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Plan finalisation report – PP-2020-2803

Penrith LEP 2010 (Amendment 30) – Glenmore Park Stage 3

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Acknowledgment of Country

The Department of Planning and Environment acknowledges the Traditional Owners and Custodians of the land on which we live and work and pays respect to Elders past, present and future.

Contents

1	Introduc	ction	. 2
	1.1 Ove	rview	. 2
	1.1.1	Name of draft LEP	. 2
	1.1.2	Site description	. 2
	1.1.3	Purpose of plan	. 4
	1.1.4	State electorate and local member	. 7
2	Gatewa	y determination and alterations	. 7
3	Public e	xhibition and post-exhibition changes	. 8
	3.1 Sub	missions during exhibition	. 8
	3.1.1	Submissions supporting the proposal	. 8
	3.1.2	Submissions objecting to and/or raising issues about the proposal	. 8
	3.1.3	Other issues raised	12
	3.2 Adv	ice from agencies	12
	3.3 Pos	t-exhibition changes	15
	3.3.1	Council resolved changes	15
	3.3.2	The Department's recommended changes	18
	3.3.3	Justification for post-exhibition changes	18
4	Departn	nent's assessment	18
	4.1 Deta	ailed assessment	19
	4.1.1	Local Strategic Planning Statement	19
	4.1.2	Section 9.1 Directions	20
	4.1.3	Environmental impacts	21
	4.1.4	Infrastructure	25
5	Post-as	sessment consultation	28
6	Recommendation		
	Attachmen	ts	29

1 Introduction

1.1 Overview

1.1.1 Name of draft LEP

The planning proposal (**Attachment A**) seeks to amend the Penrith Local Environmental Plan (LEP) 2010 to rezone the area known as Glenmore Park Stage 3 from predominantly rural uses to urban development. This includes rezoning land from RU2 Rural Landscape and E3 Environmental Management to R2 Low Density Residential, R3 Medium Density Residential, E1 Local Centre, RE1 Public Recreation, SP2 Educational Establishment, SP2 Classified Road, C2 Environmental Conservation and C4 Environmental Living.

The proposed controls will facilitate the provision of 2,330 dwellings, a network of public open space and environmental corridors, a new neighbourhood centre, a primary school and sporting fields.

The site is within the Greater Penrith Eastern Creek Growth area (GPEC). It was identified by Council for rezoning as part of the Penrith Accelerated Housing Delivery Programme (AHDP) and is nominated as an urban investigation area in the Penrith Local Strategic Planning Statement (LSPS).

1.1.2 Site description

Table 1 Site description

Site Description	The planning proposal applies to land at The Northern Road, Glenmore Park (Figure 1)
Туре	Site
Council / LGA	Penrith City Council

The site comprises of several lots under different ownerships and has a total area of 206Ha. It is bounded by the existing Glenmore Park suburb, the Northern Road, Chain O Ponds Road and Mulgoa Nature Reserve. The site consists of the following allotments and owners:

Table 2 Land Areas and Property Description

Land and Areas	Property Description	
	Land owned by Vianello	
	Lot 3 DP1224642	
	Part of Lot 701DP1275647	
Approximate total 79ha	Part of Lot 700 DP 1275647	
	Part of Lot 445 DP 1268480	
Land Controlled by Mirvac		
	Lot 18 DP244610	
	Lot 19 DP244610	
10ha lots, approximate total	Lot 25 DP244610	
103ha	Lot 27 DP244610	
	Lot 28 DP244610	

	Lot 29 DP244610
	Lot 30 DP244610
	Lot 3 DP1240361
	Lot 1 DP29081
	Lot 2 DP29081
	Lot 3 DP29081
	Lot 4 DP29081
	Lot 5 DP29081
	Lot 2 DP1240361
	Other land included in planning proposal
	Lot 26 DP244610
	Lot 6 DP29081
2ha lots, approximate total	Lot 1 DP1088989
19ha	Lot 8 DP29081
sections of road, approximate	Lot 1 DP795841
total 5ha	Unformed Public Road located between Lots 19 & 25 DP244610
	TfNSW owned
	Lot 6 DP1240361
	Lot 7 DP1240361
	Part of Lot 9 DP1240361
	Chain O Ponds Road fronting the Glenmore Stage 3 site area – including road reserve



Figure 1 Subject site (Source: Planning proposal, December 2022)

1.1.3 Purpose of plan

The planning proposal seeks to amend Penrith LEP 2010 to enable residential development. It also seeks to protect biodiversity and riparian corridors with an environmental conservation zone. The site also delivers public open space, sports fields, retail space and a primary school, for the community.

The table below outlines the current and proposed controls for the LEP.

Table 3 Current and proposed controls

Control	Current	Proposed
Zone	RU2 Rural Landscape	R2 Low Density Residential
	E3 Environmental Management	R3 Medium Density Residential
		E1 Local Centre
		RE1 Public Recreation
		C2 Environmental Conservation
		C4 Environmental Living
Maximum height of	Not applicable	M1 - 12m (local centre)
the building		C - 5m (lots fronting Northern Rd)
		l - 8.5m
Floor space ratio	Not applicable	Not applicable

Control	Current	Proposed
Minimum lot size	20ha (E3 zoned lands)	R2 - 300m ²
	40ha (RU2 zoned lands)	R3 - 180m ²
		U1 - 1,000m ²
		V - 2,000m ²
		W - 4,000m ²
		Y2 - 1.25ha
Number of dwellings	17	R2 and R3 zone = 2,153
		C4 zone = 77
		E1 zone = 100
		Total dwellings = 2,330
Clause application map	Not applicable	This map will identify the release area as Glenmore Park Stage 3.
		This map will link with the new Additional Local Provision clause - Glenmore Park 3.
Urban release area map	Not applicable	Identify the land as an urban release area to enable designated State public infrastructure under Clause 6.1.
Schedule 1 Additional Permitted Uses map	Not applicable	Additional permitted use to enable a temporary sales office to be used for the duration of the release area on land zoned RE1 Public Recreation. The clause will cease to have effect in May 2028.
Scenic and Landscape Values Map	Applies from the middle of the rezoning area to The Northern Road	Remove the land mapped as scenic and landscape values

Control	Current	Proposed
Part 7 Additional Local Provisions	Not applicable	 Clause 7.16A Glenmore Park Stage 3 to provide controls regarding: dwelling caps in mapped precincts exceptions to the height of buildings map on slopes greater than 1 in 8 an integrated housing development provision for R3 zones, requiring the subdivision and the dwelling that sits on each lot zoned R3 to be assessed and approved at the same time. Dual occupancies in the C4 zone to the subdivision and the subdivision and the C4 zone to the subdivision and the subdivision and the C4 zone to the subdivision and the capacity of the subdivision and the capacity of the same time.
		be discouraged through 8,000m ² minimum lot size control.
Clause 4.6 Exceptions to Development Standard	Not applicable	Amend Clause 4.6(ca) to reference the new Clause 7.16A Glenmore Park Stage 3 so that controls within this clause including maximum building heights and dwelling caps in that clause are development standards that cannot be varied.



