



**Report to the Director General on an Application for a Site Compatibility Certificate**

**State Environmental Planning Policy (Housing for Seniors and People with a Disability) 2004**

**Site Name:** Penrith Golf Course, The Northern Road, Lot 1 DP 218872, Lot 14, 15, 18 DP 128940, Lot 16, 17 DP 871803, Lot 119-123 DP 2576

**Applicant:** Cityscape Planning + Projects

**Care/of** AIM Developments Pty Ltd and Penrith Golf Course + Recreation Club Pty Ltd

**LGA:** Penrith City Council

**Recommendation:**

It is recommended that the Director General:

1. form the opinion that the site of the proposed development is suitable for more intensive development in accordance with Clause 24 (2) (a),
2. and that development for the purposes of seniors housing of the kind proposed in the development application is compatible with the surrounding environment having regard to, at least the criteria specified in clause 25 (5) (b),
3. pursuant to clause 25 (4) (a) of SEPP (*Housing for Seniors or People with a Disability*) issue a site compatibility Certificate **[Tagged A]** for Lot 1 DP 218872, Lot 14, 15, 18 DP 128940, Lot 16, 17 DP 871803, Lot 119-123 DP 2576; and
4. sign the attached letter to the applicant advising of this determination **[Tagged B]**.

**Site:**

The site:

- The site forms part of the existing Penrith Golf Course;
- The site is located on and with access from the Northern Road;
- The broader site comprises of numerous lots;
- The land subject to the proposal is concentrated around the existing club facilities and therefore confined to the central eastern section of the site.

(Refer to **Appendix 1** for a site location; and **Appendix 2** for the existing site layout)

**Proposal:**

Application was made on 28 October 2009, for a Site Compatibility Certificate by Cityscape Planning + Projects to support a subsequent lodgement of development application to construct 4 x apartment buildings (3-4 storeys) to provide a total of 120-150 self contained dwellings for seniors housing. The dwellings are all proposed to be 'serviced self contained housing units' (**Appendix 3** shows images of the proposed housing).

The existing facilities (golf club) will be extended and re-developed to be used by members and visitors of the Golf Club.

(**Appendix 4** shows the proposed site layout)

Penrith City Council and the proponent agreed on a delay to allow the Regional Team to seek further information.

**Permissibility Statement:**

The site is currently zoned 6(c) *Private Recreation* pursuant to Penrith Urban Lands Local Environmental Plan 1998 (PLEP 1998) (zoning map shown at **Appendix 5**). The zone allows for more intensive forms of urban development inclusive of child care centres, restaurants, clubs and motels. There are currently no FSR controls or building envelopes for such development as part of this zone (**Appendix 6** shows the zoning table applicable to the site). The site will be incorporated in to Stage Two of the Penrith Principal LEP 2008. A Planning Proposal is expected to be forwarded to the Department in March 2010.

Land adjacent to the site is zoned 2(b) – Residential (Low Density) under PLEP 1998. This zone provides a limited suite of permissible land uses, however does allow for residential development inclusive of dwelling houses and dual occupancies. Land to the east of the site on the opposite side of the Northern Road is zoned 1(b) Rural, under Sydney Regional Environmental Plan 25 – Orchard Hills.

The legal branch provided advice that the subject land is considered to be land zoned primarily for urban purposes (**Appendix 7**).

The application for a Site Compatibility Certificate, in accordance with *Clause 24; Site Compatibility Certificates Required for Certain Development Applications*, of the SEPP, should therefore be considered.

**Consideration Under Clause 24 and 25(5):**

In order to issue a Site Compatibility Certificate, the Director-General must form the opinion that:

- (a) the site of the proposed development is suitable for more intensive development [clause 24(2)(a)]; and
- (b) development for the purposes of seniors housing of the kind proposed in the development application is compatible with the surrounding environment having regard to (at least) the criteria set out in Clause 25(5)(b) [clause 24(2)(b)].

