Section 6

Comparison with the Metropolitan Strategy

Comparison with the Metropolitan Strategy

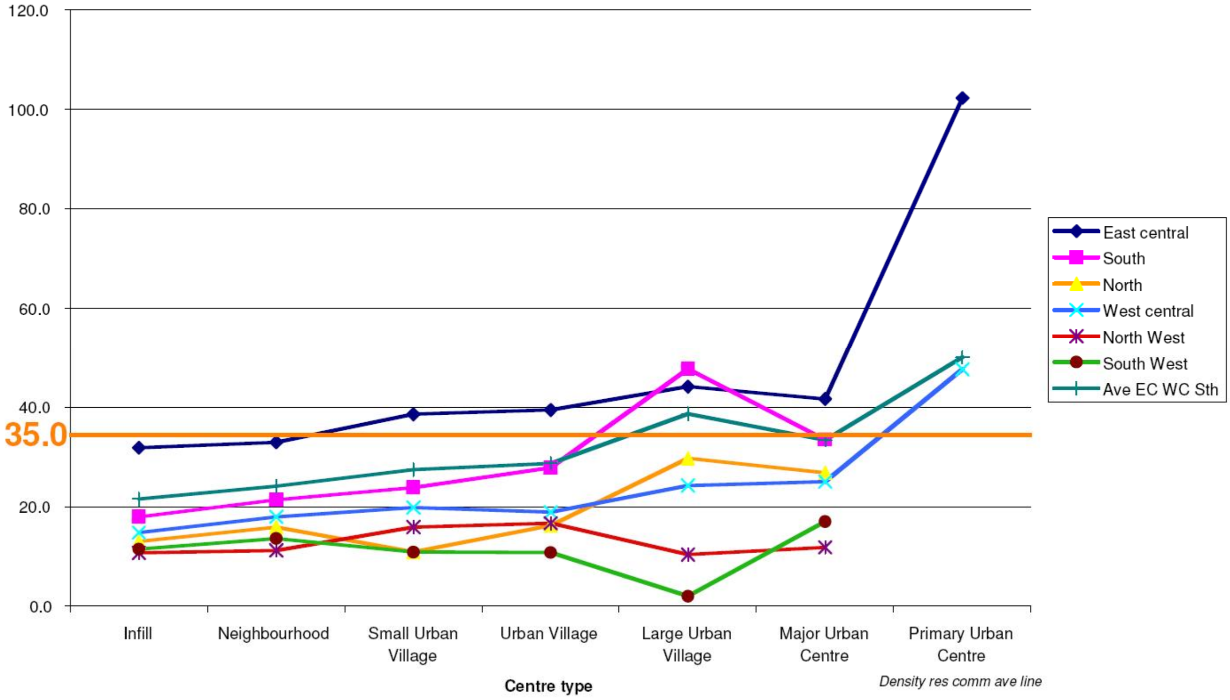
What is the Metropolitan Strategy?

In December 2005, the State Government introduced planning reform legislation to standardise the NSW planning system. A major reform relevant to Bankstown Council is to prepare a Residential Development Study that implements the Metropolitan Strategy.

The Metropolitan Strategy is the State Government's blueprint for the future of Sydney and is instructing all councils to accommodate a share of the 640,000 new dwellings expected in Sydney over the next 25 years.

According to the Subregional METRIX User Guide (June 2006) "the assumption is that over time it is possible for densities around centres, particularly in the west of the city after about 2015 to resemble the densities in the east" as illustrated in the chart below.

This would mean shopping centres like Chester Hill, Padstow and Revesby would need to increase the number of dwellings per hectare from around 20 to 45 to resemble the densities in the eastern suburbs of Sydney (like Bondi, Randwick and Maroubra Junction).



Source: Subregional METRIX User Guide (June 2006)

The Metropolitan Strategy is expecting the City of Bankstown to remain in the top seven councils with the largest populations in Sydney. By 2031, the City will have a population greater than neighbouring growth areas like Auburn, Campbelltown, Fairfield, Parramatta and the Sydney Olympic Park Precinct.

Place	2006	2031
1	Blacktown–279,759	Blacktown–391,620
2	Sutherland–212,813	Liverpool–266,160
3	Fairfield–186,414	Sydney City–244,670
4	**Bankstown–176,817**	Baulkham Hills–242,820
5	Penrith–176,661	Penrith–218,090
6	Liverpool–170,607	Sutherland–212,980
7	Baulkham Hills–165,931	**Bankstown–205,780**
8	Sydney City–164,547	Fairfield–188,000
9	Hornsby–157,387	Parramatta–187,480
10	Parramatta–154,158	Campbelltown–187,000

Source: NSW Statistical Local Area Population Projections 2005

What is the Metropolitan Strategy's dwelling target for the City of Bankstown?

Take 1–METRIX Planning Tool–26,105 new dwellings

In 2006, the Department of Planning proposed a dwelling target of 26,105 new dwellings for the City of Bankstown (1,044 new dwellings per year).

