

LIVERPOOL

LOCAL HOUSING STRATEGY



This Strategy was developed in conjunction with Elton Consulting.

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Executive Summary

Recent changes to the NSW planning system require all NSW councils to prepare a Local Housing Strategy in consultation with their communities. This strategy must align with the broader NSW government strategic planning framework and provide direction at a local level about where, and in what form, new housing will be delivered.

The Liverpool Local Housing Strategy must be consistent with the high-level priorities of the *Greater Sydney Region Plan – A Metropolis of Three Cities* and the *Western City District Plan*. The related Western Parkland City vision, *Liverpool Collaboration Area Place Strategy* and Western Sydney City Deal also provide direction for transformative economic investment in Liverpool to support the Western Sydney Aerotropolis, transform the Liverpool CBD, encourage a diverse mix of housing and deliver essential community infrastructure such as the Fifteenth Avenue Smart Transit (FAST) corridor. All of these actions will support the continued success of Liverpool as a major strategic centre with a 24-hour economy in its CBD, strong population and economic growth, and diverse and affordable housing in accessible locations close to centres.

The Local Housing Strategy is based on evidence from the *Liverpool Housing Study 2019*, and is consistent with Council's Local Strategic Planning Statement (LSPS) 'Connected Liverpool 2040' and Community Strategic Plan 'Our Home, Liverpool 2027'. This Housing Strategy sets out the priorities and actions to deliver suitable housing in the right locations to meet the needs of the Liverpool community over the next 20 years. It ensures that housing delivery protects local amenity and character, open space and ecological values and is aligned with infrastructure delivery.

At 2020, the population of the Liverpool local government area (LGA) is estimated at 234,236 people.¹ Housing densities are concentrated in the Liverpool CBD and areas with good transport access. New greenfield growth has occurred in the western part of the local government area and is characterised by low density housing, which is the predominant form of housing outside the CBD. The population is forecast to grow to 358,871 people by 2036, a growth rate of 2.7% per annum.² This may necessitate an estimated 43,452 additional dwellings in the period 2016-2036.³ Council is on track to meet or exceed its short-term 0-5 year housing target of 8250 additional dwellings in the period 2016-2021 contained within the Western City District Plan. However, the provision of suitably diverse and affordable housing in the right locations remains a challenge for Liverpool Council as it works to meet its **6-10-year housing target of 8500-12,000 dwellings**.

The SGS Housing Study found there is sufficient feasible capacity under existing planning controls to deliver almost 50,000 new dwellings by 2036. However, the current planning controls do not encourage or support the delivery of diverse medium density housing. Given the expected demand for smaller and more affordable housing options that cater to the needs of families and other household groups in the area, this Housing Strategy recommends a number of actions to support housing diversity to cater for community needs in locations with good access to transport, community services and local amenities. It also highlights the importance of protecting Liverpool's unique local character and liveability. It is also proposed that new infrastructure be delivered to support increased housing densities in the right locations, and that provisions be made for affordable housing and renewal of existing social housing assets.

This Housing Strategy establishes Housing Priorities and Objectives that align with relevant Planning Priorities in the Western City District Plan and Council's LSPS. It sets out recommendations to inform the drafting of amendments to the Liverpool Local Environmental Plan (LEP) and actions to increase housing diversity and affordability. An Implementation and Delivery Plan is provided in Part D of this Strategy to provide a pathway for the implementation of the Housing Strategy actions across the short, medium and longer terms.

¹ Forecast.id Population Forecast, <https://forecast.id.com.au/liverpool/>

² Forecast.id Population Forecast, <https://forecast.id.com.au/liverpool/>

³ SGS Economics & Planning, *Liverpool Local Housing Study 2019*

Key recommendations of this Strategy include:

- » **Housing growth and location:** Council implement provisions and actions to support housing growth including:
 - > Prepare Precinct Plans for relevant areas identified for short-term investigation in this Strategy.
 - > Progress sustainable, high density transit-and landscape-oriented development along the Fifteenth Avenue Smart Transit (FAST) Corridor.
 - > Work with the Department of Planning, Industry and Environment (DPIE) to review the planning controls in the Growth Centres State Environmental Planning Policy (SEPP) and DCP to address land fragmentation, ensure consistency across the Liverpool local government area and encourage high quality and diverse residential development.
 - > Ensure increased density is consistent with the housing vision, principles and objectives, and locational requirements.
 - > Ensure new development is located where it will not impact on important rural areas.
- » **Housing diversity:** Council implement provisions and actions to increase housing diversity including:
 - > Review existing land use and development controls for R1, R2 and R3 zones to encourage greater medium density and housing diversity in the context of the Medium Density Housing Code.
 - > Explore mechanisms to permit manor homes, with appropriate development controls in residential zones.
 - > Review controls in the R3 zone to improve development feasibility having consideration to appropriate built form outcomes.
 - > Prepare a new Development Control Plan (DCP) with specific controls for medium density housing to ensure design quality and preservation of local character.
 - > Identify opportunities to encourage appropriate densities for medium density housing through building height and floor space ratio provisions.
 - > Encourage a greater range of apartments in the Liverpool city centre through reconfiguration of minimum and maximum apartment mix controls, with consideration to extending these controls to the broader Liverpool local government area where residential flat buildings are permitted.
 - > Explore the application of a minimum Liveable Housing Standard to a higher proportion of dwellings delivered in multi-dwelling and residential flat building developments.
 - > Collaborate with DPIE, other councils and university representatives to develop a definition of student housing and a range of land use and development guidelines for student housing.
- » **Housing affordability:** Council implement mechanisms to deliver additional affordable housing across the LGA including:
 - > Partner with the NSW Government to investigate the potential for master planned precincts (such as Hargrave Park in Warwick Farm and social housing in the 2168 postcode) by rezoning land to renew and increase social and affordable housing.
 - > Partner with the NSW Government to review the Masterplan for Miller Town Centre.
 - > Advocate to the NSW Government for more investment in social and affordable housing.
 - > Investigate other non-planning mechanisms to increase affordable housing in the local government area, such as partnerships with community housing providers.
- » **Built form and sustainability:** Council implement mechanisms to deliver high quality development across the LGA including:

- > Collaborate with the State Government to review the Growth Centre medium density controls to encourage an appropriate mix of medium density dwellings, ensuring the controls align with the broader Liverpool LEP controls while preserving local character and amenity of low-density suburbs.
- > Introduce place-based strategic planning controls to respect and preserve Liverpool's built heritage and local character.
- > Ensure new housing is sustainable and high quality, demonstrating climate resilience in design and materials.

While under current controls there is a demonstrated capacity to meet demand for housing over the next 20 years, the Housing Strategy also identifies investigation opportunity areas, which can support additional housing growth over the next 20 years. These areas will be subject to more detailed investigation through place-based studies examining impacts on local character and any required technical investigations.

- » **Short term investigation areas** identified for Council to consider LEP amendments to facilitate housing growth include:
 - > Liverpool City Centre and Innovation Precinct
 - > Warwick Farm Racing Precinct
 - > Georges River North (Moore Point)
 - > Miller Precinct
- » Hargrave Park is identified as a medium-term investigation area.

In certain circumstances it may be appropriate for Council to consider rezoning for residential uplift in appropriate locations outside of the identified Investigation Areas. However, these should only be considered where they align with the Vision, Priorities and Objectives of this Strategy and meet the following specific criteria:

- » Areas rezoned for increased housing density should be located within 800m of major transport nodes
- » New housing should have good access (within 400m) of open space, employment opportunities and retail facilities
- » New housing should be located and designed to preserve the character of existing local neighbourhoods, areas of high ecological value and existing heritage.
- » New housing must be supported by infrastructure improvements including the provision of affordable housing where appropriate.

For the purposes of this Strategy, the following short, medium- and long-term timeframes have been established to align with the proposed Actions and Delivery Plan. These timeframes also align with those in the LSPS and Community Strategic Plan.

- » **Short term:** 2020/2021
- » **Medium term:** 2021/2022–2024/2025
- » **Long term:** 2025/2026–2035–2036

The Liverpool Housing Vision:

- > Liverpool will be a socially connected, culturally diverse and cosmopolitan city with a strong sense of community.
- > People will have access to quality, affordable and appropriate housing close to open space, transport connections and local jobs.
- > By balancing housing, employment and retail uses, residents will be able to live, work and play within a 30-minute city.
- > A mix of high-quality housing types will be provided, with densities concentrated in centre locations, particularly the Liverpool City Centre – and around town centres.
- > Important rural areas and areas of high ecological value will be protected.
- > Distinct suburbs with a focus on local character, quality-built form and maximising amenity will be maintained.
- > New housing will have a focus on sustainability, climate resilience and accessibility to high-quality open space, frequent public transport connections and community facilities.
- > All housing will be supported by crucial transport and service infrastructure.
- > Affordable housing will be delivered to meet the housing needs of very low, low and middle income residents, with a focus on renewal of existing social housing assets in collaboration with the State Government and community organisations.
- > Improvements to the urban domain will maximise amenity through incorporation of water sensitive urban design, provision of green space and the establishment of walkable neighbourhoods.

Consultation

The Local Housing Strategy has been informed by Council's Local Housing Study 2019. It has also been informed by *Connected Liverpool 2040* – Council's Local Strategic Planning Statement (LSPS), and *Our Home, Liverpool 2027* – Council's Community Strategic Plan (CSP). The preparation of both the LSPS and CSP involved extensive community consultation.

Glossary

The following terms and abbreviations apply throughout this document:

Term	Definition
ABS	Australian Bureau of Statistics
ANEF / ANEC	Australian Noise Exposure Forecast / Contour
City Deal	The Western Sydney City Deal 2018
Collaboration Area Strategy	The Liverpool Collaboration Area Place Strategy 2018
Community Strategic Plan	Our Home, Liverpool 2027 Community Strategic Plan
Council	Liverpool City Council
DCP	Development Control Plan
District Plan	Western City District Plan
DPIE	NSW Department of Planning, Industry and Environment
EP&A Act	The <i>Environmental Planning and Assessment Act 1979</i>
EPI	Environmental Planning Instrument
GSC	Greater Sydney Commission
Greater Sydney Region	Greater Sydney Metropolitan Region
HCA	Heritage Conservation Area
LEP	Local Environmental Plan
LGA	Local Government Area
LSPS	Liverpool Local Strategic Planning Statement – Connected Liverpool 2040
Region Plan	Greater Sydney Region Plan
RDS	Liverpool Residential Development Strategy 2008
RFB	Residential Flat Building
Social housing	Affordable rental housing for households on low incomes that is managed either by the NSW public housing agency, the Department of Communities and Justice, or a registered community housing provider
Housing Strategy	Refers to this Housing Strategy
Housing Study	Refers to the Liverpool Housing Study 2019 prepared by SGS Planning and Economics, which provides the evidence base for this Strategy
Housing stress	Refers to lower income households paying more than 30 per cent of their gross income on housing costs. This is because these households may not have enough money to cover other necessities, such as food and healthcare.

VPA	Voluntary Planning Agreement, also known as a Planning Agreement
Western Sydney Airport	Western Sydney International (Nancy-Bird Walton) Airport
WSAP	Draft Western Sydney Aerotropolis Plan
WSROC	Western Sydney Regional Organisation of Councils

Terminology

This section of the Strategy outlines the key terminology used in this document to refer to the following:

- » Housing typologies
- » Essential workers
- » Social and affordable housing
- » Household types

An understanding of the above concepts underpins the analysis and policy approaches in this Strategy.

Housing typologies

For the purposes of **statistical analysis**, this Strategy identifies:

- » **Low density housing** as detached houses
- » **Medium density housing** as attached dwellings
- » **Higher density housing** as flats or apartments.

However, there is a range of different housing typologies, as defined under the Standard LEP Instrument 2008, which can be categorised as low, medium and high-density housing for the purposes of the statistical analysis. These include the following:

- » Low density housing:
 - > dwellings (and secondary dwellings on the same lot)
- » Medium density housing:
 - > Attached and semi-detached dwellings
 - > Dual occupancies
 - > Multi dwelling housing
 - > Manor homes
- » High density:
 - > Residential flat buildings
 - > Shop top housing.

Social and affordable housing

Social housing is affordable rental housing for people on low incomes and generally with support needs. It includes public, community and Aboriginal housing. Public housing is managed by the Department of Communities and Justice (DCJ) and community housing is managed by non-government organisations the majority of which are registered community housing providers (CHPs).

Affordable housing is not the same as social housing. It provides housing for low-to-moderate income earners that may be struggling to pay market rents in their area. Affordable housing is generally let at around 20-25% below market rental prices. Many affordable housing programs also apply the '30% of income' housing stress test, to ensure that families can meet other basic living costs, such as food clothing, transport, medical care and education.

Essential Workers

Essential workers are generally described as 'people whose occupations are considered essential to the functioning of cities, but who are typically on fixed low to moderate wages.' Occupations that are considered to be

'essential' differ between jurisdictions and can include anything from service sector workers to medical and emergency service personnel. For Liverpool, essential workers may include hospital workers (including nursing staff, cleaners and administrators), essential service personnel such as police and fire, educational staff such as teachers and childcare workers, aged-care workers, transport staff (such as bus drivers), and a range workers associated with the new Western Sydney Airport and associated industries including logistics staff, baggage handlers and airline staff.

Household types

The following ABS Census definitions are used to describe different types of households in this report.

ABS Classification	Definition
Household	A household is defined as one or more persons, at least one of whom is 15 years of age, usually resident in the same dwelling
Couple	A couple is defined as usually two people residing in the same household who share a social, economic and emotional bond usually associated with marriage and who consider their relationship to be a marriage or marriage-like union
Couple family	A couple family can be with or without children and may or may not include other related individuals. A couple family with children present can be expanded to elaborate on the characteristics of those children, such as their number, age and dependency status
Lone person household	A private dwelling, with only one person aged 15 years or over
One parent family	A one parent family consists of a lone parent with at least one child (regardless of age) who is usually resident in the household and who has no identified partner or child of his/her own. The family may also include any number of other related individuals
Group household	A group household consists of two or more unrelated people all over 15 years. There are no reported couple relationships, parent-child relationships or other blood relationships in these households

Structure of this document

This document is structured in four parts:

- » **Part A: Introduction** identifies the planning and policy context, provides a snapshot of the Liverpool LGA and identifies high-level character descriptions of Liverpool's neighbourhoods.
- » **Part B: The Evidence** highlights the key demographic and housing trends in the Liverpool LGA and their implications for future housing needs. It also sets out the housing vision and principles for the Strategy, informed by community consultation, the CSP and LSPS. It sets out the Priorities and Objectives for delivery of housing within the Liverpool LGA over the next 20 years and the Strategy's alignment with relevant housing priorities in the LSPS and Western City District Plan (District Plan). This section also outlines the capacity for housing under the current planning controls in the Liverpool LGA, including the potential gaps between the types of housing that can feasibly be delivered and the expected demand for different types of housing.
- » **Part C: The Priorities** identifies the locations where Council will undertake place-based studies to facilitate housing growth, the types of housing that are likely to be delivered in the areas under new planning controls, and the dwelling projections in the 0-5-, 6-10- and 20-year timeframe, as required by the Western City District Plan. It also provides detail relating to housing affordability in the Liverpool LGA and actions to improve housing affordability and diversity.
- » **Part D: Implementation and Delivery Plan** sets out when and how housing will be delivered.

SECTION 1: INTRODUCTION

1.1 Introduction and context

Liverpool is a large local government area (LGA) that features city, suburban and rural living. It has a large and proudly diverse population with a range of birthplaces and languages spoken.

Over the next 20 years, Liverpool will undergo immense change. The population will increase, Western Sydney International (Nancy-Bird Walton) Airport (Western Sydney Airport) will open, employment opportunities will grow, and there will be significant investment in a range of infrastructure projects including a number of key transport projects. As a result of these changes, Liverpool will cement itself as a major strategic centre within Sydney.

The Liverpool community is proud of its diversity and inclusion. It strives to create strong social connections, values its heritage and environment and leads through collaboration. These values are enshrined in the strategic directions of Liverpool City Council's (Council) *Our Home, Liverpool 2027 Community Strategic Plan* (Community Strategic Plan). This Housing Strategy has been prepared having regard to the needs and values of the Liverpool community, whilst responding to the significant opportunities and investment identified for the Liverpool LGA over the next two decades.

Council has approved its Local Strategic Planning Statement – *Connected Liverpool 2040*. The LSPS sets out a 20-year vision for land use, as well as priorities and actions for housing for the Liverpool LGA. It reflects the special characteristics that contribute to local identity, identifies shared community values to be maintained and enhanced, and identifies how growth and change will be managed into the future. The LSPS was informed by significant community engagement including a community survey which identified strong community support for the protection of local character of suburbs, provision of apartments in the Liverpool City Centre and areas close to public transport and services, and a greater variety of housing options in the LGA

The Liverpool Local Housing Strategy (Housing Strategy) is consistent with and reflects the strategic objectives of the District Plan, Community Strategic Plan and the LSPS. It is informed by an evidence-based Housing Study prepared for Council by SGS Economics and Planning, which provides demographic and housing analysis, as well as forecast demand and housing capacity for the Liverpool LGA. The Housing Strategy will inform updates to the Liverpool Local Environmental Plan (Liverpool LEP) and Liverpool Development Control Plan (Liverpool DCP), as well as the development of new Council policies and potential amendments to existing Council policies including its Contributions Plans.

This Strategy aligns with Council's and the community's vision for housing and NSW Government-led strategic plans and outlines how Council will meet the requirements of the District Plan. It also:

- » identifies the unique housing needs of Liverpool's current and future residents
- » develops an approach to boost housing diversity and affordability, responding to local needs, while enhancing the character of local neighbourhoods
- » provides for population and housing growth
- » aligns growth with infrastructure
- » leverages off the new Western Sydney Airport/Aerotropolis development to boost productivity, economic activity and local jobs within the LGA.

The Liverpool Local Housing Strategy is a high-level strategy providing direction for the provision of housing for the community over the next 20 years. Place-based studies will be undertaken by Council to refine and test the scenarios of this Strategy to identify areas to accommodate growth, responding to housing and local needs and protecting local character.

1.2 Planning policy and context

There are a range of global, federal, state, regional and local strategic documents, as well as statutory and non-statutory planning policies, that have informed the development of this Strategy. These are set out below.

1.2.1 Global and national policy context

There are several global and national megatrends to consider to ensure a resilient community into 2030 and beyond. These are outlined below in **Table 1** and are adapted from the outcomes of the Organisation for Economic Cooperation and Development (OECD) Round Table on Urban Development⁴ and Infrastructure Australia's *Our Cities National Urban Policy Paper*.⁵

Table 1 Global and national housing sustainability principles

Trend	Details	Implications for consideration in this Strategy
Managing urban growth	Rapid expansion of urban areas can lead to social inequalities and geographic divides	Ensure growth is staged with supporting infrastructure, and that new housing caters for the diverse Liverpool community and does not result in social displacement through rapid gentrification and increasing rental prices
Building competitive cities	Fostering competitiveness, innovation and sustainability Access to affordable high-speed broadband, efficient public transport and infrastructure Competing for commerce and skilled labour, improving performance, aligning workforce availability and capacity to meet demand, support education, research and innovation	Enable easy access to jobs through a mix of uses, transport provision, internet access and design of homes with flexible space for work
Social challenges	Support urban development that enables aging in place, is socially inclusive and is integrated with surrounding community facilities Provide diverse dwelling forms and sufficient affordable housing options across all tenures including home-ownership, private rentals, social and affordable housing and crisis accommodation, to accommodate people for short or longer periods at different points in their lives	Design new housing stock so people can 'age in place', with a diversity of housing choices and lot sizes to increase variation in price points for both rent and purchase
Sustainable urban finance	Traditional and new funding mechanisms, cost recovery, public private partnerships, monitoring performance of local services	Council will consider other avenues to improve housing affordability

⁴ Adapted from <https://www.oecd.org/urban/roundtable/45159707.pdf>, http://www.un.org/en/development/desa/policy/wess/wess_current/wess2013/Chapter1.pdf

⁵ Adapted from http://infrastructureaustralia.gov.au/policy-publications/publications/files/Our_Cities_National_Urban_Policy_Paper_2011.pdf

1.2.2 Liveable Housing Design Guidelines

The Commonwealth Department of Social Services (DSS) has published the Liveable Housing Design Guidelines, which provides a guideline for designing and building Australian homes to meet the changing needs of occupants over their life time.

This initiative will benefit people with a disability and ageing Australians through the inclusion of easy living features that aim to make homes more accessible by ensuring they are:

- » easy to enter
- » easy to move in and around
- » capable of easy and cost-effective adaptation
- » designed to anticipate and respond to the changing needs of home occupants.

There are three performance levels under the Guidelines as follows:

- » **Silver level** – focuses on the key structural and spatial elements that are critical to ensure future flexibility and adaptability of the home. Incorporating these features will avoid more costly home modification if required at a later date
- » **Gold level** – provides for more generous dimensions for most of the core liveable housing design elements and introduces additional elements in areas such as the kitchen and bedroom
- » **Platinum level** – describes design elements that would better accommodate ageing in place and people with higher mobility needs. This level requires more generous dimensions for most of the core liveable design elements and introduces additional elements for features such as the living room and flooring.

Although the Guidelines are voluntary, many Government, not-for-profit and private organisations are choosing to apply them in residential development design as they are relatively inexpensive (particularly for Silver and Gold level) and allow for the changing needs of occupants over their lifetime. This avoids expensive retro-fitting of existing residential dwellings to meet the changing needs of residents and the community over time. Dwellings designed to meet Silver or Gold standards also provide suitable accommodation for families (particularly those with young children), as well as housing to meet the needs of multi-generational family households which accommodate a broad range of age groups in a single residence. In addition, the Guidelines are consistent with the strategy being led by the DSS to increase national awareness about the importance and benefits of Universal Housing Design.

1.2.3 State and regional policy context

There is a range of NSW Government state and regionally significant policies that have been taken into account in preparing the Housing Strategy. These are detailed in **Tables 2** and **3** below.

Table 2 State planning context

State context	Details	Implications for consideration
Premier's Priorities	The Premier has identified 14 priorities for tackling important issues for the people of NSW, including improving housing affordability, creating jobs, building local infrastructure and increasing open space and canopy cover. Key employment lands within Liverpool's strategic locations must be protected, housing provided in the right place for the rapidly growing population, and affordability improved through greater housing diversity.	<p>Consistent with these priorities, the Strategy explores opportunities to:</p> <ul style="list-style-type: none"> » provide more diverse housing types near local centres, high frequency public transport, jobs and services, and open space » preserve local neighbourhood character and improve amenity » link housing and key infrastructure delivery » ensure a mix of housing types and tenures will be delivered to meet the needs of the Liverpool community.

Table 3 Regional planning context

Regional context	Details	Implications for consideration
Region Plan	Liverpool LGA is located in the Western Parkland City, centred around the Metropolitan Cluster of Western Sydney Airport along with Western Sydney Aerotropolis, Penrith and Campbelltown-Macarthur. Liverpool is also recognised as a Collaboration Area and Health and Education Precinct. The Region Plan aims to create a ' 30-minute city ', requiring both better public transport to existing housing and ensuring that new housing is located with good access to public transport.	The Housing Strategy has been prepared in accordance with the broader strategic goals for the Liverpool LGA as set out in the Region Plan.
The Western Sydney City Deal 2018 (City Deal)	The City Deal is a partnership between the Commonwealth and NSW Governments, and Councils in the Western City District including Liverpool City Council. The City Deal aims to leverage the construction of the Western Sydney Airport to create an Aerotropolis and improve the productivity, sustainability and liveability of the Western Parkland City. The Western Sydney City Deal contains several commitments which are relevant to the future of housing in Liverpool. Improved transport services are proposed to be established between the new Airport and Liverpool before it opens in 2026. Council is strongly supportive of the establishment of the Fifteenth Avenue Smart Transit Corridor to provided improved public transport between the Airport and Liverpool. These services will create opportunities for housing intensification and transit-oriented development along the route. Major economic development initiatives are identified, including for Liverpool City Centre.	The Aerotropolis will provide a catalyst for growth for Liverpool, including the land surrounding Western Sydney Airport and linking to the Liverpool City Centre. Increased job accessibility and improved infrastructure availability will increase the viability and demand for medium and high-density housing types in multiple places in the Liverpool LGA. Funding is committed for amenity improvements in Western Sydney including improvements to existing open space corridors. Increased amenity, liveability and social infrastructure is important for increasing housing intensity.