Figure 2 Existing and proposed zoning (Source: Planning proposal, December 2022)



Figure 3 Master plan with proposed recreation spaces (Source: Mirvac, November 2022)

1.1.4 State electorate and local member

The site falls within the Badgerys Creek (formerly Mulgoa) state electorate. Tanya Davies MP is the State Member.

The site falls within the Lindsay federal electorate. Melissa McIntosh MP is the Federal Member.

To the team's knowledge, neither MP has made any written representations regarding the proposal.

There are no donations or gifts to disclose, and a political donation disclosure is not required.

There have been no meetings or communications with registered lobbyists with respect to this proposal.

2 Gateway determination and alterations

The Gateway determination issued on 23 September 2020 (**Attachment B**) determined that the proposal should proceed subject to conditions. These required amendments and updates to the planning proposal prior to the commencement of community consultation.

The Gateway determination was altered three times between 2020 and 2022 (**Attachment C**) as follows:

- Alteration 1 2 March 2022: to extend timeframe for completion of the LEP to 30 August 2022.
- Alteration 2 8 June 2022: to extend timeframe for completion of the LEP to 23 December 2022.
- Alteration 3 15 December 2022: to extend timeframe for completion of the LEP to 23 March 2023.

In accordance with the Gateway determination (as altered) the proposal was due to be finalised on 23 March 2023.

3 Public exhibition and post-exhibition changes

In accordance with the Gateway determination, the proposal was publicly exhibited by Council from 19 August 2022 to 16 September 2022. No public hearing was required under section 29 of the *Local Government Act 1993*. A draft Development Control Plan chapter, draft Voluntary Planning Agreements by Vianello and Mirvac and draft section 7.11 Contributions Plan were also exhibited.

In August 2021, Council officers met with the eight individual landowners prior to the public exhibition to discuss their concerns directly. To satisfy Condition 4 of the Gateway determination, a consultation outcomes report (**Attachment D**) was prepared and submitted to the Department. The consultation report also formed part of the public exhibition package for the planning proposal.

A total of 17 community submissions were received, comprising six (35%) in full support of the planning proposal, seven (41%) raising concerns and four (23%) objecting to the planning proposal **(Attachment E)**.

3.1 Submissions during exhibition

3.1.1 Submissions supporting the proposal

There were six submissions (35%) received from individuals and organisations noting their support of the proposal.

Comments in community submissions supporting the planning proposal included:

- We are excited about the development. The opportunity to build on a half-acre block does not come around very often.
- The proposal presents opportunity to enter the housing market. We are in strong support of the proposal put forward.
- We strongly support the proposal that will be close to major employment and infrastructure.
- The development is very well thought out and very good for the Mulgoa area.
- The proposal is a good balance of supporting the growing population of Sydney whilst taking into consideration the preservation of the environment.

3.1.2 Submissions objecting to and/or raising issues about the proposal

There were four (23%) submissions received outright objecting to the proposal and a further seven (41%) that raised issues/matters to be addressed.

Issue raised (Submissions)	Council response and Department assessment of adequacy of response
Location and size of Local Park 2 (3)	Council Response: Council further considered the location of Local Park 2 (L2) and resolved to reduce the size of L2 from 17,450m ² to 5,000m ² and relocate it to a shared boundary between private landowners and the Mirvac controlled lots (See Figure 3 above). This outcome demonstrates that the minimum performance measures for local parks to be located within 400m walking distance for residents can be achieved. Also the majority of the trees within the original footprint of L2 will be retained. This amendment increased the total dwellings in Area 12 from 44 to 67. The amended maps are further discussed in section 3.3.1 (Figure 4).

Table 4 Summary of Key Issues raised by Private landowners

	Department Response: It is noted the size of L2 significantly exceeded the 5,000m ² minimum area requirement for a local park. The relocation of the park demonstrates minimum performance measures such as an open space offering within 400m for future residents of Area 12. The Department supports the revised location and size of L2.
Extent of C4	Council Response:
Environmental Living zone and the proposed 4,000m² minimum lot size.	Removal of the C4 zone and allowing higher density on these properties would be incompatible with Council's objectives for this corridor and is contrary to the endorsed Rural Lands Strategy that has mapped the rural boundary to include these C4 zoned lots. The treatment of The Northern Road corridor needs to be considered in its entirety. No change is recommended in response to this issue.
	Department Response:
	The Department supports using large C4 zoned lots as a transitional area between the new residential subdivision and adjacent rural areas.
Extent of C2	Council Response:
Environmental Conservation zone on 101-113 Chain O Ponds Road.	The submission relates to an area of land to be zoned C2, adjacent to the southern part of the western boundary. The zone for part of this area has been amended post-exhibition from C2 to R2 as it is not identified as Avoided Land in the Cumberland Plain Conservation Plan (CPCP) and does not have any environmental significance. There is also a small triangular area of C2 closer to Chain O Ponds Road. This area is identified as Avoided Land, so no changes are proposed to the C2 zoning on this lot. The amended maps are further discussed in section 3.3.1 (Figure 5).
	Department Response: The Department notes these minor boundary changes and supports mapping being consistent with the CPCP.
Extend the R3	Council Response:
Medium Density Residential zone (R3) to 101-113 Chain O Ponds Road.	The request to extend the R3 zone onto this lot, which is adjacent to the C2 represents a logical extension of the medium density zone and has merit. The request to extend the R3 boundary to this subject lot is supported. Note that any further request to extend the R3 zone southward would not be supported, as it is inconsistent with the planning objective to provide a rural transition. The amended maps are further discussed in section 3.3.1 (Figure 6).
	Department Response:
	The Department supports the extension of the R3 zone in this area.
Request for removal of small development	Council Response:
area on western edge to preserve views.	The small number of dwellings proposed in this location, the undulating topography, and the expanded size of Linear Park 2 will all act to maintain and protect views southwards from the dam area. No change is recommended in response to this issue.
	Department Response:
	Response is considered appropriate.

