



Australia's property industry

Creating for Generations

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Mr Warwick Winn
General Manager
Penrith City Council
PO Box 60
PENRITH NSW 2751

Email council@penrith.city

Dear Mr Winn

The Property Council welcomes the opportunity to provide comments on the Penrith City Council's draft Local Strategic Planning Statement (LSPS).

As Australia's peak representative of the property and construction industry, the Property Council's members include investors, owners, managers and developers of property across all asset classes. We are pleased to provide the following comments for your consideration.

The Property Council supports the position taken by Council to use the LSPS as a mechanism for the translation and to give effect to the land-use based strategies identified in Council's Community Strategic Plan. It has appropriately identified a range of steps Council must take in planning for the city's future and respond to the Greater Sydney Commission's Greater Sydney Regional Plan and Western City District Plan.

Our members look forward to the finalisation of Council's LSPS by 30 March 2020 and the subsequent process that will involve Council updating its Local Environment Plan for the entire city which gives effect to the relevant provisions of the regional and district plans.

Comments on specific parts of the draft LSPS are provided in the following submission.

Should you have any questions, please do not hesitate to contact Ross Grove, Western Sydney Regional Director on 0412 897 130 or rgrove@propertycouncil.com.au

Yours sincerely



Jane Fitzgerald
NSW Executive Director
Property Council of Australia

Local Strategic Planning Statement

Theme 1 - Our Infrastructure

Planning Priority 1 - ALIGN DEVELOPMENT, GROWTH AND INFRASTRUCTURE

The draft LSPS identifies four actions aligned to this planning priority:

- 1.1 - Determine the local infrastructure needs for our communities,*
- 1.2 - Prepare a funding strategy for local infrastructure needs,*
- 1.3 - Review Council's Development Contributions Framework to determine local infrastructure needs for current and future communities, and*
- 1.4 - Prepare a SMART City Strategy to identify digital infrastructure requirements.*

Response: The Property Council broadly supports the steps outlined by Penrith City Council with respect to aligning development, growth and infrastructure and agrees with the short to medium term categorisation of these actions. The Property Council looks forward to participating in industry engagement as part of these steps as they occur.

In reviewing the contributions framework, Council is encouraged to give consideration to the level of contributions levied for secondary dwellings (granny flats) as the contributions constitute a significant portion of the total project cost to the point where the levy effectively inhibits affordability and housing diversity across the LGA.

Theme 2 – Our Partnerships

Planning Priority 2 - WORK IN PARTNERSHIP TO UNLOCK OUR OPPORTUNITIES

The draft LSPS identifies four actions aligned to this planning priority:

- 2.1 - Prepare a Community Participation Plan and Community Engagement Strategy,*
- 2.2 - Implement the Greater Penrith Place Strategy through the Collaboration Area,*
- 2.3 - Collaborate with state agencies and key landowners to deliver our opportunity areas, and*
- 2.4 - Collaborate with neighbouring councils on cross-boundary issues*

Response: The Property Council broadly supports the steps outlined by Penrith City Council to work in partnership with key stakeholders to unlock Penrith's economic potential.

Theme 3 – Our Homes

Planning Priority 3 - PROVIDE NEW HOMES TO MEET THE DIVERSE NEEDS OF OUR GROWING COMMUNITY

The draft LSPS identifies four actions aligned to this planning priority:

- 3.1 - Prepare a Local Housing Strategy,*
- 3.2 - Investigate the rezoning of land in Orchard Hills North urban release area with supporting planning and development controls,*
- 3.3 - Review and update planning and development controls to encourage the delivery of mixed-use and high-density residential development in Penrith City, Centre, St Marys Town Centre, and Kingswood, and*
- 3.4 - Investigate urban investigation areas at Glenmore Park South and Mt Vernon, Orchard Hills South.*

Response: The Property Council broadly supports the steps outlined by Penrith City Council to provide new homes and deliver diversity in housing stock. In addition to these steps, the LSPS should also enable Council to consider additional opportunities which align with the delivery of new transport infrastructure, such as the North-South Rail Line and the rapid transit connection between Penrith and Western Sydney Airport.