<p>District Plan</p>	<p>The District Plan provides priorities and actions for the Western City District, giving effect to the objectives of the Region Plan. This includes planning for a city supported by infrastructure and growing investment, business opportunities and jobs in strategic centres.</p> <p>It sets a housing target of an additional 184,500 homes in the District by 2036. The Liverpool housing target for 2016-2021 is for 8,250 additional dwellings. The District Plan includes a Direction to give people housing choices by implementing the following Planning Priority:</p> <p><i>Providing housing supply, choice and affordability, with access to jobs, services and public transport.</i></p> <p>It also provides the following potential indicators for measuring achievement of this Priority:</p> <ul style="list-style-type: none"> » Increased housing completions (by type) » Number of councils that implement an Affordable Rental Housing Target Scheme. 	<p>Liverpool LGA is on track to meet or exceed its five-year housing target. The Housing Strategy gives effect to the requirements of the District Plan by:</p> <ul style="list-style-type: none"> » identifying short, medium, and long-term housing targets » assessing local capacity for housing intensification to be concentrated in appropriate areas » supporting planning and delivery of housing in areas which can support growth » aligning housing growth with infrastructure investment » supporting the role of centres » identifying mechanisms to deliver additional affordable rental housing.
<p>The Liverpool Collaboration Area Place Strategy 2018 (Collaboration Area Strategy)</p>	<p>The Collaboration Area Strategy was prepared by the Greater Sydney Commission (GSC) to establish a vision for the Liverpool Collaboration Area. The Strategy identifies the challenges of the Liverpool LGA in providing housing in the right place, the uplift in interest in Liverpool and the need for staging and coordination of housing release. A key finding of the Strategy is that infrastructure must keep pace with population growth, that growth needs to be ‘people friendly’ with diverse urban form and housing mix. Liverpool as a strategic centre will continue to grow, with capacity for housing identified in these areas (see Figure 1 below):</p> <ul style="list-style-type: none"> » Hargrave Park to accommodate more diverse housing » Georges River North to accommodate mixed use development. <p>The Strategy has been adopted by GSC but not yet incorporated into the District Plan.</p>	<p>The Housing Strategy incorporates the strategic directions set by the Collaboration Area Place Strategy and explores the potential for additional and diverse residential housing in Hargrave Park and mixed-use development in Georges River North. Council is also considering a range of potential uses for the Innovation Precinct within the broader Collaboration Area.</p>
<p>Draft Western Sydney Aerotropolis Plan (WSAP)</p>	<p>The WSAP is a preliminary planning framework for the Western Sydney Aerotropolis around the Western Sydney Airport at Badgerys Creek. The Aerotropolis is expected to contribute to an additional 200,000 new jobs which will drive demand for new housing and access in Western Sydney. The WSAP identifies potential for new residential growth in the Liverpool LGA (see Figure 2 below), including approximately 8500 dwellings in the Aerotropolis core. It also plans to connect Liverpool City Centre to the Aerotropolis through rapid transit connections. The WSAP has a vision for a more liveable, compact Western Sydney, based on delivery of diversity of jobs and housing. Housing is ideally located within 10 minutes of</p>	<p>The significant investment in infrastructure and associated land use changes will have an impact on the demand for housing within the Liverpool LGA and surrounding area. The WSAP identifies areas for future employment and housing growth in the LGA, which will inform the preparation of a specific State Environmental Planning Policy (SEPP). A discussion paper for the SEPP was released alongside the WSAP in December 2019. Once the WSAP is finalised, the Liverpool Housing Strategy may be updated to take into account any future residential development in the LGA.</p>

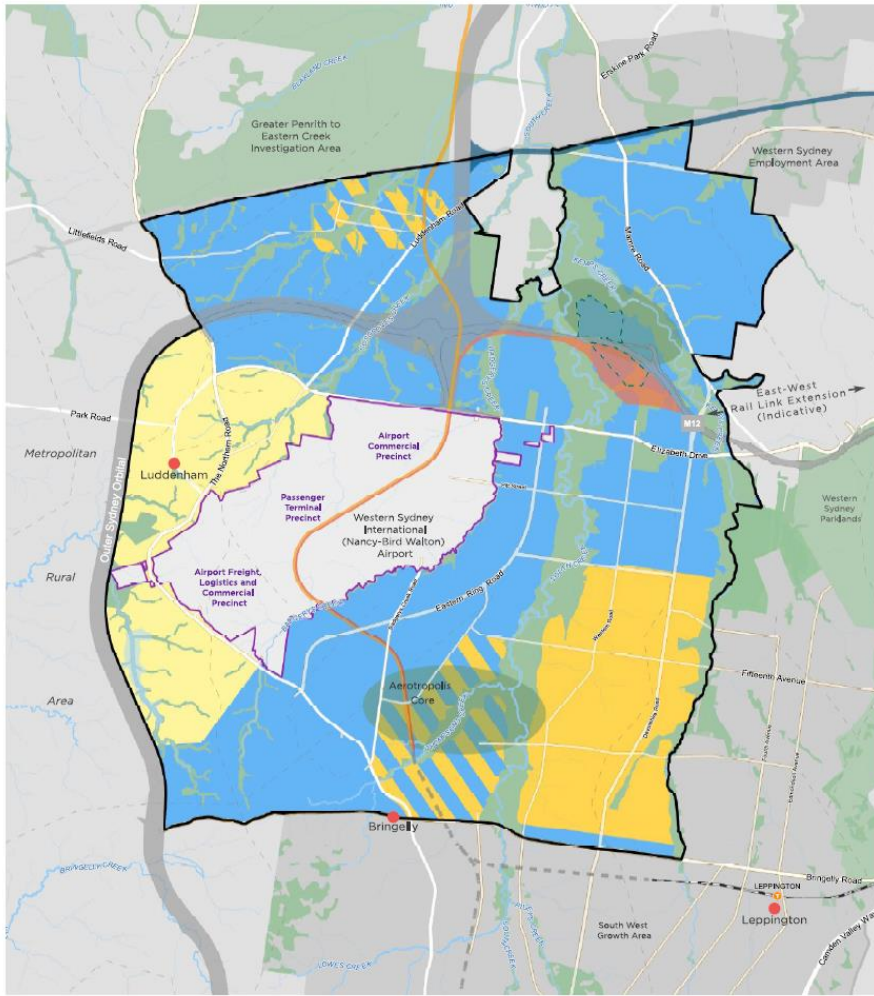
	centres and five minutes from parks and open space. There is potential for additional housing to be provided in the Liverpool LGA in areas such as Rossmore in the long term.	
Transport for NSW Future Transport 2056	Future Transport 2056 is the NSW Government's long-term transport strategy. It provides priorities for transport infrastructure to achieve the '30-minute city' as set out in the Region Plan. New and upgraded transport connections are identified for this purpose.	<p>Future transport projects for Liverpool are still at 'proposal' stage with funding not yet confirmed. Despite this, the future transport infrastructure projects identified for the Liverpool LGA have been taken into account in developing this Strategy. These include:</p> <ul style="list-style-type: none"> » 0-10 years: Infrastructure to support rapid and improved bus connections between Western Sydney Airport and Penrith, Liverpool, Blacktown and Campbelltown-Macarthur. » 20+ years: Sydney Metro City and Southwest Extension to Liverpool, and M5 motorway extension from Liverpool to Outer Sydney Orbital (M12)
RMS Western Sydney Infrastructure Plan 2018	The RMS Infrastructure Plan is a collaborative infrastructure funding project between the Commonwealth and NSW Governments. The project includes a 10-year, \$3.6 billion road investment program for Western Sydney, delivering major road upgrades in support of integrated transport solutions to capitalise on the Western Sydney Airport at Badgerys Creek. There are several funded projects focused on Liverpool, the most significant being the M12 motorway , which is proposed to start construction in early 2022 and will provide connections between Western Sydney International Airport at Badgerys Creek and the surrounding Aerotropolis to other employment areas and population centres via the Sydney Motorway Network.	<p>The Housing Strategy identifies and leverages off the current funded transport projects identified in the Plan including the:</p> <ul style="list-style-type: none"> » M12 Motorway » Northern Road upgrade » Bringelly Road upgrade
The Liverpool Health, Education, Research and Innovation Precinct Strategy 2017	Liverpool City Council is part of the Liverpool Health, Education, Research and Innovation Precinct Committee which includes a number of non-government and government organisations committed to the revitalisation of the Liverpool City Centre as an innovation precinct accommodating a range of health and education uses. The Precinct Strategy has been prepared to provide a plan for the redevelopment of the Liverpool CBD, identifying the key anchors, primary opportunities, connectivity, 'collaboration area zones', shared infrastructure opportunities, sustainability principles and green space. The precinct strategy also identifies affiliated residential and commercial growth including high-density residential development to complement health, education and research facilities in the Liverpool CBD.	The Housing Strategy acknowledges the significant growth in education, health and research facilities that will occur in the Liverpool LGA and surrounding area over the next 20 years catalysed by the opening of the new Western Sydney Airport and associated infrastructure. The Housing Strategy seeks to develop an appropriate policy response to the expected growth in demand for accommodation including suitable housing for students and essential workers.

Figure 1 Liverpool Collaboration Area Place Strategy structure plan



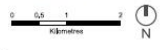
- | | | | |
|--|---|--|---|
|  Liverpool City Centre – Core |  Eco / Utility / Recreation |  Mixed use |  Green connections |
|  Diverse residential |  Business development |  Existing use |  Rail line |
|  High density residential |  Industrial |  Green space |  Bus priority |
|  Equine |  Innovation / Research / Health / Advanced manufacturing | | |

Figure 2 Draft Western Sydney Aerotropolis structure plan



**Structure Plan
Western Sydney Aerotropolis**

- | | | |
|--|---|--|
| Western Sydney Aerotropolis | Proposed Sydney Metro Greater West | Centre |
| Western Sydney International (Nancy-Bird Walton) Airport | Potential East-West Rail Link, Stabling and Critical Infrastructure | Agribusiness |
| Topographic Ridgeline | Proposed Future Rail Links (Investigation) | Environment and Recreation |
| Key Network Upgrades | Proposed Transport Corridor | Flexible Employment |
| Regional Parkland (Investigation) | Potential Western Sydney Freight Line Corridor | Urban Land |
| Critical Utility / Infrastructure (Investigation) | | Mixed Flexible Employment & Urban Land |



1.2.4 Local strategic policy context

There are a number of local strategic policy documents and Council-led initiatives which influence the recommendations and outcomes of the Housing Strategy. These are detailed in **Tables 4** and **5** below.

Table 4 Local Strategic Planning Context

Local context	Details	Implications for consideration
<p>Liverpool Community Strategic Plan</p>	<p>The Community Strategic Plan informs local policies and strategies, with strategic directions on connections, strengthening and protecting the environment, generating opportunity and leading through collaboration.</p> <p>Challenges are identified across:</p> <ul style="list-style-type: none"> » community pride and heritage » economic development » social connection » environmental sustainability » transport accessibility. <p>The Plan has four directions that assist in categorising community-led priorities:</p> <ul style="list-style-type: none"> » Social: Creating connections » Environment: Strengthening and protecting our environment » Economic: Generating opportunity » Civic leadership: Leading through collaboration. 	<p>The Housing Strategy seeks to implement the strategic directions set out in the Community Strategic Plan by supporting the delivery of housing that meets the needs of the local community and fosters improved social connections, increased economic opportunities and protects the environment.</p>
<p>LSPS</p>	<p>Liverpool’s LSPS has been prepared to establish Council’s future strategic planning vision for the next 20 years. The LSPS reflects a 20-year timeframe consistent with DPIE requirements, and aligns with the Housing Strategy.</p> <p>The LSPS acknowledges the rapid growth of the LGA and establishes key strategic planning priorities to guide new growth and development. It establishes four key Planning Priorities:</p> <ol style="list-style-type: none"> 1. Connectivity – transport linkages 	<p>The LSPS aligns with the District Plan and has informed the development of Council’s Local Housing Strategy. The Housing Strategy has taken into account the LSPS’s 16 Planning Priorities, with key focus on the following Liveability Priorities:</p> <ul style="list-style-type: none"> » Local Planning Priority 5 – A vibrant, mixed-use and walkable 24-hour City Centre with the Georges River at its heart

	<ol style="list-style-type: none"> 2. Liveability – housing, community, infrastructure 3. Productivity – employment and innovation 4. Sustainability – environment 	<ul style="list-style-type: none"> » Local Planning Priority 6 – High-quality, plentiful and accessible community facilities, open space and infrastructure aligned with growth » Local Planning Priority 7 – Housing choice for different needs with density focused on the city centre, and centres well serviced by public transport » Local Planning Priority 8 – Community-focused low-scale suburbs where our unique local character and heritage are respected » Local Planning Priority 9 – Safe, healthy and inclusive places shaping the wellbeing of the Liverpool community <p>Planning Priority 7 is an important consideration for delivering housing that meets the needs of the community and encourages improved productivity in the LGA. Many of the policy approaches set out in the Housing Strategy are based on this Local Planning Priority.</p>
<p>Liverpool Residential Development Strategy 2008 (RDS)</p>	<p>In 2008, Liverpool Council adopted the RDS to establish a direction for housing Liverpool’s population over the next 25 years by identifying opportunities to accommodate additional residential development in the LGA. At the time, <i>Liverpool Local Environmental Plan 1997</i> applied in the LGA which provided for dispersed residential development throughout the LGA. The RDS recommended a new approach to concentrate new residential development in areas that are highly accessible to public transport, business centres and a range of services and community facilities. The RDS identified twelve investigation areas including Moorebank, Casula, Miller and Green Valley to accommodate ‘high density residential nodes.’ A number of the recommendations in the RDS were implemented as part the adoption of Liverpool LEP 2008 and subsequent amendments, including the introduction of an R4 High Density Residential zone around the Moorebank town centre. Council has recently endorsed a Planning Proposal to amend the LEP to return this R4-zoned land to R3 Medium Density Residential. Further detail is provided in Table 6 below.</p>	<p>This Housing Strategy seeks to build on the work done in the RDS to ensure that the future delivery of housing in the Liverpool LGA over the next 20 years is consistent with current best practice, meets the needs of the community, and takes into account the rapidly changing nature of the Liverpool LGA. Increased housing densities are proposed in highly accessible locations whilst still protecting the character of the local area.</p>

1.2.5 State statutory planning context

There are a range of NSW statutory policies and environmental planning instruments that have been taken into account in preparing the Housing Strategy. The *Environmental Planning and Assessment Act 1979* (EP&A Act) and associated Regulation provides the statutory planning framework for land use planning and development control across the State. It has recently been updated to incorporate new objectives for up front strategic planning, including the introduction of Local Strategic Planning Statements, meaningful community participation in planning decisions and more independent decision making, along with a Special Infrastructure Contribution Scheme. New objectives for development were included to encourage good design, sustainable management of built and cultural heritage and the proper construction and maintenance of buildings. The Strategy considers principles of good design that can be incorporated in the local planning framework such as:

- » Increasing the diversity of housing and built form.
- » The need for a robust Housing Strategy to inform and guide land use decision making for Council and the Local Planning Panel.
- » Ensuring the Strategy reflects the community's views.
- » Ensuring the efficient and fair distribution of infrastructure costs that supports new development.

The Section 9.1 Ministerial Directions of the EP&A Act require Councils to ensure planning proposals give effect to particular principles, aims, objectives or policies and requires them to be consistent or justifiably inconsistent with the terms of the Direction. Planning Proposals should generally retain areas and locations of existing business and industrial zones and must not reduce GFA available for employment uses in business zones or industrial uses in industrial zones. They should also not reduce residential density or rural minimum lot sizes unless justified by an endorsed strategy. Planning Proposals must locate zones for urban purposes in accessible locations and make provision to improve transport choice and reduce dependence on cars. *Direction 7.8 Implementation of Western Sydney Aerotropolis Interim Land Use and Infrastructure Implementation Plan* currently applies to Liverpool LGA and requires consistency with the Stage 1 Land Use Infrastructure and Implementation Plan (LUIIP). However, in December 2019, the Draft Western Sydney Aerotropolis Plan (WSAP) was placed on public exhibition including the Aerotropolis SEPP which will provide zoning and land use controls for land within the Aerotropolis. It is expected that the Ministerial Direction will be amended once the WSAP is finalised to require development in the Aerotropolis area to be consistent with the WSAP. This Housing Strategy has been prepared having regard to the exhibited WSAP.

State Environmental Planning Policies

There are a range of State Environmental Planning Policies (SEPPs) that apply across NSW, and some that specifically apply to areas within the Liverpool LGA. Those SEPPs that are of particular relevance to housing supply and diversity have been taken into account in preparing this Strategy.

In addition, SEPP (Sydney Region Growth Centres) 2006 and SEPP (State Significant Precincts) 2005 provide specific land use and development controls for areas within the Liverpool Growth Centres including Austral, Leppington North and East Leppington, as well as Edmondson Park. These SEPPs are important considerations in developing the Housing Strategy for the Liverpool LGA, as they provide different land use and development controls to those in the Liverpool LEP. The Western Sydney Parkland SEPP applies to the Western Sydney Parklands area, a portion of which is located in the centre of the Liverpool LGA.

Table 5 State Environmental Planning Policies

State Context	Details	Implications for consideration
SEPP (Sydney Region Growth Centres) 2006	This SEPP provides land use and key development controls for land identified in the Growth Centres for residential, employment and other urban development. The SEPP zones land at Austral, Leppington North and East Leppington. It permits a range of medium density housing including attached dwellings, manor homes and multi dwelling housing in the R2 Low Density Residential zone, and includes minimum lot sizes for certain housing types in the R2 and R3 zones to encourage housing diversity and the economic use of land.	The range of permissible uses and key controls applicable to residential zones in the Liverpool LGA under the Growth Centres SEPP have been taken into account in preparing this Housing Strategy to support the alignment of zoning and development controls for residential uses across the Liverpool LGA. More detailed controls for the Liverpool Growth Centres are contained in the Liverpool Growth Centre Precincts DCP 2013.
SEPP (State Significant Precincts) 2005	This SEPP zones land at Edmondson Park Town Centre (which sits across the Liverpool and Campbelltown LGA) to provide for a range of low to high density residential uses in the R1 General Residential and B4 Mixed Use zone. The SEPP also applies key development controls for the area and is supported by more detailed controls in the Edmondson Park South DCP 2012.	The specific controls for residential development in this SEPP have been considered as part of this Housing Strategy to provide a more streamlined set of residential land use controls across the LGA.
State Environmental Planning Policy (Western Sydney Parklands) 2009	The SEPP identifies land in Western Sydney across Blacktown, Fairfield and Liverpool LGAs known as the Western Sydney Parklands and sets out mandatory requirements to enable the Western Sydney Parklands Trust to develop the Western Sydney Parklands, a 'multi use urban parkland for Western Sydney'. The SEPP has the effect of suspending the Liverpool LEP 2008 and Liverpool DCP in the locality, which is situated over the Cecil Park-Kemps Creek area to the east of the Austral and Leppington North Growth Centres.	The retention of public open space and protection of the environment was identified as a key priority in the Community Strategic Plan. The Western Sydney Parklands provides a central area of green space for the Liverpool community and is protected in accordance with this SEPP. Policy approaches set out in this Housing Strategy seek to maximise access to open space for the community whilst accommodating the housing needs of the local community in suitable areas with high amenity and accessibility.
SEPP (Exempt and Complying Development Codes) 2008	This SEPP aims to provide streamlined assessment processes for development that complies with specified development standards and that are of minimal environmental impact to be carried out without the need for development consent. Part 3B of the Codes SEPP contains the Low-Rise Medium Density Code, which sets out development standards for certain types of medium density housing where the development is permissible under the relevant environmental planning instrument (EPI). The Medium Density Design Guide provides more detailed design controls for medium density housing developed in accordance with the SEPP.	<p>The commencement of the Low-Rise Medium Density Code has been deferred in Liverpool LGA until 1 July 2020 and a review of the SEPP is currently being undertaken by the Department of Planning, Industry and Environment (DPIE). Some of the recommendations made as part of the review process include changing the name of the Code to the Two Storey Housing Diversity Code and allowing councils to designate special character areas in which the Code will not apply.</p> <p>However, the implications of the Code for the Liverpool LGA have been considered in detail as part of this Strategy. Subject to implementation of appropriate local controls, the Code provides an opportunity for Council to increase housing diversity across its LGA whilst protecting local amenity and character. A detailed assessment of the implications of the Low-Rise Medium Density Code for housing development in the Liverpool LGA is provided in Part C Section 2.1 of this Strategy.</p>
SEPP (Affordable Rental Housing) 2009	This Affordable Rental Housing SEPP provides incentives in the form of development concessions on standards to developers who include a proportion of affordable housing in multi-unit housing. It also provides enabling provisions for	The controls in the Affordable Housing SEPP provide important mechanisms to enable the delivery of affordable housing across NSW including in the Liverpool LGA. However, reconsideration of some of the controls, particularly in relation to boarding houses, is considered appropriate to ensure the delivery of

	<p>community housing providers (CHPs) and the Land and Housing Corporation (LAHC) to deliver additional social housing in appropriate locations.</p> <p>The SEPP also provides specific controls for boarding houses which, if met, cannot be used by Council to refuse a development application for a boarding house. These controls include a floor space bonus for boarding houses delivered in zones in which residential flat buildings are permitted. Recently the Affordable Housing SEPP was amended to limit a boarding house in the R2 zone to no more than 12 rooms.</p>	<p>genuine affordable housing that meets the needs of the community without resulting in adverse amenity or environmental impacts (recognising that new boarding houses meet strong market demand and contribute to housing diversity Council has already commenced an initiative to collaborate with other Western Sydney Regional Organisation of Councils (WSROC) members to advocate for changes to the Affordable Rental Housing SEPP to deliver genuine affordable housing). Further detail is provided in Part C Section 3.4 of this Strategy.</p>
<p>SEPP 65 (Design Quality of Residential Apartment Development)</p>	<p>SEPP 65 ensures the delivery of design quality in residential flat building (RFB) developments and applies specific controls to RFB development in accordance with the accompanying Apartment Design Guide (ADG) including parking controls for RFBs in areas of high transport accessibility and minimum apartment size controls. The ADG states that apartment mix controls should be set by each individual council.</p>	<p>The controls for RFB development in SEPP 65 and the associated ADG take precedence over local planning controls where there are inconsistencies. This has implications for future RFB development in the Liverpool LGA particularly in highly-accessible areas such as the City Centre. This is considered in detail as part of the recommended policy approaches in this Housing Strategy.</p>
<p>SEPP (Housing for Seniors or People with a Disability) 2004</p>	<p>This SEPP enables the provision of housing to meet the needs of seniors and people with a disability.</p>	<p>Consistent with the trend across NSW, there is likely to be significant growth in Liverpool LGA's older age group over the next 20 years. The SEPP provides an important mechanism for meeting the housing needs of this population cohort. However, a range of mechanisms are available to Council to deliver additional suitable housing to meet the needs of its ageing population including implementation of the Liveable Housing Design Guidelines.</p>

1.2.6 Local statutory planning and policy context

The following key local Council statutory and non-statutory planning documents are key considerations for the Housing Strategy.

Table 6 Local Statutory Planning Context

Local Context	Details	Implications for consideration
<p>Liverpool Local Environmental Plan 2008</p>	<p>The LEP is the primary EPI applying to land within the Liverpool LGA. It includes four residential zones:</p> <ul style="list-style-type: none"> » R1 General Residential which permits attached dwellings, boarding houses, dwelling houses, group homes, multi dwelling housing, residential flat buildings, secondary dwellings, semi-detached dwellings, seniors housing and shop top housing. » R2 Low Density Residential which permits attached dwellings, boarding houses, dwelling houses, group homes, secondary dwellings, semi-detached dwellings. » R3 Medium Density Residential which permits attached dwellings, boarding houses, dwelling houses, group homes, hostels, multi dwelling housing, , secondary dwellings, semi-detached dwellings, seniors housing and shop top housing. » R4 High Density Residential which permits attached dwellings, boarding houses, dwelling houses, hostels, multi dwelling housing, residential flat buildings, secondary dwellings, and shop top housing. <p>Some forms of residential accommodation is also permitted in the B1 Neighbourhood Centre zone, with boarding houses, hostels, shop top housing in this zone; the B2 Local Centre which permits boarding houses, residential flat buildings and shop top housing. In the B3 Commercial Core zone, group homes only are permissible. The B4 Mixed Use zone permits boarding houses, multi dwelling housing, residential flat buildings, seniors housing and shop top housing. Shop top housing is also permitted in the B6 Enterprise Corridor zone.</p>	<p>The land use and development controls in the LEP are considered in detail in this Housing Strategy to inform the establishment of appropriate policy responses to encourage greater diversity of housing types to meet the needs of the community, and to ensure that local character and amenity is maintained whilst accommodating additional residential densities in appropriate and accessible locations.</p>
<p>Draft LEP Amendments</p>	<p>Liverpool LEP 2008 Phase 1 Planning Proposal and Moorebank Rezoning</p> <p>Council has prepared a Planning Proposal to amend its LEP. The Planning Proposal seeks to make a number of amendments to the current 2008 Liverpool LEP including the proposed rezoning of part of the R4 high density residential zone in Moorebank (which was rezoned to R4 as part of the 2008 LEP in response to recommendations made in the RDS).</p> <p>In addition to the proposed rezoning of part of the R4 zoned land in Moorebank the Planning Proposal seeks to make the following relevant changes to the Liverpool LEP:</p> <ul style="list-style-type: none"> » Remove additional FSR provisions for dwelling houses in the R3 Medium Density Residential zone; » Remove minimum lot width requirements for residential subdivision; 	<p>The Phase 1 planning proposal has received Gateway determination and is being exhibited concurrently with this draft strategy. The Warwick Farm Planning Proposal has not yet received a Gateway Determination at the time of exhibition of this draft Strategy. If a Gateway is issued, the exhibited Planning Proposal may differ from what was submitted. This has been taken into account in preparing this Strategy. In addition, structure planning work is underway for the Warwick Farm horse training precinct. This will identify the likely number of additional dwellings and a planning proposal and contributions plan will be developed to rezone this precinct. Having regard to potential rezoning of existing R4-zoned land around the Moorebank shopping centre to R3, this Housing Strategy explores potential amendments to the land use</p>

» Include a Standard Instrument LEP clause to ensure residential subdivision and development considers the existing locality and any sensitive land uses;

The Planning Proposal has been informed by the Local Housing Study and advice prepared by SGS Economics and Planning.

Draft Warwick Farm Planning Proposal

In July 2019 Council endorsed the Draft LSPS for exhibition, which designated the subject site to be investigated for a mix of uses, including B4 and in December 2019 Council resolved to endorse 'in principle' the planning proposal request for 240 Governor Macquarie Drive, Warwick Farm with a maximum floor space ratio (FSR) of 2:1 equating to approximately 58,600m² GFA or 500 dwellings with access to the bonus FSR provisions contained within Clause 4.4(2B) of the Liverpool LEP (up to 3:1), a maximum height of buildings of 50m and the preparation of a site specific Development Control Plan.

