



# Fairfield City Local Housing Strategy 2020

Preliminary Draft - 8 September 2020

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## Executive Summary

### The process by which Council developed the Local Housing Strategy

The Fairfield Local Housing Strategy (“the Strategy”) seeks to meet the aims of the Fairfield Local Strategic Planning Statement (2020), Fairfield City Plan (2016), the NSW Government’s Strategic Plans: A Metropolis of Three Cities - The Greater Sydney Region Plan (2018) and the Western City District Plan (2018), the “District Plan”.

The Strategy has been prepared in line with the requirements of the District Plan and effectively provides a 10-year review of the previous Fairfield Residential Development Strategy (2009) (“RDS”). This approach ensures that the strategic and planning context are aligned with community goals and expectations, and updated with information from the 2016 Census, current housing supply and population forecasts and implementation and delivery plans.

The 2009 Fairfield RDS informed the preparation of the Fairfield Local Environmental Plan 2013 (“LEP 2013”) and a number of subsequent proposed changes (planning proposals) to the Fairfield LEP 2013. The core philosophy of the RDS is to provide a mix of housing types and densities to meet the needs of a changing population, providing a walkable and accessible community, and ensuring a self-sustaining, mixed and economically feasible community.

Fairfield City is forecast to grow in the next ten years from a population of 206,436 in 2016 to an estimated 216,800 in 2026, an increase of approximately 10,400 people and 5,600 new dwellings<sup>1</sup>.

Planning for the future housing needs of the Fairfield City population needs to consider the location, amount and types of new dwellings to accommodate the growing population and take into consideration household changing characteristics and changes in the age structure of the population. A range of issues associated with increasing the amount and range of housing in Fairfield City are also considered in the Strategy including:

- Ensuring an appropriate range of service infrastructure
- Building on the capacity of public transport services
- Affordable housing provision
- Enhancing the provision and quality of open space and recreation
- Enhancing the public domain and urban amenity
- Protecting the natural environment
- Building on and expanding community facilities to better meet future population needs.

The number of single-person households is expected to account for 18% of households over 25 years to 2041, with 7,800 more single-person households anticipated. Although the number of family-with children households is expected to slightly increase 58% of households, this is offset by an expected 11,100 more family-with-children households, which represents the largest household change. These changes in household characteristics

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<sup>1</sup> Department of Planning and Environment (2019), *2019 New South Wales State and Local Government Area population and household projections*. Sydney, NSW.

may require different housing types, including smaller homes for single persons, larger homes for families, housing that can accommodate several family groups or generations living together as well as more accessible design and housing which suits an ageing population.

### **How Council will meet its housing target**

This Strategy, which reflects the previous approach taken within the 2009 RDS, adopts a “centres and corridors” based planning approach to guide the location of a range of housing types to meet the current and future needs of the community within the catchments of existing centres. New housing opportunities will take advantage of the proximity to retail, commercial (and other service and employment functions), community and transport infrastructure and services.

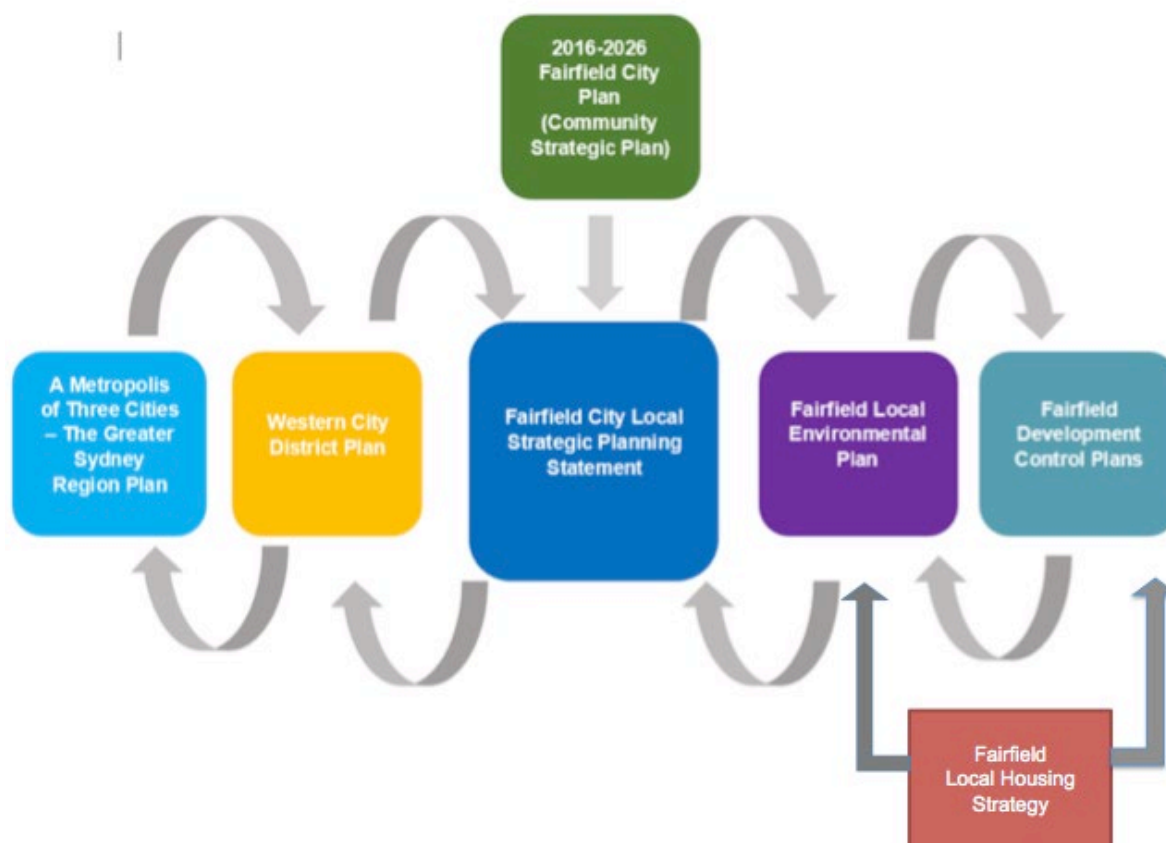
### **Key findings and recommendations for the Local Housing Strategy**

The Local Housing Strategy (LHS) identifies a number of key centres and areas located within the eastern half of Fairfield City that are suitable for an increase in housing numbers and a mix of housing types. These areas include Fairfield, Fairfield Heights, Fairfield East and Villawood.

While the Strategy continues to focus future development within these centres and their catchments in the short term (2016-2021) to medium term (2021-2026), opportunities for increased residential development outside these centres and their catchments have been investigated in the Strategy, including:

- Areas around existing centres and train stations in the medium term (2021-2026) including Cabramatta, Canley Vale, Carramar, Smithfield and Yennora.
- Areas around Bonnyrigg Town Centre are planned for increased residential density, including Land and Housing Corporation controlled land which is currently being redeveloped (2021-2026)
- Areas around the existing Liverpool to Parramatta Bus Transit way stations will be investigated for additional residential density in the medium to long term (2021-2036) including Wetherill Park, Prairiewood, Greenfield Park, Edensor Park, Bonnyrigg, St Johns Park, and Wakeley.
- Areas around future proposed public transport investigation areas in the longer term (to 2036) including Prairiewood.
- Areas in the rural lands in the short, medium and longer term depending upon unique local circumstances including utility servicing, housing and employment lands market demand and conditions, landowner expectations and aspirations and significant road, drainage and social infrastructure funding and provision.





**Figure 1:** Local Housing Strategy relationship with State Government and Fairfield City Plans

The Local Housing Strategy includes the following sections:

**Section 1** describes the planning policy and context, including the relevant legislation, strategies, plans and policies. The context for the development of the Local Housing Strategy is outlined and the housing targets to be delivered are detailed. This section also provides a snapshot of Fairfield City. The factors informing Council's long term housing vision, including the type of housing needed for the future population and suitable locations are also considered in this section.

**Section 2** establishes the demographic, housing and affordability context for Fairfield City. It comprises an overview analysis of data on population, housing and infrastructure that is required to inform the type of housing that is required in the short, medium and long term. A detailed description and analysis of the population, household and housing changes experienced in Fairfield City and consideration of the future changes over the next 20 years (to 2036) are detailed. This section also identifies opportunities for future housing in the short, medium and long term.

**Section 3** describes how all of the previous information has been brought together to identify the planning approach to housing growth. This section also details the objectives of the Local Housing Strategy.

**Section 4** identifies the recommended actions that will facilitate housing supply and is linked to the housing related Planning Priorities in the Fairfield Local Strategy Planning Statement. This section also details how monitoring and future review of the Strategy will be undertaken.

# 1. Introduction

## 1.1 Planning Policy and Context

This Section considers the relevant Federal, State and Fairfield City legislation, strategies, plans and policies which are relevant to the Fairfield Local Housing Strategy, including the local housing target of 3,050 additional dwellings by 2026 being identified by the NSW Government in the Western City District Plan.

### Federal Government Policies and Legislation

#### Western Sydney Airport and Badgerys Creek Aerotropolis

In 2014 the Federal Government officially designated that Badgerys Creek would be the site for a Western Sydney Airport. Construction of stage 1 of the new airport commenced in 2018 with the airport scheduled to open in 2026. The airport and wider Aerotropolis precinct is planned to be a major generator of economic activity and employment opportunities for Western Sydney. It is estimated that by the early 2030s, the airport will support almost 28,000 direct and indirect jobs in the surrounding area, including Fairfield City. The Western Sydney Infrastructure Plan has identified various road projects which will connect the proposed Western Sydney Airport and Sydney's road network.

A new economic zone around the Aerotropolis will be equipped with one or more rail connections, some of which may be within Fairfield City, and be supported by major investments in technology, education and advanced manufacturing.

#### Western Sydney City Deal

The Australian and NSW Governments, together with eight local governments of Western Sydney, signed the Western City Deal on 4 March 2018. The City Deal builds on the Australian Government's \$5.3 billion investment in the Western Sydney Airport to catalyse investment, development and job opportunities. It also includes measures to maintain and enhance Western Sydney's unique character by improving community infrastructure and liveability. The Western Sydney City Deal includes commitments from all levels of government across six priority domains:

- **Connectivity:** connecting the Western City by world-class road, rail, aviation and digital infrastructure.
- **Jobs for the future:** building on the unique opportunity of the Western Sydney Airport to drive business investment and employment growth.
- **Skills and Education:** coordinated approach to education, skills and training to ensure all people have the opportunity to equip themselves with the skills to take advantage of the substantial job opportunities now and into the future.
- **Planning and Housing:** a package of reform across the whole planning spectrum to improve housing supply and affordability.

- **Liveability and Environment:** working together to ensure the Western City is a great place to live, with inclusive and welcoming communities and celebrated natural assets.
- **Governance:** a shared vision and implementation plan for the Western City.

The City Deal is a long-term commitment for funding, land and expertise to produce significant improvements for the region and will focus on improved infrastructure (including public transport), more jobs, housing affordability and improved environmental and liveability outcomes.

A Western Sydney Planning Partnership (WSPP) has been established by the State Government to progress the priorities of the City Deal with a focus on land use and transport planning matters and comprises the Federal Government, and the Western Sydney councils in conjunction with Blacktown to achieve more efficient and higher quality outcomes. The WSPP has recently commenced a Western Sydney Affordable Housing Strategy, which is a fundamental component of the Fairfield City Housing Strategy. This will be prepared and implemented in parallel with this housing strategy.

#### Accelerated Local Environmental Plan Review Program

In 2018 Council agreed to participate in the Department of Planning, Industry and Environment's Accelerated Local Environmental Plan (LEP) Review Program and accepted the funding offer of up to \$25.M to undertake a review of the Fairfield LEP and associated plans (development control plan and contributions plans) by December 2020.

A number of the studies and strategies which inform, or build on, this Local Housing Strategy are being funded under the Program, including; the Local Strategic Planning Statement (completed 2019), Urban Design Studies for the Fairfield, Cabramatta, Canley Vale, Smithfield, Carramar and Yennora Town Centres, Affordable Housing Strategy (in association with WSPP Councils), Transport Strategy and traffic modelling and studies informing planning for the Horsley Park and Mount Vernon Urban Investigation Area (UIA).

Other studies funded under the Program that will inform future amendments to the Fairfield LEP, include Business & Economic Land Study, Community Facilities and Open Space Needs Study, Open Space Strategy, Biodiversity Strategy, Public Domain Plans and Heritage Review.

#### Western Sydney Infrastructure Plan

The Federal and State Governments are funding a 10-year, \$3.6 billion road investment program as part of the Western Sydney Infrastructure Plan. This will deliver new and upgraded roads to support integrated transport in the region and capitalise on the economic benefits from developing the planned Western Sydney Airport. The Program will fund the major upgrade to Smithfield Road commencing in 2017/2018.

#### Immigration

In September 2015, the Federal Government announced that an extra 12,000 humanitarian places will be made available for refugees to settle in Australia and be granted a permanent residential visa in response to the conflicts in Syria and Iraq. The Department of Social Services is responsible for providing settlement support and assistance to people who come

to Australia under the offshore Humanitarian Program. It is estimated that Sydney may take up to 7,000 of the 12,000 Syrian refugees with the majority to be housed in Fairfield City. This intake is expected to add additional strain to the resettlement and community services currently in place in Fairfield City, along with other services such as housing, health and education.

## State Government Strategies, Policies and Legislation

### Metropolitan Strategy – A Plan for Growing Sydney

A Plan for Growing Sydney (2014) (“Metropolitan Strategy”), is the State Government’s 20 year plan for the future of the Sydney Metropolitan Area and provides key directions and actions to guide Sydney’s productivity, environmental management, and liveability – including the delivery of housing, employment, infrastructure and open space.

The Vision for Sydney is: a strong global city, a great place to live.

To achieve this vision, four (4) Goals for Sydney are identified:

- Goal 1: A competitive economy with world-class services and transport.
- Goal 2: A city of housing choice with homes that meet our needs and lifestyles.
- Goal 3: A great place to live with communities that are strong, healthy and well connected.
- Goal 4: A sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

*Goal 2: a city of housing choice, with homes that meet our needs and lifestyles* is relevant to the Fairfield Local Housing Strategy as it focuses on providing more housing, with a greater choice of dwelling types in well-serviced locations to meet the changing household needs, lifestyle choices, population growth and different household budgets. The Directions and actions in the Metropolitan Strategy to achieve Goal 2 include:

- Accelerate housing supply and local housing choices.
- Undertake urban renewal in transport corridors which are being transformed by investment and around strategic centres.
- Require local housing strategies to plan for a range of housing types.
- Enable the subdivision of existing homes and lots in areas suited to medium density housing.
- Deliver more opportunities for affordable housing.

Principle 1: Increasing housing choice around all centres through urban renewal in established areas through:

- Increasing housing close to centres and stations makes it easier to walk or cycle to shops or services; travel to work or other centres; reduces traffic congestion; and makes our neighbourhoods more community oriented.
- Increasing the variety of housing available makes it easier for people to find a home that suits their lifestyle, household size and their budget.
- Locating new housing in centres delivers a range of economic, environmental and social benefits to the community.



In 2015, the State Government established the Greater Sydney Commission (“GSC”) which is tasked with the responsibility to drive the implementation of the Metropolitan Strategy and work with councils and State agencies to ensure that growth is aligned with infrastructure and delivered in the right places at the right time. As part of this process the GSC has prepared the Greater Sydney Region Plan 2017 and the Western City District Plan (2017).

### A Metropolis of Three Cities – the Greater Sydney Region Plan (March 2018)

A Metropolis of Three Cities builds on and replaces the 2014 Metropolitan Strategy taking into account major policy decisions such as the announcement of the new Western Sydney Airport and the District Plans. The Plan is built on a vision where the people of Greater Sydney live within 30 minutes of their jobs, education and health facilities, services and great places. The Plan identifies three (3) cities within Greater Sydney: the Western Parkland City (which includes Fairfield City), the Central River City and the Eastern Harbour City.

The Plan notes that eight (8) million people will call Greater Sydney home by 2056. This requires a 40-year vision and 20-year plan that:

- Responds to the unique geography of the Greater Sydney basin.
- Respects the great places and communities people love in Greater Sydney.
- Facilitates a minimum of 725,000 additional dwellings.
- Generates an extra 817,000 additional jobs.
- Takes advantage of changing technological, lifestyle and economic trends.

The Plan estimates that the population of the Western Parkland City is projected to grow from 740,000 in 2016 to 1.1 million by 2036, and to well over 1.5 million by 2056. The city will be established on the strength of the new internal Western Sydney Airport and Aerotropolis. It will be a polycentric city capitalising on the established centres of Liverpool, Greater Penrith and Campbelltown-Macarthur. The city will include housing diversity around centres and transit nodes.

Two (2) key objectives relating to housing identified in the Plan are:

#### *Objective 10: Greater housing supply*

The Plan identifies housing targets (2016-2036) informed by the NSW Department of Planning and Environment dwelling projections and housing supply forecasts, NSW Intergenerational Report, housing market demand areas, housing market preferences and the assessment of existing local infrastructure capacity.

The Western City<sup>2</sup> (which includes Fairfield City) has a 0-5 year (2016-2021) housing target of 39,850 additional dwellings and a 20-year (2016-2036) strategic housing target of 184,500 additional dwellings.

The Plan requires that a local housing strategy (this Strategy) is to be prepared by councils and be given effect through amendments to local environmental plans. Housing strategies need to identify where in the local government areas the 0–5 and

<sup>2</sup> Western City includes the local government areas of Blue Mountains, Hawkesbury, Penrith, Camden, Campbelltown, Fairfield, Liverpool and Wollondilly.

6–10 year housing targets are most appropriately be located to align with new and existing local infrastructure and open space.

*Objective 11: Housing is more diverse and affordable*

Communities require housing that meets changing demographic needs over time and that provides stability. At the same time housing has an economic productivity role by providing housing choice and affordability for a cross section of workers.

Greater Sydney has been measured as being one of the least affordable housing markets globally and is the least affordable Australian city – with challenges for both purchasing and renting. This has been exacerbated in the past five years by rapid price growth. Other factors that contribute to affordability challenges include:

- Limited availability of smaller dwellings to meet the growing proportion of smaller households.
- A relatively poor choice of rental housing options, with short and insecure rental agreements for tenants against a backdrop of an increasing trend to rent rather than buy.
- The growing distance between areas where housing is affordable and the location of employment and education opportunities.

The Plan identifies affordable housing targets for Greater Sydney generally in the range of 5% to 10% of new residential floor space as viable subject to a number of key parameters identified in the Plan. The GSC and NSW Department of Planning, Industry and Environment have developed guidelines to assist councils in the delivery of the proposed Affordable Rental Housing Targets.

The relationship between the regional, district and local plans (including this Local Housing Strategy) is shown in Figures 1 and 2.



**Figure 2:** Relationship between regional, district and local plans (Western City District Plan, Greater Sydney Commission, March 2018)

### **Western City District Plan (2017)**

The Western City District Plan includes detailed planning directions and actions at a regional level aimed at addressing the directions of the Metropolitan Strategy. Fairfield City is included in the Western City District Plan ("District Plan"), which also includes the local government areas of the Blue Mountains, Camden, Campbelltown, Hawkesbury, Liverpool, Penrith and Wollondilly.

The District Plan provides a 20-year plan to manage growth and achieve the 40-year vision. It is a guide for implementing the Greater Sydney Region Plan at a district level and links regional and local planning. The District Plan informs local environmental plans and the assessment of planning proposals as well as community strategic plans and policies.

The District Plan sets ten (10) Directions and associated Planning Priorities which have informed this Local Housing Strategy; including the key direction in relation to housing supply:

- **Direction 4** *Housing the city (giving people housing choices)*  
**Planning Priority W5:** Providing housing supply, choice and affordability with access to jobs, services and public transport.

Pursuant to **Direction 4** Housing the city and **Planning Priority W5**, the projections for population and household growth in Western City District translate to a need for an additional 184,500 homes between 2016 and 2036<sup>3</sup>.

Research into housing preferences in Greater Sydney shows that people generally prefer to remain within their local area, with 83% of residents moving into a new home within 15 kilometres of their former residence.<sup>4</sup> New housing must be in the right places to meet the demand for different housing types, tenure, price points, preferred locations and design. Housing supply must be coordinated with local infrastructure to create liveable, walkable and cycle-friendly neighbourhood with connections to shops, services and public transport.

Planning for housing needs to consider the type of dwellings required to respond to expected changes in household and age structures (which are detailed in Section 2 of this Strategy), including an increase in single-person households, increase in number of households with children, the elderly and multi-person households.

The District Plan notes that dwelling completions were at their highest levels in 16 years in the District, with 7,693 completions in 2016-2017. Existing housing stock in the District continues to be dominated by detached dwellings, while multi dwelling housing provides

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<sup>3</sup> NSW Department of Planning and Environment, 2016 New South Wales State and Local Government Area Household Projections and Implied Dwelling Requirements 2016 to 2036, NSW Government, Sydney.

<sup>4</sup> City Futures Research Centre 2013, Implementing metropolitan planning strategies; taking into account local housing demand – Technical Report, City Futures Research Centre, UNSW, Sydney cited in Western City District Plan (p.40, 2018)

transitional housing for seniors, homes for single persons and more affordable homes for young people and young families.

This Local Housing Strategy has been prepared to address the requirements in the District Plan for housing strategies to be prepared that:

- *Make provision for the anticipated growth associated with the 0-5 and 6-10 year housing targets (when agreed)*
- *Align projected growth with existing and proposed local infrastructure and open space improvements (Planning Priorities W1, W3 and W18)*
- *Identify the right locations for growth, including areas that are unsuitable for significant change in the short to medium term*
- *Identify capacity to contribute to the District's 20-year strategic housing target*
- *Inform the Affordable Rental Housing Target Schemes for development precincts*
- *Coordinate the planning and delivery of local and State infrastructure.*

The District Plan sets a **five-year** (2016-2021) housing target for the Western City District of 39,850 dwellings overall; and a target for Fairfield City of **3,050 dwellings**. The targets are based on the district's dwelling needs and the existing opportunities to deliver supply and include all types of housing – traditional detached and attached houses, apartments, seniors housing, granny flats and aged care. The five-year targets are generally consistent with known housing approvals and construction activity. These are minimum targets and largely reflect delivery potential under current planning controls.

The 6-10 year housing target is identified in this Local Housing Strategy, which demonstrates capacity for steady housing supply into the medium term.

Meeting housing demand over the 20 years “*councils should investigate and recognise opportunities for long-term housing supply associated with city-shaping transport corridors, growing and emerging new centres and other areas with high accessibility*”

The principles for housing strategies identified in the District Plan have been addressed in the preparation of this Strategy including: housing need, diversity, market preferences, alignment of infrastructure, displacement, amenity, engagement and efficiency.

A Metropolis of Three Cities includes Affordable Rental Housing Targets for very low to low-income households in Greater Sydney Affordable Rental Housing Targets that are generally in the range of 5%-10% of new residential floor space, subject to viability. A Metropolis of Three Cities identifies the need for further work to support the implementation of the Affordable Rental Housing Targets including consideration of allocation, ownership, management and delivery models.

In addition to inclusionary zoning measures, other opportunities to support housing affordability and diversity include more compact housing that supports moderate income households and particularly key workers and skilled workers in targeted employment areas

such as health and education precincts and new owner-developer apartment models that support lower cost and more flexible delivery of apartments for like-minded owner groups.

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### **Future Transport Strategy 2056 (March 2018)**

The Future Transport Strategy 2056 sets the 40-year vision, directions and outcomes framework for transport in NSW, which will guide transport investment over the longer term. It will be delivered through a series of supporting plans; including the Greater Sydney Services and Infrastructure Plans. Planning and investment for Greater Sydney will focus on the three cities concept; with people being able to travel to one of the three cities or their nearest centre within 30 minutes of where they live by public or active transport.

The Future Transport Strategy identifies six key outcomes for the future of mobility in the State, including: customer focused, successful places, growing the economy, safety and performance, accessible service and sustainably. The outcomes address interactive and personalised transport (supported by technology and data), safety and efficiency, encouraging economic activity, transport that is accessible, affordable and economically and environmentally sustainable.

Within the Strategy three types of corridors align with the land use vision and guide service levels and infrastructure investment:

- **City-shaping corridors:** major trunk road and public transport corridors providing higher speed and volume connections between our cities and centres that shape locational decisions of residents and businesses.
- **City-serving corridors:** higher density corridors within 10km of metropolitan centres providing high frequency access to metropolitan cities/centres with more frequent stopping patterns.
- **Centre-serving corridors:** local corridors that support buses, walking and cycling to connect people with their nearest centre and transport interchange.

A city-shaping corridor is identified in the Greater Sydney Intermediate Transit Network (2056) (Visionary) linking Parramatta – Prairiewood – Western Sydney Airport (Badgerys Creek Aerotropolis). This long term (visionary) transport corridor will be a consideration in a future housing strategy for Fairfield City as its construction is likely to be outside the 20 year timeframe (2016-2036) of this Local Housing Strategy. Notwithstanding, this Strategy considers all three corridor types and the outcomes enunciated in Future Transport 2056 to identify Fairfield City's future housing supply.

### **NSW Ageing Strategy 2016-2020**

The NSW Ageing Strategy is an initiative of the NSW State Government's Plan for NSW. The number of older people in NSW is increasing and the proportion of older people within the total population.

More than one in three NSW residents will be aged 50+ by 2031. At the same time, life expectancy is improving. In 1972, the average life expectancy for the total NSW population at birth was 68 years for males and 74.8 years for females. Life expectancy for male babies born in 2015 is 80.8 years, and 85 years for female babies. Men and women born in 2056 are expected to live for 88.6 years and 91.4 years respectively.

The Strategy identifies five (5) priorities for older people, including: health and wellbeing, working and retiring, housing choices, getting around and inclusive communities.

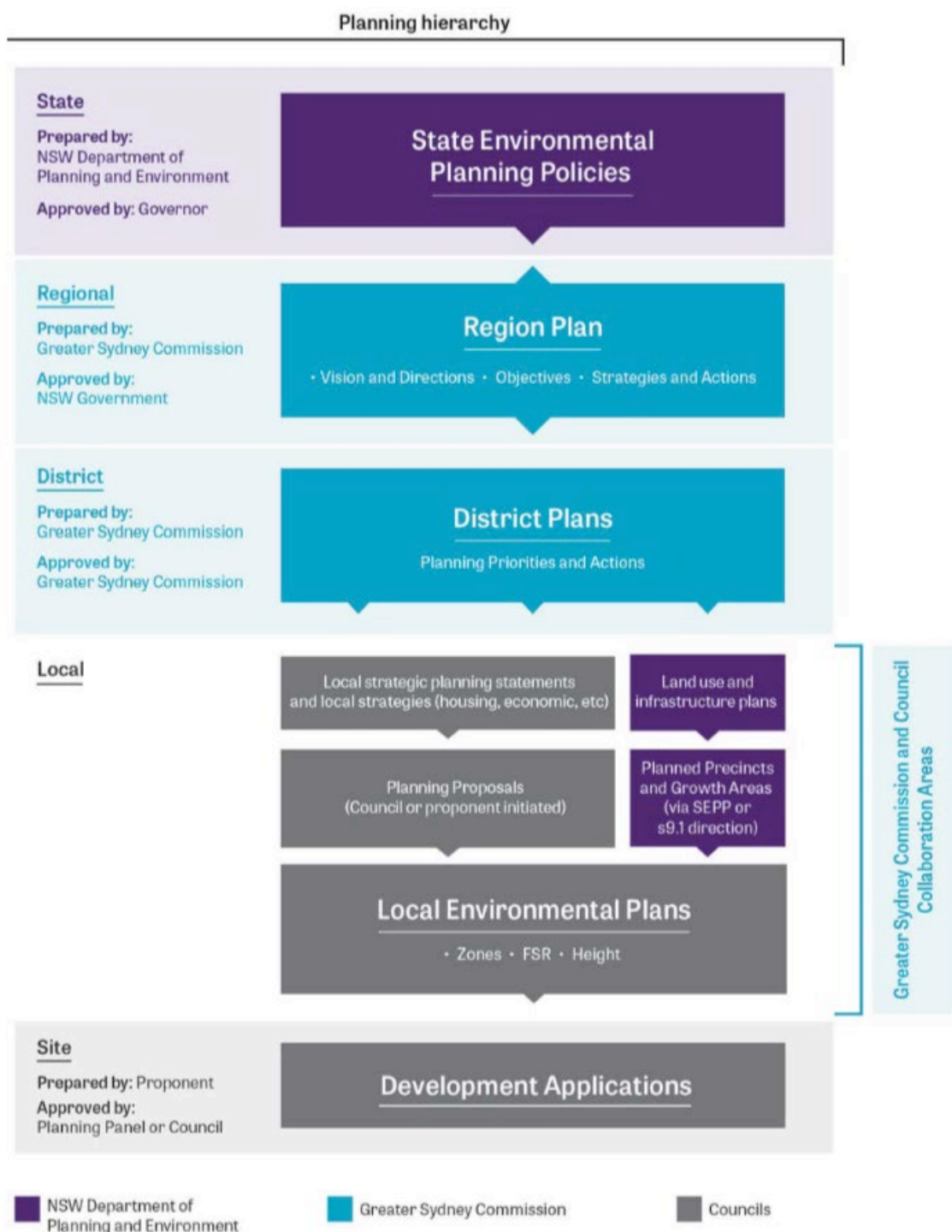
In relation to the priority of housing choices, the Strategy has the objective that “older people in NSW live in affordable, accessible, adaptable and stable housing”. Older people know that one of the most important ways to ensure their quality of life as they age is access to housing that is affordable and appropriate to their physical needs, and allows them to stay connected to their community. In NSW, as elsewhere, older people increasingly prefer to ‘age in place’ and grow older in their own communities – close to friends, family and services.

