



Appendix 7 – Updated Canterbury Bankstown RDS



RDS Update Report
June 2017





1. Executive Summary

The following directions provide a starting point to inform the consolidation of the former Bankstown and Canterbury City Councils' residential development strategies into a single local housing strategy:

<i>Direction 1: Continue to focus housing growth in centres that offer good access to public transport, shops, community facilities and open space to service the growing population.</i>	
Action 1.1	Continue to implement the current planning framework as outlined in the former Bankstown and Canterbury City Councils' residential development strategies, namely: • Continue to focus housing growth in centres that offer good access to public transport, shops, community facilities and open space to service the growing population. • Continue to protect the low density, landscaped character of the suburban neighbourhoods.
Action 1.2	Continue to prepare Local Area Plans to implement the local housing strategy.
Action 1.3	Implement the findings of the Canterbury Road Corridor Review.
Action 1.4	Apply criteria to decide the types of planning proposals that Council may progress whilst it prepares the Local Housing Strategy.
<i>Direction 2: Reflect the new Community Strategic Plan.</i>	
Action 2.1	Reflect the vision and priorities of the new Community Strategic Plan.



Direction 3: Respond to the Draft South District Plan.

Action 3.1	Review the Draft South District Plan's 20 year dwelling target (and assumptions) in collaboration with the Greater Sydney Commission, and ensure the dwelling target: • Provides upfront infrastructure support from the State Government. • Identifies new funding mechanisms for local infrastructure (e.g. value capture), as well as support Council's request to vary the levy rate for section 94 and 94A development contributions in growth areas.
Action 3.2	Review the Draft Sydenham to Bankstown Urban Renewal Corridor Strategy in collaboration with the Department of Planning & Environment to ensure the strategy identifies the local infrastructure and funding arrangements needed to support growth.
Action 3.3	Review the redevelopment of the Riverwood North Estate in collaboration with the Land & Housing Corporation to ensure the project identifies the local infrastructure and funding arrangements needed to support growth.

Direction 4: Advocate for an exemption from the Draft Medium Density Housing Code.

Action 4.1	Continue to advocate the Department of Planning & Environment to allow Council to prepare a local housing strategy that demonstrates it can continue to efficiently deliver medium density housing in the city. Once Council demonstrates that it can continue to efficiently deliver medium density housing in the city, it should be given the opportunity to be exempt from the Draft Medium Density Housing Code.
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Direction 5: Continue to work with the Southern Sydney Regional Organisation of Councils to develop a position on housing affordability.

Action 5.1	Continue to work with the Southern Sydney Regional Organisation of Councils to develop a position on housing affordability specific to the South District and the City of Canterbury–Bankstown.
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Direction 6: Monitor housing outcomes.

Action 6.1	Develop a framework that consolidates the data collection processes of the former Bankstown and Canterbury City Councils if Council is to monitor and report on the delivery of the 20 year dwelling target.
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2. Introduction

In 2005, the Department of Planning & Environment directed the former Bankstown and Canterbury City Councils to prepare residential development strategies to implement the State Government's urban consolidation objectives and dwelling targets (2006–31).

The former Bankstown City Council adopted the Residential Development Study in 2009 and the former Canterbury City Council adopted the Residential Development Strategy in 2012.

The main conclusions drawn then remain true today, namely:

- The former Bankstown and Canterbury City Councils continue to meet the urban consolidation objectives by providing housing choice.
- The former Bankstown and Canterbury City Councils are well-established urban areas with little surplus land for rezoning. Local redevelopment opportunities exist in centres that offer good access to public transport, shops, community facilities and open space to service the growing population.

In 2016, the Greater Sydney Commission released the Draft South District Plan to update the State Government's urban consolidation objectives and dwelling targets.

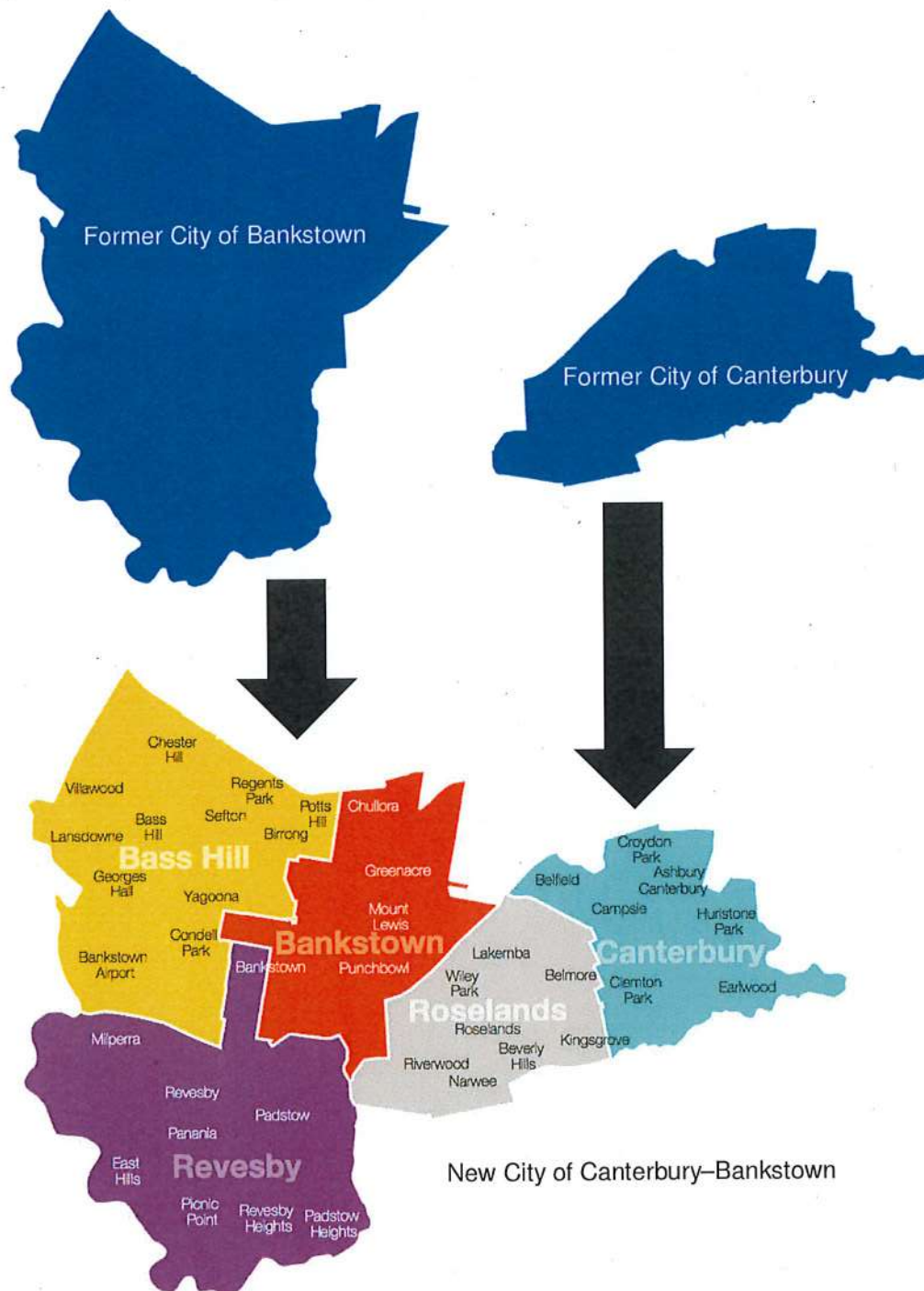
The Draft Plan will establish a 20 year dwelling target (2016–36) for the newly merged Canterbury–Bankstown Council, and will require Council to prepare a local housing strategy to action this target.

The purpose of this RDS Update Report is to provide a starting point to inform a local housing strategy for Canterbury–Bankstown Council by:

- Outlining the context of the former Bankstown and Canterbury City Councils' residential development strategies.
- Providing an update on the delivery of the former Bankstown and Canterbury City Councils' dwelling targets.
- Providing directions for the consolidation of the former Bankstown and Canterbury City Councils' residential development strategies into a single local housing strategy.



Figure 1: City of Canterbury–Bankstown.





3. Context

This section outlines the context of the former Bankstown and Canterbury City Councils' residential development strategies.

3.1 State Planning Reforms

In 2005, the Department of Planning & Environment introduced planning reform legislation to standardise the NSW planning system.

A major reform relevant to the former Bankstown and Canterbury City Councils was to prepare residential development strategies to implement the urban consolidation objectives of the Metropolitan Strategy. The Metropolitan Strategy is the State Government's blueprint for the future of Sydney, and directs all councils to accommodate a share of the projected population growth.



