Planning Proposal

Amendment 98 to the Liverpool Local Environmental Plan 2008

22 Box Road Casula (Mimosa Park)



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Introduction

Foreword

This Planning Proposal has been prepared to initiate an amendment to the *Liverpool Local Environmental Plan 2008* (LLEP 2008). The amendment involves the rezoning and reclassification (from community to operational land) of 22 Box Road, Casula (Lot 1103 DP 1051233), gazetted as Mimosa Park.

The Planning Proposal was referred 14 November 2022 who stated the planning proposal had strategic merit to proceed to Gateway Assessment.

Overview of Planning Proposal

This planning proposal is Council initiated and intends to rezone and reclassify 22 Box Road Casula (Lot 1103 DP 1051233), locally known as Mimosa Park. The site, is a Council owned public reserve zoned RE1 Public Recreation within the *Liverpool Local Environmental Plan 2008* (LLEP 2008), and is approximately 565m² in size. The site is currently unembellished and underutilised and is bound by double storey single dwellings within the R2 Low Density Residential zone to the north west and south. It has frontage to a public road to the east (which is restricted to private vehicles via a bus filter).

In October 2020, Council resolved to allocate funds to undertake a feasibility study, environmental testing and a concept development for Mimosa Park. The investigation identified several risk pertaining to public safety, accessibility, fall heights and maintainability.

The recreational value of the site was found to be limited and at its Council ordinary meeting on 31 August 2022, it was resolved that Council:

- 1. "Proceed with an amendment to Liverpool LEP 2008 to seek a rezoning for the property at Box Road, Casula (Lot 1103 DP 1051233) to R2 Low Density Residential and reclassification of the site to "operational' land for potential future sale with the proceeds from any future sale to be allocated for the embellishment of Jardine park.
- 2. That if a rezoning and reclassification process are approved as part of an amendment to the LEP, that a future report be presented to Council recommending methods of sale and establishing a reserve / minimum price for the property, prior to proceeding with any sale"

Report structure

This planning proposal has been prepared in accordance with Section 3.33 of the *Environmental Planning & Assessment Act 1979* with consideration to the Department of Planning and Environments (DPE) 'Local Environmental Plan Making Guideline' (September 2022). Accordingly, the proposal is discussed in the following parts:

- Introduction
- Part 1 Objectives and intended outcomes
- Part 2 Explanation of provisions
- Part 3 Justification of strategic and site-specific merit
- Part 4 Maps
- Part 5 Community consultation
- Part 6 Project timeline

Site & Locality Description

The planning proposal relates to 22 Box Road, Casula (Lot 1103 DP 1051233). The subject site is shown in Figure 1 and locality context in Figure 2 below.



Figure 1: Subject site at 22 Box Road, Casula (Source: Nearmap)



Figure 2: Locality (Source: LCC Geocortex)

The site is also known as Mimosa Park, is a Council owned public reserve. It is a vacant block of land of approximately 565m², currently zoned RE1 Public Recreation under the LLEP 2008. The site slopes approximately 4m from the Box Road street frontage to the west of the site, and has a gradient of close to 1:10. The site is currently constrained by access, as part of the road is closed along the sites frontage, to prevent Box Road being used as a bypass from the Hume Highway. The road still allows for pedestrian, bus and cycle access to the site. It is bound by low density residential development on the north, south and west frontages. The site has a limited functionality due to its size, access, safety and level change constraints. The context of the site is shown in the two figures below.



Figure 3: Bus filter in front of the site, facing south.



Figure 4: View from the road, facing west.

The surrounding development is of low density context, with the streetscape characterised by detached 2 storey dwellings. Residential land to the north, south and west is zoned R2 Low Density Residential, and land to the east is zoned R3 Medium Density Residential which predominantly contains low density dwellings, with a small number of multi-dwelling developments.

The site is approximately 1km from Casula Town Centre, containing library, recreation facilities and shops including Coles, Aldi and Kmart. The site is also located with 280m of a District Park, Peter Miller Reserve, which is currently well used by the community, and Jardine Park Casula, approximately 1.5km north east.