#### State Environmental Planning Policies and Design Guides

The following State Environmental Planning Policies (“SEPPs”) impact on the supply of housing, including:

- SEPP (Housing for Seniors of People with a Disability) 2004
- SEPP (Affordable Rental Housing) 2009
- SEPP No.70 (Affordable Housing) (Revised Schemes)
- SEPP No.65 Design Quality of Residential Apartment Development and associated Apartment Design Guide
- Draft Medium Density Housing Code (amendment to SEPP (Exempt & Complying Development Codes) 2008 and draft Medium Density Design Guide.

The effects of these policies are addressed within this Strategy including recommended amendments to tailor these to Fairfield City’s unique circumstances.



**Figure 3:** Planning hierarchy diagram, Western City District Plan, p.141 (2018)

## Fairfield Policies, Strategies and Legislation

### Fairfield Local Strategic Planning Statement (2040) - *Shaping A Diverse City*

Council has adopted the Fairfield Local Strategic Planning Statement (LSPS), which is a 20-year vision for the City's future planning, and development – The LSPS provides the direction for land use planning to continue *Shaping A Diverse City*.

The LSPS identifies how the Directions, Planning Priorities and Actions of the Western City District Plan (2018) will be achieved at the local level. It uses the Western City District Plan as the basis for planning decisions affecting housing, employment, recreation, environment, transport, facilities and services.

The LSPS works with the Fairfield City Plan 2016–2026 (Council's Community Strategic Plan), which has a focus beyond land use and transport, on how Council will work to meet the community's needs.

In respect to this Local Housing Strategy, the LSPS contains priorities and actions that:

- Provide a 20-year land use vision for Fairfield City
- Outline the characteristics which make Fairfield City unique
- Direct how future growth and change will be managed
- Inform changes to planning rules in the LEP and DCP and that can be used to assess the strategic merit of planning proposals
- Identify where further detailed strategic planning is needed.

Planning Priority 1 – Provide housing that accommodates the needs of existing and future residents includes the following Actions:

Action 1.1 – Council is preparing a Local Housing Strategy in accordance with the Western City District Plan (Planning Priority W5) which will provide housing supply with access to jobs, services and public transport to meet existing and future demand of the community and having regard to cross- boundary housing markets.

Action 1.2 – Council is investigating the following issues as part of the Local Housing Strategy in relation to secondary dwellings: occupancy rates, demand for car parking, current and potential dwelling supply, impacts on services, site coverage, urban tree canopy cover, urban heat island effect and effects on stormwater runoff.

Action 1.5 – Council will monitor, review and update the Local Housing Strategy to ensure it remains relevant.

Planning Priority 2 – Deliver greater housing diversity and affordability to meet the changing needs of the community includes the following Actions:

Action 2.1 – Council will prepare a Local Housing Strategy in accordance with the Western City District Plan (Planning Priority W5) which will address housing choice and affordability.

Action 2.2 – Council will consider, as part of the Local Housing Strategy, the range of housing needs of the community.

### Fairfield City Plan (2016-2026)

At the time the Residential Strategy was being prepared the 2016-2026 Fairfield City Plan (City Plan) was in the process of being updated to address community feedback in relation to future strategies and priorities for the City. The City Plan outlines the community's vision and its priorities, goals and strategies over the next ten years. The Delivery Program is Council's response to the City Plan and outlines what Council has committed to deliver during its term of office over the next four years, with an Operational Plan developed for each year.

The alignment between the Fairfield City Plan (10 year), Delivery Program (4 year) and the Operational Plan (1 year) is formed through the following five themes:

- Theme 1 - Community Wellbeing
- Theme 2 - Places and Infrastructure
- Theme 3 - Environmental Sustainability
- Theme 4 - Local Economy and Employment
- Theme 5 - Good Governance and Leadership

During community engagement in 2016, the community was asked where they want to be in 10 years' time and how this can be achieved. As a result, a top ten (10) priorities list was identified using the theme areas above, which includes Priority 8 – Affordable Housing.

The preparation of a Residential Development Strategy (referred to as the Fairfield Local Housing Strategy) and the review of the residential provisions in the Fairfield Local Environmental Plan 2013 was identified to meet the needs of Priority 8 – Affordable Housing. It was developed as a project to commence in 2017/18 and was linked to the City Plan goal of providing “an accessible and liveable city”, while achieving the outcome of “high quality development that meets the community's needs”. It was then incorporated in 2018/19 into the Local Housing Strategy project as part of the Accelerated Local Environmental Plan Review Program.

### Fairfield City Settlement Action Plan 2017-2019

The Fairfield City Settlement Action Plan 2017–2019 advocates for adequate resource allocation and innovative approaches to improve accessibility to short and long term housing options for humanitarian entrants, refugees, people seeking asylum and other vulnerable migrant groups.

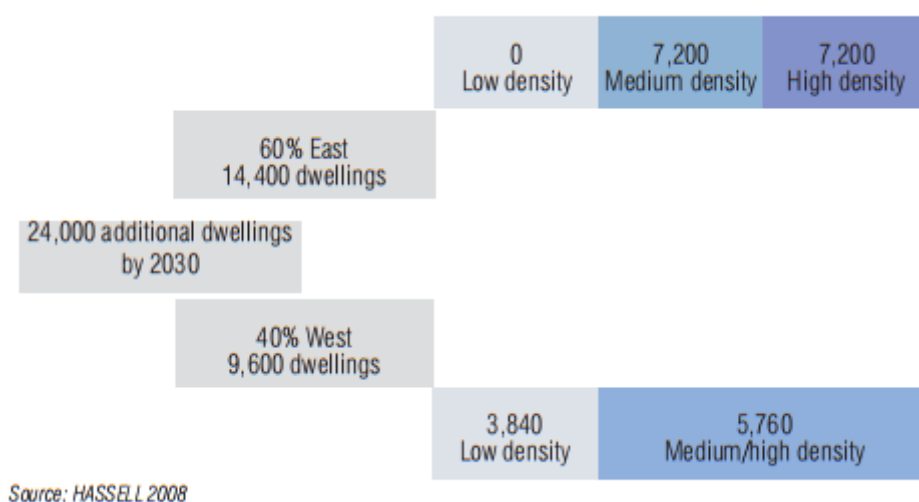
### Fairfield Residential Development Strategy (2009)

The Fairfield Residential Development Strategy 2009 (RDS) established a framework to accommodate an additional 14,400 dwellings east of the Cumberland Highway by 2031, which represented 60% of Council's required dwelling target as identified under the draft West Central Sub-Regional Strategy (“WCSRS”). The remaining 40% will likely be accommodated in the western half of the City following implementation of the two primary stages (discussed further below) associated with the RDS 2009. The Fairfield RDS was accompanied by Fairfield RDS Background Reports (March 2009) and Fairfield RDS Consultation Minutes (March 2009).



The Fairfield RDS 2009 adopted a centres and corridors based planning approach which encourages future development on existing centres and corridors where there exists a high level of service provision and the focus of the public transport network. The Sustainable Development Framework within the Fairfield RDS included four (4) key elements:

- Centres Hierarchy which identified the six types of centres within Fairfield City and allocated existing centres to their size, retail catchment and function.
- Sustainability Matrix which establishes a standard level of services and facilities for centres, based on their designation within the Centres Hierarchy.
- Sustainability Elements builds upon the research in the Housing Analysis and Urban Issues Analysis to develop a list of key strategies and actions to meet the standards in the Sustainability Matrix.
- Urban Renewal Master Plans guide the long term regeneration and growth of existing centres by integrating the existing planning strategies for each centre into a consolidated document, develop a single vision for each centre and to integrate a range of local, state and federal initiatives and programs for the centre.



**Figure 4:** Fairfield RDS Dwelling Model <sup>5</sup>

As part of the RDS 2009, initial structure planning and analysis of dwelling capacity was undertaken for six (6) key centres in the eastern area of Fairfield City including: Fairfield, Cabramatta, Canley Vale, Canley Heights, Fairfield Heights and Villawood, which identified a capacity to provide an additional 14,400 dwellings within the centre catchments. The structure planning allowed for 42% of dwellings within the eastern centre catchments to be medium density and 44% high density.

<sup>5</sup> Fairfield RDS Dwelling Model, Fairfield Residential Development Strategy (October 2009)

The implementation of the RDS 2009 recommended that the increase in residential density around the town centres and key strategic transport corridors be implemented in two stages.

- Stage 1: in May 2013 under implementation of the Fairfield Local Environmental Plan 2013 land in Canley Heights was up-zoned from medium to high density residential, and land in Fairfield East and Villawood from low density to medium density residential.
- Stage 2: a Planning Proposal to amend the Fairfield LEP 2013 in relation to increasing residential density in proximity to a town centres in the eastern part of the City was given Gateway Determination on 7 February 2016 (refer summary below).

The Fairfield RDS 2009 also recognised that the potential for housing growth should be equitably distributed across Fairfield City and that there is a need to improve housing mix and choice in the western half of Fairfield City; noting that detailed structure planning should be undertaken in the western centres to determine the location and capacity for 9,600 additional dwellings.

While the Fairfield RDS Stage 1 sought to focus development adjoining centres in the eastern parts of the City, it also acknowledged some development would occur outside these catchments. In this respect, under implementation of the Fairfield LEP 2013 two important strategies were implemented to promote housing diversity and guide development outside the centres and their catchments:

- Permitting dual occupancy development within identified areas in proximity to centre catchments.
- Development of medium density dwellings and 'triplex' developments on the existing 'narrow' lots.

#### Planning Proposal – Implementation of the Fairfield RDS (Stage 2)

The implementation of the RDS 2009 recommended the increase in residential density around the town centres and key strategic transport corridors and is currently being implemented under a planning proposal (known as the Residential Development Strategy East) relating to the following residential precincts in the eastern part of the City.

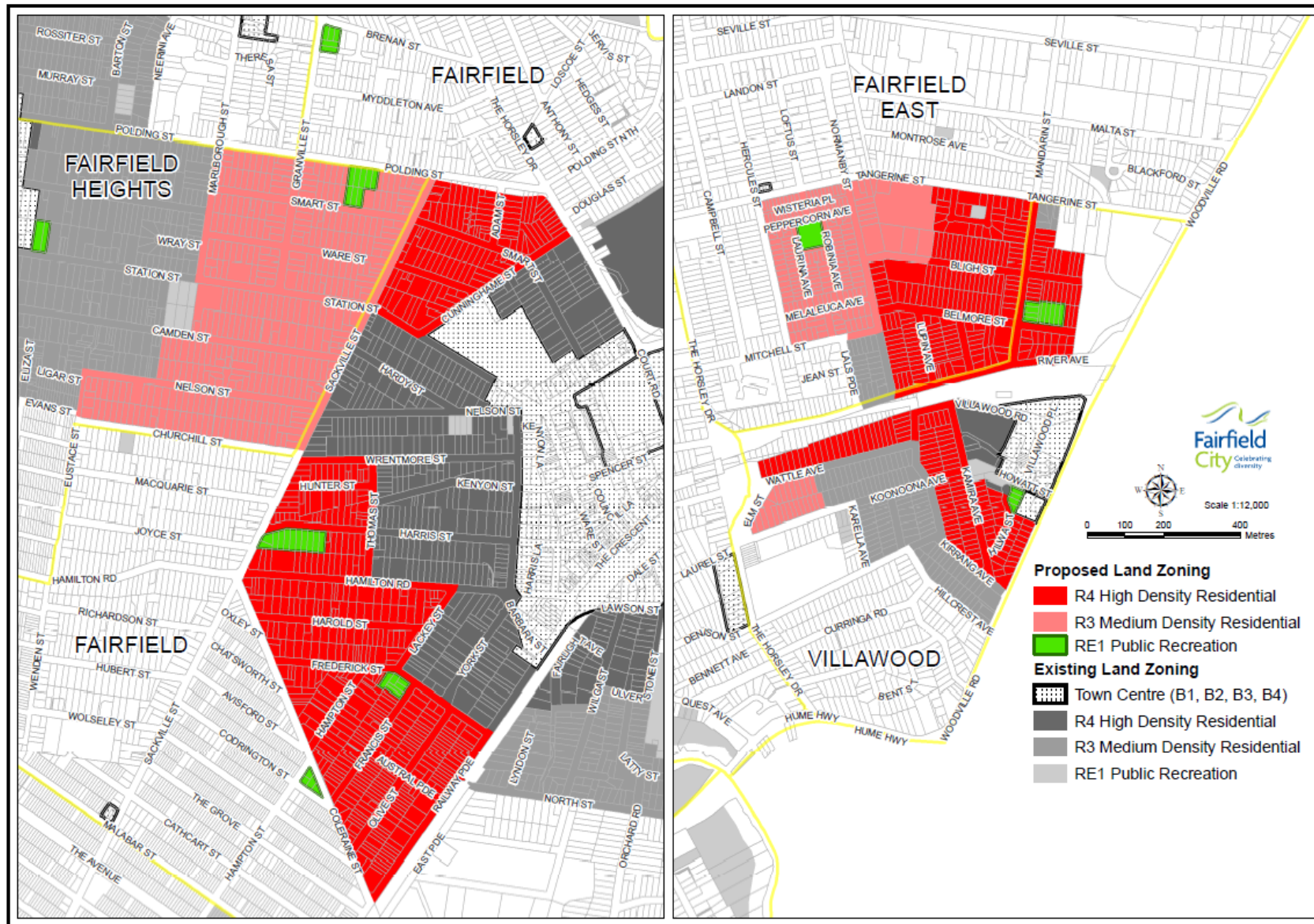
- Fairfield (North) and Fairfield (South) Precincts: zone from R3 Medium Density Residential to R4 High Density Residential and increase the maximum FSR to 2:1 and maximum height to 20m (approx. 6 storey). It is estimated that the proposal could provide an additional 1,800 apartments.
- Fairfield Heights Precinct: zone from R2 Low Density Residential to R3 Medium Density Residential and identify no minimum lot sizes. No changes to the maximum FSR of 0.45:1 and maximum height of 9m (approx. 2-3 storey). It is estimated that the proposal could provide an additional 900 dwellings.
- Fairfield East (West) Precinct: zone from R2 Low Density Residential to R3 Medium Density Residential and identify no minimum lot sizes. No changes to the maximum FSR of 0.45:1 and maximum height of 9m (approx. 2-3 storey). Noted that the Precinct is an existing medium density area.

- Fairfield East and Villawood North and South Precinct: zone from R3 Medium Density Residential to R4 High Density Residential and increase the maximum FSR to 2:1 and maximum height to 20m (approx. 6 storeys). It is estimated that the proposal could provide an additional 1,650 apartments.

In summary, the number of additional dwellings (e.g. villas, townhouses, apartments) is estimated approximately **6,000 dwellings**.

Following resolution of traffic planning issues with Transport for NSW and investigation into flooding issues, the Planning Proposal (see Figure 5 below) associated with RDS East was placed on public exhibition in July/August 2020 and includes the proposed rezoning of land (currently utilised for residential purposes) for public recreation purposes (i.e. RE1 Public Recreation).

DRAFT



**Figure 5:** Fairfield Residential Development Strategy (East)

The rezoning of land for new open space areas (approximately 33,000m<sup>2</sup> in total area) is aimed at meeting passive/active recreation needs of increased population levels associated with the RDS East Planning Proposal, as well addressing stormwater detention issues attributable to increased impervious areas arising from future housing development.

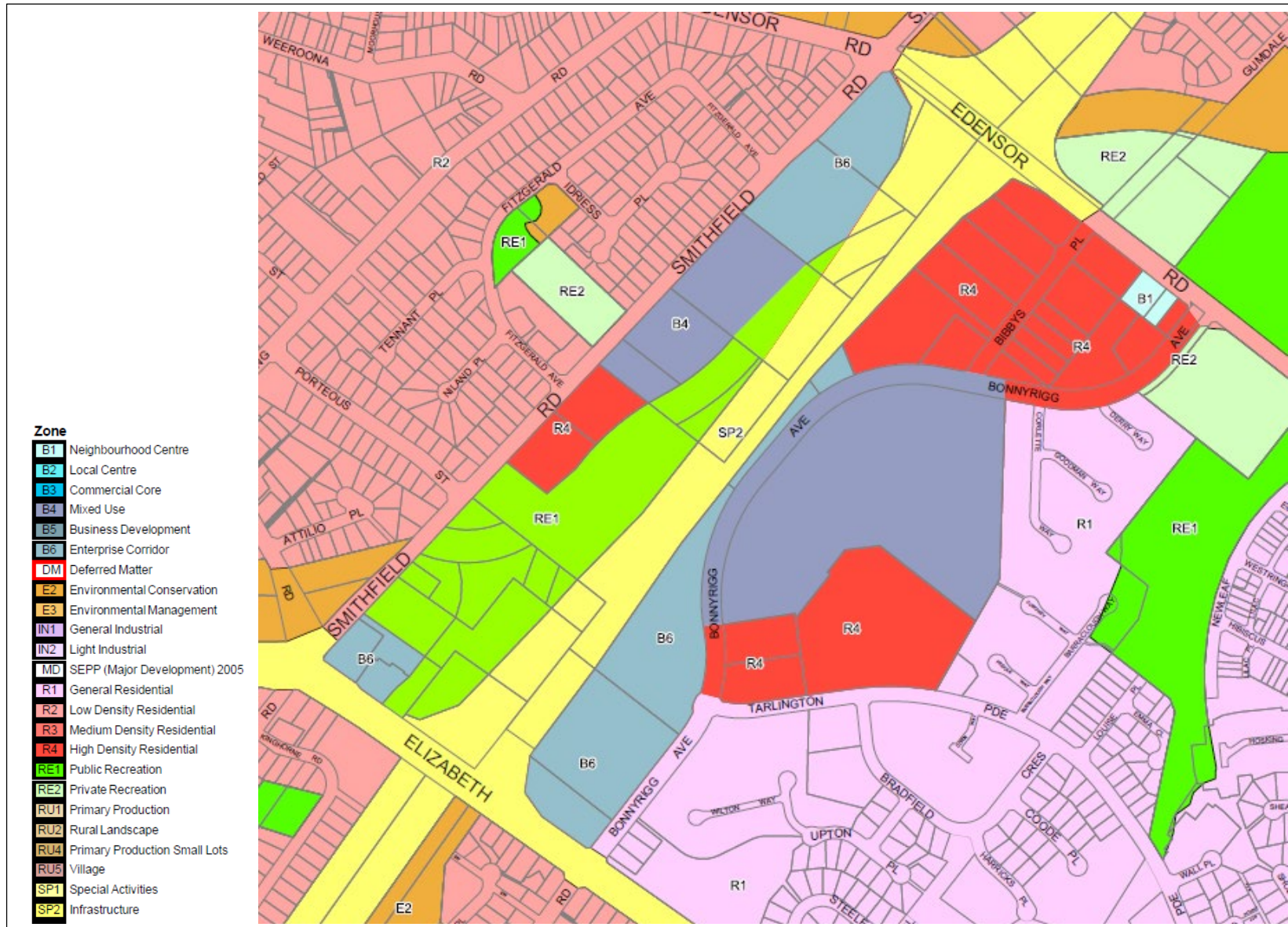
#### Planning Proposal – Bonnyrigg Deferred Area

In 2016, Council commenced a major strategic review of Bonnyrigg Town Centre that led to the preparation of a planning proposal aimed at implementing the NSW Standard LEP zones to the Bonnyrigg Town Centre Deferred Area (refer Figure 6). This work also had regard to the findings and recommendations of the Fairfield Employment Lands Study 2008 and Fairfield City Centres Study 2016 that resulted in the following zoning arrangements and changes that supersede the previous provisions of Fairfield LEP 1994:

- Rezoning of land zoned for special industrial purposes along the north section of Bonnyrigg Avenue to R4 High Density Residential development up to a maximum height of 6 storeys.
- Rezoning of land zoned for special industrial purposes along the south western section of Bonnyrigg Avenue to B6 Enterprise Corridor that permits shop top housing up to a maximum height of 8 storeys.
- Rezoning of the Bonnyrigg Plaza shopping centre from business district centre to B4 Mixed Use, permitting residential towers on the site up to 8 storeys subject to active street frontage requirements along Bonnyrigg Avenue being addressed.
- Rezoning of land along the eastern side of Smithfield Rd, between Elizabeth Drive and Edensor Rd to a combination (having regard to existing/proposed development on each site) of R4 High Density, B4 Mixed Use and B6 Enterprise Corridor and allowing for residential development on the lands ranging in height from 2-8 storeys.

At the time this Local Housing Strategy was being prepared, the Planning Proposal for the Bonnyrigg Deferred Area had been referred to the NSW DPIE and was awaiting gazettal.





**Figure 6:** Bonnyrigg Town Centre Deferred Area Planning Proposal

### Fairfield Local Environmental Plan 2013

The Fairfield Local Environmental Plan 2013 “LEP 2013” guides land use and development by zoning land, identifying what land uses are allowed in each zone and specifies development standards (such as height and minimum lot sizes), heritage and other clauses relating to local provisions and the town centres of Cabramatta, Canley Heights, Canley Vale, Fairfield and Villawood.

The Fairfield LEP 2013 includes four (4) residential zones ranging from R2 Low Density Residential which allows for low density residential accommodation including dwelling houses, dual occupancy, R3 Medium Density Residential to R4 High Density Residential which provides for larger residential flat buildings (apartment buildings). The B4 Mixed Use zone also provides for apartment buildings in the form of residential flat buildings and shop top housing. Further consideration of the Fairfield LEP 2013 in relation to current and future housing supply is provided in Section 3 below.

### Town Centre Urban Design Studies 2018 (Fairfield City Centre, Fairfield Heights and Villawood)

In parallel to the Phase 2 implementation of RDS East 2009 (above), Council prepared urban design studies (UDS) for the Fairfield City Centre (13 key sites over 2,500m<sup>2</sup>), Fairfield Heights Town Centre and Villawood Town Centre and adjoining of vacant land in Zone R4 High Density Residential land in the ownership of NSW and Housing Corporation. The urban design studies were adopted by Council on 27 March 2018.

### **Fairfield City Centre Key Sites Urban Design Study 2018**

The Fairfield City Centre Key Sites UDS (refer Figure 7 below) identified potential changes to maximum height and FSR controls for key sites which generated an estimated potential for 3,625 dwellings in the Fairfield City Centre in the long term.

Key Site	Site	Address	Site area m <sup>2</sup>	Estimated dwellings <sup>#1</sup>
1	Fairfield Forum	18-36 Station Street	42,957	1,200
2	Neeta City	1-29 Court Road	22,222	660
3	Aldi site (Vacant)	366 The Horsley Drive	8,170	230
4	McDonald's site	56-62 Court Road	2,790	90
5	George Weston Foods	311 The Horsley Drive <sup>#3</sup>	28,581	0
6	Ranglen Investments	291-303 The Horsley Drive <sup>#3</sup>	21,238	0
7	Cambridge Tavern	11 & 11A Alan Street	6,498	200
8	Fairfield RSL north site	14 Anzac Avenue	13,320	410
	Fairfield RSL south site	14 Anzac Avenue	7,650	300
9	Fairfield Hotel <sup>#2</sup>	1 Hamilton Road & 11 Railway Parade	3,273	95

Key Site	Site	Address	Site area m <sup>2</sup>	Estimated dwellings <sup>#1</sup>
10	Civic Precinct	Barbara, Harris and Kenyon Street	10,520	280
11	Chemist Warehouse site	11 Barbara St, 5A, 5 & 8 Kenyon Lane	1,980	160
12	Bing Lee site	73-75 Ware Street	1,470	
13	Nelson Street Car Park	Nelson Street <sup>#4</sup>	4,371	0
<b>Notes:</b> <sup>#1</sup> Upper estimate where a range is provided for the key site <sup>#2</sup> Concept without adjoining Council land <sup>#3</sup> Subject to proposals that address flood risk on site <sup>#4</sup> No residential – community facility/rooftop open space			<b>TOTAL</b>	<b>3,625</b>

The principles and recommended changes to planning controls were endorsed by Council on 27 March 2018, inclusive of supporting in principle landowner concepts for key sites subject to a detailed assessment of landowner initiated planning proposals.

Realisation of the new maximum height of building (see Figure 7 below) and FSR controls is subject to the submission of proponent led planning proposals for each key site.

These will enable more detailed consideration of:

- Public benefits in the UDS that may be delivered as part of the development – e.g. new roads and pedestrian links
- Traffic impacts including the potential impact on the surrounding local and State road networks, and
- need for new traffic infrastructure to be funded by development.



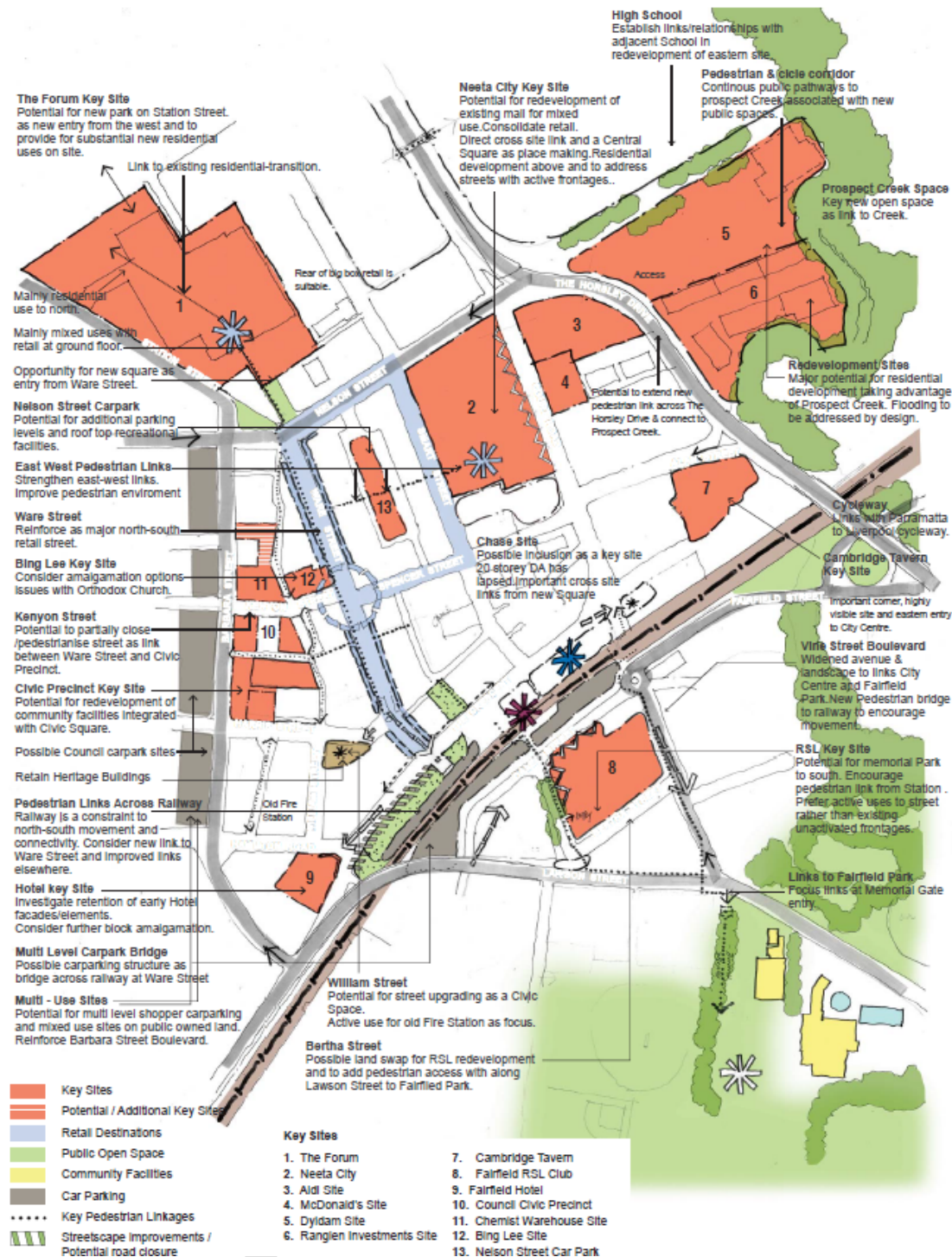


Figure 7: Fairfield City Centre Urban Design Study (2018)

### Fairfield Heights Town Centre Urban Design Study 2018

The Fairfield Heights Town Centre UDS, covering 4.8 hectares of Zone B2 Local Centre land, recommended changes to the maximum height of building which generated an estimated potential for 1,005 dwellings in the town centre in the long term with design excellence and the development of two key sites (refer Figure 8).

