

IRF25/1652

Gateway determination report – PP-2025-356

Amend Height of Building Control, Penrith Homemaker Centre, 13-23 Pattys Place, Jamisontown

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Acknowledgment of Country

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

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Table 1 Reports and plans supporting the proposal

Relevant reports and plans

Planning Proposal and Appendices, Penrith Homemaker Centre, 13-23 Pattys Place, Jamisontown NSW (Knight Frank, 3 June 2025)

1 Planning proposal

1.10verview

Table 2 Planning proposal details

LGA	Penrith City Council
PPA	Penrith City Council
NAME	Penrith Homemaker Centre – Amend the Height of Building Control
NUMBER	PP-2025-356
LEP TO BE AMENDED	Penrith Local Environmental Plan 2010
ADDRESS	13-23 Pattys Place, Jamisontown
DESCRIPTION	Lot 10 DP 1046110
RECEIVED	7/07/2025
FILE NO.	IRF25/1652
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal

1.20bjectives of planning proposal

The planning proposal contains objectives and intended outcomes that adequately explain the intent of the proposal.

The objectives of the planning proposal are to:

- Amend the height of building control of the Penrith Local Environmental Plan 2010 (PLEP 2010) over part of the site to enable the expansion of the Penrith Homemaker Centre through additional specialised retail floor area.
- Apply height of building controls relative to natural ground levels to achieve a consistent built form.

The objectives of this planning proposal are clear and adequate.

1.3Explanation of provisions

The planning proposal seeks to amend the PLEP 2010 per the changes below:

Table 3 Current and proposed controls

Control	Current	Proposed
Maximum height of the building	12m	Part 15m and Part 19m

The planning proposal contains an explanation of provisions that adequately explains how the objectives of the proposal will be achieved.

1.4Site description and surrounding area

Lot 10 DP 1046110 has an area of 6.4 hectares and contains the Penrith Homemaker Centre. This centre comprises a number of commercial tenancies, primarily used for specialised retail, takeaway food and drink premises and indoor recreation. Ancillary uses of the site include car parking, loading/unloading areas and stormwater detention basins. The planning proposal applies to the western corner of the site.

Access is taken from Pattys Place and Wolseley Street (via Mulgoa Road – a state road). The Western Motorway (M4) is located to the south and west of the site.

The area of the site subject to the planning proposal is zoned E3 Productivity Support under the PLEP 2010, with a mixture of commercial land uses to the east, west and south. Land to the north generally comprises small rural holdings zoned RU4 Primary Production Small Lots.



Figure 1 Subject site (source: NSW Planning Portal Spatial Viewer)



Figure 2 Planning Proposal Context (source: Planning Proposal, Knight Frank, 3 June 2025)



Figure 3 Zoning (source: NSW Spatial Viewer)

1.5Mapping

The planning proposal includes mapping showing the proposed changes to the Height of Buildings map, which are suitable for community consultation.



Figure 4 Current height of building map (source: Planning Proposal, Knight Frank, 3 June 2025)



Figure 5 Proposed height of building map (source: Planning Proposal, Knight Frank, 3 June 2025)

2 Need for the planning proposal

Q1. Is the planning proposal a result of an endorsed local strategic planning statement, or Department approved local housing strategy, employment strategy or strategic study or report?

The planning proposal is not a direct Action of the Penrith Local Strategic Planning Statement (Penrith LSPS) or other strategy; however, it does support continued growth in the East West Economic Corridor.

Q2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Although a Clause 4.6 variation to a Development Application may achieve the same objective, it is considered that the planning proposal is the best means of achieving the intended outcome as it provides greater certainty to Council, developers and the community through the strategic planning framework. A planning proposal also ensures that the proposal is consistent with the relevant district, regional and state planning strategies.

3 Strategic assessment

3.1Regional Plan

The following table provides an assessment of the planning proposal against relevant aspects of the Greater Sydney Regional Plan.

