

Item no	1
Application Number	RZ-1/2022
Proposal	Rezone and amend development standards for all land within the proposed Leppington Town Centre
Recommendation	Proceed to Gateway determination
Planning Officer	Kweku Aikins – Senior Strategic Planner

1. EXECUTIVE SUMMARY

A draft planning proposal (RZ-1/2022) has been prepared to rezone and amend development standards for several land parcels within the Leppington Town Centre (LTC). The LTC was rezoned in 2013 as a strategic centre with a focus on being an employment precinct, serving the broader south-west growth area. The planning proposal seeks to refocus the role of LTC as a strategic centre with a stronger residential focus, given that employment focus has pivoted to the Aerotropolis precincts nearby. The planning proposal seeks to optimise development feasibility of land within the subject locality by optimising the extent of certain zones and planning controls.

The draft Planning Proposal seeks to amend *State Environmental Planning Policy (Precincts - Western Parkland City) 2021* (the SEPP). Market analysis reports prepared for Council suggest that by 2041 the proposed controls could facilitate the delivery of approximately:

- 10,500 dwellings;
- 156,000m² of retail floorspace;
- 142,000m² of commercial, health, community and education floorspace; and
- 160,000m² of commercial and industrial enterprise employment floorspace.

The Planning Proposal also seeks to support the delivery of:

- Additional active open space (including three double playing fields);
- Additional passive open space (riparian corridors, pedestrian links and cycleways);
- An upgrade of an existing primary school (Camden LGA);
- A new high school (Camden LGA);
- A new primary school (Liverpool LGA);
- A potential new selective school (Camden LGA);
- An integrated health hub (Camden LGA);
- A multipurpose community facility (Camden LGA); and
- A Regional Aquatic and Indoor Recreation Centre (Liverpool LGA).

The draft Planning Proposal and associated technical studies are provided as attachments to this report.

This report provides the detail of the proposed amendments to the SEPP as they relate to land within the Liverpool LGA. Relevant changes to the DCP and Contributions Plan are not detailed in this report, as the Liverpool Local Planning Panel (LLPP) does not have a

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statutory role in providing advice on these documents under the *Environmental Planning and Assessment Act 1979*.

A draft DCP amendment will be exhibited alongside the changes to the SEPP. Given IPART's ongoing review of the Austral & Leppington North (ALN) Precincts Contributions Plan, it is proposed that any amendments to the Contributions Plan resulting from this SEPP and DCP amendment will happen separately from that process.

Council staff are of the opinion that the Planning Proposal has strategic and site specific merit. The planning proposal is considered consistent with the Regional and District plans, Ministerial Directions and SEPPs.

The application is referred to the LLPP in accordance with section 2.19 of the *Environmental Planning and Assessment Act 1979* for advice. Council officers recommend that the planning proposal proceeds to Gateway review subject to consideration by the elected Council.

2. SITE AND LOCALITY DESCRIPTION

The LTC is located in the South West Growth Area and is approximately 2km south east of the Aerotropolis boundary, 16km north of Campbelltown and 15km west of Liverpool city centre (see

Figure 1).

