

Planning Proposal

Amend Schedule 1 of the Liverpool Local Environmental Plan 2008 to allow car parks as a land use permitted with consent at Collimore Park, Liverpool

30 June 2020

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Introduction

The planning proposal relates to a parcel of land known as Collimore Park that is located on the western edge of the Liverpool City Centre. The majority of the site is zoned RE1 – Public Recreation, with the south-eastern corner (Lot 1 DP 1089398) zoned SP2 – Infrastructure (Electricity Transmission). The proposal seeks an additional permitted use for the site specifically to allow for 'car parks' as permitted with consent under the Liverpool Local Environmental Plan 2008 (LLEP 2008).

The impetus for the planning proposal is to allow for a future multi-storey car parking development on the site despite the RE1 – Public Recreation and SP2 – Infrastructure (Electricity Transmission) zoning that applies. This future multi-storey car park is to be placed on the existing car park area, and retain the valuable recreational facilities on the site. It is noted that the RE1 – Public Recreation portions of the site are classified as community land.

Site description



Figure 1: Location of subject site outlined in red (Nearmap 2019)

The subject site is located on the western edge of the Liverpool CBD area. The total area of the subject site is approximately 38,500m². The site consists of the following lots, and are owned as follows:

- Lot 1 DP 1089398 (Privately owned, Liverpool City Council currently lease this land);

- Lot 2 DP 1089398 (Liverpool City Council);
- Lot 400 DP 1185131 (Liverpool City Council);
- Lot 7009 DP 1027995 (NSW land); and
- The previous creek corridor that traverses through the centre of the site (Crown Land).

The site is bound by Elizabeth Drive to the north, Collimore Avenue to the east, Moore Street to the south, and Brickmakers Creek to the west. The site currently contains the following:

- Outdoor Futsal Soccer field;
- Basketball courts;
- Children's play equipment;
- At-grade public carpark;
- Public, outdoor gym equipment; and
- Brickmakers Creek running along the western edge of the site.

Adjoining the site to the north is Elizabeth Drive and Waddell Brothers Park, with some low density residential dwelling located to the north-east. To the east of Collimore Avenue are a variety of low and medium density residential developments ranging from single storey dwellings to three storey residential flat buildings. A larger residential area is located to the south of Moore Street consisting of a variety of 3-4 storey residential flat buildings. Finally, Brickmakers Creek runs along the western edge of the site, with further low and medium density residential developments located to the west ranging between one and two storeys in height.



Figure 2: Zoning Map from LLEP 2008 (Subject site outlined in black)



Figure 3 Looking at the subject site in a north-westerly direction from the corner of Moore St and Collimore Ave



Figure 4 Looking down the site in a northerly direction from the basketball courts



Figure 5 Looking at the subject site from Collimore Ave in a westerly direction

Background

In 2011, Collimore Park was redeveloped by Council where previous netball courts were converted into an at-grade public car park to provide additional car parking capacity for workers accessing the Liverpool City Centre. This development was completed under State Environmental Planning Policy (Infrastructure) 2007 which allows for the development of single storey car parks on a public reserve as exempt development. Since the completion of this work, additional recreational facilities have been provided in the form of sporting courts, children's play equipment, and outdoor gym equipment.

Following the preparation of the Liverpool City Centre Traffic Study 2017, Council resolved at the 26 July 2017 meeting to receive a further report on implementation plans of the recommended car parking strategies. This draft scoping and implementation plan was then considered at the December Council meeting that year (13 December 2017). Within this study, a recommended improvement identified was to provide additional commuter car parking spaces outside the city centre at the Collimore Car Park. Furthermore, a short-term (0-5 years) project was recommended for scoping, options and design investigation of a multi-storey car park at Collimore Car Park. Council resolved to allocate funding for design investigation for a multi-deck car park at the existing Collimore Car Park, and to move the construction of Collimore Park parking station to the 0-5 year category.

In satisfying these Council decisions and preparing for the future development of a multi-storey car park at Collimore Park, Council has prepared this planning proposal to permit such works in the future under the Liverpool Local Environmental Plan 2008.