Table 4 Regional Plan assessment

Regional Plan Objectives	Justification
Objective 14: A Metropolis of Three Cities – Integrated land use and transport creates walkable and 30-minute cities	 The expansion of the Penrith Homemaker Centre will support the 30-minute city by maximising the use of existing infrastructure and providing additional employment opportunities close to housing.
Objective 22: Investment and business activity in	The planning proposal will provide additional business investment and promote jobs growth within an established centre.
centres	 This objective recognises that clusters of large format retail should be treated as part of the retail network which includes ensuring that centres can grow and evolve over time.
Objective 28: Scenic and cultural landscapes are protected	 A Visual Impact Assessment has been included with the planning proposal that demonstrates that the scenic protection of the area will not be significantly impacted by the proposed Height of Buildings amendment.

3.2District Plan

The site is within the Western City District and the Greater Sydney Commission released the

Western City District Plan on 18 March 2018. The plan contains planning priorities and actions to guide the growth of the district while improving its social, economic and environmental assets.

The planning proposal is consistent with the priorities for infrastructure and collaboration, liveability, productivity, and sustainability in the plan as outlined below.

The Department is satisfied the planning proposal gives effect to the District Plan in accordance with section 3.8 of the Environmental Planning and Assessment Act 1979. The following table includes an assessment of the planning proposal against relevant directions and actions.

Table 5 District Plan assessment

District Plan Priorities	Justification
Planning Priority W1: Planning for a city supported by infrastructure	 Expansion of the existing Penrith Homemaker Centre will use existing infrastructure and is consistent with Action 1 to reduce the demand for new infrastructure. The planning proposal will increase gross retail floor area, with subsequent increases in traffic movements on the surrounding road network. A traffic impact assessment accompanies the planning proposal, which concludes that the "planning proposal would have no impact on the operation of the road network". It is recommended that a Gateway Determination be issued, subject to a condition requiring further consultation with Transport for NSW to assess and comment on the traffic impact assessment.
Planning Priority W7: Establishing the land use and transport structure to deliver a liveable, productive and sustainable Western Parkland City	 The site is within the Greater Penrith to Eastern Creek Growth Area and is consistent with the Greater Penrith to Eastern Creek (GPEC) Investigation Area Strategic Framework (discussed below). Expanding an existing homemaker centre will support the delivery of the 30-minute city.
Planning Priority W10: Maximising freight and logistics opportunities and planning and managing industrial and urban services land	The planning proposal does not propose to alter the zoning of the subject site and is consistent with the "retain and manage" principle for industrial and urban service lands.
Planning Priority W11: Growing investment, business and jobs in strategic centres	 The planning proposal will support the delivery of additional retail floor area, with the Western City District identified as requiring over 1.54 million square metres of additional retail floor space over a 20-year period. Growth of the existing Penrith Homemaker Centre will provide jobs close to the surrounding areas where people live.
Planning Priority W16: Protecting and enhancing scenic landscapes	A Visual Impact Assessment has been included with the planning proposal that the visual impact is moderate-low, which can be reduced through mitigation measures as part of a future Development Application.

Planning Priority W20: Adapting to the impacts of urban and natural hazards and climate change

Bush fire and flooding assessments have been submitted with the
planning proposal demonstrating that the planning proposal
responds to natural hazards. It is recommended that a Gateway
Determination be issued, subject to a condition requiring further
consultation with the NSW Rural Fire Service, NSW Reconstruction
Authority and State Emergency Service to assess the adequacy of
these studies.

Greater Penrith to Eastern Creek (GPEC) Strategic Framework

Priority 1: Connect with and care for Country

- The subject site is located on the Cranebrook Terrace Formation, which has the potential to contain intact and deep sediments with evidence of Aboriginal occupation from 30,000 years ago. In addition to the Cranebrook Formation, significant view corridors (towards the Blue Mountains) are identified in Figure 4 of this Priority.
- The proposed amendment to the Height of Building control within the PLEP 2010 is considered to have negligible effect on views/vistas as demonstrated in the Visual Impact Assessment Report.
- The planning proposal acknowledges the Cranebrook Terrace
 Formation and states "there are no known Aboriginal heritage items in the vicinity of the site, as confirmed by an AHIMS online search".