Issue raised (Submissions)	Council response and Department assessment of adequacy of response
Objections to the	Council Response:
location of open space Local Park 1	It is Council's preference for Local Park (L1) to remain in its current location as it is centrally located within GP3 and the location allows a greater number of residents to be within 400m safe walking distance of a local park, which is a performance standard of the Penrith Sport and Recreation Strategy. No change is recommended in response to this issue.
	Department Response:
	Response is considered appropriate.
Requesting changes	Council Response:
to The Northern Road interface north of the sports field	The request to move a detention basin to this location is supported, subject to confirmation of hydraulic modelling. The request to assign a part SP2 zone (instead of C4) and allow a tapered R2 zone is not supported because the objectives of the C4 zone align with the intention for the rural gateway.
	Department Response:
	The Department supports a transitional area between the new residential subdivision and adjacent rural areas.
Request to	Council Response:
consolidate precincts known as Area 6 and Area 7 and introduce a single dwelling cap for R2 and R3 zones	The dwelling cap precincts provide certainty of outcome regarding density and housing/lot diversity within the rezoning area and avoid an outcome where only the minimum lot size is delivered. The removal of the dwelling cap precincts is not supported because a single cap of the northern portion of GP3 may result in poor distribution of lot sizes resulting in inadequate lot diversity. The rationale provided to remove the precincts is insufficient. No change is recommended in response to this issue.
	Department Response:
	The Department notes the intent of the dwelling caps by area to provide a consistent distribution of lot sizes and housing diversity. Response is considered appropriate.
Current lot design will	Council Response:
result in lots straddling both GP2 and GP3 release areas	Council agrees the current boundary results in undesirable outcomes such as split rezonings. Amendments to ensure existing future lots are located entirely within GP2 or GP3 are supported. Maps to be amended post-exhibition. The amended maps are further discussed in section 3.3.1 (Figure 7).
	Department Response:
	Response is considered appropriate.
Request to exempt	Council Response:
GP3 from LEP	The request to exclude the GP3 rezoning area from the application of Clause 4.1(4A) and 4.1(4B) is supported by Council because the controls proposed in

Table 5 Summary of Key Issues raised by Mirvac and Vianello

minimum lot width clauses	the new GP3 clause are considered sufficient to manage dwelling yield and lot size mix.		
	Department Response:		
	The Department notes Council's approach to lot size and dwelling caps by area. Council's response to support the exclusion of the application of Clauses 4.1(4A) and 4.1(4B) which relate to minimum widths for lots in R2 and R3 zones is considered appropriate.		
Request to zone	Council Response:		
District Park 2 (D2) RE1 instead of C2	District Park 2 (D2) is wholly identified as Avoided Land under the Cumberland Plain Conservation Plan (CPCP) and must be zoned C2 Environmental Conservation to ensure consistency with the SEPP (Biodiversity and Conservation) 2021 and Ministerial Direction 3.6 Strategic Conservation Planning. No post-exhibition changes proposed.		
	Department Response:		
	The Department supports mapping being consistent with the CPCP. Response is considered appropriate.		
Request for dwelling	Council Response:		
yield reduction	Given other post-exhibition changes to the planning proposal, the reduction in dwelling yield is now 70 dwellings, with the total dwelling yield for the release area now 2,330 dwellings. It is considered appropriate to update the Minimum Lot Size Map and draft GP3 Clause to reflect the revised dwelling yield, including revisions to each precinct.		
	Department Response:		
	The Department notes Council's approach to dwelling yield by area in an LEP clause.		
Matters relating to the 7.11 Contributions Plan and VPA Offer	Submissions raised several concerns with the draft 7.11 Contributions Plan, including that it underestimated rates for road construction, no estimated cost of construction for detention basin and raingarden, and no justification for the land values.		
	Council Response:		
	Council's review of its 7.11 contributions plan is ongoing and will be finalised, prior to it being submitted to IPART for review.		
	Department Response:		
	The Department notes the draft contributions plan is subject to an IPART review process.		
Final release of	Council Response:		
Cumberland Plain Conservation Plan (CPCP) will require identification of avoided lands to be zoned C2	The final CPCP was released two days before the proposal was placed on public exhibition. Council supports updates to the zoning of land to align with the objectives of the Ministerial Direction 3.6 Strategic Conservation Planning, which states a proposal must not rezone land identified as Avoided Land to a residential zone.		

In regard to the request to deferred land, council proposes to defer the portion of land from the finalisation of the proposal, to ensure the proposal remains consistent with the CPCP.

Department Response:

See section 4.1.4 below for detailed discussion on alignment with CPCP.

3.1.3 Other issues raised

Other matters of concern raised by submissions included:

- Invitation for Mirvac and Vianello to become the primary corporate sponsor of the Penrith Platypus Project and provide funding to support the ongoing restoration of Mulgoa Creek (3 submissions).
- Concerns regarding rates and planning process (2 submissions).
- General dissatisfaction with Council's stewardship of rural and natural environments, planning models, residential housing delivery and performance of Councillors (1 submission).
- Disappointment with the ecological assessment in the Abel Ecology Report and Gunninah report (1 submission).
- Failure to consider implications for the Mulgoa Nature Reserve (1 submission).
- Concerns regarding future management of Avoided Lands (1 submission).
- Request to reduce number of lots by 10% (1 submission).
- Request to implement traffic controls to reduce additional traffic to Mulgoa Road from GP3 residents (1 submission).

3.2 Advice from agencies

In accordance with the Gateway determination, Council was required to consult with agencies listed below in Table 4 which have provided the following feedback (**Attachment F**).

Agency	Advice raised	Council response
DPE – Resilience Planning	DPE Resilience Planning raised that the planning proposal did not address the Ministerial Direction 3.6 Strategic Conservation Planning and that the planning proposal seeks to rezone land that is identified by Chapter 13 of SEPP (Biodiversity and Conservation) 2021 as avoided land, which is inconsistent with the Ministerial Direction and the CPCP. DPE Resilience Planning objected to encroachments of the R2 and C4 zones into avoided land and seeks clarification as to the consistency of the proposed RE1 zone with the objectives for avoided land in the Ministerial Direction.	Post-exhibition, the proposal has been updated to include consistency with the Ministerial Direction 3.6 Strategic Conservation Planning and SEPP (Biodiversity and Conservation) 2021. All CPCP avoided land areas are now included within the C2 zone boundaries, except for a portion of land on Lot 25 DP 244610. This portion of lot 25 is proposed to be deferred from the finalisation of the planning proposal, due to a potential discrepancy in the Avoided Lands boundary in this area which is being pursued by Mirvac as an amendment to the CPCP.