Planning Priority 4 - IMPROVE THE AFFORDABILITY OF HOUSING

The draft LSPS identifies one action aligned to this planning priority:

4.1 Develop an affordable housing policy

Response: Should Penrith City Council pursue the development of an affordable housing strategy, the Property Council looks forward to participating in early industry engagement. If the development of such a policy involves inclusionary zoning, Council should align with the Greater Sydney Commission's recommended levels for affordable housing, and moderate these levels to take into account the limitations of the local market and the feasibility of investment.

Planning Priority 5 - FACILITATE SUSTAINABLE HOUSING

The draft LSPS identifies four actions aligned to this planning priority:

- 5.1 - Investigate options for engagement and delivery of community capacity, building initiatives in new communities,*
- 5.2 - Understand and manage the implications of the Low-Rise Medium Density Housing Code,*
- 5.3 - Update planning and development controls to improve the design, durability, and sustainability of new dwellings and release areas,*
- 5.4 - Develop a city-wide Structure Plan*

Response: The Property Council is broadly supportive of efforts to make housing more environmentally sustainable. Where housing opportunities are restricted, or planning instruments are amended, we look forward to further consultation. Council should also seek where possible to adopt harmonised controls as they are developed by Western Sydney's Planning Partnership.

Theme 4 – Our Communities

Planning Priority 6 - ENSURE OUR SOCIAL INFRASTRUCTURE MEETS THE CHANGING NEEDS OF OUR COMMUNITIES

The draft LSPS identifies eleven actions aligned to this planning priority:

- 6.1 - Work with the Department of Education to identify opportunities for the community's use of school facilities,*
- 6.2 - Review accessibility elements within Council's Development Control Plan*
- 6.3 - Update planning and development controls to incorporate community safety principles*
- 6.4 - Finalise the Sport, Recreation, Play and Open Space Strategy and action plan*
- 6.5 - Develop a funding strategy for the delivery of new neighbourhood facilities*
- 6.6 - Review, update and prepare plans of management for sportsgrounds, playgrounds and community land,*
- 6.7 - Investigate a new policy around public art on Council property and the property of other Government agencies,*
- 6.8 - Investigate further funding opportunities of public art,*
- 6.9 - Conduct healthy built environment audits for suburbs to identify opportunities for improved access to physical activity, social connection and healthy food,*

6.10 - Update planning and development controls to incorporate best practice guidelines in healthy built environments, and

6.11 - Finalise the Library Services Strategy

Response: The Property Council is broadly supportive of the need to keep community infrastructure up to date with the requirements of a changing community. Many of these steps need to be taken by local government irrespective of forecast growth, as community assets require renewal and community demands change over time.

As some of these strategies involve “funding opportunities” for community assets, Council is reminded of the need for any contributions framework to have a nexus to growth. The capacity to levy the industry is limited, and a levies on growth are only ever charged once. To this extent developer contributions are not a sustainable source of revenue for public art, or new facilities where they do not directly service the needs of the city’s growth.

Theme 5 – Our Places

Planning Priority 7 - ENRICH OUR PLACES

The draft LSPS has identified two actions aligned to this planning priority:

7.1 - Prepare local character statements, and

7.2 - Investigate ways to better encourage, support and enable innovative design and architectural excellence

Response: The Property Council is aware of the many special places across the Penrith LGA and is broadly supportive of placemaking initiatives being driven by councils across the state. Council is encouraged to limit the creation of local character statements to areas which are not sufficiently protected by existing zoning, DCP and heritage controls. Should these areas be identified, the Property Council looks forward to further consultation.

Planning Priority 8 - RECOGNISE AND CELEBRATE OUR HERITAGE

The draft LSPS has identified two actions aligned to this planning priority:

8.1 - Review mapping and planning and development controls to protect natural and cultural heritage landscapes, and

8.2 - Update the Penrith Heritage Study, including our modern architecture

Response: The Property Council appreciates Penrith’s unique history and supports its incorporation into the city’s future. Our members look forward to further consultation and engagement as specific controls are developed.