Council also resolved to proceed with a study to support a LEP amendment to provide a mix of uses, including a B4 zone in the Warwick Farm Precinct.

and development controls for the R3 Medium Density Residential zone across the Liverpool LGA which will encourage greater housing diversity in this zone, as well as improve feasibility of residential development in this zone.

Table 7 Local planning policies

Local Context	Details	Implications for consideration
Liverpool Development Contributions Plans	The Liverpool Development Contributions Plans applies to all localities in the LGA. Specific local contributions plans have been prepared to cater for new growth initiatives in the LGA, such as in the City Centre, East Leppington, Established Area, Austral and Leppington North and Edmondson Park. .	The Housing Strategy makes a number of recommendations in relation to potential updates to Council’s contributions plans to ensure that infrastructure delivery is provided to support the growth in residential development across the LGA.
Liverpool Development Control Plan 2008 (DCP)	The Liverpool DCP applies more detailed planning controls to the Liverpool LGA.	The Housing Strategy recommends certain residential controls within the DCP be reviewed to improve housing affordability and diversity.
Liverpool Growth Centre Precincts Development Control Plan 2013	The Growth Centres DCP applies to precincts in the Liverpool LGA that are identified as part of the South West Growth Centre. The DCP sets out planning design and environmental objectives and controls for development control in accordance with the requirements of the SEPP (Sydney Growth Region Centres) 2006.	The provisions of this DCP have been considered as part of this Housing Strategy to better streamline the planning controls for residential development of the Liverpool LGA.
Edmondson Park South Development Control Plan 2012	Edmondson Park is located across both the Liverpool and Campbelltown LGAs. It was rezoned for urban development in 2008 and was one of the first areas to be planned in the NSW Government’s South West Sydney Priority Growth Area. Edmondson Park has been master planned to create a primarily residential neighbourhood in order to accommodate expected new population. The DCP sets out specific controls for this precinct.	The provisions of this DCP have been considered as part of this Housing Strategy to better streamline the planning controls for residential development of the Liverpool LGA.

1.3 Local Government Area snapshot

1.3.1 Overview

Liverpool City Council is located approximately 25km south-west of the Sydney CBD and spans an area of 305 square kms.² It includes 42 separate suburbs, ranging from the semi-rural Greendale in the west to Hammondville in the east. The LGA covers substantial portions of the Georges River catchment and Hawkesbury-Nepean River catchment, with tributaries including South Creek, Kemps Creek and Badgerys Creek.

The Liverpool LGA is an area of cultural and natural heritage significance, with almost one in three people born overseas and almost half the population speaking a language other than English at home. It also has a significant Aboriginal population.

Liverpool is one of the fastest growing LGAs in Sydney with sustained growth projected to 2036. Liverpool is also experiencing unprecedented investment in infrastructure including the new Western Sydney Airport at Badgerys Creek and ancillary transport links providing the catalyst for high rates of population and housing growth particularly over the medium to long term.

Liverpool LGA is on track to exceed its 2016-2021 housing target of 8,250 new dwellings set by the Western City District Plan. This trend is likely to continue with the Housing Study confirming that there is sufficient capacity under existing planning controls for Liverpool to provide a reasonable proportion of the overall District Plan target of an additional 184,500 dwellings by 2036.

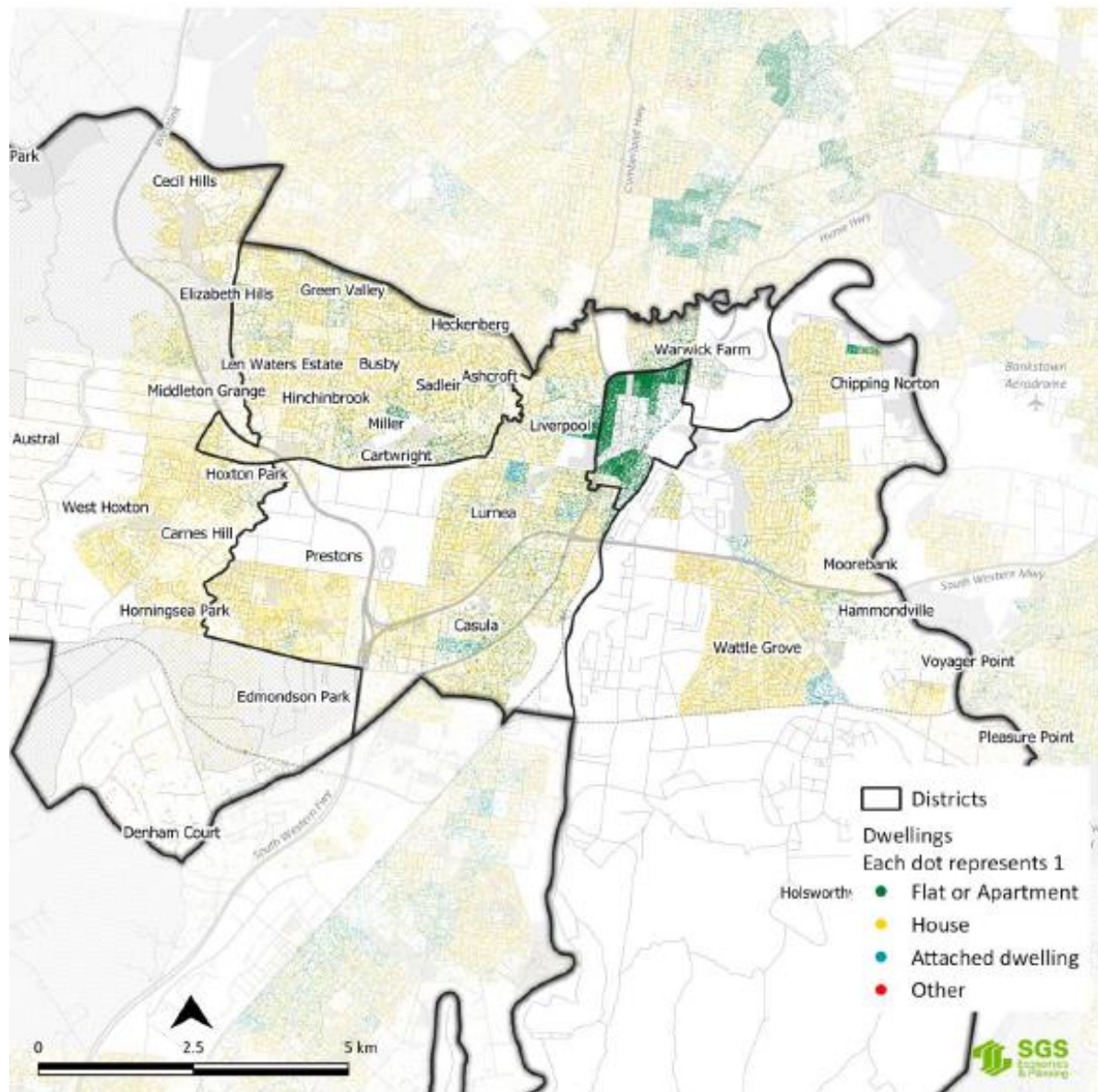
However, housing typologies in the Liverpool LGA are dominated by large detached dwellings, particularly in the New Release District, and two-bedroom apartments in the Liverpool City Centre. There is very little diversity in housing supply across the LGA to meet the changing nature of the Liverpool population demographics. Whilst there is a growing demand for alternative medium density housing options across the LGA, existing planning controls and feasibility scenarios do not necessarily support this type of development. Housing affordability as a function of dwelling suitability, housing price and rent increase has also been steadily decreasing across the LGA. The demand for affordable housing far outstrips supply.

1.3.2 Housing Snapshot

At 2019, it was estimated⁶ there were 70,339 dwellings in the Liverpool LGA of which almost 75% constituted separate dwellings. The proportion of apartments and attached dwellings in the LGA remains well below the average for the Greater Sydney Metropolitan Region (Greater Sydney Region) with the majority of apartments concentrated in the Liverpool city centre as shown in **Figure 3** below.

⁶ Forecast.id, 2020, Forecast population, households and dwellings for Liverpool LGA, <https://forecast.id.com.au/liverpool/Population-households-dwellings>

Figure 3 Dwelling type by location and concentration



Source: Liverpool Housing Study 2019 (SGS)

1.3.3 Movement and transport

Liverpool has good access to Sydney's major motorways, including the M5 and M7, providing direct routes to the wider Western City District and beyond. However, congestion during peak periods is a major challenge. The majority of residents use cars as opposed to public transport, and the growing population is placing demands on existing infrastructure.

Roads are being enhanced through key projects including The Northern and Bringelly Road upgrades and the M12 motorway and Edmondson Avenue upgrade. There are also a number of future transport projects under investigation including the Outer Sydney Orbital and rail extensions to the new Western Sydney Airport.

The Fifteenth Avenue Smart Transit (FAST) Corridor will provide Liverpool residents with a rapid public transit connection from Liverpool city centre to the many opportunities provided by Western Sydney Airport, including new high value jobs. It may also improve public transport access to existing suburbs such as Miller and Middleton Grange and provide opportunities for housing and employment growth along its route.

Council is also working with external stakeholders to improve access in and around the Liverpool city centre and investigating options for public parking to support growth. One of Council initiatives in this regard is a 12-month trial of the GoGet car share service in the Liverpool city centre. Each car share vehicle is estimated to remove 10 private vehicles from the city centre as residents sell or avoid the purchase of private vehicles. The results of the trial are likely to inform the future potential roll-out of car share services in the LGA and may be considered in the review of parking controls in accessible areas.

Council advocates a modal shift to public transport, however new or additional, better and faster services are required to make public transport a more attractive option.

1.3.4 The community

Liverpool is one of the most culturally diverse cities in NSW with around 40% of people born overseas and almost half the population speaking a language other than English at home. Liverpool is also a young LGA, with a median age of 33 and 37% of the population under the age of 25. While there is currently a lower number of people in older age groups (60+ years), demographic trends point to a rapid increase in older people over the next 30 years. Liverpool also has a slightly higher level of disadvantage than the rest of Greater Sydney, and has a high number of households in rental and mortgage stress. This disadvantage is not evenly distributed across the LGA, with some areas featuring much higher levels of hardship, particularly in areas with high proportions of social housing, such as the 2168 District.

Liverpool needs to continue efforts to create a harmonious society where differences are appreciated and celebrated, while working to address inequality. There is also a challenge for the Council to ensure its services reach a broad range of citizens in an equitable way while still accommodating those most in need, such as people with disability. Several universities have opened campuses in the Liverpool LGA.. Council welcomes the opportunity to accommodate new learning institutions in the area and the positive impacts this will have on education levels, employment growth and productivity for the LGA.

1.3.5 The economy

While Liverpool's rapid population growth creates momentum for new business opportunities, significant challenges exist in ensuring that local employment growth keeps pace with population growth. Currently, close to 70% of Liverpool's population works outside the LGA, reflecting a long-standing structural imbalance of jobs between Western and Eastern Sydney. A key Council priority is providing local jobs for local people. As part of the Western Sydney City Deal, Council has committed to supporting an increase in jobs in the Western City District by 200,000 over the next 20 years. Focus will be placed on supporting Liverpool's competitive advantages – health, education, distribution and logistics, professional services and advanced manufacturing.

While Council will be investing in opportunities to grow and transition industries, Council will also support and nurture the significant number of skilled trade jobs operating in the LGA. Liverpool continues to experience growth in commercial and industrial development. Its status as the key regional centre of South West Sydney, and its strong transport links to other areas of Sydney, place it in prime position to attract a range of industries. This is heightened by the new Western Sydney International Airport and Aerotropolis, which promises growth in industries such as agriculture, agribusiness, aerospace and tourism, as well as the Moorebank Intermodal Terminal.

The revitalisation of the city centre is a key Council priority to support economic growth. Council has implemented several strategies aimed at revitalising the city centre, developing key economic, cultural, recreation and entertainment activities, and creating a place in which people want to live and business wants to invest.

1.3.6 The environment

Liverpool's growth, while increasing opportunities for the community, also places pressure on the environment – a challenge Council is working to address. Maintaining and enhancing natural values in the Liverpool LGA has the potential to increase the area's attractiveness as a place to live, work and play. Council is actively pursuing opportunities to increase connections to the Georges River and Chipping Norton Lakes, which involves improving

community access to riverfront land and increasing opportunities for recreation while also protecting and enhancing environmental values such as water quality.

The Western District is noted for having significantly lower tree canopy cover. This, along with geography and continued increases in impermeable surfaces associated with urban development, contributes to an urban heat island effect that makes temperatures significantly higher than in eastern Sydney areas.

Council will work to both mitigate and adapt to climate change, in partnership with the State and Federal governments. Because Council has limited ability to influence sustainability outcomes for the vast majority of development, Council will advocate strongly for improvements to building codes and other associated State planning instruments in order to help us to address issues of urban heat and climate change. Council will also pursue opportunities to address energy, waste and water efficiency, such as the creation of solar farms, better design of precinct-wide systems; increase tree canopy; and implement water-sensitive urban design.

Approximately one-third of Liverpool's land is covered by native vegetation and the LGA contains a number of significant biodiversity values, including vegetation communities, threatened ecological communities, and threatened and migratory species and populations. This includes the critically endangered Cumberland Plain Woodlands, which are at threat from increasing suburban development. Council will protect, enhance and connect areas of high conservation value bushland and corridors to offer the best chance of long-term survival of flora and fauna. It should be noted, however, that the State Government's biocertification process has a dominant influence over ecological outcomes, particularly given that the extent of bio certified land is likely to be expanded within Western Sydney. Council continues to advocate for the protection of its important high conservation value land. Significant amounts of Liverpool's rural lands are earmarked for urban development, making it important that Council protect remaining rural and scenic lands from urban development into the future, and that there are clear boundaries between urban, non-urban and scenic lands.

1.3.7 Local character

Liverpool is growing rapidly, putting pressure on both growth areas, which are seeing major increases in greenfield development, and established areas, where Council is seeing more infill development. Council is working hard to accommodate this significant growth and the opportunities it brings while ensuring that local character and heritage are preserved and Liverpool's renowned community pride remains intact. Key issues for Council include ensuring development is of an appropriate scale, that congestion is properly managed and that service delivery is improved – both for new suburbs where services are being rolled out and in our established areas where services need to be upgraded to ensure great liveability outcomes.

Liverpool's suburbs are distinct environments with a focus on local character and quality-built form. Housing growth has been planned with supporting infrastructure to maximise amenity. Density has been concentrated in the CBD and centres close to public transport, while ensuring established local character is respected.

1.3.8 Housing vision

Liverpool's housing vision, set out below, highlights the community's aspirations for housing over the next 20 years. The housing vision was developed through community consultation undertaken for the Local Strategic Planning Statement – Connected *Liverpool 2040*, the Liverpool Community Strategic Plan and is guided by the Western City District Plan.

The Liverpool Housing Vision:

- > Liverpool will be a socially connected, culturally diverse and cosmopolitan city with a strong sense of community.
- > People will have access to quality, affordable and appropriate housing close to open space, transport connections and local jobs.
- > By balancing housing, employment and retail uses, residents will be able to live, work and play within a 30-minute city.
- > A mix of high-quality housing types will be provided, with densities concentrated in centre locations, particularly the Liverpool CBD – and around town centres.
- > Important rural areas and areas of high ecological value will be protected.
- > Distinct suburbs with a focus on local character, quality-built form and maximising amenity will be maintained.
- > New housing will have a focus on sustainability, climate resilience and accessibility to high-quality open space, frequent public transport connections and community facilities.
- > All housing will be supported by crucial transport and service infrastructure.
- > Affordable housing will be delivered to meet the housing needs of very low, low and middle income residents, with a focus on renewal of existing social housing assets in collaboration with State Government and community organisations.
- > Improvements to the urban domain will maximise amenity through incorporation of water sensitive urban design, provision of green space and the establishment of walkable neighbourhoods.

The elements of the Liverpool Housing Vision are expressed in the six key Priorities of the Housing Strategy, which aim to provide housing growth in areas with transport services and supporting infrastructure; increase housing diversity while respecting local character, improve housing affordability and amenity and deliver housing sustainably.

Each objective of the Liverpool Housing Strategy is developed into housing Priorities in the following table. The priorities are aligned with the Western City District Plan, LSPS and are proposed to be implemented through the Actions set out in the Implementation and Delivery Plan in Section D of this Strategy. The Housing Priorities will assist Council in delivering its Housing Vision for the LGA.

Housing Objectives and Priorities

Housing Priority	Objectives	Alignment with LSPS	Alignment with WCDP
Housing Priority 1: Diverse housing to meet the needs of the community	<ul style="list-style-type: none"> » A mix of housing options is provided for families, the ageing population, lone person households, students and multi-generational families to allow Liverpool residents to stay in the area. » A diverse range of housing options and flexibility of use is provided to ensure the housing needs of the Liverpool community are met. » Medium density housing is supported in appropriate locations, without adversely impacting local amenity and character or areas of open space and high ecological value. 	<ul style="list-style-type: none"> » Local Planning Priority 7 – Housing choice for different needs with density focused on the city centre, and centres well serviced by public transport Local Planning Priority 9 – Safe, healthy and inclusive places shaping the wellbeing of the Liverpool community 	<ul style="list-style-type: none"> » Planning priority W5 – providing housing supply, choice and affordability, with access to jobs, services and public transport » Planning priority W3 – providing services and social infrastructure to meet people’s changing needs » Planning priority W4 – Fostering healthy, creative, culturally rich and socially connected communities
Housing Priority 2: Focus growth in and around town and strategic centres close to transport and services	<ul style="list-style-type: none"> » Housing is provided in and around town and strategic centres with local services, public transport and convenient, walkable retail opportunities. » Residential development around strategic centres support economic activities, jobs growth and provide housing choice with access to public transport. 	<ul style="list-style-type: none"> » Local Planning Priority 5 – A vibrant, mixed-use and walkable 24-hour City Centre with the Georges River at its heart » Local Planning Priority 7 – Housing choice for different needs with density focused on the city centre, and centres well serviced by public transport 	<ul style="list-style-type: none"> » Planning priority W5 – providing housing supply, choice and affordability, with access to jobs, services and public transport
Housing Priority 3: The low scale character of suburban areas is respected	<ul style="list-style-type: none"> » Ensure new development is consistent with the desired future character of areas. » Existing residential zones support expected short term growth (2021-2026) of between 8,500 and 12,000 dwellings. 	<ul style="list-style-type: none"> » Local Planning Priority 8 – Community-focused low-scale suburbs where our unique local character and heritage are respected. 	<ul style="list-style-type: none"> » Planning Priority W6 – Creating and renewing great places and local centres, and respecting the District’s heritage » Planning Priority W16 – Protecting and enhancing scenic and cultural landscapes

	<ul style="list-style-type: none"> » Suburban areas retain low density character, built heritage values, and ensure that areas of open space and high ecological value are protected. 		
Housing Priority 4: Increase affordable housing across Liverpool	<ul style="list-style-type: none"> » Affordable housing for vulnerable households is provided close to employment areas, open space and public transport. » Affordable housing is facilitated through appropriate planning controls and contributions schemes » Affordable housing is delivered through partnerships with Government, not-for-profit organisations and the private sector. » Existing Liverpool social housing estates are renewed and revitalised in partnership with State Government. 	<ul style="list-style-type: none"> » Local Planning Priority 7 – Housing choice for different needs with density focused on the city centre, and centres well serviced by public transport 	<ul style="list-style-type: none"> » Planning Priority W1 – Planning for a city supported by infrastructure » Planning priority W5 – providing housing supply, choice and affordability, with access to jobs, services and public transport
Housing Priority 5: Ensure sustainability principles and climate resilience in new development	<ul style="list-style-type: none"> » Housing is sustainable and high quality, demonstrating climate resilience. » Areas of high ecological significance are protected. » New housing is supported by plentiful open space, high quality community facilities and water sensitive urban design. 	<ul style="list-style-type: none"> » Local Planning Priority 6 – High-quality, plentiful and accessible community facilities, open space and infrastructure aligned with growth » Local Planning Priority 9 – Safe, healthy and inclusive places shaping the wellbeing of the Liverpool community » Local Planning Priority 14 – Bushland and waterways are celebrated, connected, protected and enhanced. » Local Planning Priority 15 – A green sustainable, resilient and water sensitive city. 	<ul style="list-style-type: none"> » Planning Priority W12 – Protecting and improving the health and enjoyment of the District’s waterways » Planning Priority W14 – Protecting and enhancing bushland and biodiversity » Planning Priority W15 – Increasing urban tree canopy cover and delivering Green Grid connections » Planning Priority W19 – Reducing carbon emissions and managing energy, water and waste efficiently » Planning Priority W17 – Better managing rural areas » Planning Priority W20 – adapting to the impacts of urban and natural hazards and climate change

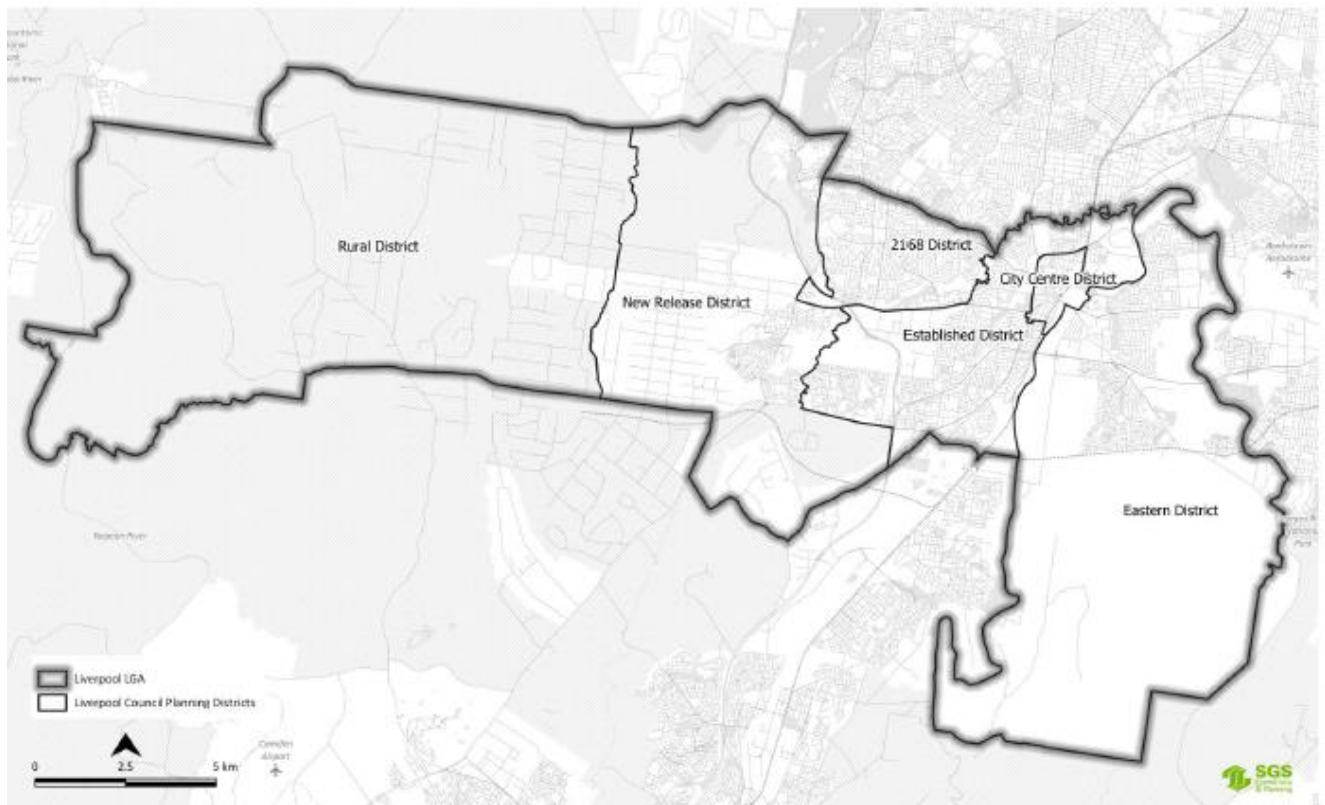
<p>Housing Priority 6:</p> <p>Support housing growth with appropriate infrastructure</p>	<ul style="list-style-type: none"> » Growth area housing is supported by crucial transport and servicing infrastructure. » Council continues to assess future infrastructure requirements to ensure the needs of current and future residents are met. » Council will investigate planning mechanisms to ensure housing growth is supported by appropriate infrastructure. 	<ul style="list-style-type: none"> » Local Planning Priority 6 – High-quality, plentiful and accessible community facilities, open space and infrastructure aligned with growth 	<ul style="list-style-type: none"> » Planning Priority W3 – Providing services and social infrastructure to meet people’s changing needs » Planning Priority W18 – Delivering high quality open space
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SECTION 2: THE EVIDENCE

2.1 Introduction and context

This Housing Strategy is underpinned by an evidenced-based analysis of population and demographic trends in the Liverpool LGA, as well as housing supply, demand and capacity. The results of this detailed analysis are set out in the Liverpool Housing Study, which divides the Liverpool LGA into six planning districts as shown in **Figure 4** below. This is supplemented by additional information from the Australian Bureau of Statistics (ABS) and Council's Community Profile (.id). This information provides the evidence base for forecasting the Liverpool community's housing needs over the next 20 years and the policy recommendations made in this Strategy.

Figure 4 Housing Study Planning Districts



Source: Liverpool Housing Study 2019 (SGS)

In 2016, the Liverpool LGA accommodated 211,983 residents, an increase of 42,115 people since 2006 or 2.2% growth per annum. This is contrasted against a lower annual growth rate of 1.6% across the Greater Sydney Region. Based on Forecast.id projections, Liverpool is forecast to grow to 358,871 people by 2036 representing an even greater annual growth rate of 2.7%. However, the characteristics of households in the Liverpool LGA are changing. This transformation is likely to accelerate as a result of the stimulus provided by the opening of the new Western Sydney Airport in 2026 and the associated infrastructure investment.

