

# Assessment against planning controls: section 4.15, summary assessment and variations to standards

## 1 Environmental Planning and Assessment Act 1979

#### 1.1 Section 4.15 'Heads of Consideration'

Heads of Consideration	Comment	Complies
a. The provisions of:  i. Any environmental planning instrument	State Environmental Planning Policy (Biodiversity and Conservation) 2021  The site has been cleared of all vegetation via DA-15-00999 that approved earthworks on the site.	Yes.
	State Environmental Planning Policy (Planning Systems) 2021  As this development application is for Crown development having a capital investment value of over \$5 million, being \$7,757,544, Council is responsible for the assessment, but determination of the application is to be made by the Sydney Central City Planning Panel.	Yes.
	State Environmental Planning Policy (Resilience and Hazards) 2021  A Detailed Site Investigation conducted to inform the assessment of this DA concludes that the site is suitable for the proposed temporary school development, subject to conditions. However, council will require the applicant to submit a Site Audit Statement confirming that the site is suitable for the sensitive land use being residential with accessible soils prior to the issue of the Occupation Certificate for the temporary school. Accordingly, the requirements of Clause 4.6 of State Environmental Planning Policy (Resilience and Hazards) 2021 (Resilience and Hazards SEPP) have been addressed and the site is therefore able to be made suitable for this use.	Yes, subject to conditions.
	State Environmental Planning Policy (Transport and Infrastructure) 2021 Chapter 3 includes provisions for educational establishments and requirements to notify Transport for NSW (Roads & Maritime) for certain developments. Before determining an application for development for the above specified purpose, Clause 3.36 (6) requires the consent authority to take into consideration the 7 design quality principles for schools set out in Schedule 8. These are considered below at 5.1.	Yes.
	State Environmental Planning Policy (Precincts – Central River City) 2021  The site is zoned SP2 Educational Establishment under this Policy. Part 4 of Appendix 9 contains principal	Yes.

Heads of Consideration	Comment	Complies
	development standards for the Precinct. None of these are applicable to this development (i.e there is no height, FSR, minimum lot size or density control for this land).  Under Clause 6.1, the consent authority must not grant	
	consent to development in this precinct unless it is satisfied that any public infrastructure that is essential for the proposed development is available or adequate arrangements have been made to make that infrastructure available when required. The applicant has supplied sufficient evidence that this is the case.	
ii. Any proposed instrument that is or has been the subject of public consultation under this Act	Draft State Environmental Planning Policy (Environment)  The draft Environment State Environmental Planning Policy was exhibited between October 2017 and January 2018 and seeks to simplify the NSW planning system and reduce complexity without reducing the rigour of considering matters of State and Regional significance.  The State Environmental Planning Policy effectively consolidates several State Environmental Planning Policies including State Environmental Planning Policy 19 Bushland in Urban Areas, State Environmental Planning Policy (Sydney Drinking Water Catchment) 2011, Sydney Regional Environmental Plan No. 20 - Hawkesbury-Nepean River (No. 2 – 1997) and Greater Metropolitan Regional Environmental Plan No 2 – Georges River Catchment and removes duplicate considerations across Environmental Planning Instruments.	Yes. This proposal is not inconsistent with the provisions of this draft State Environmental Planning Policy.
	Draft State Environmental Planning Policy (Remediation of Land)  The draft Remediation of Land State Environmental Planning Policy was exhibited from January to April 2018 with the intent that it repeal and replace State Environmental Planning Policy 55 - Remediation of Land (SEPP 55) in relation to the management and approval pathways for contaminated land. SEPP 55 has since been repealed and its provisions were consolidated into the State Environmental Planning Policy (Resilience and Hazards) 2021, Chapter 4. However, Chapter 4 of this new policy does not include the changes that were exhibited in 2018 and those provision are still under review. The draft Remediation of Land State Environmental Planning Policy will:	Yes. This proposal is not inconsistent with the provisions of this draft State Environmental Planning Policy.  An unexpected finds protocol will also be a condition of consent.
	<ul> <li>Provide a state-wide planning framework for the remediation of land.</li> <li>Maintain the objectives and reinforce those aspects of the</li> </ul>	
	<ul> <li>existing framework that have worked well.</li> <li>Clearly list the remediation works that require development consent.</li> </ul>	
	Categorise remediation work based on the scale, risk and complexity of the work.	
	Require environmental management plans relating to post remediation, maintenance and management of on-site remediation measures to be provided to Council.	