Theme 6 – Our Connectivity

Planning Priority 9 - SUPPORT THE NORTH SOUTH RAIL LINK AND EMERGING STRUCTURE PLAN

The draft LSPS has identified six actions aligned to this planning priority:

9.1 - Protect and zone future transport corridors,

9.2 - Work with State Government to plan for and around proposed station locations,

9.3 - Work with the Planning Partnership to facilitate the rezoning of land in accordance with sequencing and servicing requirements outlined in the Western Sydney Aerotropolis Land Use and Infrastructure Implementation Plan,

- 9.4 - Participate in the business case planning for North South Rail,*
- 9.5 - Work with the Department of Planning, Infrastructure and Environment on the planning for the Greater Penrith to Eastern Creek Growth Area, and*
- 9.6 - Finalise a long-term Structure Plan*

Response: The Property Council supports the steps outlined by Penrith City Council looks forward to working with Council and participating agencies in achieving these shared goals. Noting the interest from investors in the aerotropolis precinct, our members are looking for certainty so they can start work facilitating Penrith's further growth.

Planning Priority 10 - PROVIDE A SAFE, CONNECTED AND EFFICIENT LOCAL NETWORK SUPPORTED BY FREQUENT PUBLIC TRANSPORT OPTIONS

The draft LSPS has identified seven actions aligned to this planning priority:

- 10.1 - Finalise the Penrith City Centre Transport Management Plan,*
- 10.2 - Prepare a revised car parking strategy for the Penrith City Centre,*
- 10.3 - Implement smart city initiatives and technologies to deliver more efficient parking facilities,*
- 10.4 - Review and update our PATHS Strategy to deliver an integrated shared pathway network across our city,*
- 10.5 - Undertake a Transport Management Plan for St Marys Town Centre,*
- 10.6 - Work with Transport for NSW to prioritise the delivery of a designated bus and shared lane between Western Sydney Aerotropolis and Penrith City Centre, and*
- 10.7 - Engage with government to identify appropriate intermodal locations that bring benefits to our community.*

Response: The Property Council of Australia broadly supports the steps outlined by Penrith City Council and looks forward to stakeholder engagement throughout their delivery. Liverpool City Council's leadership in the delivery of the Fifteenth Avenue Smart Transit Corridor should be considered as a model when planning and promoting future airport connectivity.

Theme 7 – Our Economy

Planning Priority 11 - SUPPORT THE PLANNING OF THE WESTERN SYDNEY AEROTROPOLIS

The draft LSPS has identified two actions aligned to this planning priority:

- 11.1 - Develop a Western Sydney Airport Action Plan to ensure the governments measure of success with the new airport are achieved and they have met our communities' expectations, and*
- 11.2 - Work with the Western Sydney Planning Partnership to deliver precinct planning of the initial and remaining precincts.*

Response: The Property Council supports the intent of this objective. Noting the pending creation of Western Sydney Councils by the eight city deal councils, consideration should be given as to whether another "action plan" needs to be created or such a tasks can be treated as an operational matters by council staff.

Planning Priority 12 - ENHANCE AND GROW PENRITH'S ECONOMIC TRIANGLE

The draft LSPS has identified seven actions aligned to this planning priority:

- 12.1 - Prepare an Employment Strategy;*

- 12.2 - Prepare a Centres Strategy incorporating the principles for centres within the Western City District Plan;*
- 12.3 - Review and update the planning and development controls for Penrith City Centre in line with the vision identified within the Western City District Plan;*
- 12.4 - Prepare a structure plan for Penrith City Centre to guide the centre's future growth;*
- 12.5 - Review and update the planning and development controls for St Marys Town Centre in line with the vision identified within the Western City District Plan;*
- 12.6 - Prepare a structure plan for St Marys Town Centre to guide the centre's future growth; and*
- 12.7 - Prepare a structure plan to guide future land uses, including emerging centres, along the east-west economic corridor,*

Response: The Property Council of Australia broadly supports the steps outlined by Penrith City Council and looks forward to stakeholder engagement throughout their delivery.

Planning Priority 13 - REINFORCE 'THE QUARTER' AS A SPECIALISED HEALTH, EDUCATION, RESEARCH AND TECHNOLOGY PRECINCT

The draft LSPS has identified five actions aligned to this planning priority:

- 13.1 - Prepare a Structure Plan to guide future land uses for the precinct,*
- 13.2 - Identify and map The Quarter's innovation ecosystem to identify important connections and opportunities to facilitate the expansion and growth of the precinct,*
- 13.3 - Identify the long-term infrastructure requirements to support the growth of the precinct,*
- 13.4 - Delivery of actions identified in The Quarter Action Plan, and*
- 13.5 - Delivery of the actions identified in the Greater Penrith Collaboration Area Place Strategy.*

Response: The Property Council of Australia broadly supports the steps outlined by Penrith City Council and look forward to stakeholder engagement throughout their delivery.