The Housing Study estimates that an additional 43,452 dwellings will be needed to accommodate future population growth. Council is currently on track to meet or exceed its 0-5-year housing target as set by the District Plan, and there is sufficient capacity under the existing planning framework to deliver the additional housing supply. However, the provision of suitably diverse and affordable housing in the right locations will have a significant impact on the Liverpool community's well-being and productivity over the next 20 years. Further detail is provided below.

2.2 Demographic overview

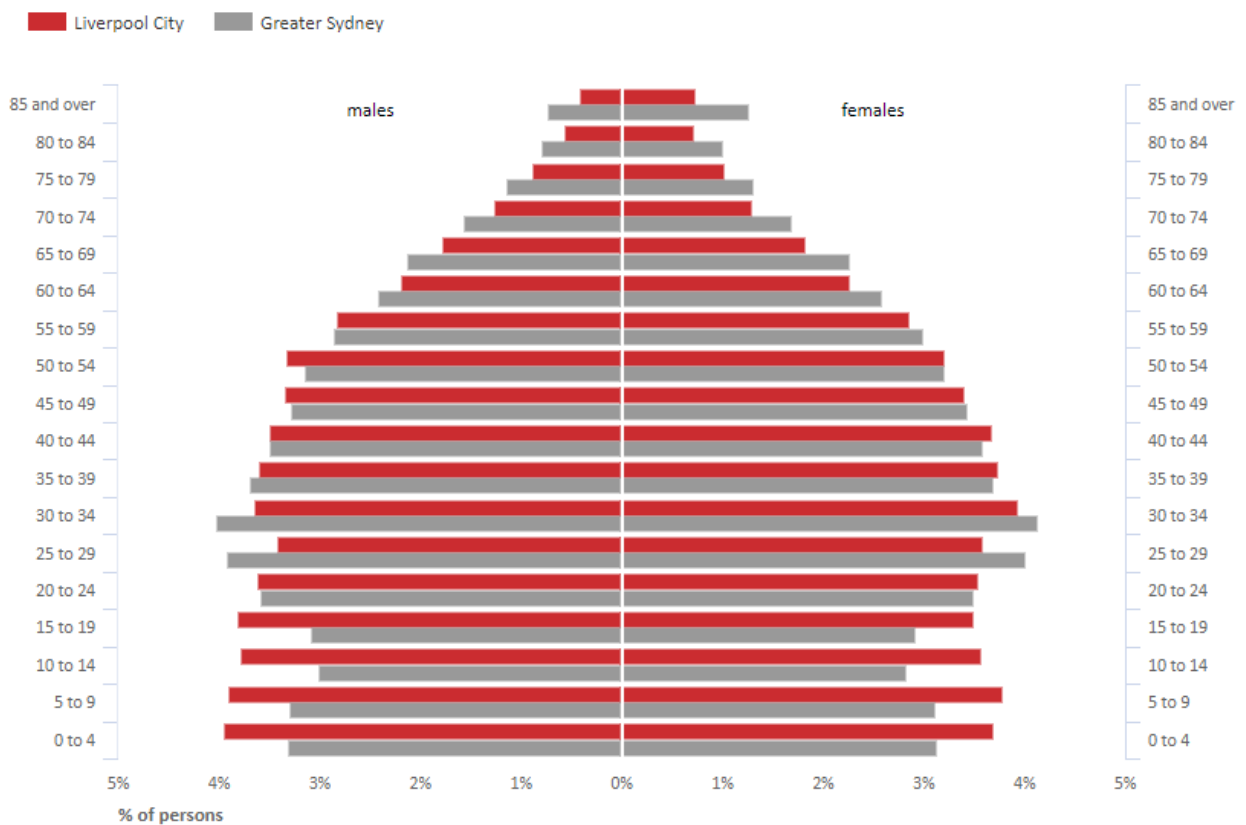
The section provides an overview of the existing characteristics of the Liverpool population, as well as emerging trends in household characteristics. This enables the development of informed policy approaches to deliver appropriate housing that meets the needs of the existing and future Liverpool community.

2.2.1 Population characteristics

Age group

Compared to the Greater Sydney Region, Liverpool has a higher proportion of people in the younger age groups (0-17 years) and a lower proportion of people in the older age groups (60+ years) in 2016 (see **Figure 5** below).

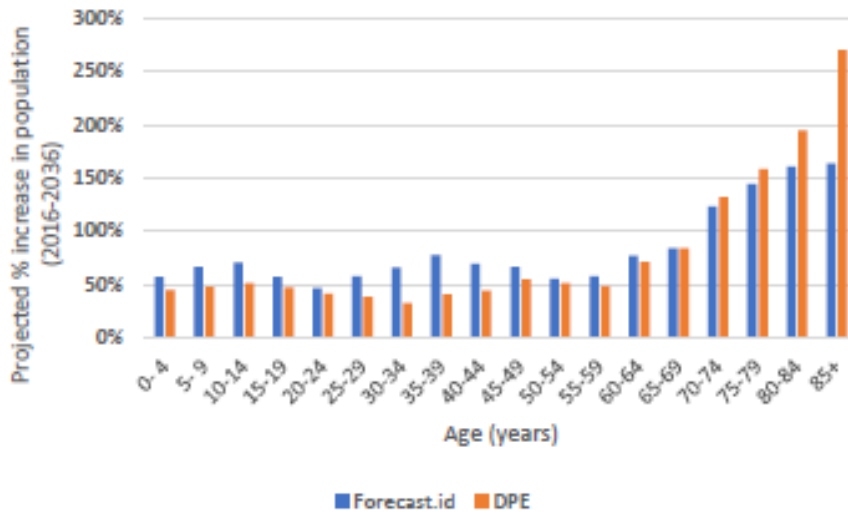
Figure 5 Age Sex Pyramid for Liverpool 2016



Source: Forecast.id

Both DPIE and Forecast.id predict a substantial increase in the Liverpool population over the next 20 years. However, Forecast.id shows a larger number of children, as well people in the 25 to 40-year age bracket. This represents a **growth in family households with young children** and a corresponding **demand for affordable and suitable accommodation to meet the needs of families**. Both DPIE and Forecast.id expect the largest population increase to be in the **older age group** brackets. This will create a need for smaller and more diverse dwelling types to accommodate **downsizing** and changing household types.

Figure 6 Projected population increase by age group



Source: Liverpool Housing Study 2019 (SGS)

Diversity

In 2016, 41% of the Liverpool population was born overseas, which is slightly higher than that for the Greater Sydney Region. More than half of the Liverpool population speaks a language other than English at home. New arrivals to Australia are more likely to be in **housing stress** than long term residents, particularly where finding employment is difficult. This can be especially the case for people from non-English speaking countries.

Indigenous households

In 2016, Aboriginal and Torres Strait Islanders made up 1.5% of the Liverpool population, which is below the National and NSW average.

Students

In 2016, there were 9438 university students living in the Liverpool LGA with a further 4109 attending TAFE. However, this number is likely to increase as a number of universities open up campuses in the area. Students are particularly susceptible to housing stress.

People experiencing homelessness

The ABS statistical definition states that when a person does not have suitable accommodation alternatives, they are considered homeless if their current living arrangement:

- » Is in a dwelling that is inadequate; or
- » Has no tenure, or if their initial tenure is short and not extendable; or
- » Does not allow them to have control of, and access to space for social relations.

Liverpool has an estimated homeless population of 1058 as of 2016 which represents an increase of 36% since 2011.

Disability

According to Profile.id, the proportion of people below the age of 65 years that need assistance with core daily activities in the Liverpool LGA is much greater than that of the Greater Sydney Region. Approximately 4.5% of the Liverpool community below the age of 65 identifies as having a disability which requires them to need assistance with core activities. It is worth noting that the quality of comprehensive disability statistics is poor, with the Census relying on self-identification, rather than any objective measure of disability. As such, this figure likely underrepresents the number of people with disability.

Income

According to Profile.id, Liverpool has a smaller proportion of high-income households (those earning \$2,500 per week or more) and a higher proportion of low-income households (those earning less than \$650 per week) compared to the Greater Sydney average. Overall, 22.5% of the households earned a high income and 15.9% were low income households, compared with 28.3% and 15.1% respectively for Greater Sydney.

Employment



Essential Workers

There is no consistently accepted definition for 'essential workers' (also referred to as key workers). However, essential workers are generally described as 'people whose occupations are considered essential to the functioning of cities, but who are typically on fixed, low to moderate, wages.' Occupations that are considered to be 'essential' differ between jurisdictions and can include anything from service sector workers to medical and emergency service personnel.

A broad range of low to moderate-paid occupations are important for a city's function and economic performance. However, the definition for 'essential worker' predominantly relates to the occupation of that worker and should not be confused with income ranges for the purposes of determining eligibility for affordable housing. For example, a cleaner in a hospital in the Liverpool LGA could be considered an essential worker as well as eligible for affordable housing due to his or her income bracket. Whereas a senior nurse in a hospital in the Liverpool LGA could also be considered an essential worker. However, his or her income may be too high to qualify for affordable housing in the Liverpool LGA, but low enough to qualify for affordable housing in another LGA with higher median rent prices.

According to Profile.id, Liverpool had a slightly higher proportion of resident workers in the education, training, health care and social assistance sectors than the broader Greater Sydney area. The proportion of Liverpool residents working in these key industries has increased consistently since 2011. In fact, the health care and social assistance industry provides the greatest proportion of employment to Liverpool resident workers (11.4% at 2016) compared to any other industry sector. This is contrasted against the broader Greater Sydney area, with the greatest proportion of its residents employed in the manufacturing industry. Notably, in 2011, 14% of Liverpool residents worked in the manufacturing industry with this proportion dropping to 9.3% in 2016. This is reflective of a broader trend in NSW with an overall reduction in manufacturing jobs as a result of automation and increased manufacturing overseas.

It is positive to observe an increase in workers in all other sectors (aside from manufacturing and wholesale trade) between 2011 and 2016. However, as stated above, the majority of resident workers (62%) are employed outside the LGA. Council is committed to increasing local jobs and reducing travel-to-work times by providing appropriate housing options in the right location.

2.2.2 Household characteristics

Household size

The size of households generally follows the life cycle of families, being largest when there are children. Overseas migrants and Indigenous people often live with extended family members, which can significantly affect household size.

The Housing Study predicts a relatively consistent, but minor, increase in the average household size in the Liverpool LGA to an average of 3.38 by 2036. This differs from the DPIE and Forecast.ID household size predictions, which show a slight decline in household sizes in the LGA to an average of 2.95 by 2031 (DPIE) or 3.07 by 2036 (Forecast.ID).

SGS states that the recent trend towards increasing household size in the LGA is unlikely to reverse immediately. Caution in projecting household size trends for the Liverpool LGA is required because of unknown impacts of affordable housing strategies, as well as the significant investment in large infrastructure projects (including the new Western Sydney Airport) in the region which may significantly change household and demographic trends over time.

Household size could decrease in the future if affordability improves or demographic trends change. This has informed the policy approaches in this Housing Strategy. However, forecast housing demand is based on the SGS assumptions.

Household type

As shown below, Liverpool LGA has a relatively high proportion of couples with children (45.7%) compared to the Greater Sydney Region and the Western Sydney Regional Organisation of Councils (WSROC) - see **Figure 7** below for Council areas included in WSROC. It also has a higher proportion of one parent families compared to the Greater Sydney Region and WSROC but a lower proportion of lone households.

Table 8 Household Type

Household Type	Liverpool	WSROC	Greater Sydney	Change 2011-2016		
				Liverpool	WSROC	Greater Sydney
Couples with children	45.7%	40.9%	35.3%	-0.1%	+0.5%	+0.5%
Couples without children	16.4%	19.6%	22.4%	+0.7%	-0.5%	-0.2%
One parent families	13.8%	13.1%	10.4%	-0.9%	-0.5%	-2.8%
Other families	1.3%	1.4%	1.3%	+0.2	0	-0.1%
Group household	1.6%	2.9%	4.5%	-0.1%	+0.3%	+0.4%
Lone person	14.6%	17%	20.4%	-0.6%	-0.9%	-1.9%

Source: Forecast.id

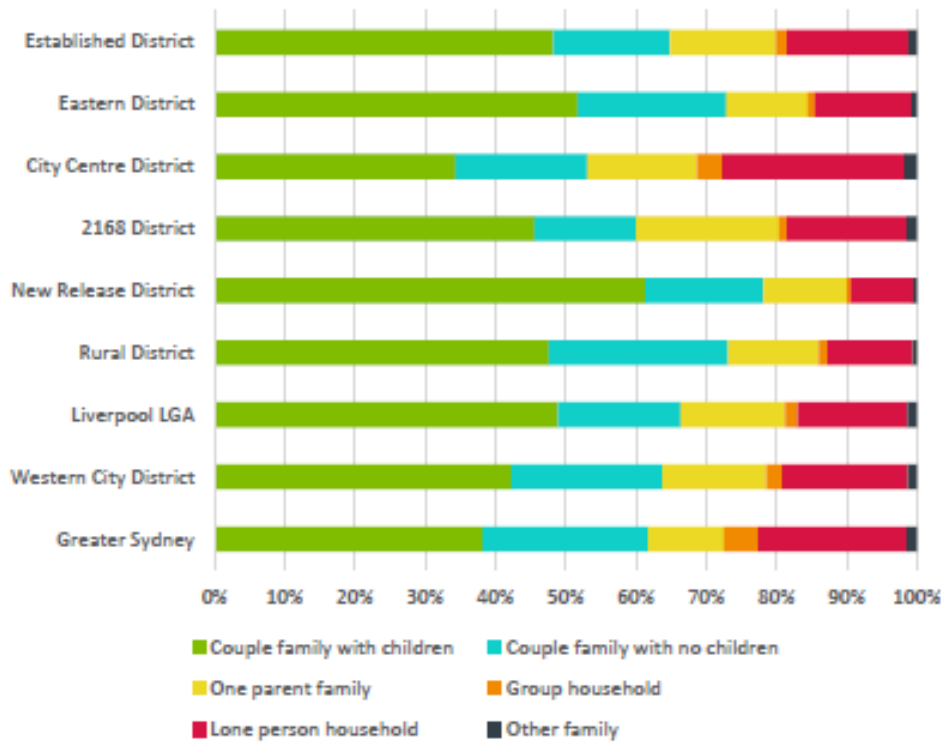
Figure 7 WSROC Area



Source: WSROC 2016

The Liverpool city centre has the greatest diversity in household types, including the greatest proportion of 'other' and 'group' household types in the Liverpool LGA (e.g. share houses, multi-generational families or boarding houses). More than 60% of households in the New Release District are families with children. However, there are still a number of other types of households in the New Release District, which points to a need for smaller housing options in this location.

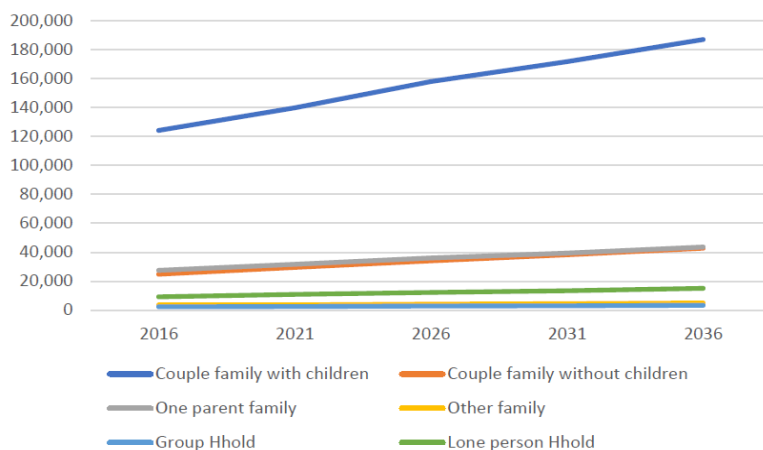
Figure 8 Household type across Liverpool Districts (2016)



Source: Liverpool Housing Study 2019 (SGS)

The projected population by household type in the Liverpool LGA is shown in Figure 9 below. Over the next 20 years, the most common household type is expected to remain couples with children. Despite the ageing population (see Figure 8 above), growth in the number of lone person households is not expected to outpace growth in other categories. This reflects recent trends in which older people may live in group homes or with family members. This indicates a need for dwellings appropriate for multi-family households to accommodate the ageing population, as more older people live with their extended families. Notably, the increase in single-parent households is generally consistent with that of couples without children.

Figure 9 Projected population increase by household type

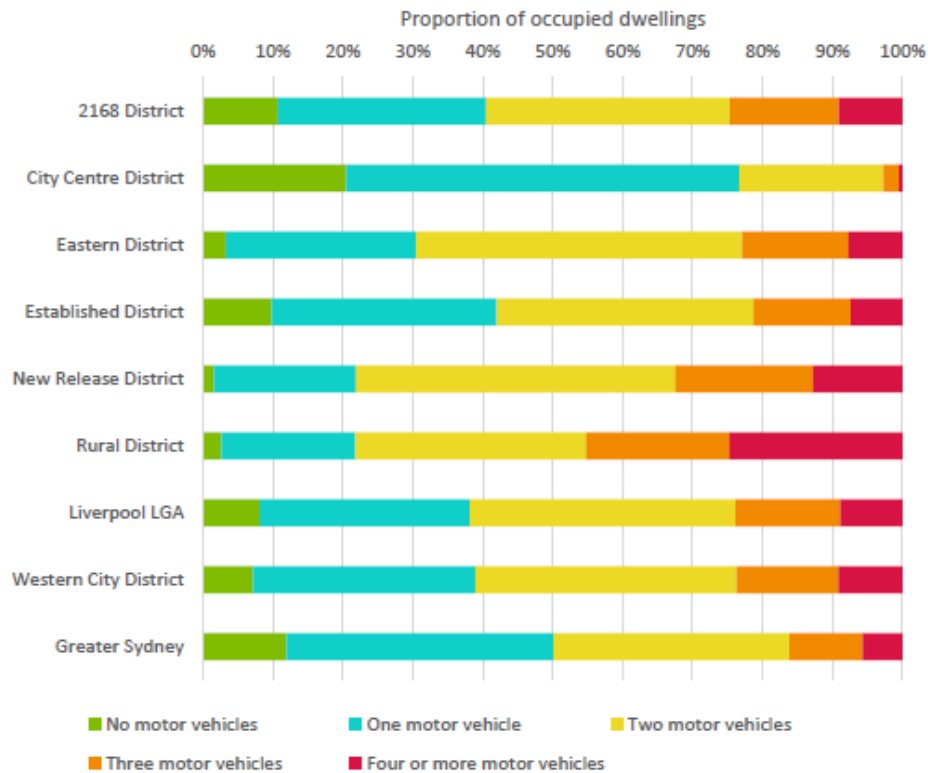


Source: Liverpool Housing Study 2019 (SGS)

Car ownership

Most households in the Liverpool LGA have two or more cars. However, in areas of high public transport accessibility, such as the Liverpool city centre, **20% of households do not have a car and a further 50% only have a single vehicle**. The majority of resident workers in the LGA (70%) travel to work by car.

Figure 10 Car ownership across Liverpool Districts (2016)



Source: Liverpool Housing Study 2019 (SGS)

2.2.3 Summary

Forecast population and household characteristics relevant to this Housing Strategy are summarised as follows:

- » Liverpool will benefit from **significant population growth** over the next 20 years with the greatest growth expected in family households with young children, as well as people over the age of 65
- » Despite an increase in the ageing population, there is **not a corresponding increase in lone person households**, which suggests that many older people may choose or need to live with extended families or in group settings
- » The **growth in single-parent households** is consistent with that of couples without children
- » Whilst there are differing predictions in relation to trends in average household size, it is expected that the **average household size by 2036 will be between 3.07 and 3.38**. This may vary depending on changes in the demographic profile as a result of infrastructure investment and potential affordable housing policies
- » Whilst the New Release District accommodates the greatest proportion of family households, there is likely to be a **demand for smaller dwellings** in this location as a result of the presence of smaller household categories and the overall trend in decreasing household sizes in the Greater Sydney Region

- » The Liverpool city centre has the most diverse range of household types as well as the lowest average car ownership.

2.3 Existing housing stock

2.3.1 Housing types

Most of Liverpool has a suburban character, dominated by detached dwellings with a relatively uniform built form. The proportion of housing stock provided as detached dwellings in the Liverpool LGA is significantly greater than that in the Greater Sydney Region, and the provision of medium and high-density residential accommodation is well below the Greater Sydney Region average. Notably, both the Greater Sydney Region and the WSROC area have seen a relatively significant decline in the proportion of separate houses provided since 2011. However, a similar trend is not evident in the Liverpool LGA. Further detail is provided in **Table 9** below.

Table 9 Proportion of housing stock provided as low, medium and high density

Dwelling type	Liverpool	WSROC	Greater Sydney	Change 2011-2016		
				Liverpool	WSROC	Greater Sydney
Separate house	73.7%	69.4%	55%	-0.1%	-3.6%	-3.9%
Medium density	13.8%	17.6%	20.3%	+1.3%	+1%	+1%
High density	11.7%	12%	23.5%	+0.9%	+1.2%	+2.8%
Other	0.9%	1%	1.1%	+0.6%	+0.5%	+0.4%

Source: ABS Census Data 2011 & 2016

Whilst the proportion of apartments in the Liverpool LGA declined slightly between 2011 and 2016, recent dwelling completions in the Liverpool LGA show an increase in multi-unit development, particularly in the Liverpool city centre. High density residential apartments are highly concentrated in the city centre where dwelling mix is dominated by two-bedroom apartments. There is a limited supply of interspersed attached dwellings and terraces across the LGA (see **Figure 3** in section 1.3 above).

Secondary dwellings and other dwelling types

Consistent with a recent trend across Sydney, there has been a slight increase in the proportion of 'other' dwelling types in the Liverpool LGA, which may include boarding houses, group homes and student accommodation. This trend is likely to continue due to new universities being established in the LGA and with the opening of Western Sydney Airport. This Housing Strategy considers the provision of student housing in LGA given the expected growth in the student population.

In addition, secondary dwellings have increased in number across the Greater Sydney Metropolitan region. Approval data from Liverpool City Council shows that secondary dwelling approvals increased markedly over the last 10 years – from 25 in 2009 to 235 in 2018. This could be related to the:

- » Affordable Housing SEPP, which allows secondary dwellings to be approved as complying development
- » increasing number of multi-family households and children staying at their parent's homes for longer
- » property market boom in that time period, which contributed to rises in rental prices as well as increased investment in housing.

Secondary dwellings are limited in size to 60m², or 25% of the floor area of the principal dwelling (whichever is greater). The trend for secondary dwellings in Liverpool is similar to other parts of the Greater Sydney Region, where secondary dwellings are smaller detached dwellings on larger lots, likely to host multi-family households, or occupied by people known or related to the occupants of the principal dwelling. Research on the affordability and

functions of secondary dwellings conducted by UNSW City Futures Research Centre (2018) found that secondary dwellings are more likely to be rented in informal arrangements.

There is **scope to increase the availability of secondary dwellings** in Liverpool's established suburbs to increase dwelling diversity. Secondary dwellings can facilitate large families living together while providing some separation between household members. Liverpool's ethnically diverse community with large household sizes could benefit from more secondary dwellings, increasing dwelling diversity and housing choice and flexibility for residents at different life stages. However, appropriate controls are required to ensure secondary dwellings do not have an adverse impact on local character or neighbourhood amenity.

Social and affordable housing



Social housing is affordable rental housing for people on low incomes and generally with support needs. It includes public, community and Aboriginal housing. Public housing is managed by the Department of Communities and Justice (DCJ) and community housing is managed by non-government organisations the majority of which are registered community housing providers (CHPs).

Eligibility for social housing is based on a maximum income limit per household depending on the household type. For the majority of social housing tenants, government benefits are their main source of income. Social housing provides an important safety net to assist vulnerable members of the community who are unable to access suitable accommodation in the private rental market and may be at risk of homelessness. It is differentiated from affordable housing, which is generally provided for low-to-moderate income households including essential workers and their families.



Affordable housing provides housing for low-to-moderate income earners that may be struggling to pay market rents in their area. Affordable housing is generally let at a discount to market rent, at around 20-25% below market rental prices. Many affordable housing programs also apply the '30% of income' housing stress test, to ensure that families can meet other basic living costs, such as food clothing, transport, medical care and education.

Affordable housing is linked to market rents in the local area and the subsidised rent is calculated relative to the market rent for different types of dwellings in the locality. Eligibility for affordable housing is based on an income range for that locality. There are both a minimum and maximum eligibility income criterion set in order to access affordable housing. This means that most households living in affordable housing include at least one family member that has a regular income outside of Government benefits. It is also possible for councils to set other eligibility criteria for affordable housing programs in their area which may include demonstrated links to the local area such as a long tenure in the LGA, links to the community and local employment.