The Director-General may refuse to issue a certificate if he considers that the development is likely to have an adverse affect on the environment [Clause 25(6)].

**Suitability of the Site for More Intensive Development:**

The site is suitable for more intensive development as:

- the proposal will have access to adequate shops, facilities and services at the major centre, Penrith and other smaller centres, accessible by public transport;
- there are no environmental constraints identified that would preclude the development of the site; and all of the dwellings in the development will be connected to a potable water supply and drainage;
- land uses in the locality are mostly residential, other than the Penrith Golf Course and the rural land adjacent to the site.

Penrith City Council's urban growth management strategies identify a need for significant new and diverse housing opportunities to cater for increasing demands of an increasingly ageing community. Council's strategies also identify the need for housing in some fringe locations across the LGA, as well as concentrating denser housing in town centres.

The redevelopment of the site will include a limited redesign of course layout. The proposed redevelopment of the club house will provide new and improved facilities for both club members and visitors of the club.

The proposal is for the development of 4 x apartment buildings (3-4 storeys) to provide approximately 120-150 self contained dwellings for senior housing. The existing club house is one storey in height with a large undercroft which makes it look like two stories. There is no firm proposal for the club house yet.

The proposed use is compatible with the surrounding environment and the site is suitable for more intense development.

**Natural Environment and the Existing and Approved Uses in the Vicinity:**

*25(5)(b)(i) the natural environment (including known significant environmental values, resources or hazards) and the existing uses and approved uses of land in the vicinity of the proposed development,*

The site forms part of a gently undulating landscape that provides limited topographical relief. The site includes a number of watercourses and dams, the watercourses also act as drainage lines.

The applicant's study indicated that the site is largely cleared of vegetation to accommodate its current use as a golf course; however there are large tree species along its boundary and creek corridors. These are remnants of Cumberland Plain Woodland. It is anticipated that there will be minimal clearing based on the information in the proposal, however, this will also form part of Council's consideration of any development application.

Flood Risk: There is no flood risk identified on the site.

Bushfire: Based on the information submitted, there appears to be limited vegetation on the site and in the broader area. Only the North West corner of the golf course (not part of the proposed site) is identified in the Penrith Bushfire Hazard map.

Heritage: The site does not contain any known Heritage items.

Geotechnical and Land Contamination: There are no known contamination issues resulting from past land uses on the site.

Views: Penrith Council has identified the Northern Road as part of 'a main gateway entry point to the city'. Further Council information identifies the characteristics of the land in the vicinity of the site as open semi rural environment that provides high amenity to the locality and a valuable buffer to the denser residential form to the west. Further it states that the Land and Environment Court has upheld Councils planning decisions which take these characteristics into consideration. Due to the importance of this corridor, Council's DCP contains controls requiring a minimum setback of 80 metres from the Northern Road, and have requested this be incorporated to the issuing of a certificate. One building encroaches the 80 metres setback, however, there is sufficient space on site for its repositioning, and is a matter which can be negotiated with Council during the development application process.

Existing Uses: The size of the entire Golf Course site is approximately 52 hectares. It is currently used as part of the golf course with the existing club house located on the site.

Land in the Vicinity: The site is part of the Penrith Golf Course; the golf course is surrounded by low density dwellings on three sides. To the east of the site the land is zoned 1(b) Rural with a mix of rural associated buildings.

**Impact on the Future Uses of the Land:**

*25(5)(b)(ii) the impact that the proposed development is likely to have on the uses that, in the opinion of the Director-General, are likely to be the future uses of that land;*

Land uses in the locality of the golf course are predominantly residential and rural. The site itself is likely to remain as Penrith Golf Course.