Statutory Planning Framework

The site is zoned RE1 Public Recreation under the *Liverpool Local Environmental Plan 2008* (LLEP 2008) (**Figure 5**).



Figure 5 Zoning Map (Source LLEP 2008)

Delegation of plan making functions

Council is seeking authority of plan making functions pursuant to Section 3.36 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

Part 1 – Objectives and intended outcomes

The intent of the planning proposal is to facilitate the reclassification of No. 22 Box Road, Casula (Lot 1103 DP 1051233), a Council owned public reserve, from Community Land to Operational Land, and to enable its future development as a single dwelling within a low density residential area, as the site is deemed too constrained for its use as a quality public park.

At its meeting on 27 October 2020, Council considered a report on Mimosa Park, 22 Box Road, Casula and resolved to endorse Option 1 of the following two options:

- Option 1: Mimosa Park to be kept as a local park and embellished.
- Option 2: Reclassify, rezone and dispose of Mimosa Park.

Following this, a feasibility study, environmental testing, and conceptual development was undertaken. The study identified several risks including site topography, public safety, accessibility, fall heights, and maintainability, At its meeting, on 31 August 2022, Council resolved to:

"That Council:

- 1. Proceed with an amendment to Liverpool LEP 2008 to seek a rezoning for the property at 22 Box Road, Casula (LOT 1103 DP 1051233) to R2 Low Density Residential and reclassification of the site to 'operational land for potential future sale with proceeds from any future sale to be allocated for the embellishment of Jardine park
- 2. That if a rezoning and reclassification process are approved as part of an amendment to the LEP, that a further report be presented to Council recommending methods of sale and establishing an reserve / minimum price for the property, prior to proceedings with any sale."

Council intends to dispose of the site to allow redevelopment for low density residential purposes, as it is currently underutilised and not appropriate for further embellishment into a park. Low density residential is consistent with the character of the locality. The planning proposal will facilitate this outcome by rezoning the site so it can be redeveloped in the future. Applying the same LLEP 2008 development standards as observed in the locality will only facilitate the development of one dwelling. Funding from the sale of the site will be allocated to the embellishment of Jardine Park in Casula.

Council intends to extinguish the Public Reserve requirement on the DP for the site (and other minor encumbrances on the title of the land from historical Deposited Plans), as part of the reclassification to Operational Land.

At completion of the planning proposal, Council will then sell the site to allow for redevelopment. The funds generated from the sale will be used to embellish Jardine Park.

Part 2 – Explanation of provisions

The planning proposal seeks to rezone Mimosa Park (a Council owned public reserve) from RE1 Public Recreation to R2 Low Density Residential, accompanied by changes to development standards and the reclassification from Community Land to Operational Land. The rezoning will allow for the development of a single dwelling house on the site.

The site currently has NIL Floor Space Ratio (FSR), Height of Building Controls (HOB), or minimum lot size control development standards. The planning proposal seeks to implement a FSR of 0.6:1, HOB of 8.5m and Minimum Lot Size of 300m² on the site, which are commensurate with adjacent R2 Low Density Residential development standards. This will ensure the development on site will be consistent with the surrounding area and streetscape.

The site has been identified unsuitable to embellish as a park. As such, it is required that the restriction on Lot 1103 DP 1051233 requiring "*The land within described is Public Reserve*" is extinguished as part of the reclassification, as it is not intended to be used as a park.

Additionally, other minor encumbrances on the Title Search for Lot 1103 DP 1051233 are proposed to be extinguished. It is noted these are not in relation to the public reserve use of the site, however are historical restrictions which no longer apply to the site, and are therefore irrelevant, as noted below.

_	3	"DP1047363 Restriction(s) on the use of land referred to and numbered (2) in the S.88B Instrument affecting the part shown so burdened in the title diagram"	Extinguish, as this restriction is regarding fencing is from a historical DP (same as 5 below).
2	1	"DP1051230 Easement to drain water 1.2metre(s) wide appurtenant to the land above described"	Extinguish, as this restriction is from a historical DP, and is already listed in the current 88B Instrument.
Ę	5	"DP1051230 Restriction(s) on the use of land referred to and numbered (2) in the S.88B Instrument"	Extinguish, as this restriction is regarding fencing is from a historical DP (same as 3 above).

