



IRF26/4267

Gateway determination report – PP-2026-1616

Entry Point Housing Planning Proposal

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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 15 May 2026
Council Report
Council Minutes
Entry Point Housing process Flowcharts

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	LGA name
PPA	Wagga Wagga City Council
NAME	Entry Point Housing (EPH) Planning Proposal
NUMBER	PP-2026-1616
LEP TO BE AMENDED	Wagga Wagga Local Environmental Plan 2010
APPLICATION	The LEP would apply to all R1 General Residential and R3 Medium Density Residential zoned land across the Wagga Wagga Local Government Area
RECEIVED	17/07/2026
FILE NO.	IRF26/4267
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

1.2 Objectives of planning proposal

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

The planning proposal seeks to facilitate the delivery of ‘entry point housing (EPH)’ within the Wagga Wagga Local Government Area (LGA). The planning proposal defines these homes as being offered at a price point that enables entry-level home ownership.

To enable the delivery of entry point homes, the planning proposal seeks to create an additional local clause in the Wagga Wagga Local Environmental Plan 2010 (WWLEP 2010) that introduces a simplified assessment pathway. The stated objectives of the new clause would be to:

- To provide a simple pathway for developers/builders to gain greater confidence to build dwellings at an entry price point for future homeowners through straightforward design controls and a speedier assessment timeframe.
- To enable planning controls to support entry point housing within the R1 General Residential Zone and R3 Medium Density Housing Zone at an entry point price to support house ownership.
- To enable Council to facilitate implementation of entry point housing development within well located and accessible locations in the LGA.

The intended outcomes of the planning proposal are to:

- Increase the diversity of housing supply at an entry level price point in Wagga Wagga LGA.
- Encourage and facilitate the construction of entry point level housing which encapsulates quality design for people interested in owning their own home.
- Enhance fair access to home ownership within an entry point price range in market housing and ensuring a process that maintains consumer confidence.

The objectives of this planning proposal are clear and adequate.

1.3 Explanation of provisions

The planning proposal seeks to amend the WWLEP 2010 to introduce a new clause in Part 7 Additional local provisions. This clause would contain the new planning pathway for entry level homes and outline the application and relevant parameters of the clause. The clause would operate as follows:

Table 3 Proposed Additional Local Provision

Control	Current
Application of the Clause	The clause would apply to all R1 General Residential and R3 Medium Density Residential zones across the Wagga Wagga LGA.
Definition of Entry Point Housing	EPH would be defined as follows: An attached dwelling, dwelling house, multiple dwelling (villa – single storey), multiple dwelling (townhouses), dual occupancy (attached) and/or semi-detached dwelling or the like, that meets the requirements for Entry Point Housing in a Development Control Plan (DCP) and functions as a market related entry point dwelling priced to support home ownership.
Objectives of the clause	The objectives of the clause would be as follows: • To enable planning controls to support certain housing typologies within the R1 General Residential Zone and R3 Medium Density Housing Zone at an entry point to support house ownership. • To enable Council to facilitate implementation of entry point housing development within well located and accessible locations in the LGA.
Criteria to be considered prior to granting consent	The clause would set up mandatory considerations that a consent authority must consider prior to granting development consent. These mandatory considerations would be whether: • The land has lawful access and frontage to a public road. • The land is serviced, or that the consent authority is satisfied that adequate arrangements have been made to service the land when required, with water, sewer, stormwater and electricity. • The consent authority has considered the applicable provisions of a Council's DCP.

Control	Current
Certain development standards will not apply	The clause would “switch off” existing clauses of the WWLEP 2010 so that they would not apply to development for the purposes of EPH. The stated aim of switching these clauses off is to reduce regulatory burden, support innovation and to reduce costs. The following development standards would be switched off: • Clause 4.1 – Minimum subdivision lot size • Clause 4.3 – Height of buildings • Clause 4.4 – Floor space ratio
Suitable arrangements	EPH is intended to be sold at an entry level price point as agreed with Council. The clause seeks to introduce a mechanism that would prevent the consent authority from providing development consent if suitable arrangements are not in place to ensure that the dwellings will be sold at the target entry level price point. To clarify these arrangements, the planning proposal includes flowcharts of the EPH process and will be concurrently exhibited with a draft DCP and voluntary planning agreement (VPA) template.
Relationship of this clause with other provisions of the LEP	As this clause seeks to “switch off” existing provisions of the WWLEP 2010, it has the potential to introduce inconsistencies in between mandatory requirements. To avoid this scenario, the clause will set out that in the event of an inconsistency between this clause and any other section of the LEP, this clause prevails.

