draft DCP and draft VPA may cause some delays to the progress of the planning proposal.

Attachments

- A. Master Plan and Urban Design Study
- B. Landscape Master Plan
- C. Social Impact Assessment
- D. Economic Impact Assessment
- E. Traffic Impact Assessment
- F. Flood Study
- G. Bushfire Constraints Assessment

- H. Noise and Vibration Impact Assessment
- I. Servicing and Utilities Infrastructure Strategy
- J. Report Preliminary Site Investigation