



# DWELLING CAP AND URBAN DESIGN REPORT

Glenmore Park Stage 3



# Dwelling Cap and Urban Design Report

## Glenmore Park Stage 3

### Prepared for

Mirvac

### By



ABN 39 585 262 237

A Level 10, 70 Pitt Street, Sydney 2000 P GPO Box 5013, Sydney  
NSW 2001

T (02) 9249 4100 F (02) 2949 4111 E [info@glnplanning.com.au](mailto:info@glnplanning.com.au)



ABN 39 585 262 237

A Level 10, 70 Pitt Street, Sydney 2000 P GPO Box 5013, Sydney NSW 2001

T (02) 9249 4100 F (02) 2949 4111 E [info@glplanning.com.au](mailto:info@glplanning.com.au)



Date of final issue: August 2022

File Path: 10801 Mirvac Glenmore Park Extension - Planning Proposal\Gateway Exhibition Package\Urban Design Report\Lot Cap and Urban Design Report.docx

Project Manager: Peter Lawrence

Client: Mirvac

Project Number: 10801

The purpose for which this report may be used and relied upon is limited for that which it was commissioned. Copyright in the whole and every part of this document belongs to GLN Planning and may not be used, sold, transferred, copied or reproduced in whole or in part in any manner or form or in or on any media to any person without the prior written consent of GLN Planning.

#### Document History and Status

Version	Issue To	Qty	Date	Prepared by	Reviewed by
V1 Draft	Mirvac	1-e	12/4/22	SJ	PL
Final	Council	1-1	14/4/22		PL
Final	Council		5/8/22	WS	WH



## Table of Contents

<b>1</b>	<b>Introduction</b>	<b>1</b>
<b>2</b>	<b>Dwelling Cap Analysis and Urban Design Outcomes</b>	<b>2</b>
2.1	Dwelling Cap Philosophy and Calculation	2
2.2	Urban Design Outcomes	4
<b>3</b>	<b>Private Landowners Yield</b>	<b>7</b>
<b>4</b>	<b>Conclusion</b>	<b>9</b>

## Figures

Figure 1 – Amended Master Plan incorporating draft CPCP mapping	1
Figure 2 Proposed Land Use Zonings	3
Figure 3 Lot Size Map showing Areas 6 to 12	3
Figure 4 Intended variations to lot size in a street block	5
Figure 5 Diverse Streetscape	5
Figure 6 Current Private Lots and Lots with future private development potential	7

## Appendices

Appendix A: Areas of Street Blocks & Lot Summary Table



## 1 Introduction

The report addresses the original Gateway condition for the applicant to prepare additional analysis, for endorsement by the Department of Planning and Environment (DPE) prior to exhibition, of the proposed dwelling yields and cap, and the resultant urban design outcome. DPE also required this analysis to include *'detailed investigations of the 8 lots which form part of the planning proposal which are in private ownership including assessment of both the existing and proposed development potential to determine the likely uplift in yield for these lots'*.

A response to this requirement was submitted to Penrith Council on 3 May 2021 and this was forwarded to the Department of Planning and Environment for review. Since that time the Cumberland Plain Conservation Plan (CPCP) has progressed from exhibition and the applicant was requested to incorporate the draft mapping as relevant to the planning controls for the site. This has had the effect of reducing the overall yield from 2,558 to 2,400 dwellings. A copy of the amended Master Plan responding to the draft CPCP is at **Figure 1** below.



Figure 1 – Amended Master Plan incorporating draft CPCP mapping

The Department of Planning and Environment has confirmed with Council that the report should be updated to reflect the changes to the dwelling caps to be available for exhibition. The new caps are addressed in this report.

In practice, the changes to the caps will not impact on the urban design outcomes which look to enable a variety of frontages to add visual interest to the streetscapes and a range of diversity to meet a variety of market segments. These concepts have been features of greenfield planning responses within Growth Centres in Sydney and Wollongong which feature a range of dwelling typologies on different sized lots with visually interesting streetscapes.



## 2 Dwelling Cap Analysis and Urban Design Outcomes

### 2.1 Dwelling Cap Philosophy and Calculation

The planning controls set out in the Planning Proposal for the residential zones (ie R2 Low Density and R3 Medium Density Residential Zones) propose that maximum dwelling caps to be applied to various defined precincts (called Areas in the draft Local Environmental Plan) within the development, generally aligned with zonings or land ownership.