The Metropolitan Strategy set the following 25 year targets for the former Bankstown and Canterbury City Councils to deliver in the period 2006–2031:

	Dwelling Target	Jobs Target
Former Bankstown City Council	22,000 dwellings	8,000 jobs
Former Canterbury City Council	7,100 dwellings	500 jobs



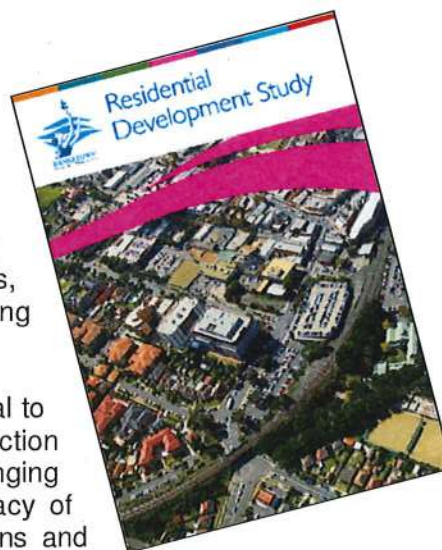
3.2 Former Bankstown City Council's Residential Development Study

Current planning framework

At the Ordinary Meeting of 13 October 2009, the former Council adopted the Residential Development Study. Figure 2 outlines the strategic directions to implement the urban consolidation objectives and dwelling target to 2031.

A key strategic direction is to focus housing growth in centres that offer good access to public transport, shops, community facilities and open space to service the growing population.

As shown in Figure 3, there are 13 centres with potential to accommodate more housing based on the above selection criteria, in addition to existing urban structures, changing demographics, market trends, land availability, adequacy of infrastructure, environmental constraints, local conditions and community values.



Centre Type	Centres Hierarchy
Major Centre	Bankstown CBD
Village Centres	Chester Hill, Padstow, Revesby, Yagoona
Small Village Centres	Bass Hill, Greenacre, Panania, Punchbowl, Sefton
Neighbourhood Centres	Birrong, East Hills, Rookwood Road Precinct

The strategic directions also seek to protect the low density, landscaped character of the suburban neighbourhoods, whilst acknowledging that the long-established infill approach (dual occupancies and villas) would continue to contribute to new dwelling stock to reflect market demand.

The Department of Planning & Environment endorsed the study under the Planning Reform Funding Program.

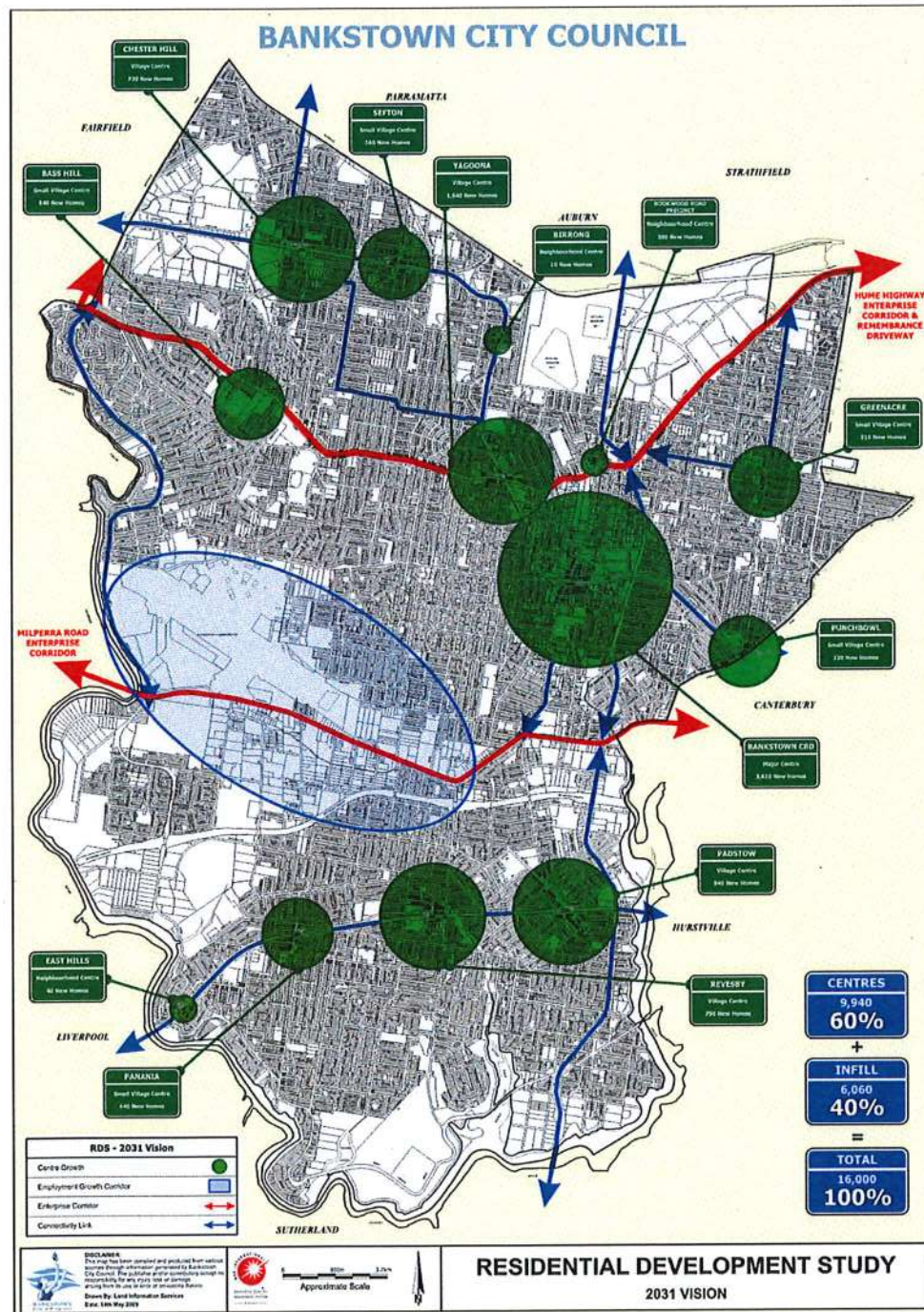


Figure 2: Residential Development Study (2009)–Strategic Directions & Actions.

Strategic Direction: Stage the supply of housing numbers.
Action 1: Meet a dwelling target of 16,000. This action would require a review of the Residential Development Study after 2021 to meet the balance of the dwelling target to 2031.
Strategic Direction: Ensure the distribution of housing numbers enhances neighbourhood character and amenity.
Action 2: Locate 60% of the dwelling target in centres and 40% in neighbourhood areas. This may involve fine tuning the medium density housing options to include townhouses in the neighbourhood areas that surround the centres.
Strategic Direction: Ensure the distribution of housing numbers supports the opportunity to make the local shopping centres a model of sustainable renewal and redevelopment.
Action 3: Apply sustainable housing numbers to support the renewal of 13 centres: Bankstown CBD, Bass Hill, Birrong, Chester Hill, East Hills, Greenacre, Padstow, Panania, Punchbowl, Revesby, Rookwood Road Precinct, Sefton and Yagoona. This action would meet the expectation of having 60% of the dwelling target in centres.
Action 4: Prepare more detailed integrated plans to guide the sustainable renewal and redevelopment of the centres and surrounding neighbourhood areas. Whilst renewal and increased residential densities may occur in these areas over the next 25 years, this will occur at an appropriate scale and pace to enhance the character, amenity and liveability of the centres.
Action 5: The 6,000 dwellings for the 10 year period 2022 to 2031 should occur in the centres to achieve an 80:20 centres to infill ratio.
Action 6: Council may consider planning proposals within centres where the objective is to allow development that has not been prioritised as part of the 2006–2021 dwelling target. The potential to progress any such proposals would depend on: (a) consistency with the Metropolitan Strategy and the Residential Development Study; (b) ability to contribute to the dwelling target of 22,000 in the long term; and (c) relevant planning investigations and infrastructure capacity. Consideration is also given to relevant rezoning processes to ensure controls and contributions plans are in place in a coordinated manner.



Figure 3: Residential Development Study (2009)—Distribution of the dwelling target in the former City of Bankstown.





Implementation

Since 2009, the former Council adopted Local Area Plans to implement the strategic directions and actions of the Residential Development Study as shown in Figure 4.

The Local Area Plans set out the vision and spatial context for the distinctive local areas, specify the best ways to accommodate residential and employment growth, and outline the delivery of supporting infrastructure (such as community facilities and open spaces). Linking the Local Area Plans are the citywide directions (i.e. Liveable, Invest, Green and Connected) of the Bankstown Community Plan.