Site	Address	Estimated dwellings
Whole centre including design excellent bonuses.	B2 Local Centre zoned land excluding sites listed below	735
Brown Jug site.	47 Stanbrook Street	130
Station Street Gateway.	160-164 The Boulevard	140
	<b>TOTAL</b>	<b>1,005</b>

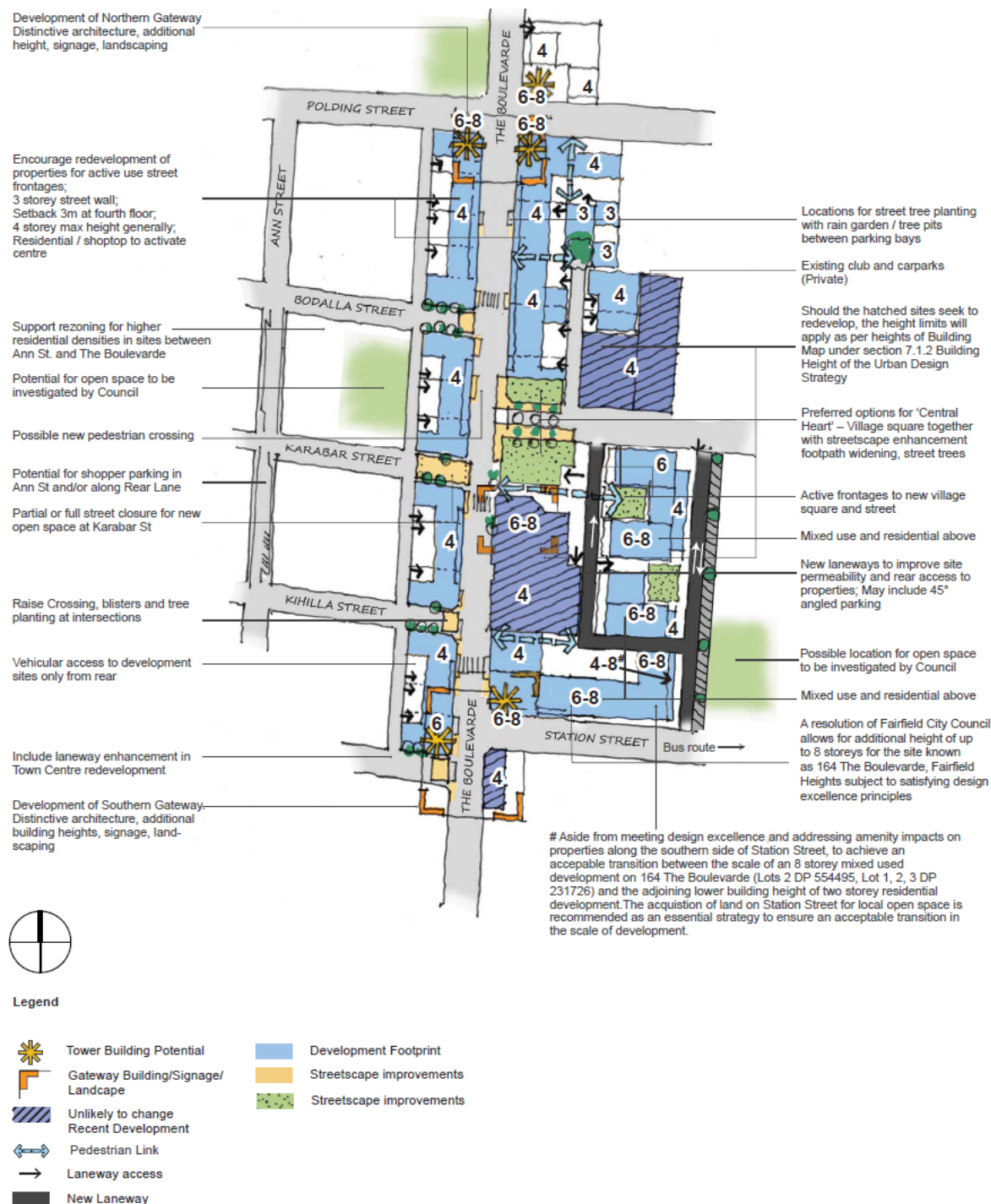
The principles and recommended changes to planning controls were endorsed by Council on 27 March 2018 (See Figure 8 below), inclusive of supporting in principle a landowner concept for a key site subject to a detailed assessment of the landowner's proposal.

A Council initiated planning proposal that implemented the recommended changes came into effect on 5 June 2020.

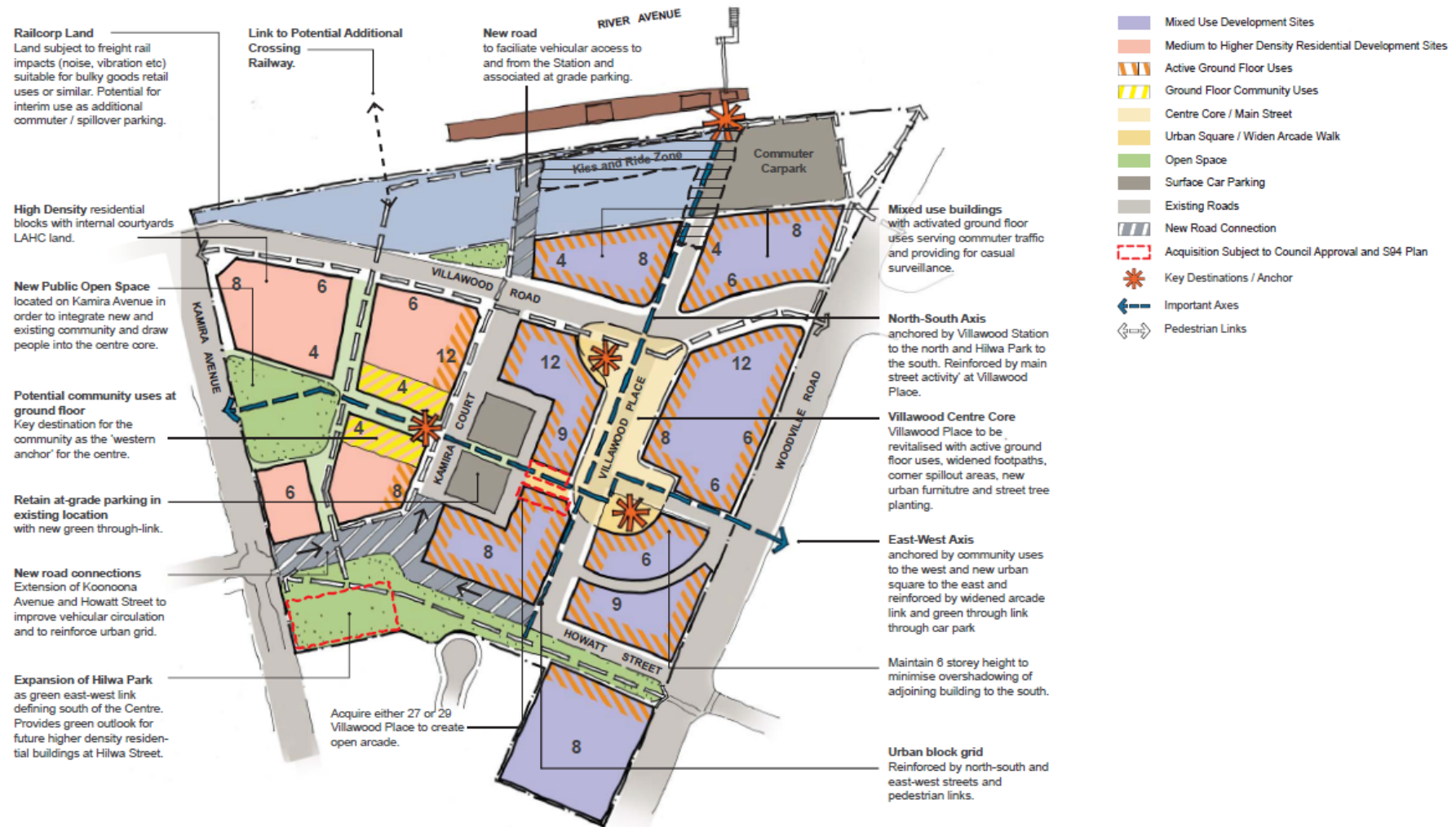
### Villawood Town Centre Urban Design Study 2018

The Villawood Town Centre UDS, covering 4.3 hectares of Zone B2 Local Centre land and 1.9 hectares of Zone R4 High Density Residential land, recommended changes to maximum height of building for the town centre and adjoining LAHC high density residential land. This will generate an estimated potential for 895 shop top dwellings in the town centre and 400 apartments in the adjoining LAHC high density residential zone in the long term (See Figure 9 below).





**Figure 8:** Town Centre Masterplan, Fairfield Heights Town Centre Urban Design Study (2018)



**Figure 9:** Town Centre Masterplan, Villawood Town Centre Urban Design Study (2018)

A condition of the Gateway Determinations for each of the town centre planning proposals was to address the traffic issues within the centres through a traffic study. The traffic study was referred to the NSW RMS and Transport for NSW, who required detailed traffic modelling of key arterial intersections in proximity to Fairfield Heights and Villawood Town Centres.

Transport modelling was subsequently undertaken and indicated that the scope of impacts of the proposed increased dwelling yields was within acceptable thresholds. The planning proposals for Fairfield Heights and Villawood Town Centres were endorsed by Council and included in an amendment to the Fairfield LEP 2013 (gazetted on the 5 June 2020).

### Town Centre Urban Design Studies

As discussed above, Council received funding under the Accelerated LEP Review Program to undertake a range of studies and strategies to inform the review of the Fairfield LEP 2013. Urban design specialists were commissioned to prepare Urban Design Studies for Fairfield City Centre (part) and the town centres of Cabramatta, Canley Vale, Smithfield, Carramar and Yennora. The recommendations of the Urban Design Studies have informed this Local Housing Strategy and are considered in Section 3 below.

### Fairfield City Centres Study 2015 and Fairfield City Centres Policy 2015

Council adopted the Fairfield City Centres Study 2015 and associated Fairfield City Centres Policy 2015 in February 2016. The Study and Policy aim to promote the future economic well-being of Fairfield City and include a new centres hierarchy which has been reflected in the Fairfield Local Housing Strategy, including:

- *Major Town Centre – Central Business District:* Fairfield City Centre (B3 Commercial Core, B4 Mixed Use and B6 Enterprise Corridor)
- *Subregional Centres:* Bonnyrigg and Prairiewood Town Centres (B4 Mixed Use)
- *Subregional Centre:* Bonnyrigg Town Centre (Deferred Matter (currently subject to a Planning Proposal))
- *Specialist Centre:* Cabramatta Town Centre (B4 Mixed Use and B6 Enterprise Corridor)
- *Local Centre:* Horsley Park Village (RU5 Village)
- *Local Centre:* Edensor Park, Greenfield Park, Wetherill Park Market Town, Wakeley, Canley Heights, Canley Vale, Fairfield Heights, Smithfield, Villawood and Fairfield West (Market Plaza) (B2 Local Centre)
- *Neighbourhood Centre:* Numerous small neighbourhood centres throughout Fairfield City (B1 Neighbourhood Centre)

Pursuant to actions of the Fairfield LSPS and Accelerated LEP Review Program, in 2019 Council commissioned a review of the Fairfield Business and Employment Land Studies to consider zoning of land to promote a robust economy and maximise job opportunities to address employment targets in the Western City District Plan.

As part of this work, an analysis is being undertaken of the proposed rezoning of land zoned for business/residential purposes in and around the town centres the subject of the urban design studies referred to above. The findings and recommendations of this review will be

incorporated into the package of strategic studies supporting public exhibition of the Fairfield Local Housing Strategy and future planning proposals.

### **Summary of Residential Provisions in Fairfield LEP 2013**

The Fairfield LEP (clause 1.2) includes two (2) aims specially related to housing:

- (a) To ensure that appropriate housing opportunities are provided for all existing and future residents and that those housing opportunities accommodate different lifestyles, incomes and cultures.
- (d) To ensure that development is properly integrated with, or assists in improving, Fairfield's public services, infrastructure and amenities.

The zoning table in the Fairfield LEP 2013 includes four (4) residential zones and a mixed use zone which together provide for the majority of housing opportunities in Fairfield City. A summary of each of the land use zones is provided below and in Tables 1 and 2:

**R1 General Residential Zone:** which accounts for approx. 74.66 hectares (or 0.7%) of land in Fairfield City and is located only within the Bonnyrigg Housing Estate associated with the Newleaf urban renewal project, being undertaken by the NSW Land and Housing Corporation. The previous Section provides details on the Bonnyrigg Living Communities Project, including anticipated dwelling numbers.

**R2 Low Density Residential Zone:** which accounts for approx. 3,744 hectares (or 36.0%) of land in Fairfield City and is the most common zone located throughout Fairfield City.

**R3 Medium Density Residential Zone:** which accounts for approx. 359 hectares (or 3.5%) of Fairfield City land is located in the vicinity of the Fairfield, Cabramatta and Villawood Town Centres and in areas of Fairfield Heights and Prairiewood.

**R4 High Density Residential Zone:** which accounts for approx. 179 hectares (or 1.7%) of Fairfield City land is located predominantly in and around Town Centres with railway stations.

**B4 Mixed Use Zone:** which accounts for approx. 74 hectares (or 0.7%) of Fairfield City land is located in the town centres of Fairfield, Prairiewood and Cabramatta.

**B1 Neighbourhood Centre and B2 Local Centre:** are Business Zones that are located throughout Fairfield City.

Shop top housing is also permissible in the **B6 Enterprise Corridor** zone which is located on the southern side of the Cabramatta Town Centre and a site on the eastern side of Fairfield Town Centre.

A summary of the residential land uses permitted with consent in the FLEP 2013 zones is provided in the Table 1 below.

RESIDENTIAL LAND USE	LAND USE ZONES							
	R1	R2	R3	R4	B1	B2	B4	B6
Attached dwellings	✓	✓	✓	✓	✗	✗	✗	✗
Boarding houses	✓	✓	✓	✓	✓	✓	✓	✗
Dual occupancies	✓	✓	✓	✗	✗	✗	✗	✗
Dwelling houses	✓	✓	✓	✓	✗	✗	✗	✗
Group homes	✓	✓	✓	✓	✗	✗	✓	✗
Hostels	✓	✓	✓	✓	✓	✓	✓	✗
Multi dwelling housing	✓	✗	✓	✓	✗	✗	✗	✗
Residential flat buildings	✓	✗	✗	✓	✗	✗	✓	✗
Secondary dwellings	✓	✓	✓	✓	✗	✗	✗	✗
Semi detached dwellings	✓	✓	✓	✓	✗	✗	✗	✗
Seniors housing	✓	✓	✓	✓	✓	✓	✓	✗
Shop top housing	✓	✗	✗	✓	✓	✓	✓	✓
Rural workers' dwellings	✗	✗	✗	✗	✗	✗	✗	✗

**Table 1:** Summary of permitted land uses in the Fairfield LEP 2013 Residential and Business Zones

The land use zones in the Fairfield LEP 2013 provide for the full range of residential accommodation types suitable for existing and future residents from single dwelling houses to residential flat buildings (apartments). Specialised residential accommodation types including seniors housing, boarding houses and group homes are also permissible (with consent) in all Residential Zones as shown in the Table below.

LAND USE ZONE	PERMISSIBLE LAND USES	LOT SIZE, FSR & HEIGHT STANDARDS
<b>R1 General Residential</b> (Bonnyrigg Heights) <ul style="list-style-type: none"> <li>To provide for the housing needs of the community.</li> <li>To provide for a variety of housing types and densities.</li> <li>To enable other land uses that provide facilities or</li> </ul>	attached dwellings boarding houses dual occupancies dwelling houses group homes hostels multi dwelling housing residential flat buildings secondary dwellings	Min. lot size – no min. Min. lot size dual occ. – no min. Max. FSR – no max. Max. Height – no max.



LAND USE ZONE	PERMISSIBLE LAND USES	LOT SIZE, FSR & HEIGHT STANDARDS
<p>services to meet the day to day needs of residents.</p> <ul style="list-style-type: none"> <li>To permit a range of non-residential land uses that are capable of integration with the surrounding locality.</li> </ul>	<p>semi-detached dwellings seniors housing shop top housing</p>	
<p><b>R2 Low Density Residential</b></p> <ul style="list-style-type: none"> <li>To provide for the housing needs of the community within a low density residential environment.</li> <li>To enable other land uses that provide facilities or services to meet the day to day needs of residents.</li> </ul>	<p>attached dwellings boarding houses dual occupancies dwelling houses group homes hostels secondary dwellings semi-detached dwellings seniors housing</p>	<p>Min. lot size 450m<sup>2</sup> Min. lot size dual occ. – range 600m<sup>2</sup> &amp; 900m<sup>2</sup> Max. FSR 0.45:1 Max. Height – 9m</p>
<p><b>R3 Medium Density Residential</b></p> <ul style="list-style-type: none"> <li>To provide for the housing needs of the community within a medium density residential environment.</li> <li>To provide a variety of housing types within a medium density residential environment.</li> <li>To enable other land uses that provide facilities or services to meet the day to day needs of residents.</li> </ul>	<p>attached dwellings boarding houses dual occupancies dwelling houses group homes hostels multi dwelling housing secondary dwellings semi-detached dwellings seniors housing</p>	<p>Min. lot size – no min. Min. lot size dual occ. – no min. Max. FSR range 0.45:1 &amp; 0.5:1 Max. Height – 9m</p>
<p><b>R4 High Density Residential</b></p> <ul style="list-style-type: none"> <li>To provide for the housing needs of the community within a high density residential environment.</li> <li>To provide a variety of housing types within a high density residential environment.</li> <li>To enable other land uses that provide facilities or services to meet the day to day needs of residents.</li> <li>To maximise opportunities for increased development</li> </ul>	<p>attached dwellings boarding houses dwelling houses group homes hostels multi dwelling housing residential flat buildings secondary dwellings semi-detached dwellings seniors housing shop top housing</p>	<p>Min. lot size – no min. Max. FSR range 0.8:1 &amp; 2:1 Max. Height – 16m &amp; 20m</p>

LAND USE ZONE	PERMISSIBLE LAND USES	LOT SIZE, FSR & HEIGHT STANDARDS
on all land by encouraging site amalgamations.		
<b>B4 Mixed Use</b> (Fairfield City Centre, Cabramatta & Prairiewood) <ul style="list-style-type: none"> <li>To provide a mixture of compatible land uses.</li> <li>To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.</li> <li>To support the development of Prairiewood, Fairfield and Cabramatta as the principal locations for specialist cultural, retail, business, tourist and entertainment facilities and services.</li> </ul>	boarding houses group homes hostels residential flat buildings seniors housing shop top housing	Min. lot size – no min. Max. FSR – range 2.5:1, 3:1, 3.5:1 & 4:1 Max. Height – range 10m, 18m up to 66m

**Table 2:** Summary Fairfield LEP 2013 Residential and Business Zones

## 1.2 Fairfield City Snapshot

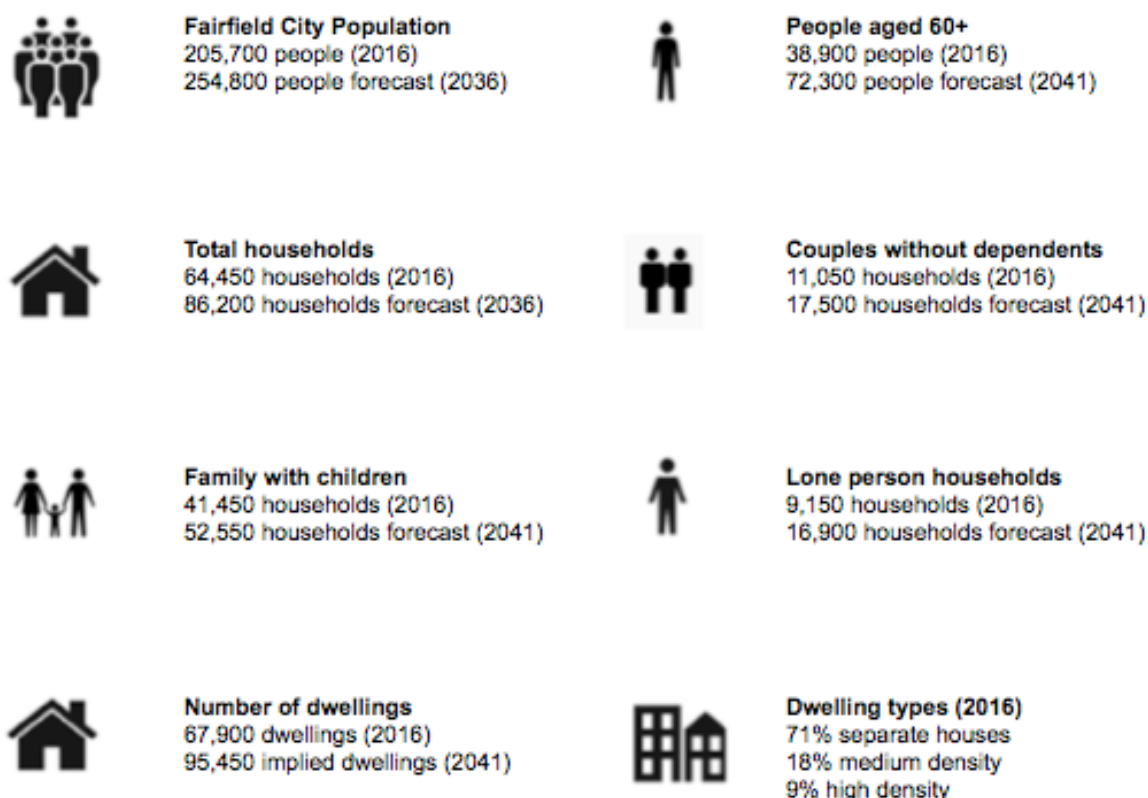
Fairfield City is located in Western Sydney, approx. 32km south-west of the Sydney CBD and covers an area of 102 square km, incorporating 27 suburbs.

Fairfield City is strategically located between Central City (Parramatta) and the Western Sydney Airport and Aerotropolis. Fairfield City is accessible by rail, the Liverpool to Parramatta bus transitway (T-way) and the M7 Motorway, which connects the M4 and M5 Motorways. Figure 10 below shows the location of Fairfield City within the Western City District, the existing four main town centres of the City, the main transport corridors, adjoining local government areas and centres within the Western City and Central River City, including the Western Sydney Airport and Aerotropolis.



**Figure 10:** Fairfield City Regional Context Map

A snapshot of the characteristics and key features of the demographic profile of Fairfield City at the 2016 Census and the changes forecast in the next 20 years is provided below; including characteristics that have an impact on the type and location of existing and future housing supply.



**Figure 11:** Snapshot of Fairfield City characteristics based on the Census 2016 and NSW Population Projections 2019, Fairfield City, Department of Planning

## A history of Fairfield City's growth and development

For 30,000 years before Europeans arrived, the area now known as Fairfield City was home to the Cabrogal, an Aboriginal clan of the Darug people, whose lands were around Cabramatta Creek. Evidence of this period has been found in the form of scarred trees, stone tools and campsites, largely around the creeks.

Early in the Sydney colony's history, the area was found to be suitable for agricultural production and the first land grants were made in 1791. Due to the rich soil of the flood plains, agriculture, farms and dairies quickly emerged. In the mid-1880s the land was used mainly for timber logging, farming and vineyards.

The construction of the railway between the townships of Parramatta and Liverpool in 1856 enabled the population to grow and the Fairfield Township to develop. The railway supported the transport of bulk freight associated with the expansion of local industries, and saw the



emergence of more intensive agricultural industries including orchards, agricultural farms, tanneries, and sawmills.

By 1888 the area was gazetted as the Municipality of Smithfield and Fairfield and continued to see the population expand from 2,500 in 1900, growing to 5,303 residents by 1921 when the City was renamed the Municipality of Fairfield.

Due to a combination of factors including the Cumberland Planning Scheme's approach to decentralisation, NSW Housing purchasing large land holdings for development, and changes to Australian migration policies (including the development of 'Migrant Hostels' in Cabramatta and Villawood) from the late 1940s Fairfield LGA's population grew rapidly. A focus of this growth was new housing development for the post-WWII baby boom, which saw an influx of typically Southern and Eastern European immigrants looking to establish a new life in Australia.

From the 1970s, a new period of migration from war torn countries in Asia and the Middle East began, with refugees from the Vietnam War in the 1970s, and the Iran/Iraq War in the 1980s. Large numbers of Vietnamese people settled in Cabramatta, along with Cambodian, Laotian, Khmer and Hmong communities due to the existing Migrant Hostel, while the Assyrian migrants largely settled around Fairfield, and Fairfield Heights. South American migrants mainly from Chile, Argentina and Uruguay also settled in Fairfield City during this period. This migration also corresponded to the development of four to five storey walk-ups predominantly surrounding Cabramatta and Fairfield Town Centres, a trend that was common in Sydney during this period.

From a population of 27,000 in 1948, by 1979 the population of Fairfield City grew to 127,000. Over time, Sydney's urban sprawl led to many of the market gardeners being pushed out of Prairiewood, Wetherill Park and Smithfield, and the 1980s saw greenfield development west of the Cumberland Highway in the form of predominately single dwellings.

The most significant urban renewal project since the 1980s was the redevelopment of the Bonnyrigg Housing Estate (NewLeaf). The project was designed to create new social and private housing by redesigning, renewing and reinvigorating the existing 81 hectare public housing estate.

Since 2016 there has been a significant increase in the number of overseas arrivals who have settled within the LGA with almost 10,000 humanitarian, family and skilled visa holders calling Fairfield their home over the two-year period (DSS Data January 2016 – January 2018).

### Fairfield's diverse population

Fairfield had an estimated resident population of 211,695 people in 2019 (205,700 in the 2016 Census) and the population is forecast to increase to 264,600 people by 2041<sup>6</sup> (refer Section 2 below). Since the end of the Second World War, the community has played a significant role in welcoming new migrants and refugees with more than 100,000 residents, or over 50% of the total population, born overseas and settled in Fairfield since 1960.

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<sup>6</sup> Department of Planning and Environment (2019), *2019 New South Wales State and Local Government Area population and household projections*. Sydney, NSW.



Fairfield City settled more than 9,000 refugees, or over 45% of refugees settling in NSW, in the three years to 2018.

The 2016 Census showed that approx. 70% of residents spoke a language other than English at home compared to 36% in Greater Sydney and more than half of Fairfield City's population (54%) were born overseas, compared to 37% in Greater Sydney.

The number of migrants in Fairfield City has grown significantly in the past three years with more than 9,000 refugees (about 50% of NSW arrivals) settling within Fairfield City. This population increase requires infrastructure support including housing options (including affordable housing), schools, community facilities, transport and recreation.

In recent years, the City's population has grown slowly, providing opportunities for people seeking to settle in a more affordable area conveniently located between the Western Sydney regional centres of Parramatta and Liverpool. These centres have good accessibility via rail and a dedicated busway.

At the 2016 Census 71% of households in Fairfield City lived in a separate house, 18% in medium density (semi-detached, townhouses and villas) 9% high density (flats and apartments). New housing will continue to be provided with greater housing diversity in areas close to services, facilities and public transport.

#### High levels of socio-economic disadvantage

In addition to being one of the diverse local government areas in NSW, Fairfield City is also the most disadvantaged non-rural local government area in NSW according to the socio-economic indices for advantage (SEIFA), which measures the relative level of socio-economic disadvantage and/or advantage based on a range of Census characteristics<sup>7</sup>. Affordable housing and housing security plays a vital role in improving the quality of life of people experiencing socio-economic disadvantage.

Over the past five (5) Census periods (1996 – 2016) individual and household incomes in Fairfield City have all risen at a slower rate than Greater Sydney. This is reflective of the comparatively lower levels of education, skills training and qualifications held by Fairfield residents, and higher levels of unemployment and housing stress. This gap has been steadily increasing with incomes and the income growth of Fairfield City residents falling further behind Greater Sydney (ABS 1996, 2001, 2006, 2011, 2016).

#### Public transport infrastructure

There are six (6) train stations located in the eastern area of Fairfield City; Fairfield, Cabramatta, Canley Vale, Fairfield and Yennora. These stations are serviced by the T5 and T2 links between the Sydney CBD and Liverpool and Parramatta centres, while Carramar and Villawood Stations are located on the T3 Liverpool line, with less frequent services to Liverpool, Bankstown and the Sydney CBD. Rail patronage from Transport for NSW

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<sup>7</sup> Australian Bureau of Statistics, Census of Population and Housing 2016. Compiled in profile.id by .id the population experts (<https://profile.id.com.au/fairfield/seifa-disadvantage>)

indicates that Cabramatta and Fairfield are some of the busiest stations on the Sydney network.