Draft Concept Plan

A draft Concept Plan has been prepared to provide some guidance as to what kind of development will be facilitated by this planning proposal. This draft Concept Plan has informed the specific application of the additional permitted use. This ensures that the scale and impact of a future carpark is controlled appropriately. It is noted that a future carpark design may differ from the draft Concept Plan prepared. This draft is to simply inform the planning proposal, and its specific application within Collimore Park.

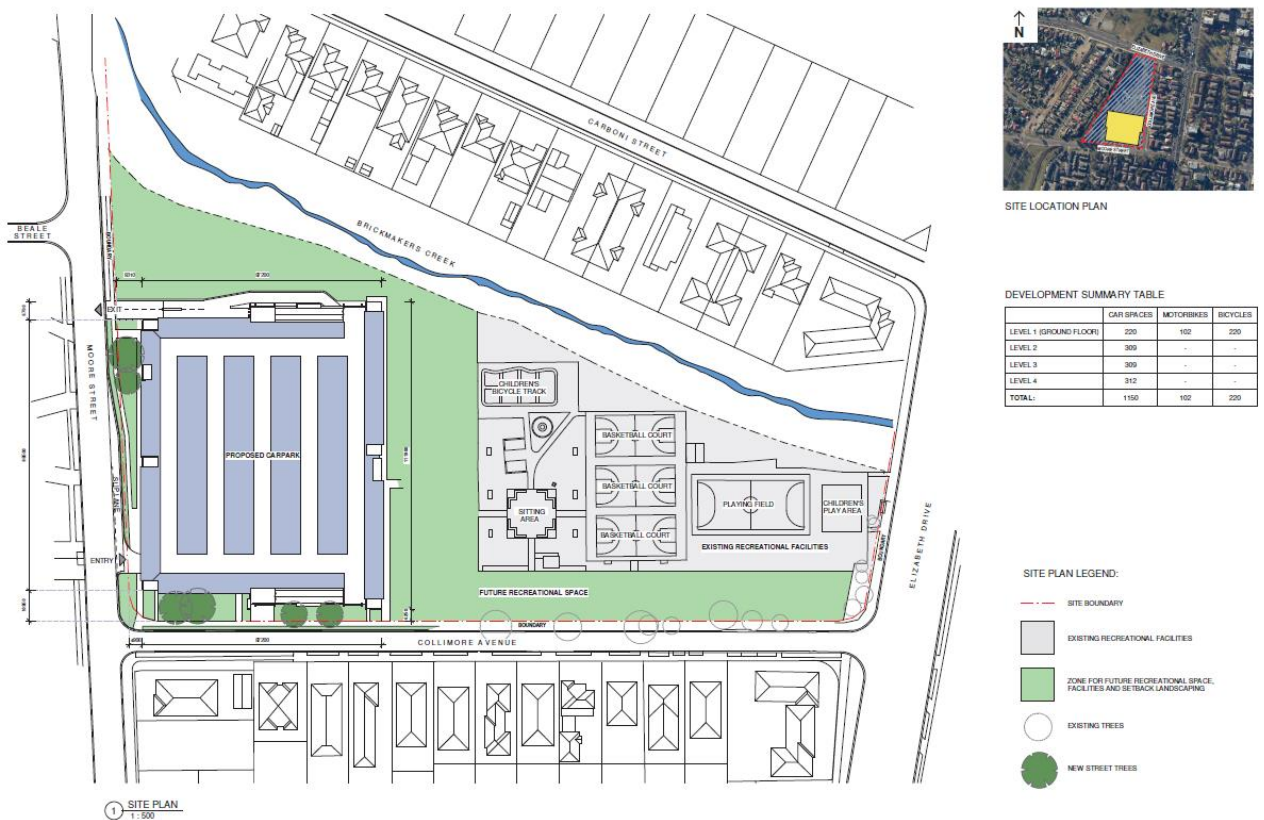


Figure 6 Draft Concept Plan for Collimore Carpark (Site and Location Plan)



Figure 7 Draft Concept Plan for Collimore Carpark (Perspective View from Corner of Moore St and Collimore Ave)

Part 1 – Objectives

The objective of this planning proposal is to amend the LLEP 2008 to permit the development of a multi-storey car park at Collimore Park with consent. This objective applies to the subject site only.