The Department of Planning used the METRIX Planning Tool to decide this target. The METRIX Planning Tool is a web based calculator, which identifies the additional number of dwellings required in centres to reach a density of 25 nett dwellings per hectare based on Census Collector Districts. This approach means the population in the City of Bankstown would increase to 250,000.

Council looked at the METRIX Planning Tool and did not support the model's generalised approach to producing dwelling numbers. The METRIX Planning Tool does not take into consideration demographic trends such as the 2006 Census or local conditions such as ANEF contours, natural hazards, topography, infrastructure needs, community needs, traffic issues, or recent development.

For example, the METRIX Planning Tool proposes:

- To accommodate over 1,500 dwellings at the Leightonfield Railway Station and Bankstown Airport where modern industrial buildings currently surround these locations. The redevelopment of these buildings in the next 25 years is unlikely, and the conversion to housing would result in the loss of critical employment land. The Australian Noise Exposure Forecast also prohibits medium density housing near the Bankstown Airport.

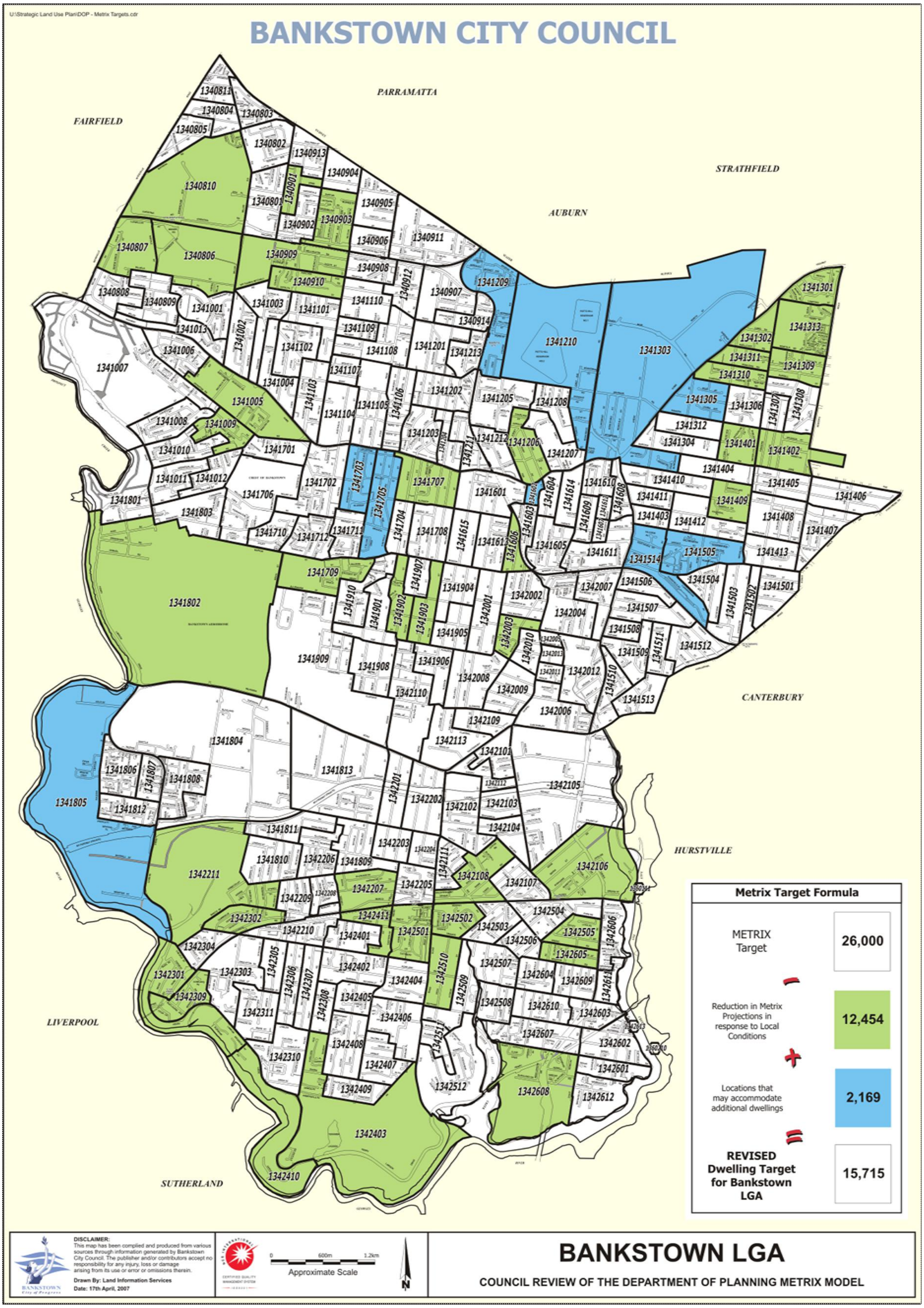
- To accommodate over 1,000 dwellings across flood liable land and bushfire prone land in East Hills, Picnic Point, and Padstow Heights.

- To accommodate dwellings on land that contains new development.