The Western area of the city is serviced by the Transit-Way (T-Way), a dedicated rapid bus corridor that connects Liverpool to Parramatta. Fourteen T-Way stations, including stops at Prairiewood, Bonnyrigg, St Johns Park and Wetherill Park are located within Fairfield City. The journey from the Bonnyrigg T-Way Station, one of the busiest within Fairfield LGA, to Liverpool takes approx. 23 minutes, while a journey to Parramatta takes approx. 40 minutes.

### Road network and capacity

Fairfield LGA is serviced by several major roads that connect to major strategic centres such as Parramatta via Woodville Road or the Cumberland Highway, Liverpool or the Sydney CBD via the Hume Highway and M5 Motorway and the strategic orbital link of the Westlink M7 that runs through the western portion of Fairfield.

As part of the Fairfield LSPS 2040 Actions, Council commissioned traffic consultants to prepare a comprehensive integrated transport strategy for the City that will address:

- Major land use sites, activity centres and travel generators within Fairfield City
- An understanding of any proposed future rezoning within the City, including those associated with the town centre urban design studies (above).
- Land use forecasts and growth targets for the City.
- Assessment of the long-term transport networks and land-use planning impacts.
- Conceptual advice on achieving the 30-minute vision
- Identification of key transport corridors, desirable upgrades and their protection for the future.
- Constraints on the movement of freight and options to improve its efficiency.
- A review of the car parking rates and their suitability for local conditions.
- Alignment with State Government transport initiatives. This is to include the potential for new rail stations along the Parramatta to Western Sydney Airport metro passenger line (Prairiewood Town Centre and Cecil Park initially).
- Identifying long term development of transport corridors and connecting various facilities.

The findings and recommendations of the Transport Strategy will accompany public exhibition of this Strategy and future planning proposals.

### Town Centres and businesses

The heart of the City is the Fairfield City Centre, a cosmopolitan destination which acts as a magnet for new residents creating new lives and embracing lifestyle and employment opportunities. Cabramatta is a regional 'Taste of Asia' tourist drawcard for Vietnamese and South-East Asian food, restaurants and commerce. Bonnyrigg has emerged as a place of cultural unity and diversity that reflects 'all the world in one place' within a green environment. Prairiewood provides a high-value regional shopping and recreational experience.

Many residents who have settled in the City have a history of entrepreneurship, with success in local and national businesses proudly emerging from Fairfield City. There remains, however, the challenge of addressing high social disadvantage, low incomes, poor health outcomes, the highest rates of gambling losses nationally and higher-than-average unemployment. Nevertheless, the City is a centre of excellence in settlement for refugees. This is achieved through broad community support and non-government organisations that strive to provide support and assistance to new residents to achieve their potential.

### Industrial lands

In the post-war years, manufacturing in the east of the City and agricultural uses in the west provided employment and prosperity. Despite the impacts of globalisation, manufacturing concentrated in the Smithfield/Wetherill Park industrial area remains a key priority as it changes due to innovation and new technology. The City's location allows a diverse range of industries, including emerging industries, logistics and trade, administrative, professional, health and education centres in the region, with rail providing access to jobs within the Sydney CBD.

With 786 hectares of zoned industrial land, the Smithfield-Wetherill Park industrial precinct is one of the largest in Greater Sydney, with manufacturing being the largest source of Fairfield City's employment. In 2015/16 manufacturing generated 12,164 local jobs (18.3% of Fairfield City's total employment, remaining fairly stable from the 12,976 jobs (20.7%) in 2010/11.

With the emergence of Western Sydney airport, set to transform the manufacturing and logistics landscape of the Western City, is expected to have an impact on employment generation in Fairfield City.

### Natural environment

While a large portion of the LGA is predominantly urban, Fairfield City benefits a variety of natural assets including its creeks, remnant Cumberland woodland, Western Sydney Parklands to the West of the City and Chipping Norton Lakes to the south-east.

Fairfield City is located in the Cumberland Plain, containing the Hawkesbury-Nepean and the Georges River systems. It is home to ecologically endangered Cumberland Plain Woodland, with the Western Sydney Regional Parkland and green grid along the City's creek lines providing a link to remnant native vegetation within both urban and rural landscapes. This also provides the opportunity to discover the City using a well-established citywide cycleway network.

Over 80kms of creeks flow through Fairfield City. The majority of creeks to the east of the city form part of the Georges River Catchment, with the creeks west of the city forming part of the Hawkesbury catchment.

While Fairfield's creeks offer the City many benefits, including an adjacent network of cycling and walking paths, critical habitat for wildlife and vegetation and help to create a cool respite from urban heat island effect, they also pose flooding risks. As large portions of Fairfield City sit within the Georges River floodplain, Council has undertaken extensive flood studies for most parts of the city that have identified areas of mainstream and overland flooding.

Lansvale, Carramar and Fairfield are the most flood-affected areas within the City, and care needs to be taken to ensure increased development does not put residents' lives or assets at risk.

Urban runoff due to poor stormwater design can also have a negative impact on the health of the waterways. Future development and urban intensification needs to be sensitive to ensure any impacts are minimised.

While there is limited remnant vegetation in the area, almost all native vegetation within the Fairfield LGA is comprised of endangered ecological communities including Cumberland Plain Woodland. Western Sydney Parklands also runs through the LGA, one of the community's largest natural assets.

### Fairfield City Areas

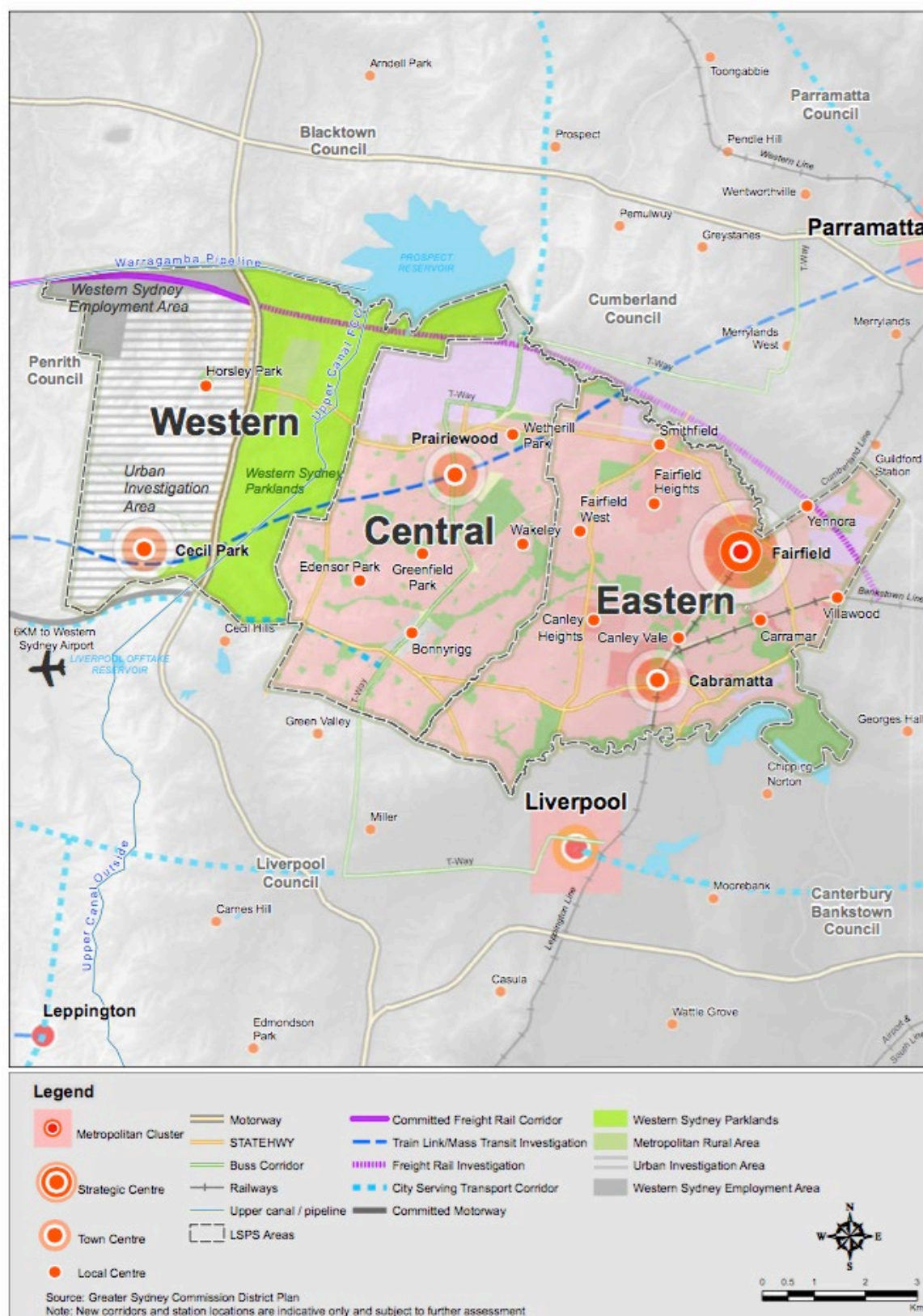
Fairfield City includes a range of different housing from single detached dwellings to multi storey residential apartments, with residential development broadly characterised in three (3) distinct areas (refer Figure 12), these boundaries generally reflect historic settlement patterns and/or other key features including transport infrastructure:

- **Eastern Area** is the oldest urban area of Fairfield City, built around the railway lines (from the mid-1800s) and includes the main town centres of Fairfield and Cabramatta. Other smaller town centres provide local shopping, fresh food, restaurants and services for the surrounding residential neighbourhoods. The area features a range of housing types including higher density and mixed use living around the town centres.
- **Central Area** includes the main town centres of Prairiewood and Bonnyrigg, with several smaller local centres providing day-to-day services. The area is predominantly low-density single and two storey residential greenfield development built in the 1980s-2000s. The area is serviced by the T-Way connecting to Liverpool and Parramatta.
- **Western Area** containing the Western Sydney Parklands and the rural lands, a mixture of agricultural and rural lifestyle uses. The western area includes the Fairfield Rural Lands Urban Investigation Area (UIA).

Within these areas exists a hierarchy of centres, ranging from the major centre of Fairfield, subregional centres of Prairiewood, Bonnyrigg and Cabramatta to local centres including Fairfield Heights, Villawood, Canley Heights and Smithfield.

The Local Housing Strategy identifies future housing opportunities in the short and medium term primarily in the eastern area of the City, an area with excellent access to public transport (rail and bus) and established town centres which provide for a range of retail, commercial and other services.





**Figure 12:** Fairfield City Areas Map, Fairfield Local Strategic Planning Statement (2020)



### 1.3 Housing Vision

The Fairfield Local Housing Strategy will provide the guiding framework in planning for new housing in Fairfield City in the short to medium term (2016-2026) and investigation for housing opportunities in the next 20 years (to 2036) which will meet the demands of a growing and changing population and create liveable neighbourhoods, specifically responding to:

- **Housing need:** the projected housing need and demographic characteristics of the existing and growing Fairfield community, including different cultural, socio-economic and age groups, and the availability of a range of housing types, tenures and price.
- **Housing diversity:** including a mix of dwelling types and sizes, seniors and aged care housing, group homes and boarding houses.
- **Alignment of infrastructure:** opportunities to optimise housing locations which have access to existing and proposed transport infrastructure enabling access to jobs, health, education and recreation facilities that align with State and local government infrastructure priorities.
- **Displacement:** managing potential impacts of housing growth on existing communities, including understanding the location and volume of affordable rental housing stock.
- **Amenity:** investigating opportunities to improve amenity including the public realm, recreation and open space and increased walkable and cycle-friendly connections to centres.
- **Engagement:** engaging the community on a range of housing options and identifying neighbourhood priorities that can be integrated with new housing and benefit existing and future communities.

The factors considered in the preparation of the Strategy include:

- **Capacity:** identifying land with the potential for rezoning for increased residential development.
- **Good design:** buildings that exhibit good design in neighbourhoods that are walkable, cycle friendly, connected to transport and services, and have a mix of land uses to support active healthy and socially-connected communities.
- **Environment:** green infrastructure including biodiversity and waterways, local features such as topography, open space, heritage and cultural elements, visual impacts, natural hazards such as flooding and bushfire.
- **Mix:** a mix of housing types that allows people to relocate within their local area and stay connected to community services, friends and family.
- **Affordable rental housing:** through providing a range of housing types and sizes for those on moderate incomes and investigate requirements for affordable rental housing in new residential developments for low and very low income households.

- **Local character:** recognising the distinctive and valued combination of characteristics that contribute to local identity.
- **Delivery:** the staging of enabling infrastructure, upgrades or expansions of local infrastructure such as schools, open space including sportsgrounds and community facilities.
- **Monitoring:** initiate a monitoring program to keep track of homes completed and ready for occupation to assess the short term and medium term outcomes of the local housing strategy.

As noted in Section 1, a number of separate studies and strategies are being prepared in parallel with this Local Housing Strategy and being funded under the Accelerated LEP Review Program. These will assist in identifying specific actions to address the above matters.

DRAFT

## 2. The Evidence

This Section establishes the demographic, housing and affordability context for Fairfield City. It comprises an overview analysis of data on population, housing and infrastructure that is required to inform the type of housing that is needed in Fairfield City in the short, medium and long term.

### 2.1 Demographic Overview

#### Population

Fairfield City had a population of 205,700 people in the 2016 Census, an increase of approx. 9,200 people in the five years since 2011. The ABS Estimated Resident Population for 2019 is 211,695, and increase of approx. 6,000 people since 2016. Detailed information on population change in Fairfield City is available through the Fairfield City Profile page on Council's website (<https://www.fairfieldcity.nsw.gov.au/Your-Council/Fairfield-City-Profile>).

The key characteristics of the Fairfield City population in the 2016 Census, compared with the population of Greater Sydney, include:

- **Median age of 36 years**, same as that for Greater Sydney
- Household group "**couples with children**" accounts for 42% of households, larger than the 35% for households in Greater Sydney
- "**Lone person households**" accounted for 15% of households, less than the 20% for Greater Sydney
- **Aboriginal and Torres Strait Islanders** accounted for 0.7% of the Fairfield City population
- **Medium and high density housing** accounts for 27% of housing, significantly less than the 44% for Greater Sydney
- **Median weekly household income** was \$1,220, less than the median for Greater Sydney \$1,745
- **Median weekly rent** was \$355, less than the median for Greater Sydney \$447. Households renting accounted for 34%, similar to the 33% for Greater Sydney
- **Households with a mortgage** accounted for 28%, slightly less than the 32% for Greater Sydney
- People who were **born overseas** accounted for 54% of the Fairfield City population, more than the 37% for Greater Sydney
- 71% of the Fairfield City population **speak a language** at home other than English, compared to 36% for Greater Sydney
- People with **university qualifications** differ between Fairfield City and Greater Sydney (11% and 28% respectively), while those with a trade qualification (certificate) are similar to Greater Sydney (14%)

- **Unemployment rate** for Fairfield City was 10.5%, significantly higher than the 6.0% for Greater Sydney, similarly the participation rate (population in labour force) was less in Fairfield City (50%) compared with 62% in Greater Sydney
- **Public transport** (to work) accounted for 15% of Fairfield City population, compared with Greater Sydney (23%)
- **SEIFA index of disadvantage**<sup>8</sup> 2016 identified Fairfield City at 856, compared with Greater Sydney 1018 points
- ABS estimated that in 2016 there were 2,230 **homeless persons** in Fairfield City.<sup>9</sup>

### Age Groups

Service age groups divide the population into age categories that reflect typical life-stages, which can be an indicator of the level of demand for services that target people at different stages in life, and how that demand is changing. The age structure of the population also impacts on household types and dwelling types.

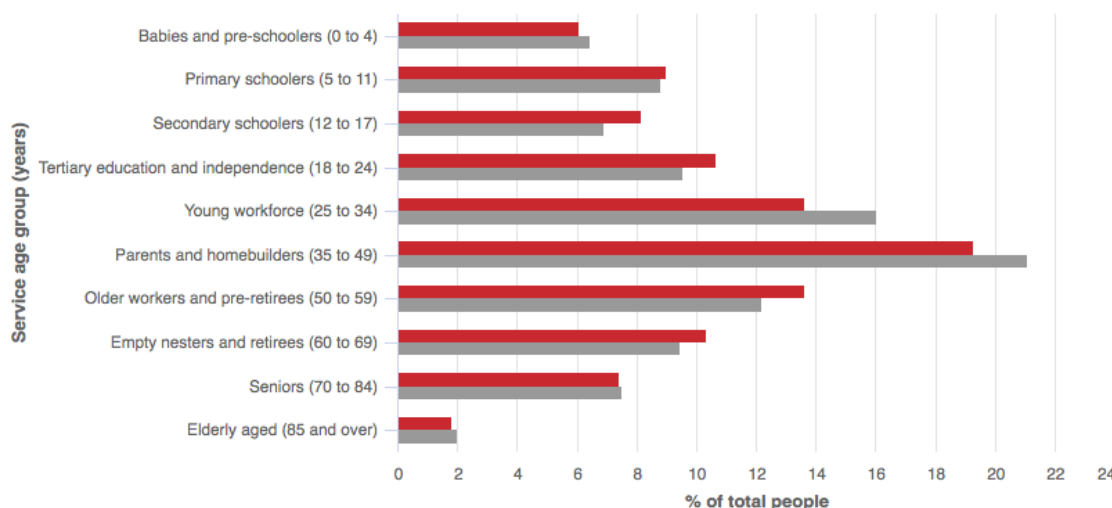
In 2016, Fairfield City had a higher proportion of children (under 18) and a higher proportion of persons aged 50+ than Greater Sydney as shown in Figure 13. The Figures shows that in Fairfield City people in the “young workforce” group and “parents and homebuilders” group were less than in Greater Sydney.

### Age structure - service age groups, 2016

[export](#)

Total persons

■ Fairfield City ■ Greater Sydney



Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Usual residence data). Compiled and presented in profile.id by .id, the population experts.

**Figure 13:** Fairfield City and Greater Sydney Service age groups at the 2016 Census

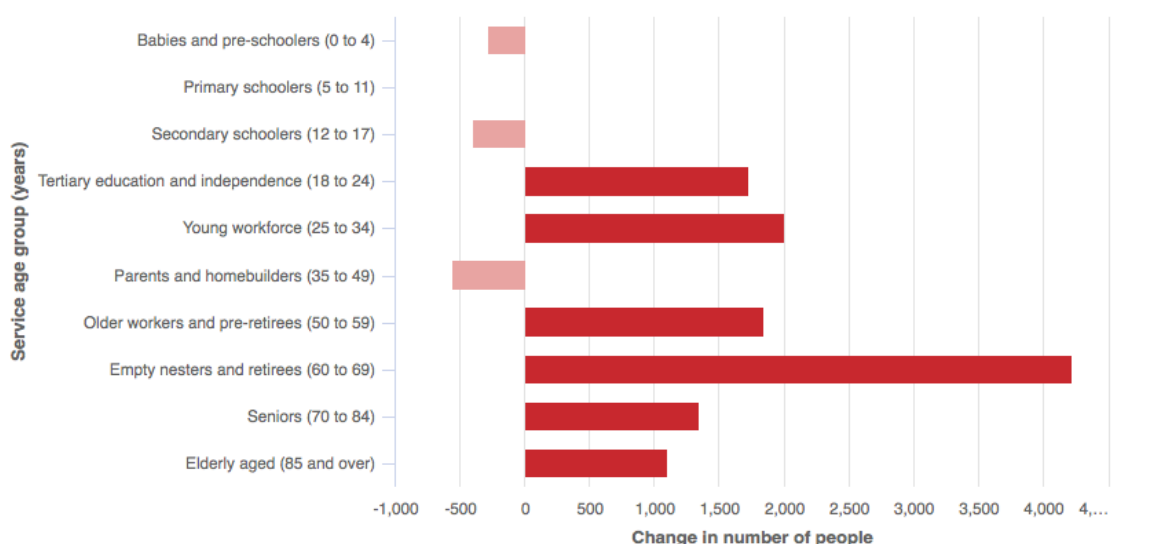
<sup>8</sup> Socio-Economic Indexes for Areas (SEIFA), developed by the ABS, ranks areas in Australia according to relative socio-economic advantage and disadvantage. The indexes are based on Census information.

<sup>9</sup> Source: ABS, 2049.0 Estimating Homelessness, 2016

There has been a strong trend towards a rapidly ageing population in the 10 years between the 2011 and 2016 Census, with the largest growth recorded for “older workers and pre-retirees” (aged 50–59), “empty nesters and retirees”, “seniors” (aged 70–84) and the “elderly aged” (85 and over) as shown in Figure 14. The age groups experiencing a decrease in numbers between the 2011 and 2016 Census include “parents and homebuilders” (aged 35–49) and the associated children (under 18).

### Change in age structure - service age groups, 2011 to 2016

Fairfield City - Total persons



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 and 2016 (Usual residence data). Compiled and presented in profile.id by .id, the population experts.

**Figure 14:** Changes in age structure, service age groups between 2011 and 2016 Census

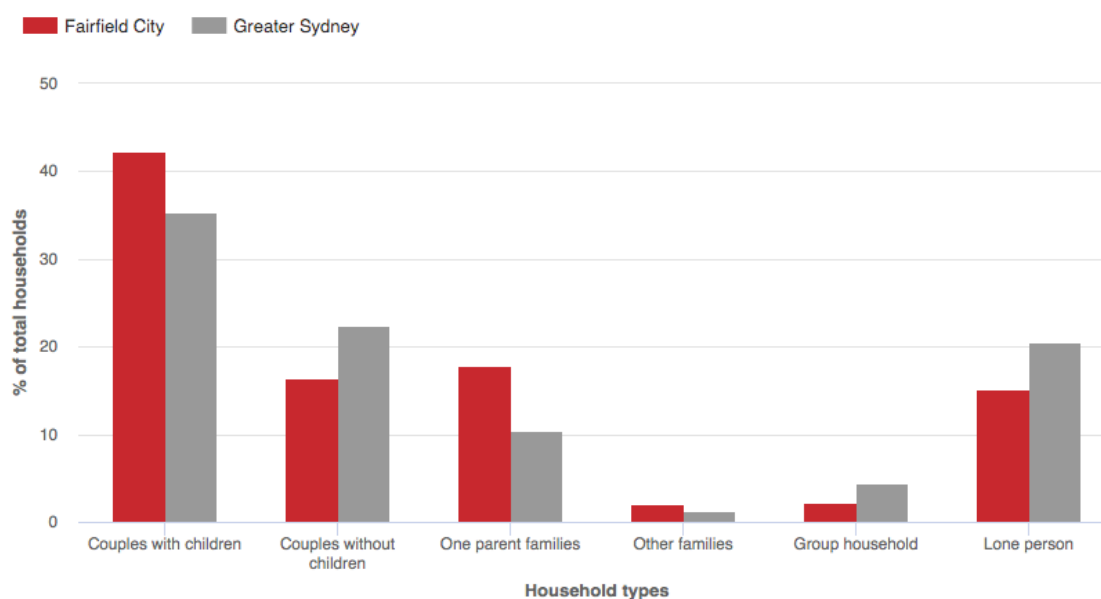
### Households

In 2016 the majority of households in Fairfield City were “couples with children” (42.3%), with “one parent families” (17.9%), “couples without children” (16.5%), “lone person” (15.1%) and “group/other” (2.2%) accounting for the remaining households.

A comparison of the household type (%) in Fairfield City compared with Greater Sydney for 2016 is shown in Figure 15, showing a higher proportion of couples with children as well as a higher proportion of one-parent families. Overall, 42.3% of total families were couple families with children and 17.9% were one-parent families, compared with 35.3% and 10.4% respectively for Greater Sydney. There was a lower proportion of lone person households and couples without children than Greater Sydney.



## Household type, 2016

 export 


Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Enumerated data). Compiled and presented in profile.id by .id, the population experts.

**Figure 15:** Fairfield City and Greater Sydney household types at the 2016 Census

The number of households in Fairfield City increased by 1,918 between 2011 and 2016. The largest changes in family/household types between 2011 and 2016 were increases in:

- One parent families (+411 households)
- Lone person (+277 households)
- Couples with children (+183 households)
- Group households (+181 households)

The 2019 Population Projections<sup>10</sup> estimate that by 2036 in Fairfield City there will be 86,200 households; “family with children” will continue to account for more than half of these households (56%), while “couple-only” (19%) and “lone person” households (18%) will be similar and group/other households will continue to account for the smallest group.

### Dwellings

At the 2016 Census there were 62,733 dwellings in Fairfield City, an increase of 2,540 dwellings from the 2011 Census (60,193 dwellings).

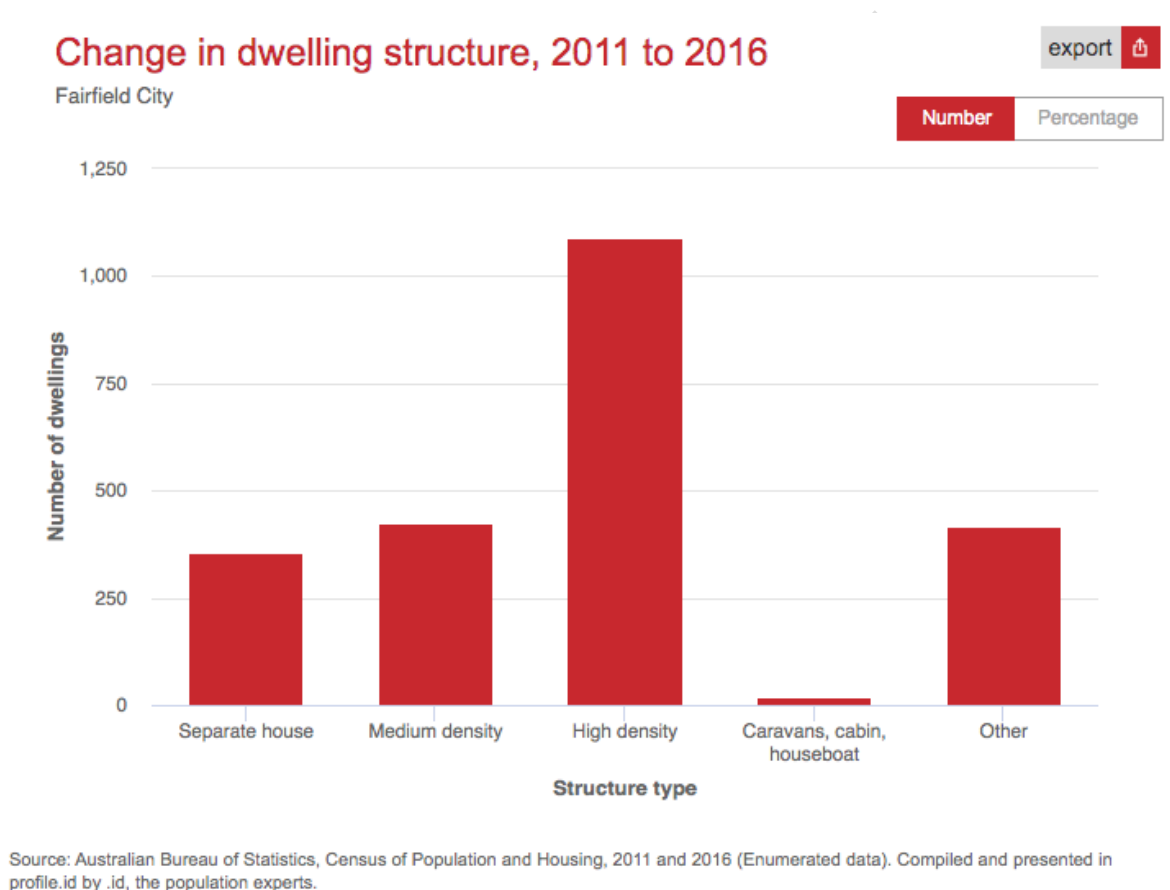
The type of dwelling is an important feature in ensuring that current and future households have the most suitable accommodation. A greater concentration of higher density dwellings is likely to attract more young adults and smaller households, often renting. Larger, detached or separate dwellings are more likely to attract families and prospective families.

At the 2016 Census of the 62,733 dwellings in Fairfield City, 71% were low-density or separate houses, which is a slight decrease from the proportion in 2011 (73.6%). Medium density (18.2%) and high density (9.2%) generally accounted for the remaining dwelling, with the proportion of high density increasing from 2011 (7.7%).

