

ITEM 5.1 Draft Local Strategic Planning Statement and Planning Proposal for new Local Environmental Plan

AUTHOR Planning

PURPOSE AND BACKGROUND

The purpose of this report is to seek endorsement to exhibit Council's draft Local Strategic Planning Statement (LSPS), *Connective City 2036*, and supporting documents. The report also seeks endorsement to prepare and submit a planning proposal to the Department of Planning, Industry and Environment for a Gateway Determination. These steps are in accordance with the funding agreement adopted by Council on 26 June 2018 and project plan adopted on 25 September 2018.

ISSUE

A 20 year strategic planning vision for the City of Canterbury Bankstown, known as Council's draft Local Strategic Planning Statement, has been prepared for exhibition and feedback. *Connective City 2036* sets clear directions and priorities for the future, and bridges the gap between the South District Plan and Council's strategic land use vision for the city. It is a land-use companion document to CBCity 2028, giving effect to its Seven Destinations and City Transformations. The document incorporates input from Councillors, key stakeholders, and community engagement activities.

Connective City 2036 is proposed to be publicly exhibited between 25 September and 15 November 2019, and will include an extensive consultation and engagement program as outlined in Attachment B.

During public exhibition of *Connective City 2036*, relevant government agencies will also undertake a detailed review of the strategy. The LSPS will then be formally evaluated by the Greater Sydney Commission as part of its formal assurance process which considers responsiveness to broader regional planning initiatives and directions for Metropolitan Sydney. Council will be able to formally adopt *Connective City 2036* once that has been completed.

As part of the new planning framework, Council will also prepare and submit a planning proposal for a new Canterbury Bankstown Local Environmental Plan, that will:

- Consolidate the Bankstown and Canterbury Local Environmental Plans;
- Align Council's policy positions, and
- Implement Stage 1 of the LSPS (detailed in the report below)

The intent of this planning proposal is to commence the administrative process for the preparation of a consolidated Canterbury Bankstown LEP. The Planning Proposal will enable Council to seek Gateway approval. It is expected that the Gateway would set conditions that

would need to be adhered to including minimum exhibition requirements and specific studies/analyses that need to be prepared to underpin the LEP. A further report to Council providing details on proposed changes to planning provisions will be prepared for consideration prior to exhibition.

RECOMMENDATION That -

1. Council exhibit the draft Local Strategic Planning Statement *Connective City 2036* at Attachment A and supporting documents at Attachment B between 25 September and 15 November 2019 in line with the proposed exhibition program outlined in Attachment C.
2. Council prepare and submit a planning proposal to the Department of Planning, Industry and Environment for Gateway Determination to create the new Canterbury Bankstown Local Environmental Plan.
3. A detailed report be provided to Council on the planning proposal after a Gateway Determination has been received and prior to exhibition.

ATTACHMENTS

- A. Draft Local Strategic Planning Statement
- B. Background and Technical Studies
- C. Consultation and Engagement Overview

POLICY IMPACT

The Local Strategic Planning Statement (LSPS) is a requirement under the Environmental Planning and Assessment Act 1979 and Council is required to a draft LSPS by 1 October 2019 and adopt the LSPS by 31 March 2020. The draft LSPS will be Council's highest level policy position on land use planning across the local government area, and will sit alongside Council's Community Strategic Plan, CBCity 2028.

This report also seeks Council approval to prepare and submit a planning proposal to the Department of Planning, Infrastructure and Environment for a Gateway Determination for the purpose of obtaining the Department's requirements up front.

Council is required to exhibit the planning proposal and submit it to the Department for gazettal by June 2020. In light of the very short timeframe, early gateway advice from the Department will be beneficial.

FINANCIAL IMPACT

The matter requiring decision has no financial implications for Council. Funding for this project is being provided by the NSW Government in accordance with the funding agreement executed by Council at its Ordinary Meeting of 26 June 2018.

The LSPS however identifies a number of actions that will need to be delivered over the short, medium and long term. Each of these actions will be subject of a separate report to Council detailing specific financial impact (if any) and effectively form part of the future work program for various areas of Council.