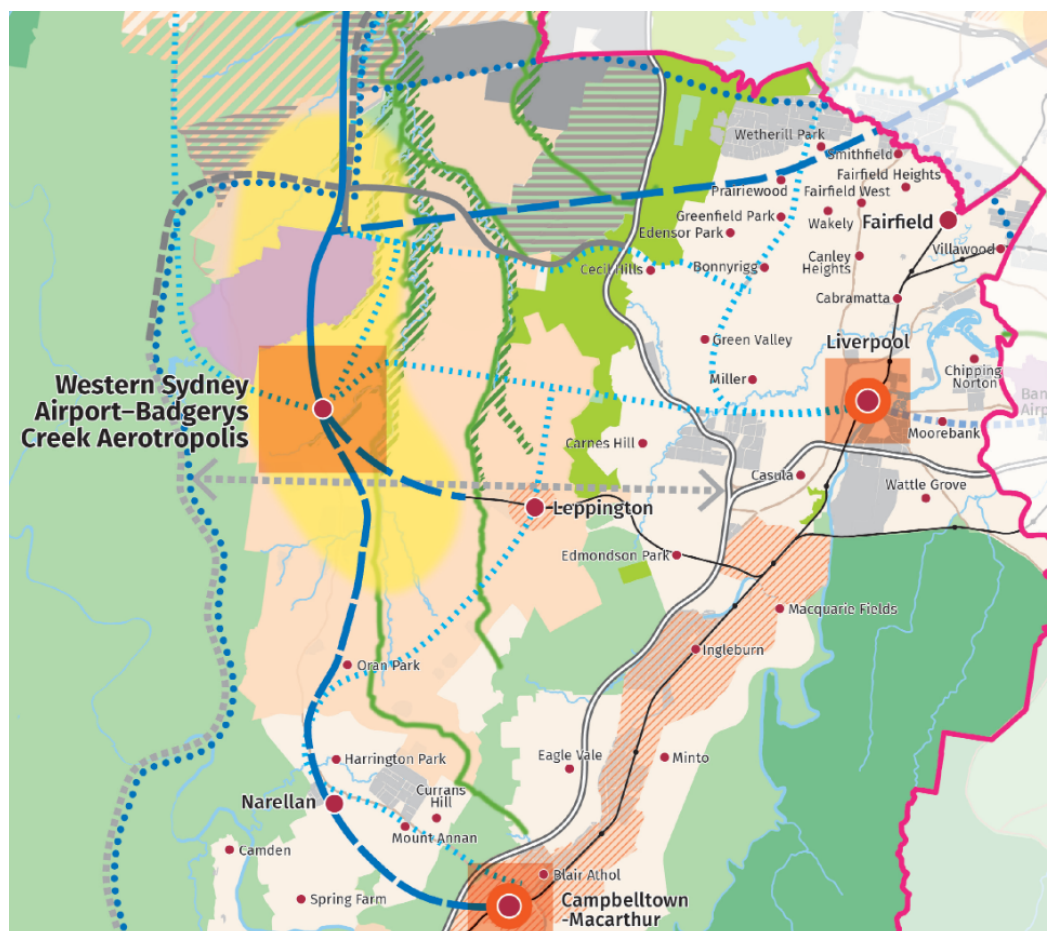


Figure 1: Leppington Town Centre Regional Context (Western City District Plan, 2018)

It is a 440 hectare locality that extends across the Camden and Liverpool Local Government Areas (LGAs) and is identified as a Strategic Centre in the Greater Sydney Region Plan, Western City District Plan and both Council's Local Strategic Planning Statements (LSPS).

Land within the scope of the planning proposal is identified in Figure 2 below. LTC is situated within the vicinity of Kemps Creek, and Scalabrini Creek. The existing land-use context in the Liverpool LGA is primarily rural residential (under existing use rights), a pocket of new medium density residential dwellings between Fifth and Sixth Avenues, a Senior Housing village east of Edmondson Avenue, and an existing public open space at Scott Memorial Park, located west of Edmondson Ave between Bringelly Road and Fifth Avenue.



Figure 2: Leppington Town Centre Precinct Boundary

The Camden Council portion of the LTC contains 181 parcels of largely undeveloped land and includes an existing primary school which sits in the centre on Rickard Road. The Liverpool Council portion of the Leppington Town Centre is to the north of Bringelly Road and contains 230 parcels of land. It is currently transitioning from rural land uses to urban development in the form of narrow lot and terraced housing.

Sites in the Liverpool LGA for which land-use zoning or development standards are proposed to be amended are identified in Figure 3.



Figure 3: Sites in Liverpool LGA which are subject to the proposal (shown in yellow)

Transport Connections

Leppington Station, which opened in 2015, is located in the LTC. The existing rail line connects to Liverpool, Parramatta and the Sydney CBD. The extension of rail from Leppington Station to the Aerotropolis along the proposed East West rail link corridor is identified in Future Transport 2056. The NSW budget (2022) identified \$60.0 million in funding to develop a final business case for extending the Sydney Metro Western Sydney Airport project from Bradfield to Glenfield. The future of the existing heavy rail portion from Glenfield to Leppington, and operational impacts to commuters to/from Leppington is unknown.

Bringelly Road transects the Camden and Liverpool LGA boundary and provides connections to Liverpool in the east and the Aerotropolis in the west. Edmondson Ave provides a conduit between the planned Fifteenth Avenue Transit Corridor in the north and existing Leppington Station and onto future release precincts in the south.