Table 1: Errors to be extinguished from Title Search Restrictions - Lot 1103 DP 1051233

Part 3 – Justification of strategic and site-specific merit

Section A – Need for the planning proposal

3.1 Is the planning proposal a result of an endorsed LSPS strategic study or report?

The planning proposal is not the result of any endorsed strategic planning statement, strategic study or report. The planning proposal is as a result of a Council resolution. An assessment was carried out as to how the site could be developed for the purpose of open space, and the outcome of this assessment concluded that the site was unsuitable. The site is currently underutilised and Council intends to sell of the land, with all proceeds from the sale being allocated for the embellishment of Jardine Park, located 1.5km north east from the subject site.

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 the best means of achieving the intended outcome, as the land is no longer intended to be used for a public purpose, it is required to be rezoned and reclassified to achieve its intended future use as a private dwelling.

Section B – Relationship to the strategic planning framework

The Department of Planning and Environments, 9.1 Ministerial Directions '1.1 Implementation of Regional Plan', gives legal effect to the vision, land use strategy, goals, directions and actions contained in Regional Plan. It is considered that this planning proposal meets these tests outlined in the following section.

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 generally consistent with relevant regional, sub-regional or district plan or strategies, where inconsistencies arise, they are justifiable. 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 (Region Plan)
- Western City District Plan (District Plan)
- Liverpool Local Strategic Planning Statement 'Connected Liverpool 2040' (LSPS)

Greater Sydney Regional Plan – A Metropolis of Three Cities

The Greater Sydney Regional Plan – A metropolis of three cities was released in March 2018 and prepared by the Greater Cities Commission (formally Greater Sydney Commission). The Region Plan encompasses a global metropolis of three cities – the Western Parkland City, The Central River City and The Eastern Harbour City. The Liverpool LGA is located with the Western Parkland City. Consistency with the relevant parts of the regional plan is provided below :

Table 2 Consistency v	vith the Regional Plan

Objective	Comment		
A city supported by	A city supported by infrastructure		
Objective 4: Infrastructure use is optimised	This objective aims to maximise asset utilisation to ensure higher levels of social, economic and environmental outcomes. This planning proposal is consistent with this objective. It is recognised that Mimosa Park is underutilised and able to accommodate low density residential without reducing accessibility to functional open space. Whilst it technically results in a reduction of open space, the funds raised from the sale of the land will embellish nearby Jardine Park. This is expected to increase the capacity of Jardine Park which is more functional and currently serves a larger population. Therefore, the planning proposal is considered consistent.		
A city for people			
Objective 6 Services and infrastructure meet communities' changing needs	This objective advocates for the provision of social infrastructure to reflect the needs of the community. The population of Liverpool is growing, and whilst there is a need for additional open space within Liverpool, this pocket park is currently underutilised and not capable of facilitating an adaptable and usable space. Council officers conducted a risk assessment which found the existing site constraints (including topography, access, and drop off along the western boundary) were a safety concern and establishing a pocket park was not feasible. The planning proposal seeks to rezone the site to R2 Low Density, which will facilitate the redevelopment of 1 single dwelling. The funds generated will help embellish Jardine Park and increase its functionality. Therefore despite loss of open space, the proposal is justifiable loss in poor quality open space, in order to embellish Jardine Park, a larger space which can adapt over time to provide a range of different activities.		
A city of great place	es		
Objective 12 Great places that bring people together	The direction aims to encourage well designed social infrastructure and attractive and enjoyable places. Great places are characterised by connectivity, accessibility and amenity. No. 22 Box Road does not have great accessibility for vehicles or pedestrians and the site slopes approximately 4m to the rear. By rezoning the site and selling the site, funds will be created to embellish Jardine Park which does offer high amenity and a people-friendly public realm. Therefore, the planning proposal is considered consistent.		
A city in its landscape			
Objective 31 – Public open space is accessible, protected and enhanced.	Objective 31, states a key consideration for planning open spaces are quantity, quality and distribution. Access to high quality open space is becoming increasingly important as more people are living within high density housing. The objective also aims to enhance open space so it can meet a wider range of community needs. This can include better landscaping, more durable and higher quality facilities, better lighting and multi-use playing fields.		