Part 2 – Explanation of provisions

The objective of the planning proposal will be achieved through an amendment to Schedule 1 of the LLEP 2008 to allow “car parks” as a land use permitted with development consent at Collimore Park, which is legally defined as follows:

- Lot 1 DP 1089398 (Privately owned, Liverpool City Council currently lease this land) (**Whole**);
- Lot 2 DP 1089398 (Liverpool City Council) (**Part**);
- Lot 400 DP 1185131 (Liverpool City Council) (**Part**);
- Lot 7009 DP 1027995 (NSW land) (**Part**); and
- The previous creek corridor that traverses through the centre of the site (Crown Land) (**Part**).

This amendment to Schedule 1 would require an additional clause that applies specifically to the subject site (Clause 27).

To facilitate the above changes, the following LLEP maps will be amended:

Key Sites

- 4900_COM_KYS_010_020_20170606; and
- 4900_COM_KYS_011_005_20180730.

The area of application for the proposed additional permitted use is defined within the mapping provided in Part 4 of this report.

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?

No, the planning proposal is not the result of an endorsed local strategic planning statement, strategic study or report. However, it is the result of the Transport Strategy for Liverpool City Centre prepared for Council by GTA Consultants. This report was considered and noted by Council at the 26 July 2017 Council meeting. Additionally, the Liverpool City Centre Traffic Study 2017 – Draft Implementation Plan that was prepared by Council and reported to the Council meeting on 13 December 2017.

Whilst the study and plan have not been formally endorsed, they have been considered and noted by Council and informed the decisions made in regard to the future development of car parking at Collimore Park. Both the study and the plan have demonstrated the need for additional car parking provision within the Liverpool CBD and both identify the expansion of Collimore Car Park as a recommended improvement.

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

Yes. The alternative to the schedule 1 amendment proposed is a rezoning of the site to a zone that permits 'car parks' with consent. It is recognised that this would achieve the intended outcome of enabling the development of a multi-storey car park on the subject site. However, this would also permit additional uses on the site that are not desired, or appropriate given the nature and use of Collimore Park.

The schedule 1 amendment proposed will allow for car parking on the site whilst avoiding any risk of losing the existing recreational uses on the site or introducing inappropriate or incompatible uses.

Section B – Relationship to strategic planning framework.

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 Metropolis of Three Cities

The proposed amendment to schedule 1 of the LLEP 2008 facilitating 'car parks' as a permitted use with development consent will contribute to the function and growth of Liverpool CBD as a Metropolitan Cluster as well as a Health and Education Precinct.

The planning proposal is consistent with the following objectives of the Greater Sydney Region Plan 2018, *A Metropolis of Three Cities*:

- **Objective 12:** Great places that bring people together
 - **Strategy 12.2:** In Collaboration Areas, Planned Precincts and planning for centres:
 - Investigate opportunities for precinct-based provision of adaptable car parking and infrastructure in lieu of private provision of car parking;
 - Ensure parking availability takes into account the level of access by public transport;
 - Consider the capacity for places to change and evolve, and accommodate diverse activities over time; and

- Incorporate facilities to encourage the use of car sharing, electric and hybrid vehicles including charging stations.

To this point, the planning proposal will facilitate the provision of public car parking infrastructure in a strategic location close to the Liverpool CBD and surrounding road network. Collimore Park has the following merits regarding future expansion for public car parking, as identified within the Transport Strategy for Liverpool City Centre:

- The site is located with convenient access to the arterial road network, however separated from the core CBD area.
- The site has convenient pedestrian access to the core CBD area. While walking distance exceeds that typically accepted by long stay users, pedestrian access is available for drivers not seeking to make use of the proposed shuttle service.
- The use of the site for car parking is consistent with its current use, being an at-grade car park. As such the development of a multi-level car park on the site would not be expected to significantly impact on the urban fabric and surrounds. Indeed, a quality car park structure may improve the urban design of the site.

A future design for a multi-level car park as facilitated by this planning proposal should consider and include adaptability in its design and sustainable vehicle infrastructure such as charging stations and car sharing spaces.

