

3 Planning Proposal for Glenmore Park Stage 2 (Precinct C)**Compiled by:** Alison Butler, Planner**Authorised by:** Paul Grimson, City Planning Manager

Outcome	<i>We plan for our future growth</i>
Strategy	<i>Protect the City's natural areas, heritage and character</i>
Service Activity	<i>Maintain a contemporary framework of land use and contribution policies, strategies and statutory plans</i>

Procedural note: Section 375A of the Local Government Act 1993 requires that a division be called in relation to this matter.

Executive Summary

Precinct C is located at the western edge of the Glenmore Park Stage 2 release area, adjacent to the Mulgoa Nature Reserve. The subject site is zoned R2 Low Density Residential under Penrith Local Environmental Plan 2010 (Amendment 4). Precinct C has been envisaged as providing a transition between the urban areas of the release area and the rural and conservation land to the west by providing low density housing on larger lots.

The draft Planning Proposal seeks to amend the minimum lot size and maximum dwelling cap provisions within Penrith LEP 2010 to allow for a greater transition of lot sizes and housing product towards the adjoining rural and conservation lands.

This report provides a summary of the results of the officer's review of the draft Planning Proposal and seeks Council's endorsement to forward the draft Planning Proposal to the Department of Planning and Environment, seeking a 'Gateway Determination' to commence the LEP amendment process and to commence a consultation program with public authorities and the community as required by the Gateway Determination.

A copy of the draft Planning Proposal is provided as Attachment 1 and the draft Concept Plan is included as Attachment 2 to this report for the information of the Councillors.

Background

Precinct C is at the western edge of the Glenmore Park Stage 2 release area, adjacent to the Mulgoa Nature Reserve. The subject site is zoned R2 Low Density Residential under Penrith Local Environmental Plan 2010 (Amendment 4). The Precinct is approximately 37.3 hectares.

The original Local Environmental Study undertaken for the Glenmore Park Stage 2 release area recognised the special environmental and rural values of the Western Precinct. This Study identified an appropriate development outcome for the land as being low density, single family homes on large lots and highly site responsive designs. This in effect compelled consideration of a rural/residential development outcome. Council acknowledged the need to recognise an appropriate transition of housing from the main residential precinct in the east and a large lot residential outcome was ultimately incorporated through the inclusion of minimum lot sizes and maximum dwelling yields for the Precinct.

During the exhibition of the draft Planning Proposal for Stage 2 of Penrith Local Environmental Plan 2010, the owners of Precinct C requested that the minimum lot size be

reduced and the dwelling cap removed. Council officers at this time advised that any amendment that would result in an increase in housing density was considered significant enough to warrant much more detailed analysis and further study. It was recommended that should the owners wish to promote further adjustments to residential yields within the Precinct that this should be subject to a separate Planning Proposal.

The landowners approached Council in early 2014 with the intention to submit a Planning Proposal for the land. Some significant concerns regarding a proposed increase in density of approximately 60% were raised by Council officers. Since these initial discussions the Planning Proposal has been revised to significantly reduce the number of lots proposed for Precinct C. The revised Planning Proposal is described below.

Description of Proposal

Precinct C is divided into two "Areas". Penrith LEP 2010 (Amendment 4) currently specifies minimum lot sizes within these areas of 750m² for the eastern portion and 1000m² for the western portion, with a maximum dwelling yield for the Precinct of 250 dwellings.

The draft Planning Proposal seeks to amend land use provisions and associated maps within Penrith LEP 2010 (Amendment 4) to achieve a more gradual transition of lot sizes and housing product towards the adjoining rural and conservation lands through the following mechanisms:

1. Modifying the minimum Lot Size Map to allow a minimum lot size of 450m² adjacent to residential development in the eastern portion of the Precinct and 750m² for the western portion.
2. Removing the maximum dwelling yield provisions within the LEP.

No amendments are proposed to the zoning of the land.

Concept Plan

A Concept Plan has also been submitted with the draft Planning Proposal demonstrating how the proposed amendments to the land use provisions and lot sizes will achieve a transition between the adjoining residential areas and the rural and conservation lands.

Lot sizes in the area immediately adjoining existing residential homes range from 450m² to 600m² with larger lots of 800m² and 1200m² transitioning to the western portion of the site. The largest allotments are located on the outer edges of the development providing a transition to the surrounding environmental and rural lands consistent with the existing DCP and LEP controls.

The Concept Plan shows a total of 344 lots ranging from 450m² to 1300m². The lot size and yield breakdown is as follows:

Lot Size	No.Lots	% Total Lots
450m ² – 599m ²	89	26%
600m ² – 799m ²	106	31%
800m ² – 999m ²	92	27%
1000m ² +	57	16%
Total Number of Lots	344	100%

The proposed lot density as shown in the Concept Plan proposes an additional 94 lots for Precinct C, approximately a 35% increase.

Planning Proposal Justification

The planning investigations that determined the current lot size controls were undertaken between 2002 and 2005, before any physical detailed design had been undertaken for the area. Typical residential lots during this period were around 600m² - 700m² with large lot housing in the range of 900m² - 1200m². As a result of changing market demands and housing affordability, lots larger than 1,000m² are generally now undesirable and unaffordable within the local market. The vast majority of current traditional housing lots are between 350m² - 450m² and larger home sites are between 750m² – 1000m². Furthermore, physical design work for Precinct C has identified a disparity between the minimum lot size and the maximum dwelling yield provisions which would ultimately see the development of lots between 900m² – 1200m², much greater than the minimum lot sizes currently prescribed for Precinct C.