Table 6 Advice from public authorities

Agency	Advice raised	Council response
DPE - Environment & Heritage Group (EHG)	 EHG provided detailed comments on the following: EHG does not support the planning proposal combining open space / RE1 zone land uses with the C2 zone; Propose that Cumberland Plain Woodland in the proposed RE1 zone is rezoned to C2; 	The planning proposal has been updated to ensure that all Avoided lands are zoned C2. Noting that the objectives of the C2 zone provides for low impact, passive recreational and ancillary land uses, and that the RE1 zones fall within urban capable land, the planning proposal is consistent with the CPCP and relevant Ministerial Direction.
	 Requests that environmental corridor widths on the site are as wide as possible. Land on either side of the basin in the east-west corridor is provided so that the east-west terrestrial corridor connection is not severed at this location; and Requests further information regarding the Water Cycle Management Report's conflict with guidelines for riparian corridors or with respect to the management of water bodies more generally. 	A revised Water Cycle Management Strategy (WCMS) was adopted by Council in April 2023. The WCMS was updated to adopt riparian corridor widths in the guidelines for riparian corridors on waterfront land, release by Natural Resources Access Regulator (NRAR) in May 2018. The WCMS proposes a combined system of rainwater tanks, Gross Pollutant Traps, bio-retention raingardens and permanent water bodies (ponds). The water quality approach will be further refined at the development application stage.
Endeavour Energy	 Endeavour Energy raised the following matters: Activities affecting easement Assessment of electricity load and proposed method of supply Location of future infrastructure Requirements for undergrounding of new urban residential development and existing overhead structures in proximity to the site Safety clearances. Identified planting of large / deep- rooted trees near electricity infrastructure is opposed. 	The matters raised are not related to planning proposals but are matters to be considered at the development application stage.
Schools Infrastructure NSW	Support for proposed school site to be zoned SP2 (Educational Establishment) and identification on the Land Reservation Acquisition Map. Notes reduced dwelling yield and advised this does not impact previous advice regarding the need for a new school.	Agency comments have been forwarded to Mirvac for action. The State VPA is a matter between Mirvac and the relevant State agencies.

Agency	Advice raised	Council response
	SINSW's preference is for a new school to be delivered via a VPA. SINSW would like to review and comment on any VPA.	
Transport for NSW	TfNSW's submission acknowledges Council's proposed rezoning of TfNSW- owned lots that were acquired as part of The Northern Road upgrades. The submission also requested several DCP updates including the application of the Western Sydney Design Guidelines.	The planning proposal has been updated to rezone TfNSW land from RU2 Rural Landscape to SP2 Infrastructure (Classified Road). This post-exhibition change ensures the land forms part of The Northern Road corridor is properly zoned. The amended maps are further discussed in section 3.3.1 (Figure 8).
		The planning proposal was prepared and lodged with Council prior to the Western Sydney Street Design Guidelines being in place. Notwithstanding this, the draft DCP does include elements to create a walkable neighbourhood and other DCP references will be updated in response to TfNSW's requests.
NSW Rural Fire Service	The NSW Rural Fire Service (RFS) requested several perimeter roads be incorporated into the development to aid firefighting operations and accommodate Asset Protection Zones. The RFS also requested Council apply a R5 Large Lot Residential zone instead of C4 Environmental Living zones.	The revised DCP has actioned most of the comments received from RFS. Council does not support application of the R5 Large Lot Residential zone, as the zone permits certain uses including residential care facilities that would be undesirable on the periphery of the precinct, from a risk and evacuation perspective.
NSW Health – Nepean Blue Mountains Local Health District	 Comments related to: Allowing suitable walking and cycleways to encourage active travel. 	The draft DCP includes an active travel plan, urban heat controls and acoustic measures for future housing.
	 Proposal should supply very low- income housing and social housing. Energy and water efficiency in dwellings. Assessment of potential runoff and its impacts. Mitigate the effects of traffic noise on dwellings. 	The draft VPAs include provision of affordable housing.
Greater Cities Commission	Subject to finalisation of the rezoning, GCC will update the Metropolitan Rural Area (MRA) map to remove the site from the MRA, as part of the review of the current Region and City Plans.	GCC will remove the site from the MRA mapping in due course.

The Environment Protection Authority, Sydney Water, Dams NSW and Department of Primary Industries raised no objections.

No response was received from Natural Resources Access Regulator (NRAR) and the Deerubbin Local Aboriginal Land Council.

The Department considers Council has adequately consulted with agencies and addressed matters raised in submissions from public authorities.

3.3 Post-exhibition changes

3.3.1 Council resolved changes

At Council's Ordinary Meeting on 12 December 2022, Council resolved to proceed with the planning proposal. Post-exhibition changes in response to matters raised during exhibition included adjustments to zone boundaries and public recreation land, dwelling yield, recognising road reserves, assigning acquisition authorities and a provision for local contributions (**Attachment G**).

Adjustments to public recreation land

Council amended maps and the proposed local clause (dwelling yield) to reflect the resized and relocated Local Park 2.





Adjustments to zone boundaries

Council amended maps and the proposed local clause (dwelling yield) for land at 101-113 Chain O Ponds Road, to reflect Avoided Lands in the CPCP.





Figure 5 Exhibited and post-exhibition proposed zoning (Source: Planning proposal December 2022)

Council amended maps and the proposed local clause (dwelling yield) for land at 101-113 Chain O Ponds Road to extend the R3 Medium Density Residential zone.





Figure 6 Exhibited and post-exhibition proposed zoning (Source: Planning proposal December 2022)

Amendments to zoning boundaries, and the Clause Application Map for lots at the interface with Glenmore Park 2 (GP2) and GP3 that straddle both release areas. This is required to remove the outcome where lots may have split zonings due to being located across the GP2 / GP3 LEP clause boundary.



Figure 7 Exhibited and post-exhibition proposed zoning (Source: Planning proposal December 2022)

Amendment to the RU2 Rural Landscape zone on lots or part lots adjacent to the GP3 rezoning area boundary owned by TfNSW. These lots are proposed to be zoned to SP2 Infrastructure (Classified Roads) to reflect The Northern Road reserve.