Planning Priority 3: Diverse and accessible employment

 The site is with an 'Employment Area' of the 'East-West Economic Corridor and the planning proposal is consistent with the intended land use.

Planning Priority 5: Public open space, biodiversity and landscape

The planning proposal is accompanied by a Biodiversity
Development Assessment Report and Riparian and Watercourse
Assessment demonstrating that future development enabled
through this planning proposal could be undertaken without a
significant adverse impact on biodiversity or watercourse values.

Priority 6: Resilience

 Bush fire and flooding assessments have been submitted with the planning proposal demonstrating that the planning proposal responds to natural hazards.

3.3Local

The proposal states that it is consistent with the following local plans and endorsed strategies. It is also consistent with the strategic direction and objectives, as stated in the table below:

Table 6 Local strategic planning assessment

Local Strategies	Justification	
Penrith Local Strategic Planning Statement, March 2020	The planning proposal is generally consistent with the priorities of the Penrith LSPS, in particular: • Planning Priority 1: Align development, growth and infrastructure – The expansion of the existing homemaker centre aligns the development with existing infrastructure. • Planning Priority 12: Enhance and grow Penrith's economic triangle – The planning proposal will enable additional retail floor area and support the growth of employment lands.	
Penrith Economic Development Strategy 2023-2031	The planning proposal is consistent with this strategy and aligns with Strategic Priority 3: Leveraging Employment Lands.	
Employment Lands Strategy 2021	The planning proposal will support the large format retail area in Jamisontown and is considered consistent with the Employment Lands Strategy in particular Action 15: "reviewing zoning, height limits and development controls in existing precincts to offer greater flexibility for business operations while preventing land use conflicts, and ensure controls are appropriate to lot size and location".	
Rural Lands Strategy 2022	The site of the planning proposal (part Lot 10 DP 1046110) adjoins land zoned RU4 Primary Production Small Lots and is identified within a highly sensitive visual landscape. The planning proposal is not considered to adversely impact the rural economy or adjoining rural uses. A Visual Impact Assessment has been undertaken, which demonstrates that the proposed increase in the Height of Building control will not adversely impact the scenic landscape.	

3.4Local planning panel (LPP) recommendation

The Penrith Local Planning Panel (LPP) considered a planning proposal on 30 April 2025 to amend the Height of Buildings Control of the PLEP 2010 from 12m to 15m for part of the site. The LPP provided general support for the proposal for the following reasons:

- The planning proposal is consistent with the Greater Sydney Region Plan, Western City District Plan, Penrith LSPS and other Council endorsed strategies.
- The planning proposal responds to flooding and environmental issues.

The LPP also recommended that the planning proposal apply a conclusive height limit in consideration of the varying existing ground levels of a stormwater basin and the desire to avoid the future use of a clause 4.6 variation.

The planning proposal endorsed by Penrith City Council and submitted for a Gateway Determination was updated to amend the Height of Buildings Control of the PLEP 2010 from 12m to 15m and 19m for parts of the site, consistent with the recommendation of the LPP.

3.5Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Directions is discussed below:

Table 7 9.1 Ministerial Direction assessment

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
1.1 Implementation of Regional Plans	Consistent	This planning proposal is consistent with The Greater Sydney Region Plan: A Metropolis of Three Cities.
1.4 Site Specific Provisions	Minor Inconsistency - Justified	The planning proposal contains concept drawings of the intended development on the site should the planning proposal proceed. This is inconsistent with Direction 1.4 (2).
		As the planning proposal relates to the Height of Building Control, the concept drawings are principally used to demonstrate the intended effects of the planning proposal (15m and 19m height controls) and enable an assessment of the visual impacts associated with building heights. This is considered reasonable grounds for inclusion of the concept drawings and the inconsistency with this Direction is of minor significance.
3.1 Biodiversity and Conservation	Consistent	The planning proposal includes studies demonstrating that the environmentally sensitive areas, being the watercourse and riparian vegetation adjacent to the site, will be suitably conserved by the planning proposal.
3.2 Heritage Conservation	Consistent	The planning proposal includes a Visual Impact Assessment demonstrating that the proposal will have no impact on scenic views and heritage places.
3.7 Public Bushland	Consistent	The planning proposal includes studies demonstrating that the environmentally sensitive areas, being the watercourse and riparian vegetation adjacent to the site, will be suitably conserved by the planning proposal.
3.10 Water Catchment Protection	Consistent	The site is within the Hawksbury-Nepean Catchment, being a Regulated Catchment under Chapter 6 of SEPP (Biodiversity and Conservation) 2021. The planning proposal is consistent with the objectives of this Direction as:
		 The planning proposal is accompanied by studies that assess the impact on the adjacent watercourse and biodiversity;
		 The subject site is already developed and contains measures to reduce stormwater pollution; and
		 Is not likely to impact recreational or other