The implementation of the Local Area Plans primarily involves changes to Council's statutory planning framework and infrastructure priorities.

Together, the Local Area Plans have a potential dwelling yield of 24,267 dwellings and provide sufficient capacity to meet housing needs to 2031. Housing growth is to be staged to align with infrastructure provision and to address complex renewal issues affecting the city.





Figure 4: Snapshot of Local Area Plans.

Local Area Plan	Status	Potential net dwelling yield to 2031	
Bankstown CBD	Local Area Plan adopted 20 September 2011. LEP Amendment came into effect 24 March 2014.	Bankstown CBD (Major Centre)	3,808
North West	Local Area Plan adopted 24 September 2013. LEP Amendment came into effect 22 January 2016.	Chester Hill Village Centre	725
		Sefton Small Village Centre	164
		Bass Hill Small Village Centre	640
		Suburban Neighbourhood	834
North Central	Local Area Plan adopted 11 May 2016. LEP Amendment currently with the Department of Planning & Environment, awaiting a Gateway determination.	Yagoona Village Centre	2,792
		Birrong Neighbourhood Centre	567
		Rookwood Road Neighbourhood Centre	300
		Regents Park Urban Precinct	591
		Suburban Neighbourhood	1,385
North East	Local Area Plan adopted 11 May 2016. LEP Amendment currently with the Department of Planning & Environment, awaiting a Gateway determination.	Greenacre Small Village Centre	2,139
		Punchbowl Small Village Centre	1,770
		Suburban Neighbourhood	930
South East	Local Area Plan adopted 11 May 2016. LEP Amendment currently with the Department of Planning & Environment, awaiting a Gateway determination.	Revesby Village Centre	1,703
		Padstow Village Centre	2,737
		Suburban Neighbourhood	600
South West	Local Area Plan adopted 11 May 2016. LEP Amendment currently with the Department of Planning & Environment, awaiting a Gateway determination.	Panania Small Village Centre	1,122
		East Hills Neighbourhood Centre	960
		Suburban Neighbourhood	500
		TOTAL	24,267



3.3 Former Canterbury City Council's Residential Development Strategy

Current planning framework

At the Ordinary Meeting of 24 October 2013, the former Canterbury City Council adopted the Residential Development Strategy. Figure 5 outlines the strategic directions to implement the dwelling target to 2031.

There is a relatively clear urban structure within the former City of Canterbury that has emerged in response to market forces and reinforced by various planning controls over time.

Medium and high density housing is predominantly found along the railway corridor, north of Canterbury Road. This reflects a long history of apartments being developed in these suburbs. Conversely, houses are the predominant housing type south of Canterbury Road.

The strategy identified significant dwelling potential remaining under the current planning framework. The former City of Canterbury has a theoretical capacity for a further 28,800 dwellings.

Around three quarters of the local redevelopment opportunities are in the R3 and R4 residential zones. Other opportunities are in the centres, Riverwood North, Clemton Park Village (former Sunbeam site) and the Canterbury Road Corridor.

The strategy concludes there is no pressing need to adjust the planning controls applying to housing in the former City of Canterbury. The former city is likely to continue to provide a wide range of housing types for a range of sub-markets, well into the future.

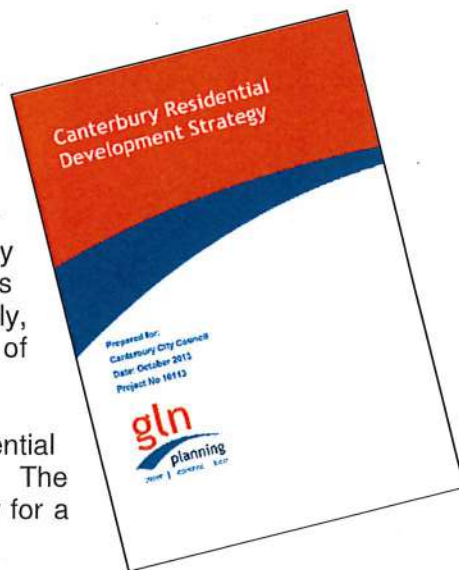




Figure 5: Residential Development Strategy (2012)–Strategic Directions.

Strategic Directions	
1	Housing planning decisions should accord with State and metropolitan planning directions set by the State Government.
2	Ensure that the suite of zoning and other development controls support viable opportunities for a full range of housing types, sizes and tenures throughout the Canterbury LGA. There should be adequate opportunities for Tier 1 developers to provide housing product in the LGA.
3	Housing with the highest densities (i.e. shop top housing and apartments) should be located in and adjacent to centres, and within the walk catchment of major transport nodes.
4	Fine-tune planning controls to ensure that areas that are currently set aside for medium and high density housing are efficiently developed within amenity constraints.
5	Apply a consistent approach to requests to adjust the zoning or controls applying to residential development land.
6	Infrastructure contributions plans should be regularly updated to ensure the increased residential growth can be supported with the necessary infrastructure.



Implementation

Since 2012, the former Council prepared LEP Amendments to implement certain aspects of the Residential Development Strategy.

Firstly, Canterbury LEP 2012 (Amendment No. 3) proposed to upzone the following properties to Zone R4 and increase the building envelope controls to allow high density residential development:

- 436 and 446–454 Canterbury Road in Campsie.
- 591–605 Canterbury Road in Belmore.
- 754–794 Canterbury Road and 1A Trafalgar Street in Belmore.

Canterbury Local Environmental Plan 2012 (Amendment No. 3) came into effect on 11 April 2014.

Secondly, Canterbury LEP 2012 (Amendment No. 6) proposed to upzone the following properties to Zone R4 and increase the building envelope controls to allow high density residential development:

- 53A Benaroon Road, 92 Knox Street, 60 and 67 Lucerne Street and 61 and 65 Yangoora Road in Belmore.
- 1–9 Alfred Street and part of 2–12 Harp Street in Campsie.
- 1 Assets Street and 26–30 Campsie Street in Campsie.
- 134–140 Brighton Avenue in Campsie.
- 56 Graham Road in Narwee.
- 131–133 Victoria Road in Punchbowl.

This LEP Amendment also proposed to upzone 28–42 Josephine Street in Riverwood to Zone R3, and to allow an increased building height at 2–16 Sixth Avenue in Campsie provided the site achieved a certain lot size.

Canterbury Local Environmental Plan 2012 (Amendment No. 6) came into effect on 5 March 2015.



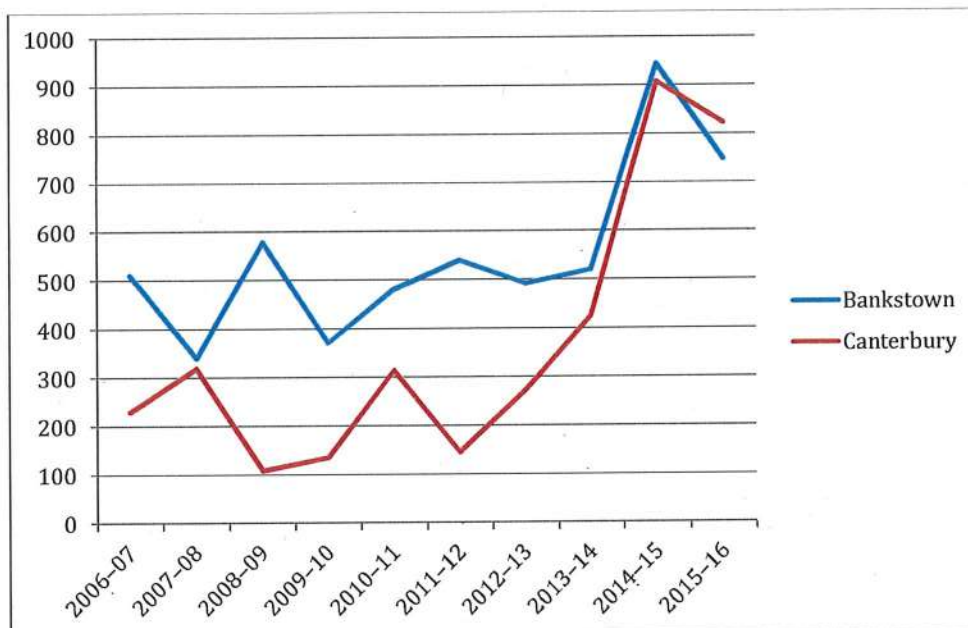
4. Delivery

This section provides an update on the delivery of the former Bankstown and Canterbury City Councils' dwelling targets.

4.1 The dwelling stock is on the rise

The former Councils are meeting the State Government's urban consolidation objectives and dwelling targets by delivering a combined total of 9,219 dwellings since 2006.

Figure 6: Net dwelling completions (2006–16).