Figure 8 Exhibited and post-exhibition proposed zoning (Source: Planning proposal December 2022)

Dwelling yield (cap)

The dwelling yield for the residential zones (R2 Low Density Residential and R3 Medium Density Residential) has been reduced from an exhibited maximum 2,214 dwellings to 2,153 dwellings. Changes to the dwelling caps are the result of zone boundary and masterplan changes. A comparison of exhibited dwelling numbers and post-exhibition dwelling numbers for the residential zones is provided below.

The planning proposal identifies provision for 77 dwellings in the C4 Environmental Living zone and up to 100 dwellings in the form of shop top housing in the E1 Local Centre zone. The overall number of dwellings to be delivered by the proposal is 2,330.

Area	Zone	Exhibited Dwellings	Post-Exhibition Dwellings	Change in Dwelling
		Dwoningo	Dweininge	numbers
6	R2	488	463	(25)
6	R3	172	172	-
7	R2	211	177	(39)
8	R2	291	294	3
9	R2	70	50	(20)
9	R3	0	27	27
10	R2	137	122	(15)
10	R3	54	52	(2)
11	R2	465	477	12
11	R3	291	261	(30)
12	R2	35	58	23

Table 7 Exhibition and post exhibition dwelling caps (Source: Council Report December 2022)

Acquisition authorities

Amend Clause 5.1(2) to include Department of Education as the relevant acquisition authority for land identified for the purposes of a school.

Local provision for contributions

Additional proposed provision to LEP 2010 Part 6 (Urban Release Areas), requiring that development consent cannot be granted to land within an Urban Release Area unless a relevant Contributions Plan is in effect or an alternative mechanism is provided for the delivery of local infrastructure.

3.3.2 The Department's recommended changes

Following the receipt of the revised planning proposal from Council, the Department has made further changes to the proposal as follows:

• To be consistent with the Employment Zones Review, the maps have been updated to replace land proposed to be zoned B2 Local Centre with the newly named E1 Local Centre zone.

3.3.3 Justification for post-exhibition changes

The Department notes that these post-exhibition changes are justified and do not require reexhibition. It is considered that the post-exhibition changes:

• Do not alter the intent of the planning proposal and are minor amendments to the planning proposal.

4 Department's assessment

The proposal has been subject to detailed review and assessment through the Department's Gateway determination (**Attachment B**) and subsequent planning proposal processes. It has also been subject to a high level of public consultation and engagement.

The following reassesses the planning proposal against relevant Section 9.1 Directions, SEPPs, Regional and District Plans and Council's Local Strategic Planning Statement. It also reassesses any potential key impacts associated with the proposal (as modified). The planning proposal:

- Remains consistent with the Greater Sydney Region Plan and Western City District Plan.
- Did not fully consider Council's LSPS at the Gateway determination stage. The Gateway determination recommended the planning proposal be updated as the site is identified as an urban investigation area by Council's LSPS. Further consideration is provided in Section 4.1 below.
- The following Section 9.1 Directions 2.6 Remediation of Contaminated Land and 4.4 Planning for Bushfire Protection (as numbered at the time of gateway) were unresolved when the Gateway determination was made, pending further investigation and agency consultation.
- Remains consistent with all relevant SEPPs. Further consideration of the consistency with any relevant SEPP can be considered as part of any development assessment process.

The following tables identify whether the proposal is consistent with the assessment undertaken at the Gateway determination stage. Where the proposal is inconsistent with this assessment, requires further analysis or requires reconsideration of any unresolved matters, these are addressed in Section 4.1.

	Consistent with Gateway determination report Assessment	
Regional Plan	⊠ Yes	\Box No, refer to section 4.1
District Plan	⊠ Yes	\Box No, refer to section 4.1
Local Strategic Planning Statement	□ Yes	\boxtimes No, refer to section 4.1
Local Planning Panel (LPP) recommendation	⊠ Yes	\Box No, refer to section 4.1
Section 9.1 Ministerial Directions	□ Yes	\boxtimes No, refer to section 4.1
State Environmental Planning Policies (SEPPs)	⊠ Yes	\Box No, refer to section 4.1

Table 8 Summary of strategic assessment

Table 9 Summary of site-specific assessment

Site-specific assessment	Consistent with Gateway determination report Assessment		
Social and economic impacts	⊠ Yes	\Box No, refer to section 4.1	
Environmental impacts	□ Yes	\boxtimes No, refer to section 4.1	
Infrastructure	□ Yes	\boxtimes No, refer to section 4.1	

4.1 Detailed assessment

The following section provides details of the Department's assessment of key matters and any recommended revisions to the planning proposal to make it suitable.

4.1.1 Local Strategic Planning Statement

The planning proposal is generally consistent with the Penrith LSPS. However, a Gateway condition requested references to the LSPS be included in Section A of Part 3 of the planning proposal. This is due to the site being located within the Metropolitan Rural Area (MRA). The Sydney Region Plan and Western City District Plan generally support restrictions on urban development in the MRA to identify, plan for and manage the various values of rural land.

Any proposed urban development in the MRA, must be located within an identified urban investigation area. In this instance, the site is identified by Planning Priority 3 of the LSPS to provide new homes to meet the diverse needs of our growing community including Action 3.4 to "Investigate urban investigation areas at Glenmore Park South, Mt Vernon and Orchard Hills South".

The site is identified as a Council-led urban investigation area. Council supports investigation of the site's suitability for urban purposes, due to its location next to an existing urban area and the ability to connect with existing infrastructure and services within the locality.

It is noted that Council's LSPS has defined a 'rural edge'. The LSPS states that Council will reinforce this rural edge to protect the MRA, from urban development, using the planning framework.

In the context of the site, the rural edge is represented in the southern rural area by that portion of Chain O Ponds Road that fronts the site. The mapping of the rural edge in the LSPS, signals a clear intention that further urban development south of the site will not be supported by Council.

The Greater Cities Commission (GCC) has confirmed the Western City District Plan map will be updated to remove the site from the MRA as part of its review of the current District Plans. The revised District plans are due to be exhibited in late 2023 (**Attachment H**).

4.1.2 Section 9.1 Directions

Direction 2.6 Remediation of Contaminated Land

The objective of this direction is to reduce the risk of harm to human health and the environment by ensuring that contamination and remediation are considered by planning proposal authorities.