To apply the METRIX Planning Tool would also require changes to the current zones, such as allowing more home units around centres and prohibiting dual occupancies and villas in the 2(a) residential zone. The METRIX Planning Tool could discourage the creation of new estates outside of centres.

In April 2007, Council made a submission to the Department of Planning requesting a review of the dwelling target.

In October 2007, the Department of Planning suggested it might reduce the dwelling target to 23,900 new dwellings.


BANKSTOWN CITY COUNCIL
PARRAMATTA
FAIRFIELD
STRATHFIELD
AUBURN
CANTERBURY
HURSTVILLE
LIVERPOOL
SUTHERLAND
Metrix Target Formula
METRIX Target
26,000
Reduction in Metrix Projections in response to Local Conditions
12,454
Locations that may accommodate additional dwellings
2,169
REVISED Dwelling Target for Bankstown LGA
15,715
DISCLAIMER:
Drawn By: Land Information Services
Date: 17th April, 2007
Approximate Scale
BANKSTOWN LGA
COUNCIL REVIEW OF THE DEPARTMENT OF PLANNING METRIX MODEL

Take 2–West Central Subregional Strategy–22,000 new dwellings

In December 2007, the Department of Planning released the West Central Subregional Strategy based on the METRIX Planning Tool. The purpose of the Strategy is to spatially distribute a target of 95,500 new dwellings across the five Councils (Auburn, Bankstown, Fairfield, Holroyd and Parramatta) that make up the West Central Subregion.

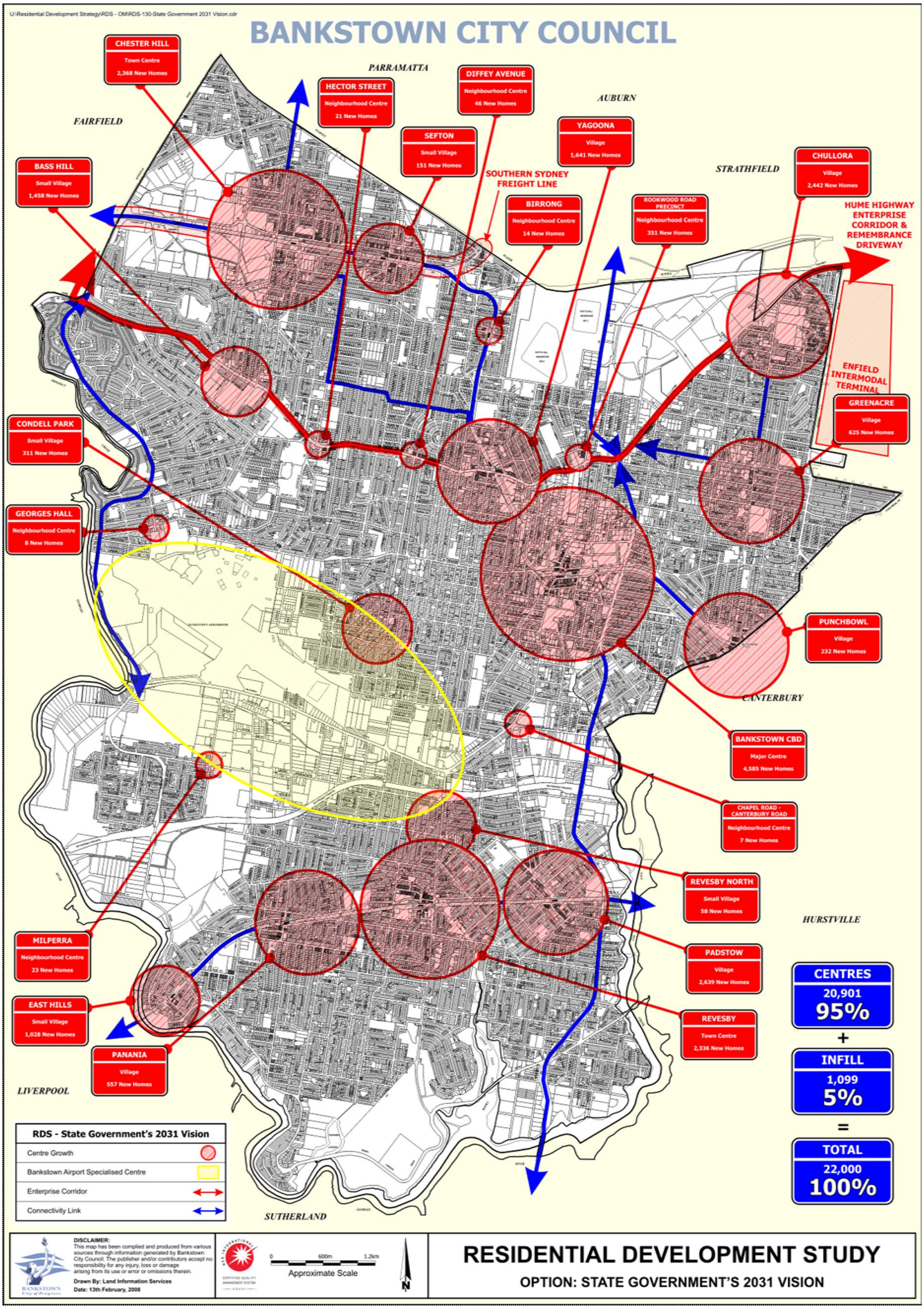
The West Central Subregional Strategy is recommending a mandatory dwelling target of 22,000 for the City of Bankstown. This is the 7th highest dwelling target compared to the 41 councils in Sydney and would make Bankstown Council one of the highest contributors to Sydney's dwelling stock.