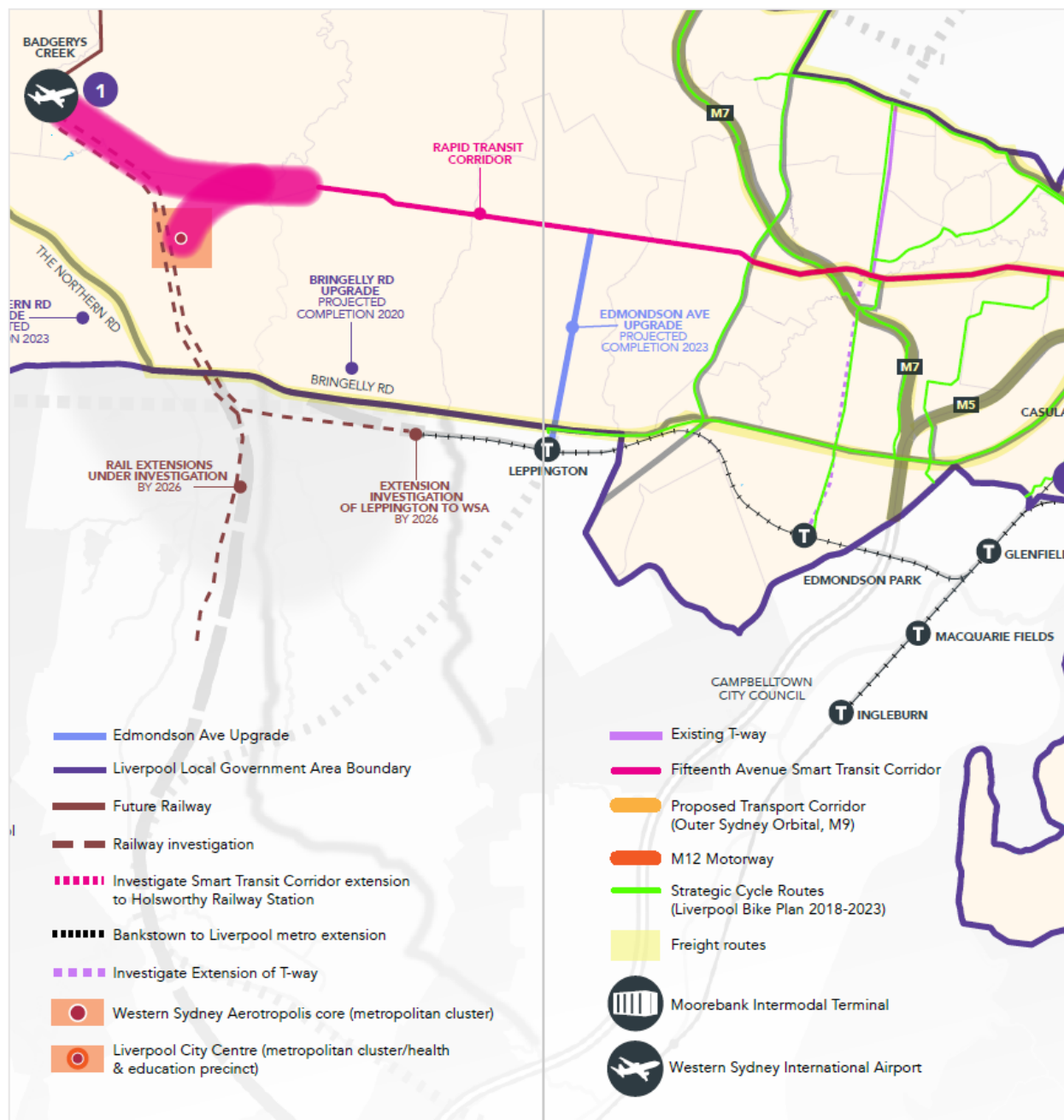


Figure 4: Leppington Town Centre Connectivity (Liverpool LSPS, 2020)

3. BACKGROUND/HISTORY

Leppington Town Centre was zoned for urban development in 2013 as part of the Austral and Leppington North precincts under the former *State Environmental Planning Policy (Sydney Region Growth Centres) 2006*. An Indicative Layout Plan (ILP) for the Town Centre was prepared along with site-specific development controls. Shortly after this, in 2014, the Federal Government announced a commitment to deliver the Western Sydney Airport (WSA) at Badgerys Creek.

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In 2015, Leppington train station commenced operations and in September 2018, Leppington Town Centre was identified as a strategic centre under the Greater Sydney Region and Western City District Plans. Subsequently, land in the Western Sydney Aerotropolis was rezoned for urban development in 2020 and incorporated into the former *State Environmental Planning Policy (Western Sydney Aerotropolis) 2020*.

In response to the new airport investment, the release of the Greater Sydney Region and Western City District Plans, and the distinct lack of market interest in planned land use zoning and forms of development, the NSW government initiated a zoning review of Leppington Town Centre in 2017. In November 2019, the review was handed to Liverpool and Camden Councils from DPE (see history in Table 1).