Reducing the minimum lot sizes would result in a more gradual transition of lot sizes from the existing urban areas to the rural and conservation lands to the west, while providing more affordable housing options and housing diversity. Existing subdivision approvals for the adjoining residential areas of Glenmore Park Stage 2 have allowed for lot sizes of 450m² right up to the eastern boundary of Precinct C. Requiring a minimum lot size of 750m² on this boundary would result in a dramatic change of residential character between Precinct C and the existing area which is considered undesirable from an urban design perspective.

The development of land within Penrith's existing release areas is well underway and as such, there is increasing pressure on Council to unlock greenfield land for out of sequence residential development. The proposal will assist in a modest way to maximise residential yields within existing release areas, taking advantage of existing servicing and infrastructure. Increasing the residential density as proposed will assist in forestalling the need for further ad hoc development in greenfield areas.

It should be noted that there are no proposed changes to the zoning of the land and the R2 Low Density Residential zone will remain. Medium to high density development such as townhouses and residential flat buildings are not permissible within the R2 Low Density zone, differentiating this Precinct from the rest of Glenmore Park Stage 2.

Review of the Planning Proposal

The preliminary review of the draft Planning Proposal is now complete. The overall justification and rationale presented within the Proposal is generally supported from a planning perspective. However, the intended character of the Precinct is a transitional area that accommodates larger lot sizes. It is important that these characteristics are not diminished through the removal of environmental planning provisions that control lot sizes and density figures.

The draft Planning Proposal in its current form seeks to remove the clause within the LEP that caps the maximum dwelling yield for the precinct at 250 dwellings. It is the preferred option that rather than deleting this clause entirely, the density figure is instead increased to 344 dwellings to align with what is demonstrated within the Concept Plan submitted with the Proposal.

Additionally, to ensure that a gradual transition of lot sizes is achieved and statutorily enforceable it is proposed that the minimum lot sizes for the Precinct are amended to reflect the lot layout within the Concept Plan. That is, rather than apply a minimum lot size of 450m² and 750m² to the whole of Area 4 and Area 5 as currently proposed, additional "Areas"

would be included to provide a transition of lot size arrangements starting from 450m² on the east of the Precinct, and transitioning to minimum lot sizes of 1000m² for the land adjoining the rural and conservation lands.

Next Steps

Should Council endorse the recommendation tonight, the following steps will occur in accordance with the Environmental Planning and Assessment Act 1979:

1. Council officers will continue to update the Planning Proposal, written instrument and associated maps.
2. Council will forward the Planning Proposal to the Minister for Planning, seeking a 'Gateway Determination' and authorisation that the LEP plan making process may proceed.
3. Council officers will liaise with the Department of Planning & Environment and negotiate any changes sought by the Department in the lead up to the Gateway Determination.
4. The Gateway Determination will, amongst other things, authorise a list of public authorities that Council must consult prior to finalisation of the Planning Proposal for public exhibition.
5. The Planning Proposal will be publicly exhibited.
6. Submissions to the Planning Proposal exhibition will be reviewed, and recommendations prepared for Council's consideration.
7. The Planning Proposal will be presented to Council for endorsement and then forwarded to the Minister of Planning to make the LEP.

During these processes, amendments to the draft Planning Proposal will continue to be made. These changes may result from further consultations (such as with relevant government agencies), directions or suggestions from the DP&E or additional technical information, that subsequently affect the draft Planning Proposal.

Council officers will update Councillors of any significant changes to the draft Planning Proposal through briefings and relevant reports.

Conclusion

Precinct C has always been envisaged as providing a gradual transition between the urban areas of the Glenmore Park Stage 2 release area and the rural and conservation land to the west. The Planning Proposal seeks to amend the minimum lot size and density controls within Penrith Local Environmental Plan 2010 to ensure that this transition occurs in a more gradual way while offering affordable and diverse housing product within an existing release area.

It is recommended that Council resolve to commence a Gateway process through the Department of Planning and Environment for the ultimate consideration of the Planning Proposal.

RECOMMENDATION

That:

1. The information contained in the report on Planning Proposal for Glenmore Park Stage 2 (Precinct C) be received.
2. Council commence a Gateway process for the ultimate consideration of a

Planning Proposal for Glenmore Park Stage 2 (Precinct C) in accordance with the requirements of the Environmental Planning and Assessment Act 1979.

3. The General Manager be granted delegation to update and finalise the Planning Proposal, written instrument and associated maps before submitting it to the Department of Planning & Environment seeking a Gateway Determination.
4. Council publicly exhibit the Planning Proposal for Glenmore Park Stage 2 (Precinct C) in accordance with the community consultation requirements under s57 of the EP&A Act, and in a form consistent with any revisions of the Planning Proposal directed by the Department of Planning & Environment as part of the s56 Gateway Determination.

ATTACHMENTS/APPENDICES

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| 1. Draft Planning Proposal for Glenmore Park Stage 2 (Precinct C) | 44 Pages | Attachments Included |
| 2. Draft Concept Plan for Glenmore Park Stage 2 (Precinct C) | 1 Page | Attachments Included |