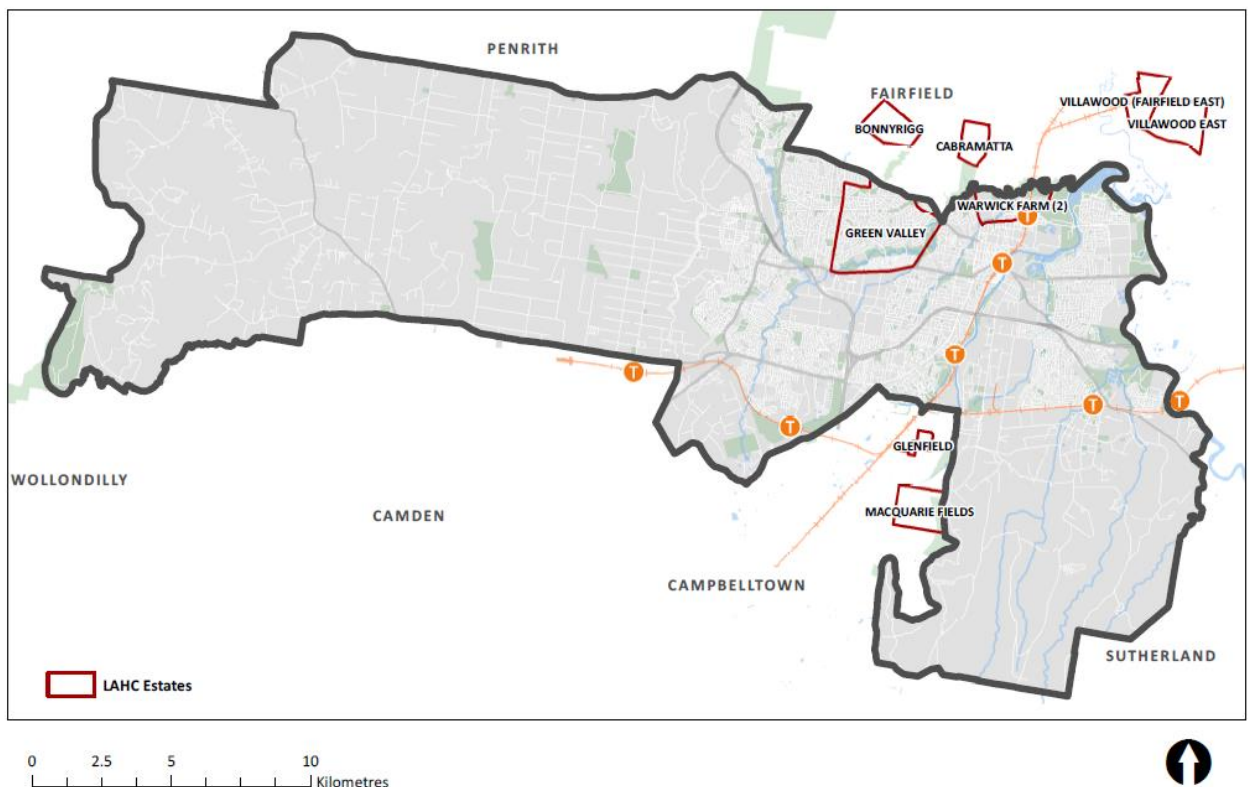
Affordable housing is a very important part of the **housing continuum**. It allows essential workers whose household income is not high enough to cover market rent, and not low enough to be eligible for social housing, to live and work locally. Affordable housing can be owned by private developers or investors, local governments, charitable organisations or CHPs, and is generally managed by CHPs.



Housing stress refers to when lower income households pay more than 30% of their gross income on housing costs.

The amount of social housing (public housing and community housing) provided in the Liverpool LGA has remained constant between 2006-2016 with 4517 public housing dwellings and 746 community housing dwellings provided in the LGA at 2016. Compared to other parts of the Western City District and Greater Sydney Region, public housing constitutes a greater proportion of all dwellings in the Liverpool LGA. The 2168 District has the highest proportion of public housing, followed by the Established District, with further clusters of public housing in Lurnea, Warwick Farm and Liverpool. The concentrated areas of housing estates owned by the Land and Housing Corporation (LAHC) in the LGA and surrounding area are shown in **Figure 11** below.

Figure 11 LAHC estates in Liverpool LGA (2019)

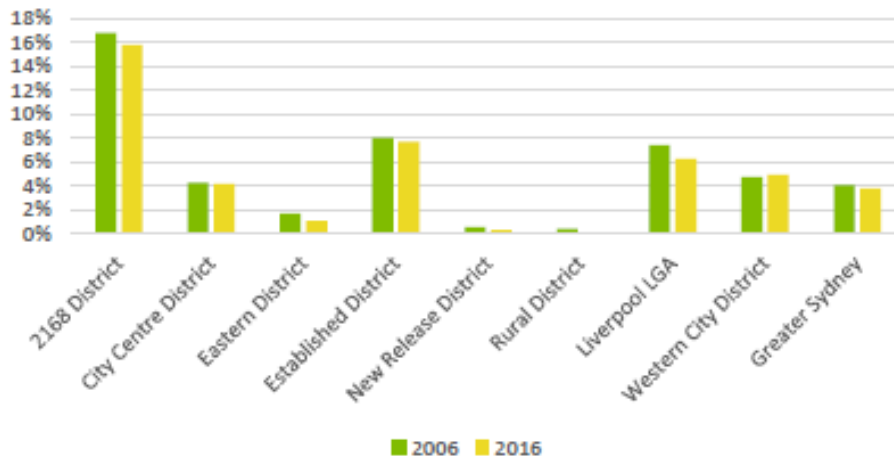


Source: LAHC 2019

As dwelling numbers increased across the LGA from 2006-2016, the **proportion of public housing has decreased**. At the same time, housing prices and rents increased and housing affordability has decreased overall.

There is no consistently quantifiable evidence of affordable housing provision in the Liverpool LGA other than 88 dwellings delivered under the National Rental Affordability Scheme (NRAS) at 2016, which is due to increase to 98 in 2021 and fall to zero by 2026. This does not mean that there is no dedicated affordable housing provided in the LGA. However, Council does not currently have an active affordable housing program to monitor the delivery and management of affordable housing in its LGA.

Figure 12 Proportion of public housing in LGA



Source: Liverpool Housing Study (SGS)

2.3.2 Housing tenure

Compared with Greater Sydney, Liverpool has a smaller proportion of people who owned their home outright and a larger proportion paying off a mortgage on their home (see **Table 10**). It also has a significantly greater number of social housing tenure types compared to the Sydney average, but only 1% higher than the WSROC average.

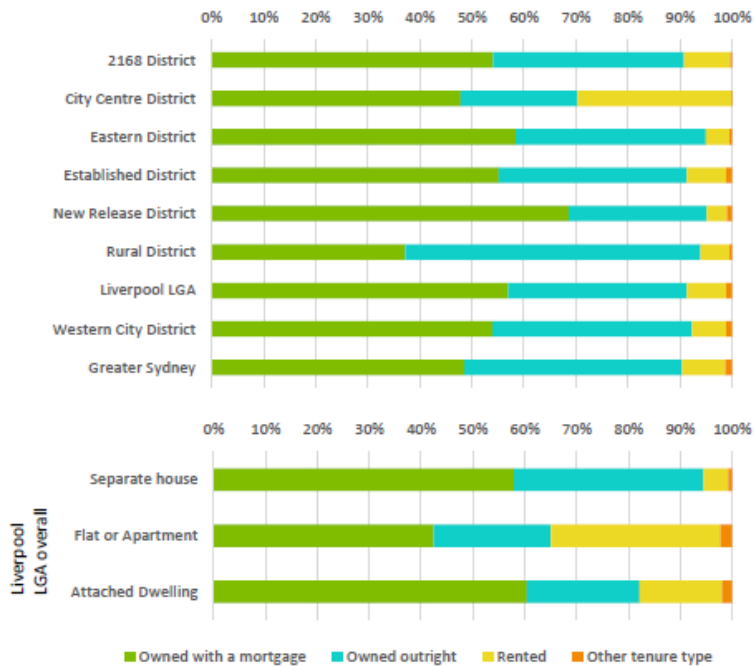
Table 10 Housing Tenure

2016	Liverpool	WSROC	Greater Sydney
Tenure type	%	%	%
Fully owned	22.6	25.3	27.7
Mortgage	37.5	34.6	31.5
Renting – Total	30.1	32.2	32.6
Renting Social housing	7.2	6.2	4.6
Renting - Private	22.5	25.6	27.6
Renting – Not stated	0.5	0.4	0.4
Other tenure type	0.7	0.7	0.8
Not stated	9.2	7.2	7.4

Source: Profile.id

The greatest proportion of rented dwelling type is apartments, with a correspondingly higher proportion of rented dwellings in the city centre, which has the greatest concentration of apartments.

Figure 13 Tenure by dwelling type and district



Source: Liverpool Housing Study 2019 (SGS)

2.3.3 Housing affordability



Housing affordability refers to the relative affordability of rents and house prices in a particular area compared to the average income in the area. Policies to assist in improving housing affordability can reduce demand on social and affordable housing.



According to Forecast.id at 2016, **37% of Liverpool households were experiencing housing stress** (paying more than 30% of their income on rent or mortgage). This is much higher than the Greater Sydney Region average of 20.3%

Dwelling prices vary widely across the LGA but are generally higher than the Western City District average and lower than suburbs closer to the Sydney CBD. Prices have generally increased in line with the property boom in Sydney, including prices for greenfield land and dwellings. Dwelling prices are highest in the Rural District, followed by the New Release and Eastern Districts. The 2168 and City Centre districts have the lowest house prices.

Strata dwelling prices are lowest in the City Centre District as most strata dwellings are apartments, whereas in other districts they are townhouses. Mortgage repayment levels in the Liverpool LGA are also generally consistent with those in the broader WSROC region with a similar number of households in the low, medium and high mortgage repayment ranges.

Most rental housing in the Liverpool LGA is unaffordable for people on LGA average incomes, with this situation worsening for people on lower incomes. The percentage of renters paying more than 30% of their income in rent is shown in **Table 11** below.

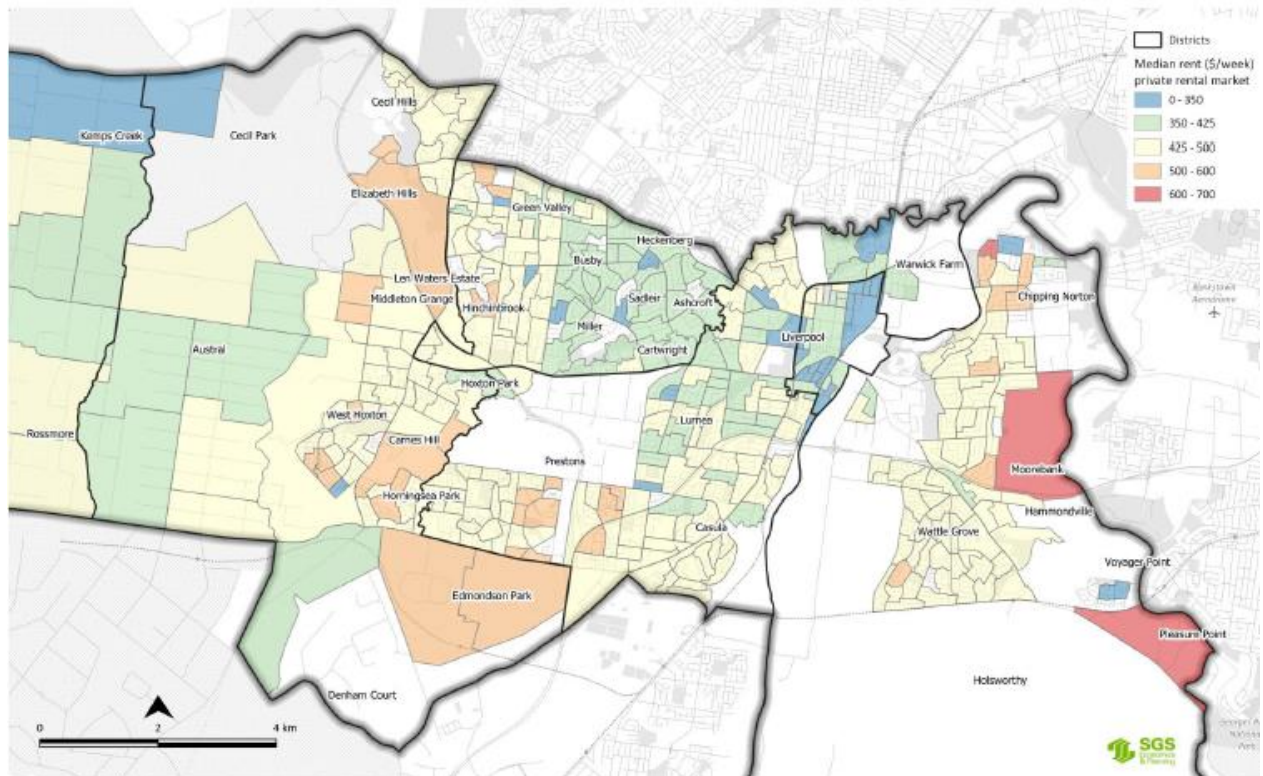
Table 11 Percentage of low-income households paying more than 30% of their income in rent

Planning District	% of renters who pay more than 30% of their income as rent	Median rental (\$/week)
City Centre District	36%	\$325-\$349
Eastern District	30%	\$450-\$549
Established District	40%	\$350-\$374
2186 District	35%	\$200-\$224
New Release District	34%	\$450-\$549
Rural District	40%	\$350-\$374

Source: Liverpool Housing Study 2019 (SGS)

Overall, average rents are relatively unaffordable for the average income household across all suburbs in the Liverpool LGA. Lower income households, such as the elderly, single parents and students, are particularly vulnerable to increases in rental prices. The large private rental market and relatively low rents in the city centre combine to create the largest concentration of relatively affordable rental dwellings in the LGA. Two-bedroom walk up apartments in the Liverpool city centre provide the largest concentration of relatively affordable rental dwellings in the LGA. **However, this may change as redevelopment in the city centre replaces older stock with new apartment dwellings.**

Figure 14 Median rent (\$/week) private rental market

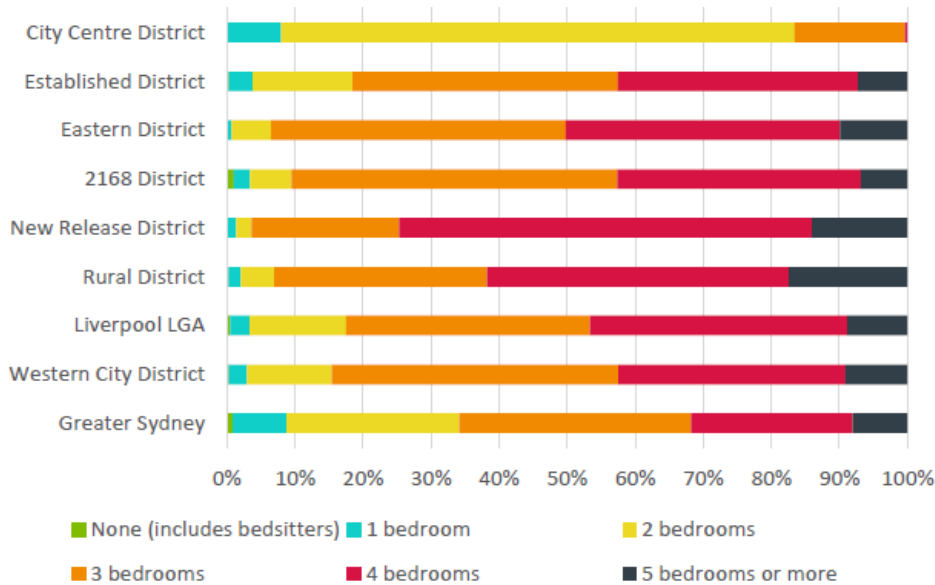


Source: Housing Study (SGS)

2.3.4 Dwelling size – number of bedrooms

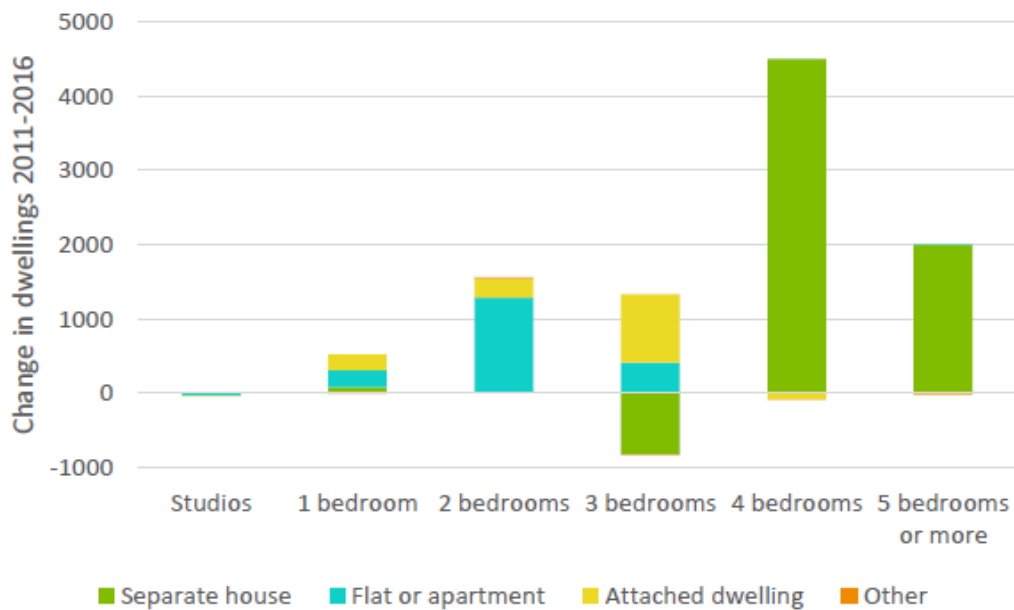
Dwellings with four or more bedrooms dominate the housing stock in Liverpool (45.4%) with three-bedroom homes making up 34.8% of all dwellings across the LGA. Larger dwellings are more likely to be in greenfield locations such as the New Release District and Rural District and provided as separate houses. Almost all dwellings in the City Centre (mostly apartments) have two bedrooms. Three-bedroom dwellings in the LGA are predominantly provided as attached dwellings.

Figure 15 Bedroom numbers by district



Source: Liverpool Housing Study (SGS)

Figure 16 Bedroom numbers by dwelling type



Source: Liverpool Housing Study (SGS)

2.3.5 Average number of people per dwelling

The number of people per dwelling in the Liverpool LGA is higher than in the Western City District or Greater Sydney Region. The New Release District has the highest average household sizes for both separate houses and attached dwellings. Apartments in the Liverpool City Centre have a much higher number of people per dwelling than the Greater Sydney Region or Western City District, which indicates potential overcrowding as a result of the

oversupply of two-bedroom apartments in the City Centre. In addition, approximately half of all four to five-bedroom dwellings – which dominate the housing supply in the New Release District – have two or more bedrooms spare. This indicates there may be a market for smaller dwellings in this location.

Figure 17 Average number of people per dwelling by District

Area	Separate house	Attached Dwelling	Flat or Apartment	Other	Overall
2168 District	3.53	2.82	1.42		3.31
City Centre District	3.23	2.31	2.51		2.51
Eastern District	3.20	2.51	1.72	3.27	3.08
Established District	3.44	2.55	2.09		3.19
New Release District	3.65	2.93	1.83	1.12	3.57
Rural District	3.38				3.38
Liverpool LGA	3.48	2.74	2.30	2.21	3.23
Western City District	3.17	2.49	2.17	2.26	3.01
Greater Sydney	3.19	2.65	2.14	2.34	2.80

Source: Liverpool Housing Study (SGS)

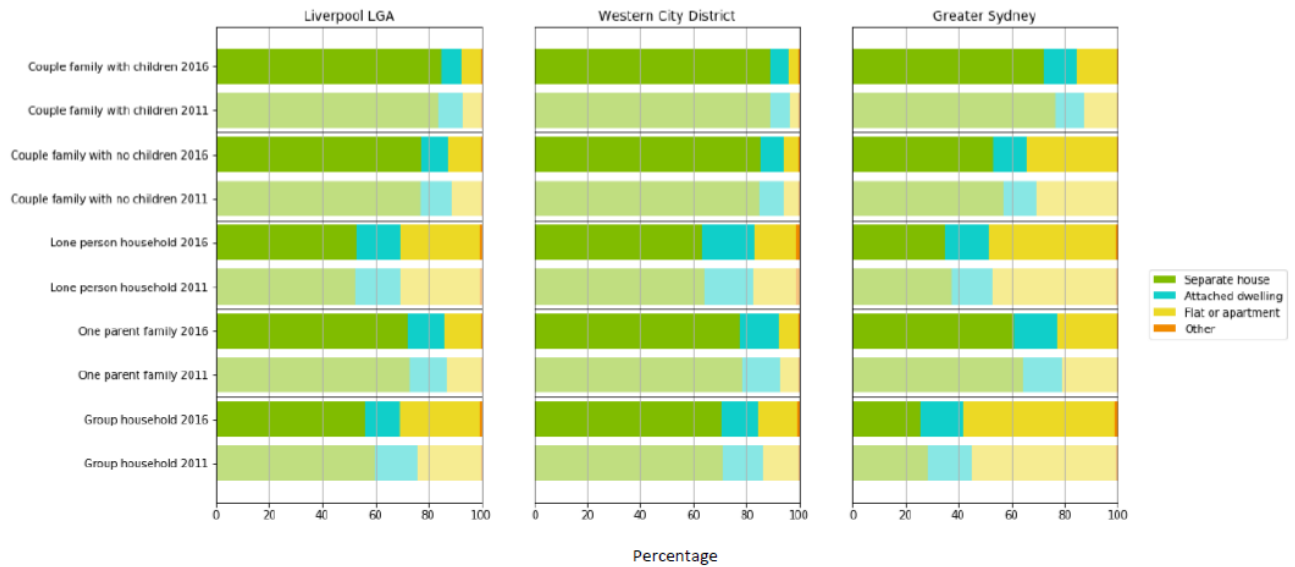
2.3.6 Dwelling preferences

Figure 18 below shows the change in the proportion of each household type living in each dwelling type at 2011 and 2016. In the Liverpool LGA, the proportion of households living in each dwelling type has remained relatively consistent across all household types between 2011 and 2016 apart from group households, which saw an increase in the percentage living in apartments. This may be indicative of young people sharing households as a way to improve affordability. This is contrasted against the Greater Sydney Region, which has seen an increase in most household types living in apartments in the same period.

There has also been an increase in group and lone person households living in 'other' types of residential accommodation (e.g. boarding houses, student accommodation and group homes) consistent with a similar trend across the Greater Sydney Region.

The increase in group households living in apartments in the Liverpool LGA may be indicative of multi-generational families or mixed families choosing to live in apartments due to their relative affordability, as well as students and young skilled workers living in group households to reduce housing costs.

Figure 18 Household type by dwelling type



Source: Liverpool Housing Study (SGS)

2.3.7 Summary

Findings from the Local Housing Study indicate there is a **mismatch between the types of housing being delivered and what is needed by the community**. For example, the majority of housing in the city centre is two-bedroom apartments, however there is demand for larger family homes with more bedrooms in the city centre. In growth areas, there is a large number of four to five-bedroom houses being delivered, however, there is demand for smaller housing, including semidetached housing such as townhouses. Liverpool needs housing that is suitable for young families, larger culturally appropriate housing for multi-generational families, more affordable dwellings, and housing for downsizers and those who want to age in place.

2.4 Housing supply

2.4.1 Dwelling capacity

The Liverpool Housing Study found that under current planning controls there is sufficient capacity for 84,366 additional dwellings comprising:

- » 18,886 separate dwellings
- » 18,493 medium density dwellings
- » 46,987 residential apartments.

If dwelling densities in greenfield locations were increased to reflect current trends, the total dwelling capacity across the LGA would increase to 89,652.

2.4.2 Feasibility

Whilst there is sufficient capacity under existing planning controls to deliver about 85,000-90,000 additional dwellings, the Housing Study confirms the number of dwellings that could currently be feasibly delivered across the LGA (based on the densities currently being sought in Greenfield areas) is 49,804 dwellings, including the following:

- » 24,145 separate dwellings
- » 4940 medium density dwellings
- » 25,695 residential apartments.

In particular, the Housing Study notes that:

- » Apartment development is mostly unfeasible outside of the Liverpool City Centre
- » Housing development in the B6 zone is generally unfeasible
- » Apartment development and most attached dwelling development in the 2168 District, including Miller Town Centre, is likely to be unfeasible
- » Multi dwelling housing feasibility is high, with some feasible development capacity in most districts. Feasibility is lowest in the 2168 District.
- » Dual occupancies (approved as attached dwellings) are generally unfeasible, although they are more feasible in the Established District than elsewhere.
- » Subdivision of large lots is feasible across the LGA.
- » Apartment and attached dwelling development outside of the City Centre may be made more feasible with the introduction of improved transport infrastructure such as the Fifteenth Avenue Smart Transit Corridor.

2.5 Opportunities and constraints

A detailed assessment of land use opportunities and constraints has been undertaken by SGS as part of the Housing Study that supports this Strategy. The methodology and outcomes of this constraints and opportunities study are set out in full in the accompanying Housing Study. In summary, the Housing Study provided a weighted score to sites in proximity to train stations and other public transport options, retail centres, open space, schools and community facilities. The results of this opportunity mapping are shown in **Figure 19** below and demonstrate that **land within the Liverpool city centre and in close proximity to train stations generally provides the most suitable location for provision of additional housing**. This includes areas surrounding the city centre including Warwick Farm (Hargrave Park) and Moore Point (Georges River North).

This opportunity mapping was then overlaid with a range of constraints including residential permissibility, lot size, strata properties, heritage items, medium or high-risk flood prone land, and an odour buffer around the Warwick Farm sewerage treatment plant (see **Figure 20**).

