PENRITH

Planning Proposal to amend Penrith Local Environmental Plan 2010

92, 94 & 96 Victoria Street, Werrington

October 2016



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Executive Summary

This Planning Proposal has been prepared to amend Penrith Local Environmental Plan (LEP) 2010 to change the planning controls for 92, 94 and 96 Victoria Street, Werrington. This is proposed to be achieved by amending land zoning, height of buildings and lot size. The 4,219m² site comprises 3 Lots: 6A, 6B, and 7A of DP 26950.

The site is currently zoned *R3 Medium Density Residential*, with a Building Height Limit of 8.5m and a Minimum Subdivision Lot Size of 400m². The proposal seeks to amend the zone to *R4 High Density Residential*, Building Height Limit to 15m, and Minimum Subdivision Lot Size to 800m².

The proposed amendments to the existing planning controls are to allow for high density residential development on the site (approximately 150-170 apartments).

The Planning Proposal demonstrates that there is site specific planning merit to the amendments and has been justified by addressing the relevant strategic documents, the objectives and actions within the relevant regional and sub-regional strategies, the relevant State policies, Ministerial Directions and environmental impacts.

Introduction

1.1. Purpose of the Planning Proposal

The Planning Proposal recommends an amendment to Penrith Local Environmental Plan (LEP) 2010 to change the planning controls applying to 92, 94 and 96 Victoria Street, Werrington (subject site shown in Figure 1). The amendments include the following:

- Rezoning from R3 Medium Density Residential to R4 High Density Residential;
- Amending the existing building height limit from 8.5m to 15m; and
- Changing the Minimum Lot Size from 400sqm to 800sqm.

This will be achieved by amending the Land Zoning, Height of Buildings, and Lot Size Maps (Tile No. 13) as shown in appendices 1-3. This document sets out the justification for, and explains the intended effect of, the recommended amendment.

The preparation of a Planning Proposal is the first step in the NSW Department of Planning and Environment's (DP&E) Gateway Process for amending Penrith LEP 2010. It has a number of steps (set out in Table 1) that may require this document to be revised as it progresses through the Gateway Process.

No.	Step	Explanation
1	Planning Proposal	Council prepares a document explaining the effect of and justification for the making or amending of a local environmental plan, and submits the Planning Proposal to the NSW Minister for Planning for consideration.
2	Gateway	The Department of Planning and Environment, as a delegate of the Minister for Planning, determines whether a Planning Proposal should proceed.
3	Community Consultation	The Planning Proposal is publicly exhibited.
4	Assessment	Council considers the submissions received in response to the public exhibition, varying the Planning Proposal if necessary.
5	Drafting	Parliamentary Counsel prepares a draft local environmental plan.
6	Decision	The relevant planning authority approves the local environmental plan, making it law.

Table 1: Gateway Process

1.2. Structure of this Report

This Planning Proposal has been prepared in accordance with the Department of Planning and Environment's 'A guide to preparing planning proposals' (October 2012) and the DP&E's A Guide to Preparing Planning Proposals and A Guide to Preparing Local Environmental Plans. The structure of this Planning Proposal and the matters which will be addressed in accordance with the Act and guidelines is outlined in Table 2.

Part 1	Objectives and Intended Outcomes A statement of the objectives and intended outcomes of the proposed instrument.
Part 2	Explanation of Provisions An explanation of the provisions that are to be included in the proposed instrument.
Part 3	Justification The justification for the objectives, outcomes and the process for their implementation. The justification includes the need for the Planning Proposal, the relationship of the planning proposal to strategic planning framework, the environmental, social and economic impacts of the planning proposal and State and Commonwealth interests.
Part 4	Maps To identify the intent of the planning proposal and the area to which it applies.
Part 5	Community Consultation Details of the community consultation to be undertaken on the planning proposal.
Part 6	Project Timeline To detail the anticipated timeframe for the plan making process that is to be undertaken on the planning proposal.

Table 2: Parts of the Planning Proposal

1.3. The Subject Site

The site as shown in Figure 1 comprises three lots known legally as Lots 6A, 6B, and 7A of DP 26950 and commonly known as 92, 94, and 96 Victoria Street, Werrington respectively. The lots have a combined area of 4,219m², with a frontage to Werrington Street of approximately 46m. Further information about the site is provided by Table 3.