Heads of Consideration	Comment	Complies
iii. Any development control plan		
iv. a) any planning agreement that has been entered into under section 7.4, or any draft planning agreement that a developer has offered to enter into under section 7.4	No related planning agreement.	N/A
v. the regulations (to the extent that they prescribe matters for the purposes of this paragraph)	Section 4.33(2) of the Environmental Planning & Assessment Act 1979, states:  4.33 Determination of Crown development applications  (2) If the consent authority fails to determine a Crown development application within the period prescribed by the regulations, the applicant or the consent authority may refer the applicationto the Minister  Clause 95(2) of the Environmental Planning & Assessment Regulation 2021 states:  For the purposes of the Act, section 4.33(2), the prescribed period is 70 days after the day on which the Crown development application is lodged.	N/A
b. The likely impacts of the development, including environmental impacts on both the natural and built environments, and social and economic impacts on the locality	It is considered the likely impacts of the development include parking, flood affectation, matters pertaining to the Local Traffic Committee requiring separate approval and an assessment against the 7 Principles of 'Design quality in schools'. These issues have been considered and all related impacts are satisfactorily addressed, subject to conditions. In view of the above it is considered that the proposed development will not have any unreasonable social, economic or environmental impacts.	Yes.
c. The suitability of the site for the development	The subject site is zoned SP2 Infrastructure – Education Establishment under State Environmental Planning Policy (Precincts – Central River City) 2021. The SP2 zone permits educational establishments with consent.	Yes.

Heads of Consideration	Comment	Complies
	As a new school on a specially zoned site, the development is well suited to this site.	
	It is consistent with the relevant state environmental planning policies and Blacktown Growth Centres DCP 2010, is based on sound site analysis and will not result in any adverse impacts on the environment or neighbouring residential, retail or recreational land.	
d. Any submissions made in accordance with this Act, or the regulations	The application was notified for a period of 14 days. No submissions were received.	Yes.
e. The public interest	The proposed development is in the public interest. It provides a new primary school building albeit temporary which will service the local community. The public interest is therefore well served by approving this development. This development will be utilised until such time as the permanent school is constructed on the same site, anticipated to commence operation Term 1, 2027.	Yes.

## 2 State Environmental Planning Policy (Biodiversity and Conservation) 2021

Summary comment	Complies
The site has been cleared and filled as a result of previous approvals. The site contains no vegetation and no habitat for any endangered species of flora or fauna.	Yes.

## 3 State Environmental Planning Policy (Planning Systems) 2021

Summary comment	Complies
The Sydney Central City Planning Panel is the consent authority for all regionally significant development with a capital investment value of over \$30 million or Council related or Crown developments with a capital investment value of over \$5 million.	Yes.
As this proposed development has a capital investment value of \$7,757,544 million and is a Crown development by the NSW Department of Education, Council is responsible for the assessment of the development application and determination of the application is to be made by the Panel.	

## 4 State Environmental Planning Policy (Resilience and Hazards) 2021

Summary comment	Complies
Chapter 4, Remediation of Land Chapter 4 aims to provide a state-wide planning approach to the remediation of contaminated land (previously in SEPP 55). Clause 4.6 requires a consent authority to consider whether the land is contaminated and if it is suitable or can be remediated to be made suitable for the proposed development, before granting of development consent.	Yes, subject to relevant conditions of consent being included.