Council	**Dwelling target 2006-2031**	**Extra dwellings per year to 2031**
South West Growth Centre	100,000	4,000
North West Growth Centre	60,000	2,400
Sydney City	55,000	2,200
Penrith	25,000	1,000
Campbelltown	24,653	986
Fairfield	24,000	960
Bankstown	**22,000**	**880**

The target for the City of Bankstown is also the 2nd highest in the West Central Subregion.

West Central Subregion	**Dwelling target 2006-2031**	**Extra dwellings per year to 2031**
Fairfield	24,000	960
Bankstown	**22,000**	**880**
Parramatta	21,000	840
Auburn + SOPA	17,000	680
Holroyd	11,500	460
Total	**95,500**	**3,820**

The Strategy places a renewed focus on centres that may accommodate high density housing. The Strategy identifies 21 centres in the City of Bankstown, which is often coupled with deliberate policy actions to achieve the densities (such as upzoning neighbourhood areas to allow home units).


BANKSTOWN CITY COUNCIL
PARRAMATTA
FAIRFIELD
AUBURN
STRATHFIELD
CANTERBURY
HURSTVILLE
LIVERPOOL
SUTHERLAND
CHESTER HILL Town Centre 2,368 New Homes
HECTOR STREET Neighbourhood Centre 21 New Homes
DIFFEY AVENUE Neighbourhood Centre 46 New Homes
SEFTON Small Village 151 New Homes
YAGOONA Village 1,641 New Homes
BASS HILL Small Village 1,458 New Homes
SOUTHERN SYDNEY FREIGHT LINE
BIRRONG Neighbourhood Centre 14 New Homes
ROOKWOOD ROAD PRECINCT Neighbourhood Centre 351 New Homes
CHULLORA Village 2,442 New Homes
HUME HIGHWAY ENTERPRISE CORRIDOR & REMEMBRANCE DRIVEWAY
ENFIELD INTERMODAL TERMINAL
GREENACRE Village 625 New Homes
CONDELL PARK Small Village 311 New Homes
GEORGES HALL Neighbourhood Centre 8 New Homes
PUNCHBOWL Village 232 New Homes
BANKSTOWN CBD Major Centre 4,585 New Homes
CHAPEL ROAD - CANTERBURY ROAD Neighbourhood Centre 7 New Homes
REVESBY NORTH Small Village 58 New Homes
PADSTOW Village 2,639 New Homes
REVESBY Town Centre 2,336 New Homes
MILPERRA Neighbourhood Centre 23 New Homes
EAST HILLS Small Village 1,028 New Homes
PANANIA Village 557 New Homes
CENTRES 20,901 95%
+
INFILL 1,099 5%
=
TOTAL 22,000 100%
RDS - State Government's 2031 Vision
Centre Growth
Bankstown Airport Specialised Centre
Enterprise Corridor
Connectivity Link
Approximate Scale
RESIDENTIAL DEVELOPMENT STUDY
OPTION: STATE GOVERNMENT'S 2031 VISION

Analysis of Dwelling Target Criteria–population growth rates

The Department of Planning states the dwelling targets for councils are based on population projections. However, the dwelling target for the City of Bankstown does not correlate with the above criteria.

The Department of Planning expects the City of Bankstown's population will grow at a slower pace compared to neighbouring growth areas like Auburn and Parramatta. It would therefore be reasonable to expect Bankstown's dwelling target to be less than Auburn and Parramatta, as more people means more dwellings.