- **Objective 22** Investment and business activity in centres
 - **Strategy 22.1** Provide access centres by:
 - Designing parking that can be adapted to future uses.

A future design for a multi-level car park as facilitated by this planning proposal that is outside the core CBD area will reduce the need for parking within the CBD core. This has the potential to free up space for a more sustainable, safe, and human-scale public domain.

Western City District Plan

The planning proposal is also consistent with the following priority and action of the Western City District Plan:

- **Planning Priority W9 Growing and strengthening the metropolitan cluster**
 - **Action 42. In addition to the Collaboration Area process outlined above, carry out the following:**
 - protect and develop the commercial core
 - improve and coordinate transport and other infrastructure to support jobs growth
 - improve public domain including tree-lined, comfortable open spaces and outdoor dining
 - improve connectivity and links to the Georges River and prioritise pedestrian, cycle and public transport facilities

Collimore Park provides an accessible and well-serviced site that adjoins the CBD of Liverpool. Car parking on this site ensures that parking infrastructure is reduced within the commercial core of Liverpool, improves the coordinated transport of the CBD at a precinct level and contributes to an improved public domain within the CBD due to the reduction in car parking infrastructure.

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 Community Strategic Plan – Our Home, Liverpool 2027

The proposal to enable 'car parks' on the site aligns with Liverpool's Community Strategic Plan (CSP) – Our Home, Liverpool 2027, which states:

- Direction 3: Generating Opportunity
 - Council will: Advocate for, and develop, transport networks to create an accessible city.

Liverpool Local Environmental Plan 2008

The planning proposal addresses one of the aims of the LLEP 2008, being:

(a) to encourage a range of housing, employment, recreation and services to meet the needs of existing and future residents of Liverpool,

(d) to strengthen the regional position of the Liverpool city centre as the service and employment centre for Sydney's south west region,

(f) to promote the efficient and equitable provision of public services, infrastructure and amenities.

The zoning is to remain as existing for the subject site. The objectives of the RE1 – Public Recreation zone are as follows:

- *To enable land to be used for public open space or recreational purposes.*
- *To provide a range of recreational settings and activities and compatible land uses.*
- *To protect and enhance the natural environment for recreational purposes.*
- *To provide sufficient and equitable distribution of public open space to meet the needs of residents.*
- *To ensure the suitable preservation and maintenance of environmentally significant or environmentally sensitive land.*

The objectives of the SP2 – Infrastructure zone are as follows:

- *To provide for infrastructure and related uses.*
- *To prevent development that is not compatible with or that may detract from the provision of infrastructure.*
- *To reserve land for the provision of infrastructure.*

The proposal aims to enable ‘car parks’ as a permissible use with consent within these existing zones. A future multi-level car park will help to improve and consolidate the existing car parking infrastructure on the site, whilst respecting the public recreation infrastructure and the Brickmakers Creek corridor.

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

Table 1 SEPP Consistency

State Environmental Planning Policy	Consistency
State Environmental Planning Policy No 55—Remediation of Land	Yes – given the site is currently developed as a public car park, and recreational park and has been used for recreational purposes historically, no contamination impacts are anticipated.
State Environmental Planning Policy (Infrastructure) 2007	Yes
State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017	Yes
Greater Metropolitan Regional Environmental Plan No 2—Georges River Catchment	Yes

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

Table 2 Section 9.1 Directions Consistency

Section 9.1 Direction	Complies	Justification
Environment and Heritage		
2.1 Environment Protection Zones	Yes	The Brickmakers Creek riparian corridor that traverses the western border of the site is identified as Environmentally Sensitive Land. The proposed amendments will not reduce the environmental protection standards that apply to the land. The protection of this riparian corridor will be further ensured by provisions within the <i>Water Management Act 2000</i> that controls and limits development within 40m of the bank of the creek.
Housing, Infrastructure and Urban Development		
3.4 Integrating Land Use and Transport	Yes	The proposal seeks to facilitate a public car park development within the subject site. The site is serviced by public transport in the form of a bus route to enable access to the Liverpool city centre as well as other surrounding suburbs.
Hazard and Risk		
4.3 Flood Prone Land	No	The subject site is identified as within the flood planning area and having medium to low flood risk. The location of the