<sup>10</sup> Based on Fairfield City Council 2019 NSW Population Projections, Department of Planning

As shown in Figure 16, the largest changes in the type of dwellings between 2011 and 2016 were:

- High density (+1,090 dwellings)
- Medium density (+425 dwellings)
- Other (+415 dwellings)<sup>11</sup>
- Separate house (+354 dwellings)

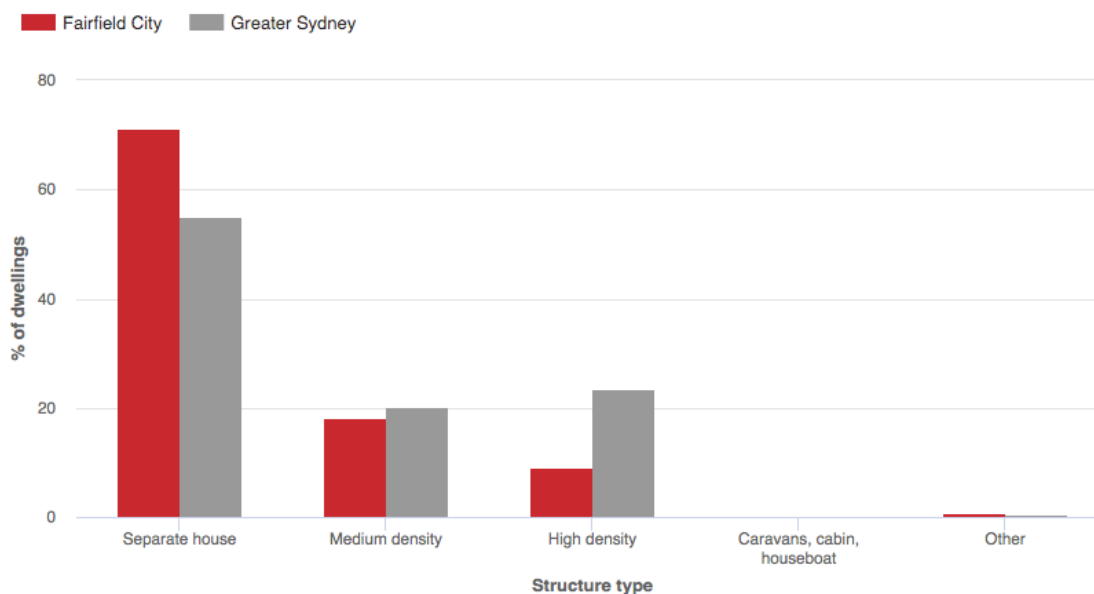


**Figure 16:** Change in dwelling structure in Fairfield City between 2011 and 2016 Census

Figure 17 below shows a comparison of the dwelling types in Fairfield City and Greater Sydney in the 2016 Census showing Fairfield has a higher proportion of separate houses and lesser proportion in medium and high density dwellings.

<sup>11</sup> 'Other' includes houses and flats attached to shops or offices, and improvised homes, tents and sleepers out on the Census night.

## Dwelling structure, 2016

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Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Enumerated data). Compiled and presented in profile.id by .id, the population experts.

**Figure 17:** Dwelling structure comparison Fairfield City and Greater Sydney at the 2016 Census

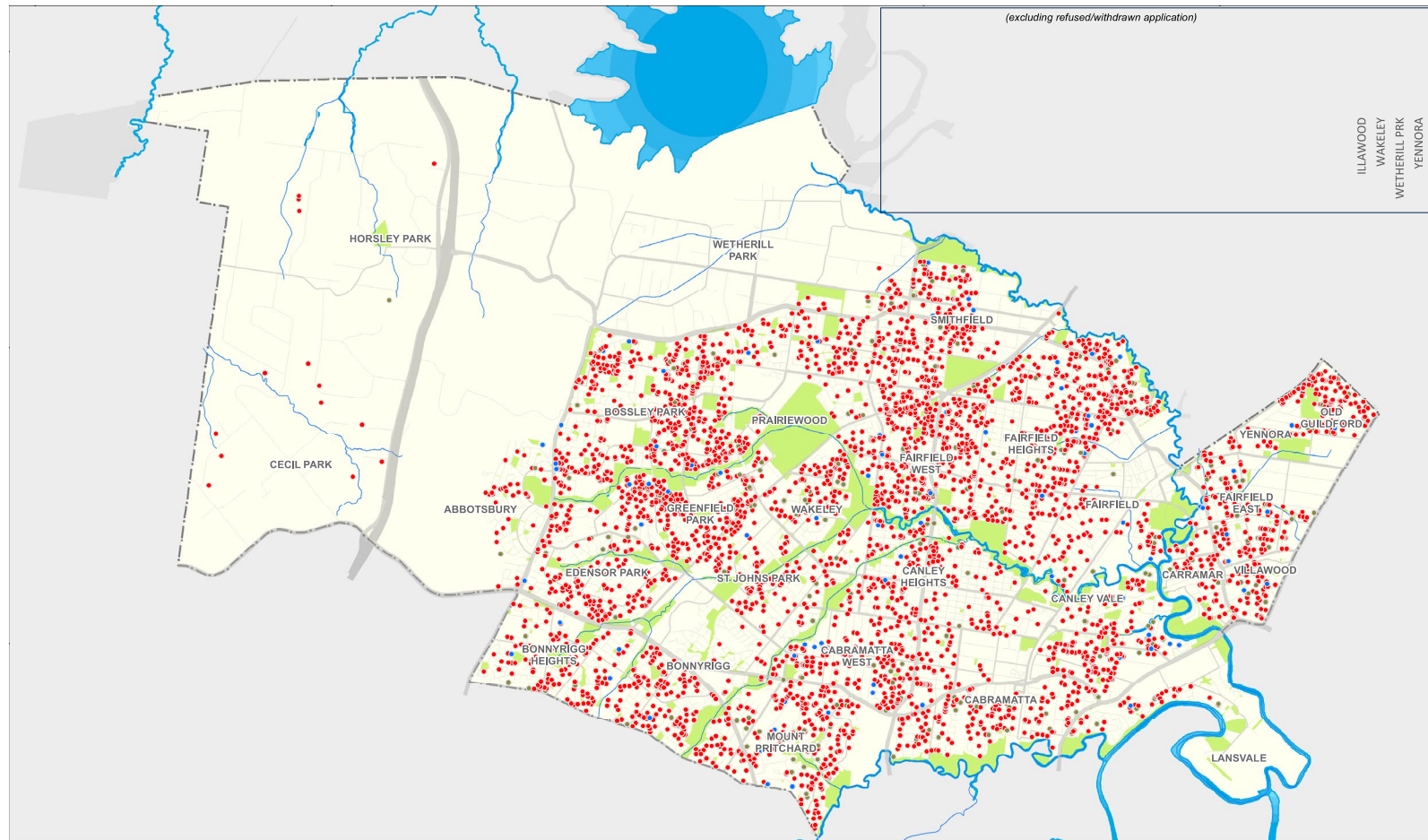
The ageing population is also a major housing issue for the local housing strategy. This Strategy will need to provide local controls to supplement those within State planning policies where necessary to provide seniors housing and aged care facilities.

### *Secondary dwellings (granny flats)*

The significant contributor to the City's housing stock over the past 8 years has been in the form of secondary dwellings (granny flats), with approximately 3,700 approved between 2011 and July 2020 as shown in Figure 18 below.

These are permitted under State Government planning rules for affordable housing. Secondary dwellings are not monitored by the State Government and data on occupancy rates is unavailable from the Census. Council has also sought occupancy data from Federal Government agencies that would provide greater insight into the occupants of granny flats (particularly vulnerable people such as refugees). Unfortunately, the responsible Federal government agencies are not prepared to provide access to this data.

This situation presents significant problems in planning for infrastructure and services that Council will need to address, in conjunction with the State Government, as part of future planning. It is clear that Council needs to work with the State Government to develop a more strategic approach to the issue of secondary dwellings in Fairfield City.



**Figure 18:** Map of Secondary Dwellings Approvals in Fairfield City (2004 to 2020)

## 2.2 Housing Demand

This section analyses housing data and information to identify the type, size and amount of housing needed to support the Fairfield City population both now and into the future.

The Greater Sydney Region Plan - A metropolis of three cities estimates that Greater Sydney will need around 725,000 additional homes over the next 20 years (to 2036) to accommodate a growing and ageing population, which is projected to grow by around 1.7 million people by 2036.

The updated 2019 NSW Population Projections<sup>12</sup> estimate that the Greater Sydney population will increase by approx. 1.5 million people, from 4,688,255 in 2016 to 6,211,970 in 2036. The projections estimate that an additional 830,000 dwellings throughout Greater Sydney will be required to accommodate this growing population.<sup>13</sup> The Projections are based on assumptions relating to fertility rates (birth rate), mortality rates (deaths), interstate and intrastate migration and overseas migration.

The projected increase to the Fairfield City population, which is estimated to increase by approximately 50,000 people, from 205,700 (2016) to 254,800 (2036) and 264,588 (2041), and the implications for housing supply to accommodate this additional population, is considered below. The projections estimate that 27,500 additional dwellings will be required to house the growing population in 2041 (67,898 dwellings in 2016 and 95,456 in 2041).<sup>14</sup>

Fairfield's 0–5-year housing supply target for 2016 to 2021 is 3,050 dwellings identified under the Western City District Plan. The 6–10-year housing targets are addressed in this Local Housing Strategy based on projected population growth and identified changes land use zones and development standards to facilitate the increase in housing supply in the medium term. Meeting housing demand over 20 years requires a longer-term outlook. Short, medium and long targets will be informed by land that is available with potential for upzoning for residential development in established areas close to facilities, services and public transport.

Council has initiated planning proposals to upzone a number of residential precincts in proximity to town centres and public transport. Higher-density housing is proposed around the Bonnyrigg Town Centre with access to extensive open space. Fairfield Heights and Villawood Town Centres are proposed to increase building heights to permit shop-top housing.

### Population Change

The changes which impact the Fairfield City population are a combination of births, deaths and migration; with the key drivers of population change including: overseas migration, internal migration gain, internal migration loss, high fertility rate and an ageing population (refer Figure 19).

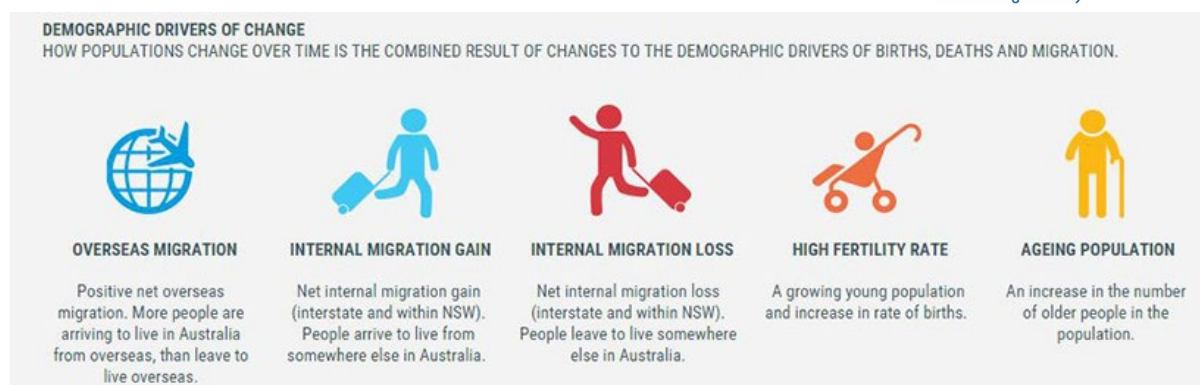
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<sup>12</sup> Population projections reference

<sup>13</sup> NSW 2019 Population Projections, Greater Sydney implied dwelling projections.

<sup>14</sup> As above. Note that the implied dwelling projections are provided for 2016 and 2041 only for Greater Sydney.



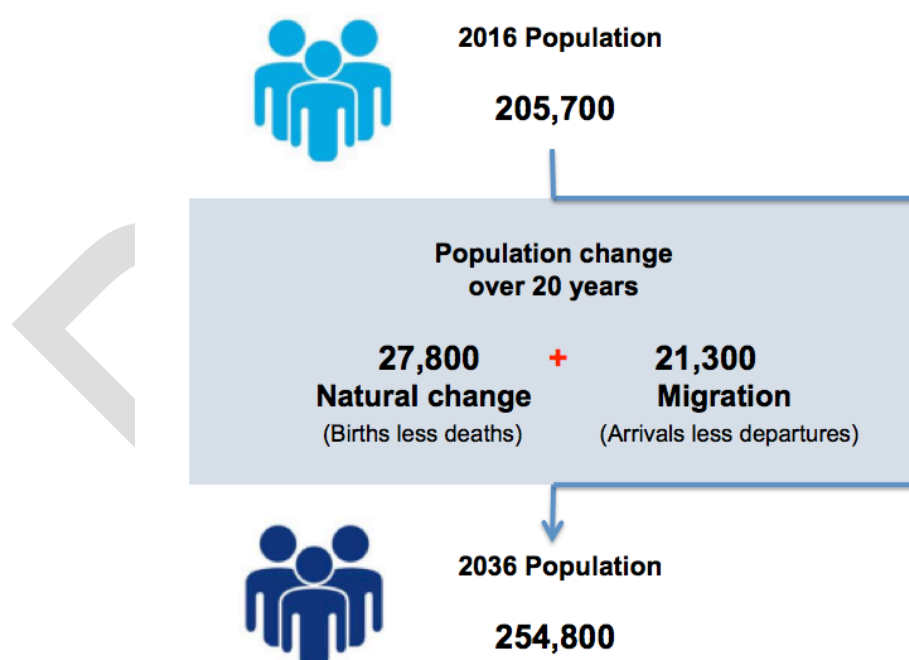


**Figure 19:** Demographic Drivers of Change (Source: <http://www.planning.nsw.gov.au/Research-and-Demography/Demography/Population-Change>)

The population of Fairfield City increased by approx. 10,000 people (or approx. 5%) in each of the last two five (5) year Census periods, with a population of 186,117 (ERP) in 2006, increasing to 196,479 (ERP) in 2011 to 206,436 (ERP) in 2016.

In the Department of Planning's Population Projections 2019, the Fairfield City population is forecast to increase by approx. 50,000 people in the next ten (20) years from 205,700 in 2016 to 254,800 in 2036<sup>15</sup>.

A number of factors are considered when forecasting population growth in Fairfield City to 2036 as shown in Figure 20 below:



**Figure 20:** Population change over 20 years (2016 to 2036) based on Population Projections 2019

New arrivals have long shaped the character of the Fairfield City. This continues and from 1991, approximately 25% (34,000) of humanitarian entrants arriving in NSW came to

<sup>15</sup> Department of Planning and Environment (2019), *2019 New South Wales State and Local Government Area population and household projections*. Sydney, NSW.

Fairfield. Notably, between January 2016 and June 2018 Fairfield City received approximately 48% (2,400) of all humanitarian entrants who arrived in NSW. In addition, between January 2016 and June 2019 a significant number of humanitarian entrants moved into Fairfield City after initially settling elsewhere in Australia.

By 2036, the population for Fairfield City is forecast (2019 NSW Population Projections) to increase by approximately 49,100 persons (24% growth) to 254,800 people, with the greatest population growth in the suburbs closest to centres, services, facilities and heavy rail: Fairfield, Cabramatta and Villawood. To the west of the City, growth is anticipated in Bonnyrigg due to the redevelopment of the public housing estate and the emergence of the town centre as a higher-density residential environment.

This section analyses the demand for new housing based the 2019 NSW Population Projections prepared by the Department of Planning

The Western City District Plan prepared by the Greater Sydney Commission also identifies a housing target for Fairfield City for the 0-5 year period (2016-2021) of 3,050 additional dwellings.

Population, household and implied dwelling<sup>16</sup> forecasts to 2041 have been prepared by the Department of Planning and Environment (2019 New South Wales State and Local Government Area population and household projections)<sup>17</sup> which take into account a range of the factors when forecasting population growth including births, deaths, internal migration gain, internal migration loss and overseas migration.

Fairfield City Council also commissioned id profile to prepare population, household and implied dwelling forecasts for the same 20 year period (2016-2036) and these can be viewed through links on Council's website and (<https://forecast.id.com.au/fairfield>).

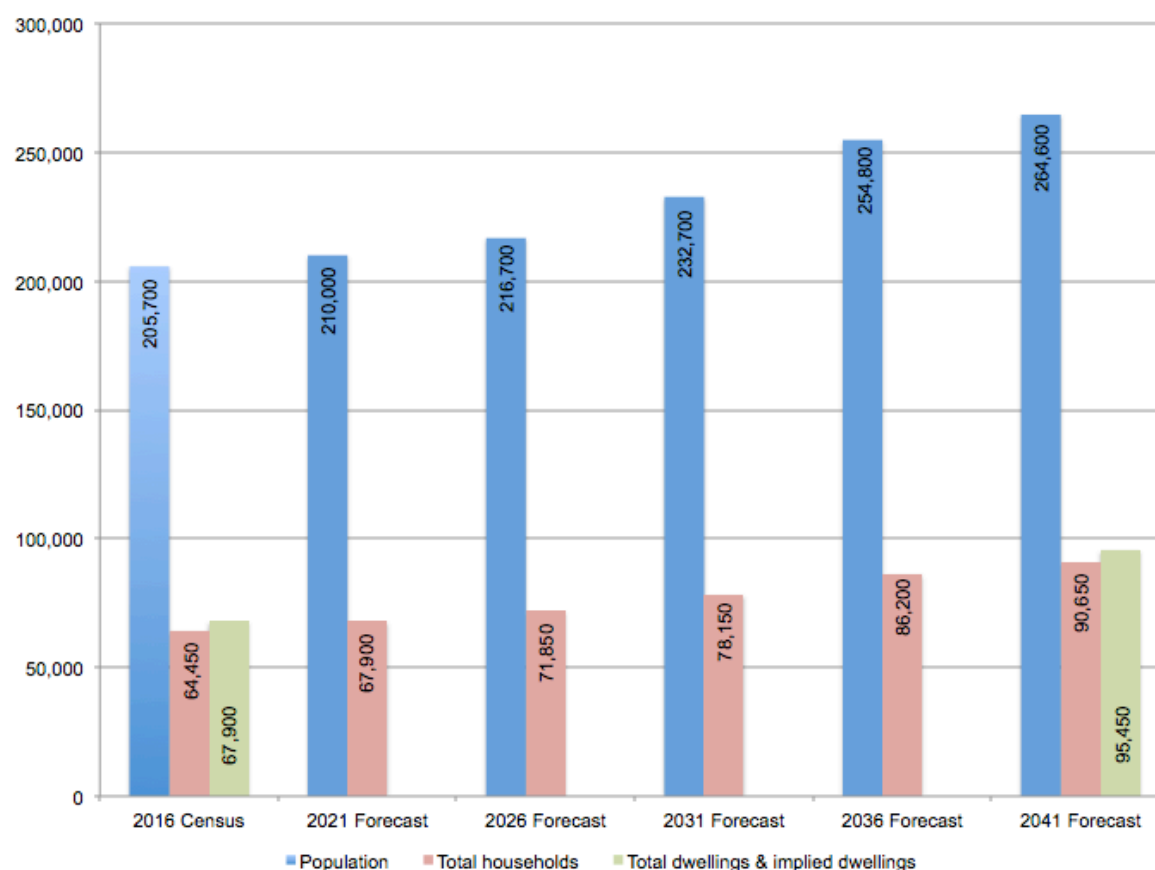
A summary of the population, household and dwelling change since the 2006 Census and the projected changes to 2041, is shown in Table 3 below.

	Population	Total Households	Total Private Dwellings & Implied Dwellings
2006 Census	186,117 ERP	56,132	58,723
2011 Census	196,479 ERP	57,664	60,193
2016 Census	205,700 ERP	59,582	62,733
Short Term (5 year period) (2016-2021) <b>(2021)</b>	210,000	67,900	No estimate in Population Projections 2019
Medium Term (6-10 year period) (2022-2026) <b>(2026)</b>	216,700	71,850	As above
Long Term (10-20 years) (2026-2036) <b>(2036)</b>	254,800	86,200	As above
<b>Future 2041</b>	264,600	90,650	95,450

<sup>16</sup> Implied dwelling demand is included in the household projections, this is the likely number of private dwellings needed to accommodate future population-driven demand.

<sup>17</sup> Department of Planning and Environment (2019), *2019 New South Wales State and Local Government Area population and household projections*. Sydney, NSW.

**Table 3:** Population, Household and Dwellings based on 2006, 2011 and 2016 Census and Population Projections 2019 prepared by Department of Planning and Environment



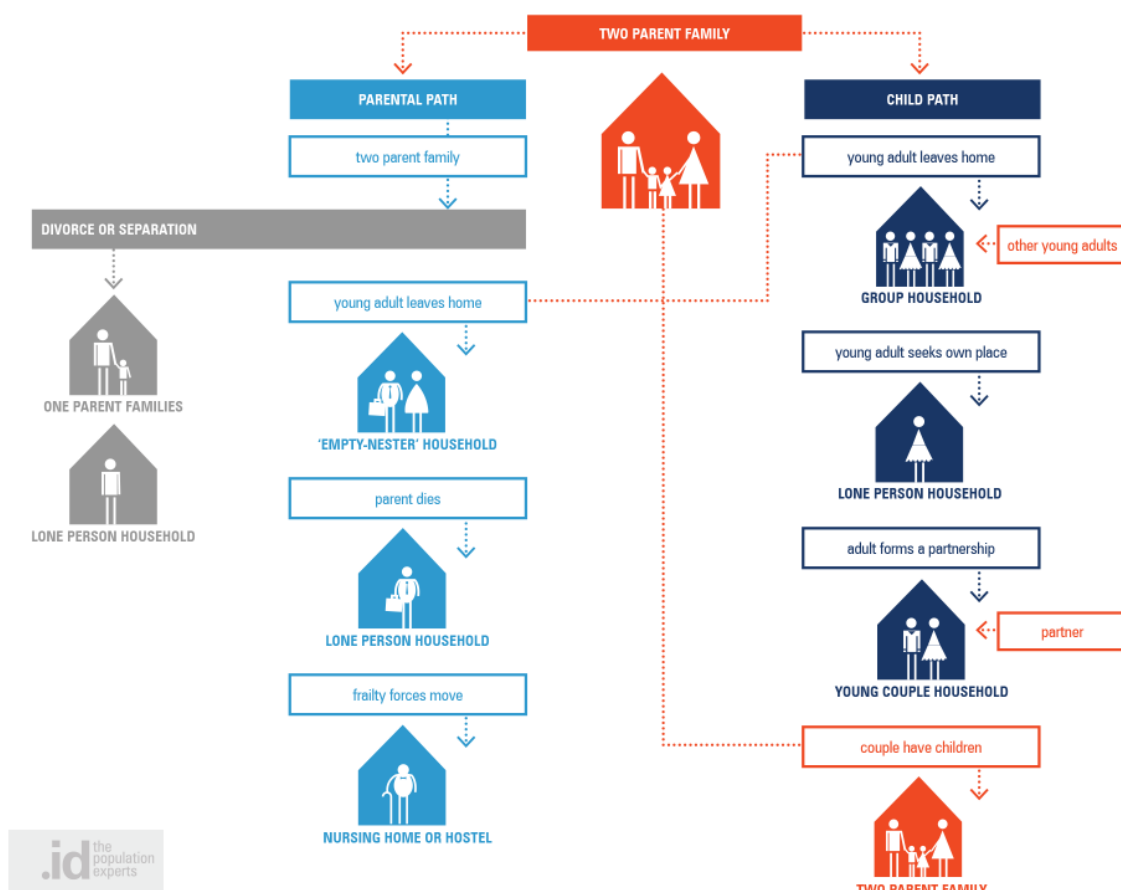
**Figure 21:** Population, household and dwelling changes 2016 to 2041 (Source: Census 2016 and 2019 NSW Population Projections, Fairfield City, Department of Planning (2019)).

### Household Projections and Implied Dwelling Demand

A household is two or more people who share a dwelling (house, apartment, townhouse, caravan, etc.) and share food and cooking facilities and other essentials. Lone person households are where one person is responsible for their own food and other essentials. Household projections show the number of households that would form if demographic trends continue and if assumptions about living arrangements are realised over the projection period.

Household projections show the future number and type of households living in private dwellings. The household projections also include the “implied dwelling demand” for those households which is the likely number of private dwellings needed to accommodate future population-driven demand.

Private dwellings are self-contained accommodation such as houses, apartments, mobile homes or other ‘substantial’ structures; not including accommodation such as boarding houses, nursing homes or prisons.



**Figure 22:** Household Life Cycles, id profile

The type of households and changing preferences over time affects the way in which a population changes. As people age they may change the type of households that they live in, with the traditional path to start as a child in a family household, move into a group or lone person household as a youth and becoming a part of a couple relationship within 5-10 years. Rearing of children is followed by an empty-nester period and ultimately being a lone person, as partners die as shown in the household life cycles Figure above.

Understanding the changes that people make at different ages in their life, and the different types of housing they are likely to consume at those life stages is an important factor in forecasting future population and household types. The life stages which the majority of households in an area are going through gives an insight into its location in the suburb life-cycle (as shown in Figure 23 below) and the likely life-path of those households in the future.

## Suburb life cycles

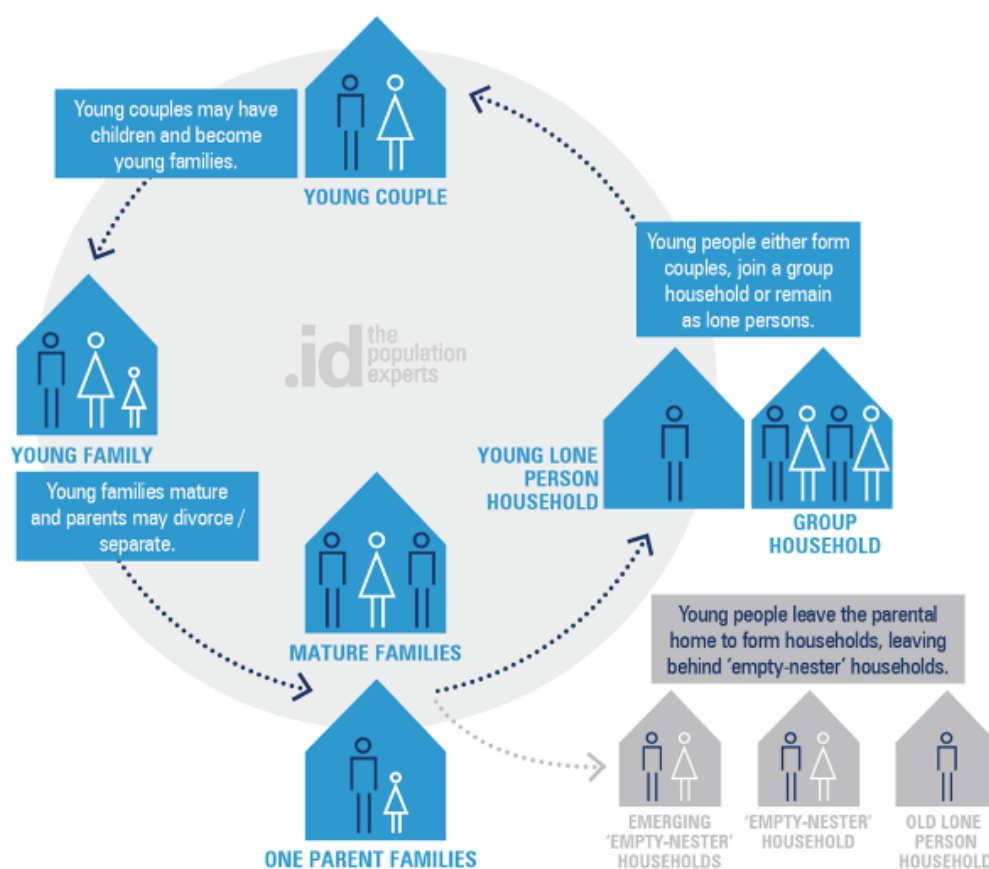
The dominant household types present in a suburb or town - where the majority of the populations sit in the household life path - dictate in part the role and function of the area. This is shown by its place in the "suburb life cycle".

New areas are typically settled by young households (young couples and young families, perhaps some mature families). As the families grow and mature, household size increases. After initial rapid development, most households "age in place", with slowly shifting demand for services, facilities and dwelling types.

As households age further and children begin to leave home, the average household size decreases, resulting in more empty nester (two person) households, often still living in large family homes. Family breakups can also result in single parent families and lone person households. If a suburb can't attract young families back to the area, it slowly becomes populated by older couples whose children have left home and older lone persons whose partners have died, resulting in declining population for some time.

Alternatively, if a suburb is in a location close to economic drivers of change, it may be able to attract families to move back into the older dwellings in the area, increasing household size and population again. This will generally happen sooner, with less loss of services if the area has a diversity of housing options suiting a wide variety of household types. Empty nesters are likely to downsize into lower maintenance properties, freeing up larger format housing for families to move into, and continue the cycle again. The loop in the diagram represents the process of sustainability of an area, if it can attract families back into older housing in the area. Depending on the proximity of an area to work and education it may also attract young lone persons and group households. The attractiveness of an area to family groups, group and lone person households is shown in the migration assumptions section.

Generally, more diverse communities are more sustainable in the long term, as they are able to maintain a range of services and facilities useful to all age groups. Certain policy responses can influence the suburb life cycle in different directions.



**Figure 23:** Suburb Life Cycles, id profile

In the 2016 Census there was 59,582 households counted in Fairfield City, and increase of approx. 2,000 households from the 2011 Census count.