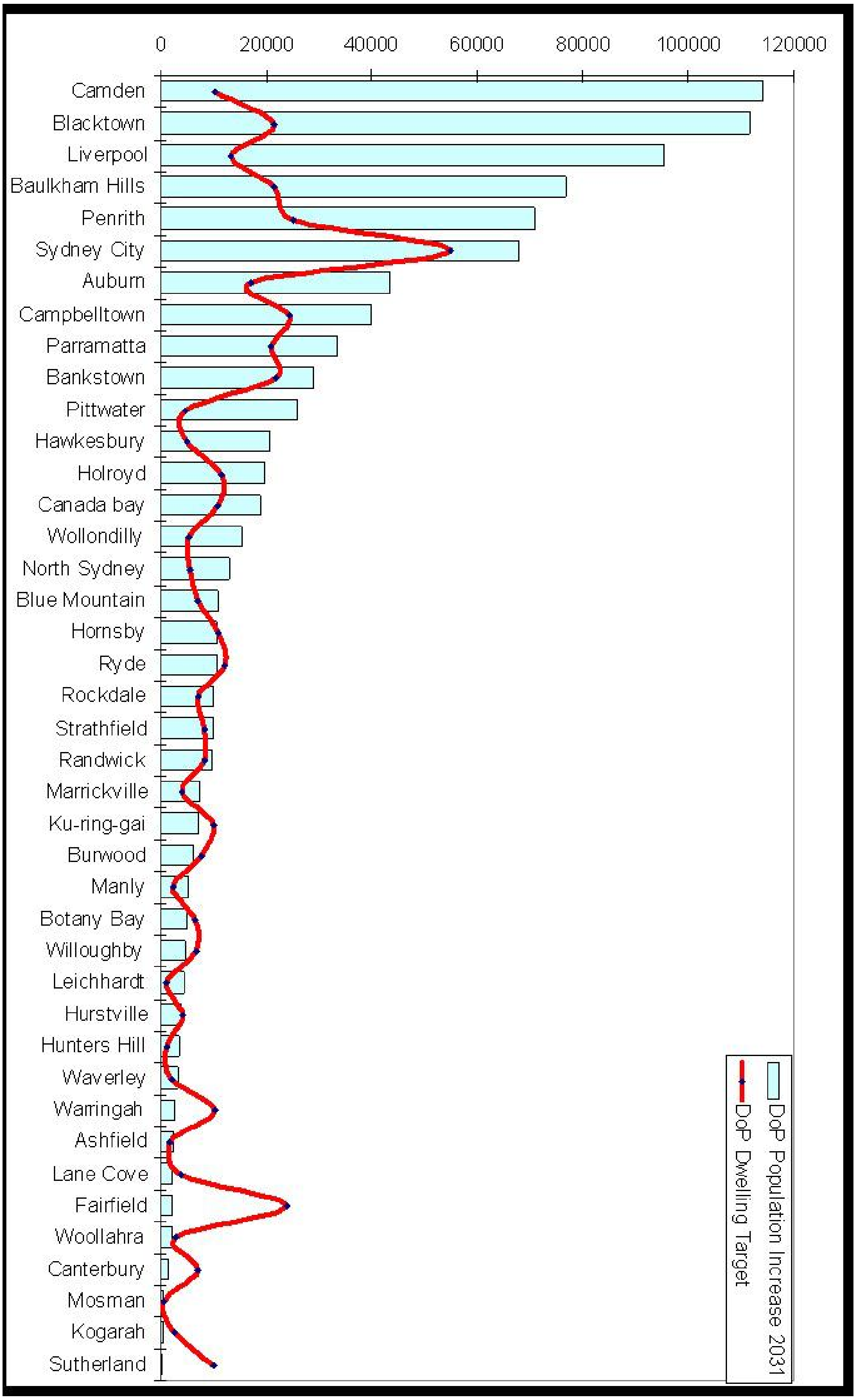
As a benchmark, Pittwater is expected to have similar population growth to Bankstown. Pittwater is expected to accommodate an extra 26,081 people, however, the Department of Planning has adopted a dwelling target of 4,600 new dwellings.

In addition, it would be reasonable for Bankstown's target to be less than Auburn and Parramatta as these neighbouring growth areas will have more 'jobs closer to home' for future residents. The State Government is heavily investing in the infrastructure of Parramatta given its role as the Regional City for the West Central Subregion.

Council	DoP expected average annual growth rate	DoP expected population growth to 2031	DoP dwelling target	DoP job target
Auburn	2.2%	43,336	17,000	12,000
Parramatta	0.8%	33,322	21,000	27,000
Bankstown	**0.6%**	**28,963**	**22,000**	**6,000**
Pittwater	1.3%	26,081	4,600	6,000

Source: NSW Statistical Local Area Population Projections 2005

This graph shows the Department of Planning's population forecasts in comparison to the dwelling targets for each council in Sydney.



Source: NSW Statistical Local Area Population Projections 2005

This table lists the Department of Planning's population forecasts in comparison to the dwelling targets for each council in Sydney.