Figure 1: Subject Site

Topography	There is a gradual fall from the south western corner of Lot 7A DP 26950 or 96 Victoria Street to the street of less than a metre.
Vehicular Access	There is direct vehicular access to each lot from Victoria Street. There is an ingress and exit point to the car park for the Werrington Railway Station and shops. The area is within a 50kph zone with good slight lines in both directions along Victoria Street.
Pedestrian Access and Public Transport	There is a pedestrian footpath across the frontage of the site. The Werrington Railway Station is adjacent to the site and there is an at- grade car parking for both the local shops and rail commuters. There is a pedestrian crossing directly in front of the car park and across from the site.
Utilities and Services	There are existing reticulated sewer, water and electricity services to the site. There is an existing sewer pipe that traverses across Lots 6B and 7A from the back of the existing dwelling house on Lot 6A. The pipe has been encased in Lot 7A but not on Lot 6B.
Vegetation	The sites have been used for low density residential use and a medical centre with landscaping and vegetation on the properties typical of those uses. There are some established trees on the properties but there is no significant vegetation communities or trees that would warrant protection or conservation should the sites be redeveloped.

Table 3: Site Characteristics

1.4. Surrounding Land Uses and Development

The site is located adjacent to the Werrington Railway Station and associated car park being approximately 300m walking distance. It is bound to the north by Victoria Street and Rance Oval, to the east by the Werrington Station car park, the railway line to the south, and townhouse development to the west. Adjoining the car park and fronting Victoria Street are local shops including a market, bakery, pharmacy, liquor store, and restaurants and cafes. In addition to the railway line, bus routes 782 and 785 run along Victoria Street connecting Werrington to St Marys, Penrith, and Cambridge Park.



Figure 2: Aerial Photograph of Subject Site

1.5. Penrith Local Environmental Plan 2010

Penrith LEP 2010 zones the site *R3 Medium Density Residential*, and sets Building Height Limits of 8.5mand a Minimum Lot Size for subdivision of 400sqm.

1.6. Penrith Development Control Plan 2014

The *Penrith Development Control Plan (DCP) 2014* (17 April 2015) provides additional planning and design guidelines for development across Penrith City. No changes are proposed to Penrith DCP 2014 and it will continue to apply to the site.

1.7. Technical Studies

The Planning Proposal is supported by two technical studies:

- Traffic and Parking Assessment Report prepared by Transport & Urban Planning Pty Ltd;
- Acoustic Assessment for Rezoning Application prepared by Renzo Tonin & Associates.

A review of the Traffic and Parking Assessment Report confirms that the existing road network capacity can accommodate the additional traffic and parking impacts of a 170-unit development on the site and the Acoustic Report contains recommendations to ensure that appropriate acoustic measures are implemented at the DA stage.

These technical studies are included as Appendices to this report.

Part 1- Objectives or Intended Outcomes

The intended outcome of the Planning Proposal is to permit the development of the site with high density residential use consistent with the provisions of the *R4 High Residential* zoning.

The site's proximity to the Werrington Railway Station and nearby Neighbourhood Centre is a significant attribute in looking for better urban outcomes for these properties. The properties' size and shape would allow for the delivery of a more compact dwelling typology and deliver choice and diversity in immediate proximity to support services and facilities. The development of the lots for this form of urban consolidation would see higher densities result from all three lots being developed in a combined approach, rather than individually.

Additionally, the supporting Traffic Report advises that the existing road network has the capacity to accommodate the additional traffic generated by high density residential development. The supporting Acoustic Report confirms that measures can be implemented at the DA stage to comply with acoustic and vibration controls.

Part 2- Explanation of Provisions

The intended outcome of permitting high density residential development on the site will be achieved by:

- 1. Amending Sheet LZN_013 Zoning Map by changing the zone from R3 'Medium Density Residential' to R4 – 'High Density Residential';
- Amending Sheet HOB_o13 Maximum Building Height by changing the subject properties from 'l' - 8.5m to 'O' – 15m; and
- Amending Sheet LSZ_013 Lot Size Map by changing the subject properties from 'F' – 400sqm to 'S' – 800 sqm.