COMMUNITY IMPACT

Council's primary focus is to ensure forecast growth in population and jobs are appropriately planned and supported by an established and funded infrastructure delivery plan.

Connective City 2036 establishes the framework for the future form and infrastructure required within each of the City's centres to support high quality places that work with the existing character of each place. It provides certainty for the community with respect to areas of future growth and change, and provides a consistent framework for Council's advocacy on behalf of the community.

Seeking feedback on the draft LSPS from the community is an essential part of the process, and the proposed exhibition program has been outlined in Attachment C. A further report will be provided to Council about the feedback received and any proposed amendments before the draft LSPS is finalised.

Importantly, the draft LSPS has already been informed by early community engagement, including focus groups, community information sessions, and an online survey.

DETAILED INFORMATION

Background

In March 2018, the NSW Government introduced changes to the *Environmental Planning and Assessment Act 1979* (the EP&A Act) to embed comprehensive strategic planning into the NSW planning framework.

A suite of long term strategic plans are required to be prepared and implemented by the NSW Government and local councils. The Greater Sydney Commission has since prepared the Greater Sydney Region Plan and district plans, and all Councils are preparing local strategic planning statements. Collectively the plans are intended to give direction to and coordinate planning decisions over the longer term, across areas and inform decision making authorities.

Section 3.9 of the EP&A Act sets out the requirement to prepare a LSPS and its content. Under section 3.9(3A), a council must receive advice from the Greater Sydney Commission that the statement is consistent with the regional and district plans prior to adoption.

In June 2018, the NSW Government announced the Accelerated Local Environmental Plan Program (Accelerated LEP Program), which provides funding to councils (including Canterbury-Bankstown) to prepare and implement a LSPS and make subsequent changes to planning controls by mid-2021. Canterbury-Bankstown Council executed a contract with Statement Government in June 2018 formalising its commitment to the Accelerated LEP Program. The key steps and timeframes established by the State Government under the Program include:

- a) Review and health check of the existing LEP against the Greater Sydney Region Plan and South District Plan (completed)
- b) Exhibiting of a draft LSPS by 1 October 2019
- c) LSPS Assurance by the Greater Sydney Commission – scheduled for February 2020
- d) Adoption of the LSPS by 31 March 2020.
- e) Preparation of a new LEP on the basis of the adopted LSPS – June 2020.

The concepts and priorities embedded within *Connective City 2036* are drawn from and have been tested with internal and external stakeholders through an informal (non-statutory) consultation process completed in early 2019. This included interactive workshops with Councillors, focus groups, community information sessions, and an online survey conducted in April 2019.

Connective City 2036 is also informed by place analysis, technical studies and investigations, urban design studies, and the current policy and planning frameworks that apply to the former Canterbury and Bankstown local government areas. Research and analyses have also been tested from interstate and international jurisdictions of cities with similar population sizes and geographic makeup.

The City of Canterbury-Bankstown as an amalgamation of two former Council's continues to operate under two Local Environmental Plans and Development Control Plans. In order to align with the South District Plan, and address the complexities of historical governance arrangements, Council needs to review, update and consolidate the existing Local Environmental Plans (LEPs) and associated plans, studies and strategies. Existing land use and development controls also require review and updating to ensure the vision and planning priorities established by *Connective City 2036* are successfully implemented. Consistency in definitions and terms across the City will also be an important objective to meet.

Under the Accelerated LEP Program Agreement between Council and the Department of Planning, Industry and Environment (DPIE), Council is required to prepare a Comprehensive LEP by June 2020. The Comprehensive LEP is to bring together the planning controls of the former Canterbury and Bankstown Councils into one Local Environmental Plan with supporting citywide controls, including a Development Control Plan and Contributions Plan.

The EP&A Act requires the LSPS (once made) to be reviewed at least every seven years and the Comprehensive LEP to be reviewed every five years.

Connective City 2036

Connective City 2036 is the 20-year strategic land use plan for Canterbury-Bankstown to accommodate 500,000 residents and 155,000 workers, attract visitors and investment, and protect the City's unique system of green spaces and waterways. It has been prepared to align with the seven CBCity2028 destinations and the priorities set out in the South District Plan.