Council	Subregion	Population 2006	DoP Population growth to 2031	New dwellings past 5 years	DoP dwelling target 2006–31	DoP annual target 2006–31
Sydney City		164,547	68,009	18,110	55,000	2,200
Penrith	NW	176,661	70,913	3,221	25,000	1,000
Campbelltown	SW	147,177	39,823	2,587	24,653	986
Fairfield	WC	186,414	1,956	2,238	24,000	960
Bankstown	WC	176,817	28,963	3,366	22,000	880
Baulkham Hills	NW	165,931	76,889	9,615	21,500	860
Blacktown	NW	279,759	111,861	9,624	21,500	860
Parramatta	WC	154,158	33,332	4,707	21,000	840
Auburn	WC	68,104	43,336	3,390	17,000	680
Liverpool	SW	170,607	95,553	6,626	13,328	533
Ryde	IN	101,283	10,497	1,994	12,000	480
Holroyd	WC	93,052	19,728	2,695	11,500	460
Hornsby	N	157,387	10,783	3,820	11,000	440
Canada Bay	IW	68,883	18,897	3,895	10,864	435
Warringah	NE	139,476	2,614	3,535	10,300	412
Camden	SW	50,950	114,190	2,726	10,274	411
Sutherland	S	212,813	167	4,808	10,100	404
Ku-ring-gai	N	106,029	6,991	998	10,000	400
Randwick	E	126,877	9,743	2,247	8,400	336
Strathfield	IW	33,592	9,988	1,994	8,306	332
Burwood	IW	32,276	6,354	908	7,657	306
Canterbury	S	136,032	1,618	1,014	7,100	284
Blue Mountains	NW	76,080	10,810	1,108	7,000	280
Rockdale	S	96,640	10,050	3,007	7,000	280
Willoughby	IN	67,434	4,746	3,232	6,800	272
Botany Bay	E	37,586	4,914	647	6,500	260
North Sydney	IN	62,407	13,083	2,357	5,500	220
Wollondilly	SW	41,300	15,500	742	5,230	209
Hawkesbury	NW	62,031	20,559	662	5,000	200
Pittwater	NE	56,619	26,081	1,011	4,600	184
Marrickville	S	75,525	3,727	1,813	4,150	166
Hurstville	S	76,913	7,405	1,924	4,100	164
Lane Cove	IN	31,989	2,141	184	3,900	156
Woollahra	E	53,667	1,953	986	2,900	116
Kogarah	S	55,119	671	1,572	2,550	102
Manly	NE	39,103	5,267	634	2,400	96
Waverley	E	64,190	3,130	1,472	2,200	88
Ashfield	IW	41,309	2,311	836	1,822	73
Hunters Hill	IN	13,838	3,502	427	1,200	48
Leichhardt	IW	51,127	4,553	1,417	1,189	47
Mosman	IN	27,936	684	319	600	24

Analysis of Dwelling Target Criteria–dwelling production rates

The Department of Planning states the dwelling targets for all councils are based on historic and projected dwelling production rates collated by the Metropolitan Development Program. However, the dwelling target for the City of Bankstown does not correlate with the above criteria.

The Department of Planning explained at a Property Council seminar on 30 October 2007 that the dwelling targets in the north, south and east of Sydney will aim for a lower rate of development than has been experienced in the last ten years.

Subregion	Current production rate per year	Dwelling target 2006–2031	Annual target 2006–2031	Change
Inner North (6 councils)	2,001	30,000	1,200	↓
North East (3 councils)	994	17,300	692	↓
North (2 councils)	924	21,000	840	↓
East (4 councils)	1,118	20,000	800	↓
South (6 councils)	2,900	35,000	1,300	↓

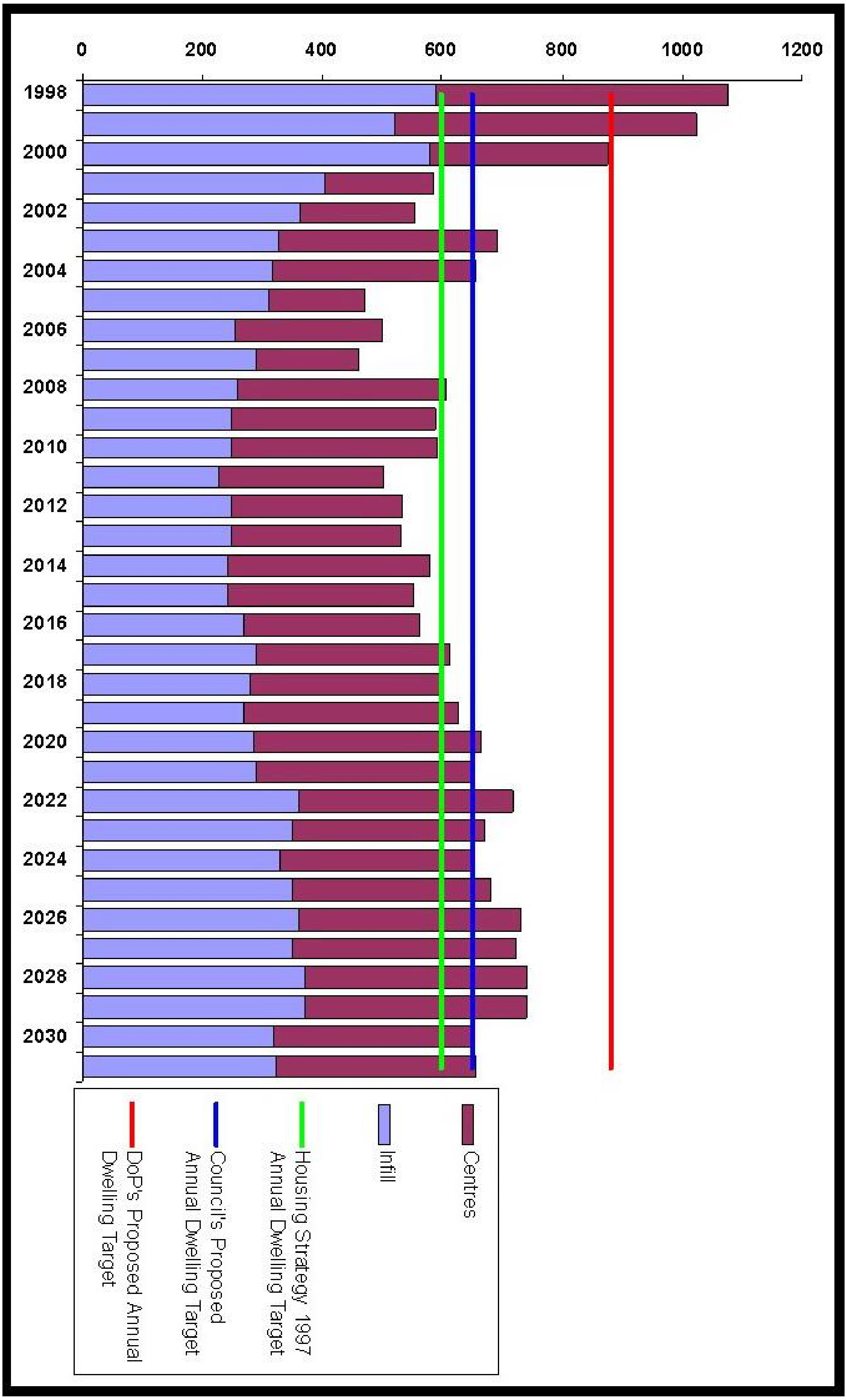
By comparison, the Department of Planning is making the City of Bankstown increase the dwelling production rate from around 600 to 880 as it believes the population and densities are too low. This target for a fully developed Council is greater than most subregions and does not take into account the close alignment of Bankstown with the boom–bust investment cycle.