The proposal is supported by a High-Level Risk Assessment report. The assessment identifies several areas of concern, including land used for agriculture, land used for storage of materials, housing sites and dams, and concludes there is potential for contamination of soil and groundwater. It notes this is a common situation in greenfield development.

The planning proposal did not discuss any contaminated land remediation matters. Thus, the Gateway determination included a condition to add a discussion into the proposal, together with confirmation of consistency.

The planning proposal was updated to note contaminated lands have been investigated by a Preliminary Site Investigation (PSI) and high-level risk assessment, requiring that detailed site investigations, and if required, a remediation action plan should be undertaken at the development application stage, consistent with Chapter 4 of the Resilience and Hazards SEPP.

The Department is satisfied the proposal is consistent with this direction.

Direction 4.4 Planning for Bushfire Protection

The objective of this direction is to protect life, property, and the environment from bushfire hazards, and encourage sound management of bushfire prone areas. A Bush Fire Threat Assessment (2021) was prepared in response to the Gateway determination.

This Direction applies as the site is identified on the Bushfire Prone Land Map as containing designated Category 2 Vegetation. The planning proposal was submitted with a Bushfire Assessment Report (May 2019) which assessed the proposal in accordance with Planning for Bushfire Protection 2006. A supplementary bushfire statement was later submitted to address the additional requirements of Planning for Bush Fire Protection 2019 (PBP 19) which came into effect later.

In accordance with the requirements of this direction, Council was required to consult the NSW Rural Fire Service prior to public exhibition to ensure it does not object to the progression of the planning proposal.

Council received comments from RFS in July 2022. Asset Protection Zones (APZ) broadly meet or exceed the minimum requirements. A perimeter road was recommended along the western boundary, which has been incorporated into the master plan.

The Department is satisfied the proposal is consistent with this direction.

4.1.3 Environmental impacts

Open space and riparian corridors

Condition 3 of the Gateway determination required the proponent to prepare a Public Domain and Open Space Strategy (PDOSS), for endorsement by the Department prior to exhibition. The PDOSS aimed to address the Greener Places Design Guide, 40% tree canopy target, incorporating large trees and riparian corridors into the public domain and open space wherever possible, and fragmented ownership.

A review of the PDOSS by the Department found the PDOSS addressed criteria and performance indicators that are set out in Greener Places Design Guide. Based on the masterplan used for public exhibition, the precinct would achieve 37.7% tree canopy coverage and existing trees will be preserved as the riparian corridors have largely informed the extent of open space in the masterplan. The PDOSS concludes open space in the southeast corner of the site is required to ensure all parts of the site have access to local open space within 400m of all dwellings.

On 2 March 2022, the Department endorsed the PDOSS for public exhibition (**Attachment I**). The Department noted that prior to finalisation, the PDOSS is to be reviewed in the context of the Cumberland Plain Conservation Plan (CPCP). It is understood that the proponent has demonstrated to Council's satisfaction that the use of Avoided Lands in the CPCP for open space and drainage purposes will not result in the removal of the vegetation that contributes to the biodiversity values of the land. The Department also noted that Council should also be satisfied with proposed ownership arrangements of land identified within the PDOSS to deliver open space for the future community and the proponent should also consider opportunities for street tree planting to increase the proposed tree canopy cover to meet the 40% target.

The Department understands Council and the proponent have agreed on ownership arrangements. Council advised it will add an objective in the DCP to aim to achieve the 40% tree canopy target. It is understood the road profiles will impact tree canopy to support the target being achieved, with street tree planting to be finalised as part of the development application stage.

Cumberland Plain Conservation Plan

The site is within the area to which the Cumberland Plain Conservation Plan (CPCP) applies. The planning proposal has undergone significant revisions in response to the CPCP. The CPCP identifies land as Certified Urban Capable and Avoided Lands. Avoided Lands are areas with biodiversity values that limit the permissibility of development.

The final CPCP was released on 17 August 2022, two days before the commencement of the public exhibition of the proposal. As a result, there were inconsistencies between the exhibited proposal and the CPCP.

Following exhibition, Council amended the proposal and now considers it is consistent with the CPCP, as all land identified in the proposal to be finalised that is Avoided Land in the CPCP is proposed to be zoned C2 Environmental Conservation.

One of the post-exhibition changes related to an area that has been deferred from the final planning proposal, to allow a separate CPCP modification amendment request to progress (**Attachment J**).

The potential mapping discrepancy is within a portion of site known as 115-129 Chain O Ponds Road, Mulgoa (Lot 25 DP 244610) (**Figure 9**). The exhibited proposal indicated the land should be R2 Low Density Residential. However, this is inconsistent with the CPCP. In response, the proponent has requested this land be treated as a deferred matter from the planning proposal. Council has recommended the land should be deferred from the making of the LEP. This means that the existing E3 Environmental Management zone will continue to apply to this portion of land.

Should the Department support the proponent's request to amend the CPCP and remove this land from being identified as Avoided Land, then it is understood that the proposed R2 Low Density

Residential zoning will be finalised and made by the Department, after the CPCP has been formally amended.

Amending the CPCP

The Department is currently compiling requested amendments to the CPCP mapping. Any changes will be addressed as part of a single amendment in the future. Landowners wishing to be considered will be required to demonstrate how the proposal meets the CPCP's avoidance criteria, that all options to avoid impacts have been considered and that the proposal has no or minimal biodiversity impact.

The Department supports Council's recommendation to defer rezoning this portion of land from the making of the LEP.



Figure 9 Deferred matter request from proponent

Approvals under the Commonwealth Environment Protection and Biodiversity Conservation Act (EPBC Act)

The CPCP was approved under the NSW *Biodiversity Conservation Act* 2016 (BC Act) in August 2022. This approval removes the requirement for landholders on land identified under the CPCP as "certified – urban capable land" to seek their own biodiversity approvals under the BC Act for development as long as that development complies with CPCP planning controls. Further information on these controls can be found in the Strategic Conservation Chapter of the State Environmental Planning Policy (Biodiversity and Conservation) 2021.

The NSW government has also submitted the CPCP to the Commonwealth Government for consideration under the EPBC Act. As of the date of this LEP being made, the CPCP has not received relevant approval under that Act. As such, while landholders can submit development applications, seek subdivision, start master planning or impact State listed threatened species authorised under the CPCP, impacts to matters of national environmental significance (MNES) are currently not permitted. If MNES are likely to be present on certified - urban capable land, landholders must seek their own individual approvals from the Commonwealth under the EPBC Act, until such a time as the CPCP is determined.