The determination of the dwelling caps for each Area was determined by calculating the potential number of residential lots each street block in the concept masterplan could produce (noting that there a variety of lot types and differentiation within each area).

The overall proposed average lot size by function of the dwelling caps results in:

- Within the R2 Low Density Residential Zone areas an overall average lot size of approximately 410qm is achieved. This varies between Areas as a result of the interface and transitions with C4 Environmental Living Lots, impact of Asset Protection Zones, and the lengths of Entry Boulevard Roads where larger lots provide a better outcome.
- Within the R3 Medium Density Residential Zone Areas an overall average lot size of approximately 230sqm is achieved to provide product diversity.

To promote the necessary lot size and housing diversity in the low density and medium density residential areas, a minimum lot size less than the average lot size has been adopted of:

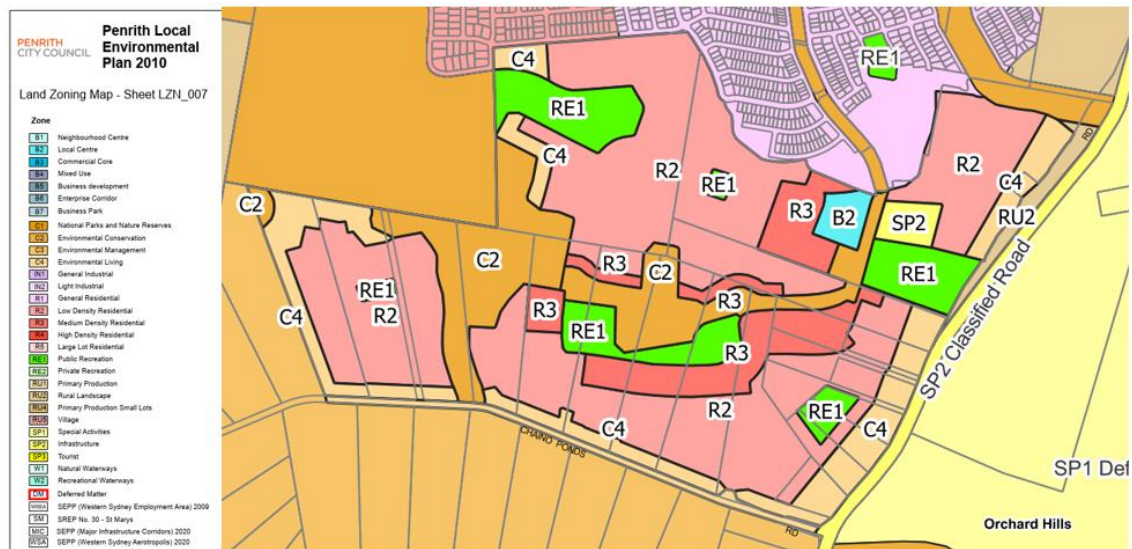
- 300m<sup>2</sup> in the R2 Low Density Residential Zone, and
- 180m<sup>2</sup> in the R3 Medium Density Residential Zone.

In combination with the dwelling caps, this means that every time a lot below the average, down to the minimum is proposed, then another lot elsewhere in the same Area will have to be larger than the average. This will create diversity in streetscapes within the subdivision by requiring dwelling designs to respond to lot frontages typically ranging from 10m to 18m. Differentiating lot frontage as opposed to lot size is a much better mechanism to produce visual changes in the streetscape, as is done throughout the growth centres in Sydney and Wollongong. The draft Development Control Plans provides specific controls for designing dwellings on smaller frontages including zero lot line provisions.

It is noted that the dwelling caps are derived from a "site density" calculation, based on the residential street blocks within an Area i.e. excluding roads and open space, as opposed to Net Developable Area which includes roads and local open space in the density calculation. The site density is a more accurate calculation to determine the yield in each precinct. **Appendix A** shows the areas of each street block within the Master Plan including the R2 Low Density Residential and R3 Medium Density Residential Zones to which the Dwelling Cap applies as well as a table showing the summary of lots delivered because of dwelling capping and within the other zonings.

The dwelling cap provisions only apply to residential zoned land and do not apply to land zoned C4 Environmental Living which has a separate minimum subdivision size, any shop top housing in the B2 Local Centre Zone, or for the school site zoned SP2. See **Figure 2** for the Master Plan zonings.