		users within the regulated catchment.
4.1 Flooding	Unresolved	The planning proposal is potentially inconsistent with this Direction as it enables development of flood prone land. A Flood Impact and Risk Assessment and Stormwater Management Report have been submitted with the planning proposal.
		Although the existing Penrith Homemaker Centre is located above the 1 in 100-year flood level, any future development has potential to impact PMF flood levels. The Flood Impact and Risk Assessment concludes that the increases are marginal and risk to life and buildings will not be measurably increased. Also refer further assessment at section 4.1 below.
		Consultation with the NSW Reconstruction Authority and State Emergency Service is recommended to confirm that the proposal is satisfactory. Until this consultation has been undertaken, this direction remains unresolved.
4.3 Planning for Bush Fire Protection	Unresolved	A bush fire assessment has been submitted with the planning proposal; however, this Direction requires consultation with the NSW Rural Fire Service after a Gateway Determination has been issued. Until consultation with the NSW Rural Fire Service has been undertaken, this direction remains unresolved
5.1 Integrating Land Use and Transport	Consistent	The planning proposal will enable the expansion of the existing Penrith Homemaker Centre, which will provide additional jobs close to housing and promote efficient movement of freight. The planning proposal is consistent with the objectives of this Direction.
5.3 Development Near Regulated Airports and Defence Airfields	Consistent	The site is located approximately 12.6 kilometres from the Western City Airport and not considered 'near' for the purpose of this Direction. It is also noted that the Orchard Hills Defence site is not a defence airfield.
		The obstacle limitation height associated with the Western City Airport is discussed under SEPPs below.
7.1 Employment Zones	Consistent	The planning proposal will retain the E3 Productivity Support zoning of the site and is intended to increase (not reduce) floor space area. The planning proposal is consistent with this Direction.

3.6State environmental planning policies (SEPPs)

The planning proposal is consistent with all relevant SEPPs as discussed in the table below.

Table 8 Assessment of planning proposal against relevant SEPPs

SEPPs	Requirement	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
Biodiversity and Conservation (2021)	Chapter 6 Water Catchments The site is within the Hawksbury-Nepean River Catchment and subject to development controls relating to water quality, ecology, flooding and proximity to waterbodies.	Consistent	Refer discussion against Ministerial Direction 3.10 above.
Transport and Infrastructure (2021)	Chapter 2 Infrastructure The chapter provides approvals pathways for infrastructure and includes consultation requirements and matters for consideration for development in respect to impacts on infrastructure.	Consistent	The planning proposal relies upon existing infrastructure to the subject site. A traffic impact assessment has been submitted with the planning proposal and consultation with Transport for NSW is recommended as a gateway condition.
Precincts – Western Parkland City (2021)	Chapter 4 Western Sydney Aerotropolis The aims of this chapter are to facilitate development of the Western Sydney Aerotropolis and ensure surrounding development is compatible with the airport.	Consistent	The site is subject to the Obstacle Limitation Surface (OLS) Map under Part 4.3 of this Chapter, which specifies a Maximum Height Limit of 230.5 metres. The planning proposal intends to increase the Height of Building control for the subject to site 15 metres and 19 metres, significantly less than the maximum height.
Sustainable Buildings (2022)	The aims of this policy are to encourage sustainable buildings through the application of standards for residential and non-residential development.	Consistent	Future development will need to address the provisions of this SEPP.