		<p>existing car park area is identified as low flood risk, and this is considered acceptable for a public car park development. It is deemed that this inconsistency is of minor significance. Furthermore, additional flood investigations will be undertaken if a Gateway determination is issued for the proposal.</p> <p>Council will ensure that the future development of the land is consistent with the principles of the Floodplain Development Manual 2005 and the relevant provisions of the LLEP 2008 and LDGP 2008.</p>
Regional Planning		
5.10 Implementation of Regional Plans	Yes	Consistency with <i>A Metropolis of Three Cities</i> is outlined in section 2 above.
Local Plan Making		
6.1 Approval and Referral Requirements	Yes	The planning proposal does not contain provisions which require concurrence, consultation or referral to any minister or public authority and does not identify development as designated development.
6.3 Site Specific Provisions	Yes	<p>The proposal seeks to allow the car parking use to be carried out in the existing RE1 – Public Recreation and SP2 – Infrastructure zones applying to the site through a site specific schedule 1 amendment.</p> <p>No drawings or details are provided within this planning proposal detailing a possible future development proposal.</p>
Metropolitan Planning		
7.1 Implementation of A Plan for Growing Sydney	Yes	The proposal seeks to facilitate car parking on the subject site and is therefore consistent with <i>Direction 1.4: Transform the productivity of Western Sydney through growth and investment</i> , <i>Direction 1.9: Support priority economic sectors</i> , and <i>Direction 1.10: Plan for education and health services to meet Sydney's growing needs</i> .

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 planning proposal will not impact critical habitat or threatened species, populations or ecological communities, or their habitats due to an absence of such environmental constraints within the site and in close proximity to the site.

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 Brickmakers Creek corridor along the western edge of the site is identified as Environmentally Significant Land. It is deemed that the flooding constraints impacting this portion of the site will prevent any

inappropriate development from being located within or in close proximity to this Environmentally Significant Land.

No other likely environmental effects are identified. Where environmental impacts do exist, are deemed to be of minor significance.

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

The subject site is currently utilised as an at-grade public car park by the community, and this proposed amendment seeks to enable the future development of further public parking in the form of a multi-storey car park. It is deemed that the increase in the intensity of this car park landuse is acceptable given the nature of the existing use and the location of the site. The proposed amendment will help to sustain the function of the Liverpool CBD as a Metropolitan Cluster that provides crucial employment opportunities.

The planning proposal will not create adverse social or economic impacts.

Section D – State and Commonwealth interests

3.10 Is there adequate public infrastructure for the planning proposal?

The planning proposal is of local significance and will itself enable additional public infrastructure provision in the form of a future multi-level public car park. It is noted that the site is currently occupied by a large at-grade public car park that is well serviced by public transport and has excellent access to the surrounding road network.

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

The views of state and Commonwealth public authorities will be considered following Gateway determination. The following government agencies should be considered:

- Roads and Maritime Services;
- Sydney Water;
- Office of Environment and Heritage;
- Department of Lands and Industry; and
- State Emergency Services.