Objective	Comment
	As stated throughout this report, No. 22 Box Road is not very accessible or safe. The sale will generate funds to embellish Jardine Park. Therefore despite the loss on public open space, the proposal is considered justified.

Western City District Plan

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 Cities Commission in March 2018. Relevant directions from the Western City District Plan are noted at Table 2 below.

Planning Priority	Comment
A city for people	
Planning Priority W3: Providing services and social infrastructure to meet peoples changing needs	This priority acknowledges that facilities need to be accessible with direct and safe walking and cycling connections that can be used by all. It also notes that improving safety and accessibility benefits all residents and visitors, noting that public owned land presents opportunities to optimise social infrastructure. Council recognises that the subject site is currently underutilised, and even in an embellished form it would present risks to the community. Therefore its re-sale as residential land will allow for the enhancement of Jardine Park.
Planning Priority W6: Creating and renewing great places and local centres, and respecting the district heritage	 This priority acknowledges a number of elements that create great places include: Well-designed built environment (safe, clean and flexible spaces) Social infrastructure (opportunities for social interaction and connections and access for all abilities) Fine grain urban form (walkable, mix of land uses and accessible social infrastructure) The site does not offer a safe or accessible environment for a public park. As stated above, this rezoning will create the funds to embellish Jardine Park which reinforce the elements above. The rezoning will facilitate a single dwelling which is consistent with the residential context of the area.

Table 3 Consistency with the Western City District Plan

3.4 Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or GSC, or another endorsed local strategy or strategic plan?

Liverpool Local Strategic Planning Statement (LSPS)

Councils local strategic planning statement was endorsed in 2020. Assessment of consistency with the LSPS is below:

Table 4 Consistency with LSPS

Planning Priority	Comment		
Liveability	Liveability		
Planning Priority 6 High-quality, plentiful and accessible community facilities, open space and infrastructure aligned with growth	 Planning Priority 6 states that Liverpool City Council is committed to the delivery of high quality facilities. Specifically, this directions commits to: Ensure community facilities, open space and recreation facilities meet the need of a growing population across the entire LGA Increase public open space and work with key stakeholder to revitalize and develop parks and open space across the LGA Priorities a collaborative approach towards community and social infrastructure planning. The site was identified as having low recreational value, and subsequently not being used to its full potential. This proposal will help revitalise Jardine Park in Casula, and also facilitate the redevelopment of 22 Box Road as a residential dwelling. The area is well serviced by infrastructure, including open space, and the reduction of this site will result in better open space outcomes for Casula, in comparison to the poor quality space provided at the site today. 		

3.5 Is the planning proposal consistent with any other applicable State or regional studies or strategies?

The planning proposal is not inconsistent with SEPPs applying to the land. Further justification is explained in Table 4 and 5 below.

3.6 Is the planning proposal consistent with applicable SEPPs?

Several State Environmental Planning Policies (SEPPs) apply to the land. The consistency of the planning proposal with pertinent SEPPs has been provided in Table 4 below. It is noted that SEPPs which the planning proposal will not materially impact nor undermine have been omitted from Table 4.

State Environmental Planning Policy	Comment / Consistency
Housing SEPP	The Housing SEPP gives incentives to supply affordable housing in the right place. The redevelopment of this site is anticipated to facilitate one single dwelling. Therefore, not applicable.
Transport and Infrastructure SEPP	N/A
Resilience and Hazard SEPP	Chapter 4 of the Resilience and Hazard 2021 SEPP provides a state wide planning approach to the remediation of contaminated

Table 5 Consistency with State Environmental Planning Policies

State Environmental Planning Policy	Comment / Consistency
	land. It aims to remediated contaminated land for the purpose of reducing risk and harm to human health.
	Council has conducted previous investigations on the site which has found it is unlikely to be contaminated. Investigations will continue to ensure this is the case. Therefore, consistent
Industry and Employment SEPP	N/A
Planning Systems	The SEPP identifies state and regionally significant development and provides considerations of the planning assessment. Therefore not applicable to this proposal.