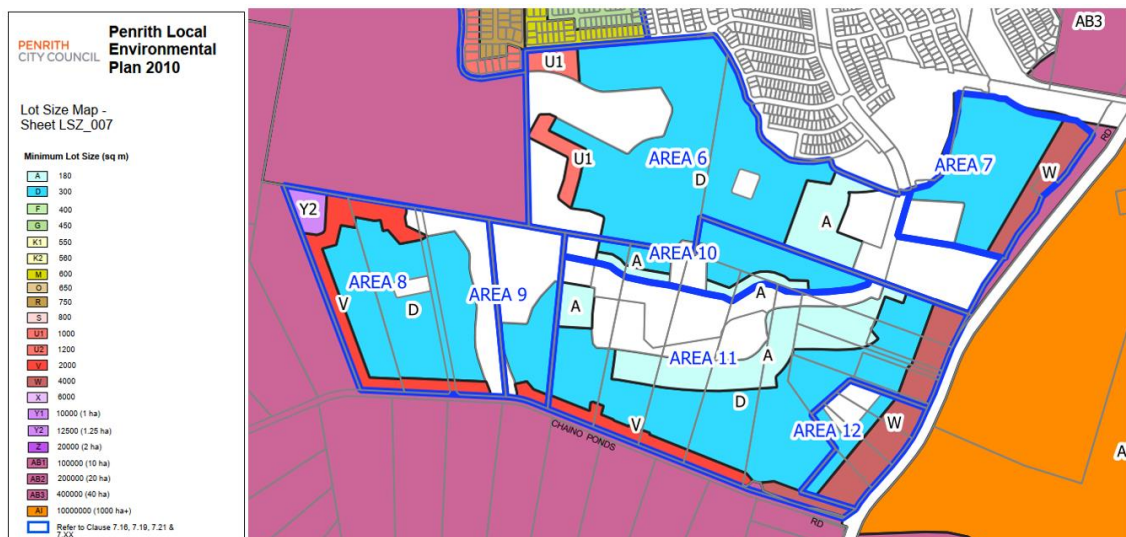




**Figure 2 Proposed Land Use Zonings**

The amendments to Penrith LEP 2010 are intended to enable diversity of lot sizes. Within Areas 6 to 12 inclusive, developers have the potential to pursue a diversity of lot sizes above the minimum for each Area but not exceeding the maximum cap.

The proposed Lot size map showing the minimum lots sizes for land within the R2 Low Density Residential Zone and R3 Residential Zones and Areas are shown in the **Figure 3** below.



**Figure 3 Lot Size Map showing Areas 6 to 12**



The proposed clause to be inserted into Penrith LEP 2010 to give effect to the dwelling cap provisions are repeated below:

*Clause 7.XX Glenmore Park Stage 3*

*The objectives of this clause are as follows:*

- a. to provide for a range of lot sizes between the urban areas of Glenmore Park and the surrounding rural landscape and adjoining Mulgoa Nature Reserve,*
- b. to restrict the maximum dwelling yield for certain land,*
- c. to set the maximum height for development*

*This clause applies to land identified as "Glenmore Park Stage 3" on the Clause Application Map. Despite any other provision of this plan, land identified as "Area 6", "Area 7", "Area 8", "Area 9", "Area 10", "Area 11", or "Area 12" on the Lot Size Map, being part of the land to which this clause applies, must not be developed for more than the number of dwellings shown in Column 3 in the zone shown opposite in Column 2 in the area shown in Column 1.*

<i>Column 1</i>	<i>Column 2</i>	<i>Column 3</i>
<i>Area 6</i>	<i>R2 Low Density Residential</i>	<i>488 dwellings</i>
<i>Area 6</i>	<i>R3 Medium Density Residential</i>	<i>172 dwellings</i>
<i>Area 7</i>	<i>R2 Low Density Residential</i>	<i>211 dwellings</i>
<i>Area 8</i>	<i>R2 Low Density Residential</i>	<i>291 dwellings</i>
<i>Area 9</i>	<i>R2 Low Density Residential</i>	<i>70 Dwellings</i>
<i>Area 10</i>	<i>R2 Low Density Residential</i>	<i>137 dwellings</i>
<i>Area 10</i>	<i>R3 Medium Density Residential</i>	<i>54 dwellings</i>
<i>Area 11</i>	<i>R2 Low Density Residential</i>	<i>465 dwellings</i>
<i>Area 11</i>	<i>R3 Medium Density Residential</i>	<i>291 dwellings</i>
<i>Area 12</i>	<i>R2 Low Density Residential</i>	<i>35 dwellings</i>