Planning Priority 14 - GROW OUR TOURISM, ARTS AND CULTURAL INDUSTRIES

The draft LSPS has identified three actions aligned to this planning priority:

- 14.1 - Prepare a joint-study with Blue Mountains and Hawkesbury City Councils to determine needs and key linkages to support the growth of arts and cultural industries,*
- 14.2 - Review and update Council's Destination Management Plan, and*
- 14.3 - Review planning controls to ensure there are opportunities for tourism, arts and culture*

Response: The Property Council of Australia notes the recent disbanding of the joint organisation between the Blue Mountains, Hawkesbury and Penrith, however we broadly support the steps outlined by Penrith City Council and look forward to stakeholder engagement throughout their delivery.

Planning Priority 15 - BOOST OUR NIGHT-TIME ECONOMY

The draft LSPS has identified four actions aligned to this planning priority:

- 15.1 Prepare a framework for the development of the night-time economy in St Marys Town Centre,*
- 15.2 Review our planning controls to ensure the permissibility of land uses provides an appropriate and complementary mix of land uses that enhance the night-time economy,*
- 15.3 Prepare planning and development controls to mitigate noise and protect local amenity, and*
- 15.4 Implement the Penrith Pedestrian Lighting Strategy.*

Response: The Property Council of Australia broadly supports the steps outlined by Penrith City Council and looks forward to stakeholder engagement throughout their delivery. With respect to the development of a night-time economy in St Marys, the Property Council has concerns regarding the conflicting mixed-use residential aspirations for the St Marys town centre, which are identified earlier in the LSPS. We encourage further engagement to determine whether this course of action is supported by the local community, or whether Penrith is sufficient as a single destination for a stronger night-time economy.

Theme 8 – Our Environment

Planning Priority 16 - PROTECT AND ENHANCE OUR HIGH VALUE ENVIRONMENT LANDS

The draft LSPS has identified six actions aligned to this planning priority:

- 16.1 - Collaborate with Infrastructure NSW, other State agencies, water service providers and councils on the South Creek Corridor Project to improve the management of water quality and quantity in the Corridor and implement through planning and development controls, where required;*
- 16.2 - Collaborate with the Department of Planning, Industry and Environment on the preparation of the Cumberland Plain Conservation Plan;*
- 16.3 - Complete the Scenic and Cultural Landscapes Study, including statements of significance for high value landscapes;*
- 16.4 - Prepare a biodiversity study that details areas of high conservation value;*
- 16.5 - Review mapping and planning controls for environmental zones and Natural Resources Sensitive Land in Penrith LEP 2010 to ensure consistency with the Cumberland Plain Conservation Plan; and*
- 16.6 - Review mapping and planning and development controls for land with scenic and landscape values to protect and enhance identified high value landscapes*

Response: The Property Council of Australia broadly supports the steps outlined by Penrith City Council and look forward to stakeholder engagement throughout their delivery.

Planning Priority 17 - DEFINE AND PROTECT THE VALUES AND OPPORTUNITIES WITHIN THE METROPOLITAN RURAL AREA

The draft LSPS has identified eight actions aligned to this planning priority:

- 17.1 - Complete the Rural Lands and Villages Study, the Scenic and Cultural Landscapes Study and the Rural Lands and Villages Strategy;*
- 17.2 - Prepare local character statements for the rural villages and localities based on their environmental, social and economic values;*
- 17.3 - Review and update planning and development controls to support the implementation of local character statements for our villages;*
- 17.4 - Investigate the potential for rural lifestyle housing based on planning principles that require no adverse impacts on the local area and incentives to enhance the environmental, social and economic values of the MRA;*
- 17.5 - Continue to engage with relevant Government agencies and other stakeholders on the development of the Agribusiness Precinct within the Western Sydney Aerotropolis Growth Area to understand the benefits and investigate the opportunities for Penrith's rural lands;*
- 17.6 - Investigate expansion of appropriate forms of rural tourism and visitor accommodation;*
- 17.7 - Establish interim policy measures to manage the transition of existing rural areas that are subject to long term land use change; and*
- 17.8 - Apply Council's planning framework to define and protect the MRA shown in Map 8 and described in the Rural Lands and Villages Strategy.*

Response: The Property Council has concerns regarding the overall direction of this planning priority and would like to know more about how it conflicts with aspirations for the development of the Aerotropolis and the attainment of the region's future employment and living goals. While not all land is useable for non-agricultural or environmental purposes, the capacity to freeze villages in time is limited and Council is encouraged to be use care when setting community and industry expectations around Sydney's future.