The final wording of the clause will be determined by Parliamentary Counsel at the drafting stage. The planning proposal contains an explanation of provisions that adequately explains how the objectives of the proposal will be achieved.

1.4 Site description and surrounding area

The proposed EPH provisions would apply to all R1 General Residential and R3 Medium Density Residential zoned land across the Wagga Wagga Local Government Area. The extent of these zones is depicted in Figure 1 below.

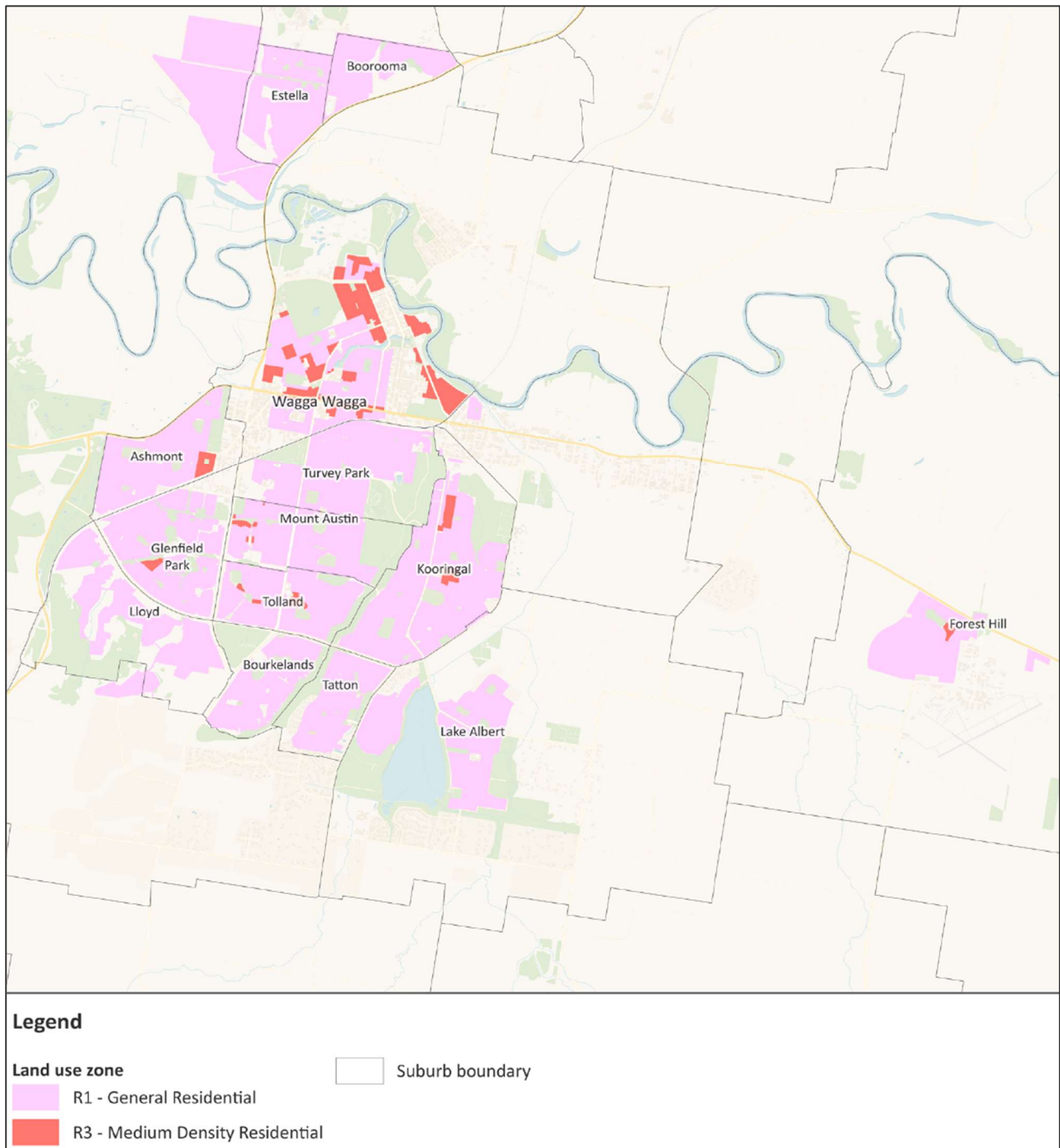


Figure 1 Subject site (source: Planning Proposal Report)

1.5 Mapping

The planning proposal does not require any amendments to WWLEP 2010 mapping.