Annual production rates (MDP)	02/03	03/04	04/05	05/06	06/07	07/08	DoP target 2006–2031
Bankstown	555	692	657	473	499	328	880

The dwelling target proposed by the Department of Planning also does not take into account the Metropolitan Development Program's 2007 forecasts for the City of Bankstown. The MDP expects around 700 new dwellings per year from 2007–2012 and 500 new dwellings per year from 2012–2017.

Council's population and household projections supports the Metropolitan Development Program as it estimates population growth will demand around 15,705 new dwellings over the next 25 years (this equates to 628 new dwellings per year).

This graph shows historic and projected dwelling production rates in comparison to the dwelling targets proposed by Council and the Department of Planning.



Implications–How does Council's dwelling target compare with the Draft Subregional Strategy's dwelling target?

The Department of Planning is instructing Council to meet a dwelling target of 22,000 by locating at least 80% of the new dwellings around centres. This would mean upzoning large parts of the 2(a) neighbourhood areas to allow home units around the Chullora Marketplace, Greenacre, Chester Hill, Sefton, Birrong, Condell Park, East Hills, Panania, Revesby, Padstow, Yagoona and Bass Hill Plaza. This type of development mainly attracts a low income rental market that is unable to find affordable housing in other parts of Sydney.

The Department of Planning is expecting Council to adopt this dwelling target in its planning instruments. Council will not be permitted to reserve land around shopping centres to stage the upzonings over the next 25 years. This approach departs significantly from the research undertaken by Council in preparing the Residential Development Study.

Council's research recommends a sustainable dwelling target of 16,000 to be distributed evenly across the City of Bankstown over a 25 year period. This target considers local conditions and is found to be more detailed compared to the Department of Planning's model.

The current business and flat zones have available land to meet this target without the need for major flat upzonings. This would result with around 60% of new dwellings in local shopping centres. This is consistent with the Metropolitan Strategy's possible distribution of housing by type of centre, which is looking to have 62% of new dwellings locate in major centres, town centres, village centres, small village centres and neighbourhood centres.

Existing Urban Areas in Sydney	Dwellings	
Global City, Regional Cities and Specialised Centres	90,000	20%
Major Centres	45,000	10%
Town Centres, Villages, Neighbourhood Centres	230,000	52%
Suburban Areas	80,000	18%
Total Additional Dwellings in Existing Areas by 2031	445,000	

Developers wishing to build home units or mixed use development would be encouraged to consolidate properties to help revitalise shopping centres. Infill development (dual occupancies and villas) would continue to meet the remainder of the dwelling target.

A challenge is to ensure jobs, services and infrastructure keeps pace with population growth. Council's strategy would ensure the State Government commits to providing infrastructure prior to staging any future upzonings for home units.

This approach may become more common in the future given that the State Government is introducing legislation that will review Council's ability to collect section 94 levies for infrastructure requirements driven by general population growth.