**Services and Infrastructure:**

*25(5)(b)(iii) the services and infrastructure that are or will be available to meet the demands arising from the proposed development (particularly retail, community, medical and transport services having regard to the location and access requirements set out in Clause 26) and any proposed financial arrangements for infrastructure provision;*

Location and Access to Facilities: *Clause 26: Location and Access to Facilities*, of the SEPP requires that residents of a proposed development have access to:

- (a) shops, bank service providers and other retail and commercial services that residents may reasonably require;
- (b) community services and recreation facilities; and
- (c) the practice of a general medical practitioner.

The site is located approximately 1.9km from Southlands Shopping Centre and 2.75km from Glenmore Park Town Centre accessible by car, only, from the site. Penrith CBD is 6.2km from the site and is the closest centre accessible by public transport. Penrith provides a full range of retail, medical and banking facilities. There is a bus route which passes the site but in this instance there is no bus stop (map showing bus routes is shown at **Attachment 8**). The bus route is limited and travels between Luddenham and the Penrith CBD. The proponent has indicated preliminary discussions have been held with Westbus to position a stopping point either on site or adjoining the golf course.

Water Supply and Sewerage Infrastructure: The subject site and adjoining rural development has access to the Sydney Water reticulated water and sewer network.

Electricity: The site is served by a full range of energy and telecommunication services.

**Impact on Open Space and Special Use land (where relevant):**

The site is zoned private recreation, and forms part of the Penrith Golf Course Site.

**Impact of the Bulk, Scale, Built Form and Character of the Proposed Development:**

*25(5)(b)(v) without limiting any other criteria, the impact that the bulk, scale, built form and character of the proposed development is likely to have on the existing uses, approved uses and future uses of land in the vicinity of the development.*

The land surrounding the site is the Penrith Golf Club which consists of vast open space with some vegetation and no built form. To the east, the land is of a rural character consisting of a few low density houses and large lots. The area adjacent to the golf course on the western side is predominately low density housing.

The proposal consists of four 3-4 storeys apartments with the redeveloped club house to be part of this site.

Three of the four building footprints proposed as part of the preliminary concept plan are to be setback over 125m from the Northern Road. The buildings will be located in the centre of the site (golf course) and will not dominate and visual characteristics in the vicinity nor will it be inconsistent with the built form, scale and bulk.

**Comments from the Council**

The application was reported to Council at the Ordinary Meeting of the 14 December 2009 (**Attachment 9**). Council has advised the Department that it supports the application for a Site Compatibility Certificate in principle, but that the following requirements should be incorporated into the certificate:

- *Buildings to be limited to four storeys in height;*
- *View lines to the Blue Mountains escarpment are preserved;*
- *All buildings are setback a minimum of 80m from the Northern Road;*
- *The development not to be designed in a way that creates an urban image or character as viewed from The Northern Road; and*
- *Bus services enhancement for residents.*

The need to provide a bus service has been listed as a condition of the certificate, the other conditions can be incorporated once the proponent seeks development approval from Council.

**CONCLUSION**

The subject site is considered suitable for a senior's housing development as it fulfils the requirements for the issuing of a Site Compatibility Certificate outlined in the SEPP. The proposed development is compatible with existing land uses that currently adjoin the site and will have access to facilities and services at Penrith CBD which is accessible by a bus route which passes the site. The centres such as South Penrith and Glenmore Park are only accessible via private transport.

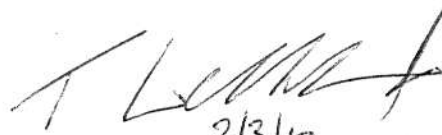
There are remnants of Cumberland Plain Woodland on the site; however, given the preliminary concept plans, it is unlikely there will be any significant disturbance. Council will also need to assess these matters during the development application process.

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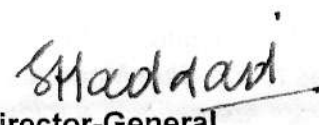
Regional Director,  
Sydney West



Executive Director,  
Planning Operations 1.3.10.



Deputy Director-General  
Plan Making and Urban Renewal  
2/3/10



Director-General  
4/3/2010.