Summary comment	Complies
We have considered that the location of the proposed development will have a low risk of contamination. The new temporary primary school building is proposed in a location that has been the subject of site audit statement done by an EPA Accredited Independent Site Auditor and the importation of clean certified fill. Conditions including a protocol for any unexpected finds have been included on the consent.	
A Detailed Site (Contamination) Investigation has been provided, prepared by Douglas Partners, dated 2 May 2023 states that PFAS contaminated soil on the site is likely to be covered by a minimum of 3 metres of fill. A condition has been included in the consent requiring compliance with this requirement.	
Our Environmental Health Officer has reviewed the reports and provided conditions. However, our Environmental Health Unit requires excavation to be minimised for this proposal and excavation is not permitted below 3 metres at any time. We have also included a condition for the applicant to prepare an unexpected finds protocol in case anything is found in the minimal siteworks to take place in preparation for the demountable structures and landscaping. Prior to the issue of the Occupation Certificate of the temporary school the applicant will be required to submit a Site Audit Statement confirming that the site is suitable for the most sensitive land use being residential with accessible soils thereby being also suitable for a school	
Therefore, the site can be made suitable for a temporary school in accordance with the requirements of Clause 4.6 of State Environmental Planning Policy (Resilience and Hazards) 2021.	

## 5 State Environmental Planning Policy (Transport and Infrastructure) 2021

Summary comment	Complies
State Environmental Planning Policy (Transport and Infrastructure) 2021 consolidates previous state environmental planning policies on Infrastructure, Educational Establishments and Child Care Facilities and Major infrastructure corridors.	Yes.
Chapter 3 aims to facilitate the effective delivery of educational establishments and early education and care facilities across the State.	Yes.
Development for the purpose of a school may be carried out by any person with development consent on land in a prescribed zone under Clause 3.36(1). The prescribed zones include SP2 Infrastructure.	
Before determining an application for development for the above specified purpose, Clause 3.36 (6) requires the consent authority to take into consideration the 7 design quality principles for schools set out in Schedule 8. These are considered below at 5.1.	Yes.
In addition, Clause 3.58 - traffic generating development, requires development for the purpose of an educational establishment with 50 or more "additional" students (including new premises) to be referred to Transport for NSW. Given the wording of "additional" and considering that this is a new school, it was not certain that such a referral was required. Nevertheless, a referral was sent and Transport for NSW (Roads & Maritime) and they have no objection to the temporary school.	

### 5.1 Design Quality Principles

The proposed development is consistent with the 7 design quality principles, as set out below:

Pri	inciple	Control	Comment
1.	Context built form and landscape	Schools should be designed to respond to and enhance the positive qualities of their setting, landscape and heritage, including Aboriginal cultural heritage. The design and spatial organisation of buildings and the spaces between them should be informed by site conditions such as topography, orientation and climate.  Landscaping should be integrated into the design of school developments to enhance on-site amenity, contribute to the streetscape and mitigate negative impacts on neighbouring sites.  School buildings and their grounds on land that is identified in or under a local environmental plan as a scenic protection area should be designed to recognise and protect the special visual qualities and natural environment of the area and located and designed to minimise the development's visual impact on those qualities and that natural environment.	The development satisfactorily responds to the existing built and natural environment on the site. The single storey, demountable buildings are individually of a scale non-inconsistent with the massing of the new dwellings in the vicinity of the site. As the development is of a temporary nature, the utilitarian built form is considered acceptable.
2.	Sustainable, efficient and durable	Good design combines positive environmental, social and economic outcomes. Schools and school buildings should be designed to minimise the consumption of energy, water and natural resources and reduce waste and encourage recycling.  Schools should be designed to be durable, resilient and adaptable, enabling them to evolve over time to meet future requirements.	The building has been designed to maximise natural light penetration and cross flow ventilation with a long expanse of façade facing north with 10 of the 17 classrooms facing that direction. The development incorporates water reuse and facilitates and the provision of solar panels on its roof. Installing the demountable structures as attached structures on one footprint frees up a significant part of the site to enable outdoor play and the COLA in a contiguous space. On-site works have been designed to minimise the use of concrete, minimise excavation and maximise efficiency during removal. The applicant also outlines that onsite structures such as walkways and stairs will be constructed of timber where possible reducing the embodied carbon footprint by up to 75% compared with steel and concrete. The finishes of the buildings are to standard Department of Education requirements developed over many years for durability and amenity.
3.	Accessible and inclusive	School buildings and their grounds should provide good wayfinding and be welcoming, accessible and inclusive to people with differing needs and capabilities.  Schools should actively seek opportunities for their facilities to be	Accessible paths of travel are provided from the site's street boundary of Nabthorpe Parade to school facilities.  The site incorporates appropriate wayfinding signage to assist visitors and first-time users with identifying key buildings and outdoor spaces.