(Source: Metropolitan Development Program, Department of Planning & Environment)



In relation to the former City of Bankstown, the net dwelling stock increased by 5,533 dwellings (2006–16).

The development rate is generally consistent with the assumptions underlying the Residential Development Study, and would suggest that developers are finding development opportunities under the current planning controls. The increase in 2014 reflects the close alignment of the apartment market with the boom–bust investment cycle.

In relation to the former City of Canterbury, the net dwelling stock increased by 3,686 dwellings (2006–16).

The development rate increased in 2014 due to a combination of factors, namely:

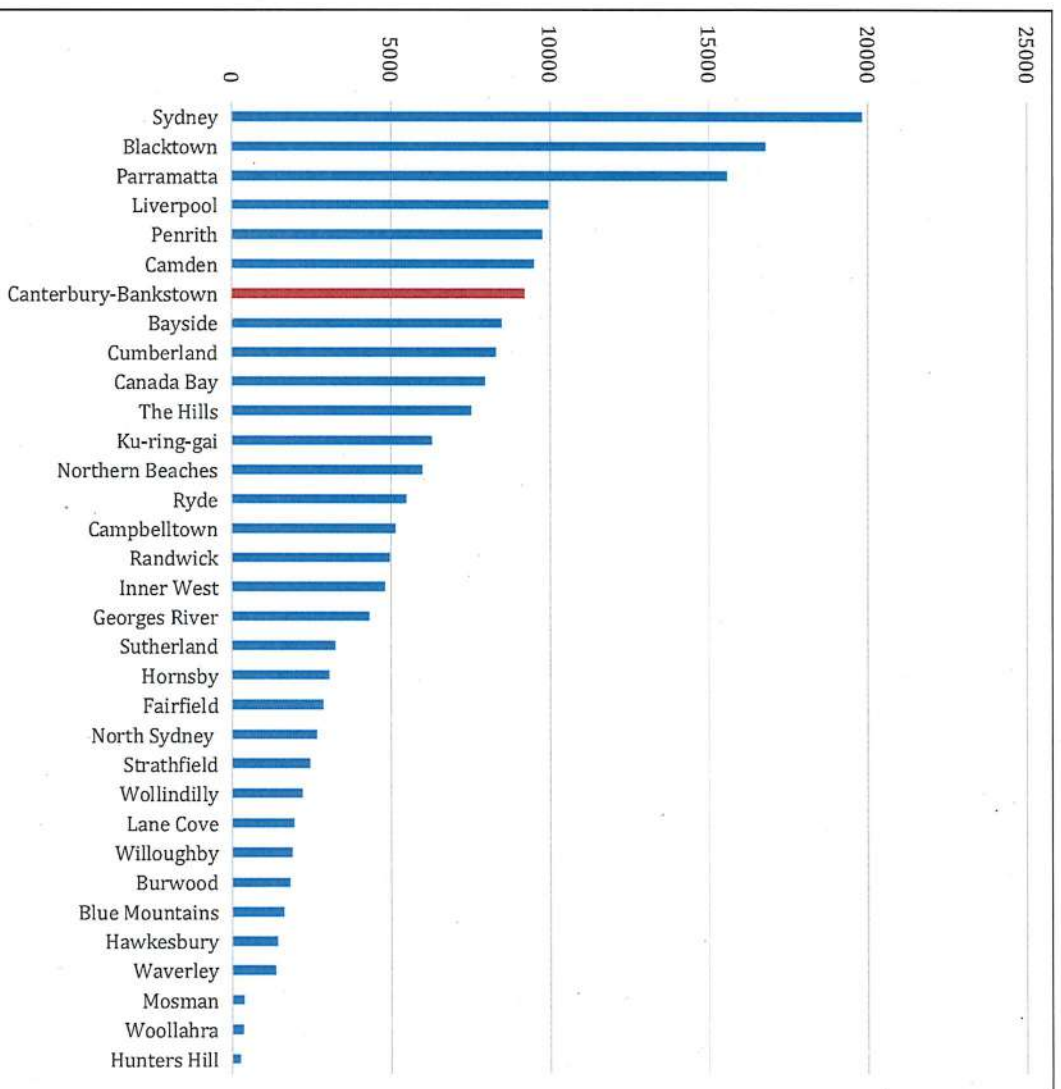
- Pent up housing demand after a period of low dwelling growth in Sydney.
- The eastern part of the former City of Canterbury tapping into the inner west market and emerging as a sought after place to live.
- The commencement of construction activity following the gazettal of LEP Amendments for the Canterbury Town Centre in 2010, and the gazettal of LEP Amendments for certain development sites in 2014–15.
- The commencement of construction activity following the adoption of the Town Centres DCP in 2010, which increased building heights in centres.
- Two Part 3A approvals for shop top housing and apartments in Clemton Park Village (former Sunbeam site) and Riverwood North.
- Approvals granted under SEPP (Affordable Rental Housing) 2009, which facilitates infill affordable housing and secondary dwellings.
- The commencement of construction activity along the Canterbury Road Corridor.



4.2 The former Bankstown and Canterbury City Councils are experiencing high growth compared to the rest of Sydney

As shown in Figures 7 and 8, the former Councils recorded the 7th highest dwelling increase compared to the 33 councils that make up the Greater Sydney Region. This is a substantial contribution to Sydney's dwelling stock compared to most established councils.

Figure 7: Net dwelling completions (2006–16) in the Greater Sydney Region.



(Source: Metropolitan Development Program, Department of Planning & Environment)



Figure 8: Net dwelling completions (2006–16) in the Greater Sydney Region.

Top 10 councils	Net dwelling completions (2006–16)
Sydney	19,828
Blacktown	16,792
Parramatta	15,591
Liverpool	9,975
Penrith	9,780
Camden	9,522
Canterbury–Bankstown	9,219
Bayside	8,510
Cumberland	8,316
Canada Bay	7,979

(Source: Metropolitan Development Program, Department of Planning & Environment)

The Draft South District Plan predicts Council will move up to record the 4th highest dwelling increase in the next 5 years as shown in Figure 9.

This increase is a 'business as usual' scenario based on current planning controls i.e. a combination of actual constructions and an assumption that development applications either approved or currently under assessment will be constructed sometime in the next 5 years. Construction activity along the Canterbury Road Corridor is a primary contributor to the supply figure.

Figure 9: Predicted net dwelling completions (2016–21) in the Greater Sydney Region.

Top 5 councils	Predicted net dwelling completions (2016–21)
Parramatta	21,650
Sydney	18,300
Blacktown	13,950
Canterbury–Bankstown	13,250
Camden	11,800

(Source: Draft South District Plan, Greater Sydney Commission)



4.3 Housing choice is on the rise

Former City of Bankstown

Since 2006, the net dwelling stock increased by 1,834 dwellings in the centres and 3,699 in the suburban neighbourhoods as shown in Figure 10.

For the purposes of the Department of Planning & Environment's Metropolitan Development Program which collates the data, centres are defined as an 800 metre walkable catchment from a railway station and a 400 metre catchment from a bus node.

There is ongoing strong market demand for houses and dual occupancies in the suburban neighbourhoods. In the past 10 years, houses and dual occupancies represented 40% of all new dwellings built and one third of all development application approvals. The introduction of SEPP (Affordable Rental Housing) 2009 reinforced this trend.

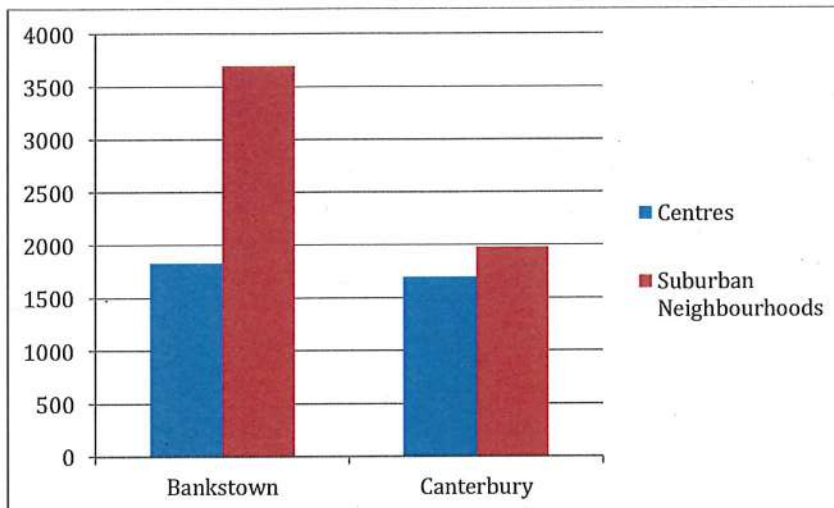
The development rate for houses and dual occupancies is also generally consistent over the years, whilst the development rate for shop top housing and apartments tends to fluctuate and is closely aligned with the boom–bust investment cycle.