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

Ministerial Direction	Comment / Consistency
Direction1.1ImplementationofRegional Plan	The regional plan, district plan and local strategic planning statement is outlined through this report. It is considered consistent.
Direction 4.1 Flood Prone Land	The site is not identified as flood prone land or located within a flood planning area as per LLEP 2008 maps. Therefore, consistent.
Direction 4.3 Planning Bushfire Protection	The site is not identified as bushfire prone in a bushfire prone land map endorsed by the NSW Rural Fire service (RFS). Therefore, consistent.
4.4 Remediation of Contaminated Land	 The objective of this direction is to reduce the risk of harm to human health and the environment by ensuring that contamination and remediation are considered by the planning proposal authorises. It applies specifically where residential development is going to occur. Council has considered contamination as a risk on site due to the nature of illegal dumping on vacant land. In July 2021, a soil contamination assessment (SCA) including soil classification on subject site was conducted by Environmental Earth Science, investigated for the suitability of a park. The findings of the SCA are summarised below: A surface inspection of the site identified domestic rubbish and minor building rubble along the western boundary wall. No other signs of contamination were evident at the site surface; Ten test pits excavated to a maximum depth of 1.8m

 The subsurface conditions encountered fill material mostly comprised of firm brown clay with minor inclusions of glass, brick, tile fragments to depth between 0.15m (ease side) and 0.5m bgl (west side) underlain by clay and dark grey shale cobbles and boulders; and No friable asbestos, asbestos fibres or bonded ACM were identified.
The full investigation is attached. Council staff will continue to investigation to ensure alignment with this direction. However, the proposal is justifiably consistent with this direction.
The planning proposal seeks to rezone the site to R2 Low Density residential. The site has a frontage to an existing local road, however this road only permits walking and cycling. The proposal has been referred to Council's traffic team where it was advised that the road was previously closed to prevent through traffic, and could be re-opened if the proposal included traffic calming devises, and continued to permit walking and cycling. Whilst, this planning proposal does not improve access by active and public transport nor increase transport choice, it is considering to be an inconsistencies of a minor nature. As such, justifiably inconsistent.
The planning proposal seeks to facilitate the disposal of surplus Council land which is suitable for its use as a public reserve. The funds generated from the sale of the site will be used to embellish Jardine Park, Casula. The rezoning of this site is consistent with the objectives on this direction subject to agreement from the Secretary (or delegate).
The rezoning of the site to R2 Low Density, will mean residential uses will become permissible. This direction will broaden the options available in Casula, as it is very rare for a vacant block to become available. It will also make more efficient uses of the existing land. It is therefore considered consistent.

Section C – Environmental, social, and economic impact

3.8 Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected because of the proposal?

The site is currently a vacant grassy lot with minimal vegetation. The planning proposal is not expected to affect any critical habitat or threatened species, populations, or ecological communities. The site is not mapped as Environmentally Significant Land under the LLEP 2008, and redevelopment for a single dwelling is likely to add further vegetation to the site which will support local ecosystems.

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

Stormwater Drainage:

The site contains a drainage easement that runs along the northern boundary. The subject easement is 1.2m wide, and benefits and burdens the Lot 1103 DP 10511233. The proposal was referred to Council Development Engineer who stated any future dwelling could connect to the easement.

Drainage design will be considered as part of the Development Application assessment.

Site Access

The site is currently constrained by access with the existing road section along the subject site closed to vehicles, however does permit walking and cycling. This occurred to prevent through traffic to ensure the road was not used as a bypass road from the Hume Highway to Casula Town Centre.

The subject proposal was referred to Council Traffic Management team, who stated vehicular access to the site could be extended as long as the extension included traffic calming devices and continued to permit walking and cycling.