Part 3- Justification

This part of the Planning Proposal is split into the following sections:

А	Need for the Planning Proposal	
В	Consistency with Strategic Planni Framework	ng
С	Environmental, Social and Economic Impacts	
D	State and Commonwealth Interests	

Section A– Need for the Planning Proposal

1. Is the Planning Proposal a result of any strategic study or report?

The Planning Proposal is not the result of any strategic study or report. It has been prepared in response to a request from the landowners (rezoning application) who wish to explore the development potential of their properties.

2. Is the Planning Proposal the best way of achieving the objectives or intended outcomes, or is there a better way?

The subject properties are currently zoned *R3 Medium Density Residential* which does not allow for high density residential development. Given that the site adjoins land zoned *R4 High Density Residential* to the east, is situated in close proximity to public transport, recreation, services and retail, and does not require additional infrastructure, it is considered to be well suited for high density development.

An amendment to Penrith LEP 2010 to rezone the three properties is the preferred means of achieving the objectives of high density dwelling on the subject properties.

Section B – Relationship to Strategic Planning Framework

3. Is the Planning Proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft Strategies)?

NSW: Making It Happen

NSW: Making it Happen was released by the Premier for NSW on 14 September 2015 and replaces the State's previous 10-year plan *NSW 2021*. *NSW: Making it Happen* outlines 30 key reforms for the State, including 12 personal priorities for the Premier.

The Premier's priorities include:

Creating jobs	Building infrastructure
Reducing domestic violence	Improving service levels in hospitals

educing youth homelessness eeping our environment clean proving government services
proving government services
ncouraging business investment
celerating major project assessment
otecting our credit rating
proving Aboriginal education outcomes
etter government digital services
creasing cultural participation
eating sustainable social housing
educing adult re-offending
proving road travel reliability

The Planning Proposal is consistent with *NSW: Making it Happen* as it will increase housing supply (the site is currently underutilised for its location close to public transport). The Planning Proposal will also encourage business investment and employment by enabling the construction of a larger scale development. The proximity of the site to the Railway Station, would encourage the use of the public transport system, thereby taking traffic off the roads and satisfying the intent of State reforms 1 and 18 as outlined in Table 4 above.

A Plan for Growing Sydney

In December 2014, the NSW Government published *A Plan for Growing Sydney* setting out its vision for Sydney to be a strong global city and a great place to live. *A Plan for Growing Sydney* also sets a number of goals for the economy, housing choice, healthy communities, a sustainable and resilient city, and the protection of the natural environment. The Plan also sets Directions and Actions to deliver these goals. A relevant directions for this Planning Proposal is:

 Accelerate housing supply across Sydney: Accelerate housing supply and local housing choices.

The NSW Government is also undertaking Subregional Planning to implement the directions in *A Plan for Growing Sydney*. A relevant draft priorities for this Planning Proposal is:

 Accelerate housing supply, choice and affordability and build great places to live: work with councils to identify suitable locations for housing intensification and urban renewal, including employment agglomerations – particularly around established and new centres and along key public transport corridors including the Western Line and the Blue Mountains Line. The proposed amendment of planning controls are considered to be consistent with A Plan for Growing Sydney and the draft priorities proposed by current subregional planning work.

4. Is the Planning Proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?

Council's Framework – Strategic Planning

Council's strategic planning framework consists of the following documents:

- Community Plan
- Community Engagement Strategy
- Delivery Program including the Operational Plan
- Resourcing Strategy
- City Strategy

The documents of most relevance for this Planning Proposal are the Community Plan and the Penrith City Strategy.

4.1 Penrith Community Plan 2013

The *Penrith Community Plan* was adopted by Council on 24 June 2013 and represents the community's vision for Penrith over the next 20 years. This plan outlines the priorities for the community and includes the following outcomes:

- 1. We can work close to home.
- 2. We plan for our future growth.
- 3. We can get around the city.
- 4. We have safe, vibrant places.
- 5. We care for our environment.
- 6. We are healthy and share strong community spirit.
- 7. We have confidence in our Council.