The greatest opportunities are in:

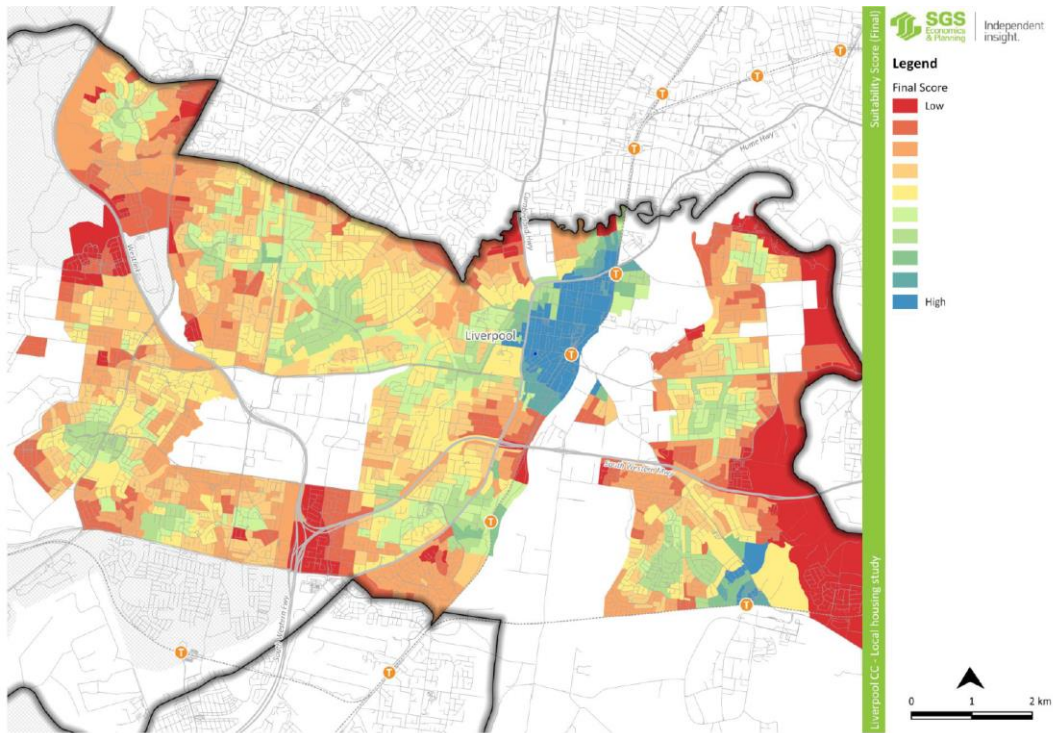
- » Warwick Farm north of the Hume highway (Hargrave Park)
- » The southern part of the Liverpool City Centre and immediately south
- » Miller.

Opportunities for redevelopment for lower housing densities in:

- » Moorebank
- » Holsworthy
- » Casula
- » some centres in the 2168 area apart from Miller
- » infill opportunities without site amalgamation are limited in the New Release District, western part of the 2168 District, Prestons and Wattle Grove.

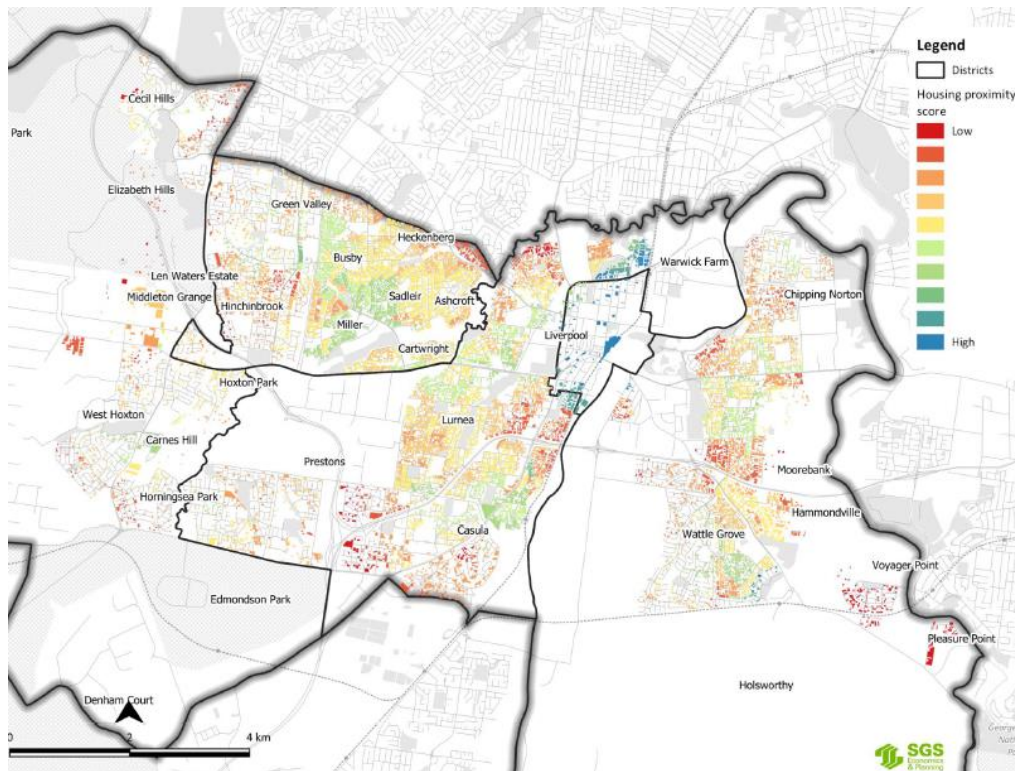
The above opportunities will be largely dependent on the provision of improved transport infrastructure such as the Fifteenth Avenue Smart Transit Corridor.

Figure 19 Opportunities map



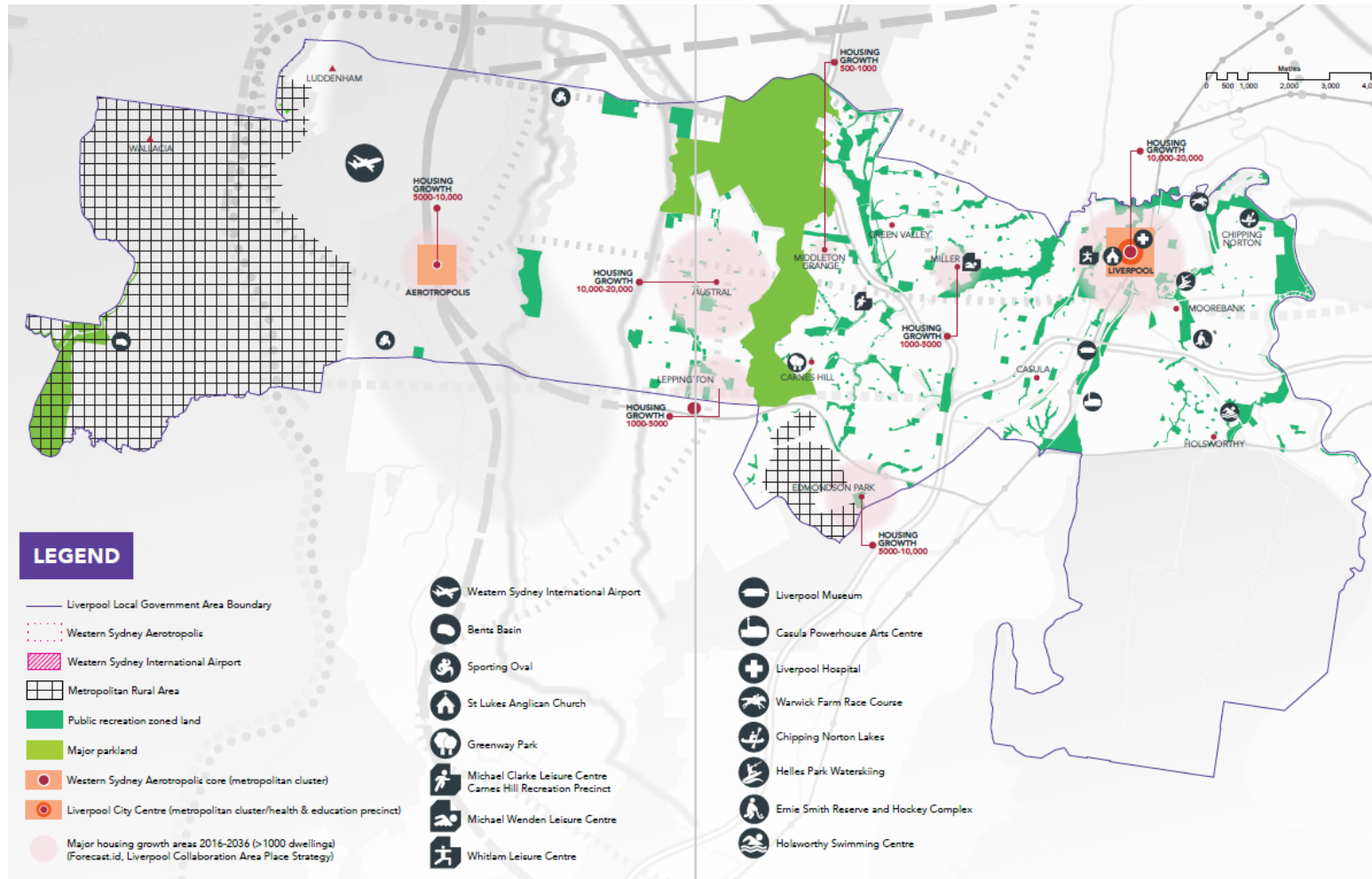
Source: Liverpool Housing Study (SGS)

Figure 20 Opportunities and constraints map



Source: Liverpool Housing Study (SGS)

Figure 21 Major Housing Growth area projections 2016-2036



Source: Connected Liverpool 2040

2.6 Housing demand

Different population projections and demographic assumptions indicate a housing demand in the Liverpool LGA of between 19,400 and 22,500 additional dwellings between 2016 and 2026, and between 16,800 and 23,900 additional dwellings between 2026 and 2036. The Housing Study suggests a total overall demand of an **additional 43,452 dwellings** from 2016 to 2036. These estimates suggest the average demand for additional dwellings could be in the range of 2,100 to 2,200 a year. This is higher than recent development rates, although the LGA is on track to meet its 0- 5-year dwelling targets.

In terms of the *types* of housing required to meet demand, the Housing Study estimates a ‘base case’ housing demand based on past growth trends and housing demands for separate housing; it does not capture recent changes in the housing market or the infrastructure investment in Liverpool.

An adjusted housing demand model was prepared to provide a more accurate and aspirational housing scenario. Future dwelling choice assumptions were adjusted so that the share of households and dwelling types were adjusted to be more consistent with the Central City District – which includes the Parramatta LGA – where there have been recent development trends and infrastructure investment similar to those expected to occur in the Liverpool LGA over the next two decades. The Central City District provides an illustration of what dwelling densities could be in Liverpool as it transforms over the next two decades.

The adjusted model indicates that **all household types would shift towards higher density dwellings** (see **Table 12** below). This would increase the number of attached dwellings required and substantially increase the number of apartments required. This scenario represents a continuation of recent development rates but would require a shift in household preferences and additional infrastructure investment.

Table 12 Dwelling type demand – base case and adjusted

Dwelling type	Change 2016-2036	
	Base Case	Adjusted demand
Separate house	30,222	22,319
Semi-detached dwelling	9,364	12,969
Apartment	3,727	8,818
Total	43,313	44,106

2.6.1 Social and affordable housing demand

According to the Housing Study, there is a current demand for **social and affordable housing of approximately 13,858 dwellings across the LGA**. This demand is driven by the 7268 households currently experiencing rental stress, of which 3416 are experiencing severe rental stress, as well as the existing approximately 5200 households currently living in social housing in the LGA. There is a current demand for approximately 8700 additional affordable dwellings in the LGA.

Liverpool is expected to accommodate a large proportion of new population growth in the future, which will drive up demand for social and affordable housing. Demand is projected to increase by 9500 households by 2036, at an average growth rate of 2.6% a year, compared to 1.5% across NSW. This would result in a demand for social **and** affordable housing in the LGA of 23,355 dwellings by 2036.

However, the Housing Study modelled an 'improving affordability' scenario where, over a 20-year period, incomes grow by 20% relative to rents. This would reduce the demand for social **and** affordable housing dwellings by 585 by 2036.

2.7 Housing supply gaps

There is sufficient capacity under Council's current planning controls to feasibly deliver the approximately 43,500 additional dwellings forecast to be required by 2036 to meet the needs of the Liverpool community.

However, under both the base case and adjusted demand model there is expected to be a shortfall in the provision of medium density housing by between approximately 4500-8000 dwellings.

If insufficient medium density housing is provided this is likely to force families into unsuitable dwellings, and insufficient supply of dwellings to meet the needs of the ageing population. There is also likely to be a demand for flexible, smaller housing options that will be relatively affordable yet accommodate the needs of multi-generational and small to medium households, as well as allowing for people to 'age in place'.

In addition, the Housing Study does not differentiate between social and affordable housing in modelling the existing demand for social and affordable housing in the LGA over the next 20 years. This differentiation is important as a greater supply of affordable housing can lead to reduced demand on social housing. This is because households living in social housing may be able to move to affordable housing should their income increase as a result of employment changes. The availability of affordable housing can also minimise homelessness or households placing themselves on the social housing waiting list.

The mix of social and affordable housing dwellings required to make up the total demand for approximately 23,000 social and affordable housing dwellings needs to be considered in more detail.

Further, as universities begin opening new campuses in the Western Sydney District, there is likely to be increased demand for affordable student accommodation.

SECTION 3: THE PRIORITIES

3.1 Introduction and context

As detailed above, whilst there is sufficient capacity to meet the housing needs of the local community over the next 20 years, there is likely to be a lack of the **right type of housing** in the **right locations** to adequately meet this need and ensure housing affordability is maintained. In summary, Liverpool LGA faces the following key challenges over the next 20 years in relation to housing supply:

- » **Diversity:** Ensuring there is a sufficient range of diverse housing types to meet the changing needs of its residents
- » **Affordability:** Encouraging greater housing affordability in the LGA to ensure existing community members can remain within their community and that essential workers in the locality can access appropriate housing
- » **Location:** Providing opportunities for increased housing densities in close proximity to transport and services whilst enhancing amenity through retaining local character, activating the CBD and creating high-quality, inclusive urban environments
- » **Quality and Sustainability:** encouraging good built form outcomes and sustainability in housing and neighbourhood design

This section identifies the policy options available to Council to meet these challenges.

It also identifies locations where Council will undertake place-based studies to facilitate housing growth, the types of housing that are likely to be delivered in the areas under new planning controls and the dwelling projections in the 0-5, 6-10- and 20-year timeframe, as required by the District Plan.

3.2 Housing diversity

This section considers a number of opportunities available to Council to encourage increased diversity in its housing stock in appropriate locations across the LGA.

Medium density dwellings

There are three key EPIs which currently apply land use and development controls across the LGA:

- » The Liverpool LEP 2008
- » The Growth Centres SEPP
- » The State Significant SEPP.

These are supported by different DCPs that apply to each relevant area of the Liverpool LGA. Each EPI and DCP applies a range of land use and development controls to the residential areas of Liverpool to which they apply. Council has greater control over the provisions of its LEP, but is able to make recommendations to DPIE in relation to any potential changes to relevant SEPPs.

In addition, the Medium Density Housing Code is due to commence in the Liverpool LGA in 2020 and will permit a range of medium density housing types to be undertaken as complying development in residential zones in which the use is permitted subject to compliance with specific controls and design criteria. The Code is intended to enable a more diverse range of dwelling types and sizes. There is social research evidence of strong community support for the availability of multi dwelling housing in the areas in which they live as well as a clear recognition of the shortage of this stock. Currently there is not enough of the type of housing the Code seeks to provide, commonly described as ‘the missing middle’.⁷

Regional and District Plans identify housing number (not housing diversity) targets and the need to prepare Local Housing Strategies. Typically, new housing in NSW has been dominated by two categories: freestanding homes and apartments. More than half of new homes built in Sydney are high rise apartments. There were 30,880 apartment completions in Sydney in 2018, with another 194,000 in the pipeline.⁸ While dwelling supply from high density apartments and greenfield land releases will continue to provide the most significant proportion of future housing requirements, there is a compelling case for an increase in different housing types. Currently, housing that is neither a freestanding house nor an apartment accounts for only 14% of housing approvals in Sydney, with just 5390 approved in 2015-16. Housing stock other than multi-storey apartments or larger suburban homes will provide more affordable homes, by providing compact, well designed houses on smaller land parcels. These dwellings are around 25% more affordable than detached houses (for newer or more recent stock in the same neighbourhoods).⁹

The overlapping permissibility and controls within the various SEPPs and LEP, and the resulting implications for Liverpool’s housing supply are examined below.


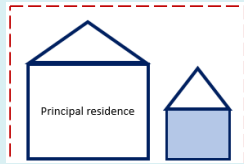

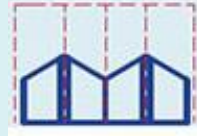



There are a range of different housing typologies, as defined under the Standard LEP Instrument 2008, which can be categorised into low, medium and high-density housing. These are detailed in **Table 13** below.

⁷ Professor Roberta Ryan & Neil Selmonii, Low Rise Medium Density Housing Code Independent Review Report (2019), University of Technology Sydney

⁸ UDIA, Q4 2018

⁹ Professor Roberta Ryan & Neil Selmonii, Low Rise Medium Density Housing Code Independent Review Report (2019), University of Technology Sydney

Table 13 Dwelling typologies

Low Density Housing	
<p>Single dwellings A building containing only one dwelling</p>	
<p>Secondary dwellings may be permitted on sites accommodating dwellings houses and are defined as A self-contained dwelling that:</p> <ol style="list-style-type: none"> is established in conjunction with another dwelling (the principal dwelling), and is on the same lot of land as the principal dwelling, and is located within, or is attached to, or is separate from, the principal dwelling. 	
Medium Density Housing	
<p>Semi-detached dwelling One building with two attached dwellings</p>	
<p>Attached dwelling A building containing 3 or more dwellings, where</p> <ol style="list-style-type: none"> each dwelling is attached to another dwelling by a common wall, and <u>each of the dwellings is on its own lot of land</u>, and none of the dwellings is located above any part of another dwelling. 	
<p>Dual occupancy (attached) means 2 dwellings <u>on one lot of land</u> that are attached to each other, but does not include a secondary dwelling.</p> <p>Dual occupancy (detached) means 2 detached dwellings <u>on one lot of land</u>, but does not include a secondary dwelling.</p>	
<p>Multi dwelling housing 3 or more dwellings (whether attached or detached) <u>on one lot of land</u>, each with access at ground level, but does not include a residential flat building</p>	
<p>Manor homes A 2-storey building containing 4 dwellings, where:</p> <ol style="list-style-type: none"> each storey contains 2 dwellings, and each dwelling <u>is on its own lot</u> (being a lot within a strata scheme or community title scheme), and access to each dwelling is provided through a common or individual entry at ground level, <p>but does not include a residential flat building or multi dwelling housing.</p>	

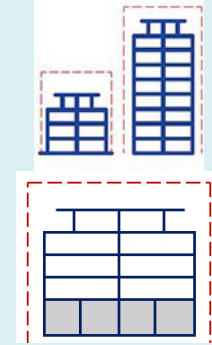
High Density Housing

Residential flat buildings

A building containing 3 or more dwellings, but does not include an attached dwelling or multi dwelling housing

Shop top housing

One or more dwellings located above ground floor retail premises or business premises



Other important types of residential accommodation

Boarding houses

A building that:

- a. is wholly or partly let in lodgings, and
- b. provides lodgers with a principal place of residence for 3 months or more, and
- c. may have shared facilities, such as a communal living room, bathroom, kitchen or laundry, and
- d. has rooms, some or all of which may have private kitchen and bathroom facilities, that accommodate one or more lodgers, but does not include backpackers' accommodation, a group home, hotel or motel accommodation, seniors housing or a serviced apartment.

**Group home**

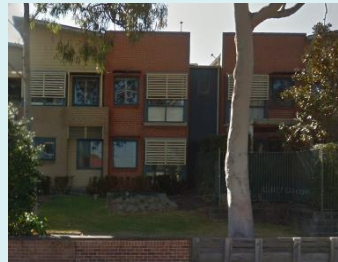
A dwelling:

- a. that is occupied by persons as a single household with or without paid supervision or care and whether or not those persons are related or payment for board and lodging is required, and
- b. that is used to provide permanent household accommodation for people with a disability or people who are socially disadvantaged, but does not include development to which State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004 applies.

**Seniors housing**

A building or place that is:

- a. a residential care facility, or
- b. a hostel within the meaning of clause 12 of State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004, or
- c. group of self-contained dwellings, or
- d. a combination of any of the buildings or places referred to in paragraphs (a)–(c),
- e. and that is, or is intended to be, used permanently for:
 - i. seniors or people who have a disability, or
 - ii. people who live in the same household with seniors or people who have a disability, or
 - iii. staff employed to assist in the administration of the building or place or in the provision of services to persons living in the building or place, but does not include a hospital.



Notably, the only difference between a side-by-side attached dual occupancy and semi-detached dwelling is that the former is located on a single allotment, while the latter is located on separate allotments. Similarly, multi-dwelling housing is located on a single allotment, whereas attached dwellings are located on separate allotments. Despite this, dual occupancies are not permitted in any of the residential zones under the Liverpool LEP (other than the Large Lot Residential zone) and multi dwelling housing is prohibited in the R2 Low Density zone under the LEP (see **Table 14** below).

This is contrasted against the residential zones under the Growth Centres and State Significant SEPPs, which permit both dual occupancies and multi dwelling housing. In addition, the SEPPs include a definition for manor homes (two-storey walk up apartments), which are permissible in all zones other than the R2 Low Density zone. In this context, it is considered reasonable to investigate whether the range of permissible uses in the residential zones under the Liverpool LEP can be expanded to incorporate a larger range of diverse housing types, including medium density housing.

Table 14 Medium density development permissibility in Residential Zones across the Liverpool LGA

Zone	Attached dwellings	Semi-detached dwellings	Dual Occupancies	Multi dwelling housing	Manor homes
Liverpool LEP					
R1 General Residential	✓	✓	✗	✓	✗
R2 Low Density Residential	✓	✓	✗	✗	✗
R3 Medium Density Residential	✓	✓	✗	✓	✗
Growth Centres SEPP					
R2 Low Density Residential	✓	✓	✓	✓	✗
R3 Medium Density Residential	✓	✓	✓	✓	✓
State Significant SEPP					
R1 General Residential	✓	✓	✓	✓	✓

Council applies a relatively low minimum lot size control of 300m² across its LEP residential zones. For this reason, it has been reluctant to permit dual occupancies in any residential zones other than its Large Lot Residential zone due to concerns about potential overdevelopment of small sites and resulting adverse amenity, streetscape and environmental impacts. Council's DCP controls do not allow secondary dwellings to be located on the same site as attached or semi-detached dwellings. This control should be extended to sites accommodating dual occupancies and multi-dwelling housing to avoid overdevelopment of sites.

However, there are a range of mechanisms available to Council to permit dual occupancies in its residential zones, if pursued, whilst still ensuring design quality is maintained. This can be done via an amendment to the LEP to include a minimum allotment size control for dual occupancies. For example, Clause 4.1A of the Woollahra LEP 2014 applies the following minimum allotment size controls to different types of development in its residential zones.

Table 15 Clause 4.1A of Woollahra LEP 2014 – Minimum site area requirements

Dwelling Type	Zone	Minimum site area (m ²)
Dual occupancy (attached)	R2	460
Dual occupancy (detached)	R2	930
Dual occupancy (attached)	R3	460
Dual occupancy (detached)	R3	460
Multi dwelling housing	R3	700

Similar controls could also be explored in relation to multi-dwelling housing in Council's R1 and R3 zones. It is important that a minimum allotment size control for multi-dwelling housing be set under Council's LEP. This is because, should the Medium Density Code come into force, the minimum allotment size set under the Code (600m²) will apply to multi-dwelling housing undertaken as complying development under the Code, unless a minimum allotment size is specified under the LEP (see **Table 16** below). The application of a minimum allotment size control for multi-dwelling housing in the Liverpool LEP would ensure that Council maintains a level of control over design quality and amenity for multi-dwelling housing in the residential zones. The minimum allotment size controls could potentially be modelled on those applied under the Growth Centre or State Significant SEPPs. However, a detailed assessment would be required to determine whether these allotment size controls are suitable for infill development in the Liverpool LGA.

In addition, it is recommended that Council explore mechanisms to permit manor homes in the R1 and R3 zones under its LEP and apply appropriate development controls for manor homes. This is because Clause 3B.1A of the Exempt and Complying SEPP will permit manor homes in the R1, R2 and R3 (and RU5 Village) zones if multi dwelling housing or RFBs are permitted with consent in those zones.

There may also be an opportunity to allow manor homes on corner lots in the R2 zone subject to imposition of some of the recommended criteria in the Low-Rise Medium Density Design Guide:

- » This building type is best suited to corner lots or lots with rear lane access to accommodate garages and car parking.
- » This building type is carried out as strata title subdivision, with a common entry and internal hallway.
- » Typically, a lot width of 15 metres is required to achieve setback requirements and sufficient space for car parking.

In addition, the *Environmental Planning and Assessment Regulation 2000* requires councils to consider the Low-Rise Medium Density Design Guide when assessing DAs for manor homes and multi-dwelling housing, until they have their own Development Control Plans for these housing types. Therefore, the preparation of specific development controls for this type of medium density housing in the Liverpool LGA is recommended. The Design Guide can provide a useful tool for Council to ensure the design quality of medium density housing delivered in its LGA is maintained. However, consideration of the specific design controls in relation to the local character will be required.

Table 16 Relevant site area and frontage controls for medium density housing

	Dual Occupancies	Multi dwelling housing	Manor homes
Liverpool LEP/DCP			
R1 min allotment size	Not permitted in zone	300m ²	Not permitted
R3 min allotment size		650-1000m ² (DCP control)	
R3 site frontage (DCP control)		18-22m	
Low Rise Medium Density Housing Code			
Min allotment size	The greater of the min lot size under relevant LEP or 400m ²	Min lot in LEP or 600m ² if none specified in LEP	600
Min frontage	12-15m	15m	18m

3.2.1 Feasibility in the R3 zone

The Housing Study confirmed that the development feasibility in the R3 zone is relatively low, which may be leading to an undersupply of medium density housing. Notably, the FSR and height controls applicable to the R3 zone under the LEP are the same those applicable to the R2 Low Density Residential zone despite the R3 zone permitting higher density uses (e.g. multi dwelling housing) compared to the low-density zone.