Connective City 2036 is structured into three key sections – a plan, 10 Directions and 10 Evolutions, each of which is described below.

The Plan illustrates how land uses and infrastructure will be integrated and coordinated across the City. It identifies centres and precincts, employment lands and collaboration areas. It also identifies existing and future key public transport initiatives, health and education infrastructure, and blue and green grid priorities and important connections to places throughout the Sydney Metropolitan area.

The 10 Directions recognise that as the largest and most centrally located local government area, Canterbury-Bankstown can contribute to Greater Sydney and support the Harbour City (Sydney CBD) and Western City (Parramatta CBD). The 10 Directions are comprised of five Metropolitan Directions which focus on the role of Canterbury-Bankstown in the Greater Sydney Metropolitan context and five City Directions that focus on what Canterbury-Bankstown needs to support a City of 500,000 people by 2036.

Ten Directions

No.	Direction	Overview
1	Metropolitan Direction: Supporting Greater Sydney's evolution into a Metropolis of Three Cities.	CBC's strategic location is pivotal to the growth and connectivity of the Three Cities (Harbour, River and Parkland Cities). This provides a platform for the establishment of business and diverse housing choices with easy accessibility across Greater Sydney.

No.	Direction	Overview
2	Metropolitan Direction: Allocating metropolitan-serving roads while optimising Canterbury-Bankstown as a freight and distribution powerhouse.	Recognises the important function of major roads in Canterbury Bankstown, particularly linking industrial lands to the Greater Sydney region, and allowing for north-south movement. The plan calls for strengthening the metropolitan road network to then ensure local roads can become more attractive residential precincts. The NewM5 is recognised as a major transport gateway into the city, connecting it to the current and future airports and major urban centres. Upgrading freight infrastructure such as Chullora Intermodal, will ensure strong connectivity from Port Botany into Canterbury-Bankstown and improve efficiency in the freight network.
3	Metropolitan Direction: Fulfil the aspiration for an interconnected Sydney Metro System.	Canterbury-Bankstown is an integral part of a gridded Metro network for Greater Sydney, allowing for enhanced functionality of public transport through the introduction of new north-south and east-west Metro connectivity that transform Sydney's current radial network. This provides new opportunity at Metro interchanges to support centre renewal and attract investment.
4	Metropolitan Direction: Create the Green Grid by connecting Georges and Parramatta Rivers and Botany Bay to Duck River.	Canterbury-Bankstown is surrounded by ecological corridors and natural areas. The plan is to connect these, preserve these corridors in the western part of the city, and create new corridors in the east. This section identifies important green and blue corridors for the city, and identifies the key connections the rivers provide from an ecological and active transport perspective to the Three Cities model set by the Greater Sydney Commission.
5	Metropolitan Direction: Support a growing Sydney by creating a hierarchy of great places and dynamic urban centres.	Canterbury-Bankstown's centres network provides a framework for sustainable urban growth where quality and diverse housing sit within a mix of retail, urban services and business close to protect natural areas and open space. Centres provide the opportunity to focus new jobs, business and housing in renewed centres. In Bankstown and Campsie, housing will co-locate with jobs, urban services and open spaces near train, metro and bus connections. This supports the 30 minute aspirations of the city. Established low density residential areas offer housing for intergenerational and family living, with density growth to be focused in the centres.
6	City Direction: Chapel Road Precinct - Chullora to Bankstown, the City's Heart	This precinct will be the economic, educational, civic, cultural and business heart of the city. Chapel Road will be the anchor for major health and education investment in the city. The precinct be supported by a north-south Metro connection from Parramatta to Kogarah via Bankstown and Chullora. Bankstown will have high density living with high amenity.
7	City Direction: Eastern Lifestyle and Medical Precinct (Campsie to Kingsgrove)	This precinct is anchored by Campsie and Kingsgrove, with Canterbury Hospital forming the heart of a cohesive medical precinct. Industrial areas around Kingsgrove can be transformed into an employment focussed innovation and start up precinct in a pedestrian focused urban setting.
8	City Direction: Bankstown Aviation and Technology Precinct	Build on the aviation heritage of this precinct to create a centre of aviation excellence with supporting advanced manufacturing, innovative industrial, specialist health and education and smart transport and logistics uses. The centre will have good access to enhanced Georges River Parklands, with Marion Street becoming a key connector between Bankstown Airport and Bankstown City Centre.