Appendix 4 examines the consistency of this Planning Proposal with the outcomes and strategies, demonstrating that the Planning Proposal is consistent with the Community Plan.

4.2 City Strategy

The *Penrith City Strategy* seeks to help build a sustainable future for Penrith and its community. This strategy outlines issues and policy responses for which Council can advocate, inform and influence. It provides directions for the City's future over the next 20 years and beyond and informs the *Community Strategic Plan*. The City Strategy addresses the seven themes of housing, jobs and economy, transport and access, infrastructure delivery, community wellbeing, the environment and places. Appendix 4 identifies the relevant outcomes for consideration and demonstrates how this Planning Proposal is consistent with those outcomes.

Council's Framework – Local Planning Documents

Penrith Local Environmental Plan 2010 (LEP 2010) applies to the site, setting the land use zone (*R3 Medium Density Residential*) and applying a number of other planning controls for medium density residential development including Building Height and Minimum Lot Size.

To facilitate the development of high density residential, this Planning Proposal proposes the amendment of these existing controls.

Penrith Development Control Plan 2014 (DCP 2014) also applies to the Site.

5 Is the Planning Proposal consistent with applicable state environmental planning policies?

NSW Government's Framework - Local Planning Directions and State Environmental Planning Policies

The Minister for Planning and Environment issues *Local Planning Directions* that council must follow when preparing a Planning Proposal. The directions cover the following broad categories:

- Employment and resources
- Environment and heritage
- Housing, infrastructure and urban development
- Hazard and risk
- Regional planning
- Local plan making

This Planning Proposal is considered to be consistent with all applicable Local Planning Directions. Appendix 5 demonstrates the consistency of this Planning Proposal with these directions.

The NSW Government also publishes *State Environmental Planning Policies* (SEPPs) and *Sydney Regional Environmental Plans* (*SREPs* or *Deemed SEPPs*). These documents deal with matters of State or regional planning significance. Appendix 6 examines the consistency of this Planning Proposal with all relevant SEPPs and SREPs.

Section C – Environmental, Social and Economic Impact

Note: This part of the Planning Proposal may be revised to reflect any updated technical studies provided by the applicants of the rezoning application or required by the Department of Planning and Environment's Gateway Determination

Environmental Impacts

The rezoning application is supported by recent Traffic and Acoustic reports which respectively suggest that the existing road network and infrastructure are capable of absorbing additional traffic loads from a high density development, and that acoustic measures can be undertaken at the design and construction level to ensure that future residents are adequately protected from potential noise vibration intrusions (particularly from the adjacent railway line).

Social Impacts

The proposed amendments to the applicable planning controls are likely to increase the local population (proposed modelling suggests a possible 170 units on the site). While there is likely

to be a significant increase in residents within the area, existing amenities, services and shops can meet those future demands.

Economic Impacts

The proposed amendments will encourage the development of additional housing with excellent public transport connections.

Section D – State and Commonwealth Interests

6 Is there adequate public infrastructure for the Planning Proposal?

This Planning Proposal will not generate a need for additional public infrastructure as indicated by the preliminary Traffic Report. Any subsequent proposal to develop or use the Land will need to address the suitability of current infrastructure, proposing, funding and delivering solutions to overcome any identified shortfall. Additionally, any subsequent proposal will be referred to infrastructure and service providers for comment.

7 What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

The Gateway Determination will outline the State and Commonwealth public authorities to be consulted.

Part 4 - Mapping

Appendix 1 provides the proposed *Land Use Zoning Map*. Appendix 2 provides the proposed *Height of Buildings Map*. Appendix 3 provides the proposed *Lot Size Map*. All other LEP 2010 maps remain unchanged.

Part 5 - Community Consultation

Note: This part of the Planning Proposal may be revised to reflect any change to the community consultation requirements specified in the Department of Planning and Environment's Gateway Determination.

It is recommended that this Planning Proposal be publicly exhibited for 14 days. The exhibition venue will be Penrith Civic Centre. All exhibition material will also be available in Penrith Library and on Council's website.

Public notice of the public exhibition will be given in local papers and on Council's website and social media outlets.

Notice of the public exhibition will also be provided by a letter to the owners and occupiers of the properties adjoining the site.