Table 1 Leppington Town Centre Review History

Year	Event
2013	Leppington was initially rezoned
2014	Western Sydney Airport (Aerotropolis) announced
2015	Leppington Station opened
2016	Draft Greater Sydney Region Plan exhibited
2017	DPE announced review to investigate limited development since rezoning and holds community engagement sessions
2018	Greater Sydney Region Plan and Western City District Plan adopted Future Transport 2056 identifies a rail extension from Leppington Station to the Aerotropolis and Airport.
2019	Council was handed lead of Leppington Town Centre review
2020	Liverpool Local Strategic Planning Statement is adopted
2021	Council held preliminary community engagement sessions to inform the vision (see attached engagement report)

4. DETAILS OF THE PROPOSAL

The broader planning proposal seeks to repurpose LTC as a more residential focussed centre and will achieve this by improving development feasibility of land within the LTC, by optimising the extent of certain zones and planning controls. A summary of the changes, as they apply to the Liverpool LGA specifically are provided below:

- Minimising changes to the existing R3 zoned land.
 - Whilst near the station, Bringelly Road does pose somewhat of a barrier for convenient access to the station and core.

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- Given extensive approvals / constructions to date, and a desire to ensure a consistent character for this neighbourhood.
- Rezoning B5 Business Development zoned land between Bringelly Road and Fifth Avenue to a mix of R4 High Density Residential and B4 Mixed use.
 - This involves introducing the B4 and R4 zones into the SEPP.
 - The B5 zone was intended for bulky goods. Despite being next to an arterial road, this land-use was not seen as an efficient use of land within 800m of a train station. It has been moved to the periphery of the centre within the Camden LGA.
 - The B4 zone is proposed along Bringelly Road to act as a buffer to an R4 zone to its north.
 - Development standards will provide a transition in bulk and height from the LTC core immediately south of Bringelly Road to the lower density R3 zone to the north of Fifth Avenue.
- Expanding the footprint of the RE1 zone adjacent to creeks.
 - Enabling greater blue-grid connections, and enhanced opportunities for linear passive open space.
 - This involves rezoning some environmentally sensitive land from E2 (non-acquisition) to RE1 (Council acquisition).
- Identifying a new parcel of passive open space south of Fifth Avenue,
 - Catering to additional population demands and providing a solution for the severance caused by the front of these lots being acquired for drainage purposes.
- Updated SEPP building height controls.
 - Retained for the area zoned R3 to reflect established character,
 - Amended in the areas to be rezoned from B5 to R4/B4 to provide a transition to R3 land to the north and commensurate with proposed zone and FSR controls.
- Introduction of Floor Space Ratio controls for the R3 and R4 zones
 - To guide bulk and scale,
 - To provide for a consistent neighbourhood character, and
 - To control upper development yield in a way that is consistent with planned infrastructure and desired character.

- Minimum dwelling density requirement:
 - Retention of 25dw/ha for areas zoned R3,
 - Introduction of 40dw/ha for areas zoned R4.
- FSR bonus incentives (Liverpool LGA) for:
 - Low Carbon Building (0.25:1 bonus): Office and retail/business parts are demonstrated by a qualified consultant report to have low energy emissions, and/or Residential parts of buildings above 10 storeys achieve BASIX 20+ or BASIX 25+
 - Affordable community housing (0.25:1 bonus): bonus awarded if 3% of dwellings are dedicated to a community housing provider for key workers (low and middle-income earners) who retains the dwellings in perpetuity within the Leppington Town Centre,
- Local provisions (Liverpool LGA):
 - Design excellence clause: applicable to buildings above 12m or three storeys to demonstrate high quality design, materials, external appearance and heat resilience.
 - Urban heat island clause: allowing the consent authority to consider aspects such as green infrastructure, cool roofs, passive thermal performance, cool space, WSUD, and cool paving in making a determination.
 - Public realm clause: provides requirements for building lines, linear street plazas, and semi-public spaces such as through-site pedestrian links, streetside linear plazas and town square edge colonnades.

The above changes result in a change to the minimum required yield and maximum theoretical gross floor area (GFA) in the Liverpool LGA portion of LTC. Table 2 below summarises the change in development yield. Note, the upper yield calculations exclude consideration of any FSR bonuses

Table 2: Minimum and maximum theoretic development yield in the Liverpool portion of the Leppington Town Centre

Zone	Current Minimum Yield (GFA or Dwellings)	Current maximum GFA & dwellings (assuming 85sqm units)	Proposed Minimum Yield (GFA or Dwellings)	Proposed maximum GFA & dwellings (assuming 85sqm units)
R3	593 dwellings	170,211m ² (2,002 units)	535 dwellings	202,003m ² (2,376 units)
B5	0m ²	130,830m ²	N/A	N/A
R4	N/A	N/A	413 dwellings	163,360m ²