No.	Direction	Overview
9	City Direction: 34 centres and their surrounding suburbs	The City has a range of different centres, each with a different economic and cultural focus. A hierarchy of centres is established to inform decisions around building uses, types and scales and determining the infrastructure and open space needs to support community cohesion and sustainable living. Built form in each centre will be underpinned by community defined desired future character.
10	City Direction: Canterbury-Bankstown's river systems and tributaries	Prioritisation of water management and natural resource initiatives to create sustainable river processes and beautiful open spaces. This includes enhancing water quality, and guiding how we manage and plan for open space and passive recreation to match community needs. Water sensitive design will inform the rejuvenation of centres, suburbs and development.

Ten Evolutions

The Ten Evolutions represent the land use and infrastructure qualities and attributes that the community considers the most important. Each Evolution is described in terms of the existing opportunities and constraints, the actions required to be taken over the short, medium and long term between now and 2036, and where possible, measures and targets have also been identified. The actions and targets have been developed to align with CBCity 2028 and implement the Directions and planning priorities of the South District Plan. The Evolutions will be gradually implemented across the entire City, whether they are a Metropolitan or City Direction, or part of another identified opportunity. It is anticipated that Evolutions will be delivered by Council, the State Government, developers or landowners or across a number of these partners through future planning proposals and development proposals.

The Ten Evolutions area summarised below:

- *Evolution 1 Coordination, community, collaboration, context:* Builds on challenges and opportunities. This evolution shows how we will implement *Connective City 2036*.
- *Evolution 2 Movement for commerce and place:* Connectivity is critical. This evolution identifies a transport network that supports the premier locations for change (Bankstown and Campsie) and better connections for people living in other urban and suburban areas to transport interchanges and options
- *Evolution 3 Economy, jobs and commerce:* Canterbury-Bankstown's centres and industry sector strengths offer a diversity of jobs. This evolution identifies the land use context needed to stimulate jobs growth in centres and where transition of industrial land will attract new jobs.
- *Evolution 4 Green web:* The green grid is an interconnected network of green spaces and natural areas. This evolution shows how the green grid will extend across the City as we enhance existing and proposed green links.
- *Evolution 5 Blue web:* Waterways are a valued asset for the City. This evolution sets out how we can better integrate the Cooks, Georges and Duck Rivers and their tributaries and creeks into urban and suburban areas.
- *Evolution 6 Urban and suburban places, housing the city:* Diversity of housing is fundamental to a thriving and dynamic City. This evolution identifies the most appropriate locations for growth and change where we will work with the NSW

Government to focus investment. Suburban areas will be preserved for low density housing on quieter, tree-lined streets.

- *Evolution 7 Cultural places and spaces:* The City offers a great lifestyle with pockets of cultural identity and a diversity of people and places within the community. This evolution sets out the City-shaping and community-supporting infrastructure required to sustain and enhance Canterbury-Bankstown.
- *Evolution 8 Design quality:* The City has many places of built, natural and cultural heritage and places with a significant local character. This evolution will describe how we can instil the right design choices to achieve a sustainable, liveable, healthy and attractive city.
- *Evolution 9 Sustainability and resilience:* Council supports the NSW Government's goal of net-zero emissions by 2050. This evolution sets out place-based approaches that manage energy, water and waste efficiently to help us build resilience across the City, encourage sustainable urban living and create cooler streets that help to mitigate changes in the climate.
- *Evolution 10 Governance and funding:* This evolution sets out the funding framework and processes to ensure required infrastructure is properly staged and funded.

Connective City 2036 will have statutory (legal) weight when adopted by Council. A wide range of users will refer to *Connective City 2036* to understand how, where and when growth and change will occur, and comprehend which significant environmental and cultural values will be protected and enhanced for the benefit of current and future generations.