The written notice will:

- Give a brief description of the objectives or intended outcomes of the Planning Proposal
- Indicate the land affected by the Planning Proposal
- State where and when the Planning Proposal can be inspected
- Give the name and address of Council for receipt of submissions
- Indicate the last date for submissions
- Confirm whether the Minister has chosen to delegate the making of the LEP to Council

Council confirms that community consultation will be carried out consistent with the Department's *Guide to Preparing Local Environmental Plans.*

Part 6 – Project Timeline

Note: The project timeline will be assessed by the Department of Planning and Environment and may be amended to provide the necessary level of confidence that the proposed amendments to Penrith Local Environmental Plan 2010 will be finalised within a reasonable time.

No.	Action	Anticipated Date
1.	Council Sponsor of Planning Proposal	24 October 2016 (Confirmation of Minutes of 10/10/2016 Policy Review Committee Meeting)
2.	Date of gateway determination/Commencement Date	December 2016
3.	Anticipated timeframe for completion of required technical information	December 2016
4.	Timeframe for government agency consultation (pre and post exhibition as required by Gateway)	January 2017
5.	Commencement and completion dates for public exhibition period	February 2017
6.	Timeframe for consideration of submissions	March 2017
7.	Submission to Department of Planning and Environment	April 2017
8.	Making of Plan (if delegated)	May 2017
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Appendices



1. Proposed Land Zoning Map

Excerpt of Existing Land Zoning Map



Excerpt of Proposed Land Zoning Map



2. Proposed Height of Buildings Map

Excerpt of Existing Height of Buildings map



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Excerpt of Proposed Height of Buildings Map

3. Proposed Lot Size Map



Excerpt of Existing Lot Size Map



Excerpt of Proposed Lot Size Map

4. Consistency with Council's Community Plan & City Strategy

Applicable Outcomes in Council's Community Plan

Outcome	Comment
encourages a range of housing types,	The Planning Proposal will enable a DA for a residential flat development to be applied for which will deliver housing choice. The development for a residential flat will be required to meet quality controls through a rigorous urban design process, which includes the need for architecture verification. The Planning Proposal is consistent with this outcome and strategy.
Strategy 4.2 - Grow and revitalise our centres and neighbourhoods	The site is within a small village and as such is suitably located to value add to the social cohesion of the area, by way of additional residents and support for local businesses. The development of the site for high density residential will make use of the existing railway station adjacent parks and sporting facilities and introduce an urban renewal response architecturally design and purpose build for the site and its surrounds. The Planning Proposal is consistent with this outcome and strategy.

Applicable Outcomes in Council's City Strategy

Outcome	Consistency
meet the needs of the community that has regard to the supply, choice, design quality, sustainability and affordability. The outcome seeks to have	The Planning Policy will result in a greater supply of housing consistent with the outcomes of this strategy. It will respond to the need to supply more dwellings with the Penrith LGA and is suitably located on a public transport corridor. Issues of design quality will form the basis for an architecturally design high density development.

5. Community Wellbeing This outcome seeks to ensure that as the City grows in population and housing that the liveability and social cohesion of communities is enhanced and focused on inclusion and equity.	The Planning Proposal is seeking high density residential housing which will provide support to the small village and businesses. It will also deliver housing mix and encourage new residents to the area, which will strengthen the diversity and social composition of the population. By renewing older
and focused on inclusion and equity.	housing, with more contemporary housing that is purpose designed for the site and the area, improvements to the built form and character of the area will be result. These outcomes of the Planning Proposal are positive and consistent with this outcome.

Outcome	Consistency
6. Environment The outcome is focused on protecting and enhancing the City's natural heritage and to ensure that development has minimal impact on the natural environment, and that the City's iconic landscapes and natural features are protected.	development. The eventual use of the site will require a detailed environmental assessment
7. Places This outcome seeks to ensure that new development respects the scenic and cultural landscapes of Penrith, and that urban growth is managed to retain our identity and sense of place.	The development of the site for high density

sense of place.