Table 17 Development controls in residential zones under Liverpool LEP

Zone	Floor Space Ratio	Height
R1	0.65:1 - 0.75:1	8.5m
R2	0.5:1	8.5m
R3	0.5:1	8.5m

It is recommended that Council explore opportunities to increase permitted densities for medium density housing in the R3 zone, but link these densities to site areas to avoid overdevelopment of small sites and ensure amenity and design quality is maintained. Similar provisions are applied in a range of other EPIs including the Waverley LEP and the Medium Density Housing Code as detailed below. These provisions may incentivise the delivery of additional medium density development in appropriate locations. It is also recommended that Council consider increasing the permitted building height in the R1 and R3 zones to 9 metres to allow for a potential attic level in multi-dwelling housing and to respond to potential site constraints such as flood prone land, which may require the ground floor level of multi-dwelling housing to be elevated.

Waverley LEP Exceptions to FSR

Despite clause 4.4, the maximum FSR for a dual occupancy on land in ...Zone R3 Medium Density Residential...is as follows:

- » for lots with an area less than 100sqm -1:1,
- » for lots with an area of 100sqm to 550 square metre s- $[(550 - \text{lot area}) \times 0.0011] + 0.5$:1,
- » for lots with an area greater than 550sqm - 0.5:1

Table 18 GFA controls under the Low-Rise Medium Density Housing Code

Side-by-side dual occupancies		Stacked dual occupancies	Multi-dwelling housing	
Lot size	Max GFA	25% of the lot area plus 150m ² , to a max of 400m ²	Zone	Max GFA
400-2000m ²	25% of lot area + 300m ²		R1, R2 & RU5	60% of site area
>2000m ²	800m ²		R3	80% of site area

Council should consider exploring the land use and development controls for medium density in the Growth Centres SEPP and associated DCP which enable a mix of residential densities in the R2 and R3 zones. The Growth Centres SEPP permits dual occupancies and multi-dwelling housing in both the R2 and R3 zones and permits manor homes in the R3 zone.

The associated DCP applies the following minimum lot size and frontage controls for dual occupancies and multi-dwelling housing:

- » Dual occupancies – 15 metre frontage and 500m² lot size
- » Multi-dwelling housing – 26m frontage and 1000m² lot size

Consideration should be given to alignment of lot size controls for medium density housing across both the Growth Centres DCP and Liverpool planning controls to ensure a consistent built form and subdivision pattern across the LGA.

The SEPP does not apply FSR controls although dwelling density controls are applied for large lot subdivisions. In the absence of FSR controls, the DCP applies detailed site coverage, landscaping and setback controls for a range of different dwelling types permitted under the Growth Centres SEPP to ensure a high level of amenity and design quality is achieved for residential development. These controls provide a helpful basis for developing suitable controls for medium density residential development in the Liverpool LGA and should be reviewed in light of the changes to the Medium Density Housing Code.

Notably, the Growth Centres SEPP applies a maximum height control of 9 metres in the R2 zone and 12 metres in the R3 zone. The height control in the R3 zone in particular is considered more suitable to medium density development and could be considered for R3 zones under the Liverpool LEP.

It is recommended that Council work with DPIE to review the controls under the Growth Centres SEPP and DCP to ensure consistency across the Liverpool LGA and to encourage high-quality and diverse residential development.

3.2.2 Dwelling mix

As detailed in the Evidence section, apartments in the City Centre are dominated by two-bedroom apartments. These apartments provide one of the most affordable form of rental accommodation and there is evidence to suggest that overcrowding in these apartments is occurring. The Liverpool DCP specifies the following minimum and maximum apartment mix controls for RFB development in the City Centre:

- » Minimum 10% one-bedroom apartments
- » Minimum 10% three-bedroom apartments

These controls allow for 80% of all apartments in the City Centre to be delivered as two-bedroom which, together with investor and developer preference for two-bedroom apartments, may be contributing to an oversupply of two-bedroom apartments that may not necessarily cater to the needs of larger family groups looking for affordable housing options close to transport and services. It is recommended that the dwelling mix controls for the City Centre be reconsidered to encourage a greater range of apartment mixes, and that apartment mix controls be extended to the broader Liverpool area in which RFBs are permitted. An example of a range of apartment mix controls is provided in the City of Sydney DCP where the following ranges apply:

- » Studio apartments: 5 -10%
- » One-bedroom apartments: 10 –30%
- » Two-bedroom apartments: 40 –75%
- » Three-bedroom apartments: 10 -100%
- » Maximum combined studio and one-bedroom apartments: 40%

3.2.3 Flexible dwelling types

There is a consistent trend across the Greater Sydney Region for more couples with children to choose to live in apartments. This trend is not yet evident in the Liverpool LGA but may accelerate as the demography and population profile of the Liverpool community changes over time. Whilst changes to the unit mix controls in Council's DCP may support the delivery of more three bedroom apartments to meet the needs of families and larger groups living in apartments in the LGA, there are a range of other mechanisms to allow for greater flexibility in apartments to meet the needs of families or older people looking to downsize and lone person households.

DPIE's Apartment Design Guide¹⁰ refers to 'dual key apartments', which are a design solution to accommodating a range of household requirements. A dual key apartment is 'separate but on the same title...regarded as two sole occupancy units for the purposes of the Building Code of Australia and for calculating the mix of apartments'.

Georges River Council has proposed an 'internal secondary dwelling' to facilitate the delivery of housing choice across the LGA. It is proposing to implement a new clause in its LEP to enable the development of an internal secondary dwelling (up to a maximum of 75m²) in its R2 and R3 zones that is wholly contained within the building envelope of an existing principal dwelling. This was developed in response to an identified need in the LGA to provide a greater diversity of dwellings to accommodate both the ageing population who are looking to downsize in their local area and the younger working age group who are looking for affordable accommodation. The purpose of this clause is to enable dual key dwellings to provide housing choice and diversity, and affordable housing, such as within under-occupied large dwellings. To avoid overdevelopment, Clause 4.6 variations will not be permitted for DAs where 'internal secondary dwellings' are sought.

Whilst a new definition may not necessarily be required in the Liverpool context, it may be appropriate to develop controls to encourage or allow for the retrofitting of larger dwellings to accommodate additional internal dwellings without resulting in any external impacts. This may provide greater diversity and more affordable housing, particularly in the New Release District which has a high number of unoccupied bedrooms.

The development of more dual key apartments in RFB developments could be incentivised by allowing a greater number of two-bedroom apartments to be delivered if they are combined with a separate studio apartment, and by excluding the internal hallway in these dual key apartments from FSR calculations.

¹⁰ DPIE, 2015, *Apartment Design Guide Part 4: Designing the Building*, p91

3.2.4 Adaptable dwellings

The Liverpool DCP requires 10% of dwellings delivered in multi-dwelling and RFB development to be designed to be capable of adaptation to be suitable for a disabled or elderly resident. However, given the aging population and the benefits of Universal Housing Design for a broader group of people including families with young children, it is recommended that Council explore applying a minimum Liveable Housing Standard to a greater portion of dwellings delivered in multi dwelling and RFB developments. Councils such as Ku-ring-gai currently require 15% of dwellings in RFBs and Multi-dwelling housing to meet a Platinum-level Liveable Housing Standard. This Standard ensures that dwellings are capable of easy and cost-effective adaptation to meet the changing needs of the population. Notably, the cost to the homeowner of including key Silver-level liveable housing design features in the initial stages of dwelling design is 22 times more efficient than retrofitting when an unplanned need arises.¹¹

3.2.5 Student housing

As identified above, there is likely to be a growing demand for student housing in the Liverpool LGA as student numbers increase as a result of the establishment of new university campuses in the area. Student housing is currently defined as 'boarding houses' under the Standard LEP Instrument. However, it provides a very different accommodation type and associated services when compared to boarding houses. In addition, the amenities, types of rooms, tenure, locations and environmental and amenity impacts of student housing are quite different to those of boarding houses. Randwick Council has sought the addition of a definition for student housing as part of its LEP amendment for the Kingsford to Kensington corridor. It is recommended that Council collaborate with DPIE, other councils and university representatives to develop a separate definition and a range of land use and development guidelines for student housing.

¹¹ New Zealand Ministry of Social Development, *Economic effects of utilising Lifemark at a National level* (2009)

3.3 Housing affordability

Housing affordability is affected by a number of factors that interact with each other, in ways that are not always well understood. These factors include federal and state policies (including tax and stamp duty policies), the level of direct provision of social and affordable housing and/or funding by government at all levels, and changes in the housing market, especially relative to changes in household income.

A shortage of low-cost housing affects lower income and vulnerable households the most, leading not only to housing stress for those residents, but the risk of further displacement of current residents as they age or their income circumstances deteriorate (through illness, disability or underemployment). Older renters nearing retirement, in particular older women, are also particularly at risk of future housing stress.

Local government on its own cannot 'solve' the affordable housing issues that affect its LGA. Public policy and funding decisions at both state and federal level will continue to play a large role – either in the continuation or exacerbation of the problem, or in starting to improve affordability for very low, low- and moderate-income households.

However, Liverpool City Council can assist to meet the housing needs of the community by exploring all opportunities available to help provide a range of housing types to meet community needs. This is particularly important to help maintain and support the diverse community character of Liverpool.

Council supports an increase in affordable rental housing for the community, with the LGA suffering from one of the highest rates of rental stress in the country. There are currently over 7000 households in rental stress (meaning more than 30% of income is spent on rent) with more than 4000 experiencing severe rental stress (more than 50% of income spent on rent). This is increasing at much faster rates than Sydney more broadly. By 2036 Liverpool will have the highest demand for social and affordable housing in the entire Western City District.

The section summarises actions that Council is currently undertaking, and proposing to take, to help increase the provision of affordable housing in its area. It also sets out information on the affordable housing supply gap, barriers to providing more affordable housing, and the planning and non-planning mechanisms the Council will utilise to help increase local affordable housing supply.

3.3.1 The housing continuum

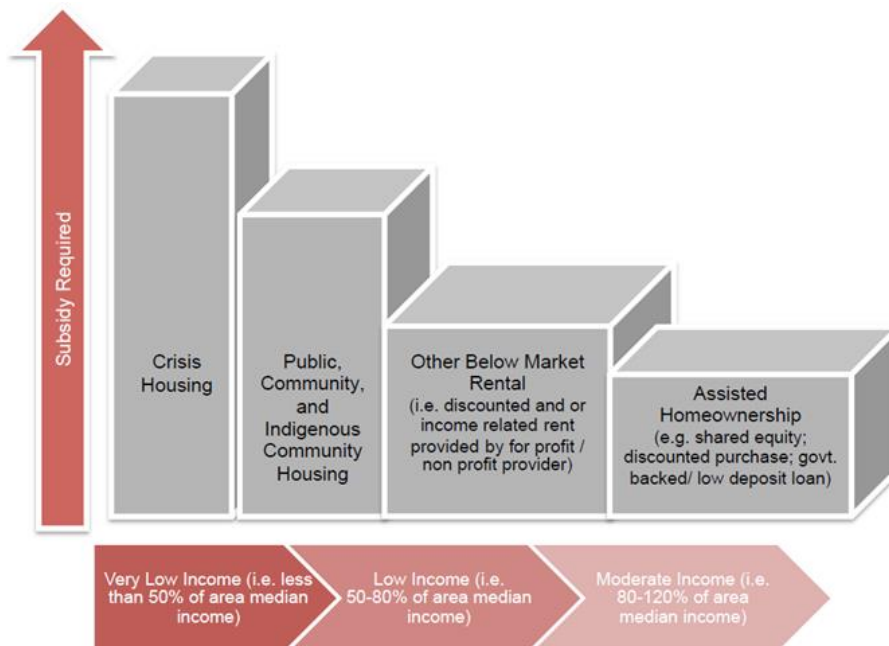
As detailed in Part B: The Evidence, Liverpool has a relatively large supply of concentrated social housing but very little documented supply of affordable housing. Further, as the supply of social housing is declining as a proportion of total supply, the need for social housing will continue to grow. The Housing Study estimated that there will be a need for approximately 23,000 social and affordable housing dwellings in the LGA by 2036 but does not differentiate between the proportion that will need to be provided as social housing and the proportion that will need to be provided as affordable housing.

Affordable housing provides an important stepping stone in the housing continuum as detailed in **Figure 22**. It provides dwellings at below market rents to allow households to move out of social housing (and potentially into the private rental or home ownership market) and may reduce demand on crisis or social housing in the first instance.

Ultimately the amount of social housing required in the LGA will be influenced by the number of affordable dwellings provided as well as other affordability mechanisms implemented in the LGA.

Mechanisms to improve housing affordability overall can also assist as part of the housing continuum by providing more affordable private rental properties and reducing the cost of purchasing a home. The proposed measures to increase housing diversity in the LGA will assist in this regard.

Figure 22 The Housing Continuum



Source: AHURI, *Inquiry into increasing affordable housing supply: Evidence-based principles and strategies for Australian Policy and Practice* (2018)

3.3.2 The productivity benefits of affordable housing

The recent Discussion Paper published by the NSW Productivity Commission notes the negative impacts that high housing costs can have on productivity. Cities support productivity growth through agglomeration – the productivity benefits associated with the physical proximity of businesses, workers and consumers. However, the productivity benefits of agglomeration cannot simply be assumed. There is strong evidence that rising congestion costs associated with systemic housing shortages are reducing the productivity gains associated with agglomeration economies.¹²

The housing-agglomeration economy links are explored in detail in a recent research paper published by the City Futures Research Centre at UNSW – *Strengthening Economic Cases for Housing Policies* (February 2019). The Research Paper notes that the more workers who can access jobs within 30 minutes of their home, the higher the effective supply of labour. It models a Better Housing Outcomes scenario for NSW where, over a 10-year timeframe, 125,000 affordable dwellings are delivered in well-served, accessible locations within 30 minutes travel time of locations with high Effective Job Densities typical of city-centre locations.

The Paper estimates an average productive travel time saving (or labour supply increase) of \$2.26 billion over a 10-year period.¹³ It also notes that households with greater accessibility to labour markets can access a wider range of jobs that better fit their capabilities and preferences, and the needs of the employers. Labour market participation and productivity therefore increases and is reflected in increased earnings and flow on effects through the economy. As a result, the City Future's Research Paper estimates that delivery of 125,000 new affordable homes in accessible locations across NSW would result in \$17.57 billion worth of human capital uplift associated with better

¹² City Futures Research Centre at UNSW - *Making Better Economic Cases for Housing Policies* (2018).

¹³ City Futures Research Centre at UNSW – *Strengthening Economic Cases for Housing Policies* (February 2019).

job choices over a 10-year period.¹⁴ Well-located affordable housing improves job matching between workers and employers and increases workforce participation. This is particularly important for essential workers in the very low-to-moderate income range.

The Paper confirms that the benefits of investing in stable, affordable housing close to jobs, transport and services is at least on a par with transport and other infrastructure investments. This demonstrates the productivity benefit of providing affordable housing in close proximity to transport, services and jobs. It also highlights the substantial costs to the economy should the regulatory and planning system not support the delivery of affordable housing.

3.3.3 Adverse impacts of reduced housing affordability

Decline in social diversity

One of the key values identified in the Community Strategic Plan is social diversity. The displacement of very low and low-income households, including of key workers, is reducing social diversity in Liverpool. Unless effective measures are put in place to increase the supply of affordable housing, social diversity within the Liverpool LGA will continue to deteriorate.

Housing stress among key needs groups

Housing stress is an indicator of demand for affordable housing. It tends to be more prevalent among low income needs groups such as essential workers, students, culturally and linguistically diverse (CALD) groups and Indigenous households. It is also important to note that renters tend to be in more housing stress than people who have mortgages.¹⁵ On average, private renters spent 20% of their gross household income on housing costs, compared with 16% for those with a mortgage (ABS, 2013-2014). ABS further highlights that for households on low incomes, housing costs presented 34% of their gross weekly income on rent, compared to 27% of gross weekly income for those with mortgages.¹⁶ This appears to be especially relevant to Liverpool where rental stress rates are between 30-40% in each of Liverpool's districts.

Unaffordable housing is creating a growing spatial mismatch between where key workers live and work. While key worker jobs are located throughout the metropolitan region, research shows that a majority of Sydney's 156,000 teachers, nurses, police, firefighters, ambulance and emergency workers now live in outer ring areas.¹⁷ It is important to accommodate essential workers within the LGA otherwise, from an economic standpoint, healthy competition for key worker jobs may reduce. Unaffordability also detrimentally impacts the quality of life for essential workers who have to commute longer distances to access jobs.

3.3.4 Current Council initiatives

Council has already implemented a number of initiatives to improve housing affordability in its locality including the Miller Masterplan, Homeless Strategy and Action Plan, Redevelopment of Council owned land, and Affordable Housing SEPP advocacy.

¹⁴ Ibid.

¹⁵ Parliament of Australia, Housing Affordability

¹⁶ ABS (2014)

¹⁷ Nicole Gurran et al, 'Key workers like nurses and teachers are being squeezed out of Sydney. This is what we can do about it', *The Conversation*, 13 February 2018, <https://theconversation.com/key-workers-like-nurses-and-teachers-are-being-squeezed-out-of-sydney-this-is-what-we-can-do-about-it-91476>

Miller Masterplan

In 2016, Council finalised the Miller Town Centre Masterplan to provide a framework for guiding future opportunities for Miller Town Centre with a particular focus on public domain improvements, potential land swaps, opportunities for residents to minimise the effect of social disadvantage and measures for improving safety. The Masterplan was the subject of detailed stakeholder engagement including with the Land and Housing Corporation which owns a significant portion of the land in the Miller Town Centre and broader 2168 District. The Masterplan recommended changes to the land use and development controls in the Miller Town Centre, as well as short, medium and long-term development scenarios for the Miller Town Centre. It also recommended that the following additional studies be prepared for the Miller Town Centre:

- » A feasibility study on recommended FSRs and heights
- » Residential Development Strategy
- » Site specific DCP.

The above studies have not yet progressed. However, The Miller Precinct is one of the key locations considered as part of this Housing Strategy which seeks to deliver additional, more diverse housing by leveraging off improved transport infrastructure proposed in proximity to the Miller Precinct, and opportunities to revitalise this area in collaboration with other Government agencies.

Council is currently preparing a Social Infrastructure Master Plan for the Miller Precinct and broader catchment area that will provide directions on provision of social infrastructure requirements in Miller and the needs of the existing and future community. The project aims to achieve the following benefits:

- » Identify urban renewal opportunities within the Miller Town Centre
- » Improve linkages and connectivity between residential areas and Council's community facilities and open spaces
- » Improve connections for both pedestrians and vehicles within the area
- » Provide accessible, proportionate, quality, usable and safe open space and community facilities
- » Improve sightlines, surveillance and safety within the public domain.

Homelessness Strategy and Action Plan

At its meeting on 20 November 2019, Council endorsed a draft Homelessness Strategy and Action Plan for exhibition. The Plan responds to the impacts of homelessness in the Liverpool LGA, works towards prevention initiatives, and details collaboration with the community services sector on practical solutions locally to improve health and access to much needed services by the most disadvantaged and marginalised members of the community. Council will focus on the following particular aspects as part of the Action Plan:

- » Advocate for a Housing First Approach which provides the basis for other improvements in peoples' lives
- » Improve community perceptions of homelessness
- » Support and advocacy for vulnerable and disadvantaged groups
- » Support local collaborations and service coordination
- » Support agencies who provide essential service such as food, shower and clothing
- » Public space management.

Council will use its planning powers, advocacy and social planning role to have consistent controls and policy settings for the delivery of appropriate housing developments and service provision. This can be achieved through encouraging diverse housing options in the LGA through development controls, building approval processes, subdivision controls and minimum affordable housing requirements. This Housing Strategy considers mechanisms

available to Council to improve housing affordability and diversity in the Liverpool LGA that will have positive outcomes to reduce homelessness in the area consistent with the Action Plan.

Affordable Housing SEPP advocacy

In October 2019, Council considered a report on the lack of the types of ‘affordable housing’ being delivered under the Affordable Housing SEPP and whether they provided genuine affordable housing. The report to Council considered a recent Research Paper prepared by the UNSW City Futures Research Centre on behalf of the Southern Sydney Regional Organisation of Councils (SSROC). The Research Paper found that the Affordable Housing SEPP had delivered very little affordable rental housing for very low and low-income households whilst circumventing certain planning controls and placing additional pressure on local infrastructure and services. It recommended that the Affordable Housing SEPP be integrated into a broader affordable housing strategy.

Council resolved to write to the WSROC in recommending a collaborative approach be taken to advocating for amendments to the Affordable Housing SEPP which responded to the local needs of each LGA.

The provisions of the Affordable Housing SEPP, and potential amendments to the SEPP to provide improved opportunities for delivery of additional, genuine affordable housing in the LGA have been considered as part of this Strategy.

3.3.5 Planning mechanisms to support affordable housing delivery

This section outlines the planning mechanisms Council will undertake to deliver and retain affordable housing supply, and highlights actions based on an evaluation against the Strategy’s objectives and stakeholder consultation.

Affordable Housing

As part of its LSPS Council has made the following ‘short-term’ commitments to deliver additional affordable Housing across the LGA:

- Considering an Affordable Housing Contributions Scheme.
- Partnering with State Government to investigate the potential for master planned precincts (such as NSW Land and Housing Corporation properties in Warwick Farm) by rezoning land to improve and increase social and affordable housing. (short term) Partner with State Government to review the Masterplan for Miller Town Centre.
- Advocating to State Government for more investment in social and affordable housing.

Council may also wish to explore the establishment of **affordable housing targets**, as well as the following additional mechanisms:

- » Reduced car parking provision rates and other development standard variations to **incentivise the delivery of affordable housing**
- » Identified opportunities where affordable housing can be included as part of any redevelopment of major sites.

Voluntary Planning Agreements & Section 7.11 Affordable Housing Contributions

SEPP 70 has been broadened to allow all NSW councils, including Liverpool, to prepare Affordable Housing Contributions Schemes to require affordable housing contributions in areas undergoing significant development potential uplift. This requirement has been in place in a limited number of other Council areas – such as City of Sydney – for the past decade. This has enabled City of Sydney to successfully deliver a strong pipeline of affordable

housing developments to meet the needs of its residents. Some other councils, such as Waverley Council, have also brought in similar affordable housing contribution schemes with a strong focus on supporting local residents with strong links to the area who may otherwise be unable to remain in the area due to lack of affordability.

VPAs are another mechanism Council can use to capture a proportion of value uplift. This offers a mechanism to attract affordable housing contributions in the LGA outside some key precincts where a SEPP 70 scheme will not apply. VPAs can include land dedication, monetary contribution or other public benefits. This may be appropriate for areas outside of the identified Investigations Areas for which residential rezonings are requested subject to the locational criteria set out in **Section 13.1** below.

Council has already started to implement requirements for affordable housing contributions when considering Planning Proposals. However, there is a need to formalise Council's approach to levying for affordable housing as part of any rezoning application in the form of amendments to its Planning Agreements Policy. This will identify the areas to which VPAs may be applied and, with associated changes that can be introduced in the LEP, the variations to planning controls that will be considered and the method for calculating the contribution.

Council has an existing Planning Agreements Policy in place. However, this should be updated in light of a recent Direction¹⁸ issued by DPIE in 2019 which imposes preconditions and mandatory considerations for Councils prior to developing a VPA for affordable housing connected with DAs. Councils must prepare a VPA policy setting out the circumstances where Council may negotiate a VPA for Affordable Housing. Council also needs to consider a range of other matters such as whether the VPA will provide for affordable housing instead of a condition imposed under s7.11 or s7.12 of the EPA Act and the terms of any affordable housing contribution scheme set out in Council's LEP. It is recommended that Council's existing Planning Agreement Policy be reviewed in light of this new Direction.

Contributions for the loss of affordable housing

Part 3 of the Affordable Housing SEPP outlines provisions for retaining existing stock and the mitigation options where redevelopments occur. Under the SEPP, where a boarding house or a building containing one or more low rental residential dwellings is to be redeveloped or strata subdivided, a contribution may be levied to help offset the loss. The SEPP includes the formula for calculating the contribution amount.

Housing supply and housing diversity

Housing supply plays a role in the price of housing overall in minimising increases in housing prices. Therefore, a reasonable increase in supply and diversity is part of the broader approach proposed in this Strategy. However, there is an absence of evidence to demonstrate that increased supply alone can meet the housing needs of very low and low-income households. A recent Australia-wide study by LF Economics noted that the areas where new housing supply was outstripping population growth were also the areas that were experiencing the strongest growth in sales prices.¹⁹

3.3.6 Other mechanisms to support affordable housing delivery

A range of non-planning mechanisms could also be considered to assist in increasing the affordable housing provision in the LGA. These include:

- » Design and construction innovation
- » Delivery model innovation
- » Public housing redevelopment opportunities

¹⁸ <https://www.planning.nsw.gov.au/-/media/Files/DPE/Directions/ministerial-direction-s7-9-environmental-planning-and-assessment-planning-agreements-2019-06-11.pdf?la=en>

¹⁹ LF Economics Analysis, April 2017. "Housing affordability crisis is about house prices. Not rents."

- » Responding to Government policy changes
- » Partnerships with CHPs
- » Improved communication regarding benefits of affordable housing

Design and construction innovation

Adjustments and innovations in the design and/or construction of housing can reduce its cost to some degree. The costs of land, basic construction and fixed overheads are such that, in the Sydney market, innovative design and construction alone will not produce a product that is affordable to very low- and low-income target groups. However, in combination with other options, a significant contribution may be possible.