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				(1,921 units)
B4(commercial)	N/A	N/A	7,680m ² commercial GFA	96,000m ² commercial GFA
B4(residential)	N/A	N/A	0m ² (0 dwellings)	88,320m ² (1,039 units)
Total dwellings	593	2,002	948	5,336
Total Commercial GFA	0m²	130,830m²	7,680m²	96,000m²

Full details as to the extent of rezoning, development standard changes and written provisions is contained within the attached Planning Proposal. Market analysis reports prepared for Council suggest that by 2041 the proposed controls could facilitate the delivery of new development across both the Liverpool and Camden portions of the LTC, including:

- 10,500 dwellings;
- 156,000m² of retail floorspace;
- 142,000m² of commercial, health, community and education floorspace; and
- 160,000m² of commercial and industrial enterprise employment floorspace.

The Planning Proposal also seeks to support the delivery of:

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- A Regional Aquatic and Indoor Recreation Centre (Liverpool LGA).

Changes to the DCP and Contributions Plan are not detailed in this report. A draft DCP amendment will be exhibited alongside the changes to the SEPP. Any amendments to the Contributions Plan resulting from this SEPP and DCP amendment will happen separately from the IPART's ongoing review of the ALN Contributions Plan.

5. CONSIDERATIONS FOR STRATEGIC MERIT

The proposal will optimise the development feasibility of land within the LTC and gives effect to the Regional and District Plans, as well as the Liverpool Local Strategic Planning

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Statement (LSPS). The proposed amendments have considered relevant zoning objectives and the DCP controls applying to the locality will give effect to the vision for the centre. Finally, consideration has been given to the relevant 9.1 Ministerial Directions and SEPPs to confirm consistency. In summary, the proposed amendments are deemed to have strategic merit as outlined within the attached planning proposal justification report.

6. CONSIDERATIONS FOR SITE SPECIFIC MERIT

It is noted that the Liverpool portion of the LTC is constrained by flooding and bushfire along creek lines, and the existence of significant bushland. Relevant site constraints have been addressed in the following supporting studies:

- Historical studies commissioned by DPE:
 - ALN Precincts Water Cycle Management Responses to Exhibition Submissions (2012)
 - ALN Precinct Biodiversity Conservation Assessment (2012)
 - ALN Precincts - Historic Heritage Project (2012)
 - Indigenous Heritage Assessment Project: Austral and Leppington North Precincts, South West Growth Centres (2012)
- Recent studies commissioned by DPE:
 - Draft Leppington Town Centre Utilities Assessment (2022)
 - Draft Social Infrastructure and Open Space Assessment (2021)
- Background studies commissioned by Councils:
 - Bushfire Assessment Report Leppington Town Centre (2022)
 - Leppington Town Centre Market Demand Analysis (2021)
 - Draft Designing Leppington Town Centre - Urban Design Report (2022)
 - Draft Delivering Leppington Town Centre - Open Space and Infrastructure Study (2022)
 - Leppington Town Centre and Precinct Traffic Modelling Report (2021)

Infrastructure, design and social outcomes are also addressed in the Draft Leppington Town Centre DCP, Draft ALN Contributions Plan, and Place Activation & Brand Strategy. In summary, the proposed amendments are deemed to have site specific merit as outlined within the attached planning proposal justification report.

7. CONCLUSION

The planning proposal has been prepared to resolve several challenges that prevent land within the Leppington Town Centre precincts developing to their fullest potential, and to provide for a compact, green, and walkable strategic centre in-line with current best practice. Council considers the planning proposal has strategic and site-specific merit and complies with or is otherwise not inconsistent with the broader planning framework, including the Regional Plan, District Plan, LSPS, 9.1 Ministerial Directions and SEPPs. The planning proposal aims to minimise any negative social, environmental and economic impacts.

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The above discussions of strategic and site merit are presented to the Panel for consideration and advice.

8. RECOMMENDATION

That the planning proposal is supported as discussed in this report, and that the proposal be presented to Council seeking a Gateway determination.

9. ATTACHMENTS

1. Draft Planning Proposal
2. Draft SEPP Maps
3. Draft DCP
4. Draft Urban Design Report
5. Draft Infrastructure Strategy
6. Social Infrastructure and Open Space Assessment
7. Draft Utilities Assessment
8. Bushfire Assessment Report
9. Housing & Retail Market Demand Analysis
10. Draft Traffic Modelling Report
11. ALN Precincts Water Cycle Management
12. ALN Precinct Biodiversity Conservation Assessment
13. ALN Precincts Historic Heritage Report
14. ALN Precincts Indigenous Heritage Assessment
15. Leppington Town Centre Engagement Report