5. Consistency with Applicable Local Planning Directions

S.117 Direction	Is the Direction Applicable?	Consistency of Planning Proposal
3.1 Residential Zones	Yes	 This Planning Proposal incorporates land which is currently zoned for residential purposes The Planning Proposal is consistent with this Direction as the proposed R4 zoning provisions will: broaden the choice of building types available in the housing market, make more efficient use of existing infrastructure and services, achieves a high quality urban design outcome. do not contain provisions which will reduce the permissible residential density of land. The Planning Proposal is therefore consistent with this Direction.
3.3 Home Occupations	Yes	This Planning Proposal is consistent with the Direction as it will permit Home Occupations within dwellings
3.4 Integrating Land Use and transport	Yes	This Planning Proposal incorporates land which is currently zoned for urban purposes. The site's position so close to a key transport node/networks is consistent with this direction. The local road network allows for pedestrian and cycle connections. The Planning Proposal is consistent with this Ministerial Direction
6.1 Approval and Referral Requirements	Yes	Applies to all Planning Proposals. The proposal does not result in increased or unnecessary requirements for referrals and/or concurrence to Ministerial or public authorities, and does not include development that would be defined as designated development. The Planning Proposal is consistent with this Ministerial Direction
6.2 Reserving Land for Public Purposes	Yes	Applies to all Planning Proposals. The proposal does not seek to create land reserved for public purposes without consultation with the relevant authority. The Planning Proposal is consistent with this Ministerial Direction
7.1 Implementation of the Metropolitan Strategy	Yes	This Direction applies to the subject land The Planning Proposal is consistent with this Ministerial Direction. It meets the objectives of the Metropolitan Strategy through facilitating urban growth by providing residential development as detailed in the Sydney Metropolitan Strategy Map

6. Consistency with Applicable SEPPs

SEPP	Comment
SEPP No. 32 – Urban Consolidation (Redevelopment of Urban Land)	The Planning Proposal is consistent with the objectives of SEPP 32 in regards to increasing the availability of multi-unit housing and a greater diversity of housing types within a particular locality
SEPP 33 – Hazardous and Offensive Development	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.
SEPP 50- Canal Estate Development	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP
SEPP 55 – Remediation of Land	Further development, subject to Planning Proposal approval will meet the relevant requirements of SEPP 55. The existing uses of the site for substantially low density residential use and medical practice, would suggest that there the prospects of the site being contaminated are remote.
SEPP 60- Exempt or Complying Development	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP
SEPP 64- Advertising and Signage	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP
SEPP No. 65 – Design Quality of Residential Flat Development	The Planning Proposal does not affect the application of this SEPP. A future DA for a high density residential development will be required to comply with the controls and provisions, to bring about an architecturally designed urban building.
SEPP No. 70 – Affordable Housing (Revised Schemes)	The Planning Proposal will facilitate a greater number of affordable housing options than would otherwise be possible
SEPP (Affordable Rental Housing) 2009	The Planning Proposal will facilitate a greater number of affordable housing options than would be otherwise. The DA for the development has the potential to incorporate provisions of the SEPP. This will form the scope of the development proposal and if required the SEPP will be satisfied.
SEPP (Building Sustainability Index: BASIX) 2004	The Planning Proposal is consistent as the BASIX SEPP, which will continue to apply to the site in the subsequent development of the site for high density residential housing.
SEPP (Exempt and Complying Development Codes) 2008	Exempt and complying development under this SEPP will continue apply
SEPP (Housing for Seniors or People with a Disability) 2004	Housing for Seniors or People with a Disability under this SEPP will continue apply

SEPP	Comment
SEPP (Major Development) 2005	Consistent. The Planning Proposal does not affect the application of this SEPP
SEPP (Miscellaneous Consent Provisions) 2007	Consistent. The Planning Proposal does not include any provisions which impede the operation of this SEPP over the site
Sydney Regional Environmental Plans – deem	ed SEPPS
SREP No. 9—Extractive Industry (No 2—1995)	The Planning Proposal does not affect the application of this SEPP
SREP No. 20 – Hawkesbury Nepean River (No. 2 – 1997)	2 The Planning Proposal is consistent with this REP. Future development is able to occur in a manner which is in keeping with the requirements of the REP

7. Traffic Report

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8. Acoustic Report

9. Reports to and Minutes of Council Meetings