The following technical studies have informed the preparation of *Connective City 2036*, and are proposed to be publicly exhibited at the same time:

- Housing Strategy Summary Report
- Employment Lands Strategy Summary Report
- Sustainability Technical Report
- Community Infrastructure Background Report
- Integrated Access and Movement Plan
- Community Engagement Report
- Demographic Study
- Infrastructure Funding and Delivery Report

Of these, the Housing Strategy Summary Report is the most significant. The South District Plan requires all councils to prepare a housing strategy to guide the quantity, location and types of future housing in their local government areas. The housing strategy supports *Connective City 2036* and is consistent with the DPIE's Local Housing Strategy Guideline. The Guideline includes a template prescribing how local governments must undertake a housing analysis and develop local housing targets to guide growth to 2036 and has a strong focus on facilitating housing supply to meet projected demand.

Existing council plans, policies and strategies, such as the CBCity 2028 and supporting strategies and plans, have been reviewed and integrated into *Connective City 2036*.

Comprehensive Local Environmental Plan

Council will prepare a Canterbury Bankstown Local Environmental Plan, which will:

- Consolidate the Bankstown and Canterbury Local Environmental Plans;
- Align Council's policy positions; and
- Give effect to the first stage of the draft LSPS.

Land use strategies that have already been adopted by Council will be used to inform Council's new planning rules. These strategies have also been used to inform the preparation of this document and are based on detailed analysis and community engagement. They will help guide future growth and infrastructure improvements in centres across the City.

The new Canterbury Bankstown Local Environmental Plan will be supported by:

- A Canterbury Bankstown Development Control Plan
- A Canterbury Bankstown Contributions Plan
- An Affordable Housing Policy

It is anticipated that the Local Strategic Planning Statement will be implemented in four stages, being:

- Stage 1 (immediately) – the consolidation of the Canterbury and Bankstown LEPs, alignment of Council's current policy positions and giving effect to parts of the Draft LSPS. This includes rationalisation of the R2 Low Density and R3 Medium Density zones across the local government area.
- Stage 2 (6 months following gazettal of the Canterbury Bankstown LEP) – Master Plan and planning proposal to Council to endorse the submission for Gateway Determination for Bankstown and Campsie. Council is separately seeking confirmation from the government on its level of involvement and financial commitment to resolving planning for the Sydenham to Bankstown Corridor.
- Stage 3 (12-24 months following gazettal of the Canterbury Bankstown LEP): Lakemba, Belmore, Canterbury.
- Stage 4 (24-36 months following gazettal of the Canterbury Bankstown LEP): Punchbowl, Wiley Park, Earlwood, Belfield, Croydon Park and other centres across Canterbury Bankstown.

Public Consultation

Under the EP&A Act and Council's draft Community Participation Plan, a LSPS is required to be exhibited for a minimum 28 days.

Connective City 2036 and its supporting attachments is proposed to be publicly exhibited for 42 days between 25 September and 15 November 2019. The exhibition will be advertised on Canterbury-Bankstown's website and in local newspapers. Focus groups, workshops and pop-in and pop-up sessions are also proposed to provide key stakeholders from the community, industry and government with an opportunity to provide feedback and to test the priorities and actions in *Connective City 2036*.

The draft Canterbury Bankstown Local Environmental Plan 2019 will be exhibited following the receipt of a Gateway Determination from the NSW Department of Planning, Industry and Environment.

Next Steps

This report recommends exhibiting *Connective City 2036* and its supporting documents from 25 September and 15 November 2019. The exhibition will include an extensive series of activities and events to ensure feedback is received from a broad range of stakeholders and community members.

All submissions received will be considered following the public exhibition process. *Connective City 2036* and its supporting attachments will be reviewed and amended in response to matters raised during exhibition, including those from the Greater Sydney Commission and other agencies.

In February 2020, *Connective City* will be submitted to the Greater Sydney Commission for assurance in accordance with the requirements of the EP&A Act to confirm that it is consistent with the Greater Sydney Region Plan and District Plans. Subject to the Commission's endorsement, *Connective City 2036* and its supporting attachments will be reported to Council in early 2020 for adoption.

Should Council resolve to proceed as recommended, Council staff will prepare and submit a planning proposal to the Department of Planning, Industry and Environment in October for Gateway Determination.