## 2.2 Urban Design Outcomes

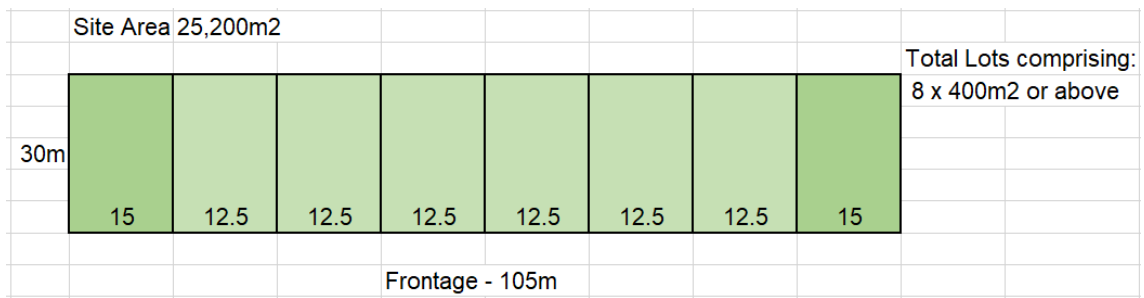
Enabling diverse housing by varying lot sizes (and more importantly lot frontages) permits different affordability price points and a varied streetscape that are desired features of greenfield release areas.

Figures 4 & 5 below shows the options for delivering subdivision in a street block, while Figure 6 shows diverse housing with different frontages in the R2 Low Density Residential Zone.





Option with lack of lot diversity:



Option with lot diversity

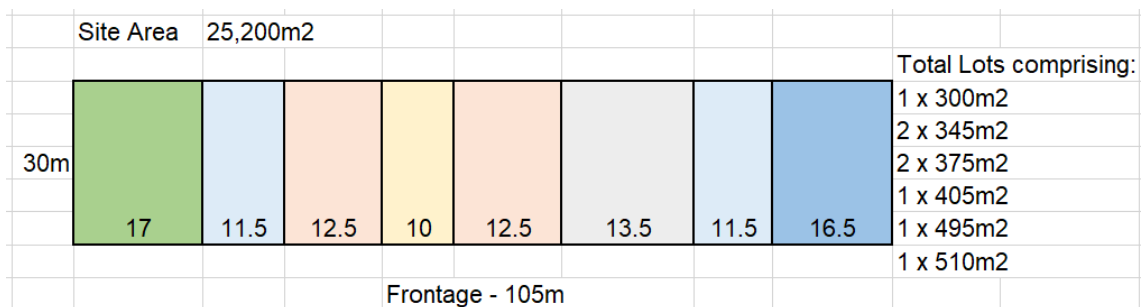


Figure 4 Intended variations to lot size in a street block: R2 Low Density Residential

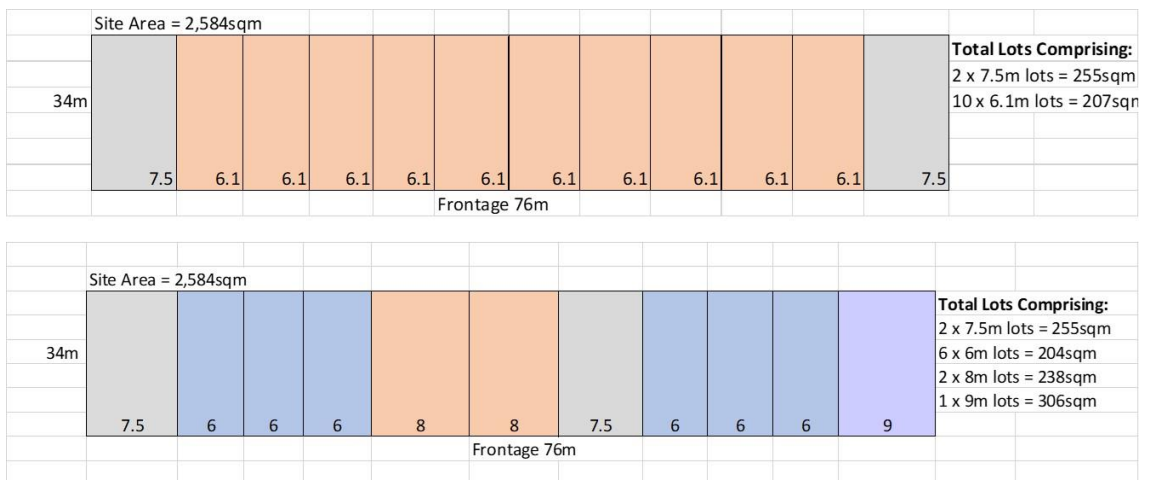


Figure 5 Intended variations to lot size in a street block: R3 Medium Density Residential



Figure 6 Diverse Streetscape



As the smallest lot permissible in the R2 Low Density Residential Zone is 300m<sup>2</sup>, the minimum frontage would be 10m, increasing up to 18m or larger depending on the mix of smaller lots in an area.