Flooding and water cycle management

The site is not identified as flood prone land. Therefore, the planning proposal and the Gateway determination did not consider Ministerial Direction 4.1 Flooding. However, the Water Cycle Management Strategy (WCMS) by J. Wyndham Prince largely addresses the ministerial direction (**Attachment K**).

The site is located outside of the known flood extent of the Hawkesbury-Nepean flood plain and local flood flow paths are proposed to be zoned C2, which is a flood compatible zone.

Water Cycle Management Strategy

Overall, the WCMS demonstrates the five proposed detention basins located throughout the site with a total storage capacity of approximately 40,000m³ will ensure that peak post-development discharges in storm events up to and including the 1% Annual Exceedance Probability (AEP) are less than the pre-development discharge. **Figure 10** provides indicative locations for the three wet basins (identified in blue) which are existing water bodies (ponds) and the two new dry basins (identified in red).



Figure 10 Proposed detention basins (Source: WCMS 2023)

Department internal advice recommends the proposed dry detention basin in the northeast corner of the site (VB1) could be rezoned SP2 (Detention Basin), rather than the proposed C4 Environmental Living zone. This matter was also raised in a submission during public exhibition.

The Department supports Council's response that the objectives of the C4 zone align with the intention for this area of the site to function as transitional area between the new subdivision and adjacent rural land. It is also noted that flood mitigation works are permitted with consent in the C4 zone. Therefore, the final location and any impacts on surrounding land uses will be assessed on its merits at the development application stage.

Internal advice also suggested the wet detention basin (existing pond) in the northwest corner of the site (VB2) could be rezoned SP2 (Detention Basin), rather than the proposed RE1 Public

Recreation zone. While Council's DCP suggests flood waters should be managed using the C2 zone and not encroach onto active open space areas, the existing pond is located within the proposed District Park 1. This proposed 6.7Ha park is intended to function as an active and passive recreation area, wetland and stormwater detention basin for both residents and local flora and fauna. The suggestion to rezone the existing pond to SP2 is noted. However, the Department supports Council's approach to rezone the entire park RE1, which provides a range to land uses that will enable Council to develop the site for public open space and recreational purposes.

The RE1 zone also permits *Flood mitigation works* and *Water storage facilities* uses, with development consent. This will allow Council to ensure the existing pond functions as a component of the recreation space and as part of the WCMS for the entire site.

Flood hazard

The site contains low flood hazard in the 20% AEP, 1% AEP and Probable Maximum Flood (PMF) events. The high hazard areas of H5 and H6 category (unsafe for people, vehicles and buildings) are observed within the watercourses and basins. Local signage will be installed to advise residents of the hazard dangers of flood waters.



Figure 11 1% AEP Flood hazard (Source: WCMS 2023)

It is noted that a climate change assessment has not been undertaken at this stage. Given that the PMF is generally contained within the local flood flow paths, the WCMS anticipates that a 1% AEP plus climate change scenario is unlikely to affect the proposed subdivisions to an extent greater than PMF event.

It is also important to understand and reduce flood impacts on land upstream and downstream from the site. The WCMS demonstrates there are no flood impacts external to the site in the 20% and 1% AEP events.

In regard to cut and fill on the site, Council's DCP chapter for Water Management states that Council will not grant consent to filling of floodways or high hazard areas and the filling of other land at or below the flood planning level will generally not be supported. At this stage there is little details for cut and fill on the site. However, the Department is satisfied guidelines are in place to mitigate any impacts on flood behaviour.

Evacuation

Given, the proposed development must allow residents to be able to leave their homes during a PMF event and travel safely to higher grounds, safe evacuation has been considered for the site during a PMF event. **Figure 12** depicts the proposed evacuation routes to allow residents to reach safe grounds during a PMF flood event. It is noted the area to the west of the north-south channel appears to be cut off and does not have flood free evacuation in a PMF event. Council has advised flood free evacuation in a PMF event is available to new residents to the west of the north-south channel. Residents will be able to access the Collector Rd in this area that links to Chain O Ponds Road, and head west along Chain O Ponds Road towards Mulgoa (**Attachment P**).



Figure 12 Flood evacuation (Source: WCMS 2023)

4.1.4 Infrastructure

Local Infrastructure Contributions

A draft s7.11 Contributions Plan for the site was placed on exhibition with the planning proposal. This will ensure the contributions plan reflects the final proposal and supporting technical documents and reduces potential financial risk to Council by ensuring the scope of works and their costs are accurate.

Council and the proponent are working to finalise the contributions plan based on matters raised in submissions and post-exhibition changes to the proposal. Final amendments to the contributions plan included:

- Updated land valuation based on a review of land values and consideration of just terms compensation allowance.
- Adjusted staging based on expected delivery timeframes.
- Review and updated cost rates of infrastructure.
- Response to the final PDOSS and essential works list.
- Review of works on TfNSW roads and intersections.
- Updated water cycle management works based on updates to technical studies.
- Updated dwelling and population projections based on final proposal.

To comply with Ministerial Directions, Council is unable to authorise the contributions plan to be made until the contributions plan has been reviewed by IPART, the Minister reviews the plan and subsequently directs Council to make the Plan. A key part of the IPART process is preparing a draft report on the IPART findings, which is placed on public consultation.

In the meantime, Council will request the site be listed in Schedule 2 of an Environmental Planning and Assessment (Local Infrastructure Contributions) Direction. This will recognise the precinct as an Urban Release Area for development contributions purposes and formally apply a \$30,000 development contributions cap to the precinct.

To reduce perceived financial risk to Council while waiting on the outcomes of the IPART review of the contributions plan, Council requested that the LEP amendment introduce a new clause in Part 6 (Urban Release Areas) of Penrith LEP (Urban Release Areas) which requires that either a local contributions plan, or a planning agreement be in place, before development consent can be granted. A Secretary concurrence clause has been included as outlined below.

Secretary's Concurrence

The Department has supported inclusion of a new clause, 6.3A, which will require Secretary's concurrence that a planning agreement has been, or will be, entered into to improve or contribute to relevant planning matters which are defined as including transport and traffic management, water cycle management, land used for public open space or recreational purposes.