Comparison summary of strategies proposed by Council and the Department of Planning

Bankstown Housing Strategy 1997	Council's 2031 Vision (Residential Development Study)	State Government's Metropolitan Strategy and West Central Subregional Strategy
Dwelling target to 2021 = 15,000 new dwellings	Dwelling target to 2031 = 16,000 new dwellings	Dwelling target to 2031 = 22,000 new dwellings
Annual target = 600 new dwellings	Annual target = 640 new dwellings	Annual target = 880 new dwellings
Number of centres = 11	Number of centres = 13	Number of centres = 21
Centres/Infill ratio split = 50/50	Centres/Infill ratio split = 60/40	Centres/Infill ratio split = 80/20
Development types = dual occupancies, villas & home units	Development types = dual occupancies, villas, townhouses & home units	Development types = home units & townhouses
Staging = Incremental upzonings over 20 years	Staging = Infrastructure and funding commitments to occur first prior to upzonings over 25 years	Staging = Upzonings must be complete by 2009, cannot reserve land around centres to upzone over 25 years
Infrastructure projects to sustain growth = nil	Infrastructure projects to sustain growth = 115	Infrastructure projects to sustain growth = 17
Infrastructure funding = section 94 levies	Infrastructure funding = combination of State grants, section 94 levies, planning agreements & other programs	Infrastructure funding = introducing legislation that will review Council's ability to collect section 94 levies based on general population growth

Comparison of dwelling targets for centres in the City of Bankstown

Centre	Dwellings 2004	Housing Strategy 1997	Option– Council's 2031 Vision	Option– Metropolitan Strategy
Bankstown	Major Centre = 5,691	Major Centre + 4,500	Major Centre + 3,810	Major Centre + 4,585
Chester Hill	Small Village = 1,632	Small Village + 300	Village + 730	Town Centre + 2,368
Revesby	Small Village = 1,697	Small Village + 250	Village + 790	Town Centre + 2,336
Yagoona	Small Village = 768	Infill	Village + 1,640	Village + 1,641
Bass Hill	Stand Alone = 189	Neighbourhood + 600	Small Village + 640	Small Village + 1,458
Greenacre	Neighbourhood = 935	Small Village + 300	Small Village + 210	Village + 625
Padstow	Small Village = 1,253	Small Village + 475	Village + 940	Village + 2,639
Panania	Neighbourhood = 836	Small Village + 250	Small Village + 440	Village + 557
Birrong	Infill = 639	Infill	Neighbourhood + 10	Neighbourhood + 14
East Hills	Neighbourhood = 554	Neighbourhood + 300	Neighbourhood + 40	Small Village + 1,028
Punchbowl	Infill = 688	Infill	Small Village + 230	Village + 232
Rookwood Precinct	Infill = 339	Infill	Neighbourhood + 300	Neighbourhood + 351
Sefton	Neighbourhood = 698	Infill	Small Village + 160	Small Village + 151
Chullora	Stand Alone = 1,330	Neighbourhood + 300	Infill	Village + 2,442
Condell Park	Neighbourhood = 537	Neighbourhood + 75	Infill	Small Village + 311
Revesby North	Infill = 619	Infill	Infill	Small Village + 58
Chapel-Canterbury	Infill = 445	Infill	Infill	Neighbourhood + 7
Diffy Avenue	Infill = 763	Infill	Infill	Neighbourhood + 46
Hector Street	Infill = 891	Infill	Infill	Neighbourhood + 21
Georges Hall	Infill = 451	Neighbourhood + 150	Infill	Neighbourhood + 8
Milperra	Infill = 544	Infill	Infill	Neighbourhood + 23
Infill	Total Infill = 45,034	Infill + 7,500	Infill + 6,060	Infill + 1,099
Total	10 centres = 59,635	11 centres = 15,000	13 centres = 16,000	21 centres = 22,000

Definitions of centres (Metropolitan Strategy)

Major Centre	1km	Major shopping and business centre serving immediate subregional residential population usually with a full scale shopping mall, council offices, taller office and residential buildings, central community facilities and a minimum 8,000 jobs.
		Examples: Hurstville, Kogarah, Hornsby, Blacktown
Town Centre	800m	Towns include the residential area within a 10–15 minute walk from a retail/commercial area and contain between 4,500 and 9,500 dwellings. The town usually has one or two supermarkets, community facilities, medical centres, schools and general retail.
		Examples: Sutherland, Rockdale, Auburn, Epping
Stand Alone Shopping Centre		Internalised, privately owned centres located away from other commercial areas, containing many of the attributes of a town but without housing or public open space–and may have potential to become a traditional centre in the long term.
		Examples: Roselands, Eastgardens
Village	600m	A village includes the residential area within a 5–10 minute walk of a group of shops, containing between 2,000 and 5,500 dwellings. The village usually has more than 10 shops including a small supermarket and local retail such as a hairdresser, take away food outlets, newsagent, cafes.
		Examples: Carlingford, Guildford, Toongabbie
Small Village	400m	A small strip of shops and adjacent residential area within a 5–10 minute walk. Contain between 800 and 2,700 dwellings.
		Examples: Canley Heights, Greystanes, Smithfield
Neighbourhood Centre	150m	One or a small cluster of shops and services. Contain between 150 and 900 dwellings.
		Examples: Dundas, Abbotsbury, Bossley Park
Enterprise Corridor		Area generally with low amenity along a busy road with over 40,000 cars per day, in existing built up areas. Appropriate uses include showrooms, niche retail and low cost commercial space for new start–up enterprises. Larger built forms are encouraged to provide a valuable buffer between these uses and adjacent residential areas.