		shared with the community and cater for activities outside of school hours.	
4.	Health and Safety	Good school development optimises health, safety and security within its boundaries and the surrounding public domain, and balances this with the need to create a welcoming and accessible environment.	The proposal has had regard to CPTED principles and provides delineation through a combination of landscaping, fencing and signage to the 'public' areas of the site when the school is operating.
5.	Amenity	Schools should provide pleasant and engaging spaces that are accessible for a wide range of educational, informal and community activities, while also considering the amenity of adjacent development and the local neighbourhood.  Schools located near busy roads or near rail corridors should incorporate appropriate noise mitigation measures to ensure a high level of amenity for occupants.  Schools should include appropriate, efficient, stage and age appropriate indoor and outdoor learning and play spaces, access to sunlight, natural ventilation, outlook, visual and acoustic privacy, storage and service areas.	The school provides a variety of internal and external learning places that are suitable for formal and informal educational opportunities for students. The new building incorporates storage spaces for teachers, students, the school and any other users.  The temporary facilities have been sited to minimise visual impact on the surrounding area. It relies upon its long axis orientation within the site rather than to the street.  The school provides a variety of internal and external learning places that are suitable for formal and informal educational opportunities for students.  The building has been located to minimise visual impact on surrounding properties, and provides an acceptable, landscaped outlook from both within the site and for views into the site.  The building maximises natural light penetration through the appropriate use of glazing and facilitate natural cross ventilation with a mix of sun facing classrooms along the northern frontage and cooler rooms facing south. Openable windows for all rooms facilitate suitable ventilation. The school will also have air conditioning.
6.	Whole of life, flexible and adaptive	School design should consider future needs and take a whole-of-lifecycle approach underpinned by site wide strategic and spatial planning. Good design for schools should deliver high environmental performance, ease of adaptation and maximise multi-use facilities.	The temporary school will feature modular demountables that are reusable and have ample opportunities for reuse elsewhere when no longer required on this site.  The temporary school has a range of room sizes to cater for small group learning and includes adaptable elements.
7.	Aesthetics	School buildings and their landscape setting should be aesthetically pleasing by achieving a built form that has good proportions and a balanced composition of elements. Schools should respond to positive elements from the site and surrounding neighbourhood and have a positive impact on the quality and character of a neighbourhood.	The temporary school will be orientated such that the street elevation will have a narrow frontage, thereby reducing streetscape impact.

The built form should respond to the	
existing or desired future context,	
particularly positive elements from the	
site and surrounding neighbourhood, and	
have a positive impact on the quality and	
sense of identity of the neighbourhood.	

## 6 Central City District Plan 2018

Summary comment	Complies
While the Act does not require consideration of District Plans in the assessment of development applications, the Development Application is consistent with the following overarching planning priorities of the Central City District Plan:	Yes.
Infrastructure	
Planning for a city supported by infrastructure.	
Infrastructure aligns with forecast growth.	
Infrastructure adapts to meet future needs.	
Infrastructure use is optimised.	
Liveability	
Providing services and social infrastructure to meet people's changing needs.	

## 7 Blacktown Local Strategic Planning Statement

Summary comment	Complies
The Blacktown Local Strategic Planning Statement outlines a planning vision for the City over the next 20 years to 2041. The Blacktown Local Strategic Planning Statement contains 18 Local Planning Priorities based on themes of Infrastructure and collaboration, Liveability, Productivity, Sustainability and Implementation.  The development application is consistent with the following priorities:  LPP1: Planning for a city supported by infrastructure.  LPP3: Providing services and social infrastructure to meet peoples changing needs.  LPP10: Growing targeted industry sectors.	Yes.

## 8 Blacktown Growth Centres Development Control Plan 2010

Summary comment	Complies
Clause 3.36(9) State Environmental Planning Policy (Transport and Infrastructure) 2021 specifically excludes the application of DCPs in the assessment of an application for a school made under the SEPP the relevant provisions of the DCP have been considered and the proposal found to be compliant.	Yes, with the exception of parking if the specific controls that would ordinarily apply were considered.