As the small lot permissible in the R3 Medium Density Residential Zone is 180m<sup>2</sup>, the frontage would be 6m, increasing up to 10m or larger depending on the mix of smaller lots in an area.



### 3 Private Landowners Yield

The Gateway determination requests that this response also address the existing and proposed development potential for the 8 residential lots in private ownership. Three of these lots are owned by Transport for NSW (TfNSW). These TfNSW lots are residual lots created to support the upgrade of The Northern Road and do not form part of this Dwelling yield/cap analysis.

The remaining privately owned lots (i.e. not subject to option or otherwise owned by the two major developers) is shown as “private ownership” in **Figure 7**. Other land shown as part private retained land is the subject of option agreements with a developer of the area, but the negotiation enables the owner to retain a part of the property for the existing dwelling or to develop themselves in the future. .

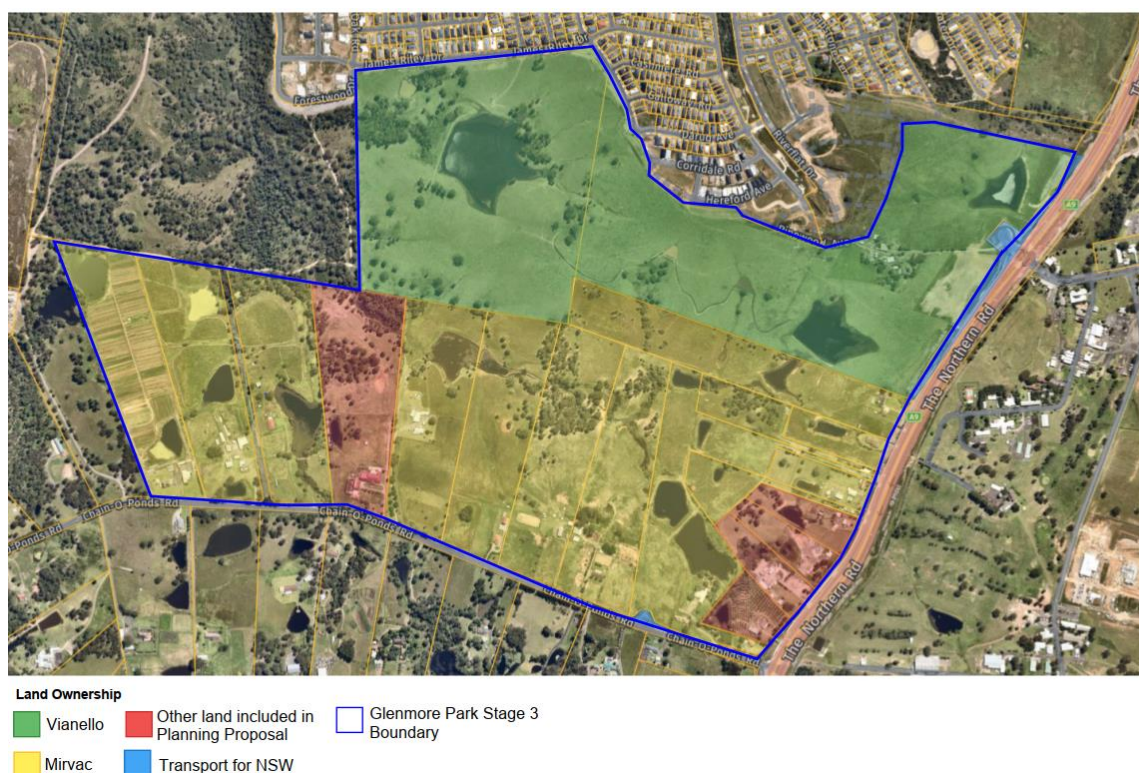


Figure 7 Current Private Lots and Lots with future private development potential

The existing privately owned lots have no subdivision potential under the existing zoning. Under the Planning Proposal the private owners in the south east corner have 35 residential dwellings allocated in Area 12, together with potential for 9 large Environmental Living lots. The C4 Environmental Living Lots along The Northern Road were a direction from Council to be consistent with its long-standing policy of maintaining larger lots on main roads approaching Penrith.