4 Site-specific assessment

4.1Environmental

The following table provides an assessment of the potential environmental impacts associated with the proposal.

Table 9 Environmental impact assessment

Environmental mpact	Assessment
Biodiversity	The land subject to the planning proposal contains planted native vegetation which would not require offsets under the Biodiversity Offsets Scheme. The submitted biodiversity assessment includes a test of significance that demonstrates that the planning proposal (and any future development) is unlikely to have significant impacts on species that would use the area for habitat.
	It is noted that part of the land subject to the planning proposal encroaches within 40m of a First Order stream and is considered 'WaterfrontLand'. The planning proposal includes a Riparian and Watercourse Assessment that addresses potential watercourse impacts; however, it is considered reasonable to undertake consultation with Department of Climate Change, Environment, Energy and Wate (DCCEEW) – Water Branch as part of the strategic planning process.
Flooding	The subject site is located on the Hawksbury-Nepan floodplain, being minimally affected by the 1% AEP (1 in 100-year ARI) and 0.2% (1 in 500-year ARI) flood events. The site is subject to inundation during a PMF.
	The existing finished floor level of the Penrith Homemaker Centre is located above the 1% AEP and 0.2% AEP and future development of the site, enabled by this planning proposal, is expected to adopt these levels. In relation to impact on floor
	the 1% AEP and 0.2% AEP and future development of the site, enabled by this
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Figure 6 Flood Cross Sections (source: Appendix 2, Planning Proposal)

Visual Impact

The subject site is mapped as having Scenic and Cultural Landscape Values under Clause 7.5 of the PLEP 2010. Scenic, cultural and landscape values of the Penrith LGA are also recognised within the District and Local Strategic Plans.

The proposed amendment to the Height of Buildings control has the potential to impact these scenic values through the construction of visually dominant buildings and/or the obstruction of important views/vistas.

A Visual Impact Assessment has been submitted with the planning proposal, which demonstrates that the scenic protection of the area will not be significantly impacted by the proposed Height of Buildings amendment. Extracts of this assessment, showing the indicative extent of the proposal are provided below.



Figure 7 View southwest from 96-120 Blaikie Road (source: Appendix 6, **Planning Proposal)**



Figure 8 View northwest from M4 Regentville Bridge (source: Appendix 6,

	Planning Proposal)
	On balance, it is considered that the proposed amendment to the Height of Building Control of the PLEP 2010 will not result in a significant adverse impact on visual impacts.
Traffic	The proposed amendment to the Height of Building control of the PLEP 2010 will facilitate the creation of additional retail floor space, with corresponding increases in parking demand and traffic movements (customers and service vehicles).
	Access is taken from Pattys Place and Wolseley Street (via Mulgoa Road, a state road). The Western Motorway (M4) is located to the south and west of the site.
	The Penrith Homemaker Centre is an established commercial precinct, and the future retail floor area will largely utilise existing parking, access and infrastructure. The Traffic Impact Assessment accompanying the planning proposal that concludes that the "planning proposal would have no impact on the operation of the road network".
	It is recommended that a Gateway Determination be issued, subject to a condition requiring further consultation with Transport for NSW to assess and comment on the traffic impact assessment.

4.2Social and economic

The planning proposal is considered to have a positive economic impact with the creation of additional retail floor area and additional employment opportunities. Given the site-specific nature of the planning proposal, it is considered to have minimal social impacts.

4.3Infrastructure

The planning proposal will use existing public infrastructure that already services the site.

5 Consultation

5.1Community

The planning proposal is categorised as standard under the LEP Making Guidelines (August 2023). Accordingly, a community consultation period of 20 working days is recommended and this forms part of the conditions to the Gateway determination.

5.2Agencies

The proposal does not specifically raise which agencies will be consulted.