2 Need for the planning proposal

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

Yes. The planning proposal responds to the objective of improving housing affordability, as outlined in Council's Local Strategic Planning Statement, Local Housing Strategy (LHS) 2025 and the Riverina Murray Regional Plan 2041.

Affordability is one of the five key objectives of the LHS, which seeks to ensure housing is accessible to the community. To support this objective, the LHS identifies a range of actions to improve affordability, including land use changes, maintaining housing supply and exploring incentives to support housing delivery.

The LHS specifically identifies EPH as a potential incentive to improve housing delivery and affordability across the local government area.

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

A planning proposal is the appropriate means for establishing the planning framework for the assessment and implementation of development applications submitted under the EPH program.

The EPH program extends beyond changes to the WWLEP 2010, with Council intending to exhibit a development control plan and governance framework alongside the legislative changes. The planning proposal provides an appropriate planning framework to ensure that these documents are considered during the assessment process for EPH.

Further, the planning proposal would not detrimentally impact on delivery of any other affordable housing products, regular market housing or any other land uses to support the residential population of Wagga Wagga LGA.

3 Strategic assessment

3.1 Regional Plan

The following table provides an assessment of the planning proposal against relevant aspects of the Riverina Murray Regional Plan 2041.

Table 4 Regional Plan assessment

Regional Plan Objectives	Justification
Objective 5: Ensure Housing supply, diversity, affordability and resilience	The planning proposal is consistent with the aims of the objective as it seeks to increase housing supply, improve on the diversity of housing and affordability at an entry level market segment. Further, due to the planning proposal only seeking to apply EPH to existing residential lands, is unlikely that the planning proposal would give rise to land use conflict or be located on significantly constrained land or that isn't readily serviceable.

Regional Plan Objectives	Justification
Objective 6: Support housing in regional cities and their sub-regions	The planning proposal is consistent with this direction as it seeks to encourage infill housing and revitalisation of existing residential zoned lands in the Wagga Wagga LGA. It would assist in providing housing diversity and growth capacity without requiring the consumption of any productive rural lands.

3.2 Local

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
Local Strategic Planning Statement (LSPS)	The planning proposal is consistent with Principle 10 of the LSPS as it seeks to provide a diversity of housing to meet the needs of the community, contribute to dwelling delivery to house the growing community and increase infill development potential of existing residential zoned lands.
Local Housing Strategy (LHS)	As outlined in Part 2 of this report, the planning proposal is consistent with the LHS as it seeks to provide housing diversity and affordability, with EPH specifically identified as an incentive.

3.3 Section 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 Implementing Regional Plans	Yes	See section 3.1
1.4 Site Specific Provisions	Yes	The Planning Proposal does not seek to introduce unnecessarily restrictive site specific planning controls. The proposed criteria to be considered prior to granting development consent are limited in scope and appropriate for the outcomes sought by the proposal. Further, the proposed exemption from existing development standards contained within the WWLEP 2010 would be consistent with the direction. An EPH DCP is proposed to be applied to development that meet the criteria of the Entry Point Housing planning pathway.

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
3.2 Heritage Conservation	Yes	The planning proposal would apply to Heritage Conservation Zones. The changes sought under this planning proposal seek to increase the diversity of residential offerings within the existing zone extents. It does not seek to alter any existing heritage conservation provisions within the WWLEP 2010. The existing provisions will apply to EPH development and would ensure that heritage conservation is adequately assessed under any future development application.
4.1 Flooding	Yes	The planning proposal applies to land that is identified as flood prone. The WWLEP contains local clauses 5.21 and 5.22 that apply to development within the flood planning area. These clauses contain numerous pre consent requirements that must be satisfied prior to the granting of development consent. Clauses 5.21 and 5.22 would apply to EPH development applications and contain sufficient controls to ensure that flood affectation is adequately addressed under any future EPH development application. Further flood planning controls are not required under this planning proposal.
4.3 Planning for Bushfire Protection	Inconsistent Consultation required	The proposal is inconsistent with the direction as consultation with the DCA Hazards and Resource Advisory Team is required. The proposed EPH framework will “switch off” density controls on R3 Medium Density zoned land. Certain R3 zoned land is mapped as bush fire prone and consultation with the NSW Rural Fire Service / DCA Hazards and Resource Advisory team prior to exhibition is required under this Direction. Until this consultation is completed, this Direction remains unresolved. Consultation with the DCA Hazards and Resource Advisory team is required prior to public exhibition. A condition of gateway has been included to this effect.
5.5 High Pressure Dangerous Goods Pipelines	Yes	The planning proposal would include R1 General Residential zoned land located within the application area of the Wagga Wagga - Culcairn Pipeline. The definition for EPH contained within the planning proposal covers a range of dwelling typologies that are already permitted in the R1 zone. Additionally, the R1 zone in the vicinity of the Wagga Wagga - Culcairn Pipeline does not have any development standards for height of buildings, minimum lot size or floor space ratio. Consequently, introduction of EPH does not change the theoretical maximum density of development in the application area of the pipeline or introduce any new dwelling typologies to the area.