The land within the south west corner will also contain local open space that is identified to meet local open space requirements as required by Council’s Penrith Sport and Recreation Strategy to ensure local open space provision is spread so that all residents are within 400m walk of a local open space offering. The *Public Domain and Open Space Strategy* provides commentary on the suitability



of the south-east open space (L2) in this location. This land is identified for acquisition in the draft Local Contributions Plan and valued as urban land as adjusted by the area of any constrained land.

The same approach applies to Lot 26 DP 244610 on Chain-O-Ponds Road (in Area 9) which will remain in private ownership but where the current owner can develop the land for 70 dwellings in the R2 zone in addition to 2 large lots in the C4 Environmental Living Zone. There is an area of District Park on this land which will be acquired under the Contributions Plan at rates reflecting the environmental characteristics. The remaining land is CPCP land.

Council has held a workshop with all private owners to explain its land use policy impacting yields along The Northern Road and listen to comments regarding the Planning Proposal. The Gateway determination requests that this response also address the existing and proposed development potential for the 8 residential lots in private ownership.

In a meeting held with Council and DPE, on 20 October 2020, confirmation was provided that the eight landowners, included those landowners who are not part of the Mirvac developer group, and whose land will remain wholly in private ownership.



## 4 Conclusion

The dwelling capping provisions are increasingly used in greenfield environments to encourage diverse and more interesting streetscapes and to provide certainty to service providers and authorities.

The framework can be implemented as a dwelling cap or dwelling density control (in this case the dwelling cap is preferred to provide certainty) coupled with the minimum lot sizes will provide the range of lot sizes, to facilitate a diverse built form outcome.



## **APPENDIX A: AREAS OF STREET BLOCKS & LOT SUMMARY TABLE**







**New CPCP Boundaries  
Response**

**Mulgoa**  
Chain-O-Ponds & The Northern Road  
Plan A 1 - 4000 m<sup>2</sup> lots along

client  
**MIRVAC  
DESIGN**  
Landscape Group 3  
Landscape Design  
10/01/2022

date 08-04-2022  
scale @ A1 1:4000  
MD 03 D



		Mirvac Masterplan and Agreed Numbers by Vianello		Total SQM
		Total Yield	Lot Cap	
Area 6	R2 Low Density	488	488	237,217
Area 6	R3 Medium Density	172	172	34,201
Area 6	B2 - Shop Top Housing	100	0	
Area 6	C4 Lots	22	0	
Area 7	R2 Low Density	211	211	79,389
Area 7	C4 Lots	7	0	
<b>Vianello</b>		<b>1000</b>	<b>871</b>	
Area 8	R2 Low Density	291	291	124,437
Area 8	C4 Lots	25		
Area 9	R2 Low Density	70	70	27,311
Area 9	C4 Lots	2	0	
Area 10	R2 Low Density	137	137	47,506
Area 10	R3 Medium Density	54	54	11,963
Area 11	R2 Low Density	465	465	187,882
Area 11	R3 Medium Density	261	261	65,637
Area 11	Fonzies	30	30	
Area 11	C4 Lots	21	0	
Area 12	R2 Low Density	35	35	14,651
Area 12	C4 Lots	9	0	
<b>Mirvac + Others</b>		<b>1400</b>	<b>1343</b>	
<b>Mirvac Only</b>		<b>1284</b>	<b>1238</b>	
<b>Others</b>		<b>116</b>	<b>105</b>	
<b>TOTAL</b>		<b>2400</b>	<b>2214</b>	
	<b>SQM</b>	<b>Lots (excl. C4, Fonzies &amp; Shoptop)</b>	<b>Ave. SQM/Lot</b>	
<b>R2 Low Density</b>	691,082	1,697	407	
<b>R3 Medium Density</b>	111,800	487	230	
<b>Total</b>	<b>802,883</b>	<b>2,184</b>	<b>368</b>	

GLN Planning Pty Ltd Trading as GLN Planning  
ABN 39 585 269 237

A Level 10, 70 Pitt Street Sydney NSW 2000  
P GPO Box 5013, Sydney NSW 2001  
E [info@glnplanning.com.au](mailto:info@glnplanning.com.au)  
T (02) 9249 4109 F (02) 9249 4111

[glnplanning.com.au](http://glnplanning.com.au)