The demographic overview (above) also considers the different household types and the change in households between the 2011 and 2016 Census, showing:



- largest household type in Fairfield City continues to be “couples with children” accounting for 25,214 households (42% of all households)
- “One parent families” have increased to 10,639 households (18% of all households).
- “Couples without children” have decreased slightly to 9,807 households (16.5% of households).
- “Lone person” households have increased to 9,008 households (15% of households).

Household projections<sup>18</sup> prepared by the Department of Planning (refer Table 3 and Figure 21) forecast an increase of 21,750 households over the 20 year period from 2016 (64,450 households) to 2036 (86,200 households) in Fairfield City.

The projection of “implied dwelling” demand shows how many dwellings are likely to be needed to accommodate the projected population and the households likely to form and is a demand-driven estimate.

In addition, the average household size, which in Fairfield City in the 2016 Census was 3.29 persons per household (higher than the Greater Sydney average of 2.72 persons per household), is anticipated to decrease to 2.87 persons per household by 2041<sup>19</sup>.

It is projected that by 2041 an additional 27,500<sup>20</sup> new dwellings will be required to accommodate the projected population and households in Fairfield City.

In summary, it is forecast based on the Population Projections 2019 prepared by the Department of Planning, Industry and Environment that by 2036 Fairfield City will need to accommodate an additional:

- **49,000 people** (from 205,700 in 2016 to 254,800 in 2036)
- **20,450 households** (from 64,450 in 2016 to 86,200 in 2036)
- **27,500 dwellings** (by 2041)

## 2.3 Housing Supply

This Section identifies areas which can provide for additional housing supply in Fairfield City over the 10 year period from 2016 to 2026 and longer term housing supply opportunities for the 20 year period to 2036. The objective being to ensure that there is sufficient housing supply and a range of types of housing to satisfy anticipated future demand as well as achieving the housing targets for Fairfield City in the Western City District Plan.

The areas identified for additional housing in the short to medium term are those areas with capacity under the existing development controls and areas suitable for investigation for changes to development controls. Importantly the location of any new housing opportunities will need to consider a range of locational factors including environmental constraints, infrastructure capacity (including road and rail networks), social and recreational facilities as well as the existing and desired future character of local areas and neighbourhoods.

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<sup>18</sup> Department of Planning and Environment (2019), *2019 New South Wales State and Local Government Area population and household projections*. Sydney, NSW.

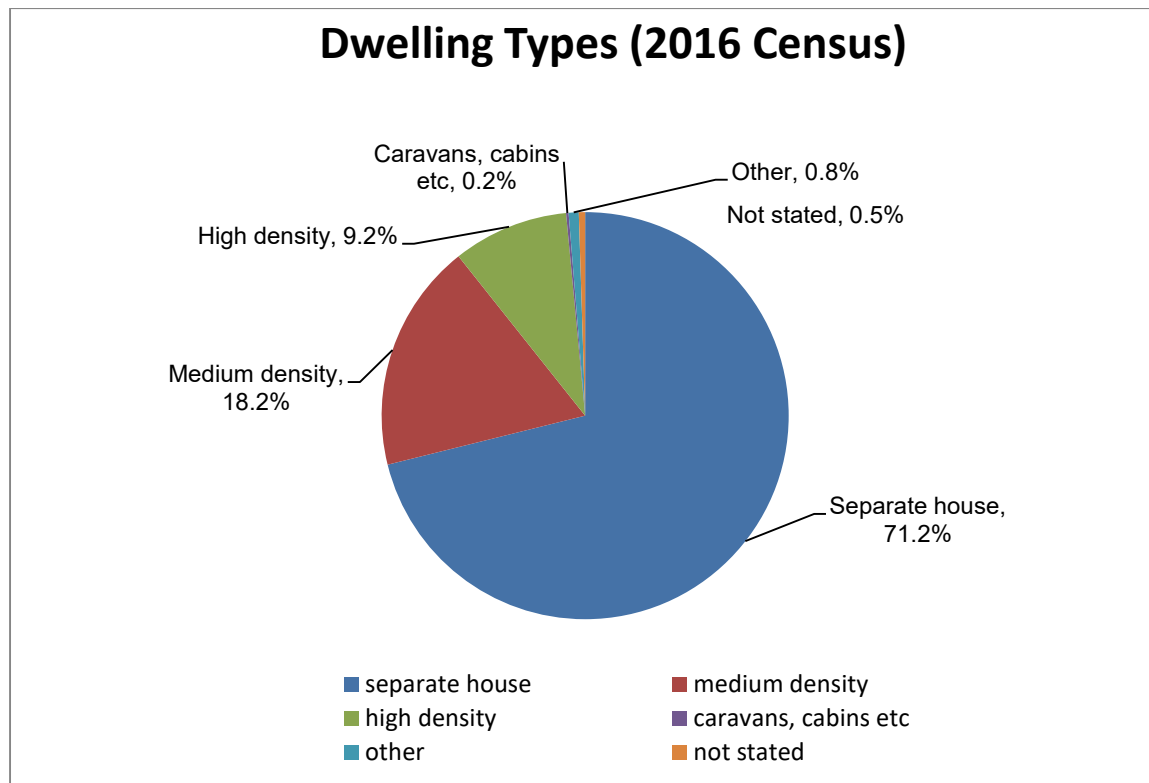
<sup>19</sup> Ibid

<sup>20</sup> Ibid

This Strategy considers the recommendations, actions and outcomes of the previous Fairfield Residential Development Strategy (2009), including changes to development controls in the Phase 1 Planning Proposal, as detailed in Section 1 which will be included in the housing supply estimates for the short term period (2016-2021).

### 2.3.1 Existing housing supply

There were 62,733 private dwellings in Fairfield City in the 2016 Census: the majority of these dwellings were separate houses (71%), followed by medium density (18%) and high density (multi storey apartments) (9%) as shown in Figure 24.



**Figure 24:** Dwelling types in Fairfield City (2016 Census)

The dwelling type categories used in the 2016 Census broadly relate to the residential accommodation land use terms in the Fairfield LEP 2013 as considered below.

The majority of dwellings (over 70%) in Fairfield City are separate houses which include “*all free-standing dwellings separated from neighbouring dwellings by a gap of at least half a metre*”. This category would include residential land use definitions of “dwelling houses” and “dual occupancy (detached)” in the Fairfield LEP 2013.

Medium density dwellings, which include “*semi-detached, row, terrace, townhouses and villa units and flats and apartments in blocks of 1 or 2 storey and flats attached to houses*” is the second most common form of housing in Fairfield City, with 18.2% of all dwellings falling within this category. This category would include the residential definitions of “attached dwellings”, “multi dwelling housing”, “secondary dwelling”, “semi-detached dwelling”, “residential flat building (1-2 storey)”, some forms of “seniors housing”, “shop top housing (1-2 storey)” and “dual occupancy (attached)” in the Fairfield LEP 2013.

High density dwellings, which include “flats and apartments in 3 storey and larger blocks” accounts for 9.2% of housing in Fairfield City. This category would include the residential definitions of “residential flat buildings (3+ storeys)”, some forms of “seniors housing” and “shop top housing (3+ storeys)” in the Fairfield LEP 2013.

Caravans and cabins includes “*all such mobile accommodation, both inside and outside caravan parks (including caravans in private backyards)*” and accounts for 0.2% of housing in Fairfield City. This category falls outside the residential definitions in the Fairfield LEP 2013 and would be defined as “caravan park” and “moveable dwelling”.

The category of non-private dwellings includes “*dwellings which provide a communal form of accommodation such as hotels, motels, nursing homes, hospitals, boarding houses, homeless shelters and youth hostels*” and provides for a very small percentage (0.1%) of housing in Fairfield City. This category would include “boarding houses”, “seniors housing (residential care facility)”, “group homes” and “hostels” in the Fairfield LEP 2013.

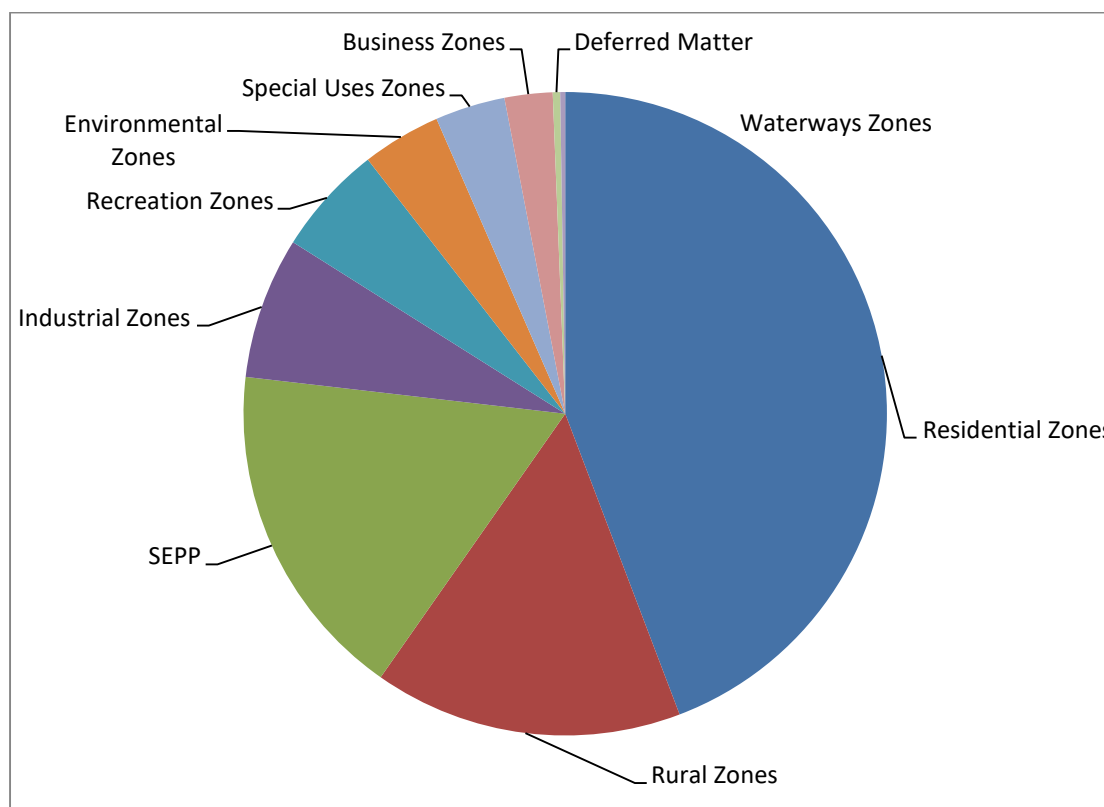
The Sydney Housing Supply Forecast (NSW Department of Planning, Industry & Environment) provides information on where, when, and how many new homes are likely to be built. The forecasts are used across Government to inform infrastructure planning and service delivery to support new housing development. The forecast takes into account current residential developments that are either under construction or approved, as well as analysis of likely future development under current zoning and planning controls, including information gathered from local councils and industry.

<https://www.planning.nsw.gov.au/Research-and-Demography>

## 2.3.2 Future housing supply

### Current Capacity

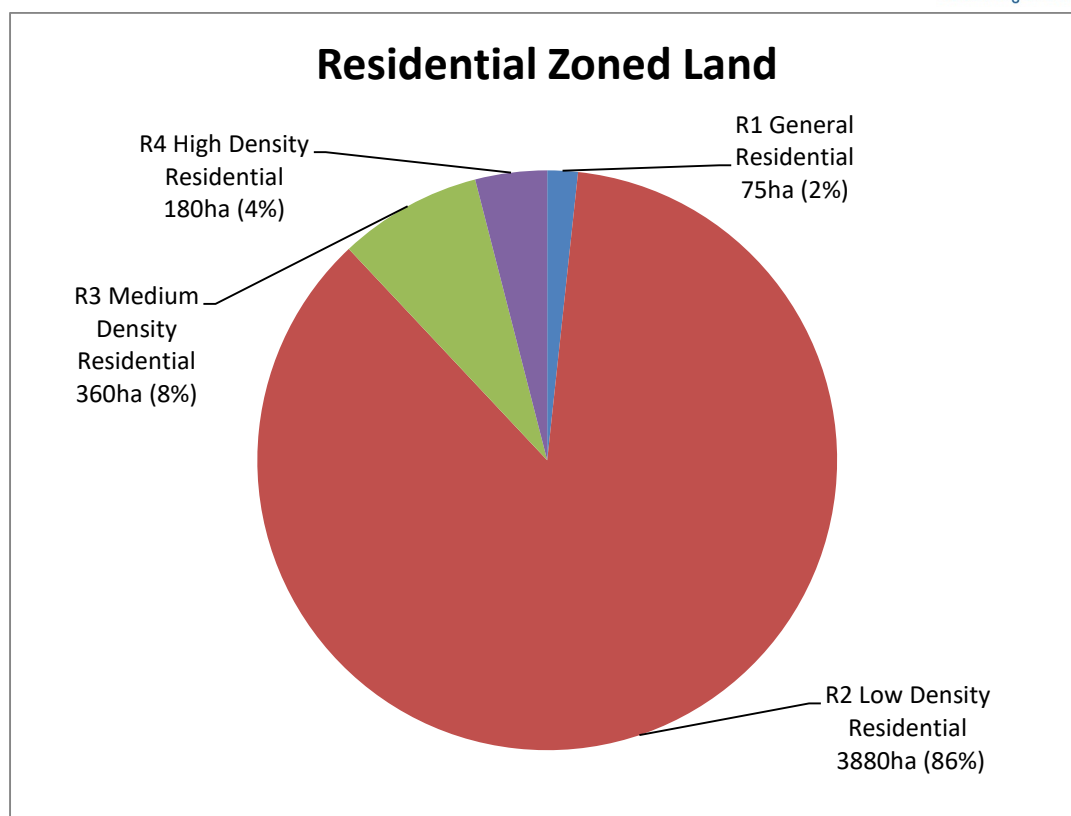
The current housing capacity under the residential land use zones in the Fairfield LEP 2013, which account for approximately 45% of land in Fairfield City as shown in Figure 25 below.



**Figure 25:** Break up of land use zones in the Fairfield LEP 2013

The Fairfield LEP 2013 includes four (4) residential land use zones which provide for the full range of residential accommodation types from low density residential forms including single houses (dwelling house) and duplexes (dual occupancies) to multi storey apartments (residential flat buildings). These housing types provide a range of housing suitable for a different household types, household sizes and age groups including single people, couples, families with children and shared households.

The break-up of residential land use zones in the Fairfield LEP 2013 is shown in Figure 26 below, which shows that the R2 Low Density Residential zone accounts for the majority (approx. 3,900ha or 86%) of residential zoned land, with R3 Medium Density Residential (approx. 360ha or 8.0%) and R4 High Density Residential (approx. 180ha or 4.0%) making up a smaller proportion of residential zoned land.



**Figure 26:** Break up of residential land use zones in the Fairfield LEP 2013

The business zones (B1 Neighbourhood Centre, B2 Local Centre) also provide opportunities for residential accommodation in the form of shop top housing; while the B4 Mixed Use zone allows for multi storey apartments (in the form of shop top housing and residential flat buildings) in close proximity to the transport, retail and employment opportunities in the town centres. A summary of the range of development types allowed in the residential and business zones is considered above in Section 1.

In planning for the housing supply to accommodate the projected population and household growth over the next 20 years (to 2036), three time periods have been established for the Local Housing Strategy.

- Short term (0-5 years) (2016-2021)
- Medium term (6-10 years) (2021-2026)
- Long term (10-20 years) (2026-2036)

These time periods correspond to the Census collection years, population projections periods and the Western City District Plan timeframes, starting in 2016. It is noted that these timeframes differ from those in the Fairfield LSPS (which commences the Short Term in 2019 and extends for 20 years to 2040).



### Short Term Capacity (0-5 years) (2016-2021)

At the 2016 Census, Fairfield City had 62,733 dwellings<sup>21</sup>, an increase of 2,500 dwellings (or 4.2%) over the five (5) year period from the 2011 Census count (60,193 dwellings).

Residential housing activity (dwelling completions) has been recorded by the Department of Planning, Industry and Environment in the monitor of residential housing activity, and based on information from the Australian Bureau of Statistics, Sydney Water and Councils. Net dwelling completions refer to the difference between the number of completed dwellings compared to the existing stock, adjusted for demolitions. For example, a two-unit development that demolishes one house is counted as one net dwelling completion.<sup>22</sup>

Since the 2016 Census count (9 August 2016), based on the Department of Planning, Industry and Environment's monitor of housing activity, an additional 1,088 dwellings have been completed (constructed) in the period January 2017 to March 2020 (refer Table 4). This figure excludes secondary dwellings and seniors housing.

Year	Fairfield City					
	Dwelling Approvals			Dwelling Completions		
	<i>Detached</i>	<i>Multi-unit</i>	<i>Total</i>	<i>Detached</i>	<i>Multi-unit</i>	<i>Total</i>
2013	401	328	729	243	126	369
2014	614	186	800	119	62	181
2015	720	314	1034	124	217	341
2016	848	279	1127	130	160	290
2017	835	426	1261	156	124	280
2018	704	269	973	211	271	482
2019	531	375	906	157	75	232
2020 (Jan-May)	249	166	415	46	48 Q1 only	94

**Table 4:** Summary of Fairfield City Dwelling Approvals and Dwelling Completions (Source: Greater Sydney Regional Housing Activity, Department of Planning, Industry and Environment, 2020)

<sup>21</sup> Total private dwellings figure from Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016.

<sup>22</sup> Greater Sydney Regional Housing Activity, Department of Planning, Industry and Environment (2020)

A significant proportion of new dwellings in Fairfield City comprise secondary dwellings (as detailed in Section 1 above), with 2,260 new secondary dwellings in Fairfield City between January 2016 and June 2020.

The Western City District Plan includes a 0-5 year housing supply target (2016-2021) for Fairfield City of an additional **3,050 dwellings**.

The current capacity for future development under the existing planning controls, which would address the short term capacity (2016-2021), is considered below in relation to the four (4) Residential Zones and a Mixed Use Zone under the Fairfield LEP 2013, which together provide for the majority of housing opportunities in Fairfield City.

**R1 General Residential** zone which accounts for approx. 75 hectares of land in Fairfield City and is located only within the Bonnyrigg Housing Estate associated with the Newleaf urban renewal project, being undertaken by the NSW Land and Housing Corporation. The R1 zone allows for a range of residential accommodation types from single dwelling houses to residential flat buildings (apartments) associated with the Concept Plan approval for the Bonnyrigg Living Communities Project originally approved in 2008 and subject to modifications in 2012 and 2020 (refer Figure 27 below) that permitted approximately 700 additional dwellings within the redevelopment project. Once completed, the project will deliver an additional 3000 dwellings within the site.



Proposed building height

**Figure 27: Bonnyrigg Living Communities Project**

Whilst there are currently no maximum FSR or building height applying to the Newleaf development under Fairfield LEP 2013, re-development of the site is guided by a masterplan that contains detailed information in relation to building heights, dwelling densities, built form, setbacks and minimum lot size requirements for the various forms of housing permitted in the R1 zone.

**R2 Low Density Residential** is the largest land use zone in the Fairfield LEP 2013 and accounts for approx. 3,900 ha or 38% of all land in Fairfield City (or 86% of the residential zoned land in Fairfield City). R2 zoned land is generally located throughout the eastern side of Fairfield City.

The R2 zone allows for a range of low density residential accommodation including dwelling houses, dual occupancies, attached dwellings, semi-detached dwelling with a maximum FSR of 0.45:1 and maximum height of 9m (approx. 2-3 storeys). There is a minimum subdivision lot size of 450m<sup>2</sup> and a minimum lot size for dual occupancy development ranging from 600m<sup>2</sup> to 900m<sup>2</sup> (with subdivision of a dual occupancy to a minimum lot size of 300m<sup>2</sup> and subdivision of attached or semi-detached dwellings to a minimum of 200m<sup>2</sup> in certain areas). The zone also allows for specialised types of housing including boarding houses, group homes and seniors housing allows for an extensive range of low density type development including dwelling houses, dual occupancies, attached dwellings and semi-detached dwellings.

The majority of residential development in the R2 Low Density Residential is single dwelling houses, with dual occupancy development (which requires a minimum lot size of either 600m<sup>2</sup> or 900m<sup>2</sup> depending on the location). Secondary dwellings (granny flats), which are permissible (and may be complying development) under State Environmental Planning Policy (Affordable Rental Housing) 2009 in the R2 Low Density Residential zone on sites with an area of at least 450 square metres.

It is recommended that:

- Council provide the State Government with information demonstrating the negative impacts of its policies promoting secondary dwellings and investigate an alternative approach to providing this housing typology.
- As part of the planning for housing in the longer term Council investigates the potential to rezone R2 Low Density Residential zoned areas on the fringe of existing centres to R3 Medium Density Residential to encourage the turn-over of housing stock nearing the end of its asset life to medium density typologies.

**R3 Medium Density Residential** zone accounts for approx. 360 ha (or 8%) of the residential zoned land in Fairfield City. (or 3.5% of all land) and is located in the vicinity of the town centres of Fairfield, Fairfield Heights, Canley Heights, Canley Vale, Cabramatta and Villawood, with small areas in Prairiewood and Mount Pritchard.

The R3 zone allows for a full range of low to medium density residential accommodation types (from dwelling houses and dual occupancies to multi dwelling housing) other than multi storey apartment development (ie residential flat buildings and shop top housing). The maximum FSR is 0.45:1 and the maximum building height is 9 metres (2-3 storeys). There is no minimum subdivision lot size and no minimum lot size for dual occupancy.

The zone also allows for specialised types of housing including boarding houses, group homes and seniors housing. The zoning and development standards (maximum FSR and height) were introduced five (5) years ago in the Fairfield LEP 2013.

A very small proportion of the R3 Medium Density Residential zoned land has been developed for medium density housing; a desktop review undertaken in early 2018 showed that the majority of sites zoned R3 Medium Density Residential contain either single dwelling houses or dual occupancy development.

It is recommended that:

- the development standards (maximum FSR and maximum building height) in the R3 Medium Density Residential zone be reviewed in the first instance. A initial review of FSR and height development standards for R3 Medium Density Residential land in surrounding LGAs shows consistency in the maximum building height, generally two (2) storey (maximum heights ranging from 8.5m to 11m). The maximum FSR for R3 Medium Density Residential land in Fairfield City is 0.45:1 which is lower than all surrounding LGAs which range from 0.5:1 to 0.8:1. The recently released draft Medium Density Design Guide prepared by the Department of Planning & Environment includes principal controls for different types of medium density housing.
- As part of preparation of new DCP controls for medium density housing, Council will prepare a Medium Density Design Guide that will help to identify desired outcomes for the design and build form of future medium density housing across various parts of the City.

As a next stage (ie medium term 2021-2026) investigate additional or extending the R3 Medium Density Residential zoned areas boundaries (refer below).

**R4 High Density Residential** zone accounts for approx. 179 hectares (or 1.7%) of Fairfield City land is located adjacent to the town centres of Fairfield, Fairfield Heights, Cabramatta, Canley Heights, Canley Vale, Villawood and Carramar.

The R4 zone allows for all types of residential accommodation (including residential flat buildings and shop top housing) other than dual occupancies. A maximum FSR of 2.0:1, with exceptions for buildings in Cabramatta and Fairfield Town Centres. The maximum heights ranging from 16m (approx. 5 storeys) to 20m (approx. 6 storeys) with exceptions for buildings in the town centres of Cabramatta, Canley Heights, Canley Vale, Fairfield and Villawood. There is no minimum subdivision lot size for R4 zoned land. The zone also allows for specialised types of housing including boarding houses, group homes and seniors housing.

**B4 Mixed Use** zone which accounts for approx. 74 hectares (or 0.7%) of Fairfield City land is located in the town centres of Fairfield, Prairiewood and Cabramatta. The B4 zone allows for a range of medium and high density forms of residential accommodation including residential flat buildings, shop top housing, boarding houses, group homes and hostels. A maximum FSR ranging from 0.57:1 (Prairiewood); 1.5:1, 2:1 and 2.5:1 (Cabramatta) and 2.5:1, 3:1, 3.5:1 and 4:1 (Fairfield). The maximum heights ranging from 18m (Prairiewood), 10m & 14m (Cabramatta) and a range of heights from 9m (approx. 2-3 storeys) to 66m (approx. 19 storeys) in Fairfield. The zone also allows for specialised types of housing including boarding houses, group homes and seniors housing.

**B1 Neighbourhood Centre** and **B2 Local Centre**: are Business Zones which allow for some specialised types of residential accommodation including shop top housing, boarding houses, hostels and seniors housing.

Shop top housing is also permissible in the B6 Enterprise Corridor zone which is located on the southern side of the Cabramatta Town Centre and a site on the eastern side of Fairfield Town Centre.

## Planning Proposals

### Planning Proposal – Implementation of the Fairfield RDS

The implementation of the Fairfield RDS recommends the increase in residential density around the town centres and key strategic transport corridors be implemented in phases. Phase One, which included the upzoning of land in Canley Heights from medium to high density residential, and land in Fairfield East and Villawood from low density to medium density residential and was implemented with the introduction of the Fairfield LEP 2013 in May 2013.

*Phase Two*: a Planning Proposal to amend the Fairfield LEP 2013 in relation to a number of precincts was given Gateway Determination on 7 February 2016 and was placed on community consultation in 2020. The Planning Proposal is currently being assessed in relation to traffic and transport impacts.

The Planning Proposal includes residential upzoning and increases in development standards (building height and FSR) for residential precincts on the periphery of the Fairfield, Fairfield Heights, Fairfield East and Villawood Town Centres, as follows:

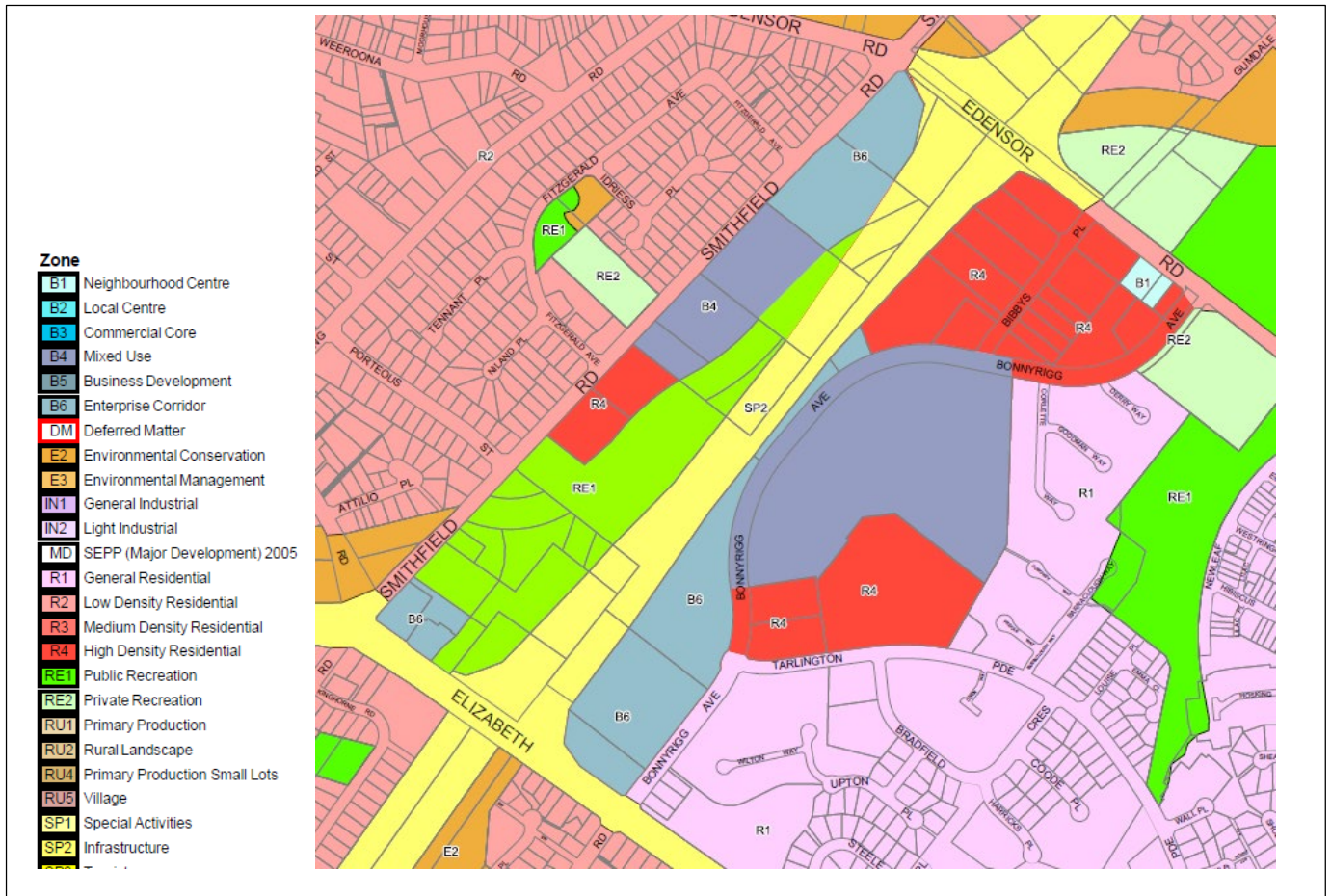
- Fairfield (North) and Fairfield (South) Precincts: zone from R3 Medium Density Residential to R4 High Density Residential and increase the maximum FSR to 2:1 and maximum height to 20m (approx. 6 storey). It is estimated that the proposal could provide an additional 1,880 apartments.
- Fairfield Heights Precinct: zone from R2 Low Density Residential to R3 Medium Density Residential and identify no minimum lot sizes. No changes to the maximum FSR of 0.45:1 and maximum height of 9m (approx. 2-3 storey). It is estimated that the proposal could provide an additional 907 dwellings.
- Fairfield East (West) Precinct: zone from R2 Low Density Residential to R3 Medium Density Residential and identify no minimum lot sizes. No changes to the maximum FSR of 0.45:1 and maximum height of 9m (approx. 2-3 storey). Noted that the Precinct is an existing medium density area and would provide only a small amount of additional dwellings.
- Fairfield East/Villawood (North) Precinct and Villawood (South) Precinct: zone from R3 Medium Density Residential to R4 High Density Residential and increase the maximum FSR to 2:1 and maximum height to 20m (approx. 6 storeys). It is estimated that the proposal could provide an additional 1,645 apartments.