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
6.1 Residential Zones	Yes	The planning proposal is consistent with the objectives of the direction as it encourages a variety and choice of housing types to provide for existing and future housing needs of the community, would be an efficient use of existing infrastructure and services and would minimise the impact of residential development on the environment and resource lands.

3.4 State environmental planning policies (SEPPs)

The planning proposal seeks to introduce a pathway to facilitate EPH in existing residential zones across the Wagga Wagga LGA. This pathway would only be applicable to development that meets the definition within the proposed clause in the LEP and only seeks to streamline the assessment pathway, not amend land use permissibility.

The planning proposal would not introduce any inconsistencies with existing SEPPs and would not impact on any SEPP requirements that would otherwise apply to residential development, such as BASIX or exempt or complying development pathways.

4 Site-specific assessment

4.1 Environmental

The proposal applies to existing residential zoned lands only and would have negligible impact on the environment. Any proposal for EPH would be subject to a development application process that would adequately address any site specific environmental impacts that may arise from the proposal.

4.2 Social and economic

Social

The planning proposal has the potential to provide a social benefit to the community by providing EPH to facilitate home ownership in the community. The proposal also aims to increase housing supply for sale, and to allow those who would otherwise be long term renters to enter the property market.

The planning proposal does not seek to increase the rental housing supply directly and is not intended to be a “build to rent” housing product. The planning proposal notes that if the target cohort of long term renters were to become property owners under EPH, this would free up rental housing for others in the community.

Economic

Entry point housing typologies have potential to deliver cost savings compared to the base development case, such as reduced land costs and construction savings due to smaller than average dwelling size.

These cost savings would be reflected in the purchase price for EPH providing a potential cost effective pathway for the development of residential land.

In addition, the planning proposal seeks to remove regulatory burden for EPH, add to dwelling diversity and incentivise the delivery of more affordable housing for those who are not currently well served by the existing housing stock in the Wagga Wagga LGA.

4.3 Infrastructure

As the planning proposal applies to existing residential zoned land, essential services would likely be available for all EPH development sites. To ensure this remains the case, the proposed EPH clause includes the requirement that development consent is not to be granted unless the consent authority is satisfied that adequate servicing arrangements are in place.

Overall, it is not considered that the planning proposal would significantly increase demand on infrastructure or result in rapid densification of residential zoned land. The planning proposal does not seek to exempt EPH from the payment of development contributions.

5 Consultation

5.1 Community

Council proposes a community consultation period of 28 days.

The planning proposal is categorised as a 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.

5.2 Agencies

In accordance with section 9.1 Direction 4.3, DCA Hazards and Resource Advisory Team is to be consulted on the planning proposal and given 30 days to comment.

6 Timeframe

Council proposes a four month time frame to complete the LEP.

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 an LEP completion date of 18 December 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.

7 Local plan-making authority

The Department recommends that Council not 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 the objectives and priorities of the Riverina Murray Regional Plan 2041.
- It is consistent with the Wagga Wagga Local Strategic Planning Statement and Local Housing Strategy.

- It is not considered to have significant adverse environmental or social impacts and would be adequately supported by essential infrastructure.
- An amendment to WWLEP 2010 is the best means of achieving the objectives of the Planning Proposal.

9 Recommendation

It is recommended the delegate of the Secretary:

- Note that the consistency with section 9.1 Directions 4.3 Planning for Bush Fire Protection is 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 community consultation, consultation is required with the DCA Hazards and Resource Advisory Team.
2. The planning proposal should be made available for community consultation for a minimum of 20 working days.

The timeframe for the LEP to be completed is on or before 24 June 2027



24/7/26

Tim Collins

Manager, Southern, Western and Macarthur Region



28/7/2026

Chantelle Chow

Director, Southern, Western and Macarthur Region

Assessment officer

Ben Jones

A/Manager, Local Planning and Council Support