In future, the implementation of the Local Area Plans is likely to see shop top housing and apartments in the centres increase as a proportion of new dwellings entering the market. This is exemplified by the recent implementation of the Bankstown CBD and North West Local Area Plans:

Local Area Plan	Implementation status	Number of dwellings
Bankstown CBD	Since 2014, 49 DAs (shop top housing and apartments) approved.	2,860
	7 DAs (shop top housing and apartments) under assessment.	367
	Planning proposal and DA for Compass Centre site on exhibition.	471
North West	Since 2016, 9 DAs (shop top housing and apartments) approved.	200
	6 DAs (shop top housing and apartments) under assessment.	318

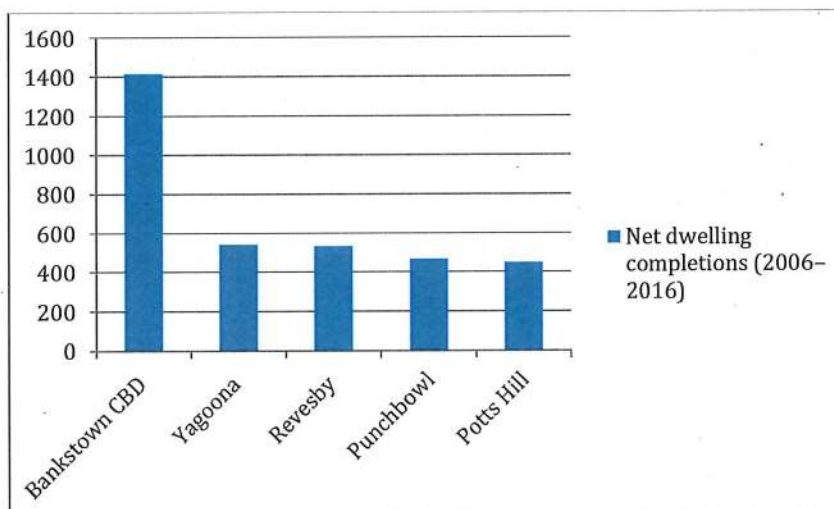


Figure 10: Net dwelling completions (2006–16) by location.



(Source: Metropolitan Development Program, Department of Planning & Environment)

Figure 11: Net dwelling completions (2006–16) by top 5 suburbs.



(Source: Metropolitan Development Program, Department of Planning & Environment)

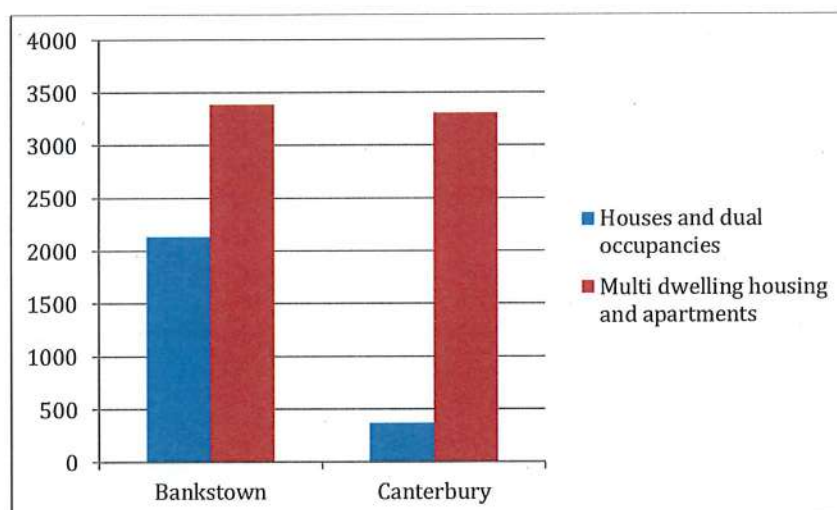


Former City of Canterbury

Since 2006, the net dwelling stock increased by 1,702 dwellings in the centres and 1,984 in the suburban neighbourhoods. The suburban neighbourhoods includes sections of the Canterbury Road Corridor.

Whilst shop top housing and apartments represent 90% of all new dwellings built (as shown in Figure 12), a significant proportion has occurred in the suburban neighbourhoods. Construction activity along the Canterbury Road Corridor is a primary contributor to the supply figure.

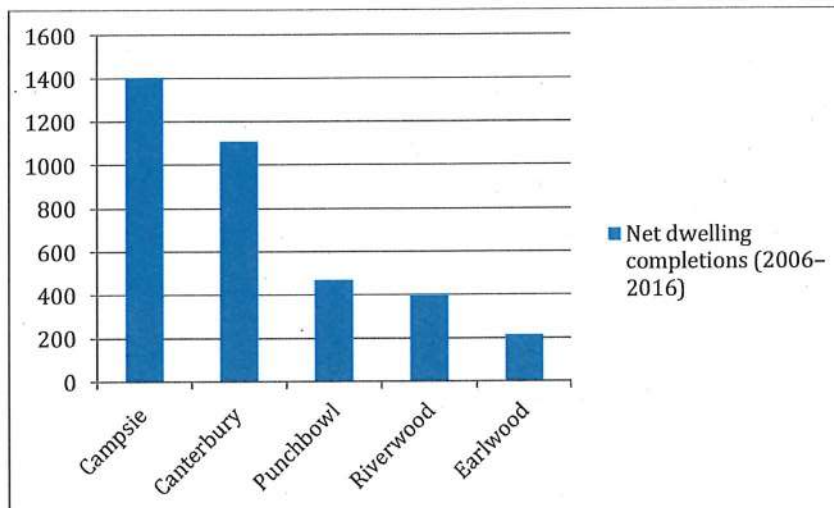
Figure 12: Net dwelling completions (2006–16) by housing types.



(Source: Metropolitan Development Program, Department of Planning & Environment)



Figure 13: Net dwelling completions (2006–16) by top 5 suburbs.

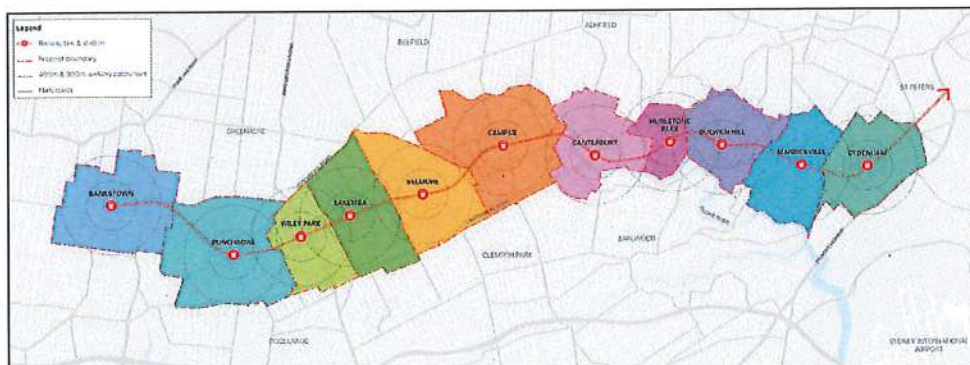


(Source: Metropolitan Development Program, Department of Planning & Environment)

In future, the Department of Planning & Environment's Draft Sydenham to Bankstown Urban Renewal Corridor Strategy is likely to see further increases in the number of shop top housing and apartments in the centres as a proportion of new dwellings entering the market.

As shown in Figure 14, approximately 36,000 additional dwellings could be built within the corridor by 2036. The majority of new housing will be within a 400 metre radius of the metro stations. However, the projected net dwelling yield may change as the draft strategy remains a work in progress.

Figure 14: The Sydenham to Bankstown Urban Renewal Corridor.