In summary, the number of additional dwellings (e.g. villas, townhouses, apartments) is estimated at approximately **4,500 additional dwellings**.

### Planning Proposal – Deferred Area - Bonnyrigg

The Bonnyrigg Town Centre (R4 High Density Residential, B4 Mixed Use and B6 Enterprise Corridor zones) will provide approx. 1,200 additional dwellings.



**Figure 28:** Proposed land zoning map, Bonnyrigg Town Centre, Fairfield LEP 2013 Land Zoning Map extract

## Medium Term Capacity (6-10 years) (2021-2026)

### **Town Centre Urban Design Studies**

Town Centre Urban Design Studies were prepared for Fairfield City Centre (Key Sites), Fairfield Heights Town Centre and Villawood Town Centre in 2017-18. The studies and potential dwelling yields are detailed in Section 2 of this Strategy and are expected to be realised over the medium to longer term. The strategies were gazetted in June 2020.

The Urban Design Studies guide future development in the town centres by reviewing land uses zones and recommending changes to development standards (including building heights and floor space ratio) to provide housing and employment opportunities in the town centres.

The Accelerated LEP Review Program funded additional town centre urban design studies for smaller sites within the Fairfield City Centre not included in the earlier study and the town centres of Cabramatta, Canley Vale, Carramar, Smithfield and Yennora, which are outlined below.

### **Fairfield City Centre Urban Design Study (2020) (Draft)**

The previous State Government West Central District Plan (2007) required Council to apply a B3\_Commercial Core zone to part of the Fairfield Town Centre. This zone prohibits residential development and currently incorporates the Neeta City Shopping Centre, Fairfield Police Station, Courthouse and a range of retail/commercial properties. The total area of the B3 Core is approximately 3.5ha.

Under the current Western City District Plan 2019, the requirement for a commercial core no longer applies to Fairfield Town Centre, with provision of commercial core now only relevant to the 'Metropolitan Clusters' (i.e. main Regional Centres) in the Western City comprising Campbelltown, Parramatta and Liverpool Town Centres as well as the Western Sydney Aerotropolis. The District Plan strategic directions for the Fairfield Town Centre include:

- Investigating opportunities for feasible redevelopment and increased density close to the Fairfield Transport Interchange
- Enhancing the public realm and encourage new connected civic plazas and public open spaces, including better walking and cycling links to nearby Fairfield Park and Prospect Creek corridor
- Building on the emerging concentration of multicultural support services and support the current business and legal sector
- Increasing the liveability of the centre by activating the public realm, including developing the vision for an 'eat street' and growing the night-time economy
- Facilitating the attraction of office/commercial floor space and allow for innovation including smart work hubs.

The Draft Fairfield City Centre Urban Design Study (2020) recommends rezoning a significant portion of the current B3 Commercial Core Zone to B4 Mixed Use (Figure 32) to facilitate residential development along Smart Street for fragmented properties to encourage

site amalgamation and redevelopment to bring about shop top housing within the town centre.

The recommendation is in recognition that redevelopment is unlikely to occur to the full extent envisaged in the urban design study unless shop top housing occurs, which is not permissible in the B3 Commercial Core zone.

This step is also considered warranted in light of the findings of the Fairfield City Centres Study 2015 which identified a vacancy rate across the commercial centre at 9%, which is considered to be high and evidence of some landlords and businesses experiencing levels of financial stress at the time. The office vacancy was a higher 11%. This is likely to be significantly worsened by the current impacts of the Covid pandemic.

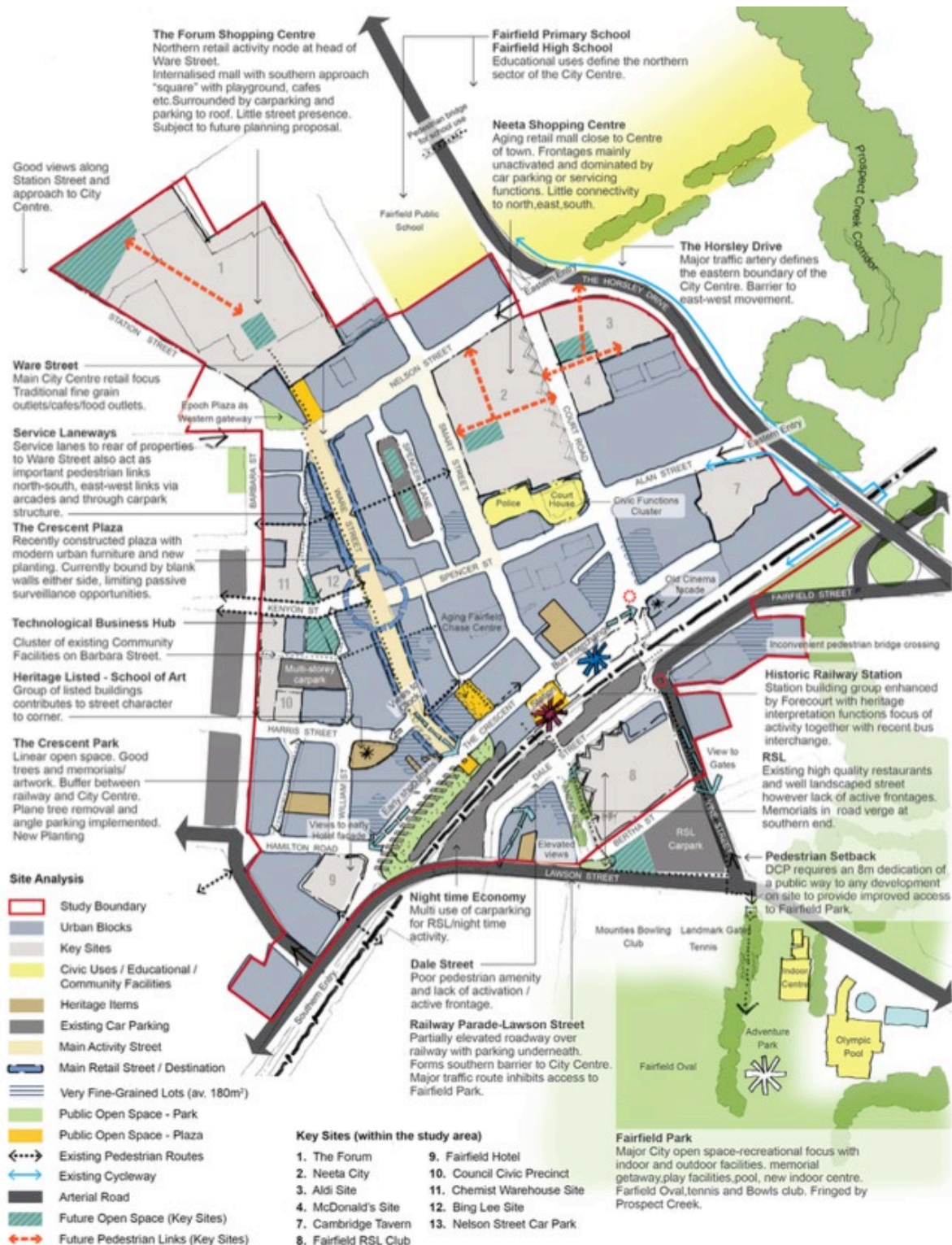
Further, the larger sites presents a range of opportunities to revitalise the Fairfield City Centre through the potential restructure of retail offer to enable the introduction of a wider mix of uses and more efficient use of the site to include retail, commercial and residential uses adding to population density to support existing uses.

The Draft Fairfield City Centre UDS Study 2020 (Stage 2 sites < 2500m<sup>2</sup>) identifies a new built form and building heights for the Centre and the planning controls identified under the UDS 2020 have potential to generate approximately 2,390 additional dwellings in Fairfield Town Centre. The changes to the proposed new controls will be implemented via private planning proposals.

As part of the Accelerated LEP Review Program, Council has commissioned preparation of a major strategic transport study for town centres in the eastern part of the City. This will support the process of identifying any improvements to the local road network associated with future planning proposal and major development applications in the eastern part of the City.

The Draft Fairfield City Centre UDS 2020 also includes extensive detailed analysis of the town centre and has developed a range of strategies and recommendations aimed at enhancing civic space, public domain, pedestrian movement and amenity of the Fairfield Town Centre. These measures will also support realisation of the key strategies and actions contained in both the Fairfield LSPS 2040 and Western City District Plan.





**Figure 32:** Study boundary and site analysis (current), Fairfield City Centre Urban Design Study (2020) (Draft)



### Cabramatta Town Centre Urban Design Study (2020) (Draft)

In order to retain the existing character of the centre and create space for growth, the Cabramatta Town Centre Urban Design Study has recommended land zoning changes to avoid the negative impacts of shop-top housing on the existing continuous and fine grain character of the centre.



**Figure 33:** Study boundary and site analysis (current), Cabramatta Town Centre Urban Design Study (2020) (Draft)

The UDS aims to protect existing retail and commercial viability, the amenity of the John Street commercial spine, as well as acknowledge that residential development is unlikely in this portion of the town centre for a number of reasons. This includes excluding shop-top housing to avoid fragmentation of shopfronts and footpaths due to residential foyers, driveways for car parking access where they cannot be provided from a rear laneway.

The above outcomes for provision of a commercial core on the western side of the town centre is also consistent with the Fairfield LSPS 2040 Structure Plan that identifies the future role of Cabramatta Town Centre as a “Specialised Tourism and Cultural Centre”. The UDS proposes new height and FSR controls for the B4\_Mixed Use area to create ‘transitional’ building forms that will support a distinctive town centre built form around the periphery of the Cabramatta Town Centre supporting the status of the centre as a specialised centre.

Council is also considering a current planning proposal for higher rise mixed use development (up to 19 storeys) on the eastern side of the town centre. This development includes a number of urban design and civic space improvements including provision of an east/west pedestrian connection with the existing rail concourse, linking the eastern and



western sides of Cabramatta. Similarly, the provision of higher residential densities on the eastern side of the town centre is also consistent with the directions of the LSPS.

### **Canley Vale Town Centre Urban Design Study (2020)**

The Canley Vale Urban Design Study identified the following critical objectives for the Town Centre in striking a balance between creating value through the amendments to planning controls, in order to deliver public benefits and the emergence of a vibrant and healthy community:

- Consolidate Canley Vale role as a local centre
- Increase residential density in the centre because of its proximity to public transport, services and open space
- Strengthen Canley Vale Road as a pedestrian focused retail and commercial high street
- Ensure land uses adjacent to existing or new public open spaces are complementary
- Promote mixed use development on sites that are consolidated and able to be consolidated without compromising amenity.

These objective are also aimed at meeting the main challenges facing the centre that comprise, rental stress, fragmented land ownership, restricted land zoned for commercial and retail activity, lack of housing choice, lack of housing demand (aspirational housing), poor connection with Cabramatta to the south.

The recommended changes to building heights and FSR controls for the Canley Vale Town Centre have the potential to yield an additional 1,262 dwellings in the centre.



**Figure 34:** Study boundary, Canley Vale Town Centre Urban Design Study (2020) (Draft)

The critical objectives for the Carramar Town Centre Urban Design Study (UDS) are as follows:

- Maintain the open and natural character of Carramar through the location of built form and building separation.
- Leverage the development potential within close proximity of the station with a greater intensity of development.
- Promote the delivery of a variety of urban residential typologies including attached dwellings and apartments.
- Use increased building heights to improve legibility through the creation of local landmarks and ensure the passive surveillance of open spaces.
- Ensure buildings heights transition adequately in relation to the desired future character of the area.
- Support greater development intensification where a public benefit is delivered (such as dedicated laneways, open space and affordable housing).



Under the Draft Carramar Town Centre UDS, a detailed precinct analysis was undertaken for the Carramar Study Area. The key recommendations from this study include:

- Council should stipulate Design Excellence processes for key sites/buildings.
- A range of building heights should be introduced in the Centre.



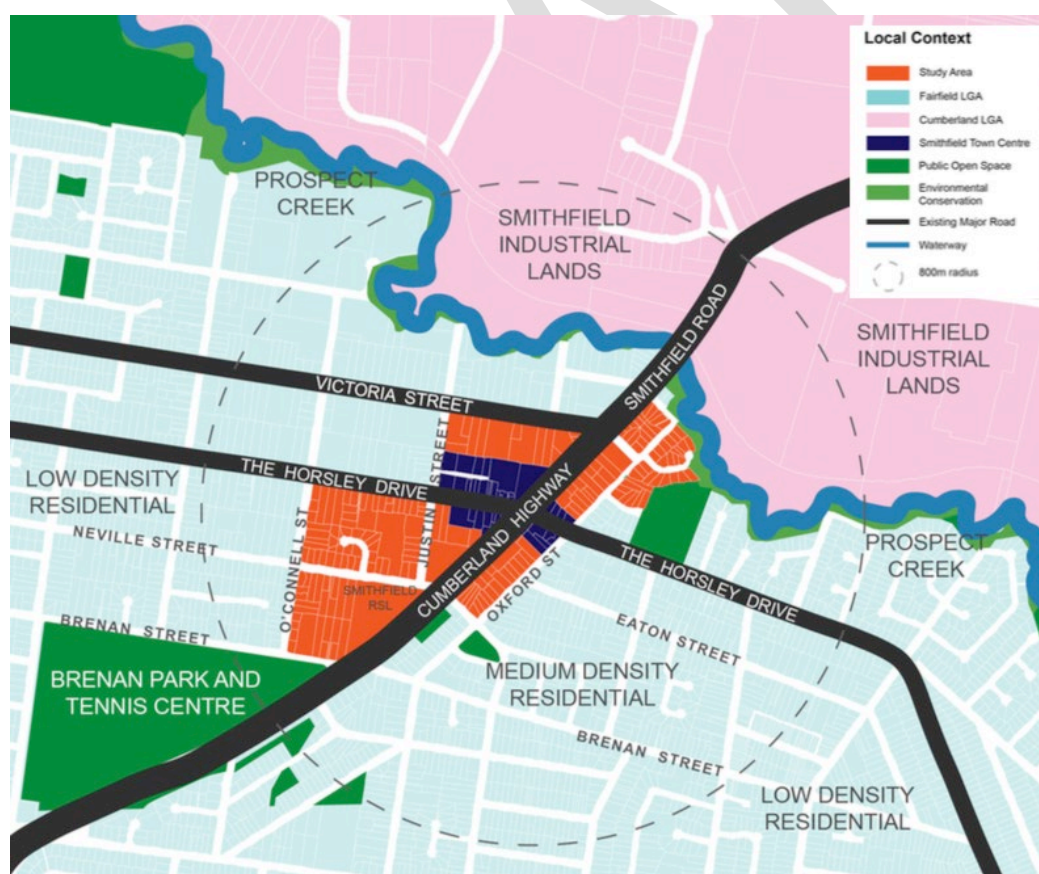
- A building setback from the riparian corridor and investigation of land dedication to allow for a future public link.
- A minimum lot size and minimum street frontage should be introduced.

The proposed controls associated with the Draft Carramar Town Centre UDS have the potential to yield approximately 3,400 additional dwellings in the study area.

### Smithfield Local Centre Urban Design Study (2020) (Draft)

The objectives of the Draft Smithfield Local Centre Urban Design Study (2020) (UDS) include the following key objectives in relation to new housing;

- Encourage new medium to higher density housing in close proximity to the Smithfield Centre that will support the viability of a range of retail and commercial uses.
- Encourage redevelopment of vacant land along the southern side of the Cumberland Highway and adjacent to Smithfield Park for medium to higher density residential uses that is suitably designed to address noise and traffic constraints.
- Establish new high density residential buildings and streets that front onto and overlook Smithfield Park.
- Create high density housing west of Justin Street and north of Neville Street.
- Establish new high density development south of Neville Street, with greater height on the corner of Brenan Street and O'Connell Street.
- Incorporate seniors housing in the residential development south of Neville Street.



**Figure 36:** Study area and local context, Smithfield Local Centre Urban Design Study (2020) (Draft)

The Smithfield UDS Masterplan has potential to generate approximately 2,000 additional dwellings in the Smithfield Local Centre Precinct.

### Yennora Neighbourhood Centre Urban Design Study (2020) (Draft)

The Draft Yennora Neighbourhood Centre Urban Design Study (UDS) identifies the following key directions in relation to housing, commercial, retail and industrial activities;

- Provide diverse and affordable housing options close to public transport services and facilities inclusive of community housing.
- Encourage neighbourhood centre revitalisation, activity and vitality by increasing the number of people living in and around the town centre.
- Encourage further development of shop top housing within the neighbourhood centre 'heart' (the intersection of Ellis Parade, Fairfield Street and Crown Street).
- Increase patronage, activity and vitality in the town centre by renewing ageing retail and commercial facilities.
- Reinforce the intersection of Ellis Parade, Fairfield Street and Crown Street as the 'heart' of the neighbourhood centre.
- Provide a greater offering of services and convenience shopping in the neighbourhood centre to support the daily needs of local residents.

The proposed controls associated with the Draft Yennora Town Centre Urban Design Study have the potential to yield approximately 1,850 additional dwellings in the Yennora Precinct.



**Figure 37:** Study boundary and site analysis (current), Yennora Town Centre Urban Design Study (2020) (Draft)

## Medium Density Housing Study (2020) (Draft)

Areas of R3 Medium Density Residential zoned land are generally located adjacent to the town centres in Fairfield City and account for 360ha or 8% of residential zoned land in Fairfield City (refer Figure 26 above). The R3 zone provides for a range of housing types and dwelling sizes including attached dwellings, dual occupancies, semi-detached dwellings and multi dwelling housing<sup>23</sup> and plays an important role in Fairfield City's housing supply through:

- Improving urban efficiencies
- Increasing residential opportunities within the existing urban footprint
- Addressing housing affordability challenges
- Supporting local economic activity
- Creating more sustainable and walkable communities.

The Draft Medium Density Housing Study considers a range of issues associated with the R3 Medium Density Residential zone and the current development standards, including:

- Rental stress and low socio economic market driving backyard illegal housing inclusive of outbuildings / secondary dwellings / garden studios
- Medium density housing (inclusive of amalgamating sites) not as attractive for development and financial return as multiple dwellings
- Sites with narrow frontages (7-20m) yet depths of 35 to 50m result in gun-barrel typologies with level of privacy and amenity compromised
- Units do not address the street and deep soil for mature trees at rear boundary line compromised development layouts
- At grade car parking, driveways and garages results in significant areas of hard pavement and heat island effect
- Built proposal are inefficient with significant areas of underutilised space which do not add value to the development.

Council has commissioned a review of the current development standards (including building height and floor space ratio) for the R3 Medium Density Residential zone using funding provided under the Accelerated LEP Review Program. The design study for medium density housing typologies is currently being prepared and will review the existing development standards and controls to:

- Ensure development controls are more accessible and easier to understand, implement and enforce
- Encourage greater diversity in the housing product available
- Ensure controls deal adequately with transition and/or interface conditions with low density residential
- Ensure development addresses the street with entries, and set back courtyards
- Increase tree canopy cover in the private domain and improve ecology through deep soil for landscape, tree planting or preserve existing trees.

<sup>23</sup> Multi dwelling housing means 3 or more dwellings (whether attached or detached) on one lot of land, each with access at ground level, but does not include a residential flat building.



## **Affordable Housing Study**

At the time that this Strategy was being prepared, Fairfield City Council was participating in the preparation of an Affordable Housing Strategy covering the entire Western Sydney region. The Strategy is due to be finalised towards the end of 2020 and will provide an overall framework for local planning provisions to increase the supply of affordable housing in Western Sydney as well as localised provisions that address the unique circumstances of individual LGAs. A key deliverable of the strategy is to identify and justify from an economic perspective an appropriate affordable housing contribution between 5-10% for new residential developments.

## **Fairfield Rural Lands Urban Investigation Area (Horsley Park & Cecil Park)**

Under the Western City District Plan, the Fairfield Rural Lands (comprising the suburbs of Horsley Park and Cecil Park), were identified by the Greater Sydney Commission as an urban investigation area (UIA). Council has been working collaboratively with the Greater Sydney Commission (GSC), State agencies and Penrith City Council to develop draft Structure Plan Options for the Urban Investigation Area (Horsley Park & Cecil Park) (UIA).

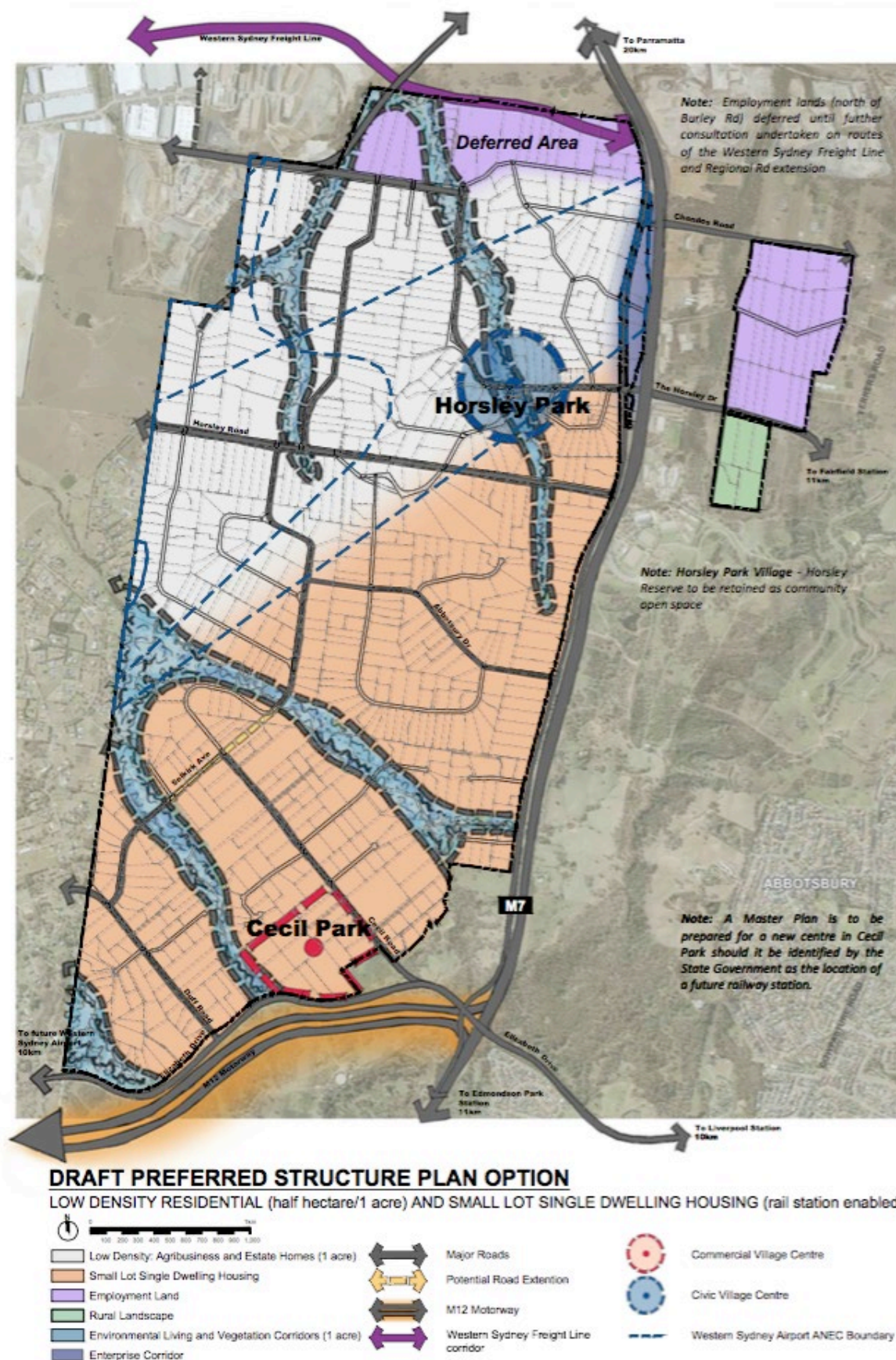
In 2018 Council commissioned the preparation of an urban capability study for the UIA and developed a number of draft structure plans that were placed on public exhibition between 2018/2019. Following consideration of submissions, Council endorsed a draft Structure Plan (refer Figure 38) for the UIA. The draft Plan identifies areas of Horsley Park for potential agribusiness and estate homes (on 4,000m<sup>2</sup> lot) as well as employment lands (north of Burley Rd) adjoining the proposed Western Sydney Freight Line.

The southern section of the UIA comprising Cecil Park, is identified for small lot housing, with the opportunity for higher density housing around a potential rail station associated with the Parramatta to Western Sydney Airport passenger rail line being investigated by the State Government. The current draft Structure Plan has potential to yield between 14,000 to 20,000 dwellings, dependent on the provision of a rail station at Cecil Park.

At the time the Fairfield Local Housing Strategy was being prepared, Council was awaiting announcements and outcomes of investigations from the Federal and State Governments in relation to the Western Sydney Airport and Aerotropolis that having significant bearing on future stages of the Fairfield UIA. This includes potential restrictions on new housing in areas of Horsley Park affected by aircraft noise, timing for provision of rail infrastructure (WSFL & EW Rail), M12 Motorway and major arterial road connections servicing the airport and Aerotropolis.

The timing of future urban development will depend on the type of development proposed and housing demand and supply within the Western City and infrastructure delivery. Specifically, modest rural residential development such as 1 acre subdivisions could progress in the medium term whereas small lot residential subdivision would be in the longer term.

In the event that a future passenger rail line from Parramatta to the Western Sydney Airport is built, a strategic centre could evolve at Cecil Park through the provision of a railway station at this location.



**Figure 38:** Preferred Draft Structure Plan for the Fairfield Rural Lands Urban Investigation Area (Horsley Park & Cecil Park) 2019

### Long Term Capacity (10-20 years) (2026-2036)

Based on the population projections<sup>24</sup>, Fairfield City will need to accommodate 38,100 additional persons and 14,350 households between 2026 and 2036. This demand is expected to be met through opportunities associated with city-shaping transport corridors, growing and emerging new centres and other areas with high accessibility.

As shown in Figure 39, the potential new rail corridor between Parramatta and the Western Sydney Airport creates opportunities for the intensification of the Prairiewood centre and for a new centre at Cecil Park in the event that there are railway stations at these locations. Other existing local centres along the proposed route such as Smithfield and Bonnyrigg could also be intensified if railway stations are located at these centres.

There are also opportunities for existing low density residential areas on the edges of existing centres, particularly those with existing or proposed new transport infrastructure, to accommodate more medium density housing typologies as part of the renewal of this aging housing stock over the longer term.

The timeframe for a decision on the route of potential the rail corridor is not known at this stage and its construction may be well beyond the long term projection in this strategy. Notwithstanding, Council will pursue the above-mentioned opportunities as it participates in the planning of major new infrastructure by the State Government.

## **2.5 Areas with Development Capacity**

The Section above identified the existing housing supply, planning proposals, studies and investigations being undertaken by Council to plan for future housing supply.

The proposed additional dwellings identified in the Tables below will respond to local housing needs, providing a range of housing types including secondary dwellings, medium density housing in the existing R3 Medium Density Residential zones and residential flat buildings in the R4 High Density Residential zone and residential flat buildings and shop top housing in the town centres. Low density residential development (dwelling houses) will also be provided in the future Urban Investigation Area (Horsley Park & Cecil Park).

A summary of the housing supply which identifies areas with development capacity, is summarised below for the:

- Short term (0-5 years) (2016-2021)
- Medium term (6-10 years) (2021-2026)
- Long term (10-20 years) (2026-2036)

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<sup>24</sup> Department of Planning and Environment (2019), *2019 New South Wales State and Local Government Area population and household projections*. Sydney, NSW.



**Short Term (0-5 years) (2016-2021)**

The Western City District Plan includes a 0-5 year housing supply target (2016-2021) for Fairfield City of an additional 3,050 dwellings. Development capacity under **existing zoning** is estimated at 15,408 dwellings (as detailed in the Table below). This excludes the capacity for secondary dwellings, which have been added at a rate of 300-500 per year in preceding years.