The proposed rezoning is expected to generate 1 vehicle trip per hour, this will not have a noticeable impact on Box Road.

Development controls

The subject rezoning will facilitate the redevelopment of one single dwelling. The planning proposal will apply FSR and HOB controls same as the adjoining R2 Low Density Residential zone. As this will result in a 300m² minimum lot size, the site is not able to undergo residential subdivision, and will be limited to one future dwelling.

As part of the Development Application stage, the site will be subject to the controls outlined Liverpool Development Control Plan 2008.

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

Economic effects

The planning proposal is not expected to have any negative economic effects. The sale of the site will generate additional funds for Council to embellish Jardine Park in Casula, to increase its functionality. The development of a single dwelling will generate small scale economic benefits through construction.

Social effects

The rezoning of the site is expected to have positive social outcomes, despite the loss of public open space. Council initially planned to embellish the site for increased public use, however further investigation identified safety issues with the sites suitability for a public park. In its current state and/or even in an embellished state, the site poses safety risks, as there is low visibility from street and minimal passive surveillance due to the slope and the land being fenced in by

neighbouring residences. The site is more conducive to development for a dwelling and not a pocket park.

The redevelopment as a single dwelling will activate the streets frontage and provide more security to adjacent dwellings than an open park would. The funds generated by the sale will contribute to the embellishment of Jardine Park in Casula, which will enhance this existing community asset. Therefore, despite the loss of open space, the proposal results in positive social outcomes.

Section D – Infrastructure (local, state and commonwealth) 3.11 Is there adequate public infrastructure for the planning proposal?

The subject site is located in Casula which is a developed residential area with adequate public infrastructure to accommodate for the additional dwelling on the subject site.

Section E – State and commonwealth interests

3.12 What are the views of state and federal public authorities and government agencies consulted in order to inform the Gateway determination?

As a part of the Gateway determination, relevant public authorities will be identified who are to be consulted in relation to the planning proposal. The referral advice provided by the public authorities will be considered, following consultation in the public exhibition period.

Part 4 – Maps

To facilitate the proposed changes, the follow LEP 2008 maps is to be amended:

Floor Space Ratio

• FSR_013 (4900_COM_FSR_013_020_20210318)

Height of Buildings

• HOB_013 (4900_COM_HOB_013_020_20210318)

Zoning

• LZN_013 (4900_COM_LZN)013_020_20210318) Lot Size:

• LSZ_013 (4900_COM_LSZ_013_020_20210318)

Land Use Zoning

Table 7 Existing and Proposed Zoning Map



Floor Space Ratio Maps

Table 8 Existing and Proposed Floor Space Ratio Map



Height of Building Maps



Table 9 Existing and Proposed Height of Building Map

Minimum Lot Size Maps





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 'Local Environmental Plan Making Guideline' (September 2022). The planning proposal exhibition will also be carried out in accordance with Council's Community Participation Plan.

The site is required to be reclassified from Community to Operational, and under the *Local Government Act 1993* Clause 29 requires Council to arrange a Public Hearing. The requirements outlined in the *Local Government Act 1993* will be dealt with during the community consultation period.

Part 6 – Project timeline

An anticipated project timeline is shown in Table 10.

Table 11 Anticipated Project Timeline

Timeframe	Action
February 2023	Report to Council for endorsement
March 2023	Submission to DPE for Gateway Assessment
May 2023	Gateway Determination issued
June - July 2023	State agency consultation
June - July 2023	Community consultation
August 2023	Consideration of submissions and proposal post-exhibition
September	Post-exhibition report to Council
October 2023	Legal drafting and making of the plan

Appendices

- 1. Fact Sheet
- 2. Gateway Determination
- 3. Classification and Re-classification of land Practice Note
- 4. Checklist for reclassifying Land
- 5. Local Planning Panel Report
- 6. Local Planning Panel Minutes
- 7. Safety Design Report
- 8. Soil Contamination (Mimosa Park)
- 9. Title Search, Lot and DP and 88b Instrument
- 10. Minutes of Ordinary Council Meeting 29 March 2023

11.