Part 4 – Mapping

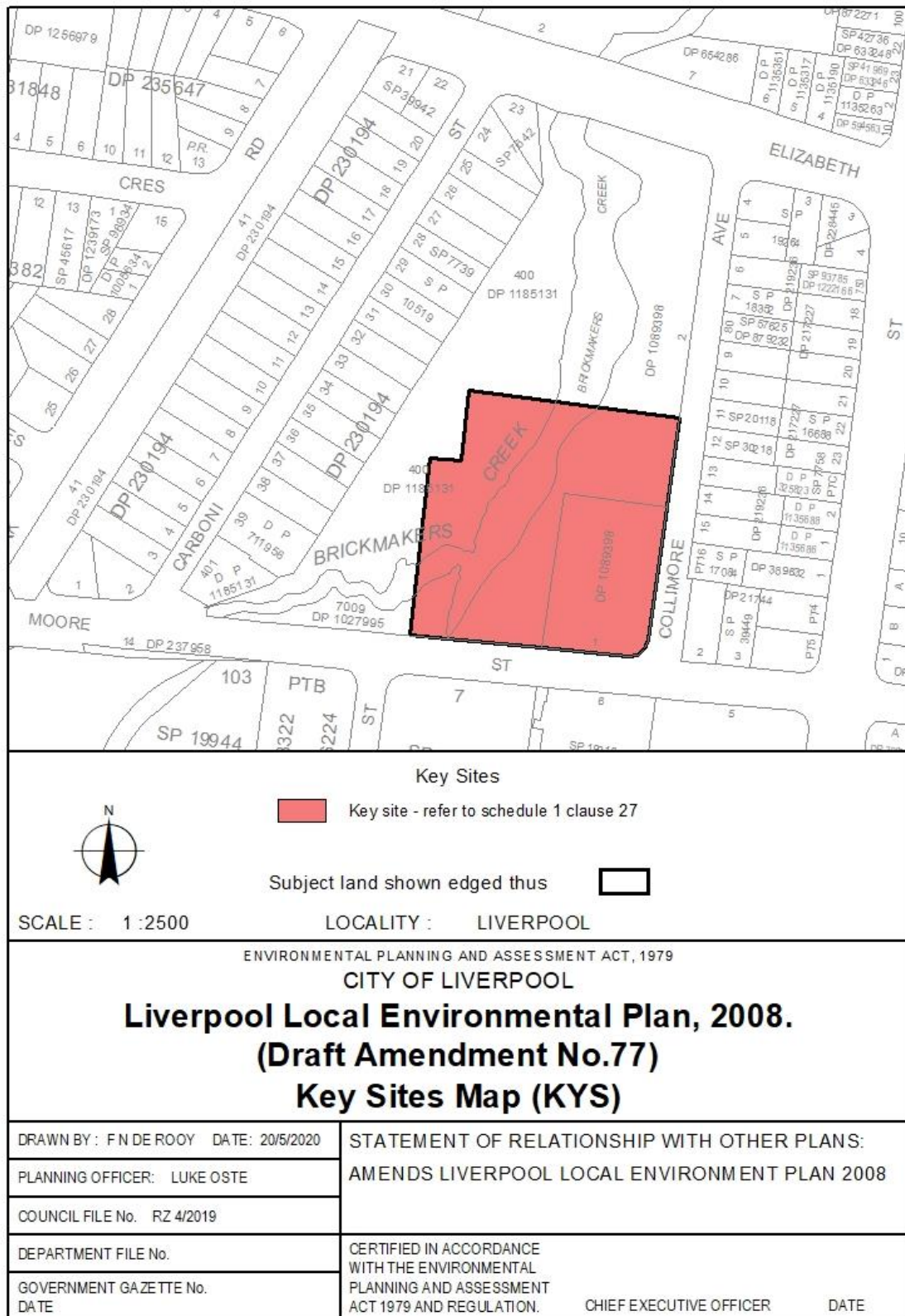


Figure 8: Proposed Key Sites Map

Part 5 – Community Consultation

Community consultation will be undertaken in accordance with the Gateway determination. It is anticipated that the proposal will be exhibited for 14 days through:

- Notification on Liverpool City Council's planning portal and Liverpool Listens website; and
- Letters to the adjoining landowners.

Additionally, a draft Concept Plan for Collimore Park and a future multi-storey car park will be prepared and exhibited concurrently with the planning proposal. This will help to provide clarity to the public in depicting the kind of redevelopment of Collimore Park that will be enabled by the proposed amendment to the LLEP 2008.

Part 6 – Project Timeline

An anticipated project timeline is shown in Table 3.

Table 3: Anticipated project timeline

Timeframe	Action
May 2019	Presented at the Local Planning Panel meeting
Jun 2019	Presented to Liverpool City Council
Jul 2019	Submission of Planning Proposal to DP&E
Feb 2020	Gateway Determination issued
Jul 2020 – Aug 2020	State agency consultation
Jul 2020 – Aug 2020	Community consultation
Sep 2020 – Oct 2020	Consideration of submissions and proposal post-exhibition
Oct 2020	Post-exhibition report to Council
Nov 2020	Legal drafting and making of the plan