(Source: Draft Sydenham to Bankstown Urban Renewal Corridor Strategy, 2015)



5. Directions for the Local Housing Strategy

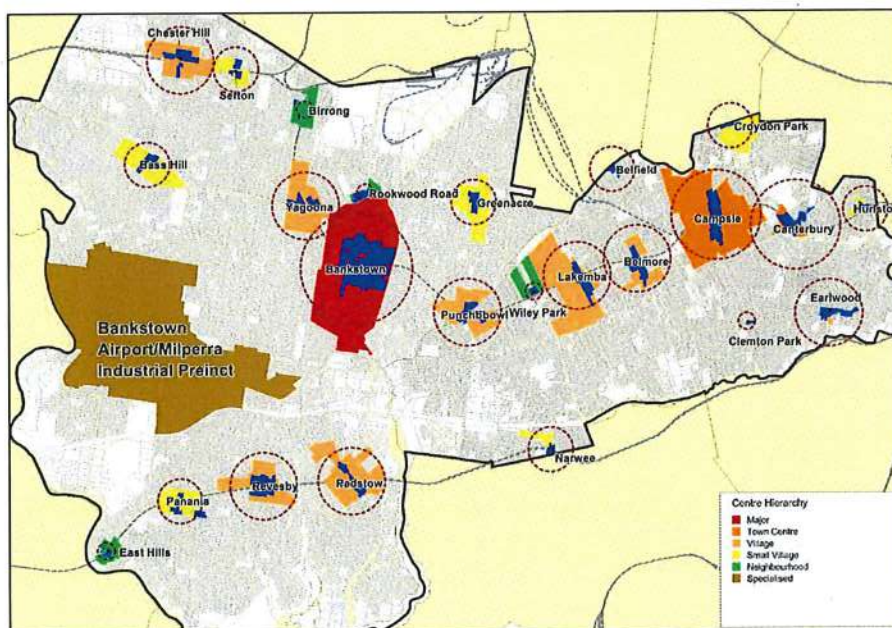
The following directions provide a starting point to inform the consolidation of the former Bankstown and Canterbury City Councils' residential development strategies into a single local housing strategy:

DIRECTION 1: Continue to focus housing growth in centres that offer good access to public transport, shops, community facilities and open space to service the growing population.

The consolidation of the former Bankstown and Canterbury City Councils' residential development strategies into a single local housing strategy should continue to implement the current planning framework, namely:

- Continue to focus housing growth in centres that offer good access to public transport, shops, community facilities and open space to service the growing population as shown in Figure 15.
- Continue to protect the low density, landscaped character of the suburban neighbourhoods.

Figure 15: Centres hierarchy of the former Bankstown and Canterbury City Councils.





Locating a greater proportion of residents closer to public transport and services will make the centres more liveable and attractive places as it achieves the following sustainability principles derived from Government and Local Council policies:

- It makes it easier for residents to go about their daily activities by making more activities available in the one location.
- It promotes healthier communities by giving more residents the option of taking public transport, walking and cycling.
- It connects people to jobs and services.
- It leverages current and future infrastructure provision.
- It avoids increased densities in out-of-centre locations (i.e. suburban neighbourhoods) and reduces dependence on cars.

In relation to the delivery of housing choice, the current planning framework provides sufficient capacity to meet housing needs to 2036. A substantial amount of work and investment has occurred to implement the current planning framework, with ongoing implementation via the Local Area Plans, the Canterbury Road Corridor Review, and the Draft Sydenham to Bankstown Urban Renewal Corridor Strategy.

There is no pressing need to identify any new investigation (growth) areas to meet the dwelling targets or to accelerate housing supply.

To ensure the delivery of housing supply continues in a coordinated and orderly manner, the types of planning proposals that Council may progress whilst it prepares the Local Housing Strategy must comply with the following criteria:

1. Proposals within the Sydenham to Bankstown Urban Renewal Corridor

In accordance with the Council resolutions of 26 July 2016 and 18 April 2017, Council will defer planning proposals relying on the Draft Sydenham to Bankstown Urban Renewal Corridor Strategy for justification, until the Strategy is finalised.

Once the strategy is finalised and a clear policy direction is endorsed, any requests for the preparation of planning proposals must address the desired future character of not just the site but also the block and the neighbourhood. In some cases, this may mean applying planning proposals beyond land owned by the applicant so that the broader vision for the area can be achieved.



This approach is consistent with the Department of Planning and Environment's *Apartment Design Guide*, which refers to the need for proposals to consider the 'neighbourhood scale', and the principles of State Environmental Planning Policy No. 65.

2. Proposals within the Canterbury Road Corridor

In accordance with the Council resolution of 22 November 2016, Council will defer planning proposals until the Canterbury Road Corridor Review is finalised and a clear policy direction is endorsed.

3. Proposals within the remaining areas of the City of Canterbury–Bankstown

Council may progress planning proposals that comply with the following:

- the proposal is consistent with the Department of Planning & Environment's Strategic Merit Test as outlined in the Department's publication *A Guide to Preparing Local Environmental Plans*; and
- the proposal is consistent with the Local Area Plans; and
- the proposal is consistent with the established character of the surrounding residential zone, and enables the impacts to be managed appropriately; and
- the proposal integrates effectively with the topography of the site and fully responds to any flood risks, land contamination, acid sulfate soils, bush fire risks, ecologically endangered communities or other environmental constraints that affect the site; and
- there is appropriate access and infrastructure (and associated funding mechanism) to accommodate the proposal.

It is unlikely Council will progress planning proposals that do not comply with the above criteria.



Action 1.1	Continue to implement the current planning framework as outlined in the former Bankstown and Canterbury City Councils' residential development strategies, namely: • Continue to focus housing growth in centres that offer good access to public transport, shops, community facilities and open space to service the growing population. • Continue to protect the low density, landscaped character of the suburban neighbourhoods.
Action 1.2	Continue to prepare Local Area Plans to implement the local housing strategy.
Action 1.3	Implement the findings of the Canterbury Road Corridor Review.
Action 1.4	Apply criteria to decide the types of planning proposals that Council may progress whilst it prepares the Local Housing Strategy.

DIRECTION 2: Reflect the new Community Strategic Plan.

In May 2016, the State Government merged the former Bankstown and Canterbury City Councils to form Canterbury–Bankstown Council, now the largest Council in NSW with 360,000 residents.

It would be timely for the local housing strategy to reflect the vision and priorities of Council's new Community Strategic Plan, scheduled to be adopted in 2018.

Action 2.1	Reflect the vision and priorities of the new Community Strategic Plan.
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DIRECTION 3: Respond to the Draft South District Plan.

In 2016, the Greater Sydney Commission released the Draft South District Plan to update the State Government's urban consolidation objectives and dwelling targets.

The Draft South District Plan will establish a 20 year dwelling target for the newly merged Canterbury-Bankstown Council, and will require Council to prepare a local housing strategy to action this dwelling target.

To inform the local housing strategy, the Draft South District Plan (Action L3) will require Council to implement the following actions:

- Monitor and support the delivery of Council's 5 year target of 13,250 dwellings recognising significant growth from both infill development and the Draft Sydenham to Bankstown Urban Renewal Corridor Strategy currently under investigation.
- Work with the Land & Housing Corporation to progress the redevelopment of the Riverwood North Estate.

In June 2017, the Department of Planning & Environment announced Riverwood as a new priority precinct. The State Government's investment in the redevelopment of the Riverwood North Estate will be a catalyst for the renewal of the Riverwood station precinct.

- Investigate local opportunities with a particular focus on the Sydenham to Bankstown Urban Renewal Corridor and other areas with high accessibility.

In June 2017, the Department of Planning & Environment announced Belmore, Campsie, Canterbury and Lakemba as new priority precincts. Concurrently with releasing a revised strategy for the Sydenham to Bankstown Urban Renewal Corridor, the Department will identify areas within the centres to prioritise for more detailed planning.

However, this proposal by the Draft South District Plan to increase housing capacity, on top of Council's current planning framework, would require both significant upfront infrastructure support from the State Government and a review of the economic levers that influence both the housing market and land costs.





It is important for the Greater Sydney Commission to provide more detailed guidance if Council is to start preparing a local housing strategy that ensures upfront infrastructure support from the State Government.

Action 3.1	Review the Draft South District Plan's 20 year dwelling target (and assumptions) in collaboration with the Greater Sydney Commission, and ensure the dwelling target: • Provides upfront infrastructure support from the State Government. • Identifies new funding mechanisms for local infrastructure (e.g. value capture), as well as support Council's request to vary the levy rate for section 94 and 94A development contributions in growth areas.
Action 3.2	Review the Draft Sydenham to Bankstown Urban Renewal Corridor Strategy in collaboration with the Department of Planning & Environment to ensure the strategy identifies the local infrastructure and funding arrangements needed to support growth.
Action 3.3	Review the redevelopment of the Riverwood North Estate in collaboration with the Land & Housing Corporation to ensure the project identifies the local infrastructure and funding arrangements needed to support growth.



DIRECTION 4: Advocate for an exemption from the Draft Medium Density Housing Code.

Separate to district planning, the Department of Planning & Environment applies state environmental planning policies to accelerate housing supply.

For example during the 1990s, the Department pursued a more rigorous approach to urban consolidation by introducing State Environmental Planning Policy No. 53—Metropolitan Residential Development. Dual occupancies and villas in the suburban neighbourhoods increased as a result.

This was followed by State Environmental Planning Policy (Affordable Rental Housing) 2009, which facilitates infill affordable housing, boarding houses and secondary dwellings in the suburban neighbourhoods.