It is recommended the following agencies be consulted on the planning proposal and given 30 working days to comment:

- Transport for NSW
- NSW Rural Fire Service
- State Emergency Service
- NSW Reconstruction Authority
- Department of Climate Change, Environment, Energy and Water (DCCEEW) Water Branch

6 Timeframe

The planning proposal nominates a 10 month time frame to complete the LEP (November 2025), noting that a Gateway lodgement and determination was expected in May 2025.

The LEP Plan Making Guidelines (August 2023) establishes maximum benchmark timeframes for planning proposal by category. This planning proposal is categorised as a standard.

The Department recommends a LEP completion date of 27 February 2026 in line with its commitment to reducing processing times and with regard to the benchmark timeframes. A condition to the above effect is recommended in the Gateway determination.

It is recommended that if the gateway is supported:

- The Project Timeline of the planning proposal is updated.
- It is accompanied by guidance for Council in relation to meeting key milestone dates to ensure the LEP is completed within the benchmark timeframes.

7 Local plan-making authority

Council has advised that it would like to exercise its functions as a local plan-making authority.

As the planning proposal is site specific and consistent with the Regional and District Plans, the Department recommends that Council be authorised to be the local plan-making authority for this proposal.

8 Assessment summary

The planning proposal is supported to proceed with conditions for the following reasons:

- It is consistent with and gives effect to the Western City District Plan and Greater Penrith to Eastern Creek (GPEC) Strategic Framework;
- It is consistent with the Penrith Local Strategic Planning Statement 2020, Penrith Economic Development Strategy 2023-2031 and Employment Lands Strategy 2021;
- It contributes to the employment lands within the Penrith LGA and provides additional jobs close to housing; and
- Suitable technical studies have been submitted with the planning proposal, that subject to further consultation with government agencies, demonstrate that the proposed PLEP 2010 amendments will not result in significant adverse environmental impacts.

9 Recommendation

It is recommended the delegate of the Secretary:

- Agree that any inconsistencies with section 9.1 Directions 1.4 Site Specific Provisions are minor or justified; and
- Note that the consistency with section 9.1 Directions 4.1 Flooding and 4.3 Planning for Bush Fire Protection are unresolved and will require justification.

It is recommended the delegate of the Minister determine that the planning proposal should proceed subject to conditions.

The following conditions are recommended to be included on the Gateway determination:

- 1. Prior to agency and community consultation, the planning proposal is to be amended to revise the project timeline in accordance with this Gateway Determination.
- 2. Public exhibition is required under section 3.34(2)(c) and clause 4 of Schedule 1 to the Act as follows:
 - a. the planning proposal is categorised as standard as described in the Local
 Environmental Plan Making Guideline (Department of Planning and Environment,
 August 2023) and must be made publicly available for a minimum of 20 working days;
 and
 - b. the planning proposal authority must comply with the notice requirements for public exhibition of planning proposals and the specifications for material that must be made publicly available along with planning proposals as identified in *Local Environmental Plan Making Guideline* (Department of Planning and Environment, August 2023).
- 3. Consultation is required with the following public authorities and government agencies under section 3.34(2)(d) of the Act and/or to comply with the requirements of applicable directions of the Minister under section 9 of the Act:
 - Transport for NSW
 - NSW Rural Fire Service
 - State Emergency Service
 - NSW Reconstruction Authority
 - Department of Climate Change, Environment, Energy and Water (DCCEEW) Water Branch

Each public authority is to be provided with a copy of the planning proposal and any relevant supporting material via the NSW Planning Portal (where relevant) and given at least 30 working days to comment on the proposal.

4. A public hearing is not required to be held into the matter by any person or body under section 3.34(2)(e) of the Act. This does not discharge Council from any obligation it may otherwise have to conduct a public hearing (for example, in response to a submission or if reclassifying land).

Given the nature of the planning proposal, it is recommended that the Gateway authorise council to be the local plan-making authority and that an LEP completion date of 27 February 2026 be included on the Gateway.

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1		28/7/2025	
	(Signature)		(Date)
lan Bignell			

Manager, Local Planning and Council Support Central, West and South

Thethaypell

6 August 2025

Tina Chapell

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