Given this clause will apply to all Urban Release Areas within Penrith LGA, the Department will provide advice to Council regarding its ongoing operation, including instances where a concurrence request is not required and if/when the Secretary's concurrence can be assumed (e.g. where a local contributions plan is already in place). This advice will be provided to Council, following finalisation of the planning proposal.

Draft Greater Penrith to Eastern Creek Strategic Framework

The site is within the investigation area for the Greater Penrith to Eastern Creek (GPEC) potential growth area. The GPEC is a regionally significant growth area, which will over time connect Penrith CBD, St Marys and Eastern Creek. The site's location within GPEC establishes it as an appropriate place to consider for development.

In late 2022, the Department exhibited the draft GPEC Strategic Framework for feedback. When finalised, the strategic framework will guide the future planning for new homes and jobs, close to transport, schools and public spaces.

The feedback submitted during exhibition is now being considered. The team finalising the Strategic Framework has confirmed that the final Strategic Framework will be adopted soon and is proposed to identify the Site as an urban release area, consistent with the approach proposed by the GCC in the District plan.

State Infrastructure Contributions

Condition 7 of the Gateway determination required Council to request the proponent to initiate discussions with the Department regarding State infrastructure needs generated by the proposal. State infrastructure needs are likely to include land for the school site and further upgrades to external roads and intersections.

The masterplan identifies the location of a school site. The land required for the school site will likely be delivered through a State VPA, at no cost to the government.

The revised Comprehensive Transport and Traffic Impact Assessment has identified the need for road upgrades external to the release area. It is Council's view that the Comprehensive Transport Impact Assessment has addressed TfNSW's request for modelling of Glenmore Parkway and the M4 (**Attachment P**).

The Department notes the LEP will reserve land for dedication to Department of Education for a primary school. Appropriate mechanisms are also in place through the urban release areas mapping and Part 6 provisions of the Penrith LEP to capture funding for upgrades to classified roads and intersections.

Dwelling Cap and Urban design

Condition 2 of the Gateway determination required the submission of additional analysis to detail dwelling yields and the resultant densities. This includes requiring detailed investigations of the 8 lots which are in private ownership to detail the likely uplift for these areas.

The intent of the dwelling caps is to enable a variety of lot sizes, streetscapes and housing typologies.

The planning proposal proposes controls for the residential zones (R2 and R3) that set maximum dwelling caps to be applied to various defined "areas". The dwelling caps for each area were determined by calculating the potential number of residential lots each street block in the concept masterplan could produce.

The dwelling caps have produced an average lot size of 410m² for the R2 zone and 230m² for the R3 zone. The proposal also applies the following minimum lot sizes, which are less than the average lot size:

- 300m² in the R2 Low Density Residential Zone, and
- 180m² in the R3 Medium Density Residential Zone.

By using a combination of dwelling caps and lot sizes, each time a lot is smaller than the average lot size but larger than the minimum lot size is proposed, another lot elsewhere in the same area will have to be larger than the average. This approach will create diversity in streetscapes within the subdivision as it will require dwelling designs to respond to a range of lot sizes and frontages. According to the dwelling cap and urban design study, differentiating lot frontages instead of lot sizes is a much better mechanism to produce visual changes in the streetscape (**Attachment L**). It is noted that the dwelling caps are calculated on residential street blocks within an area excluding roads and open space not based on net developable area which would include roads and open space in the dwelling cap calculation.

On 18 July 2022, the Department advised the proponent the Gateway determination condition has been addressed as the dwelling cap and minimum lot sizes are unchanged and there is no change to the density of the eight private lots (**Attachment M**). While the Department provided in principle support for narrower street frontages, Council will ensure the narrower frontages do not result in an undesirable streetscape through additional guidance in the site specific Development Control Plan (DCP).

Advice from the Department of Defence

On 20 June 2023, the Department of Defence (Defence) provided comments on the planning proposal directly to the Department. The comments raised issues relating to the proximity of the site to the Defence Establishment Orchard Hills (DEOH), with particularly reference to the proximity of the GP3 site access to the DEOH site access point.

The Department acknowledges the importance of these issues and the need to not negatively impact on both the amenity and safety of the future GP3 residents and the operational capacity of the DEOH. The Department has accordingly requested that Council consult with Defence and, where necessary, amend the DCP to address Defence's concerns (including establishing consultation requirements for subsequent development applications) and Council has agreed to include this requirement (meeting held on 21 June 2023).

The Department will consult with Council and Defence to determine where this referral requirement is appropriate.

5 Post-assessment consultation

The Department consulted with the following stakeholders after the assessment.

Table 10 Consultation following the Department's assessment

Stakeholder	Consultation	The Department is satisfied with the draft LEP
Mapping	Eight maps have been prepared by Council and reviewed the Department's ePlanning team and meet the technical requirements.	⊠ Yes □ No, see below for details
Council	Council was consulted on the terms of the draft instrument under clause 3.36(1) of the <i>Environmental Planning and Assessment Act</i> <i>1979</i> (Attachment N) Council's response to the draft LEP was received on 15/06/2023 (Attachment O)	⊠ Yes □ No, see below for details
Parliamentary Counsel Opinion	On 23/06/2023, Parliamentary Counsel provided the final Opinion that the draft LEP could legally be made. This Opinion is provided at Attachment PC .	⊠ Yes □ No, see below for details

6 Recommendation

It is recommended that the Minister's delegate as the local plan-making authority determine to make the draft LEP under clause 3.36(2)(a) of the Act because:

- the proposal demonstrates strategic and site-specific merit;
- it is consistent or justifiably inconsistent with relevant section 9.1 Ministerial directions, State Environmental Planning Policies, and the Western City District Plan;
- agency and community consultation has occurred in accordance with the Gateway determination and there are no outstanding matters; and
- the post-exhibition changes do not alter the intent of the planning proposal.

Ri

25/06/2023

Robert Hodgkins Director, Metro West

Attachments

Attachment	Document
A	Planning proposal
В	Gateway determination
С	Gateway alterations
D	Landowner consultation Outcomes
E	Responses to public submission
F	Responses to Agency submissions
G	Council Report 12 December 2022
Н	GCC advice
1	Endorsement for GD condition 3
J	CPCP Variation Report
К	Water Cycle Management Strategy Revision April23
L	Dwelling Cap & Urban Design Rpt
Μ	Endorsement for GD condition 2
Ν	Section 3.36(1) consultation with Council
0	Council comments on draft LEP
Р	Glenmore Park Stage 3 - Additional Information