Today, the Department is proposing to introduce the Medium Density Housing Code. The intended outcome is to expand complying development to include medium density housing such as dual occupancies, manor houses and multi dwelling housing (terraces). This proposal has the potential to significantly impact on the character and amenity of the suburban neighbourhoods.

Council's position is it does not support the proposal to expand complying development to include medium density housing.

If strategic planning is to occur in a coordinated and orderly manner, Council should first be given the opportunity to complete the local housing strategy. Once Council demonstrates that it can continue to efficiently deliver medium density housing in the city, it should be given the opportunity to be exempt from the Draft Medium Density Housing Code (similar to the exemption granted under the former SEPP 53, which aimed to stimulate medium density housing in targeted areas).

Action 4.1	Continue to advocate the Department of Planning & Environment to allow Council to prepare a local housing strategy that demonstrates it can continue to efficiently deliver medium density housing in the city. Once Council demonstrates that it can continue to efficiently deliver medium density housing in the city, it should be given the opportunity to be exempt from the Draft Medium Density Housing Code.
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DIRECTION 5: Continue to work with the Southern Sydney Regional Organisation of Councils to develop a position on housing affordability.

Housing affordability is a broad term that is used to describe the challenges people across a range of income groups experience in finding affordable accommodation to rent or own.

According to the Greater Sydney Commission, housing affordability is key challenge for Sydney. This challenge is particularly acute in established areas undergoing urban renewal. For this reason, the Draft South District Plan identifies a range of measures to improve affordability. These include increasing housing supply and diversity, and introducing an Affordable Rental Housing Target.

The State Government also recently announced a NSW Housing Affordability Reforms Package, with a goal of 61,000 completions statewide annually for the next 5 years. The package includes first home buyer subsidies, infrastructure funding, and planning changes to fast track housing supply.

The issue is that fixing housing affordability in Sydney is not simply a matter of increasing housing supply. Despite State Government announcements that dwelling approvals and completions in Sydney are currently at their highest level in 16 years, there remains an affordability issue.

The Southern Sydney Regional Organisation of Councils is currently developing a position on housing affordability specific to the South District. Council should continue to work with SSROC to improve housing affordability.

Action 5.1	Continue to work with the Southern Sydney Regional Organisation of Councils to develop a position on housing affordability specific to the South District and the City of Canterbury–Bankstown.
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DIRECTION 6: Monitor housing outcomes.

The Greater Sydney Commission will require Council to monitor and report on the delivery of the 20 year dwelling target once the Draft South District Plan is made.

In the short term, Council will need to develop a framework that consolidates the data collection processes of the former Bankstown and Canterbury City Councils to keep track of development application approvals, complying development certificate approvals, number of dwellings approved, and number of dwellings constructed.

Action 6.1	Develop a framework that consolidates the data collection processes of the former Bankstown and Canterbury City Councils if Council is to monitor and report on the delivery of the 20 year dwelling target.
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Appendix 8 – Council report and Minutes

Planning Matters - 27 February 2018

ITEM 5.1 89-95 Karne Street North, Narwee - Planning Proposal

AUTHOR **Planning**

PURPOSE AND BACKGROUND

Council has received an applicant initiated planning proposal from Sim Plan Consulting Town Planners to amend Canterbury Local Environmental Plan 2012 to allow future shop top housing at the properties 89-91, 93, 93A and 95 Karne Street North in Narwee.

Council's Independent Hearing and Assessment Panel (IHAP) considered a detailed report on the proposal at its 9 October 2017 meeting where it supported the proposal being submitted to the Greater Sydney Commission, subject to conditions.

ISSUE

To consider the application to amend Canterbury Local Environmental Plan 2012 for the properties at 89-91, 93, 93A and 95 Karne Street North in Narwee to allow shop top housing on the site.

RECOMMENDATION That -

1. Council prepare and submit a planning proposal to the Greater Sydney Commission to seek a Gateway Determination that will:
 - a. Rezone the properties at 89-91, 93, 93A and 95 Karne Street North in Narwee from R3 Medium Density Residential zone to B1 Neighborhood Centre zone.
 - b. Apply a maximum 10m height of buildings control.
 - c. Apply an appropriate FSR on the site (to be determined prior to public exhibition)
 - d. Amend the Lot Size Map by removing the properties from the map as it does not apply to B1 Neighbourhood Centre zone.
2. Subject to approval from the Greater Sydney Commission, Council exhibit the planning proposal, and the matter be reported to Council following the exhibition.
3. Council seek authority from the Greater Sydney Commission to exercise the delegation in relation to the plan making functions under Section 59 of the Environmental Planning and Assessment Act 1979.

ATTACHMENTS [Click here for attachments](#)

- A. IHAP Meeting – 9 October 2017 – Report
- B. IHAP Meeting – 9 October 2017 – Minutes
- C. Don Fox Planning independent review of council assessment
- D. Proponent Planning Proposal submission

DETAILED INFORMATION

Background

Council is in receipt of an application requesting the following amendment to the Canterbury Local Environmental Plan 2012:

1. Rezone the subject site from R3 Medium Density Residential zone to B1 Neighborhood Centre zone.
2. Amend the Maximum Height of Building Map from 8.5m to 10m.
3. Amend the Floor Space Ratio Map from 0.5:1 to no FSR.
4. Amend the Lot Size Map by removing the properties from the map as it does not apply to B1 Neighbourhood Centre zone.

A copy of the applicant's planning proposal and supporting documents are available at Attachment D.

The Independent Hearing and Assessment Panel (IHAP) considered the proposal at its meeting 9 October 2017 and supports Council staff's recommendation that the proposal be submitted to the Greater Sydney Commission for a Gateway Determination, subject to:

1. Council determining an appropriate FSR for the site, prior to public exhibition.
2. The requirements of SEPP 55 to be addressed by the proponent, prior to public exhibition.
3. The requirements of overland flooding to be addressed by the proponent, prior to public exhibition.

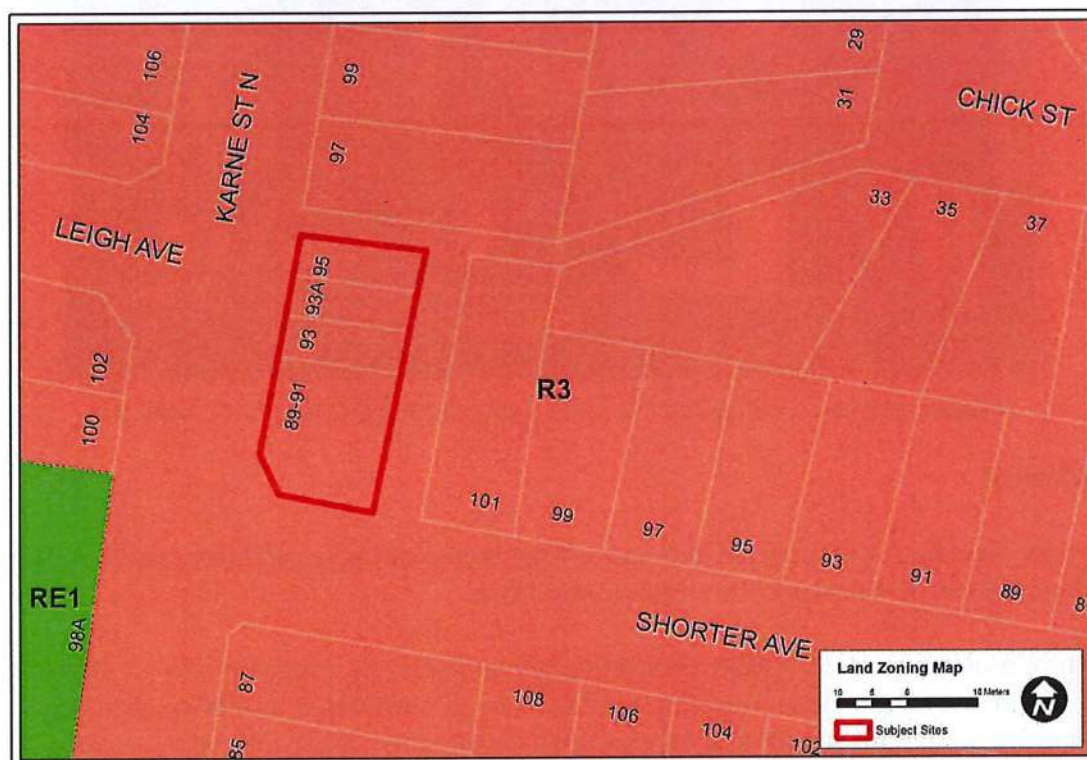
In relation to item 1 an appropriate FSR will be determined for the site prior to public exhibition. The FSR on this site has yet to be determined and Council will engage an independent design firm to carry out an urban design analysis to determine an appropriate FSR.