Control	Proposal	Complies
Part 4.4.3 – Educational establishments and places of worship		
6 Car parking Table 4-11 Specific land use requirements For primary and secondary schools 1 space per staff member Plus 1 space per 100 students	419 students 21 staff  17 spaces  Separate space is also available for delivery and waste vehicles.	25 would be required if the DCP applied. No, it does not comply. The proposal involves the provision of 8 fewer spaces than would normally be required. See Section 8 of main report for discussion where it is concluded that the carparking will be temporary and acceptable. We note than 100% of dwellings in the estate are located less than 1km from the site, with the vast majority being within 800m walking distance.
4.4.3.1 Objectives a. To ensure appropriate provision and equitable distribution of education, establishments and places of public worship within the Precinct.	The land is a purposely zoned school site that has been part of the Indicative Layout Plan for the precinct for several years.	Yes.
b. To ensure that buildings are not out of character with the type, height, bulk and scale of surrounding buildings.	Single storey buildings.	
c. To encourage the appropriate location of facilities to create community focal points, centres of neighbourhood activity and enhance community identity.	The school is centrally located with thin the Akuna Vista estate.	
d. To mitigate the impacts of noise, privacy, increased traffic and nuisance on surrounding residential development.	The site's zoning ensures that residential development has at least a street buffer between it and the site. Retail and recreation zones also adjoin the site. The impacts from the development are not likely to be any different that any other educational establishment of the size proposed, but is assisted by the orientation of the building away from residential properties.	
e. To foster iconic and landmark building design within each Precinct	The school will be a temporary se of the site. The future permanent school will be designed having regard to the uniqueness of the precinct.	

Control	Proposal	Complies
4.4.3.2 Controls  Educational establishments are preferably to be located on land with frontage to a collector road. Corner sites are preferred	Both Nabthorpe Parade and Triton Parade are collector roads and the land is a corner lot.	Yes.
•		Yes.
development;	of construction and some vacant residential lots. The site has been nominated as a school site long before that land was subdivided and sold, so new purchases would have been aware of the future use of the site. In addition to that, the site has the future school land immediately to the north, then beyond that retail and a public park, to the south and east,	

Control	Proposal	Complies
	more recreation land. The site is considered to have suitable buffers.	
<ul><li>urban design;</li><li>location;</li></ul>	The development for a temporary school is considered satisfactory in this regard.	
•	The location is suitable as it is purposely zoned for the use.	
the size of the land where the development is proposed;	The land was subdivided initially to suit the needs of the NSW Department of Education. From its initial form and location in 2012, it was subsequently revised to what it is now in 2019. The land area is 2.003ha.	
traffic generation and the impacts of traffic on the road network and the amenity of nearby residents;	The surrounding road network is considered capable of coping with the anticipated increase in vehicular traffic. Once the surrounding road system is completed, ample choices in routes will be available for drivers. Modelling for this purpose was done at the time the Indicative Layout Plan was.	
• the availability of parking;		
the scale of buildings and their capacity; and	We believe that sufficient parking is available for the temporary school.	
hours of operation and noise impacts.	The school will be temporary. Its scale is considered appropriate.	
	The proposed hours of operation are reflected in the conditions of consent and are considered reasonable for a school. Noise impacts are unlikely to be beyond what is expected of a school of such size.	
4.4.3.2 (4) A traffic and transport report/statement are to accompany the Development Application addressing the impact of the proposed development on the local road system and defining car parking requirements. Note: Due to the high level of traffic generation and peak nature of traffic volumes accessing these types of land uses, assessment of traffic impacts and pedestrian requirements is required and mitigation measures may need to be incorporated in the design. Such measures may include pedestrian	The proposed bus zone, a raised pedestrian crossing, drop off and pick up zones and at at-grade pedestrian crossing with associated signage is was considered by the Local Traffic Committee at its meeting of 8 August 2023. The proposed locations of this infrastructure are outlined in Section 10 of this report. The Local Traffic Committee resolved to approve those works for later approval by Ordinary Council Meeting. In the meantime, the requirement to comply with the	Yes.