In addition, innovation in design can have significant impacts not only in increasing the diversity of the housing stock but also in pioneering new products through demonstration projects. Examples of designing for affordability include:

Small units with shared communal facilities: This approach is already in use, for instance New Generation Boarding Houses and Common Ground projects. New Generation Boarding Houses developments are facilitated by the Affordable Housing SEPP and have generally taken the form of student housing, while the Common Ground model is targeted to single people. Common Ground Sydney, for example, offers 104 affordable rental units integrating previously homeless people along with others on low incomes and is managed by Mission Australia, a CHP.

The Nightingale model: The Nightingale model brings together a range of features to promote affordability and sustainability. It is an alternative to the developer-led approach which is dominant in Australian medium to high density housing. Instead, intending owners and investors collaborate with architects to plan and design the apartments. The model eliminates costs associated with marketing, caps margins on the development to well below the 20% minimum profit usually sought by developers, and introduces a range of cost saving design and construction measures, including elements that reduce operational costs.

Delivery model innovation and CHP partnerships

CHPs and private sector developers can play significant roles in affordable housing development. Opportunities for Council could include facilitating or engaging directly in encouraging developers to participate in:

Joint ventures or partnerships between developers and CHPs: Such partnerships can be mutually beneficial, allowing both parties to ensure they get the product they require cost-effectively, and introducing scope to leverage additional affordable housing using funds to which the CHP has access. In particular, CHPs may partner with developers to bid for government-owned sites, such as public housing sites being sold under the Communities Plus program.

Direct development by CHPs: CHPs have access to tax advantages and can also save on costs associated with marketing, which include not only the costs associated with selling but also the fittings and features that private developers include to promote marketing. Many large CHPs have good development expertise and some have access to their own funds as well as borrowed money including the ability to seek low-cost, long-term funding from the National Housing Finance and Investment Corporation (NHFIC). Access to low cost sites such as Council or State Government owned land, deferred payment arrangements or provisions for long term leasing of sites would facilitate affordable housing development in the area. Council should investigate sites such as car parks and other Council-owned sites to partner with CHPs to develop affordable housing.

Build to Rent

The housing industry has been exploring potential opportunities to deliver large amounts of housing through a 'build to rent' model. Whilst it appears that the main industry focus has been on a market priced model there may be scope for the consideration of innovative new versions of this model that deliver an affordable product,

particularly if aligned with delivery by CHPs and potentially encouraged by supportive planning measures that Council could consider, as highlighted in the previous section.

Partnerships with National Disability Insurance Scheme for Specialist Disability Housing

The National Disability Insurance Scheme (NDIS) provides people with permanent and significant disability with annual funding to pay for the cost of living in Specialist Disability Accommodation (SDA). SDA refers to accommodation for people who require specialist housing solutions, including to assist with the delivery of support that caters for their extreme functional impairment or very high support needs. The SDA payment is calculated based on the dwelling's location, size and level of accessibility.

SDAs must be registered with the NDIS to enable people who wish to live in such accommodation access to financial assistance for housing. Funding is only provided to a small proportion of NDIS participants with extreme functional impairment or very high support needs who meet specific eligibility criteria. The funding is awarded for eligible dwellings that are occupied by eligible NDIS participants.

CHPs are one of the key providers of SDAs and enables people with disabilities to have access to affordable housing through the NDIS program. There is opportunity for Council to explore working with CHPs to identify sites that can accommodate SDAs or a mix of SDAs and other affordable housing, reducing the overall cost of providing the housing.

Public housing redevelopment opportunities

A key social housing supply strategy of the NSW Land and Housing Corporation is through the redevelopment of public housing sites. The NSW Government has established Communities Plus as an ongoing program to redevelop LAHC sites to deliver integrated social, affordable and private market housing. 1-7 Anderson Avenue, Liverpool is a 3300m² site identified to be redeveloped as a mix of social and affordable housing and private residential accommodation as part of the Communities Plus program. Further opportunities for similar developments in the Liverpool LGA, including in the Miller Precinct and Hargrave Park, may be possible as infrastructure investment in the area continues to be rolled out. In particular, the proposed development of the Fifteenth Avenue Smart Transit Corridor may open up opportunities to deliver additional housing along its route including in the nearby Miller Precinct.

Responding to government policy changes

By forming partnerships with CHPs, Council can position itself to draw on opportunities that may arise from future State or Federal Government affordable housing policy changes.

Non-planning mechanisms

Council can pursue non-planning mechanisms to increase the supply of affordable housing, including:

- » Maintaining and building partnerships with CHPs to investigate opportunities for joint ventures or opportunities on low-cost sites for affordable housing or other opportunity sites, including Council-owned sites
- » Identifying opportunities on Council and State-owned sites that may be available for disposal in the future, to accommodate higher rates of affordable housing
- » Working with CHPs (through the NDIS program) to increase the provision and support of SDAs
- » Increasing social and affordable housing on existing social housing sites in partnership with LAHC
- » Supporting the construction sector to address skills shortages through improving training pathways
- » Providing education to the community regarding the benefits of affordable housing.

3.4 Built form and sustainability

Liverpool's growth, while increasing opportunities for the community, also places pressure on our environment – a challenge Council is committed to addressing. Maintaining and enhancing natural values in the Liverpool LGA has the potential to increase the area's attractiveness as a place to live, work and play. Council will pursue opportunities to improve community access to the George's River while also protecting and enhancing environmental values such as water quality, including through water sensitive urban design.

The Western City District is noted for having significantly lower tree canopy cover, which along with geography and continued increases in impermeable surfaces associated with urban development, contributes to an urban heat island effect that makes temperatures significantly higher than in eastern Sydney areas, and also impacts upon water quality.

Council will seek to ensure new housing is sustainable and high quality, demonstrating climate resilience in design and materials. New housing and housing densities will be concentrated in centre locations to protect and enhance areas of high ecological significance and rural land. The LEP and DCP will be reviewed to address the Urban Heat Island effect, encourage green open space in high rise development, implement water sensitive design and sustainable waste principles and prioritise low carbon initiatives in new development. Council will also take on an advocacy role to the State Government for amendments to BASIX to reduce greenhouse gas emissions and the Exempt and Complying Code to increase tree canopy cover.

3.5 Preliminary dwelling projections

Table 19 and 20 below provides a summary of the 0-5, 6-10 and 10-20 year expected dwelling delivery projections as set out in the Housing Study, for the base and adjusted demand case, respectively.

Liverpool is well on track to exceed its five-year housing target set by the District Plan (8,250 dwellings between 2016-2021). Overall dwelling targets have been set (in **Table 21** below) for the 6-10 year and 10-20-year housing targets to meet the overall projected demand for approximately 44,000 additional dwellings between 2016-2036. The Housing Study estimates that the average demand for additional dwellings could be in the range of 2,100 to 2,200 a year, development rates that have only begun to be seen since around April 2019.

Notably, the base case demand and adjusted demand analysis in the Housing Study provides for a demand of 43,315 and 44,108 additional dwellings respectively. However, there are substantial differences in the *types* of dwellings that will need to be provided under the base case versus adjusted demand model. Under the adjusted demand scenario, population growth translates to demand for an additional 22,319 separate houses, 12,969 attached dwellings and 8817 apartments between 2016-2036. This would represent the continuation of recent development rates, but would require a shift in household preferences and additional infrastructure investment.

Due to these observed trends, changes in development controls in the Liverpool City Centre, the development of the Western Sydney Aerotropolis, a number of significant infill development opportunities around the City Centre and the implementation of the Low-Rise Medium Density Housing Code, it is expected that development reflecting the adjusted demand case is more likely, therefore these figures have been used as the basis to develop a preliminary housing target for the 6-10-year period.

There is sufficient capacity under existing planning controls to deliver almost 85,000 new dwelling in the LGA. However, a feasibility analysis in the Housing Study confirmed that just under 50,000 of these dwellings are currently feasible to deliver. Notably, once the feasibility overlay is applied, the number of medium density dwellings that can be feasibly delivered is substantially reduced from 18,493 dwellings to 4,940 dwellings. Given the expected demand for smaller, more affordable dwellings that bridge the gap between smaller apartments in the City Centre and larger dwellings in the New Release areas, it is critical that housing diversity is improved.

The preliminary dwelling projections beyond the short term (0-5 year) period have generally been based on the Housing Study's recommended delivery of 2,100 to 2,200 dwellings per year. However, a range has been provided for both the medium term (6-10 year) and long term (10-20 year) projections due to the potential changes in dwelling delivery that may result from the opening of the airport in 2026 and changed market conditions.

Table 19 Local Housing Study base demand housing projections

Housing type	0 – 5 years (2016-2021)	6 – 10 years (2021-2026)	10 – 20 years (2026-2036)
Detached housing	6,867	6,955	16,401
Medium density	2,370	1,967	5,028
High density	269	1,028	2,430
Total	9,506	9,950	23,859

Table 20 Local Housing Study adjusted demand housing projections

Housing type	0 – 5 years (2016-2021)	6 – 10 years (2021-2026)	10 – 20 years (2026-2036)
Detached housing	5,275	5,271	11,774
Medium density	2,477	2,866	7,627
High density	1,883	1,985	4,950
Total	9,635	10,122	24,351

Table 21 Preliminary Housing Targets

6 – 10 year target (2021-2026)	10 – 20 year estimate
<p>8500 - 12,000 dwellings</p> <p>The above target has been set based on an estimated annual target in the Housing Study, with leeway for low and high growth scenarios. However, this target will be reviewed in collaboration with the GSC</p>	<p>Between 20,250 and 27,250 dwellings</p>

3.6 Identified investigation areas

The Housing Strategy identifies a diversity of housing to cater for the community needs through investigation opportunity areas, which can support additional housing growth over the next 20 years. These areas will be subject to more detailed investigation through place-based studies examining impacts on local character and any required technical investigations.

3.6.1 Locational Requirements for New Housing

In certain circumstances it may be appropriate for Council to consider rezonings for residential uplift in appropriate locations outside of the identified Investigation Areas listed below. However, these should only be considered where they align with the Priorities and Objectives of this Strategy and meet the following specific criteria:

- » Areas rezoned for increased housing density should be located within 800m of major transport nodes
- » New housing should have good access (within 400m) of open space, employment opportunities and retail facilities
- » New housing should be located and designed to preserve the character of existing local neighbourhoods, areas of high ecological value and existing heritage.
- » New housing must be supported by infrastructure improvements including the provision of affordable housing where appropriate.

3.6.2 Short Term Investigation Areas

The following Short-Term Investigation Areas have been identified due to their desirable locations in proximity to transport and services:

- » Liverpool City Centre & Innovation Precinct
- » Georges River North (Moore Point)
- » Moorebank Town Centre
- » Miller Precinct
- » Warwick Farm Racing Precinct.

Georges River North

Georges River North (also known as Moore Point) has been identified in the Housing Study and Collaboration Area Place Strategy as being suitable to accommodate a new mixed-use precinct that provides a mixture of commercial, retail, residential and community uses that provides sustainable employment, which is complementary to, and not in competition with, the commercial core. Land in this location provides large lots under single ownership, which provides a good opportunity for redevelopment. The area is identified as flood prone and may be subject to contamination from previous industrial uses. However, these constraints can be addressed as part of the planning and development process. Council and the NSW State Government will collaborate to develop a Precinct Plan to consider a range of uses and built forms for the area to create a vibrant community which takes advantage of the area's excellent access to transport and services and limited environmental constraints. In particular, the LSPS identifies opportunities for a potential metro or Fifteenth Avenue extension to this area. In addition, this area provides an opportunity to leverage off excellent connections to the Liverpool Hospital and proposed Health, Innovation and Research Precinct. The redevelopment of the Georges River North/Moore Point area will also provide an opportunity to realise the LSPS priority of improving connections to Georges River.

Liverpool City Centre & Innovation Precinct

The Liverpool City Centre has already been the subject of extensive strategic planning studies to encourage increased residential development in this Strategic Centre. Notably, Amendment 52 to the Liverpool LEP has been finalised, which rezoned the Liverpool City Centre Commercial Core from B3 Commercial Core to B4 Mixed Use. Amendment 52 enabled the potential provision of 6934 new dwellings and 15,635 additional jobs within the City Centre to support a mix of uses and to encourage a 24-hour economy within the City Centre. A number of recommendations in this Housing Strategy – particularly in relation to apartment mix controls and opportunities to encourage dual key apartments – will assist in encouraging more diversity and affordability in residential dwellings delivered in the City Centre.

Moorebank Town Centre

As detailed in **Part A Section 2.5** above, the draft Liverpool LEP 2020 proposes to rezone part of the R4 High Density Residential zone around the Moorebank Shopping Centre to R3 Medium Density. However, a proposed review of permissible uses and development controls in its R3 zone is likely to improve feasibility of medium density in the R3 zone and encourage the provision of smaller, more affordable dwellings in this zone to meet the changing needs of the Liverpool community. Amendments to development controls in the Moorebank area following the current planning proposal, will be considered as part of a broader R3 zone review. This will work to improve feasibility of medium density development, and consider the new Low-Rise Medium Density Housing Code.

Miller Precinct

The Miller Town Centre is in relatively close proximity to transport services with accessibility likely to improve as a result of the implementation of the FAST Corridor along Fifteenth Avenue to support the new Western Sydney Airport. Council proposes to work with key stakeholders in the area to revise the 2016 Masterplan and provide a catalyst for redevelopment and social improvements in the area.

Warwick Farm Racing Precinct

Council has resolved to develop a structure plan for the Warwick Farm Racing Precinct, and to develop a planning proposal to rezone the area to a mix of uses, including B4 Mixed Use. The racing precinct is close to public transport, retail centres and open space. Other factors are the nature of existing development with large lot sizes, walkability and existing social housing suitable for redevelopment.

3.6.3 Medium Term Investigation Areas

The following Medium-Term Investigation Areas have been identified due to their desirable locations in proximity to transport and services:

» Hargrave Park (Warwick Farm)

Hargrave Park has been identified in both the Housing Study, Liverpool Collaboration Area Strategy and LSPS as suitable for increased and diverse residential accommodation. It provides an ideal location for increase and diverse housing densities in close proximity to public transport and a range of services. The majority of land in the Hargrave Park precinct is owned by LAHC and has very little environmental constraints. Council proposes to work closely with LAHC to develop a place-based study that will seek to redevelop the area as a mixed tenure precinct with a range of social, affordable and diverse private dwelling types. Hargrave Park is relatively unconstrained apart from a low to medium flood risk that can be addressed by increased residential floor levels. A number of properties are also under strata title ownership in this area. Due to Council commitments to other investigation

areas in the short-term, as noted in Council's LSPS, Hargrave Park has been designated a medium term investigation area. Further discussions will occur with LAHC to progress planning in this area with the intention of bringing forward strategic work for this precinct.

SECTION 4: IMPLEMENTATION AND DELIVERY PLAN

4.1 Land Use Planning Approach

This Strategy adopts an approach to land use planning (below) that is designed to support the delivery of a diverse range of housing in the right locations and to enhance people's ability to access jobs and services, compatible with key identified values that contribute to the character of an area.

The Liverpool Housing Strategy demonstrates it is likely that Liverpool can achieve the housing targets set out in the Western City District Plan, with the following key actions (summarised) to be part of the implementation of this Plan.

Figure 23 Land use planning approach

Undertake place-based studies	Detailed review of planning controls	Review of Medium Density Code
Place-based analysis of the Investigation Areas to ensure that urban renewal delivers great places and to outline a nuanced approach to any planning control amendments	Analysis of planning controls including review of controls for the R3 zone, controls for medium density housing in residential zones and controls for RFB development in the City Centre	Review Medium Density Code including the need to incorporate changes in the LEP and DCP and establish local character areas where the Code will not apply.
LEP and DCP amendments		
Incorporate potential amendments to LEP and DCP informed by place-based studies. Include potential updates to the LEP and DCP as a result of the review of controls for the R3 zone, controls for medium density housing and the application of the Medium Density Housing Code and controls for RFBs in the City Centre (e.g. unit mix)		
Section 7.11 Contributions review		
Based on projected dwellings and population to ensure local infrastructure is delivered when needed.		
Ongoing monitoring		

4.2 Implementation and Delivery Plan

The purpose of this section of the Strategy is to clearly identify when and how housing will be delivered over the next 20 years, and the potential contribution Liverpool City Council can make to the District Plan's 20-year housing target – dependent on infrastructure provision.

It provides an overarching summary of what type of housing is anticipated to be delivered, in what key locations, timeframes and by what stakeholders, as well as the mechanisms for its delivery, including Planning Proposals required.

The Implementation and Delivery Plan is based on addressing the following key priorities and challenges for providing suitable housing in the Liverpool LGA over the next 20 years:

- » **Diversity:** Ensuring there is a sufficient range of diverse housing types to meet the changing needs of its residents.
- » **Affordability:** Encouraging greater housing affordability in the LGA to ensure existing community members can remain within their community and that essential workers in the locality can access appropriate housing.
- » **Location:** Providing opportunities for increase housing densities in close proximity to transport and services whilst retaining the local character of the area.
- » **Sustainability:** encouraging sustainability and energy efficiency in housing location and neighbourhood design

For the purposes of this Strategy, the following short, medium- and long-term timeframes have been established to align with the proposed Actions and Delivery Plan. These timeframes also align with those in the LSPS and Community Strategic Plan.

- » **Short term:** 2020/2021
- » **Medium term:** 2021/2022–2024/2025
- » **Long term:** 2025/2026-2035-2036

Table 22: Implementation and Delivery Plan

#	Action	Rationale	Implementation	LSPS Alignment	Timeframe
Housing Growth and Location					
1	Finalise a 6-10 year housing target for the Liverpool LGA.	This Housing Strategy sets a draft Housing Target of 8,500-12,000 dwellings for the period 2021-2026. A final target will be agreed to in consultation with DPIE, the GSC and the community.	Undertake community consultation through the Local Housing Strategy exhibition and further discussion with DPIE and GSC to set an appropriate target.	Planning Priority 7	Short term
2	Partner with State Government to investigate planning controls and land fragmentation in growth areas.	Growth areas such as Austral have not developed as quickly as expected due to land fragmentation. Further work in collaboration with DPIE is needed to encourage orderly development in growth areas, and to ensure consistent, high quality development across the Liverpool LGA.	Partnership with State Government to review SEPPs.	Planning Priority 7	Short term
3	Progress sustainable, high density transit- and landscape-oriented development along the Fifteenth Avenue Smart Transit (FAST) Corridor.	Council's FAST Corridor provides an opportunity to enable high quality development on nodes along its route, providing accessibility and amenity to residents.	Continue investigations into route and station locations in collaboration with relevant State Government agencies to ensure appropriate funding and planning for this important piece of transport infrastructure.	Planning Priority 2, Planning Priority 7	Medium term

#	Action	Rationale	Implementation	LSPS Alignment	Timeframe
4	Prepare Precinct Plans for relevant areas identified as short-term investigation areas in this Strategy.	This Local Housing Strategy provides details on specific areas flagged for further housing growth. Detailed precinct plans will need to be developed to ensure appropriate staging and orderly development.	Collaborate with relevant partners to progress precinct plans for identified areas. Implement through changes to LEP as necessary.	Planning Priority 7	Short term
5	Ensure housing density is focused around centres, high frequency public transport and amenity	To work towards a 30-minute city, it is crucial that increased housing density is close to high-frequency public transport, jobs, and amenities such as open space and schools.	Ensure planning proposals are consistent with the Local Housing Strategy	Planning Priority 7	Ongoing
6	Ensure rural and scenic lands are protected	Areas such as Denham Court and the Western rural lands have scenic values and/or are part of the Metropolitan Rural Area (MRA), and, as such, the character of these areas should be preserved.	Review controls in Denham Court and other areas covered by the Metropolitan Rural Area to ensure protection of rural and scenic character	Planning Priority 16	Ongoing

#	Action	Rationale	Implementation	LSPS Alignment	Timeframe
Housing Diversity					
7	<p>Review land use and development controls in R1, R2 and R3 zones to encourage greater medium density and housing diversity without adversely impacting neighbourhood amenity.</p> <p>Review of permissibility and controls for the following land uses should be considered:</p> <ul style="list-style-type: none"> » Dual occupancies » Multi-dwelling housing » Manor homes 	<p>The Housing Strategy has indicated a lack of housing diversity is evident in the Liverpool LGA and greater availability of medium-density product and larger apartments is necessary.</p>	LEP Phase 2 DCP Review	Planning Priority 7	Short term
8	<p>Review controls for R3 zone to improve feasibility, having consideration to appropriate built form outcomes.</p>	<p>There has been limited uptake of medium density housing in much of the R3-zoned land in the Liverpool LGA. Improving the feasibility of developing this product while ensuring good built form outcomes is necessary.</p>	LEP Phase 2 DCP Review	Planning Priority 7	Short term
9	<p>Review controls for medium density having regard to the Low Rise Medium Density Housing Code to facilitate more diverse housing types in the LGA whilst still maintaining local character.</p>	<p>The Low Rise Medium Density Housing Code will come into effect in July 2020. Council will be better able to control development outcomes by placing some controls, such as minimum lot size for multi dwelling houses, within the LEP, instead of the DCP where it currently resides.</p>	LEP Phase 2 DCP Review	Planning Priority 7	Short term

#	Action	Rationale	Implementation	LSPS Alignment	Timeframe
10	Investigate options to incorporate the principles of Livable Housing Design in a proportion of new housing.	Livable Housing design makes homes easier to access at all stages of life, and supports aging in place.	Review best-practice in other jurisdictions to inform potential amendments as part of the DCP Review. Investigate working with CHPs (through the NDIS program) to increase the provision and support of Specialist Disability Accommodation.	Planning Priority 7	Short term
11	Review apartment mix controls for RFB development in City Centre, R1 and R4 zones.	There is a mismatch between demographic need and apartment sizes in the Liverpool City Centre. More one and three bedroom apartments are required.	DCP Review	Planning Priority 7	Short term
12	Collaborate with State Government and other agencies to develop a land use definition and controls for student housing.	There is a growing demand for student housing in Liverpool, however it is defined as 'boarding houses' in the Standard Instrument LEP. However, there are many differences between student housing and typical boarding house development. A separate definition would allow the creation of land use and development guidelines that could encourage student housing.	Collaboration with DPIE and other council stakeholders	Planning Priority 7	Short term

#	Action	Rationale	Implementation	LSPS Alignment	Timeframe
Housing Affordability					
13	Partner with State Government to investigate the potential for master planned precincts (such as LAHC properties in Warwick Farm and 2168 postcode) to renew and increase social and affordable housing.	There is great potential in Liverpool to increase housing, provide more affordable housing and reduce the concentration of social disadvantage through the redevelopment of State social housing assets.	Work collaboratively with State Government to identify redevelopment opportunities and to collectively advocate for improved transport connections to these areas.	Planning Priority 7, Action 7.3	Medium term
14	Advocate to State and Federal governments for more investment in social and affordable housing.	Councils alone cannot facilitate the delivery of enough affordable housing to meet demand, nor are they responsible for social housing. The State and Federal governments must increase support for social and affordable housing delivery.	Partner with other Councils and relevant not-for-profit organisations to develop a consistent strategy for improving and increasing the provision of high quality social and affordable housing.	Planning Priority 7, Action 7.5	Short term
15	Review Planning Agreements policy to enable consideration of affordable housing when considering development applications.	Council considers affordable housing as part of its VPA process when negotiating rezoning applications. A revision of the VPA policy is, however, necessary to enable affordable housing to be considered in relation to development applications.	Revision of VPA policy	Planning Priority 7	Short term

#	Action	Rationale	Implementation	LSPS Alignment	Timeframe
16	Advocate for the NSW Government to amend the SEPP (Affordable Rental Housing) to require boarding housing dwellings to be let at affordable rents.	Boarding houses provide a legitimate form of residential accommodation that meets the needs of lone person households particularly workers and students that may not require permanent accommodation. However, as a density bonus is available for boarding houses under the Affordable Rental Housing SEPP in certain circumstances, it is important that any bonus be linked to the provision of reasonably affordable rents in new age boarding houses.	Develop submission on Affordable Rental Housing SEPP and provide to DPIE.	Planning Priority 7	Short term
17	Maintain and build partnerships with CHPs to investigate opportunities for joint ventures or opportunities on low-cost sites for affordable housing or other opportunity sites, including Council-owned sites.	Council should continue to seek opportunities to partner with CHPs and undertake detailed consultation with CHPs to determine specific market requirements ahead of determining appropriate sites for release.	Pursue continued opportunities to engage and consult with CHPs	Planning Priority 7	Continuing

#	Action	Rationale	Implementation	LSPS Alignment	Timeframe
Built Form and Sustainability					
18	Undertake design-led planning using place-making principles for town and local centres.	To create vibrant communities that respect and build upon local character, design-led planning will be undertaken across town and local centres.	Develop a plan to prioritise design-led placemaking opportunities for centres, in consultation with Council's City Design and Public Domain team.	Planning Priority 7, Planning Priority 8, Planning Priority 16	Medium term
19	Review R4 zoned land around local centres to address interface issues.	As development for higher density dwellings becomes financially viable in centres, there may be the need to address the interface between higher density areas with surrounding lower density areas.	LEP Review Phase 2, and DCP Review.	Planning Priority 8	Ongoing
20	Amend the DCP to better respond to urban heat, sustainable waste and water sensitive urban design	Council's DCP can be updated to ensure materials, orientations and plantings better respond to the urban heat island effect.	DCP Review	Planning Priority 15	Short term
21	Advocate for changes to BASIX in line with the State Government's net zero by 2050 aspirations	Current BASIX requirements are not aligned with broader State goals to reduce greenhouse gas emissions. Updates to BASIX to align with a net zero 2050 trajectory are required.	Write to the State Government requesting a review to BASIX to ensure sustainability targets can be achieved.	Planning Priority 15	Short term

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