In relation to items 2 and 3 the proponent has submitted additional information and has adequately addressed SEPP 55 and overland flooding. This information forms an addendum to the planning proposal (Attachment D).

An independent review of Council's assessment of the planning proposal was undertaken by Don Fox Planning (DFP) as part of the site is owned by Mr [REDACTED] (Plant Operator – Public Works at Canterbury Bankstown Council). Mr [REDACTED] has had no role in the assessment of the planning proposal and has signed a declaration which accompanied the planning proposal. No further contact or communication has occurred between Mr [REDACTED] and the assessment team. The independent review by DFP supports Council's assessment of the planning proposal. The review found there were no probity issues.



Map 1: Location (subject site shown edged in red)



Map 2: Zoning Map (subject site shown edged in red)

Rezoning the site to R4 High Density Residential Zone is also subject to the same commercial floor space restrictions as the current zone, and would introduce a spot zoning into an otherwise medium density residential area. This could lead to further planning proposal requests based on the precedent it would establish in the area.

The B2 Local Centre Zone is the other possibility, however this zoning is usually applied to larger local centres that consolidate retail and other non-residential uses within a higher activity precinct. The B2 zone allows a much wider range of non-residential land uses than the B1 Neighbourhood Centre Zone, which would not be appropriate in the low-scale context of this part of Narwee and Roselands.

The proposed increase in maximum building height is considered compatible with the surrounding area. Amenity impacts would be ameliorated by the separation of the site from its immediate neighbours by a rear lane, subject to further urban design analysis.

A small-scale intensification of the site is justified in that the site acts as a neighbourhood centre, as:

- The site already functions as a strip of neighbourhood shops, albeit with low intensity uses (hairdresser/day spa and a Chinese restaurant/takeaway). It also features a bus stop and a post box. Redevelopment would potentially increase the range of tenancies that would better align with daily needs (e.g. Mixed Business, café, etc.).
- There are limited options for daily needs to be met elsewhere within a five-minute walking distance (400m radius), with the shop on the corner of Karne Street North and Martin Street, the only other option (currently occupied by a jeweller).
- The site has the benefit of proximity to Bennett Park (diagonally across Karne Street North) giving future residents a degree of amenity and ease of access to recreational facilities.

Independent Hearing and Assessment Panel (IHAP)

The Independent Hearing and Assessment Panel (IHAP) considered Council's report on 9 October 2017.

Council's report to the IHAP included the following recommendations:

The application to amend Canterbury Local Environmental Plan 2012 for land at 89-91, 93, 93A and 95 Karne Street North, Narwee should proceed to Gateway subject to:

1. *Council determining an appropriate FSR for the site, prior to public exhibition.*
2. *The requirements of SEPP 55 to be addressed by the proponent, prior to public exhibition.*
3. *The requirements of overland flooding to be addressed by the proponent, prior to public exhibition.*



Appendix 9 – Delegated plan making reporting template (Attachment 5)

Attachment 5 – Delegated plan making reporting template

Reporting template for delegated LEP amendments

Notes:

- Planning proposal number will be provided by the department following receipt of the planning proposal
- The department will fill in the details of Tables 1 and 3
- RPA is to fill in details for Table 2
- If the planning proposal is exhibited more than once, the RPA should add additional rows to **Table 2** to include this information
- The RPA must notify the relevant contact officer in the regional office in writing of the dates as they occur to ensure the department's publicly accessible LEP Tracking System is kept up to date
- A copy of this completed report must be provided to the department with the RPA's request to have the LEP notified

Table 1 – To be completed by the department

Stage	Date/Details
Planning Proposal Number	
Date Sent to Department under s56	
Date considered at LEP Review Panel	
Gateway determination date	

Table 2 – To be completed by the RPA

Stage	Date/Details	Notified Reg Off
Dates draft LEP exhibited		
Date of public hearing (if held)		
Date sent to PCO seeking Opinion		
Date Opinion received		
Date Council Resolved to Adopt LEP		
Date LEP made by GM (or other) under delegation		
Date sent to DP&I requesting notification		

Table 3 – To be completed by the department

Stage	Date/Details
Notification Date and details	

Additional relevant information:



Appendix 10 – Olsson & Associate FSR advice

City of Canterbury Bankstown
Bankstown Civic Tower
66-72 Rickard Rd
Banksown
NSW 2200

Distribution:

- ☐ Mail
☐ Fax
☒ Email
☐ Person
☐ Courier

Ref 1819
No: 01
From: RO/LT
Date: 30th July 2018
Pages: 1/2

RE: Urban design Analysis – Suitable FSR

89-95 Karne Street North, Narwee

Dear Lisa,

The subject site is an amalgamation of 91, 93, 93A & 95 Karne Street North in Narwee, on the corner of Shorter Ave. The site is currently occupied by single storey retail/commercial premises, including a restaurant & beauty salon.

The site is surrounded by R3 Medium Density Residential, with a FSR of 0.5:1 & height limit of 8.5m. The housing stock is typically single and 2 storey single residential with a relatively new 2 storey townhouse/villa development along Karne St to the north of the site.

Diagonally opposite the site is Bennett Park, with IN1 General Industrial on the other side of the park.

The site is an island, with rear lane access along its eastern boundary and a pedestrian link to Chick Street along its northern boundary. Shorter Ave is to the south, whilst the main address is along Karne Street North, which is to the west.

A planning proposal to rezone the site from R3 Medium Density Residential to B1 Neighbourhood Centre is being prepared. The current 8.5m height limit is being raised to a 10m height limit, but it is understood that a 2 storey height limit is to apply the site.

A number of design parameters/constraints were examined to determine an appropriate FSR for the site, including:

- Canterbury Local Environmental Plan (maps)
- Canterbury Development Control Plan
- Apartment Design Guide
- Development Application for the site at 93-95 Karne Street Narwee

Most controls seem achievable with the required parking provisions constraining the site's potential. The rear lane provides vehicular access to the site, allowing for a continuous shopfront to be built to the street address frontage. The length of the rear lane access allows for a maximum of 14 car spaces. To adhere as closely to the DCP requirements, the GFA has been limited by the car park requirements for the retail/commercial use at ground & residential use above. A 6 metre parking strip + 1.5m wide pedestrian access path leaves a building depth of 11m for both levels. This setback also provides more than the required ADG separation distance to the neighbouring site at 101 Shorter Ave to the east, as well as decreasing overshadowing impacts.

It is anticipated that the built form on both levels could extend from the north boundary, adjacent to the pedestrian link, to the south boundary, facing Shorter Ave.

A footprint area of 380m² per level provides an overall GFA for the ground level of 340m², when factored by 0.9 (gross to nett area for retail/commercial rate) and a GFA of 285m² when factored by 0.75 (gross to nett area for residential rate).

A parking rate of 1/40m² for 'Shops, Business, Retail' for areas less than 120m² has been used as a guide to determine the number of spaces required for the retail/commercial component of the site. As the site is made up of an amalgamation of separate sites, the retail/commercial areas are being interpreted as such. This rate generates 8.5 parking spaces for the ground floor functions.

The gross floor area of the upper level could comfortably accommodate 2 x two bedroom + 2 x one bedroom apartments, and it is on this basis that the parking rates have been calculated. A total of 4.4 car spaces for the residents plus an additional for visitors would be required.

A total of 14 car spaces would be required, and it is based on these calculations that the gross floor area has been determined.

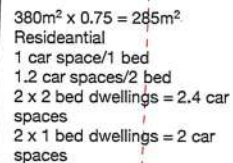
Ground Level	= 340m ² +
Upper Level	= 285m ²
Total	= 625m ² GFA

With an overall site area of 708.2m² this would be a FSR of 0.88:1. Allowing for minor adjustments to the gross to nett area calculations, the recommended maximum FSR is 0.9 : 1

Taking into account the above considerations, we recommend an FSR of 0.9 : 1. Please do not hesitate to contact me regarding this recommendation.

Sincerely,

Russell Olsson
Olsson & Associates Architects Pty. Ltd.



Site Area = 708.2m²
GFA = 340m² + 285m² = 625m²
FSR = 0.88 : 1

ISSUE	DESCRIPTION	DATE	PROJECT	CLIENT	DRAWING TITLE		SCALE		DATE		DRAWN		CHECKED		PROJECT NO		ISSUE	
A	PRELIMINARY DRAFT	30/07/2018	89-91 KARNE STREET NORTH NARWEE FLOOR SPACE RATIO STUDIES	CANTERBURY BANKSTOWN COUNCIL	GFA CALCULATION - FSR		NTS @ A3		25/07/2018		LT		RO		1819		A	