Control	Proposal	Complies
crossings, speed control devices, pedestrian refuges on streets to which the development fronts and the provision of bus and drop off bays. School zones will require additional safety measures such as school crossings, 40 km/h school speed zones and flashing lights in accordance with RTA requirements.	Local Traffic Committee's determination (to be ratified by Council) is conditioned as a 'prior to commencement' item.	
4.4.3.2 (5) A landscape plan and associated documentation is to be submitted with the Development Application identifying existing vegetation and community plant species and/or existing design elements of the site layout, and the proposed landscaping treatment of the development.	A landscaped plan has been submitted with the development application. This pertains to landscaping associated with the temporary school. The site contains no vegetation, hence no tree removal is proposed.	Yes.
4.4.3.2 (7) For certain uses, the provision of overflow parking may be necessary particularly where such developments incorporate halls used for social gatherings. Overflow parking areas could be provided on open grassed areas and need not be formally sealed or linemarked. Proposed overflow parking areas are to be clearly shown on plans submitted with the Development Application.	This is a temporary use. There is considered no need for overflow parking. The surrounding street network is considered capable of accommodating the larger, infrequent out of hours school activities such as dances and fetes.  NSW Department of Education is also negotiating with Council the shared usage of the adjacent park when not in use.	Yes.
4.4.3.2 (8) Development must be designed to minimise the possibility of noise disturbance to the occupants of adjoining or neighbouring dwellings.	The playground has been located away from residential properties. While there are anticipated to be some noise impacts on weekday mornings and afternoons, such impacts are not considered to be unreasonable.	Yes.
4.4.3.2 (9) Development must be designed to minimise the possibility of noise to the occupants of adjoining or neighbouring dwellings.	As above.	Yes.
4.4.3.2 (10) Where it is likely that a development may cause an adverse noise impact on nearby residential areas, an acoustic report will be required to be submitted to council with the development application.	An acoustic report was submitted with the development application as a lodgement requirement of Appendix F of the Growth Centres DCP	Yes.
4.4.3.2 (11) Development must comply with DECCW noise guidelines in clause 4.2.9.	The acoustic report concludes that the development is satisfactory in this regard, subject to minimal conditions. The clause is more related to ensuring that future dwellings opposite or adjacent to non-residential uses have their own noise	Yes.

Control	Proposal	Complies
	attenuation measures provided (such as double glazing, internal layouts etc).	
4.4.3.2 (12) Where appropriate, buffers should be put in place to limit noise impacts on the surrounding area.	The zoning of surrounding land effectively creates a suitable buffer to 3 sides of the land.	Yes.
4.4.3.2 (13) Sources of noise such as garbage collection, machinery, parking areas and air conditioning plants are sited away from adjoining properties and screened/ insulated by walls or other acoustic treatment. Noise levels are not to exceed specified limits at the most affected point of the property boundary.	The only vehicular access to this site for the temporary school is by necessity located opposite a number of residential properties. The parking, waste and loading areas will be located here. The intermittent and infrequent use of this area for those purposes is unlikely to unreasonably impact nearby residents for any extensive period of time.	Yes.
4.4.3.2 (14) The general hours of operation for places of public worship and educational establishments are between 7 am and 9 pm.	The proposed school hours are 9:00 am to 3:00 pm, with before and after school care provided 6:30 am to 8:55 am and 3:00 pm to 6:30 pm. After hours activities such as information nights, interviews, meetings will occur from time to time concluding no later than 10:00 pm. Fetes would occur less frequently and would potentially run 7:00 am to 6:00 pm, other outdoor events 6:00 pm to 10:00 pm and events within the hall from time to time between 7:00 am and 10:00 pm.	No, but acceptable. It is recommended that the school issue a flyer to students to advise of fetes and the like and notify immediate neighbours by way of letter drop and use social media. A condition to this effect is included in the recommendation.
4.4.3.2 (15) Variation to the approved hours of operation may be approved by council subject to other requirements or a merit assessment.	Noted.	N/A