CURRENT CAPACITY	NO. POTENTIAL ADDITIONAL DWELLINGS	COMMENT
Secondary Dwellings	Approx. 300-500 additional dwellings per year	3,014 secondary dwellings were approved over the last 14 years (by DA and CDC). Over the last 5 years there has been an average of 500 secondary dwellings approved per year.
Narrow Lot Areas	Approx. 2,852 additional dwellings	Existing small lots which could provide for approx. 2,852 additional dwellings. Approx. 5,652 narrow lots exist within the R2 Low Density Residential zone of which there is the potential for 2,852 additional dwellings in the form of attached and single dwellings through 'knock down rebuilds'.
R3 Medium Density Residential zone	Approx. 7,526 additional dwellings	There is the capacity for 7,526 dwellings within the R3 zone with its current FSR of 0.45:1. This FSR is being reviewed as part of the Medium Density Housing Study and a higher FSR being investigated to encourage redevelopment.
R4 High Density Residential zone	Approx. 5,030 additional dwellings	There are a total of 730 private lots that are in single private ownership totalling 491,443m <sup>2</sup> . There are a total of 71 LAHC lots totalling 74,460m <sup>2</sup> .
<b>TOTAL ESTIMATED POTENTIAL DWELLINGS</b>	<b>15,500 + Secondary Dwellings (estimated 300-500 per year)</b>	

PLANNING PROPOSALS	NO. POTENTIAL ADDITIONAL DWELLINGS	COMMENT
Residential Development Strategy (East)	5,368 to 13,700 additional dwellings (apartments)	Exhibited. The potential additional dwelling range varies significantly depending on the assumptions made and the development take up over time. An approximate mid figure would be around 7,351 dwellings.
Bonnyrigg Town Centre	1,159 additional dwellings	Awaiting gazettal. This is a capacity model and does not take into consideration dwellings already constructed or what could have been constructed under the existing development controls.
Bonnyrigg Communities Plus (Modification to Major Project Concept Plan)	500 additional dwelling = total of 3,000 additional dwellings within the Newleaf Urban Renewal Project	Exhibited during 2020, due for determination by the DPIE.
Villawood Town Centre	1,295 additional dwellings	Awaiting gazettal
Fairfield Heights Town Centre	1,000 additional dwellings	Awaiting gazettal
Cabramatta Town Centre East	582 additional dwellings	Gateway determination
17-23 Longfield Street, Cabramatta	580 to 750 additional dwellings	Gazetted (finalised)
<b>TOTAL ESTIMATED POTENTIAL DWELLINGS</b>	<b>Approx. 13,000 to 21,500 additional dwellings</b>	

SUMMARY SHORT TERM CAPACITY	NO. POTENTIAL ADDITIONAL DWELLINGS
CURRENT CAPACITY – EXISTING INFILL	<b>15,500 + Secondary Dwellings (estimated 300-500 per year)</b>
PLANNING PROPOSALS	<b>Approx. 13,000 to 21,500 additional dwellings</b>



**Medium Term (6-10 years) (2021-2026)**

Residential zone and development standards review (part of Local Housing Strategy)

STUDY	NO. POTENTIAL ADDITIONAL DWELLINGS	COMMENT
Medium Density Housing Study (Draft)	TBC	A review of the development standards (including height and FSR) and planning controls for the R3 Medium Density Residential Zone is being funded by the Accelerated LEP Review Project. The draft Study is near completion and the potential additional dwellings will be calculated based on revised FSR.

Urban Design Studies for the town centres (to inform future Planning Proposals) are being prepared for the Fairfield City Centre and the town centres of Cabramatta, Canley Vale, Smithfield, Carramar and Yennora.

URBAN DESIGN STUDY	NO. POTENTIAL ADDITIONAL DWELLINGS	COMMENT
Fairfield City Centre (Stage 1) (sites > 2,500m <sup>2</sup> )	3,625 additional dwellings	Adopted by Council. The UDS will inform future planning proposals for key sites in the Fairfield City Centre. Planning proposals are to be owner-initiated.
Fairfield City Centre (Stage 2) (sites < 2,500m <sup>2</sup> )	2,390 additional dwellings	Accelerated LEP Review Project – draft Study near completion.
Cabramatta Town Centre	2,150 additional dwellings	As above
Canley Vale Town Centre	1,265 additional dwellings	As above
Smithfield Town Centre	1,980 additional dwellings	As above
Carramar Neighbourhood Centre & Surrounds	3,435 additional dwellings	As above

Yennora Neighbourhood Centre & Surrounds	1,850 additional dwellings	As above
<b>TOTAL ESTIMATED POTENTIAL DWELLINGS</b>	<b>Approx. 16,700 additional dwellings</b>	

SUMMARY MEDIUM TERM CAPACITY	NO. POTENTIAL ADDITIONAL DWELLINGS	
R3 MEDIUM DENSITY RESIDENTIAL ZONE REVIEW	TBC	
URBAN DESIGN STUDIES	<b>Approx, 16,700 additional dwellings</b>	

### Long term (10-20 years) (2026-2036)

Planning for the Urban Investigation Area (Horsley Park & Cecil Park) commenced in 2018 and will continue through the medium to longer term.

STUDY	NO. POTENTIAL ADDITIONAL DWELLINGS	COMMENT
Urban Investigation Area (Horsley Park & Cecil Park)	14,000 – 20,000 additional dwellings	Draft Structure Plan adopted by Council (timeframe tbd)

## Summary of Estimated Future Additional Dwellings – Short, Medium & Long Term

<b>Short Term (0-5 years) (2016-2021)</b>	
Current capacity – existing infill	15,500 + Secondary Dwellings (estimated 300-500 dwellings/year)
Planning Proposals	Approx. 13,000 to 21,500 additional dwellings
<b>Medium Term (6-10 years) (2021-2026)</b>	
Infill town centre urban design studies – LEP 2020 review	Approx. 16,700 additional dwellings
R3 Medium Density Zone Review	TBD
<b>Long term (10-20 years) (2026-2036)</b>	
Greenfield - UIA	17,050 to 26,377 additional dwellings

## 3. The Strategy

### 3.1 Objectives

The objectives for planning for housing for current and future Fairfield City residents in the short, medium and long term include:

- To provide a strategic land use framework (temporal and spatial) to 2036 to manage the delivery of housing supply.
- To provide a framework to plan for infrastructure and services to support growth.
- To provide a range of housing typologies in areas that benefit from proximity to existing and proposed services, transport, public spaces.
- To provide for a mix of housing types and densities in strategic locations to meet the needs of the changing population.
- To address affordable housing needs of the Fairfield community through the implementation of appropriate local planning responses.
- To provide planning controls and guidelines that encourage high quality development to enhance the character and liveability of Fairfield City.
- To achieve high quality environmental and sustainability outcomes associated with future housing supply.
- To identify mechanisms to monitor and review the supply and suitability of housing throughout the duration of the Strategy.

Note: these objectives will be revised to reflect comments raised during the future community consultation of the draft Local Housing Strategy.

### 3.2 Planning Approach

This section is built on the development capacity identified in Section 2 above and will inform the strategy delivery actions below.

#### 3.2.1 Short Term (0-5 years) Housing Supply (2016 – 2021)

The planning approach to provide additional housing supply in the short term (current) is detailed below.

##### Current Planning Controls

A range of housing types and sizes are currently being provided under the current Fairfield LEP 2013 zoning and development standards and provide additional housing opportunities, including:

**Secondary dwellings** approx. 300-500 secondary dwelling approvals/year throughout Fairfield City as detailed in Section 2 and shown in Figure 18.

**Bonnyrigg Housing Estate** (Newleaf Urban Renewal Project) in the R1 General Residential zoned land in Bonnyrigg, with Stages 1 to 18 providing approx. 2,500 new dwellings.

**Multi dwelling housing** in the R3 zones (360 ha or 8% of residential zoned land) where very low take-up is thought to be impacted by the current development standards (including the maximum FSR 0.45:1).

**Residential flat buildings** (apartments) in the R4 High Density Residential zoned (180 ha or 4% residential zoned land) located in Fairfield Heights, Canley Heights, Canley Vale, Cabramatta, Fairfield, Villawood and Carramar and B4 Mixed Use zoned land in the town centres (approx. 75 ha).

## Planning Proposals

In addition, a number of **Planning Proposals** to amend the Fairfield LEP 2013 are currently underway as detailed in Section 2 and shown in Figure 39 below. These Planning Proposals once finalised, and any subsequent DCP changes, are estimated to provide additional housing opportunities (multi dwelling housing and residential flat buildings) in areas adjacent to the town centres and transport services.

**Fairfield, Fairfield Heights, Fairfield East and Villawood Planning Proposal** which upzones areas identified in the Residential Development Strategy (East) from R2 Low Density Residential, R3 Medium Density Residential and R4 High Density Residential and is estimated to provide an estimated 5,400 – 13,700 additional dwellings (at 75% take up).

**Bonnyrigg Town Centre Planning Proposal** which rezones land to B1 Neighbourhood Centre, B6 Enterprise Corridor, R4 High Density Residential and public and private recreation and will provide an estimated 1159 additional dwellings.

**Bonnyrigg Communities Plus** Modification to the State Significant Development Concept Plan and is estimated to provide an estimated to provide an additional 500 dwellings (total 3,000 upon completion) with the Newleaf Housing Estate

**Villawood Town Centre Planning Proposal** which rezones land B4 and R4 as well as increase height and FSR allowances and will provide an estimated 1295 additional dwellings.

**Fairfield Heights Town Centre Planning Proposal** which r and will provide an estimated 1000 additional dwellings.

**Cabramatta Town Centre East Planning Proposal** which allows for increased height of building and FSR controls and will provide an estimated 582 additional dwellings.

**17-23 Longfield Street, Cabramatta Planning Proposal** which rezones land for medium and higher density housing and will provide an estimated 580 to 750 additional dwellings.



## **Affordable Housing Study**

Fairfield City Council is participating in the preparation of an Affordable Housing Strategy covering the entire Western Sydney region as detailed in Section 2. The Strategy is due to be finalised towards the end of 2020 and will provide an overall framework for local planning provisions to increase the supply of affordable housing in Western Sydney as well as localised provisions that address the unique circumstances of individual LGAs. The recommendations of the Study will be considered in relation to the Fairfield City housing situation and in discussions with the State Government.

## **Secondary Dwellings**

Secondary dwellings (granny flats) have been a significant contributor to the City's housing stock over the last 8 years as detailed in Section 2. These are permitted under State Government planning rules for affordable housing. The approvals are not monitored by the State Government and data on occupancy rates is unavailable from the Census. This presents significant problems in planning for infrastructure and services that Council will need to address, in conjunction with the State Government, as part of our future planning. Council will work with the State Government to develop a more strategic approach to the issue of secondary dwellings in Fairfield City.

Council as part of the Accelerated LEP Review Program, will commission consultants to survey secondary dwelling residents to investigate the following issues: occupancy rates, demand for car parking, current and potential dwelling supply, impacts on services, site coverage, urban tree canopy cover, urban heat island effect and effects on stormwater runoff.

### **3.2.2 Medium Term (6-10 year) Housing Supply (2021 – 2026)**

The planning approach to provide additional housing supply in the medium term is detailed below. It is noted that a number of the strategic planning projects commenced 2019-2020 (within the short term period) but are anticipated to realise the additional housing in the medium term. Additionally, a number of the projects identified in the short term (above) will continue providing additional housing opportunities in the medium term.

## **Medium Density Housing Review**

A review of the development standards and design controls for medium density housing in the Fairfield LEP 2013 and Fairfield DCP is currently underway as detailed above. The review is being funded as part of the Accelerated LEP Review Program and will be completed in late 2020. The recommendations of the review will be considered in future planning proposals to amend the Fairfield LEP 2013 and amendments to the DCP.

## Urban Design Studies – Town Centres

A number of Urban Design Studies for the town centres in Fairfield City were commissioned in 2018-2020, as detailed in Section 2 and shown in Figure 39 below. A summary of the estimated additional dwellings, which could be provided through the changes to development standards and planning controls recommended in the Studies, is provided below:

**Fairfield City Centre (Stage 1) Urban Design Study** (sites > 2,500m<sup>2</sup>) was adopted by Council in 2018 and will inform future owner-initiated planning proposals. It is estimated that the proposed changes to development standards and planning controls will provide for an additional 3,625 dwellings, primarily residential flat buildings (apartments).

The six (6) Urban Design Studies for town centres, which are being funded under the Accelerated LEP Review Program, are near completion as detailed in Section 2. The recommendations of these Studies will be considered in future planning proposals to amend the Fairfield LEP 2013 and changes to the Fairfield DCP. The six (6) town centres include:

**Fairfield City Centre (Stage 2) Urban Design Study** (sites < 2500m<sup>2</sup>) proposed changes to development standards and planning controls are estimated to provide for an additional 2390 dwellings, primarily residential flat buildings (apartments).

**Cabramatta Town Centre Urban Design Study** proposed changes to development standards and planning controls are estimated to provide approx. 2150 additional dwellings, primarily residential flat buildings (apartments).

**Canley Vale Town Centre Urban Design Study** proposed changes to development standards and planning controls are estimated to provide approx. 1265 additional dwellings, primarily residential flat buildings (apartments).

**Smithfield Town Centre Urban Design Study** proposed changes to development standards and planning controls are estimated to provide approx. 1,980 additional dwellings, primarily residential flat buildings (apartments).

**Carramar Neighbourhood Centre & Surrounds Urban Design Study** proposed changes to development standards and planning controls are estimated to provide approx. 3435 additional dwellings.

**Yennora Neighbourhood Centre & Surrounds Urban Design Study** proposed changes to development standards and planning controls are estimated to provide approx. 1850 additional dwellings.

### **3.2.3 Long Term (10-20 years) Housing Supply (2026 – 2036)**

The planning approach to provide additional housing supply in the long term is detailed below. It is noted that a number of the strategic planning projects commenced in the medium term (above) will realise the additional housing in the long term period, including the Urban Investigation Area (Horsley Park & Cecil Park).

#### **Urban Investigation Area (Horsley Park & Cecil Park)**

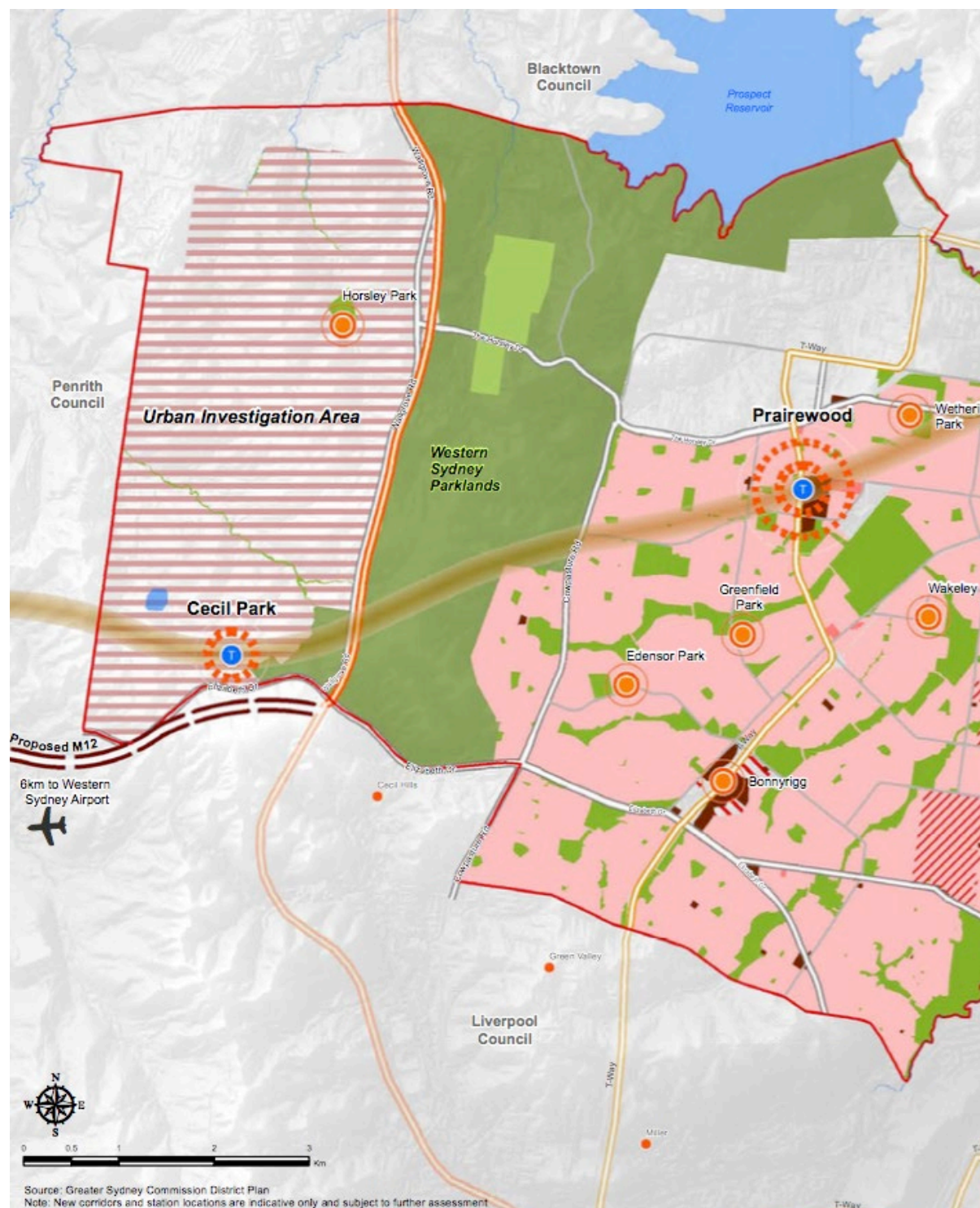
Under the Western City District Plan, the Fairfield Rural Lands (comprising the suburbs of Horsley Park and Cecil Park), were identified by the Greater Sydney Commission as an urban investigation area (UIA). As detailed in Section 2, Council has been working collaboratively with the Greater Sydney Commission (GSC), State agencies and Penrith City Council since 2018 to develop draft Structure Plan Options for the Urban Investigation Area (Horsley Park & Cecil Park) (UIA).

Council endorsed a draft Structure Plan (refer Figure 38) for the UIA which identifies areas of Horsley Park for potential agribusiness and estate homes (on 4,000m<sup>2</sup> lot) as well as employment lands (north of Burley Rd) adjoining the proposed Western Sydney Freight Line.

The southern section of the UIA comprising Cecil Park, is identified for small lot housing, with the opportunity for higher density housing around a potential rail station associated with the Parramatta to Western Sydney Airport passenger rail line being investigated by the State Government. The current draft Structure Plan has potential to yield between 14,000 to 20,000 dwellings, dependent on the provision of a rail station at Cecil Park.

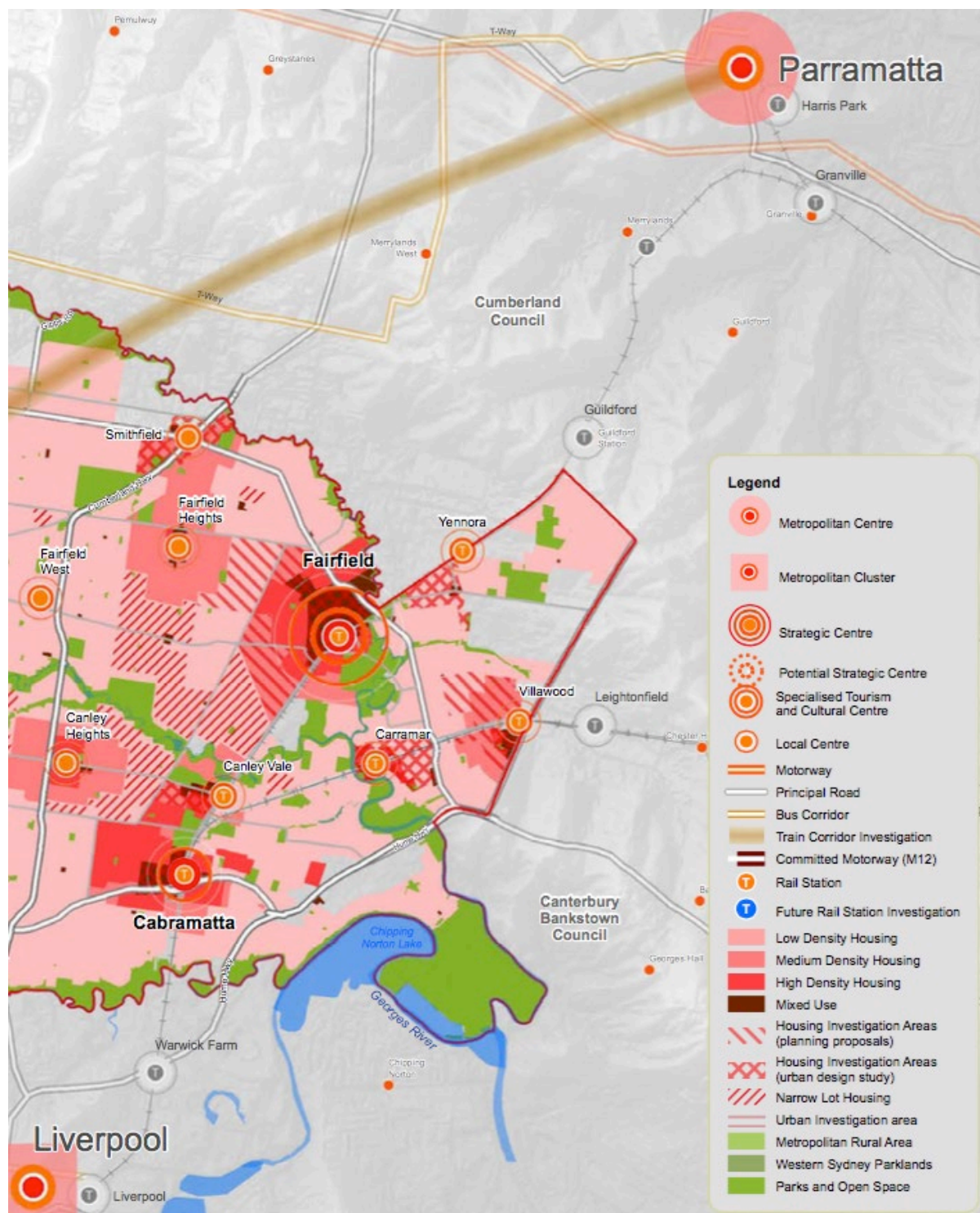
#### **Future Investigation Areas**

The area of Prairiewood and sites adjacent to the T-Way stops will be investigated for a long term (20 year) housing supply, related to future transport provision and existing and proposed centres. Investigations into future housing opportunities in this area (and other possible locations) would be undertaken when details of transport provision is released.



**Figure 39:** Theme 1: Community Wellbeing – Healthy & Liveable Places Map, extract Fairfield City Local Strategic Planning Statement (2020)





**Figure 39:** Theme 1: Community Wellbeing – Healthy & Liveable Places Map, extract Fairfield City Local Strategic Planning Statement (2020)

## 4. Implementation, Delivery & Monitoring

### 4.1 Strategy Delivery Actions

The following Action Table is informed by the Fairfield City LSPS Planning Priorities and Action Plan, and responds to the timeframes established for this Local Housing Strategy:

- Short term (0-5 years) (2016-2021)
- Medium term (6-10 years) (2021-2026)
- Long term (10-20 years) (2026-2036)

LSPS PLANNING PRIORITY	ACTIONS	TIMEFRAME
<b>Planning Priority 1</b>  Provide housing that accommodates the needs of existing and future residents.	<b>LSPS Action 1.1</b> Council is preparing a Local Housing Strategy in accordance with the Western City District Plan (Planning Priority W5) which will provide housing supply with access to jobs, services and public transport to meet existing and future demand of the community and having regard to cross-boundary housing markets.	
	<ul style="list-style-type: none"> <li>• The Fairfield City Local Housing Strategy (2020) addresses Action 1.1 of the LSPS.</li> </ul>	Short term
	<b>LSPS Action 1.2</b> Council is investigating the following issues as part of the Local Housing Strategy in relation to secondary dwellings: occupancy rates, demand for car parking, current and potential dwelling supply, impacts on services, site coverage, urban tree canopy cover, urban heat island effect and effects on stormwater runoff.	
	<ul style="list-style-type: none"> <li>• Council is commissioning, as part of the Accelerated LEP Review Program, consultants to undertake a survey of secondary dwelling residents to investigate occupancy rates, demand for car parking and impact on services.</li> </ul>	Short term
	<ul style="list-style-type: none"> <li>• Council will also investigate in relation to secondary dwellings, site coverage, urban tree canopy cover, urban heat island, stormwater runoff.</li> </ul>	Short term

LSPS PLANNING PRIORITY	ACTIONS	TIMEFRAME
	<b>LSPS Action 1.3</b> Council will review its Local Environmental Plan and update planning controls to implement the recommendations and directions made in the Local Housing Strategy and reflected in this statement.	
	<ul style="list-style-type: none"> <li>Medium Density Housing Review (underway)</li> </ul>	Short term
	<ul style="list-style-type: none"> <li>Planning Proposals and updates to the Fairfield DCP will be prepared over the short and medium term as detailed below:</li> </ul>	
	Residential Development Strategy East Planning Proposal (commenced)	Short term
	Bonnyrigg Town Centre Planning Proposal (commenced)	Short term
	Bonnyrigg Communities Plus Planning Proposal (commenced)	Short term
	Villawood Town Centre Planning Proposal (commenced)	Short term
	Fairfield Heights Town Centre Planning Proposal (commenced)	Short term
	Cabramatta Town Centre East Planning Proposal (commenced)	Short term
	17-23 Longfield Street, Cabramatta Planning Proposal (commenced)	Short term
	<ul style="list-style-type: none"> <li>Future Planning Proposals to implement recommendations of Urban Design Studies for town centres:</li> </ul>	
	Fairfield City Centre (Stage 1) (sites > 2,500m) – owner-initiated planning proposal/s	Short – medium term
	Fairfield City Centre (Stage 2) (sites < 2,500m <sup>2</sup> )	Short – medium term
	Cabramatta Town Centre	Short – medium term
	Canley Vale Town Centre	Short – medium term
	Smithfield Town Centre	Short – medium term
	Carramar Neighbourhood Centre & Surrounds	Short – medium term
	Yennora Neighbourhood Centre & Surrounds	Short – medium term
	<ul style="list-style-type: none"> <li>Urban Investigation Area (Horsley Park &amp; Cecil Park)</li> </ul>	Medium – long term

LSPS PLANNING PRIORITY	ACTIONS	TIMEFRAME
<b>Planning Priority 2</b>  Deliver greater housing diversity and affordability to meet the changing needs of the community.	<b>LSPS Action 1.5</b> Council will monitor, review and update the Local Housing Strategy to ensure it remains relevant.	
	<ul style="list-style-type: none"> <li>Refer below re monitoring</li> </ul>	
	<b>LSPS Action 2.1</b> Council will prepare a Local Housing Strategy in accordance with the Western City District Plan (Planning Priority W5) which will address housing choice and affordability.	
	<ul style="list-style-type: none"> <li>The Fairfield City Local Housing Strategy (2020) addresses Action 2.1 of the LSPS through identifying a range of housing typologies in locations throughout Fairfield City.</li> </ul>	Short term
	<ul style="list-style-type: none"> <li>An Affordable Housing Study is being prepared for Western Sydney Councils utilising funding under the Accelerated LEP Review Program.</li> </ul>	Short – medium term
	<b>LSPS Action 2.2</b> Council will consider, as part of the Local Housing Strategy, the range of housing needs of the community.	
	<ul style="list-style-type: none"> <li>The Fairfield City Local Housing Strategy (2020) addresses Action 2.2 of the LSPS through identifying a range of housing typologies in locations throughout Fairfield City to meet the needs of the community.</li> </ul>	Short term
	<b>LSPS Action 2.3</b> Council will develop an Affordable Housing Strategy which will identify affordable housing needs and targets and investigate a range of affordable housing types, including secondary dwellings, boarding housings, multi-dwelling housing and residential apartments to address relevant targets and priorities of the Western City District Plan.	
	<ul style="list-style-type: none"> <li>An Affordable Housing Study is being prepared for Western Sydney Councils utilising funding under the Accelerated LEP Review Program.</li> </ul>	Short – medium term
	<b>LSPS Action 2.6</b> Council will monitor, review and update the Local Housing Strategy to ensure it remains relevant.	
	<ul style="list-style-type: none"> <li>Refer below re monitoring</li> </ul>	

## 4.2 Monitoring & Review

As part of the Accelerated LEP Grant funding, Council has commissioned information technology consultants to prepare a new data monitoring package integrated with Council's development application and complying development submission/approvals software, that will enable Council to monitor the delivery of new housing in the City under the draft LHS.

This will include detailed, accurate reporting on the types and location of housing approved across the City in various zones and town centres in the short, medium and long terms.

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