Planning Priority 18 - CONNECT OUR GREEN AND BLUE GRID

The draft LSPS has identified three actions aligned to this planning priority:

- 18.1 - Prepare a Green and Blue Grid Strategy;*
- 18.2 - Review mapping and planning and development controls to update our green and blue grid; and*
- 18.3 - Investigate funding opportunities for new open space to support our green and blue grid.*

Response: The Property Council of Australia broadly supports the steps outlined by Penrith City Council and looks forward to stakeholder engagement throughout their delivery.

Theme 9 – Our Sustainability

Planning Priority 19 - CREATE AN ENERGY, WATER AND WASTE EFFICIENT CITY

The draft LSPS has identified ten actions aligned to this planning priority:

- 19.1 - Investigate opportunities to create low-carbon, high efficiency precincts within the Penrith and St Marys and the North South Growth corridor;*
- 19.2 - Investigate opportunities to use new technologies for managing stormwater at a residential level;*
- 19.3 - Develop new standards which encourage developers to provide for the irrigation of Council's open space areas from stormwater harvesting and storage infrastructure;*
- 19.4 Participate in the Western Sydney Planning Partnership to develop best practice local government engineering standards to deliver water sensitive urban design;*
- 19.5 Investigate planning and development controls to:*
 - accommodate opportunities for waste infrastructure and the protection of existing resource recovery facilities, and*
 - provide incentives to developers when it can be demonstrated that high quality sustainable outcomes can be achieved;*
- 19.6 - Review and update planning and development controls to:*
 - provide more climate suited residential buildings to achieve more sustainable outcomes, and*
 - ensure integrated, consistent and contemporary controls relating to the management of stormwater, and new developments meet best practice water efficiency*
- 19.7 - Identify opportunities to implement water sensitive urban design on public and private land, including opportunities to better integrate water infrastructure and green infrastructure;*
- 19.8 - Investigate minimum land requirements for new development proposals to ensure the delivery of an integrated approach to stormwater management (quality and quantity) and water conservation;*
- 19.9 - Update the Penrith Avoidance and Resource Recovery Strategy; and*
- 19.10 - Work with other Western Sydney councils, utilities and stakeholders to create an integrated approach to manage stormwater quality and efficiencies*

Response: The Property Council of Australia broadly supports the steps outlined by Penrith City Council and we look forward to stakeholder engagement throughout their delivery.

Theme 10 – Our Resilience

Planning Priority 20 - MANAGE FLOOD RISK

The draft LSPS has identified eight actions aligned to this planning priority:

- 20.1 - Continue to work with the NSW Government on regional Flood Strategy;*
- 20.2 - Investigate the benefits of the Castlereagh Connection and its potential to support flood evacuation;*
- 20.3 Review, update and contemporise planning and development controls relating to water management and flood risk management planning;*
- 20.4 Consolidate mapping to incorporate all flood studies to create a contemporary resource for managing flood risk;*
- 20.5 Finalise the program of floodplain risk management studies;*
- 20.6 Improved information sharing and collaboration among all stakeholders;*
- 20.7 Respond to Hawkesbury Nepean Regional Flood Study and Flood Taskforce; and*
- 20.8 Continue to advocate for delivery of Stage 1 of the Castlereagh Connection between the M7 and The Northern Road*

Response: The Property Council of Australia broadly supports the steps outlined by Penrith City Council and looks forward to stakeholder engagement throughout their delivery.

Planning Priority 21 - COOL OUR CITY

- 21.1 - Review the Cooling the City Strategy;*
- 21.2 - Develop a Penrith Resilience Strategy;*
- 21.3 - Introduce objectives, planning and development controls to deliver a cooler city; and*
- 21.4 - Develop canopy targets and identify suburbs (new, existing and future) where there are opportunities for increasing canopy targets*

Response: The Property Council of Australia broadly supports the steps outlined by Penrith City Council and looks forward to stakeholder engagement throughout their delivery. Council is encouraged to deliver these steps in conjunction with the Planning Partnership.